



Department of Finance
Bureau of the Budget and Management Research
Andrew Kleine, Chief

City of Baltimore

BBMR Management Research Report

Community Job Hubs

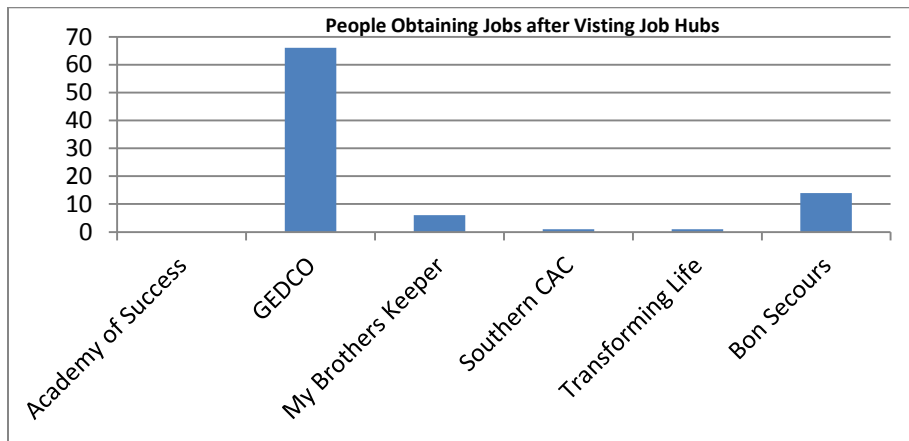
**LOGIC MODEL ANALYSIS OF THE COMMUNITY JOB HUBS
PROGRAM THROUGH THE FIRST 14 MONTHS OF OPERATION**



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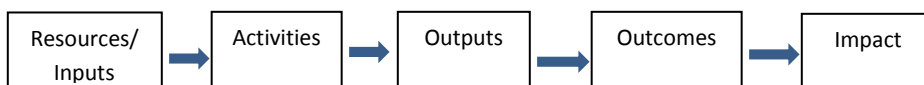
What BBMR Found

Since the Community Job Hubs program has been operating for just over one year, the only evidence available regarding how the centers are performing is short term. To date there has been wide variation among the centers in terms of their success providing services such as orientation, registration with the Maryland Workforce Exchange, computer training, and helping clients obtain jobs. So far the Job Hub operated by the Govans Ecumenical Development Corporation (GEDCO) is having the greatest success across a number of metrics, especially in helping clients obtain jobs, whether measured as an absolute number or as a percentage of its clientele. It should be noted that the Academy of Success operated for only five months, and Bon Secours and Transforming Life did not open until April and June 2013 respectively.



We have conducted a logic model analysis to better understand how the centers are performing. Because the centers have not been operating for long, we have not been able to determine anything regarding their performance with impacts, and we have made definitive conclusions about only one outcome. We have focused on the items early in the logic model chain such as resources, activities, and outputs. Through just over one year of operation, the Job Hubs have exhibited wide variation in all three of these areas.

Logic Model



Why BBMR Did This Study

The Mayor's Office of Employment Development established the Community Job Hubs program in November 2012 to provide job search assistance to clients in distressed neighborhoods. The purpose of conducting this study is to determine 1) the effectiveness of the Job Hubs program in helping clients find jobs, 2) the level of service being provided to Baltimore residents across centers and 3) ways to improve center performance.

What BBMR Recommends

To improve operation of the Community Job Hubs, BBMR recommends the following actions:

1. Continue studying the centers to obtain more and longer term information on outputs, outcomes, and impacts
2. Study GEDCO's success in more depth and apply lessons learned to other centers
3. Keep centers up to date on various goals their clients are reaching, such as the number getting jobs
4. Improve the definition and tracking of services provided to clients
5. Start tracking additional outputs and outcomes
6. Ensure centers are clear on what constitute required services
7. Ensure all center staff know clients can apply for Maryland Workforce Exchange jobs without going to One-Stops
8. Establish Job Hubs as a separate activity for budgeting purposes
9. Increase development and use of volunteers, possibly by partnering each Job Hub with an area college
10. Consistently assess whether Job Hubs are meeting their obligations and whether any need to be replaced with new centers
11. Establish explicit goals for each Job Hub regarding jobs obtained

To view the full report, go to <http://bbmr.baltimorecity.gov/ManagementResearch.aspx>.

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Department of Finance
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Andrew Kleine, Chief

Bureau of the Budget and Management Research
100 N. Holliday Street, Baltimore, MD 21202

September 23, 2014

The Honorable Mayor Rawlings-Blake,

The Mayor's Office of Employment Development (MOED) has operated between four and five Community Job Hubs throughout Baltimore City since November 2012, and it has discussed the possibility of opening additional centers in the future. It does this by partnering with community organizations in some of the more impoverished neighborhoods in the city. The Job Hubs program is part of the activity Workforce Services for Baltimore City Residents under service 793 - Employment Enhancement Services for Baltimore City Residents.

This management research project on the Community Job Hubs was conducted upon your request for the purpose of determining the effectiveness of these centers in helping clients in Baltimore find employment. The authority to conduct this project comes from BBMR's mandate to provide policy and fiscal research and analysis on a variety of administrative, departmental and citywide issues. Key issues examined in this management research project include: 1) the effectiveness of the Job Hubs program in helping clients find jobs, 2) the level of service being provided to Baltimore residents across centers, and 3) ways to improve center performance.

To determine what level of service has been provided across all centers and how effective this service has been in assisting clients to get jobs, BBMR interviewed officials involved with this program, conducted site visits at all five Job Hubs as well as at the One-Stop Career Center on East Madison Street, obtained performance data from the Mayor's Office of Employment Development, and read materials on the program. In conducting our analysis we utilized logic modeling as a conceptual framework.

BBMR conducted this management research project from November 2013 to March 2014 in accordance with the standards set forth in the BBMR Project Management Guide and the BBMR Research Protocol. Those standards require that BBMR plan and perform the research project to obtain sufficient and appropriate evidence to provide a basis for the conclusions and recommendations contained in this report. BBMR believes that the evidence obtained provides a reasonable basis for the findings and conclusions in this report and that such findings and conclusions are based on research project objectives.

BACKGROUND

HISTORY AND SERVICE OVERVIEW

Development of Job Hubs

In November 2012, the Mayor’s Office of Employment Development (MOED) opened four Community Job Hubs in Baltimore. A stated goal of these centers was to provide job search services to city residents close to their homes. MOED had found that there were areas in the city that did not seem to be getting served by the three One-Stop career centers the agency operates, presumably because these areas were not close to the One-Stops, which are located downtown, in the northwest area, and in the eastern part of the city.

In addition to MOED determining that there were clients in certain parts of the city not being adequately served by the One-Stops, the agency also decided that there was a “digital divide” within these communities and that this divide adversely impacted clients’ ability to get jobs. At this point, most job listings as well as job applications are handled online, and most jobs themselves require at least a minimal amount of computer skill. If clients do not have these skills they will be unqualified for many jobs that may be available, and in any case will not be able to find out about these jobs or apply for them.

The goal of the Job Hubs was not to replicate all the services provided at the One-Stops. Instead the goal was primarily to provide computer training to address this digital divide. In addition, the centers were meant to provide some job search and job preparation assistance. MOED’s hope was that by providing these services in certain communities the agency could increase the number of clients in those communities able to obtain jobs.

Figure 1: Job Hubs Logo



In creating these new centers, MOED first created a community profile to determine the communities that were most in need of job readiness and job preparation services. The agency looked at poverty levels, educational attainment, racial and gender composition, age, labor force participation rates, and unemployment rates by census tract and neighborhood to identify areas of the city that are particularly distressed. One can see information regarding some of these criteria on the maps in Appendix II.

MOED then looked at where people who were not using the city's three One-Stop centers lived. For Job Hub locations, the agency chose areas where the poverty, education, and unemployment numbers showed distress and where residents were not utilizing the One-Stops.

Once these locations were chosen, MOED then identified community anchor organizations within those neighborhoods to work with as partners. The coordinator of the Job Hubs program reached out to and scheduled meetings with faith- and community-based organizations to get the word out about what MOED was trying to do. According to MOED, these organizations needed to meet numerous criteria. The organizations needed to:

- Be well established in their communities and offer services of some sort to their communities.
- Have a minimum of five computers with internet access. (Additional computer requirements are presented in Appendix III)
- Be willing to provide space for MOED technology trainers.
- Be willing to open these technology labs to the general public.
- Enter into a memorandum of understanding with MOED.

In November 2012 MOED opened four centers. The partners for these centers were:

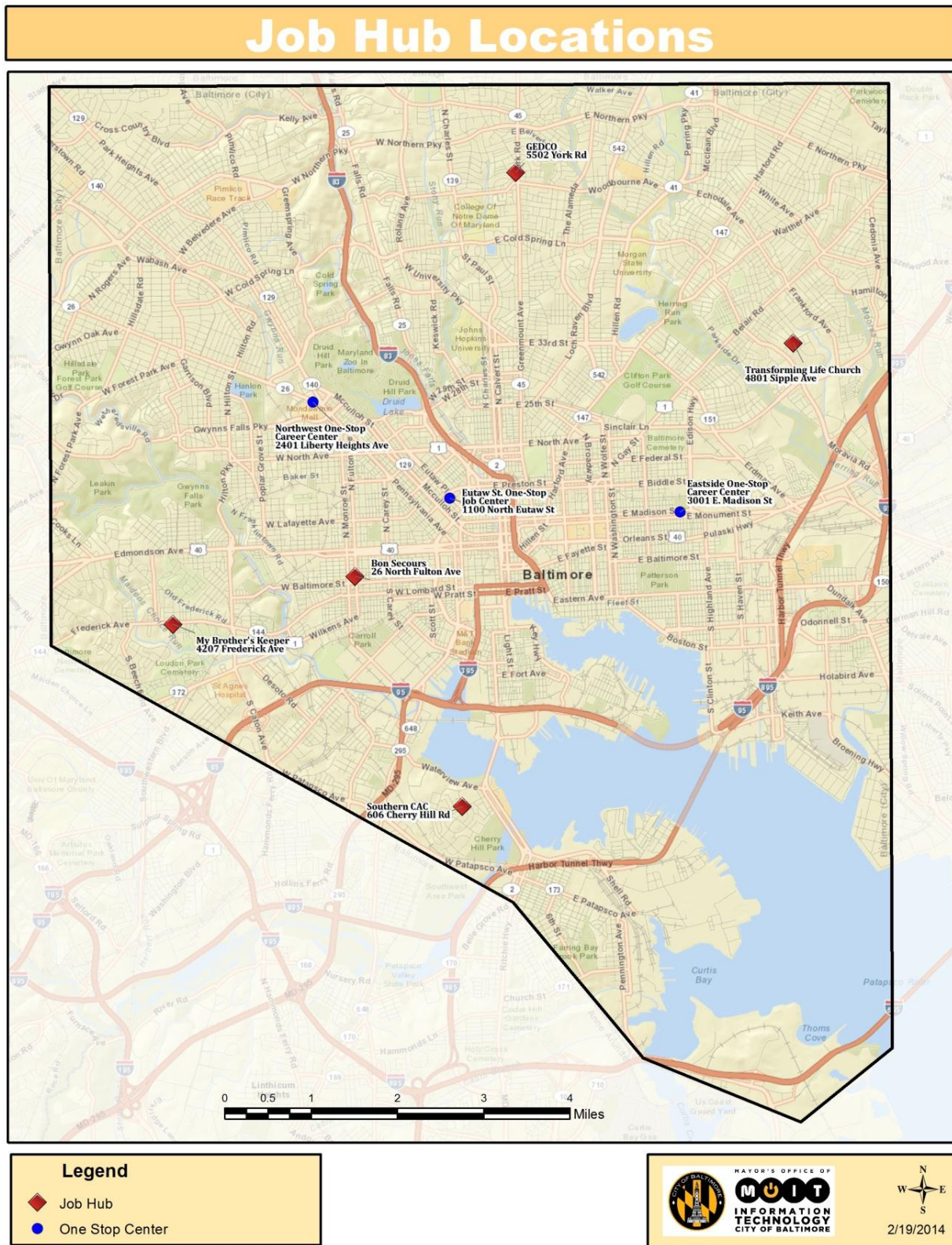
- Academy of Success;
- Govans Ecumenical Development Corporation (GEDCO);
- My Brother's Keeper; and
- Southern Community Action Center (CAC).

During the first year of operation, the Job Hub at Academy of Success closed. We will discuss later the details of this development. However, two new centers opened during 2013. These new centers were:

- Bon Secours; and
- Transforming Life Church of God.

As such, MOED is operating five Community Job Hubs as of the writing of this report. These centers all operate within facilities run by the partner organizations. The city does not pay any kind of rental fee for utilizing these facilities for the Job Hubs.

Figure 2: Map of Job Hubs



MOED uses various methods to get the word out about the Job Hubs service. The Job Hub partner agencies reach out to other community organizations through existing networks. Most sites have signage outside their facilities. The sites distribute door hangers and flyers to their communities. An example of a door hanger can be seen in Appendix V.

MOED has also partnered with the Baltimore City Office of Neighborhoods to promote the Job Hubs. It utilizes social media such as Facebook and Twitter. According to MOED, the agency will soon start using GovDeliver as a means of communicating with clients about Job Hub activity through e-mail and text messages. But according to the centers we visited, many clients learn about the Job Hubs through word of mouth.

Services Offered

The basic services that are available at all the centers are the same. These services, for which clients are not charged, are as follows:

Required for Anyone Coming into a Center Seeking Services

- Presentation of a video explaining all of the services available at the Job Hubs
- Compass

This is a web-based assessment tool that evaluates client job interests, and also connects them to possible jobs based on their educational and skills background, and the jobs that are available at that time. This was not a service that was available when the Job Hubs started but was added in after the program was running.

- Registration in the Maryland Workforce Exchange (MWE)

This service is an online tool through which job seekers can look for available jobs for which they are qualified. Through this tool, job seekers can create resumes, review available jobs, establish a Virtual Recruiter that communicates with them when jobs matching their qualifications become available, find out about services for which they may be eligible, and see labor market information.

We were told that all of these services are required for anyone coming into a Job Hub seeking services. However, in our site visits we found that it is not clear that each center sees these services as all mandatory. For example, in one center the presentation of the video was described as something that is optional for clients visiting the center.

Optional Services

- 21st Century Job Readiness Standards

Starting in December 2013, MOED rolled out a web-based course on 21st Century job readiness skills. This course covers such topics as basic work habits, life skills, work attitudes and values, communication and interpersonal skills, technology skills, and job search skills. Clients taking this online course can take assessments after completing each section, and they can receive a certificate of completion after finishing the course. A full list of the topics covered in this course can be seen in

Appendix IV. This service was added in as something available to clients after the Job Hub program had been started.

- Computer Literacy

As indicated previously, an overriding goal for these centers when they were created was to provide computer literacy training to city residents. These trainings utilize instructors, but they also allow clients to pursue parts of the trainings on their own. Clients sometimes pursue these trainings in the Job Hubs and sometimes on their own either at home or at some other facility with computers. The instructor provides a client with a computer skills assessment to start. Then, the instructor provides a client with a license to the software that will be needed to pursue the training. The trainings the clients can pursue include an introduction to computers and the internet, Microsoft Office certifications, and preparation for IC³ certification. IC³ certification is an internationally recognized certification program that recognizes an individual’s mastery of three basic topics: computing fundamentals, key applications such as word processing and spreadsheets, and the internet.

- Job Search Workshops, Job Search Assistance, and Resume Writing

Staff at the Job Hubs can provide training to people on topics such as preparing for job interviews and completing job applications on line. They also can assist clients in negotiating web sites like the Maryland Workforce Exchange in order to find jobs. And they can assist people in putting together effective resumes.

- Job Recruitment

MOED holds job recruitment events at the Job Hubs. They rotate them around so that each Hub gets a chance at holding an event. Events over the past year have included such employers as Aramark, Wells Fargo, and the Horseshoe Casino.

Staffing

Table 1 below provides a breakdown of the staff devoted to the Job Hubs. MOED provided us with this breakdown. After our investigation into the Job Hubs, we are skeptical that the accounting for people’s time in this table is entirely accurate. For example, we believe that points of contact usually spend much more than 20% of their time devoted to Job Hub activities. However, these are the figures provided to us by MOED. As can be seen, many of these people are not city staff.

Table 1: Job Hubs Staff

Center	Position	Source of Funds	% of Time/Hours Spent on Job Hub Tasks
MOED Administration	Division Director	Federal	10%
	IT Manager	Federal	10%
	Performance Manager	Federal	5%
	Assistant Director	Federal	5%
	Unit Coordinator	Federal	10%
	Job Hubs Project	City General Funds	100%

Coordinator			
	Business Service Representative	Federal Funds	5%
Bon Secours	MOED Technology Trainer	City General Funds	25%
	Intake Specialist	City General Funds	20 hours/week
	Business Service/Point of Contact	Bon Secours	20%
	Manager	Bon Secours	10%
GEDCO	MOED Technology Trainer	City General Funds	50%
	Intake Specialist	City General Funds	20 hours/week
	Point of Contact	GEDCO	20%
	Assistant Director	GEDCO	20%
My Brother's Keeper	MOED Technology Trainer	City General Funds	50%
	Intake Specialist	City General Funds	20 hours/week
	Executive Director	My Brother's Keeper	10%
	Point of Contact	Volunteer	10%
	Point of Contact	Volunteer	10%
	Point of Contact	Volunteer	10%
Southern Community Action Center (CAC)	MOED Technology Trainer	City General Funds	50%
	Intake Specialist	City General Funds	20 hours/week
	Manager	CAC	5%
Transforming Life Church	MOED Technology Trainer	City General Funds	25%
	Intake Specialist	City General Funds	20 hours/week
	Point of Contact	Transforming Life	20%

As of the writing of this report, MOED has seven administrative staff spending some of their time overseeing the operation. In addition to these employees, the city employs two technology trainers who conduct the computer training. One of these trainers rotates between My Brother's Keeper and the Southern Community Action Center, while the other trainer works at Bon Secours, GEDCO, and Transforming Life Church.

The city also has slots for intake specialists at all the centers. Initially, MOED made these intake slots volunteer positions. However, the agency experienced problems with volunteers, such as high turnover and difficulty making sure everyone in these positions was adequately trained. As a result, centers have had difficulty providing accurate performance numbers to MOED. Because of this, MOED decided to make these paid positions. Paid people began taking these positions in the fall of 2013, and My Brother's Keeper just got its paid intake specialist in February 2014. The slot for a paid intake specialist at Southern CAC is still vacant as of the writing of this report. One of the technology trainers and all of the intake specialists are categorized by the city as temporary staff.

It should be noted that one thing missing in this list is volunteers, outside of the intake specialists who were volunteers until recently or people who took the training to become Points of Contact. Not all centers utilize additional volunteers. But My Brother's Keeper and GEDCO do. GEDCO in particular seems to utilize a lot of volunteers who are provided by nearby Loyola University of Maryland, as well as others from the community. It is our impression that the presence of these volunteers at GEDCO allows for that center to engage clients with more one-on-one assistance than is possible at the other centers.

Each quarter, the Job Hubs Coordinator runs a meeting with the lead staff of each of the centers. These meetings take place at the Job Hubs on a rotating basis. The points of contact and the intake specialists attend these meetings. These meetings are held to foster networking, information sharing, and training. According to MOED, standard topics covered at these meetings include performance and data reporting, issues and challenges, standardizing work flow, and upcoming MOED initiatives.

MOED has stated that from the beginning it has viewed the Job Hubs program as a work in progress, in part because it is a local invention to fit local circumstances rather than a program adopted from elsewhere that had been used successfully there. The goal has been to modify the program in order to improve it as time goes on. These meetings are one of the ways the agency tries to keep modifying the program. MOED notes, too, that building relationships with the community organizations that host the Hubs takes time, as does finding the best way for a particular host to address MOED's objectives.

Clients

The clients who come to the Job Hubs for help are predominately poor. According to MOED, 20% of the Job Hub clients lack a high school diploma, 49% have only a high school diploma, and 31% have a post-secondary degree or vocational training.

Some of the clients who attend the centers are employed and are going to the centers for help looking for a different job. However, according to MOED, 85% of clients are unemployed when they register for services. Some of the unemployed clients have been unemployed for a long time, though we were not able to get definite percentages from the centers. According to some of the centers we visited, some of the clients they see had been employed for a long time prior to a recent job disruption like a layoff. For many of these clients, finding a job following a lay off is particularly difficult because the way jobs are advertised by employers and applied for by job seekers has changed since they were last looking for employment.

According to the centers, many of the unemployed clients they see have significant obstacles to their employment. These barriers include:

- No high school diploma
- Lack of basic computer skills
- Criminal records
- Transportation issues
- Issues with previous job performance that need to be addressed
- Mental illness
- Learning disabilities

FUNDING

Job Hubs were initially funded as an enhancement in Fiscal 2013 as part of the Outcome Budgeting process. The Job Hubs program is located within MOED's service 793, Employment Enhancement Services for Baltimore City Residents. The budget for service 793 overall was \$1,577,766 in Fiscal 2013 and \$2,058,621 in Fiscal 2014. Of this, \$274,889 and \$290,863 was for the Job Hubs according to MOED in Fiscals 2013 and 2014 respectively.

\$1,116,336 and \$1,222,091 of service 793's funds were general operating funds in Fiscals 2013 and 2014 respectively. \$461,430 and \$220,030 were federal funds in each of those years. In Fiscal 2014, \$400,000 was from State funds and \$216,500 was from Special funds. The Job Hubs themselves are funded entirely with general operating funds.

Within service 793, Job Hubs are located in activity 1 - Workforce Services for Baltimore City Residents. The remainder of activity 1 funding goes toward Core Services in Career Centers, which is a supplement to Workforce Investment Act funding. Job Hubs have not been identified as a separate sub-activity, and as such breakouts for Job Hub funding are not part of the budget detail in the City's budget publications.

Figure 3: Budget Structure



Below in Table 2 is the line item detail by sub-object for the Job Hubs program.

Table 2: Line Item Budget by Sub-Object

Sub-Object	Fiscal 2013	Fiscal 2014
101 – Permanent Full-Time	\$148,991	\$181,973
102 - Temporary	\$68,200	\$92,342
201 – Social Security – City Share	\$0	\$1,998
307 - Printing	\$1,526	\$0
326 – Other Professional Services	\$35,544	\$0
402 – Office Supplies	\$131	\$0
503 – Data/Word Processing Equipment	\$2,385	\$2,542
508 – Computer Software	\$18,112	\$12,008
Total	\$274,889	\$290,863

In Table 3 below one can see an accounting of the items for which those line items paid.

Table 3: Job Hub Expenses

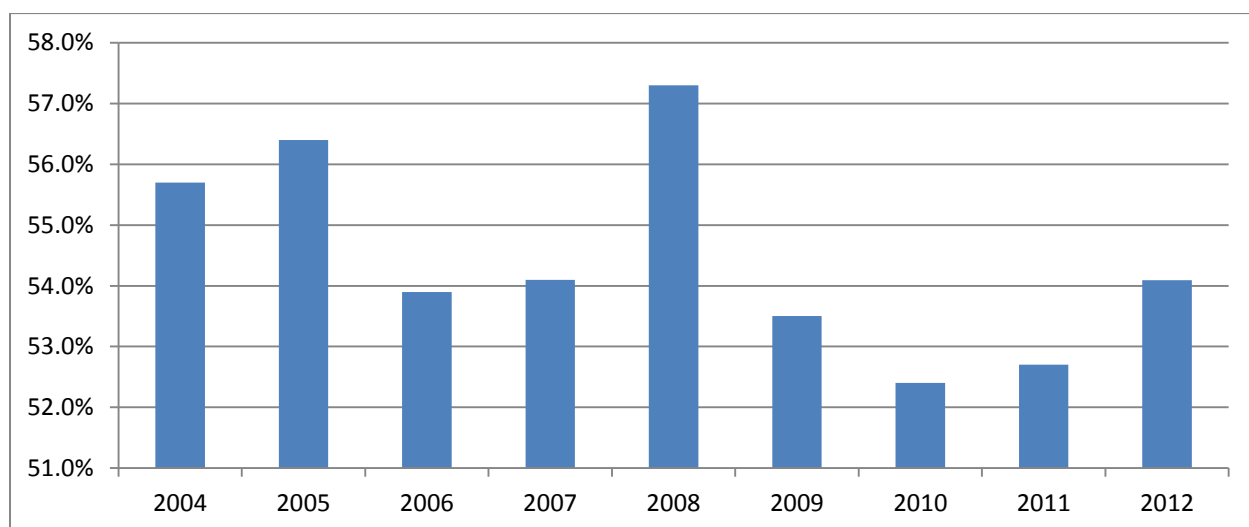
Expense	Fiscal 2013	Fiscal 2014
Project Coordinator	\$83,276	\$96,162
Two Technology Trainers	\$133,915	\$152,041
Five Intake Specialists	NA	\$28,110
Computer Training Licenses	\$18,112	\$4,891
Marketing Materials and Assessment Tools	\$39,586	\$9,659
Total	\$274,889	\$290,863

PRIORITY OUTCOME AND PERFORMANCE MEASURES

Priority Outcome

The service provided by the Community Job Hubs falls under the priority outcome “A Growing Economy.” For Fiscal 2014, the City budget established five priority goals that were aimed at meeting the Growing Economy outcome. The service provided by the Job Hubs is aimed at addressing the priority goal of increasing the number of City residents over 16 years old who have a job.

Chart 1: Percent of Baltimore City Residents Older than 16 Who Are Employed



Source: American Community Survey

Performance Measures

In the Fiscal 2014 budget there were five performance measures listed for service 793, though not all apply to the Job Hubs. The performance measures that apply to the Job Hubs are listed in Table 4 below. These numbers were not broken out separately in the budget book for Job Hubs. We got these numbers from MOED.

Table 4: Fiscal Year 2014 Performance Measures

Type	Measure	FY 13 Target	FY 14 Target
Output	# of City residents who utilize digital learning labs	400	400
Outcome	The number of certifications acquired through the digital learning labs	200	200

In addition to these performance measures identified in the budget book, MOED also told us about other measures that they have used to evaluate the Job Hubs' performance. MOED told us that with the original enhancement request, the goals of the Job Hubs were to:

- Connect 20% more residents to One-Stop career center workforce readiness/job assistance tools within their communities; and
- Increase the number of Baltimore City residents who gain or upgrade their computer skills by 30%.

Once MOED had gained some experience running the Job Hubs, it developed more detailed goals for Fiscal 2014. These goals were:

- Enroll 1,800 community residents in the Maryland Workforce Exchange;
- Provide 400 residents with licenses for computer training;

- Have 200 of those clients receiving computer training obtain at least one certificate; and
- Obtain 119 job placements as a result of employer recruitments occurring at the centers.

These goals provide us an imperfect measure for the success of the Job Hubs at this point, because they are for Fiscal 2014 and that year has not yet ended. In fact the data we have received from MOED regarding the performance of the centers straddles both Fiscal 2013 and Fiscal 2014. But since the goals above are for a year, and the data we have obtained are for just over a year's period, they can act as a rough guide to how well the centers have done in a little over one year of operation.

INDIVIDUAL CENTERS

The Job Hubs have been scattered throughout the city. Below is a description of the five current centers, as well as the center that closed in early 2013.

Academy of Success

The Academy of Success was one of the original Job Hubs. It started operating in November 2012. It was located at 200 South Franklinton Road in West Baltimore. It ceased operating as a Job Hub in March 2013.

As indicated above, one of the requirements for Job Hub partners is that they provide some type of service to their communities other than the Job Hub component. The Academy of Success was not able to meet this requirement, largely because its main funder terminated its contract with the organization in early 2013. In April 2013 MOED and the Academy of Success mutually agreed to stop the Job Hub operation at this location.

Bon Secours

This Job Hub opened in April 2013 and it is located within the Bon Secours Community Support Center. This center is located at 26 North Fulton Ave. The outside of the facility can be seen below.

Figure 4: Bon Secours Exterior



This center houses numerous services under the recently renamed umbrella heading, Bon Secours Community Works. The center itself is affiliated with the nearby Bon Secours Hospital. Among the services provided other than the Job Hub are those listed below.

- Social and educational services for women
- Health care services
- GED classes
- Nurturing parenting classes
- On-site child care
- Money management workshops
- Health education
- Counseling
- Substance abuse workshops
- Fatherhood program
- Teen parent program
- Youth employment and entrepreneurship program
- Financial planning
- Free and low-cost tax preparation services
- Debt reduction counseling
- Budget preparation and management

There was already a career development program going on at this center prior to the initiation of Job Hubs. Initially this center only operated on Thursdays, but as of January 2014 it operates four days per week.

Figure 5: Bon Secours Computer Lab



GEDCO

The Govans Ecumenical Development Corporation (GEDCO) was started in 1984 as a collaboration among seven churches in the York Road corridor in the Govans neighborhood. It is now an interfaith 501(c)(3) organization with 53 member organizations. Most, though not all, of these organizations are churches.

The services offered by GEDCO include:

- Senior Services
 - Epiphany House
 - Harry and Jeannette Weinberg Gallagher Mansion
 - Harford Senior Center
- Homeless Services
 - Harford House
 - Micah House
- Real Estate Development
 - GEDCO Homes
 - Heritage Run
- Community Services
 - Ascension Homes
 - CARES food pantry and emergency financial assistance
 - CARES Career Connection

GEDCO offers these services at various sites around North Baltimore. It has offered the service CARES Career Connection, listed above, at its 5502 York Road location at St. Mary's of the Assumption Church since 2010. The rectory of the church, where the Career Connection is located, is pictured below.

It is at this location that MOED established its Community Job Hub with GEDCO. The Job Hub program is enhancing the job development program that was already in existence prior to the opening of the Job Hub in November 2012. At this location, the Hub does intake, clients register for the Maryland Workforce Exchange, the Hub conducts trainings, and clients engage in their job search activities.

Figure 6: GEDCO Exterior – St. Mary’s of the Assumption Rectory



The Job Hub has also partnered with the Holy Comforter Church across the street at 5513 York Road. It is at this facility that the Hub offers its computer training classes. This center has ten computers on which clients can work. These computers were provided by Loyola University of Maryland and Morgan State University. This church and the computer training room are pictured below.

Figure 7: GEDCO Exterior – Holy Comforter



Figure 8: GEDCO Computer Lab



The Job Hub operates at GEDCO three days per week, on Mondays, Wednesdays, and Fridays. The other days during the week, including Saturday, the center operates a food pantry and provides utility assistance. Staff at this center said they do not restrict who can attend the center by geography. They serve anyone who comes into the center regardless of where that person lives. In this way GEDCO differs from some of the other centers.

My Brother's Keeper

My Brother's Keeper (MBK) was founded in 1980 by a Catholic priest and other area church leaders to provide help and comfort to a growing number of poor individuals in the Irvington neighborhood of southwest Baltimore. In 2006 the faith-based, 501(c)(3) organization closed its original storefront location and moved down the street to a new, home-like building that allowed for expanded offerings to the residents of the 21229 zip code area, including:

- Midday meals with shelter and socializing on the premises from 10-3 six days a week for nine months of the year, five days in the summer;
- Food and clothing vouchers; provision of hygiene kits;
- Vegetable gardens in the growing season;
- Social work assistance and referrals related to income support, education and employment; and
- For youth, opportunities for work and to be mentored.

The building is on Frederick Road at a bus stop and around the corner from a second bus stop. The center uses a banner on its front fence to advertise its Job Hub status. The exterior of My Brother's Keeper is pictured below.

Figure 9: My Brother's Keeper Sign



Figure 10: My Brother's Keeper Exterior



The Job Hub, in operation since late 2012, makes use of the building's board room, which is equipped with five computer stations at the far end of the room (pictured below) and a large-screen television. The board room table and a bulletin board near the entrance to the room are used to display relevant information, such as job postings and training opportunities.

Figure 11: My Brother's Keeper Computer Lab



Figure 12: My Brother's Keeper Main Room



Initially for intake and job-search help, the Hub was open Tuesdays and Thursdays from 10 to 12:30. Starting in April 2014, the Hub is now open four days per week. That help is currently provided by two volunteers and sometimes by MBK's part-time receptionist/greeter. By the end of February, a paid intake specialist was on staff, with job application services provided Tuesdays through Fridays from 10 to 12:30. For training with the computer trainer, the Hub is open on Tuesdays and Thursdays from 8:30 to 4:30.

Standard procedure for the volunteers giving employment help is to:

- Talk with new clients about their aims;
- Give them the Compass assessment and direct them to the orientation video online;
- Show them how to access and use the Maryland Workforce Exchange web site; and

- Help them take additional steps toward finding a job, often encouraging them to prepare or update a resume.

Like its parent organization, the MBK Job Hub serves only residents of the 21229 zip code area.

Southern Community Action Center

The Southern Community Action Center was one of the original centers established in November 2012, but it was not able to start operations until March 2013. It is located in the Cherry Hill neighborhood at 606 Cherry Hill Road. The computer training room at this center can be seen below.

Figure 13: Southern CAC Computer Lab – Facing Front



Figure 14: Southern CAC Computer Lab – Facing Rear



This center is one of five community action centers located throughout the city. These centers are all part of the Community Action Partnership program run by the Mayor's Office of Human Services in Baltimore. This Job Hub is the only one that involves a partnership between MOED and another city agency. All other partnerships are with private organizations. These Community Action Centers provide a variety of services, listed below.

- Credit Improvement Program
- EarnBenefits Screening
- Self Sufficiency Case Management Program
- Income Tax Preparation
- Maryland Energy Assistance Programs
- Energy Conservation Education
- Low income Water Assistance Program
- Low Income Senior Citizen Water Discount Program
- Renters/Homeowners Tax Application Assistance
- Weatherization Program
- Educational Opportunities/GED Preparation

The Job Hubs program supplements these other services provided at the Southern Community Action Center. According to MOED, the neighborhood around this center has one of the highest rates of poverty among the five Job Hubs; a contention that is verified by the poverty rate map in Appendix II.

One thing that should be noted with this Job Hub is that even though it was one of the original four centers, we do not have any information on the performance of this center until March 2013. This is because this Job Hub experienced significant internet problems that prevented it from actually opening until March 2013.

Transforming Life Church

Transforming Life Church of God has been located for about 50 years on a six-acre site in a residential area of the Frankford neighborhood several blocks from Moravia Road. The current pastor has been at the church for about two years, and it is his aim to expand the services the church provides to church members and, as outreach, to the wider community. According to the pastor, the church currently offers a food and a clothing bank on an as-needed basis, sponsors a summer garden made and tended by Bhutanese immigrants living nearby, and has near-term plans for a day care center on its premises.

The church has also made available a computer room for congregants to use, first equipped with five, later expanded to twelve, computers. It is this room that became the physical location of the Transforming Life Job Hub in June 2013. One side of the church's large in-ground sign advertises the Hub. The sign, the room used and the Hub's bulletin board outside that room (in the office/classroom wing of the complex) are pictured below.

Figure 15: Sign outside Transforming Life



Figure 16: Transforming Life Computer Lab



Figure 17: Transforming Life Job Bulletin Board



In the course of getting the Hub functioning, three members of the congregation and the pastor received training from MOED to work with clients. But circumstances changed for two of the volunteers in the first few months and the Hub was kept open by the third volunteer, who was recently hired as the intake specialist.

The Job Hub is currently open four days a week: Mondays from 10 to 4, Tuesdays and Wednesdays from 9 to 2 and Thursdays from 9 to 1. The computer trainer and the intake specialist are at the center on Mondays. On the other days, the intake specialist provides all onsite service. Like GEDCO's Job Hub, the Transforming Life Hub serves anyone who comes into the center regardless of where that person lives.

Standard procedure for the intake specialist is to inform clients of the help offered and to determine if they want job-search help (as opposed to computer training):

- Introduce them to the computer setup;
- Give them the Compass assessment;
- Point out the orientation video available to them; and
- Show them how to access and use the MWE web site. No client has yet watched the orientation video, according to the specialist.

Once clients have order numbers attached to job openings posted on the MWE site, they pursue the opening on their own or by going to a One-Stop center.

FINDINGS

LOGIC MODEL

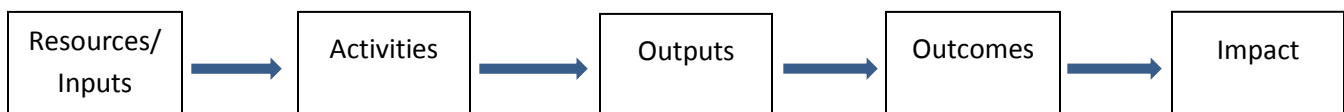
Overview

A logic model is a diagram or other visual representation designed to show how a program or service is theorized to get desired results. For guidance in developing our own logic model for analyzing the performance of the Job Hubs we utilized information provided by the W. K. Kellogg Foundation, in its *Logic Model Development Guide*. According to this guide, a logic model makes explicit underlying ideas about what causes what. It typically shows a flow from the resources dedicated to a program through the activities those resources make possible to various kinds of results:

- *Outputs*, which are the products of the activities, leading to
- *Outcomes*, which are changes (short-term, intermediate-term or long-term) in behavior, status or social circumstances, leading to
- *Impacts* or wholesale changes in a social condition.

Logic models force program developers, administrators, and evaluators to think through the logic of a program. They are used for both program management and program evaluation because they help pinpoint where the potential effectiveness of a program might break down. They can reveal important differences among variations of the same program, such as the five Job Hubs - - differences that might be responsible for different results.

Figure 18: Logic Model



Resources/Inputs

Resources or inputs that our logic model has identified include the planning, oversight and funding capacities of MOED, as well as those same capacities of the anchor nonprofit groups that host the Job Hubs and of other groups or institutions that might be involved with a Hub, such as a college.

Below are some of the resources we have identified for each of the centers currently operating.

Table 5: Center Resources

Center	Resources
GEDCO	MOED
	Loyola University of Maryland
	Morgan State University
	Volunteers
	Greater Homewood Community Corporation
My Brother's Keeper	Churches that are part of GEDCO coalition
	MOED
	Sisters of Bon Secours
	Food pantry at nearby church
	Area hospitals and health care organizations
Southern Community Action Center	St. Bernadine's and Shiloh Christian Churches
	MOED
	Cherry Hill Community Association
Transforming Life Church	MOED
Bon Secours	MOED
	Bon Secours Hospital
	Recovery in Community
	Westside Men's Shelter
	West Baltimore Employment Project

Activities

Activities that those resources make possible include:

- Basic and more advanced computer training and the certifications that go with the different levels of training;
- An online job preferences/personality assessment;
- Access to the Maryland Workforce Exchange job search site;
- Various kinds of help and coaching in job searching, including resume writing and interview preparation;
- GED assessment;
- 21st Century Job Readiness Standards; and
- Mini job fairs.

Outputs

Although the Job Hubs have only been operating for a little over a year, there are already many outputs from their performance that we can measure. MOED supplied us in January 2014 with information from all the centers through December 2013 regarding these various outputs.

We will examine the outputs for the Job Hubs as a whole, and we will also examine the outputs at individual centers. The performance across centers on a variety of outputs has been extremely varied, so it is important

to highlight how the experience at individual centers has differed. All of the numbers displayed below are for the time period November 2012 through December 2013.

The outputs that a center can achieve are directly related to the two preceding variables. The more and better resources and inputs a Job Hub has, the better quality and the increased quantity of activities that center can provide its clients. Likewise, the more and better activities the center can provide to its clients, the better outputs that center will be able to realize, whether numbers of clients receiving orientation, the number becoming registered with the Maryland Workforce Exchange, the number of clients receiving computer training, or the number receiving some form of job search assistance.

So as an example, looking at Table 5 above, one can see that GEDCO, My Brother's Keeper, and Bon Secours appear to have the most resources available to them. As such one should expect them to be able to do a better job than the other two centers providing helpful activities to their clients. This should in turn translate into better outputs at these three centers than the outputs at the other two centers. This report will now go on to determine whether this assessment is correct.

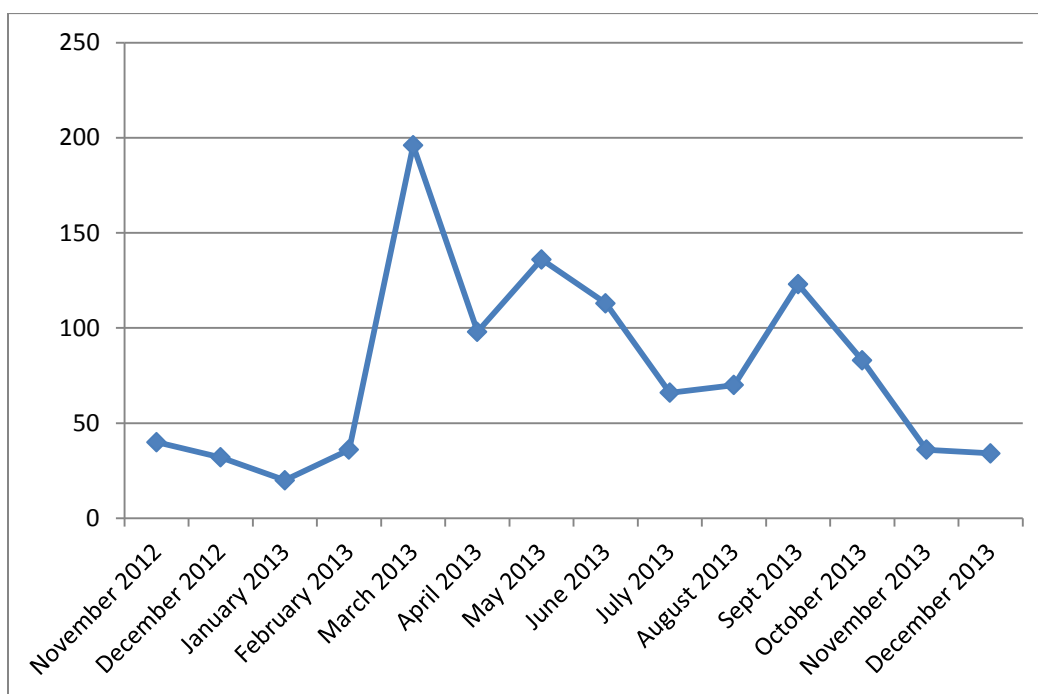
Orientation

The first output to measure is orientation. MOED is interested in making sure that as many people as possible access the services at the Job Hubs, in addition to those people already accessing services at their One- Stop Centers. Looking at the numbers of people receiving orientation at a Job Hub is a basic way to determine how many people are making an initial contact with the Hubs. The orientation consists of watching a video about the Job Hubs program, receiving a Compass assessment for job skills and aptitudes, and getting registered in the Maryland Workforce Exchange.

As one can see from Chart 2 below, the number of clients receiving orientation at the Hubs started off slowly for the first few months of the program. In March 2013, however, this increased dramatically. Since March 2013, the number receiving orientation each month has overall dropped off, leveling off in November and December at around 35 per month.

Since these numbers are almost exactly the same as the orientation numbers from the previous November and December, it is possible there is a seasonal nature to the numbers of people attending the Job Hubs. It is possible that during the winter months, not as many people are inclined to visit the centers as in the spring and summer months. With only just over one year's worth of data it is impossible to know for sure whether cyclicity explains the drop off at the end of 2013.

Chart 2: Orientation Participants



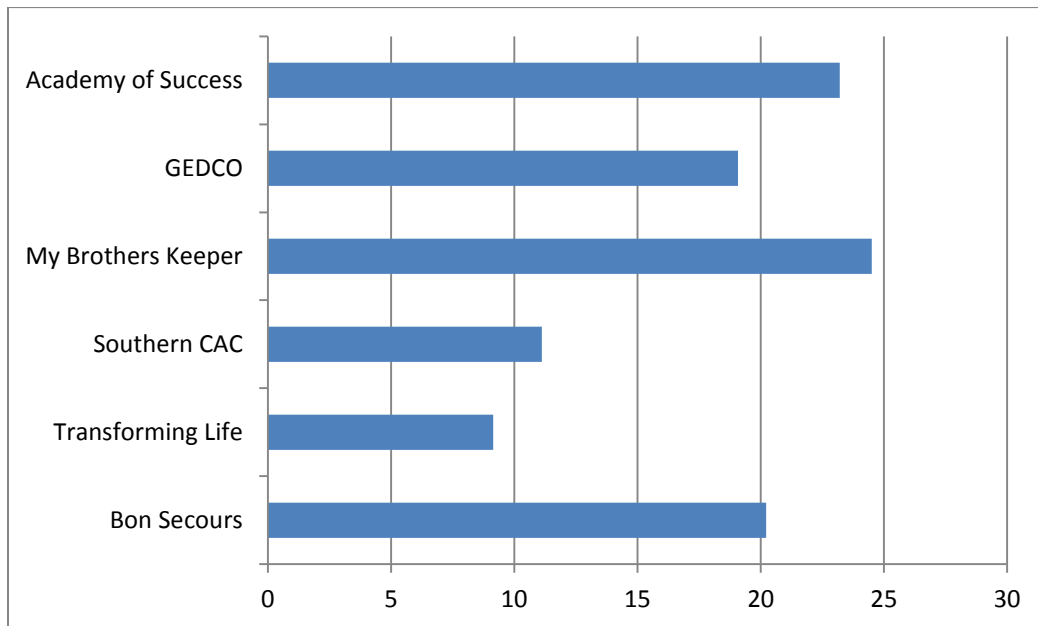
Looking across centers in Table 6 below, one sees great variation in the number of people receiving orientation. My Brother’s Keeper had the most people receiving orientation between November 2012 and December 2013, with 343. GEDCO was second with 267. The center with the fewest orientations during this time period was Transforming Life Church, with only 64.

Table 6: Orientations by Center

Center	Orientations
Academy of Success	116
GEDCO	267
My Brother’s Keeper	343
Southern Community Action Center	100
Transforming Life Church	64
Bon Secours	182
Total	1,072

A qualifying factor to keep in mind when looking at these numbers is that not all these centers opened at the same time. In Chart 3 below one can see the average number of orientations by month per center.

Chart 3: Average Monthly Clients Receiving Orientation by Center



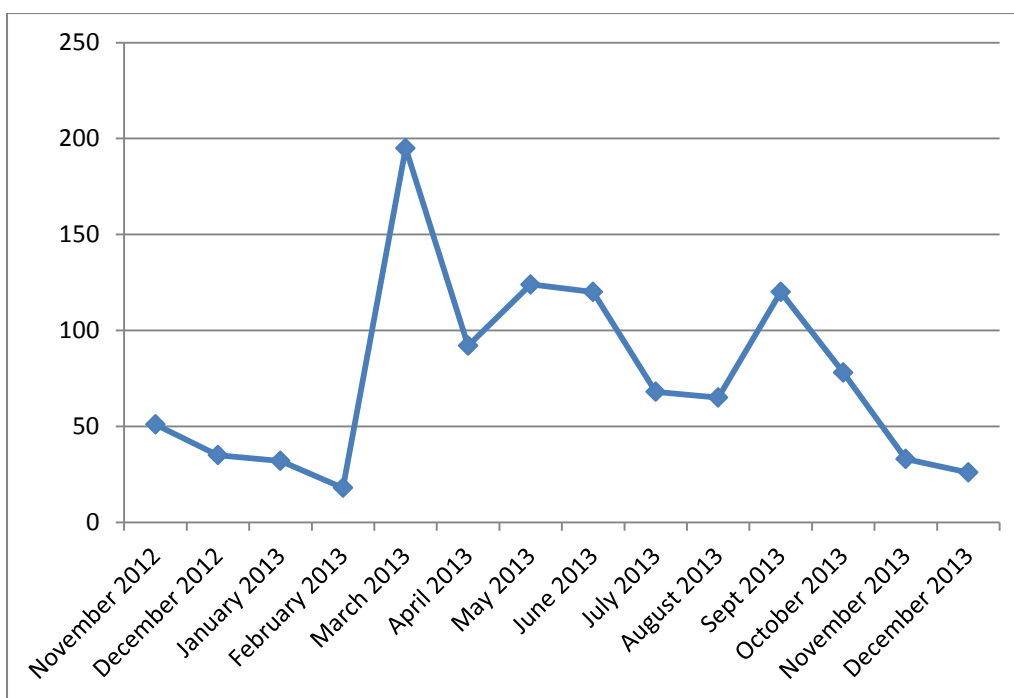
Maryland Workforce Exchange

The Maryland Workforce Exchange (MWE) is the main tool through which clients attending Job Hubs search for jobs. On the Exchange they can post a resume, search for jobs, and find labor market information. In addition, once they register for the Exchange through a particular Job Hub they are tagged to that Job Hub. MOED is able to track the progress of clients who have attended Hubs through the MWE, and to tabulate results by center. The Job Hub program requires clients to register with the Exchange in order to receive services from the center.

As can be seen in Chart 4 below, there has been great variation across months in the number of clients getting registered with the MWE. The pattern below, not surprisingly, is consistent with the pattern above for clients receiving orientation. Things were slow during the start of the program, but hit peaks in March, May, and September 2013. Numbers at the end of 2013 returned to their low levels from the start of the program. Only 33 and 26 clients registered for the MWE in November and December 2013 respectively.

One item to note is that an additional thing that Job Hubs could consider tracking with the MWE is the number of clients actually submitting applications through this mechanism. It is one thing to know that a client has registered for the exchange. It is another to know how actively that client is using it.

Chart 4: Registrants on Maryland Workforce Exchange



There was a great difference across centers regarding registration with the MWE, as can be seen in Table 7 below. My Brother’s Keeper led the way with 342 registrations between November 2012 and December 2013. GEDCO was second with 268. The center with the least MWE registrations was Transforming Life Church with 63. This is partly due to this center’s later opening, but as can be seen in Chart 5 below, Transforming Life still has not performed as well as other centers even if one takes this fact into account.

Table 7: Clients Registering for MWE by Center

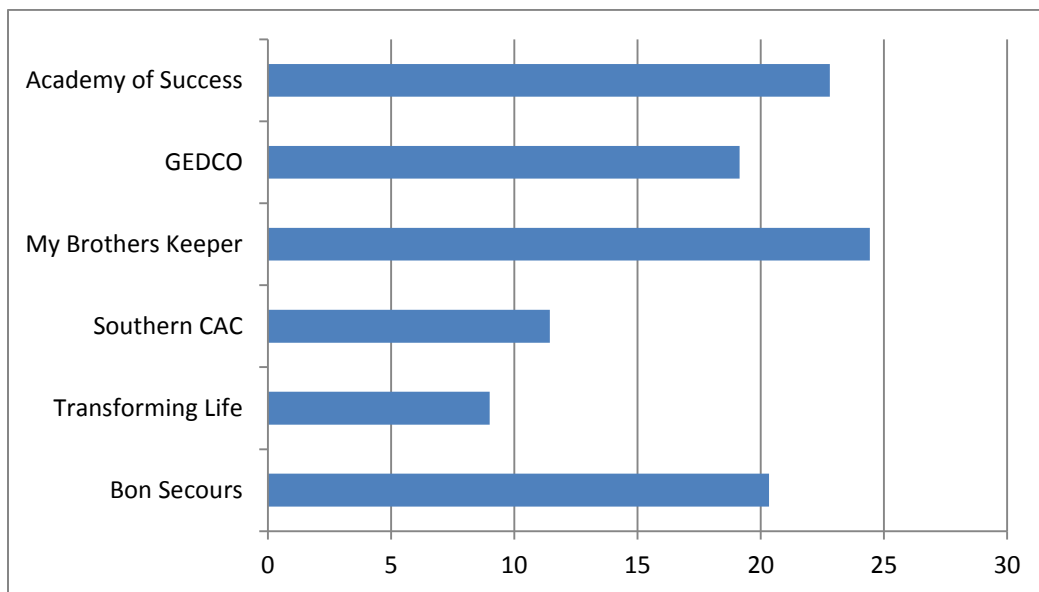
Center	Number Registering for MWE
Academy of Success	114
GEDCO	268
My Brother’s Keeper	342
Southern Community Action Center	103
Transforming Life Church	63
Bon Secours	183
Total	1,073

Maryland Workforce Exchange registrations are an extremely important measure of the potential impact of the Job Hubs. The Workforce Exchange is the main way job seekers coming to the Hubs look for jobs. The more clients a Hub gets registered on the MWE, the more clients that Hub could be actively helping find employment. The fact that My Brother’s Keeper and GEDCO have registered so many more clients for the MWE than have Transforming Life Church or the Southern Community Action Center suggests that those former centers are helping significantly more clients than the latter centers.

One thing to note is that with three of the six centers displayed in these charts, the number of people registering for the exchange is greater than the number of people receiving orientation, with Academy of Success, My Brother’s Keeper, and Transforming Life being the exceptions. This should not be the case, as registering for the MWE is part of the orientation process and if you are registered for the MWE then you should have already been counted as having received orientation. Our suspicion is that the discrepancy here is likely due to record keeping issues with regard to orientation registration. The numbers for MWE registration have been drawn from that system, and are therefore likely reliable. The centers themselves, by contrast, are keeping manual records of their orientations and it is likely that some people here have been missed.

As one can see in Chart 5 below, My Brother’s Keeper is having the greatest success not only in the total number of people it has registered for the MWE, but also in the average number it is registering each month. The Academy of Success was the second most successful center in this regard. Even though it was not around for very long, it did get many people registered for the MWE in its brief period.

Chart 5: Average Monthly Clients Registering for MWE by Center



Comparing this performance to the goals established by MOED for Fiscal 2014, one sees that the Job Hubs are falling short. The goal for clients registered with the MWE during Fiscal 2014 was 1,800. Through the first six months of Fiscal 2014, the Job Hubs had registered 406 people. If they were to maintain that pace over the second half of the year, they would register only 812 people, significantly short of the 1,800 goal.

Job Fair Participation

One of the ways that the Job Hubs have been trying to get clients jobs is to hold small job fairs at the centers. MOED conducts job fairs at various sites, including at its three One-Stop centers. These job fairs can be large and can involve multiple employers. The Job Hubs are too small to handle job fairs with multiple employers, but they are capable of holding mini job fairs with one employer at a time.

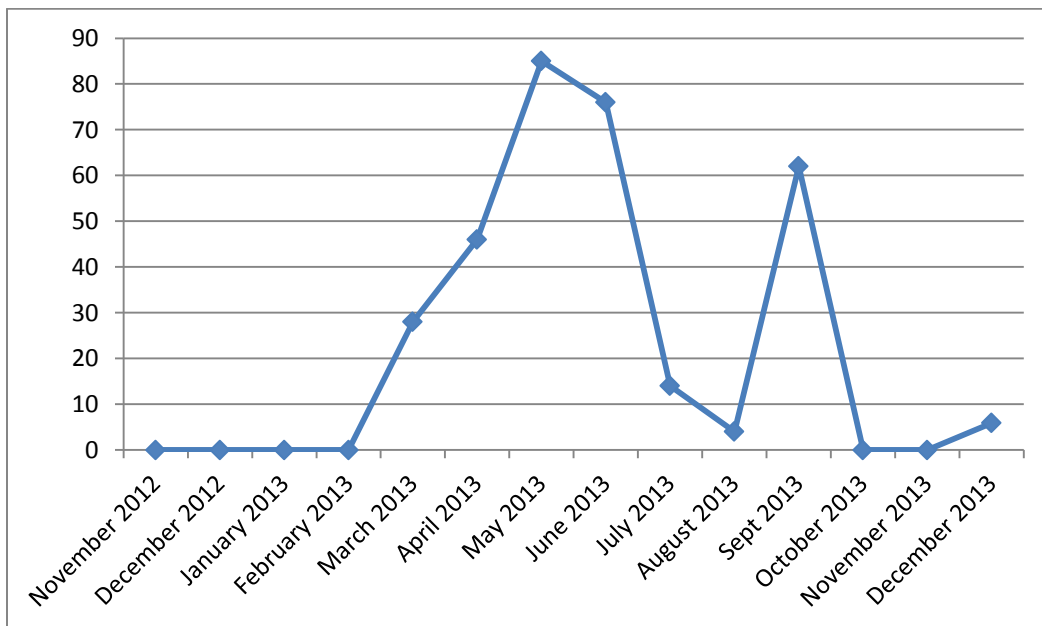
The purpose of these fairs is to get clients in touch with possible employers, and to get clients in the doors of the centers. Once they come into the centers, the hope is that some will look into other services in which they may be able to take part. Below in Table 8 is a list provided by MOED of the job fairs that have occurred so far at the Job Hubs.

Table 8: Job Fairs

Center	Employer	Date
GEDCO	Wells Fargo	6/18/2013
	SLT Health Consultants	8/20/2013
	SLT Health Consultants	10/31/2013
My Brother's Keeper	Abacus	6/27/2013
	Service Master	9/24/2013
	Genesis	10/24/2013
Southern Community Action Center	Abacus	3/19/2013
	Aramark	5/19/2013
Transforming Life Church	Horseshoe Casino	10/28/2013
Bon Secours	Veolia Transportation	9/26/2013

According to the points of contact at the centers some clients have gotten jobs through the fairs. However, we were not able to obtain numbers from the centers or from MOED to back this up. Below in Chart 6 one can see the monthly trend in the number of people attending job fairs at the Job Hubs.

Chart 6: Job Fair Participation



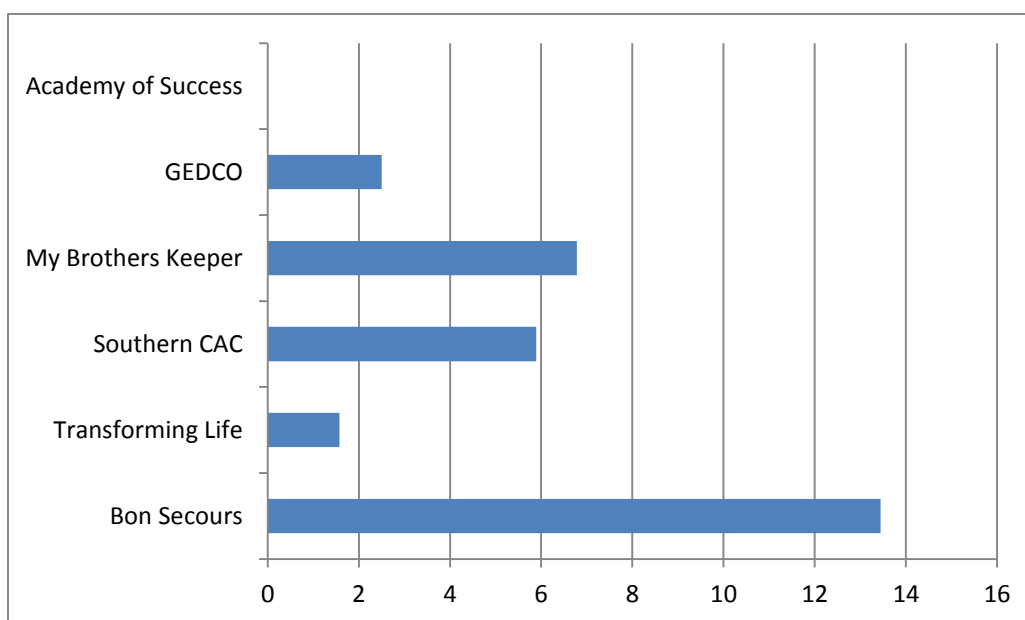
In Table 9 below one can see how the centers compare against each other regarding the number of people who have attended job fairs. Bon Secours and My Brother's Keeper have had the most people attend Job Fairs according to MOED's records.

Table 9: Job Fair Participation by Center

Center	Job Fair Participation
Academy of Success	0
GEDCO	35
My Brother's Keeper	95
Southern Community Action Center	53
Transforming Life Church	11
Bon Secours	121
Total	315

Looking at the monthly participants per center, the picture is largely the same, as seen in Chart 7 below.

Chart 7: Average Monthly Clients Participating in Job Fairs by Center



One should note, however, that we have reason to question the accuracy of the job fair participation numbers we have been provided by MOED. This is because there is not always a match between when MOED has stated that job fairs have occurred at certain centers and when MOED has said people have attended job fairs at those centers. There is a match with the Southern CAC. MOED reports that this center had job fairs in March and May 2013, and it also reports that these are the two months in which people attended job fairs at that center.

However, with GEDCO, MOED reported job fairs in June, August, and October, but it reported people attending job fairs in April, June, and August. Likewise, MOED reported job fairs at My Brother's Keeper in June, September, and October, but it reported attendees in April, May, June, and July. We have been told that GEDCO at least has organized some job fairs on its own and these would not be reflected in the fairs reported by MOED. This could explain some of this discrepancy.

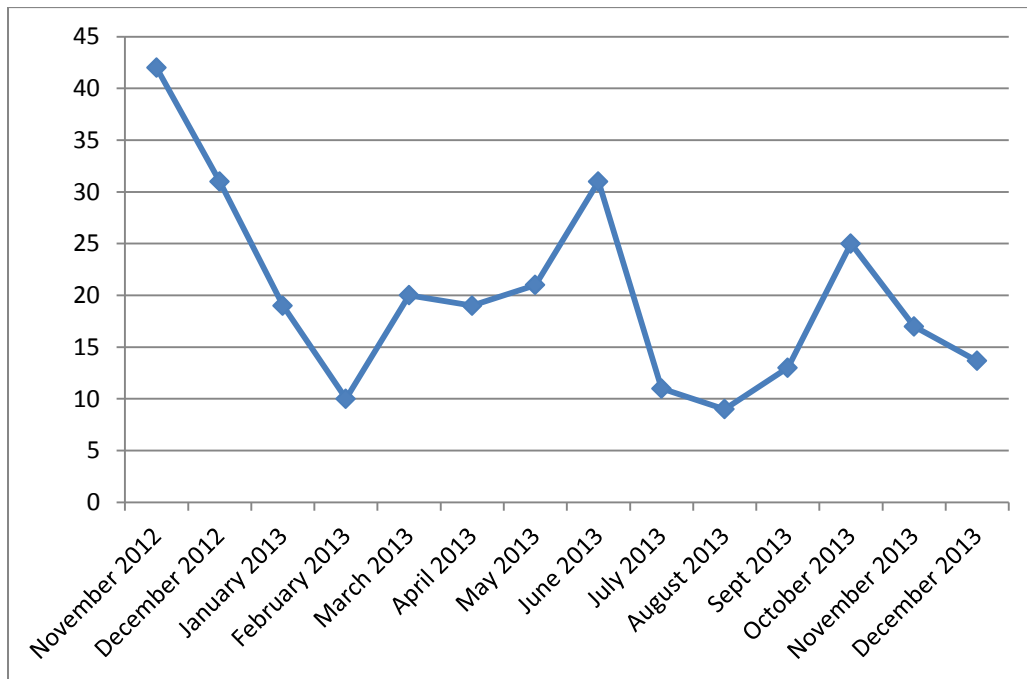
Computer Training

As was established in the background section, a main reason for establishing the community Job Hubs was to address what was perceived to be a digital divide in certain neighborhoods of Baltimore. The thought was that MOED should make an extra effort to provide computer training to clients close to where they live. If MOED set up computer trainings that were close to clients' homes and were easy for them to access, many clients would take advantage of them. By doing so, they would increase their chances of being able to access available jobs and to be qualified for the jobs that are available.

Through the first year plus of the Job Hubs program, the results are mixed. There have been months in which an average of at least five new people per center has been issued licenses to engage in computer training. In December 2012, for example, the Job Hubs saw 31 new clients engaged in this training, an average of about eight per center. In June 2013 there were 31 new clients in training, or six per center on average, and in October 2013 25 new clients were in training, or five per center.

But in other months very few clients were newly engaged in training. For example, in February 2013 only ten new clients began computer training, while in August 2013 only nine clients started training, for averages of two clients per center each month.

Chart 8: New Clients Receiving Computer Training



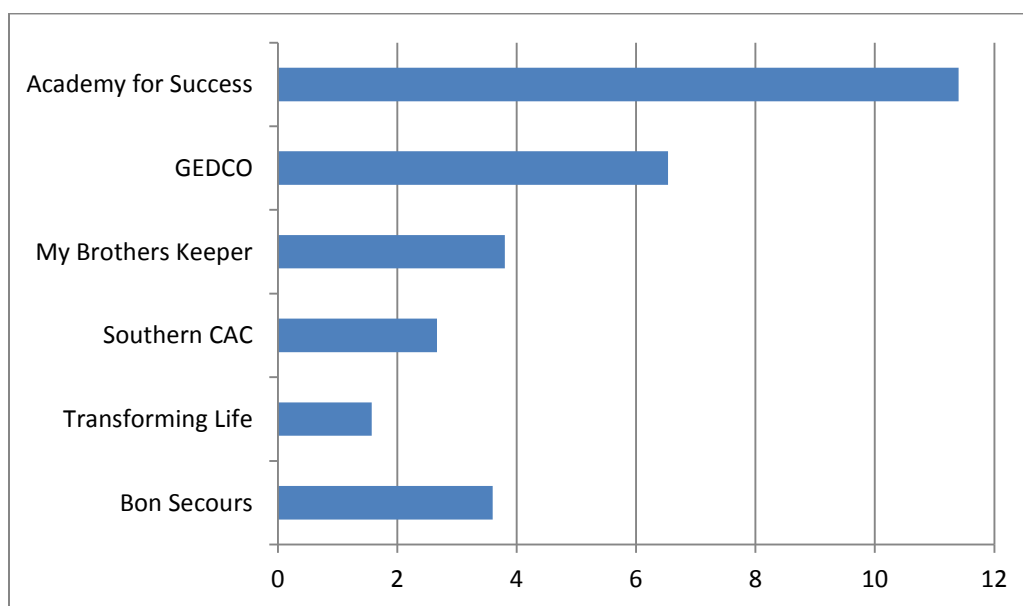
The variation in the number of clients engaging in computer training does not just show up across time. It also shows up across centers, as seen in Table 10 below. This table shows there is significant variation across centers in terms of the numbers of unique individuals receiving computer training. The center with the most trainees is GEDCO with 98. The center with the fewest is the Southern Community Action Center with 11.

Table 10: Total Clients Receiving Computer Training by Center

Center	Clients Receiving Computer Training
Academy of Success	57
GEDCO	98
My Brother's Keeper	57
Southern Community Action Center	24
Transforming Life Church	11
Bon Secours	36
Total	283

In comparing the performance of the centers one should keep in mind how long each has been operating. To better compare them, one can look at the average monthly number of new people receiving computer training at each center. Examined this way in Chart 9 below, the Academy of Success showed the greatest success in this area, though not for a long period. GEDCO has been the second most successful center.

Chart 9: Average Monthly Clients Receiving Computer Training by Center



The original goal for the number of people obtaining licenses for computer training was 400. During the first half of Fiscal 2014, 89 people began engaging in computer training at the five centers in operation during Fiscal 2014. Doubling this figure one gets a projected 178 people obtaining computer classes for the entire fiscal year. This pace is far short of the 400 goal established for Fiscal 2014.

It is important to look not only at clients who start computer training, but also at clients who pursue it long enough to achieve some type of certification. The Job Hubs provide clients the opportunity to get certified on basic computer literacy, internet literacy, various Microsoft applications, and IC³ preparation. As can be seen in Table 11 below, GEDCO is the leader among the centers in terms of clients receiving certifications. Between November 2012 and December 2013, GEDCO awarded 55 computer certificates to its clients. My Brother's

Keeper and the Southern Community Action Center each awarded nine, the Academy of Success awarded four, and the other two centers did not award any certificates.

Table 11: Computer Certificates Awarded by Center

Center	Computer Certificates Awarded
Academy of Success	4
GEDCO	55
My Brother's Keeper	9
Southern Community Action Center	9
Transforming Life Church	0
Bon Secours	0
Total	77

Table 11 shows total certificates awarded. It does not distinguish the number of unique individuals receiving some kind of computer training certificate. Table 12 below provides this data. GEDCO awarded certificates to 28 unique individuals during the time period in question, which represents 29% of all clients pursuing computer training at that site. The Academy of Success and the Southern CAC awarded certificates to four individuals, 7% and 17% respectively. My Brother's Keeper gave certificates to three individuals, 5% of all clients at that site receiving training.

Table 12: Unduplicated Clients Receiving Certificates by Center

Center	Unduplicated Clients Receiving Certificates	Unduplicated Clients Receiving Certificates as % of Clients Starting Computer Training
Academy of Success	4	7%
GEDCO	28	29%
My Brother's Keeper	3	5%
Southern Community Action Center	4	17%
Transforming Life Church	0	0%
Bon Secours	0	0%
Total	39	14%

We have not been able to obtain information from MOED regarding how many unduplicated clients have received certificates each month. The numbers in Table 12 above are for the period November 2012 through December 2013, 14 months. During this period there have been 39 individuals who have received at least one computer certificate. This suggests that the Job Hubs are operating at a pace that will keep them far below the goal for Fiscal 2014 of 200 individual clients receiving at least one computer certificate.

The numbers that have been reported for computer training represent a significant finding. One of the theories behind opening these centers was that many clients in poor areas of the city lacked computer skills, and by opening these centers MOED would be able to provide such skills to many of these clients. It seems, however, that although GEDCO may be providing results that are in keeping with MOED's expectations, the other centers are not. According to our discussions with MOED staff, the agency seems to have recognized that not as many clients seem interested in obtaining computer training as it had initially envisioned.

Such a finding could either 1) call into question MOED’s original assumption regarding the desire among poor city residents to obtain computer skills, or 2) suggest that this demand might be there but so far only one of the centers (GEDCO) has successfully tapped into it. There could be various reasons for only one center’s being able to tap into this demand, but one possibility is that the GEDCO center has done a better job than the others of promoting these certificates’ availability and usefulness.

Job Search Workshop

According to MOED, this Job Hub activity consists of group trainings that are conducted periodically at the centers. These trainings focus on job search techniques such as “dressing for success,” “interviewing techniques,” and “completing a job application on line.” We were told in our site visits that this kind of training can be critical to many of the clients attending the Job Hubs. We were told, for example, that many clients need to be coached how to productively answer questions such as why they left their last jobs or what they have been doing since they left their last jobs.

As can be seen in Chart 10 below, the provision of this type of training has been sporadic across the centers. According to the records provided by MOED, no trainings of this type were performed for the first four months of the program. Then in March 2013 there was a surge of this activity, which then died down again until late 2013. In September and October 2013 there was another burst of this activity followed by another drop.

Chart 10: Job Search Workshop Participation

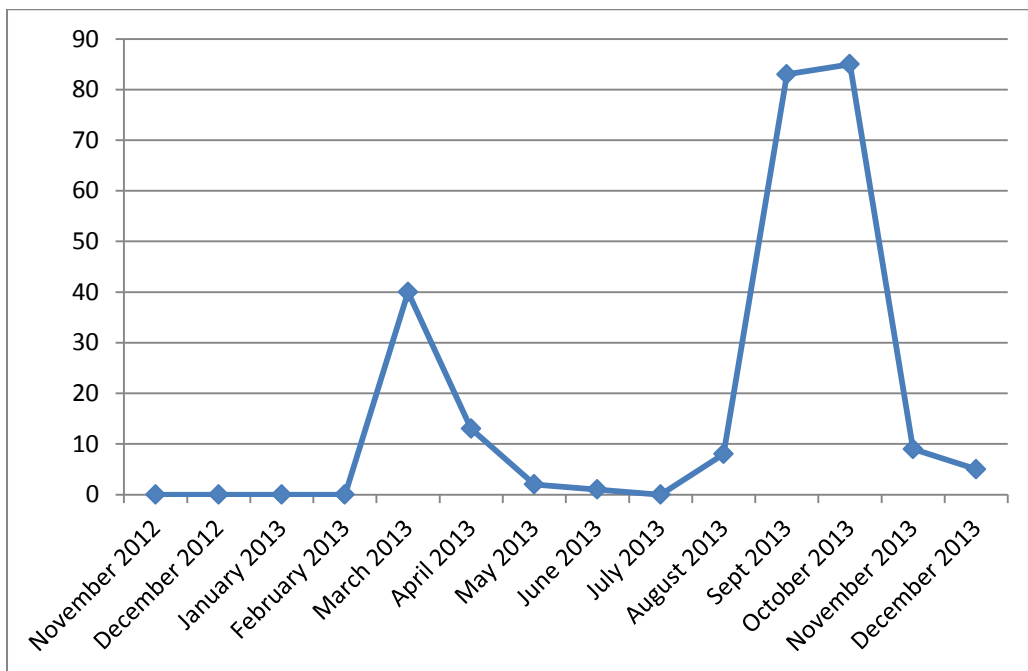


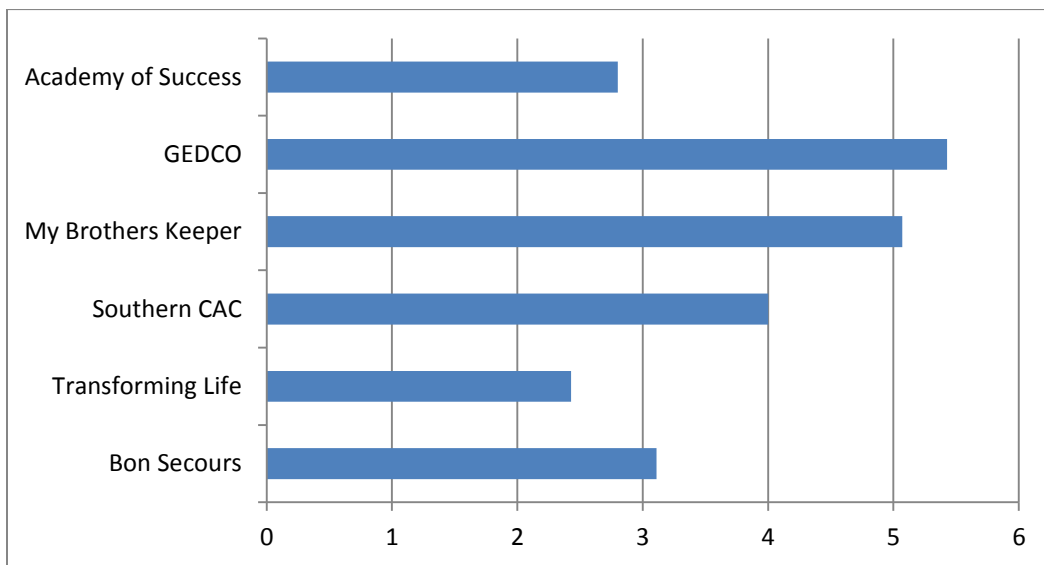
Table 13 below reveals that only two of the centers have engaged in this activity to any significant degree. GEDCO and My Brother’s Keeper report 76 and 73 clients engaged in this activity respectively. The Southern Community Action Center is third with 36 participants.

Table 13: Job Search Workshop Participation by Center

Center	Job Search Workshop Participants
Academy of Success	14
GEDCO	76
My Brother's Keeper	73
Southern Community Action Center	36
Transforming Life Church	17
Bon Secours	28
Total	244

Looking at the monthly average for this variable, one does not see as much variation as there appears to be in terms of absolute numbers of clients receiving this service, as evidenced by Chart 11 below.

Chart 11: Average Monthly Clients Engaged in Job Search Workshop by Center

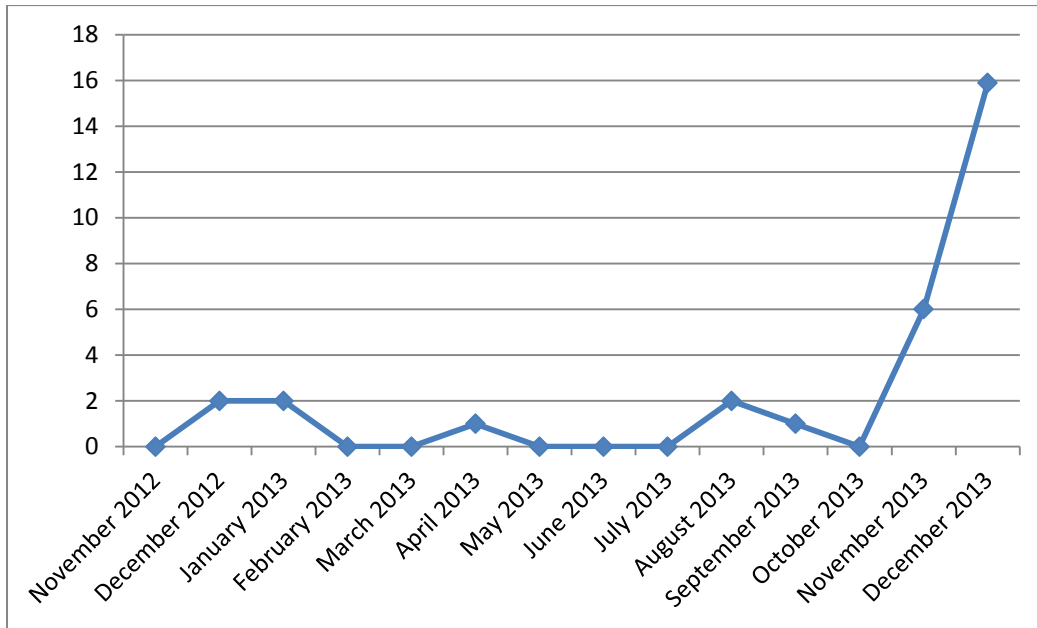


Job Search Activity

According to MOED, it has defined job search activities for the purposes of reporting as meaning any activity that is not computer training, career counseling, attending a workshop, going to a job fair, or engaging in resume preparation. It is effectively a catch-all category for activities that do not fall into one of these other types. By this definition, this category includes such tasks as searching through job postings either at the Job Hubs themselves or on the MWE, and researching labor market information on the MWE.

Chart 12 below shows that the centers have reported only 33 instances of clients engaging in job search activities. Through most of the time they have been open, the centers have shown almost no one engaged this way. Only in November and December 2013 have Job Hubs reported any significant numbers of clients doing this.

Chart 12: Job Search Activity Participation



Only three of the centers have shown at least six clients engaged this way, as shown in Table 14. Academy of Success and Bon Secours show no activity, and Transforming Life Church shows only one client. All three of these centers have been open for only a portion of the time the Job Hubs program has been operating.

Table 14: Job Search Activity by Center

Center	Job Search Activity Participants
Academy of Success	0
GEDCO	6
My Brother’s Keeper	18
Southern Community Action Center	8
Transforming Life Church	1
Bon Secours	0
Total	33

We suspect these numbers are not accurately capturing reality due to poor record keeping by the Job Hubs. During our site visits, the points of contact with whom we met mentioned job search activities like this as one of the main things that their clients do.

We also noticed in at least one of our site visits there seemed to be confusion regarding how to access jobs through the MWE. We were told by one point of contact that once a client found a job through the exchange then that person needed to visit a One-Stop center to pursue the job. This is not the case, and MOED should make sure that all Job Hub staff are aware that people can pursue jobs through the MWE at the Job Hubs and do not need to visit a One-Stop.

Other

Resume Assistance

One of the services provided by the centers that is tracked by MOED is resume preparation assistance. According to MOED, only five clients have received this type of assistance while the centers have been operating. As is the case with job search activity, the data reported to MOED is not consistent with what was learned in interviews with Job Hub staff. MOED has said the lack of reporting on resume assistance is symptomatic of the problems the agency has experienced by having intake specialists who were volunteers. MOED has stated that many sites cycled through numerous volunteers, and despite training these people the agency was receiving insufficient reporting from these volunteers on center activities. The fact that toward the end of 2013 MOED started transitioning intake specialists to paid staff status could explain the sudden increase in participants engaging in job search activities at the end of 2013.

During multiple site visits, staff and volunteers told us that they help clients to prepare resumes. We suspect that either centers are not properly tracking clients receiving this service or they are recording clients receiving this service under a different service category, like job search assistance. This situation points to the necessity of improving how centers track their activities.

GED Preparation

According to multiple centers that we visited, a big obstacle to employment for many of their clients is the lack of a high school diploma. Accordingly, three centers said they assist clients in obtaining GEDs. They provide this assistance in somewhat different ways.

- GEDCO – This center provides space to the Greater Homewood Community Corporation, which conducts GED preparation training. They have referred 30 clients to Greater Homewood for GED preparation so far. Thirteen clients have enrolled. They are currently engaged in the third GED training they have offered since July 2013
- Bon Secours – According to the point of contact here, the building in which the Job Hub is housed provides two different tracks for GED preparation. One track is for clients with children, and there is child care provided while clients are attending the class. The other track is open to anyone. According to this person, there has been at least one Job Hub client who has gone on to get a GED at the Bon Secours Community Works facility, but the Hub does not formally track activities related to GED preparation
- My Brother's Keeper – This center refers clients wanting GED preparation either to nearby Shiloh Christian Church or St. Bernadine's Church. We were told by the point of contact that My Brother's Keeper does not track the number of clients who may obtain GEDs through these local churches.

GED preparation services are not currently tracked by MOED. Tracking of this service is happening on an ad hoc basis at the centers themselves. We recommend that MOED begin tracking this service.

Outcomes

As defined above, outcomes are those results that one can observe as occurring because of a particular policy action or programmatic intervention. According to the Kellogg Foundation guide, outcomes can be broken up into two different types. Short-term outcomes can typically be seen developing within one to three years of an intervention, while longer-term outcomes appear within four to six years of a policy's or program's initiation.

The Community Job Hubs program began a year before we started our study. We have not been able to observe any long-term outcomes from the Job Hubs. However, MOED has provided us with some information regarding one important outcome: the number of jobs obtained by Job Hub participants. MOED has provided these numbers to us by accessing the Maryland Workforce Exchange. This outcome is critical because a key purpose of the Job Hub intervention is to help clients find employment. If we can find that these entities are helping clients find employment, then they are doing the job they were designed to do. Conversely if they are not helping clients become employed, then they are not meeting their charge, regardless of the volume and quality of services they are providing.

What we see after just over a year is that one center is showing results suggesting it is helping a significant number of clients get jobs, as seen in Table 15 below, while the other centers are having trouble showing this. Through December 2013, 66 clients who had received services from GEDCO had found jobs, or 24% of the 276 clients served. The center with the second best job results was Bon Secours with 14 (7%). The remaining centers were My Brother's Keeper with six (2%), and Southern CAC and Transforming Life, each with one (1%).

It is difficult to know exactly what effect the Job Hubs have had on job acquisition. It is possible that clients obtaining jobs would have gotten them whether or not they attended the Job Hubs. Maybe the things they learned about at the Job Hubs they would have learned about through some other mechanism. Or possibly the key factors are things like personal qualities, a personal network, or learning certain skills, whether or not clients learn those skills at a Job Hub. It would be difficult to answer this question definitively without conducting a study using either a randomized controlled experimental design or a quasi-experimental design; something we have not been able to do at this time. This is an approach that could be taken in the future.

Table 15: Jobs Obtained by Job Hub Participants by Center

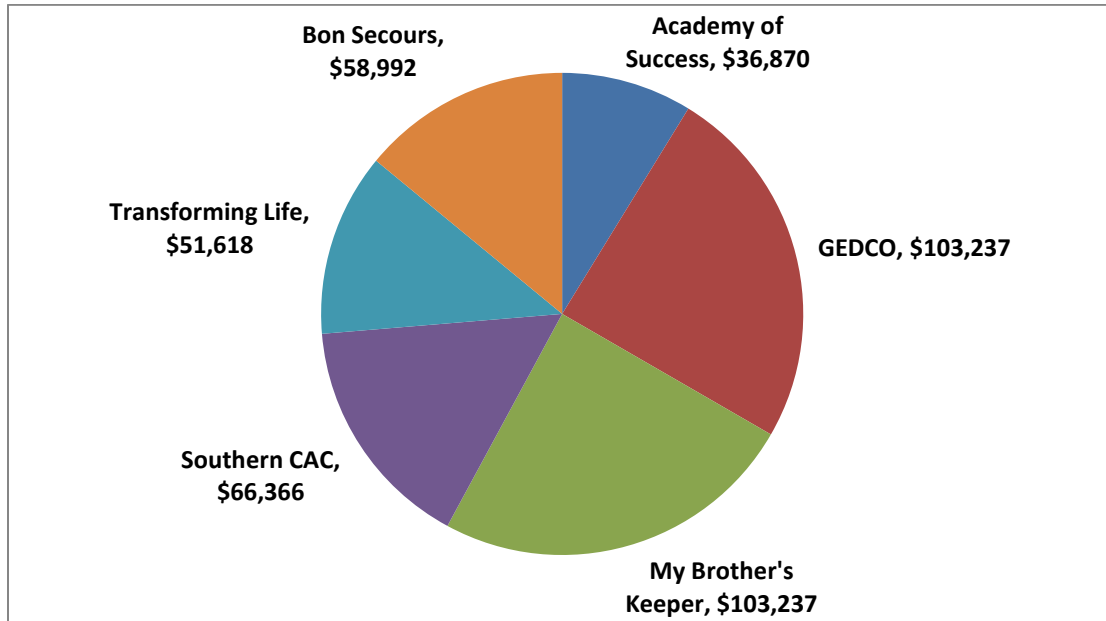
Center	Jobs Obtained	% of MWE Registrants
Academy of Success	0	0%
GEDCO	66	24%
My Brother's Keeper	6	2%
Southern Community Action Center	1	1%
Transforming Life Church	1	1%
Bon Secours	14	7%
Total	88	8%

Regardless, we can calculate a cost per job obtained for the Job Hubs as a whole and for the individual centers from which people have obtained jobs. To calculate this, we can start with the fact that the Job Hubs so far have been in existence in both Fiscal 2013 and Fiscal 2014. Since the Job Hubs have straddled these two fiscal years, we can take the 2013 appropriation and the first six months of the 2014 appropriation (through

December 2013) to determine how much has so far been spent on the program while it has been running. Doing this yields \$420,321 spent on the Job Hubs through December 2013.

We can then look at the total months that each center has been open, and we can add those total months up. Doing so gives us 57 months. To determine how much of the total appropriation to credit to each center, we can divide the number of months that center was open by the 57 months from above. Doing this yields the following budget figures to allocate to each center:

Chart 13: Budget Allocation to Each Center



Eighty-eight people obtained jobs during this period after attending a Job Hub. Since the total budget for the program for the 14 months it operated between November 2012 and December 2013 was \$420,321, the cost per job obtained for the centers overall was \$4,776.

The cost per job varied significantly across centers, however. The cost per job obtained at each center, excluding the Academy of Success since no one attending that center got a job, was:

- GEDCO - \$1,564
- My Brother's Keeper - \$17,206
- Southern CAC - \$66,366
- Transforming Life - \$51,618
- Bon Secours - \$4,214

As one can see, GEDCO has done the best job by far of utilizing its resources to lead to jobs for its clients. By contrast, the Southern Community Action Center is spending the most to help each of its clients get a job. We will discuss in a later section some analysis regarding why GEDCO may be having this level of success.

MOED's stated goal was that 119 people would obtain jobs as a result of job fairs at the Hubs during Fiscal 2014. We do not have a breakdown from MOED of jobs obtained by month, nor have we received clarification regarding which jobs obtained resulted from the mini recruitments. But we do know that between November 2012 and December 2013, 88 clients obtained jobs. Since these jobs were obtained over a 14 month period, this number suggests that the centers are operating behind the pace necessary to meet the Fiscal 2014 goal.

Other outcomes that we believe could also be measured going forward include the following:

- Clients being granted job interviews and then going on job interviews.
- Clients being able to maintain their jobs once they have acquired them. Obtaining a job is an important first step. However, it is important that people show that they can maintain these jobs. Otherwise any gains they might make by initially obtaining a job will be lost.
- Clients raising their income levels. This can be in comparison to what these income levels may have been when clients first started attending Job Hubs (especially for clients who were already employed), or over time once they have acquired jobs with the help of the Job Hubs.
- Clients moving on to better jobs after their first jobs acquired with Job Hub assistance.

Some of these are the kinds of outcomes that will take another few years to manifest. MOED should track these outcomes in order to gauge the effect the Job Hubs are having on clients. As far as we can determine these are not items that the Job Hubs or MOED are currently tracking, though these are important outcomes not only for the Job Hubs but for workforce development as a whole. Our recommendation is to start tracking these outcomes. According to MOED, the agency does track some variation of these outcomes for other programs that it oversees such as the Youth Opportunity Program and Workforce Investment Act services.

Impact

Impact is the long-term, broad social result that should be produced if outcomes are accomplished. Impact represents the significant change in social conditions that an intervention or program seeks. Impact can be even more difficult to establish than outcomes because an impact tends to happen on multiple dimensions over a longer term and to more people. Impacts are seen on neighborhoods or the city as a whole.

Impacts that would be expected from clients getting jobs, keeping them, and moving on to better jobs, for both the neighborhood around the Job Hubs and possibly the city as a whole, and for which we have been able to find information from the U.S. Census at the Census Tract level, are:

- Reduction in the unemployment rate;
- Reduction in the poverty rate;
- Higher income;
- Reduction in the use of public assistance; and
- Increased educational accomplishment.

Other possible impacts for which information appears difficult to obtain at the Census Tract level are:

- Greater family stability

- Crime reduction
- Improved child and overall family health
- Reduced involvement of child protective services

Given that the Job Hubs opened just over one year ago, it is impossible at this point for us to make any judgments regarding the impacts of the Job Hubs program on the local communities. Not enough time has elapsed for any impacts to have materialized. However, these impacts should be examined in the future.

Below we will establish some baselines on a number of measures for the areas around the Job Hubs. In later years, these measures should be revisited to see if any change has taken place. In establishing our baselines we have looked at information at the Census Tract level using the American Community Survey from 2008-2012. For Transforming Life Church, My Brother’s Keeper, and Southern CAC we have included the three census tracts immediately surrounding the Job Hubs. Maps of these census tracts can be seen below.

Figure 19: Census Tracts around My Brother’s Keeper

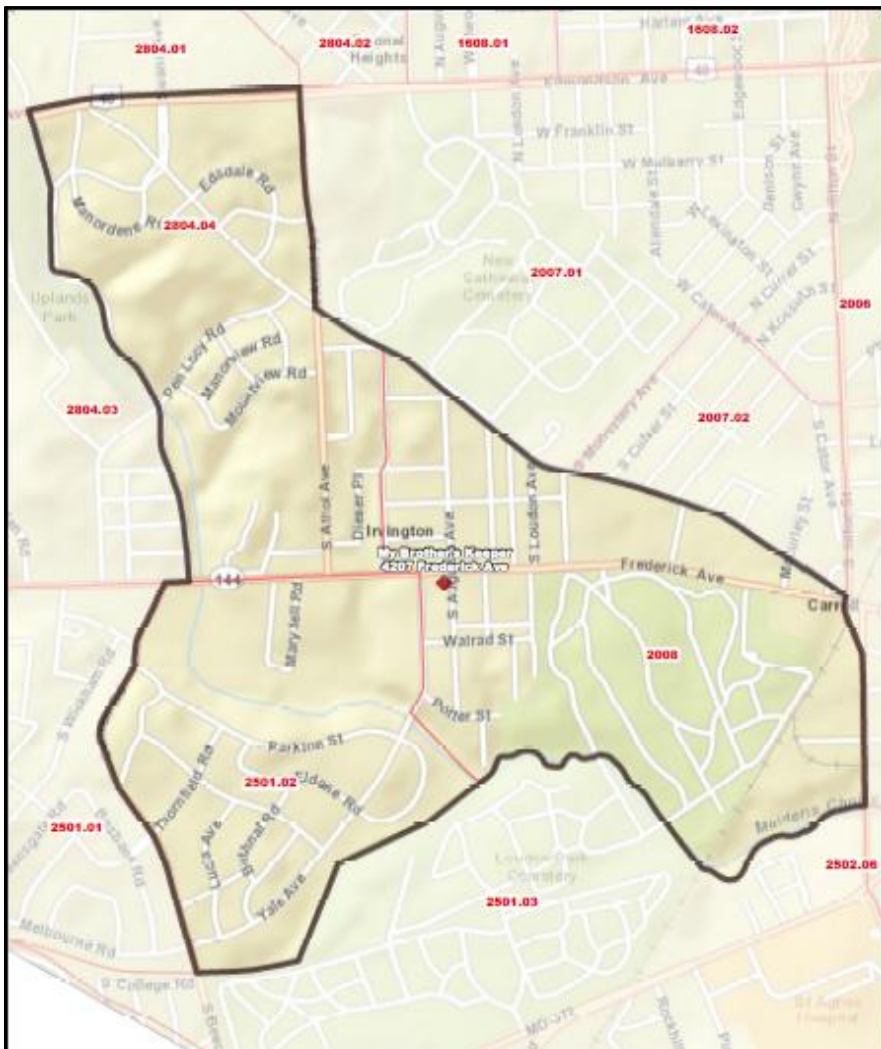


Figure 20: Census Tracts around Southern Community Action Center

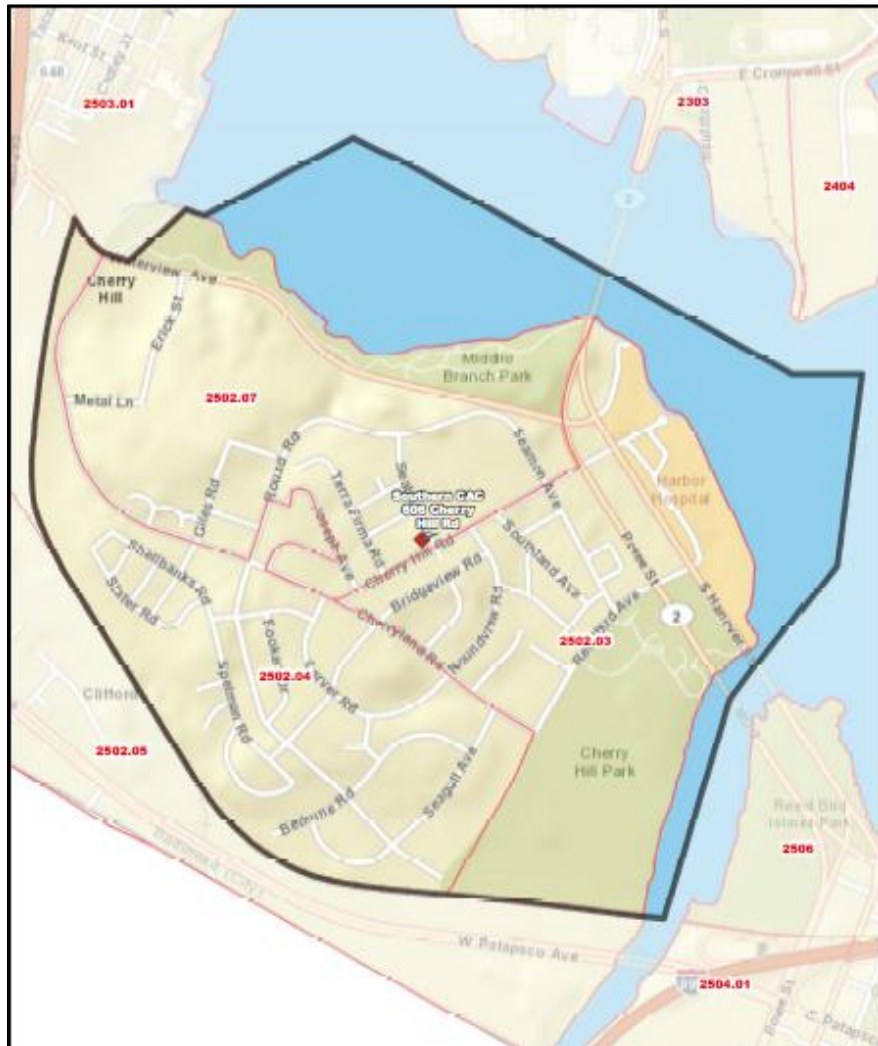
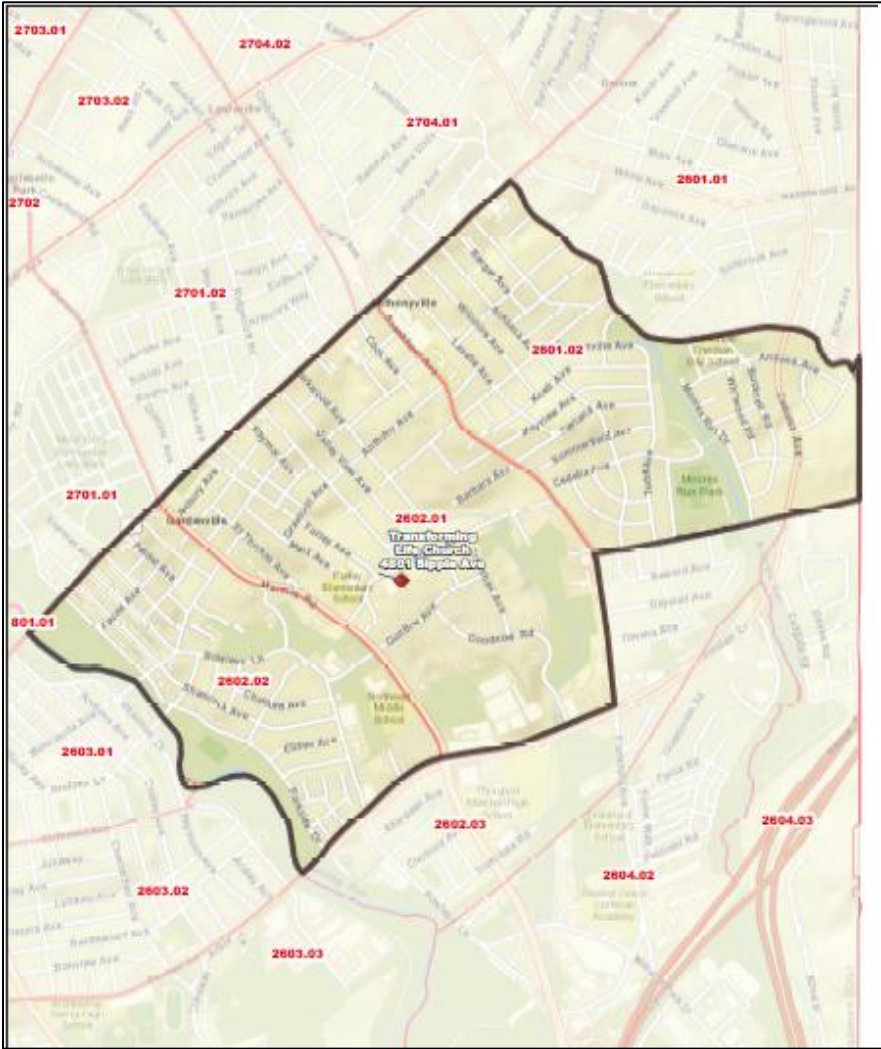
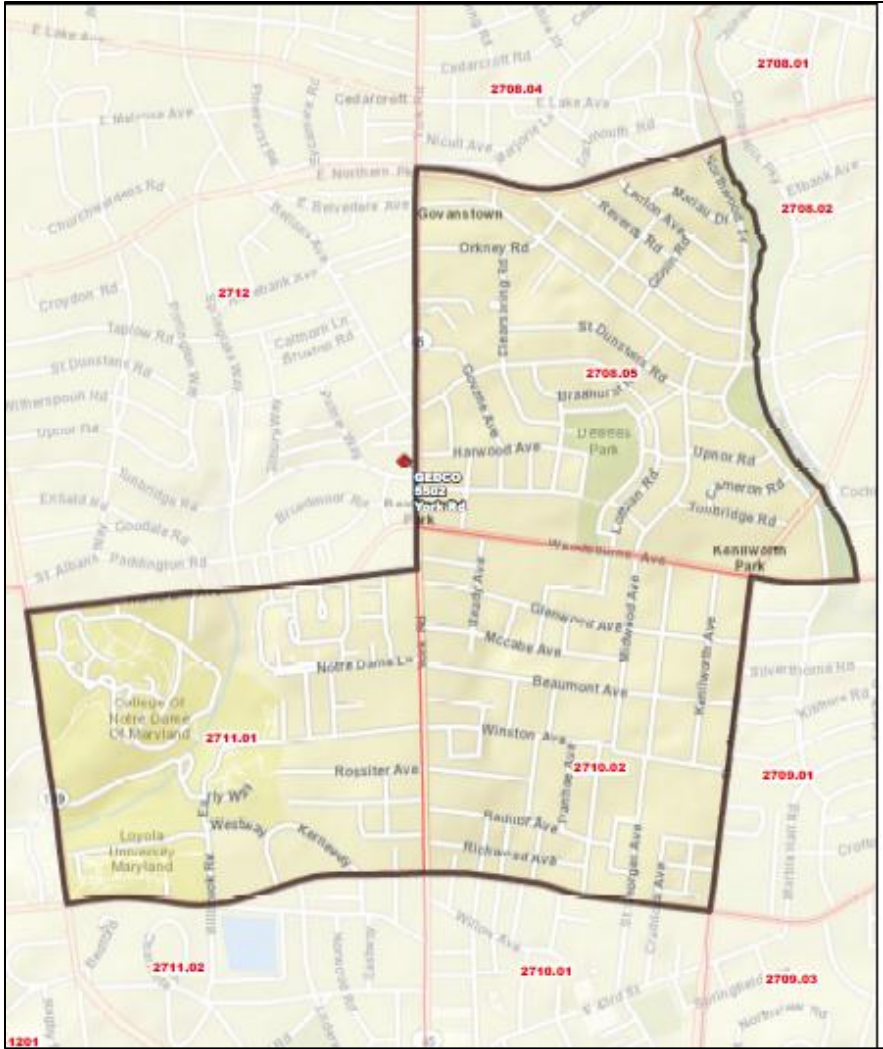


Figure 21: Census Tracts around Transforming Life Church



For GEDCO, we have excluded the Census Tract within which the center resides, 2712. We have done this because, even though the Job Hub is at the edge of this tract, this particular tract has significantly higher income and employment than the tracts served by other Job Hubs. For example, during the 2008 through 2012 period, the median household income in this tract was \$114,676. We have included the three other tracts around the Job Hub. A map for GEDCO can be seen in Figure 22 below.

Figure 22: Census Tracts around GEDCO



With Bon Secours, we have included five Census Tracts. We have done this because including only the three tracts that immediately surround the center would exclude other tracts that are very close to the Job Hub. A map for Bon Secours appears below in Figure 23.

Figure 23: Census Tracts around Bon Secours



In Table 16 below we establish a baseline for a number of the measures listed above. Namely we establish a baseline for unemployment rate, poverty rate, median household income, use of public assistance, and educational attainment. In subsequent years MOED can measure these variables again to see if these neighborhoods have made any progress in these areas.

Table 16: Neighborhood Baselines – 2008 through 2012

	GEDCO	My Brother's Keeper	Southern CAC	Transforming Life	Bon Secours	National Average
Unemployment Rate	13.9%	18.6%	22.1%	13.0%	24.2%	9.3%
Poverty Rate (Individuals)	19.0%	20.3%	42.4%	18.3%	32.2%	14.9%
Median Household Income	\$40,456	\$33,059	\$23,639	\$37,965	\$29,365	\$53,046
% of Households with Cash Assistance	5%	8%	19%	4%	7%	2.7%
% Individuals with At Least High School Diploma or GED	86%	83%	77%	79%	70%	84%

Source: American Community Survey – 2008 through 2012

SUMMARY

Overall

We presented a simple logic model of the Job Hubs program to show how elements of the intervention are assumed to link to desired results. Specifically, resources that include MOED and the Hubs' host organizations as well as other community resources tied to the Job Hubs should help clients find jobs. Clients finding jobs should happen through the activities the resources make possible, including registering with the MWE, job-search preparation, job-search assistance, and various types of computer training.

The logic model helped us pose questions about results that can be categorized as *outputs*, *outcomes* and *impact*. We are able to examine *outputs*—counts of how many clients accessed Job Hub services and how much they did so—in some detail because of data MOED has collected. We have only one data point, also from MOED, to address *outcomes*: how many clients who registered with the Maryland Workforce Exchange at a Job Hub obtained jobs. At this point, we can say nothing about the *impact* of Job Hubs since not enough time has elapsed from the start of the Hubs to expect the broad, social results that qualify as impact to have developed.

In looking at outputs, we found that:

- Both the numbers of participants in the Job Hubs' orientation sessions and the number of those who registered for the Maryland Workforce Exchange, roughly 1,000 over a 14-month period, showed significant fluctuation by time of year.

- These same numbers, when broken down by individual Job Hub, also showed considerable variation by Hub over the 14 months, even taking into account length of operation. My Brother's Keeper had the highest absolute numbers and the highest average numbers of orientations and Maryland Workforce Exchange registrations per month. On average My Brother's Keeper registered about three times as many clients a month as did Transforming Life (24 compared with 9).
- The number of Maryland Workforce Exchange registrations at the Hubs is falling short of the pace needed to meet MOED's goal for that metric in Fiscal 2014.
- Participation in the mini job fairs that have been held at the Hubs, totaling roughly 300 job-fair participants over the 14 months, fluctuated by time of year. The number of people attending the mini job fairs by Hub showed considerable variation as well, with Bon Secours having more than three times the participation of GEDCO, for example.
- Winter and summer were comparatively slow times for participation in all three of these activities—orientation, MWE registration and mini job fairs—but it is not clear how much that was a result of the scheduling of the fairs. The fairs can provide an influx of clients for the other activities.
- The per month average of new people starting computer training was highest at about 11 for the Academy of Success and second highest at about seven for GEDCO. The Hubs are not on track to meet MOED's goal of 400 clients starting computer training in Fiscal 2014.
- GEDCO achieved the most computer certifications at 55, with the other Hubs ranging from zero to nine. GEDCO also had the highest percentage of unique individuals certified at 29% of all clients who began computer training, almost twice as high as the second highest percentage, 17% for the Southern CAC.
- Only two Hubs, GEDCO and My Brother's Keeper, have engaged to a significant degree in workshops for job search preparation.
- It appears that job search activity in the Hubs (clients coming in to look at job listings and pursue open positions) has not been accurately tracked.
- Three Hubs have links to GED test preparation, but only GEDCO has tracked clients going on to enroll in a GED preparation program.

We were able to get data on just one result that qualifies as an outcome: the number of clients who registered with the Maryland Workforce Exchange at a Job Hub who subsequently got jobs. This is important, if limited, data since the purpose of the Job Hub intervention is to help clients find employment. Just fewer than 90 clients have gotten jobs during the 14-month period of Hub operation, and 66 of those clients received their services at GEDCO.

The cost per job obtained for the centers overall has been \$4,776 per job, though there has been wide variation among centers with GEDCO having the lowest cost per job and Southern CAC having the highest cost per job. It is difficult to know for sure what effects the Hubs could have on clients getting jobs, but the relative success of GEDCO seems notable. We will discuss GEDCO in more depth below.

GEDCO

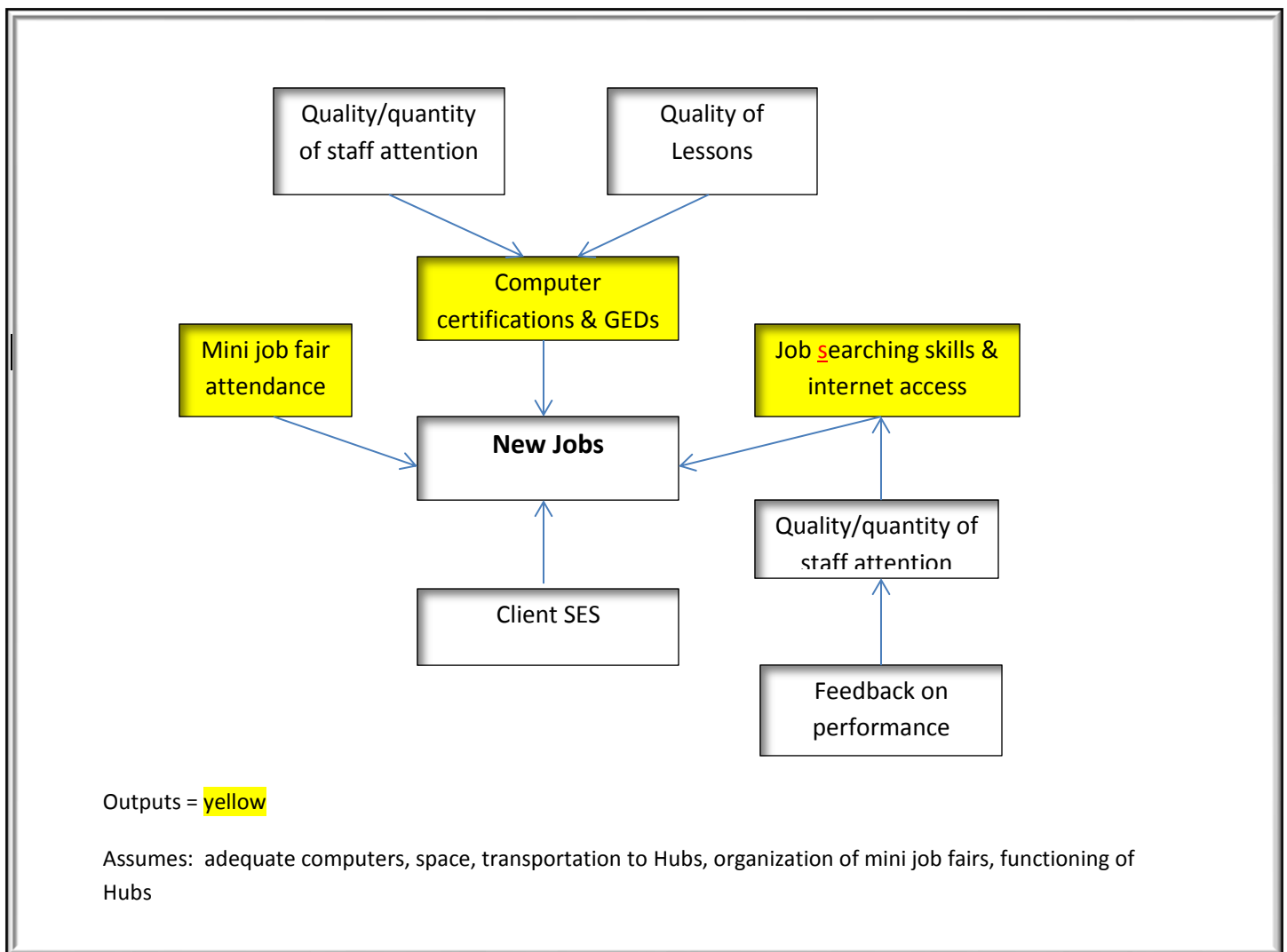
We were interested to determine, if we could, why GEDCO seems to have had so much more success helping clients get jobs than the other centers. To do this we have utilized the logic model. Using the logic model, we

show new jobs as the outcome and we connect that outcome with five outputs, though these outputs are not completely aligned with the data available. The outputs, with the data available for them in parentheses, are:

- Increased job-searching skills (data collected: job search workshop participation)
- Internet access (data collected: orientation participation, MWE registration)
- Mini job fair attendance (data collected: job fair participation)
- Computer training certification (data collected: people starting/receiving training, number of certificates received, number of unduplicated people receiving training)
- GEDs (no data except for GEDCO yet)

One can see this logic model in Figure 24 below:

Figure 24: Logic Model Assessment of GEDCO



We think there is a greater amount of staff attention at GEDCO than at the other centers, especially one-on-one attention. We also suspect that the quality of this attention is generally good. Two factors could account for this:

- Volunteer assistance that the Hub gets by being affiliated with Loyola University and being part of a larger organization—CARES—that brings in volunteers and
- An additional staff member (paid by GEDCO for the 24 hours a week the Hub is open) who helps run the program and conducts the job search workshops; this position is in addition to the intake specialist paid by the City.

These sources of staff attention represent a resource that GEDCO has that it can then utilize to provide high quality activities. At GEDCO these activities help improve the center’s performance with such outputs as computer certification, GED acquisition, job searching, and internet usage. These outputs could all contribute to increasing the number of jobs that people attending GEDCO acquire. Other centers should consider trying to increase the number and quality of volunteers they utilize to allow them to provide more staff attention to their clients.

GEDCO is distinctive in another way that may have some influence on the number of jobs the Hub’s clients obtain. Staff make follow-up calls to clients who have started new jobs at the one-, three-, and six-month marks of the clients getting those jobs. According to the Hub, this builds relationships with clients so that if they face job uncertainty, they are more likely to get help at the Hub in looking for a new job.

There are other factors to consider when thinking about why GEDCO’s performance is better than that of other centers in terms of job acquisition. One factor is the socio-economic profile of the clients. GEDCO does not track the socio-economic status of its clients; things like whether people are recently unemployed or long-term unemployed, their education levels, their income levels. To our knowledge the other centers do not track these items either. However, both we and staff at GEDCO suspect that GEDCO’s clientele are less impoverished and have more education and more work history than clientele at the other centers. The maps in Appendix II suggest that GEDCO’s clients may be more advantaged than the clients at the other centers, given that the area around this center is not as deeply impoverished as the areas around the other centers.

We have also considered how much of a relationship there is between computer certification and job acquisition. That is, if a center is successful at getting people computer certification, is it also then successful getting them jobs? This would tie in to the original thinking behind the creation of these centers and is represented as a linkage in our logic model above.

So far GEDCO has awarded 55 certificates to 28 unique individuals, 29% of all people pursuing computer training. The Academy of Success and the Southern Community Action Center awarded certificates to four people, 7% and 17% respectively, and My Brother’s Keeper to three or 5% of all people receiving training. Transforming Life and Bon Secours awarded none. GEDCO was not able to provide us with any evidence whether or not the clients getting jobs through their Job Hub were also the people receiving computer certifications, so it is not clear whether this center’s success in getting clients computer training has helped with job acquisition.

Arguing against certification being a key corollary to finding jobs is the fact that Bon Secours had the second largest absolute number of clients and second largest proportion of clients finding jobs after GEDCO. Of the clients registered for the Maryland Workforce Exchange with GEDCO, 24% got jobs. Of those registered for MWE with Bon Secours, 14 or about 7%, got jobs. Despite this relative success with jobs, Bon Secours has not awarded any of its clients with computer certificates.

Of the data collected that relates to the outputs above, GEDCO did best among the Hubs that remain in operation in all the computer categories. GEDCO also did best in participation in job search workshops (though My Brother's Keeper was close) and second best in number of people oriented/people registering for the Maryland Workforce Exchange (with My Brother's Keeper slightly better). Any or all of these activities may also play roles in GEDCO's relative success in helping people obtain jobs.

Another possible factor that has come to our attention is the fact that according to MOED, GEDCO is the only Job Hub that has been operating with an explicit goal regarding jobs obtained by clients. It is the agency's belief that the presence of this goal has focused GEDCO's attention on job acquisition for its clients. This increased attention on this goal could explain some part of this Job Hub's success in helping people get jobs. We suggest that since the main mission of the Job Hubs program is to assist people in getting jobs, MOED should establish explicit goals regarding jobs obtained for each Job Hub.

CONCLUSIONS

The Mayor's Office of Employment Development (MOED) initiated its Community Job Hubs program in November 2012. The program started with four centers. Since the program began one of those centers stopped operations, but two other centers began operations. During the fourteen months that the Job Hubs have existed, they have shown a great variability in the amount of service they have provided to their clientele and in the success they have had helping clients obtain jobs.

Going forward, MOED should take steps to ensure that all of its centers are performing more at the same level in terms of the amount of service delivery and the success rate of helping clients become employed. It should provide additional help to those centers that are underperforming to improve their performance, with centers that are not able to meet performance standards closed down, and new centers opened to replace them.

RECOMMENDATIONS

To improve the performance of the Community Job Hubs program, BBMR recommends the following actions:

1. Continue studying the Job Hubs going forward to obtain more information on possible outputs, outcomes, and ultimately impact – consider using a quasi-experimental design to determine the degree to which the Job Hubs program is affecting outcomes and impacts;
2. Study in more depth why GEDCO seems more successful than the other centers at getting clients computer certifications and jobs;
3. Make sure centers are kept informed of the number of their clients reaching various goals, such as completing computer training and obtaining jobs;
4. Do a better job defining and tracking services provided by the centers
 - a. Clients getting resume help
 - b. Clients engaged in job search activities
 - c. Orientation;
5. Make sure that Job Hubs and/or MOED are tracking additional outputs and outcomes such as:
 - a. Job applications submitted through MWE
 - b. Job interviews obtained and completed
 - c. People getting GEDs
 - d. Maintaining jobs
 - e. Raising income
 - f. Moving on to better jobs
6. Make sure all centers are clear on what constitutes required services;
7. Make sure all center staff know that clients can pursue a particular MWE-posted job without going to a One-Stop;
8. Separate out Job Hubs as a separate activity in the budget to allow better tracking of the cost effectiveness of the Job Hubs;
9. Increase development and use of volunteers, possibly by partnering with area colleges;

10. Develop a tool with which MOED can consistently assess whether each center is meeting its obligations as established in its written agreement with the agency, and can determine whether an individual center should be shut down and replaced with another.
11. Establish explicit goals for each Job Hub regarding jobs obtained.

AGENCY COMMENTS

Below is the response provided to BBMR by MOED in regards to the version of the report presented to that agency on March 26, 2014. In the version that was just presented here we have incorporated some of the changes that they suggest below.

The Mayor's Office of Employment Development (MOED) offers our sincere appreciation for the time and energy you dedicated to examining the operations of MOED's new Community Job Hubs initiative and analyzing the impact this service is having on increasing the employability of City residents and promoting their connection to the labor market. We have reviewed your very comprehensive report, *Logic Model Analysis of the Community Job Hub Program through the First 14 Months of Operation*, and the recommendations outlined in your April 10, 2014 email. We are pleased to provide you with the following feedback.

We are confident that several of your recommendations can be implemented immediately, such as ensuring all community job hubs are clear on what constitutes required services and making sure all hub staff know that clients can pursue a particular MWE-posted job without going to a One-Stop Center. Other recommendations, such as increasing the engagement of volunteers by partnering with area colleges/universities, may take additional time and coordination with the organization hosting the hub. However, all recommendations will be considered.

MOED offers the following updated information and comments regarding the report:

- Subsequent to our briefing with you on April 8, 2014, MOED and the South Baltimore Community Action Center (CAC) mutually agreed to terminate the community job hub at CAC. Both agencies recognized that the community job hub concept was not a good fit at the CAC, since very few of the customers coming to the CAC appeared to be interested in or in need of job readiness services.

Minimal efforts were made by the CAC to recruit participants or promote the services. The hub will cease to operate at the CAC on or before June 30, 2014. MOED has since identified another organization in southwest Baltimore that is eager to participate as a Community Job Hub. The Chesapeake Center for Youth Development, located at 301 E Patapsco Ave, offers an excellent space and enthusiastic staff looking to add technical training and employability resources to its mix of services. A Memorandum of Understanding is currently being developed and it is anticipated that the Chesapeake Center will be accepting customers prior to the closing of the South Baltimore Community Action Center.

- Page 5: Services offered – MOED established a policy that instructed the hubs to ensure all first time customers view an orientation video explaining the services at the hubs. Your report noted that this practice was not consistent across all of the hubs, with some hubs considering this as an optional service. When we determined that this was occurring because some hubs could not show a televised video, we uploaded the video to MOED's website to alleviate this issue. Currently, all new customers are now able to watch the video through the internet.

- Page 7: The role of the intake specialist—Please note that as of this date, intake specialists have been identified and hired at the following four hubs: GEDCO (10/29/13); Transforming Life Church of God /TLCG (12/16/13); Bon Secours (12/30/13); and My Brother’s Keeper (3/10/14). An intake specialist will also be hired for the new CJH replacing the Community Action Center in Cherry Hill.
- Page 11: Hours of Operation—We recommend you include the hours of operation for each hub under the center description beginning on page 11. The schedule is important to note since each hub operates a different number of hours per week, which impacts the level of activity and numbers of customers that each hub serves. Current schedule is: GEDCO began operating 3 days per week in November 2013; Bon Secours changed its schedule from one day per week to four days in January 2014; MBK changed from two days per week to four in April 2014; TLCG opened in June 2013 and operated one day per week until December 2013 and then increased to four days per week in January 2014.
- Page 24: Enrollments— while the report notes that the traffic at the hubs is “seasonal”, we suggest the report indicate that from November 2013 through December 2013 we experienced an unusually severe winter which caused all of the organizations to close the hubs several days throughout this past winter.
- We recommend you provide more information relating to the statement on page 28, projecting the hubs would fall significantly short of the 1,800 goal if the same pacing was projected over the second half of the year. Although MOED established the overall goal of enrolling 1,800 for Fiscal 2014, we also set individual enrollment goals for each hub to attain this overall goal. However, we did not anticipate the time it would take to negotiate the process with each organization, and were unable to finalize all for MOUs until Dec 2013. This, of course impacted the performance during the first half of the year. We anticipate the pace of enrollments will certainly increase now that the hubs are fully engaged.
- We recommend you add more information to the description of hub participation in job fairs (page30). GEDCO, for example, coordinated job fairs without MOED support and many hub job seekers attended job fairs at other sites including the one-stops.
- Page 39: Job Placements—We request that the report clarifies the mission and purpose of the Community Job Hubs relative to employment outcomes. As we shared with you, the initial intent of the Community Job Hub concept was to bridge the digital divide among job seekers in Baltimore City by preparing more community residents for employment through the acquisition of technology— computer familiarity, use and comfort. While there was the expectation that employment would be a by- product of this skill, we did not include job placement goals in this service, nor did we budget for the inclusion of additional job developers to be dedicated to this initiative. As we progressed, we have assigned a part time job developer to the project to bring mini-recruitments/ small job fairs into the community. We expect that an analysis of job placement in year two will reveal a significant

increase in the number of job placements as customers are more likely to reveal placements to the intake specialist with whom they have built a relationship and the job fairs produce job placements.

- MOED agrees with the report's conclusion that "Going forward, MOED should take steps to ensure that all of its centers are performing more at the same level in terms of the amount of service delivery and the success rate of helping clients become employed". Since this is a relatively new project and all hubs came into operation at different starting points, it was necessary to first get all hubs up to the same knowledge of workforce development, and to allow adequate time for building a trusting relationship between the organization and MOED. The amount of time each hub is operational per week and the unique service delivery within the community where the hub is located will continue to be factors in each hub's measurable outcomes. GEDCO already has an established workforce service component within its service delivery while Transforming Life Church of God began as a food and clothing bank and is just learning about workforce services. We plan to continue to assist all the Community Job Hubs throughout our network partner meetings and strive to introduce all of the hubs' participants to 21st Century Job Readiness skills, so necessary to becoming employed in today's labor market.

This report was sent to Karen Sitnick, MOED Director, and Patricia Morfe, MOED Director of Performance and Planning. We have also made copies available on our website at:

<http://bbmr.baltimorecity.gov/ManagementResearch.aspx>. If you have any questions about this report, please contact Jonathan Morancy at 410-396-4964.

Andrew Kleine, Chief
Bureau of the Budget and Management Research,
Department of Finance

APPENDIX I: SCOPE AND METHODOLOGY

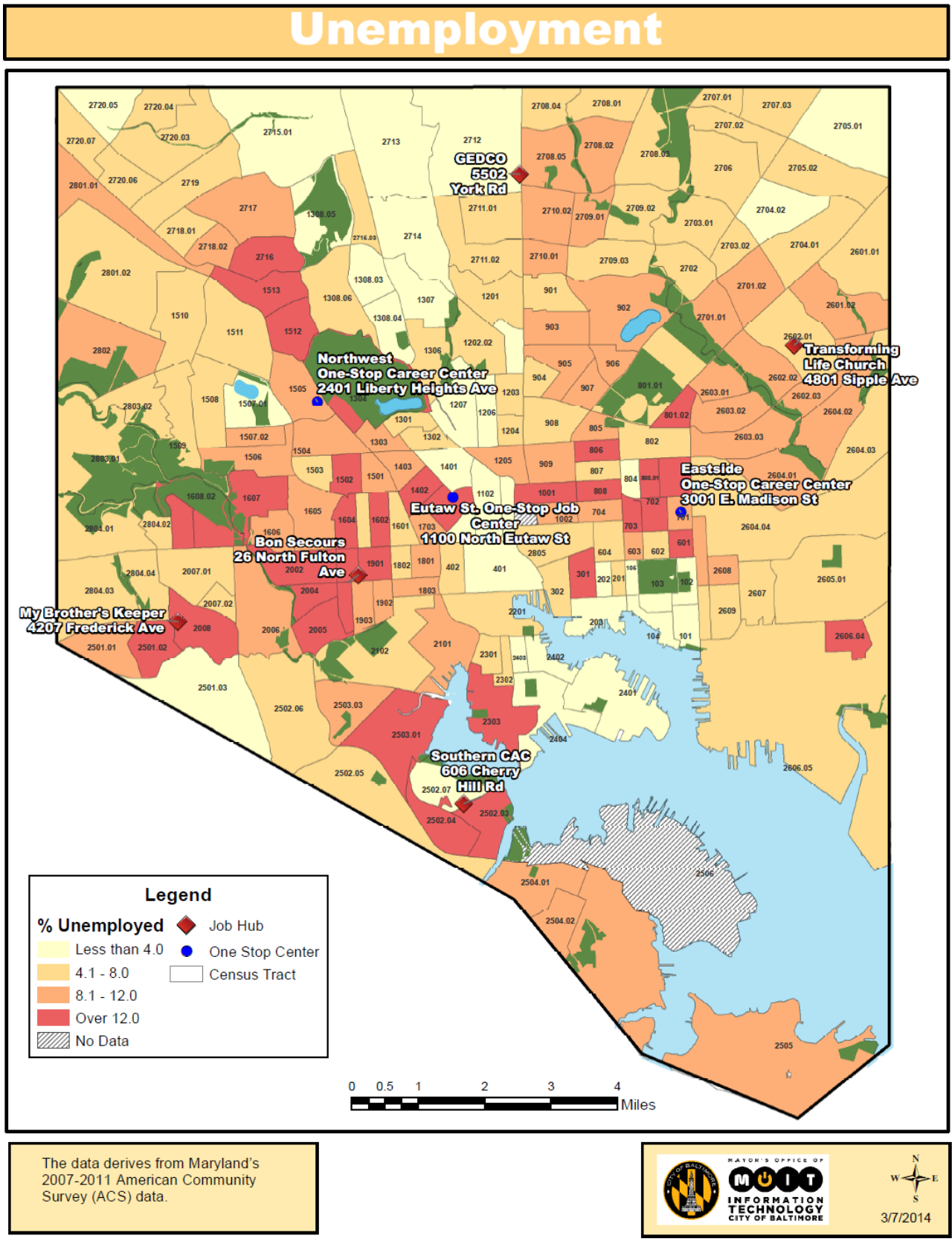
The objectives of this study were to determine 1) the effectiveness of the Job Hubs in helping people find jobs, 2) whether there has been any difference among the centers in terms of their performance, and 3) ways to improve Job Hub performance.

To determine how the Job Hubs have been operating we met with Mayor's Office of Employment Development (MOED) staff and corresponded with this staff regularly throughout the research process. We conducted site visits at all five Job Hubs, at which we met with points of contact, other center staff, computer trainers, an MOED liaison, and in some cases volunteers to discuss center operations. We conducted a site visit at a One-Stop center. We obtained performance data from MOED. We also obtained budget and expenditure information from MOED staff and the general ledger.

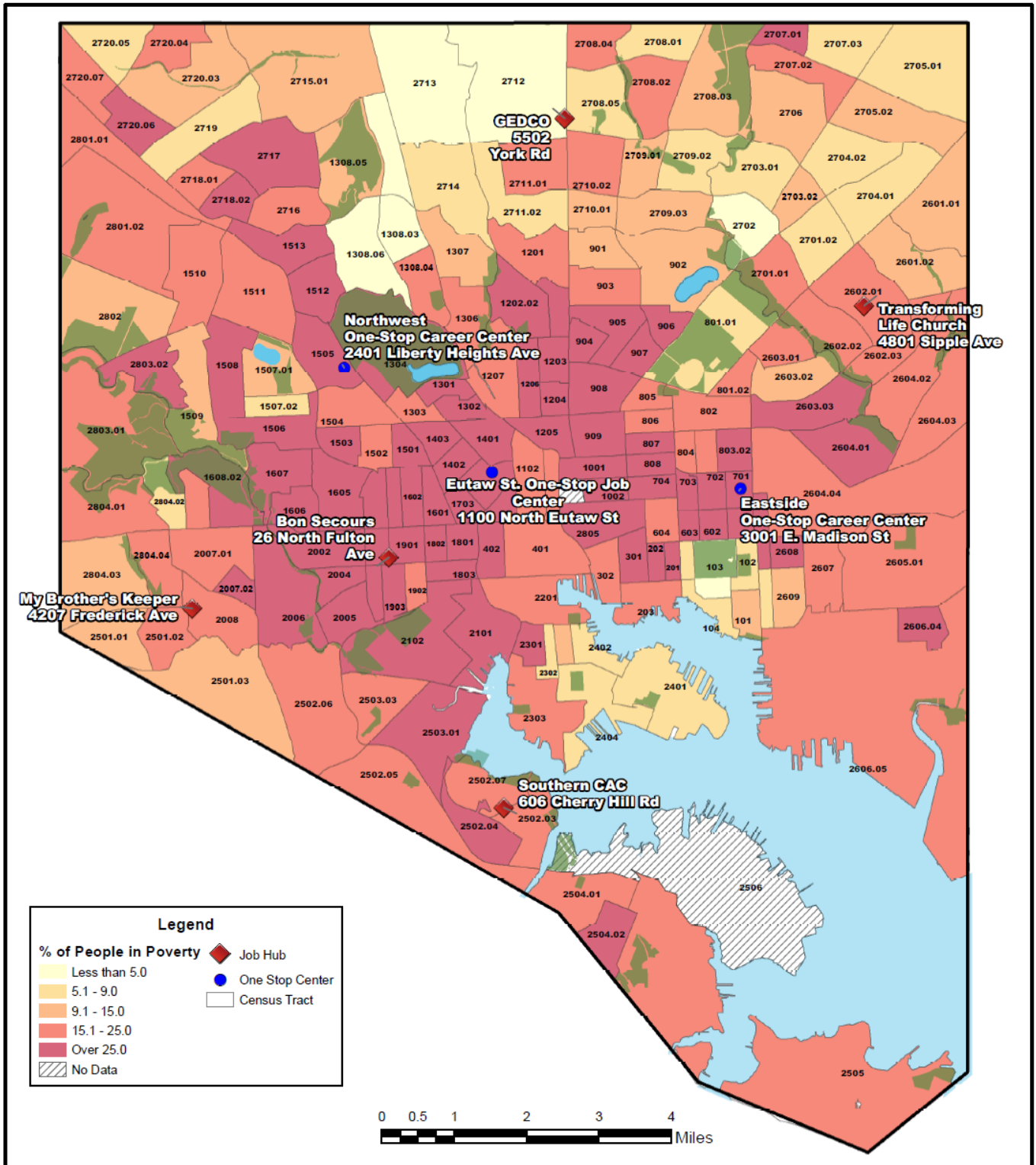
To analyze the Job Hubs' operation we conducted a logic model analysis. In doing this, we analyzed the various inputs with which each center worked, each center's activities, outputs, and outcomes. These centers have not been operating long enough to have had any long term impacts.

BBMR conducted this management research project from November 2013 to March 2014 in accordance with the standards set forth in the BBMR Project Management Guide and the BBMR Research Protocol. Those standards require that BBMR plan and perform the research project to obtain sufficient and appropriate evidence to provide a basis for the conclusions and recommendations contained in this report. BBMR believes that the evidence obtained provides a reasonable basis for the findings and conclusions in this report and that such findings and conclusions are based on research project objectives.

APPENDIX II: JOB HUB MAPS



Poverty



The data derives from Maryland's 2007-2011 American Community Survey (ACS) data.

MAYOR'S OFFICE OF INFORMATION TECHNOLOGY
CITY OF BALTIMORE

3/7/2014

APPENDIX III: MINIMUM INTERNET AND SYTEMS REQUIREMENTS

System Requirements-Internet

Client

Multimedia PC with Sound Card
Speakers or Headphones
Pentium or Equivalent Processor
Windows XP, Vista, or 7 Operating System
16 Bit Colors, 800x600 Display

Memory (RAM):

Windows XP: 256 MB Minimum, 512 MB Recommended

Windows Vista and 7: 1 GB Minimum, 2 GB Recommended

Browser

Internet Explorer 6 (or above), ActiveX Plug-Ins Enabled, Scripts Marked Safe Enabled, or FireFox,
JavaScript Enabled
Plug-In
Adobe Shockwave Player 8.0 (or above)

Bandwidth

Average of 36 Kilobits/sec per user

System Requirements-Network

Network

LAN: 10 Mbps (100 Mbps recommended for more than 10 simultaneous users)
WAN: Bandwidth-Average of 36 Kilobits/sec per user

Server

Pentium III Class Server or better
300 MHz (500 MHz or better recommended for more than 10 simultaneous users)
1 GB RAM (2 GB or more recommended for more than 10 simultaneous users)
Free Hard Disk Space:
50 MB for Management System
50 MB per CLS Course
300 MB for all 3 PCIC3 Courses
Novell (v 4.x and above), Windows NT (v 4.x and above), Windows 2000, Windows 2003, or Windows
2008 Server Software

Client

Multimedia PC with Sound Card
Speakers or Headphones
Pentium or Equivalent Processor
Windows XP, Vista, or 7 Operating System
16 Bit Colors, 800x600 Display
Memory (RAM):
Windows XP: 256 MB Minimum, 512 MB Recommended
Windows Vista and 7: 1 GB Minimum, 2 GB Recommended
10 MB Free Hard Disk Space

System Requirements-Standalone Computer

Multimedia PC with Sound Card
Speakers or Headphones
Pentium or Equivalent Processor
Windows XP, Vista, or 7 Operating System
4X CD-ROM

16 Bit Colors, 800x600 Display
Memory (RAM):
Windows XP: 256 MB Minimum, 512 MB Recommended
Windows Vista or 7: 1 GB Minimum, 2 GB Recommended

Free Hard Disk Space:

50 MB for Management System
50 MB per CLS Course
300 MB for all 3 PCIC3 Courses

Utility Recommendation

It is recommended that all computers have virus and malware protection software installed with automatic definition updates configured.

Installed Applications

Microsoft Office Suite 2007 or above on all systems.

Bandwidth Requirements

Please determine if the available bandwidth is shared with other computers; if so, they must be included in the overall calculations to determine the actual bandwidth available per computer used for instruction.

Each system requires an Average of 36 Kilobits/sec per user.

APPENDIX IV: 21st CENTURY JOB READINESS STANDARDS

21st - Century Job Readiness Standards

Life skills

- ✓ Is able to manage personal circumstances so there is a minimal impact on employment
- ✓ Demonstrates basic manners and civility
- ✓ Is able to get to work on a daily basis using reliable modes of transportation
- ✓ Possesses valid government photo identification, social security card, birth certificate, telephone number, proof of address and education documentation
- ✓ Uses appropriate problem solving techniques
- ✓ Is able to adapt to change and learn new skills

Basic work habits and behaviors

- ✓ Is reliable, trustworthy
- ✓ Dresses and grooms appropriately for the work environment
- ✓ Follows rules and procedures
- ✓ Demonstrates ability to be on time and reports as scheduled
- ✓ Arrives prepared to work
- ✓ Is drug and/or alcohol free
- ✓ Possesses good time management skills

Work attitudes and values

- ✓ Takes initiative and pride in their work
- ✓ Demonstrates respect for authority, co-workers, and diversity in the workplace
- ✓ Is willing to learn
- ✓ Is motivated to work

Communication and interpersonal skills

- ✓ Is able to work effectively with co-workers, customers and supervisors
- ✓ Understands and is able to follow written or verbal directions or instructions
- ✓ Effectively handles conflicts with co-workers or customers
- ✓ Is able to accept constructive criticism
- ✓ Demonstrates basic written and verbal skills including electronic communication (e.g. appropriate email etiquette)
- ✓ Demonstrates basic listening skills and appropriate verbal and body language

Basic skills

- ✓ Is able to read, write, and compute at level needed to perform job

Technology skills

- ✓ Possesses basic computer skills
- ✓ Is able to establish an email address or account
- ✓ Possesses aptitude to send, receive and retrieve information electronically
- ✓ Knows how to use internet
- ✓ Stays current on technology within the workplace
- ✓ Comprehends rules of appropriate use of social media and internet

Job search skills

- ✓ Has an updated electronic resume and references
- ✓ Is able to conduct a job search using computer
- ✓ Has an email address
- ✓ Possesses good interviewing skills

Baltimore Workforce Investment Board 2012

APPENDIX V: JOB HUB ADVERTISING

**SOUTHERN COMMUNITY ACTION CENTER
IN PARTNERSHIP WITH
THE MAYOR'S OFFICE OF EMPLOYMENT DEVELOPMENT**

COMMUNITY JOB HUBS

**Bringing Digital Job Search and Training Resources to Your
Neighborhood**

The Community Job Hub will serve residents by offering:

- Basic Computer and Internet Training
- **Free** Classes, taught by professional technology trainers to prepare you for 21st century jobs
- Instruction and Assistance with Online Job Applications and Resume Writing
- Online Job Search in Maryland's Workforce Exchange



**Computer Classes are
Mondays &
Wednesdays
10am-4 pm**

**Online Job Search in
MD Workforce
Exchange
Tuesdays & Thursdays**

**Pre-Register for all *Free* Classes on
Tuesdays and Thursdays by contacting
Southern Community Action Center
606 Cherry Hill Road, 21225
410-545-0900**

**Jobs are coming to the South Baltimore Area and we
want you to be ready. Register Now!**



Job Hubs Door Hanger

**NEED A JOB...
COME TO YOUR COMMUNITY
JOB HUB LOCATION**

- 21st Century Job Skills
- Computer Literacy
- Interview Preparation
- On-site Employer Interviews



**Southern Community Action Center
606 Cherry Hill Road
Baltimore, MD 21225
410-545-0900**

Community Job Hubs are a service of the Mayor's Office of Employment Development, the Baltimore Workforce Investment Board and the Workforce Partnership Network.

Get Your Resume Noticed



EMPLOY BALTIMORE – Ready to Work for You is Baltimore City’s strategy to link residents to great paying jobs.

Get Connected to a job by becoming a part of the EMPLOY BALTIMORE – Ready to Work for You talent pool.



You must have a high school diploma or GED and work experience.



Speak with a professional staff member to be sure you meet the minimum 21st-Century Job Readiness Standards.



Get started on your career pathway today!



Come to our full-service career centers or neighborhood-based Community Job Hubs. Visit www.oedworks.com or call 410-396-3009 for more information.

ONE-STOP CAREER CENTERS

Northwest

One-Stop Career Center
2401 Liberty Heights Avenue
Mondawmin Mall - Suite 302
Baltimore, MD 21215
410-523-1060

Baltimore Works

One-Stop Career Center
1100 N. Eutaw Street
Baltimore, MD 21201
410-767-2148

Eastside

One-Stop Career Center
3001 E. Madison Street
Baltimore, MD 21205
410-396-9030



COMMUNITY JOB HUBS

Bon Secours Community Works

26 N. Fulton Avenue
Baltimore, MD 21223
410-362-3629

Govans Ecumenical Development Corporation (GEDCO)

5513 York Road
Baltimore, MD 21212
410-532-7117

My Brother's Keeper

4207 Frederick Avenue
Baltimore, MD 21229
410-644-3194

Southern Community Action Center

606 Cherry Hill Road
Baltimore, MD 21225
410-545-0900

Transforming Life Church of God

4801 Sipple Avenue
Baltimore, MD 21206
410-485-6193



GEDCO



New Job Hub for CCC



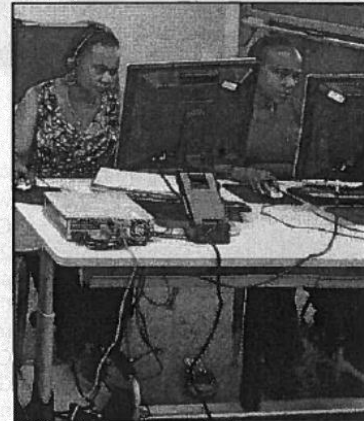
As any job hunter can tell you, today's job market is extremely competitive. Applicants need to stack up well against their fellow job seekers & even minor details matter.

GEDCO's CARES Career Connection, in partnership with the Mayor's Office of Employment Development (MOED), has become a Community Job Hub and has

begun to offer free classes to job seekers wishing to increase or enhance their computer literacy. People can take computer-based training modules on subjects ranging from Internet Navigation to the Microsoft Office suite (Word, PowerPoint and Excel). Office space for the training lab was graciously donated by the Holy Comforter Lutheran Church, located across the street from GEDCO's CARES on York Road. In addition, the computers for the lab were donated by Loyola University Maryland and Morgan State University.

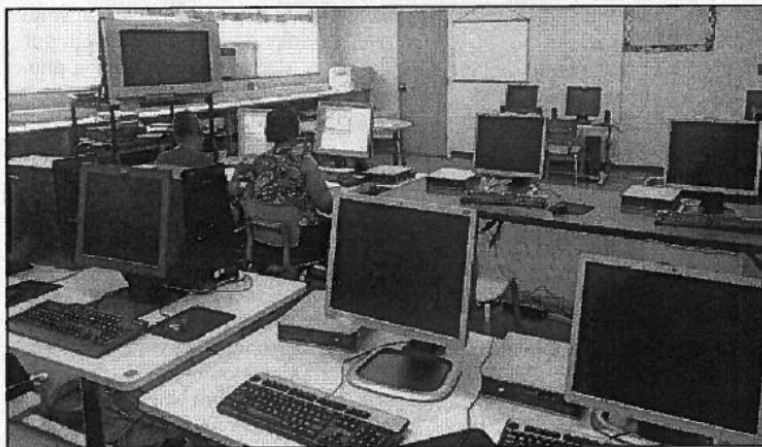
MOED provides professional technology trainers who help people with skills ranging from basic to advanced. Once the students are assessed, they can progress through the training at their own pace and from any internet-enabled computer.

Completing the computer training gives job seekers additional



CARES Career Connection Clients practice their computer skills at the job hub.

confidence as they "pound the pavement" in search of their next job. Everyone at CARES Career Connection is very thankful for the efforts of so many in bringing this training to a welcoming and appreciative client base!



View of the new job hub at Holy Comforter

GEDCO in Action Tour Dates

- Wednesday, September 25
12:00 pm - 2:00 pm
- Tuesday, October 8
11:00 am - 1:00 pm
- Thursday, October 24
10:00 am - 12:00 pm
- Tuesday, November 5
1:00 pm - 3:00 pm

Bon Secours

"This program has helped more people earn their GEDs than any other similarly staffed program in the city."

family support center

The Bon Secours Family Support Center provides resources and services to low-income families with children up to age 4. At the center, families receive support, encouragement and practical services — such as GED preparation and parenting classes.

Programs such as "Babyology," — a series of educational workshops for expectant parents — as well as courses on such topics as fatherhood and teen parenting, help prepare families to make smart choices and become self-sufficient.

"The beauty of our center is that while mom or dad is getting all these services, baby is getting developmentally age-appropriate services" in the center's child care facility, center director Lori Fagan says.

Staffers help parents understand child development and best practices for raising their children. They help parents navigate through child support issues and offer anger management help. They discuss literacy and language development, nutrition and safety.

The center serves more than 30 families a month — even providing transportation — and is making a real difference in the lives of community members. For example,

the In-Home Intervention program provides prenatal services and promotes healthy starts for babies, resulting in higher rates of full-term pregnancies, healthy birth weights, and 100% child immunization rates.

The newly renovated center is a more colorful and larger facility, allowing for an expansion of the center's child development programs and the ability to offer services to more families.

The renovations were prompted by Maryland Family Network's choice of Bon Secours' Family Support Center to be a statewide model for its next generation Family Support Hub Center. The first site to be selected as a hub, it will provide coordinated services for families with young children and will serve as a model for such programming state wide.

"So there will be more people who are job ready and more kids who are better prepared for school," Fagan says. "That's good for this community and for the city."



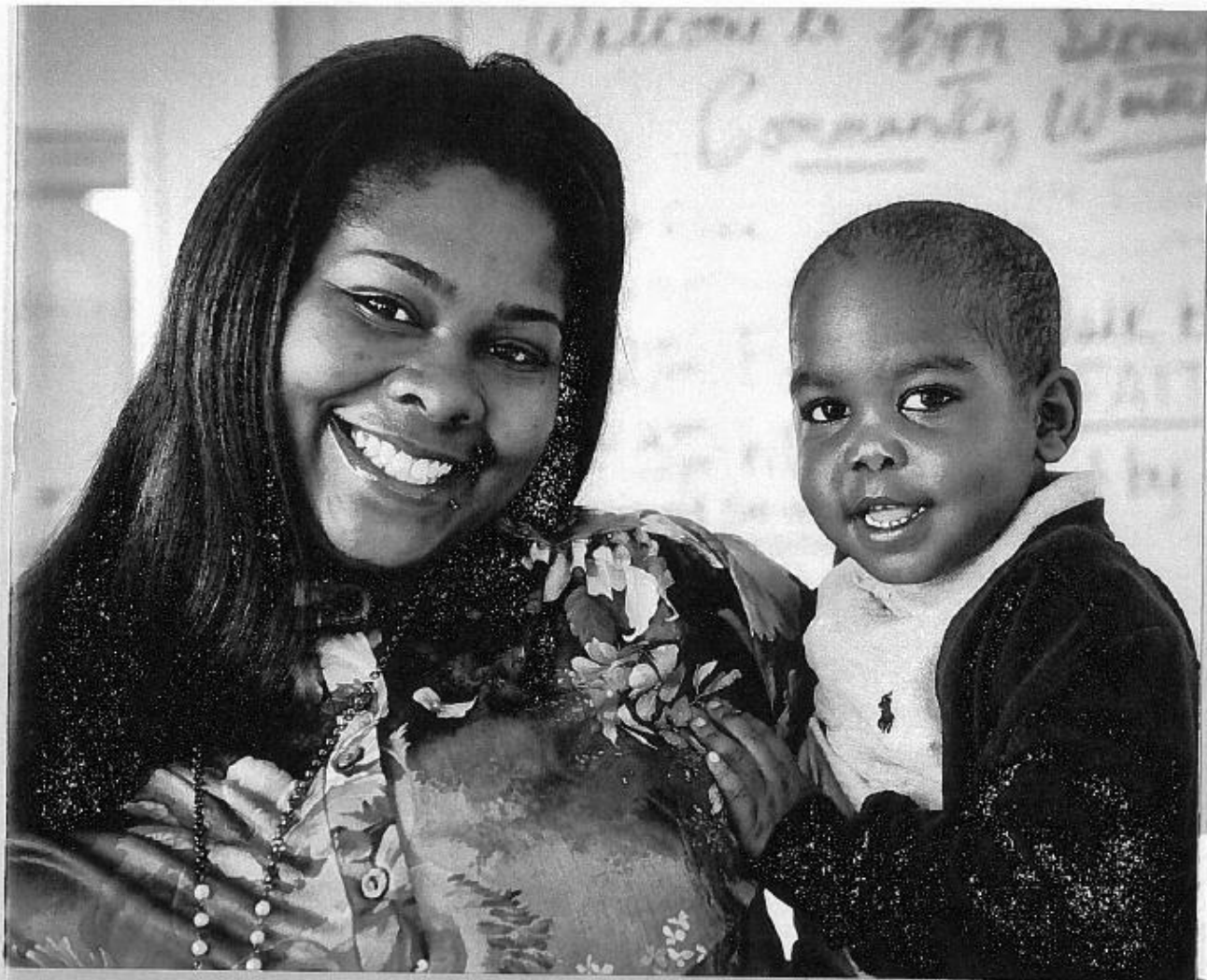
Services provided:

- GED Program & ABE Classes
- Nurturing Parenting Classes
- On-site child care for participants
- Employment readiness
- Money management workshops
- Life skills training
- Health education
- Counseling
- Substance abuse workshops
- In-home support services
- Community outreach services
- Recreational activities
- Tutoring
- Parent support group
- Teen Parent program
- Fatherhood program
- Transportation to and from the center



BY THE NUMBERS: FAMILY SUPPORT CENTER

- 44 home visits per month, on average (FY 2012)
- 32 participants completed "Babyology" course (FY 2012)
- 173 children served (FY 2012)
- 7 participants received GEDs (FY 2012)



OUR COMMUNITY WORKS FOR Shakira Foster

Shakira Foster first tried out the services at the Family Support Center when she was 19 and her daughter was just a baby. She wanted to earn more than her McDonald's position was paying and she knew she needed her GED to find a better job.

"I took it seriously, but I was still a little bit young," says Foster, who is now 24. "So when I took the GED test and failed the math part, I didn't reschedule. I didn't quite understand a lot of the things that I understand today."

Thankfully, staff members at the Family Support Center do understand.

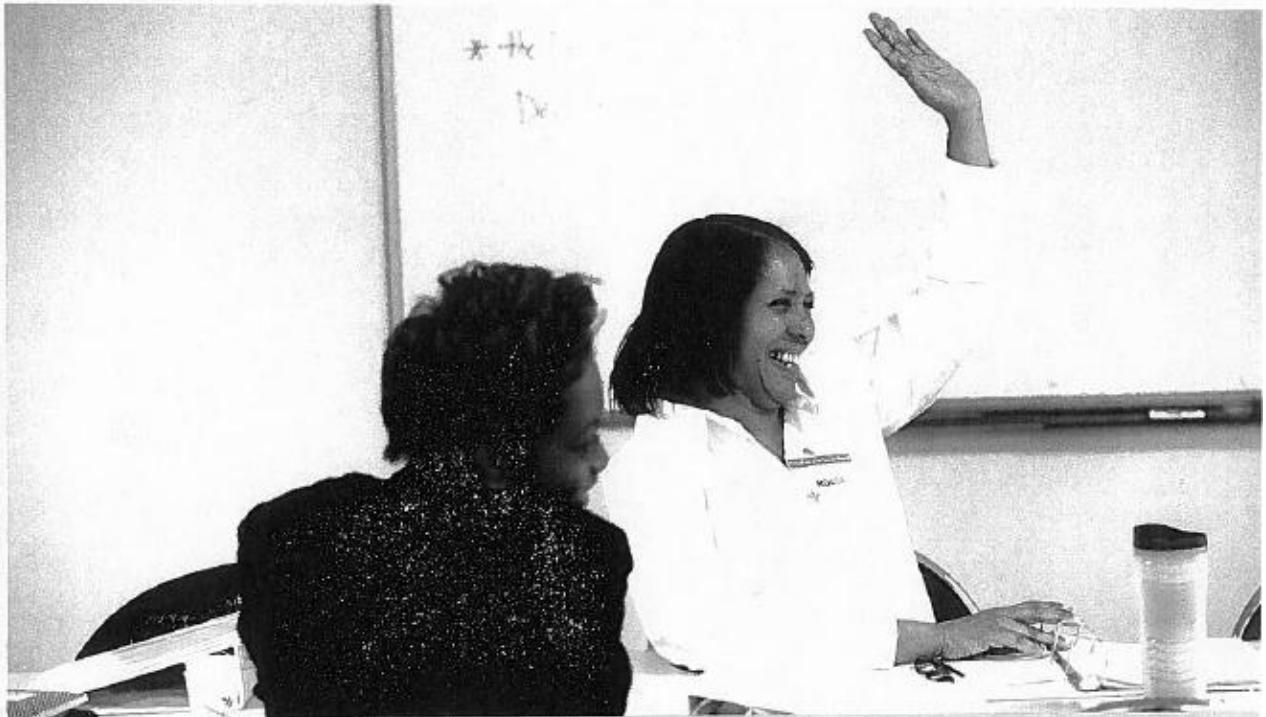
"Everybody in that building was calling me, calling me, calling me," Foster says. "And they encouraged me to come back."

Three years later, after the birth of her son, Foster did come back. She fully availed herself of the Family Support Center services—including parenting classes, which she says helped her develop patience. Meanwhile, as Foster was learning so were her children. Her daughter, for example, learned to identify colors, shapes,

ABCs and numbers. She learned to zip and unzip her coat. The Family Support Center staff helped to potty train her.

In July, Foster earned her GED and is now looking to enroll in college courses.

"The staff stuck by me and helped me in so many ways. Them sticking their neck out to help me made me want to help myself," Foster says. "Now because of the Family Support Center, I'm able to live on my own and take care of myself and my children."



Removing barriers to job readiness

workforce development program

For more than a decade, the Workforce Development program has offered teens and adults the training and support to develop job-readiness skills as well as assistance with job placement. In that time, more than 1,800 residents from the southwest Baltimore community that surrounds Bon Secours Hospital as well as from other city communities have completed the program.

The Workforce Development program is made up of two initiatives: the Youth Employment and Entrepreneurship Program (YEPP), which is open to residents ages 13-17, and Project Connect for those 18 and older.

Starting with YEPP in 1999, the Workforce Development program has evolved from an initiative to teach basic job skills and help residents land entry-level employment to a comprehensive strategy that prepares participants

to progress in their chosen fields of work.

Through YEPP and Project Connect, the Bon Secours Community Works initiative has worked tirelessly and creatively to help residents take steps toward creating stronger and healthier lives for themselves, their families and the community.

Participants learn good work ethics, workplaces dos and don'ts, anger management and conflict

resolution, as well as computer literacy skills including Internet browser usage for the job search and email.

Upon completion of the program, clients are referred to an on-site job placement specialist to assist them with finding employment. They also receive three years of comprehensive follow-up services such as driver education and free or low-cost income tax preparation.

"People need to see themselves moving forward, getting around the barriers," says Sterling Brunson, program director for Project Connect. "We're trying to take our program participants to the next level, to learn and become good citizens."

APPENDIX VI: BBMR CONTACT INFORMATION

Primary BBMR Contact

Jonathan Morancy
Jonathan.Morancy@baltimorecity.gov
410-396-4964

BBMR Mission

The Bureau of the Budget and Management Research is an essential fiscal steward for the City of Baltimore. Our mission is to promote economy and efficiency in the use of City resources and help the Mayor and City agencies achieve positive outcomes for the citizens of Baltimore. We do this by planning for sustainability, exercising fiscal oversight, and performing analysis of resource management and service performance. We value integrity, learning and innovating, excellent customer service, and team spirit.

Obtaining Copies of BBMR Reports

All BBMR reports are made available at no charge at our website:
<http://bbmr.baltimorecity.gov/ManagementResearch.aspx>.

Contacting BBMR

Please contact us by phone at 410-396-4941 or by fax at 410-396-4236.