

The Role of Intermediaries in Workforce Development

Workforce Investment Board Grantee Demonstration Projects—FY2004–2005

A Laboratory for FBCO Collaborations with Local Workforce Development Systems

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Executive Summary

The U.S. Department of Labor’s (DOL’s) Center for Faith-Based and Community Initiatives (CFBCI), in collaboration with the Employment and Training Administration (ETA), issued grants to 22 Workforce Investment Boards (WIBs) totaling \$10.7 million to: (1) build relationships between WIBs/One-Stop Career Centers¹ (OSCCs) and Faith-Based and Community Organizations (FBCOs) to increase referrals; (2) build the capacity of FBCOs; and (3) demonstrate how the grant increased the number of people served from target areas (i.e., under-served, hard-to-reach populations), including measures such as job placements, and placement in advanced training/secondary education. These 22 WIB grantees served close to 12,000 individuals, which was 50 percent more than the grantees’ collective goal, of which more than 3,600 (or 35% of the total served) were placed in jobs and/or advanced training.

These grants were designed for WIBs, either directly themselves or through a sub-contract partner, to serve as an intermediary to FBCOs that applied for, and received, sub-grants from the WIBs. These WIB projects collectively sub-granted \$6.3 million of the \$10.7 million they received (almost 60% of their total grant) to 157 FBCOs for their projects, which ranged from 18 to 24 months in length. Fourteen of these WIB grantees also sub-granted another \$1.359 million (approximately 13% of total grant funding) to 17 intermediary organizations² to serve a range of functions, from outreach to technical assistance, to help the WIBs connect with their FBCO partners. Intermediary, a term used by noted FBCO researcher Dr. Amy Sherman of the Sagamore Institute for Public Policy and practitioner Stephen Goldsmith, refers to the “bridging” function this type of organization serves in the context of FBCO collaborations with the public sector. As the name suggests, intermediaries connect local organizations with government, foundations, and businesses, and can provide the strategic assistance that allows FBCOs to serve more people more effectively.

This paper examines two main aspects of the intermediary function for these projects: (1) whether or not the WIB directly assumed the intermediary role, whether they “shared” that role with an external FBCO intermediary partners, or whether they “delegated” this role to an

¹ OSCCs represent the locations where WIBs deliver workforce development services (e.g., job search, job training, job placement) are actually delivered.

² Some WIBs used more than one intermediary.

external FBCO intermediary partner; and (2) whether the FBCOs were organized as autonomous providers (i.e., worked independently with the WIB/OSCC), whether they operated semi-autonomously, or whether they were organized as an integrated network of providers. This paper examines whether and how project performance was impacted by various intermediary strategies, as measured by total number served, number of participants placed in a job and/or advanced training, the percentage of project to actual outcomes, the proportion of participants referred between FBCOs and OSCCs, and the projected likelihood of sustaining WIB-OSCC/FBCO collaborations beyond the end of the grant funding.

Projects where the WIB served the intermediary role performed better in most categories (i.e., project outcomes, the percentage of project to actual outcomes, likelihood for sustainability), although projects that fully delegated the intermediary role reported significantly more referral activity between OSCCs and FBCOs. Projects in which FBCOs were organized as an integrated network, however, demonstrated higher performance levels on all measures, as compared with FBCOs as semi-autonomous or fully autonomous providers. This finding underscores and important, although often over-looked, role that intermediaries play in making FBCOs not only aware of each other, but also in coordinating their efforts and resources toward a common goal, which in the case of this grant was to get jobs for unemployed/underemployed people in hard-to-reach communities.

For more information on WIB/DOL Projects and Studies please

<http://www.macrointernational.com/projects/faithbased/default.aspx>

Background

The DOL/CFBCI was one of the five original centers established by President Bush via executive order in 2001.³ The DOL/CFBCI, which was housed within the DOL Secretary's office, first began to engage WIBs through pilot projects in Memphis and Milwaukee, which provided a host of experiential knowledge and lessons learned in terms of how best to engage WIBs to initiate, or further, its collaborations with FBCOs in providing workforce development services, such as job training, job placement, and job retention.

Introduction

Transitioning people into the workforce, particularly adults with little or no work experience, and developing those individuals' skills and talents, requires high-quality services and collaboration among service providers. The local public workforce development system is made up of a complex collection of organizations that share a common goal of providing training and employment services that enable people to become or remain economically self-sufficient, while promoting economic growth by providing employers with trained workers. In fiscal years (FY) 2004 and 2005, the U.S. Department of Labor's (DOL's) Employment and Training Administration (ETA), in conjunction with the Center for Faith-Based and Community Initiatives (CFBCI), issued grants to 22 Workforce Investment Boards (WIBs). WIBs are regional entities created to implement the Workforce Investment Act of 1998.⁴

WIBs, for which business representatives constitute a majority of the board, are responsible for the design and implementation of the local/regional system, providing universal access and common intake and data management processes, to coordinate and govern workforce development efforts. There are currently more than 600 WIBs, located in all 50 States and Puerto Rico, responsible for operating over 1,300 comprehensive One-Stop Career Centers (OSCCs). The purpose of these grants were to support WIBs and other workforce development organizations by broadening the system to include more collaborations with Faith-Based and Community Organizations (FBCOs), both to provide job training/placement services to hard-to-reach populations and to serve employer needs, particularly in high-growth industries, across the

³ Since that time, the executive order has been expanded to create centers in other Federal agencies.

⁴ The Workforce Investment Act of 1998 (WIA) was enacted to replace the Job Training Partnership Act and certain other Federal job training laws with new workforce investment systems.

country. More broadly, these demonstration grants were designed to do the work that government can't do alone.

However, building these networks can be challenging. The purpose of this paper is (1) to report the success of these demonstration grants in terms of the intermediary role played by WIBs and/or their intermediary partners/subcontractors to reach out to and work alongside of their FBCOs in workforce development; (2) examine the different intermediary approaches, how FBCOs were organized, and how these fared in terms of achieving project outcomes and integration into the workforce system; and (3) examine the intermediary role in terms of the capacity building of FBCOs, including the prospects of sustainability of the collaborations developed through these demonstration projects from the WIB perspective.

The WIB/FBCO Demonstration Grants

In FY 2004–2005, ETA issued grants to 22 WIB grantees. These grantees, in partnership with their FBCO sub-grantees, served close to 12,000 individuals, which was nearly double the collective goal of 7,984. Only about 1,900 (or 11% of program participants) were referred to FBCOs by OSCCs. Most of the remaining 10,000 program participants would not have accessed the services and resources of the workforce system otherwise without the help of these FBCO partners (see Exhibits 1 and 2 in the Appendix for detailed information).

Goals of the WIB/FBCO Demonstration Grants

There was a high level of expectation set by DOL/CFBCI for the successful execution of these projects, which went well beyond simply placing people into jobs. The primary expectations for successful demonstration projects involved—

- 1) Effective initial outreach to, and ongoing working relationships with, FBCO sub-grantees
- 2) Increasing the capacity of the selected FBCO sub-grantees

A third expectation, implicit with the expectation of service delivery, was to produce measurable outcomes for the particular population(s) targeted in the WIBs' original grant proposals to DOL (i.e., improve the access of the workforce development system to high-risk,

hard-to-reach populations. Jackie McGravey, project director for the Hartford WIB (Capitol Workforce Partners) described the challenges in juggling these three elements:

Our main challenge was trying to build FBCO staff capacity while delivering services for the project as a whole. Even though a capacity-building workshop was offered monthly to help FBCOs maximize their value and enhance their services throughout the year, having to create a system which delivers a number of services, within a short amount of time and while the services are taking place, was a challenge.

This report focuses on the challenges, accomplishments, and revelations resulting from these 22 WIB/FBCO collaborations in each of these three areas, with particular attention to how this grant opportunity showed these WIB grantees how to better engage and leverage the assets of these community-serving organizations in the future.⁵

I. Outreach to and Working with FBCOs—The Intermediary Function

Some of the benefits facilitated by intermediaries on behalf of FBCOs include increased funding, development of alliances, increased volunteer pools, and increased public exposure (Exhibits 3 and 4 in the Appendix provide a listing of pre-existing intermediary assets and the specific role played by intermediaries for these demonstration projects).

The success of the WIB projects depended on their ability, and in some instances their partners'/subcontractors', to effectively serve an intermediary function on three levels: (1) initial outreach to find FBCOs to serve as partners/sub-grantees in workforce development; (2) connecting these FBCO partners to the workforce system and the business community; and (3) connecting FBCOs to each other.

In terms of these linking functions, it is important to differentiate the intermediary function from instances where WIBs engaged intermediary organizations to provide some or all of these linkages. In this report's outcome analysis section, we examine whether and how these different intermediary strategies (i.e., full, shared, delegated) affected overall project performance.

⁵ For a more detailed treatment of this subject, please go to [\[link to documents\]](#) for the full report, along with case studies of three of these projects.

Outreach—Finding community partners

All of the WIB projects that used intermediaries used them, at a minimum, to help them recruit FBCO partners. Those WIBs that had successful outreach efforts often pointed to their partnership with an intermediary or other organization with FBCO connections as key to getting FBCOs to show up. For example, the City of Denver, with the help of its two intermediaries, reported 111 individuals, representing more than 60 churches, community organizations, and government entities, attending its project kickoff event. They attributed much of their success to the networks of their intermediaries, which were faith-based organizations. Nancy Strudwick, grant manager for Denver’s FaithWorks⁶ project, explained:

The two intermediaries were vital to the selection process of FBCO partners for this grant. They already had established relationships in the faith community, and were instrumental in engaging FBCOs in the project, and worked closely with the WIB to provide initial training and orientation to FaithWorks partners.

Following the outreach efforts, the next major step for the WIB grantees was to design a procurement process (i.e., Request for Application [RFA] or Request for Proposal) for selecting and funding FBCO partners. The Oneida WIB,⁷ which served as its own intermediary, recognized that designing an RFA to engage FBCOs was a challenge, requiring a new approach. Russ Davis, grant-writer for the Oneida WIB’s Second Chance Project, explained:

... We needed to avoid a cookie-cutter approach to the RFA. We also wanted to keep the process simple, so we wouldn’t scare people off with an overly burdensome application process.

Second Chance released the RFA (see Exhibit 5 in the Appendix) under the title “A Menu of Possibilities,” which laid out a brief background of the project and directed applicants to consider whether their role would involve making referrals (i.e., outreach/recruitment) and/or accepting referrals (i.e., training/job placement). The RFA also included a service menu checklist

⁶ FaithWorks is the name given by the Denver WIB for their project.

⁷ The full name is the Workforce Investment Board of Herkimer, Oneida, and Madison Counties, and it is located in upstate New York.

containing examples of 13 needed services in connection with serving ex-offenders, as well as a simple, 6-step process to help the FBCOs develop their plan.

***Connecting FBCOs to the workforce development system and the business community—
Successes and challenges***

1. Connecting to the workforce development system

One of the major challenges associated with these projects was the simple fact that workforce development (i.e., job training/placement) was not an area of ministry where FBCOs were particularly active. In a recent study on American congregations and social service programs, for example, only 12.7% of respondents reported programs involving job search and placement, ranking 20th in a list of the 25 most frequently cited program areas.⁸ Another challenge was that WIB grantees were only allowed to sub-grant to FBCOs with annual budgets of less than \$350,000 and with fewer than six staff. These FBCOs often had little or no previous workforce development experience, and many had never received private foundation or government grants before. The most important connection for most of these projects, in terms of connecting FBCOs to the workforce development system, was between OSCCs and FBCOs. WIBs helped to orchestrate these FBCO/OSCC relationships in a number of different ways. Deborah Green, project manager for the Pinellas, FL WIB, explained her groups connection with the OSCC:

We included our One-Stop operation from the beginning of this project. Our One-Stop operators extended in-depth training....The One-Stop component provided the key to our success.

Some WIB projects used intermediary partners beyond the outreach and initial training efforts to also serve as the ongoing, day-to-day interface between FBCOs and WIBs to help connect these new partners through OSCCs to the workforce development system. One of the challenges that arose with the intermediary partners for some projects was the confusion over roles and responsibilities, and the potential for intermediaries to become yet another layer of bureaucracy. For some WIBs, the solution was to limit the intermediary to specific roles, such as outreach. As Strudwick from the Denver WIB explained:

⁸ Green, John C.; *American Congregations and Social Service Programs*, an independent research project of the Rockefeller Institute of Government, supported by the Pew Charitable Trusts; December 2007.

The biggest challenge was probably in monitoring activities. Due to the initial design of the program, FaithWorks customers were referred to the intermediary agencies by the FBCOs, and in many instances, the FBCOs lost contact with their referrals as a result of referring them “out” to another entity for enrollment and employment-related services (this referral process was changed once we identified the problem).

2. Connecting FBCOs to the business community

There was wide variation among the WIB projects as to the role played by FBCOs in the business partnership process. For some of the projects, the FBCOs were not involved in the business partnership process, in others the FBCOs played a secondary role in this process. In Pima County, AZ, for example, the WIB did a lot of initial outreach to the business community, but the day-to-day management of that relationship occurred through the OSCC. The job match was made by the OSCC, with the FBCO focused primarily on post-placement retention services.

Yet another group of projects viewed the business partnership process as a shared responsibility among all parties. For these projects, WIBs and OSCCs generally focus on some of the larger employers, while the FBCOs target their business partnerships around smaller, locally owned employers doing business in the communities they serve.

Another set of WIB projects saw the FBCOs as the primary drivers of the business partnerships. Under this approach, the WIB, or its partner intermediary, played a critical coordinating role to avoid duplication of business networking efforts. As Dorsine Jenkins, project director for the Oneida WIB, explained:

All of our FBCO sub-grantees found interacting and relationship building with employers to be a big challenge. They did not know how to go about building a solid relationship with employers. Biweekly meetings provided the opportunity to discuss tips for approaching business partnerships. To avoid multiple business contact, we developed a system that would allow for job referrals to pass through the FBCO sub-grantee who had developed a relationship with a particular employer.

Connecting FBCOs to each other

Intermediary partners were not only skilled at connecting WIBs/OSCCs to one another, but also in developing collaboration among the FBCOs themselves. As explained by Robert Ramirez, project manager for the Corpus Christi, TX WIB:

When dealing with entities that usually do not received State or Federal funding, an intermediary can serve a vital role in bridging a divide that commonly exists among FBCOs. ...these FBCOs do not have the infrastructure and systems needed to operate large projects, especially those that require a structured case management system. However, if resources were plentiful (e.g., time and funds), the intermediary could work closely with the FBCOs in addressing these weaknesses, which is important in developing capacity building.

II. Intermediary Strategy and FBCO Organization—A Preliminary Analysis

This section examines what relationship, if any, the different project models used by these WIBs had on the overall project outcomes, as measured by: (1) total outcomes achieved (i.e., job/advanced training/post-secondary education placements); (2) the percentage of the project's outcomes achieved;⁹ and (3) the level of integration achieved between FBCOs and OSCCs, as measured by the combined percentage of clients that were referred from FBCO to OSCC, and vice versa. The two different project strategies/approaches for these WIBs related to—

1. *The distribution of the intermediary function*
2. *How the FBCOs operated in relationship to each other*

Project performance by type of intermediary role

In terms of the type of intermediary approach, 21 of the 22 projects¹⁰ fell into three general categories:

1. *Projects where WIBs assumed **full** responsibility for the intermediary role—9 projects*

⁹ This second measure was important to include, in recognition of the different variables (e.g., target populations, types of jobs, local economic circumstances) at work at each location that went into the original determination of their outreach goal.

¹⁰ There was one outlier project (Concord, NH) that was removed from these analyses, due to extremely low outcomes achieved.

2. *Projects where the WIB **shared** the intermediary role, via subcontract, with one or more external intermediary organizations (e.g., initial project outreach, FBCO orientation, job development services)—6 projects*
3. *Projects where WIBs **delegated** all or most of the intermediary function to an external, non-profit intermediary—7 projects*

As shown in Table 1, the WIBs that assumed the role of intermediary seemed to perform better, at least in terms of the average number of participants served and outcomes per project. However, projects that delegated the intermediary role and those that shared some intermediary functions seemed to achieve higher levels of integration between OSCCs and FBCOs, as measured by the proportion of clients served that were referred between the two. One possible interpretation of these findings is that having the WIB serve directly as the intermediary allowed projects to achieve outcomes more rapidly, while projects that involved a shared or delegated intermediary function required more ramp up and relationship-building time. This interpretation is supported, in part, by the fact that, based on the data from the final quarter of each project,¹¹ the projects with a delegated intermediary were serving a higher average number of clients/project (124) than either the WIBs that assumed full responsibility (96) or shared the intermediary responsibility (67).

Table 1: WIB project performance by type of intermediary role

Type of intermediary role	Number of WIB projects	Average # of outcomes/project	Average # of participants served/project	Average % of actual to projected outcomes	% of clients served that were referred between OSCC and FBCO
Full (WIB assumes full intermediary role)	9	225	619	121%	58%
Shared (between WIB and an another organization)	6	196	512	107%	73%
Delegated (all or most of intermediary role assumed by another organization)	6	158	570	121%	82%

¹¹ The actual final quarter varied for each project, based on whether, and for how many months, the WIB may have requested a no-cost extension.

Project performance by how FBCOs were organized

In terms of how FBCOs were organized under each project, WIBs were asked which of the following categories best represented their approach:

1. *Projects where FBCOs were organized as a **network**, with frequent interaction (i.e., referrals) occurring among the organizations*
2. *Projects where FBCOs were **partially integrated**, with some interaction among the organizations*
3. *Projects where FBCOs functioned as **independent providers**, with limited interaction (e.g., monthly meetings) among the organizations.*

Table 2 shows that WIB projects where FBCOs were organized as an integrated network demonstrated higher overall project performance, as measured by the average number served, the average outcomes/project, and in the percentage of actual to projected outcome goals achieved. Interestingly, the level of FBCO/OSCC integration was highest for projects where FBCOs operated independent of one another, although the percentage of clients specifically referred from OSCCs to FBCOs for projects with an integrated FBCO network (25%) was higher than both the projects with independent (18%) and semi-integrated (13%) FBCOs.

Table 2: WIB project performance by how FBCOs were organized

How FBCOs were					
FBCOs as an integrated network	8	234	670	135%	72%
FBCOs as partially integrated (sometimes a network, sometimes independent)	6	174	624	111%	48%
FBCOs as independent providers	7	177	423	101%	80%

III. Capacity Building/Sustainability Planning—Carrying the Collaborations Forward

¹² This value was generated by the combined percentages of clients served that were referred by OSCC to FBCO, and vice versa.

In addition to reaching out to new partners (FBCOs), engaging them as partners, bringing them up to speed on the workings of the local workforce development system, and meeting the project job placement and advanced training outcomes, these WIBs were also expected to engage in capacity building, to assist FBCOs in serving clients, and to help sustain their workforce development programs beyond the grant funding. Furthermore, the WIBs were tasked with developing their own sustainability plans for continuing their collaborations with these and other FBCOs in their workforce development efforts.

Capacity building, sustainability for the FBCOs

For WIBs employing external intermediaries, the area that received the most praise from WIB projects (outside of their support in the initial project marketing and outreach efforts) was in their efforts to build the capacity of the project's FBCO partners. This capacity-building effort involved both "generic" program skills (i.e., case management, data/outcomes reporting), as well as specific skills required in the workforce development arena—new to most of the FBCOs.

Linda Marrama, of the Northern Virginia WIB, described the role and impact of their intermediary, Workforce Organizations for Regional Collaborations:

At the onset of the grant, none of our sub-grantees had the knowledge or capability to collect the data or track outcomes necessary for a Federal Labor grant. Without the technical assistance and hands-on support of the intermediary, the sub-grantees would have been overwhelmed by the reports required with no systematic way of finding instruction or assistance. ...the intermediary organization was a key element to our success.

These capacity-building services were not only for improving execution of the project and achieving the outcome goals, but were also for the purpose of sustaining and growing the FBCO in its ability to serve more clients, and in more ways. Ms. Marrama also described the “light at the end of the tunnel” once they had improved and developed the FBCOs’ skill levels, and were optimistic about the FBCO’s sustainability as a result of their capacity-building efforts:

Perhaps the most successful aspect of the grant is the increased confidence of our sub-grantees in their ability to measure their progress, track their outcomes, present their programs, connect to available resources, and successfully serve their clients. This confidence makes them more prepared to seek funding elsewhere.

There were many similar reports from the WIB projects about additional funding opportunities that these FBCOs were able to obtain, both from the “credentials” associated with being a partner with the WIB, and also as a result of the increased skills and confidence the project experience provided for them. Of all of these sustainability stories, however, perhaps none were as dramatic and effective as that of the Nanticoke Lenni-Lenape Indians, an FBCO partner for the Cumberland WIB. The \$24,000 sub-grant awarded to the Nanticoke Lenni-Lenape Indians through the WIB supplemented the organization’s own annual shoestring budget of \$40,000.

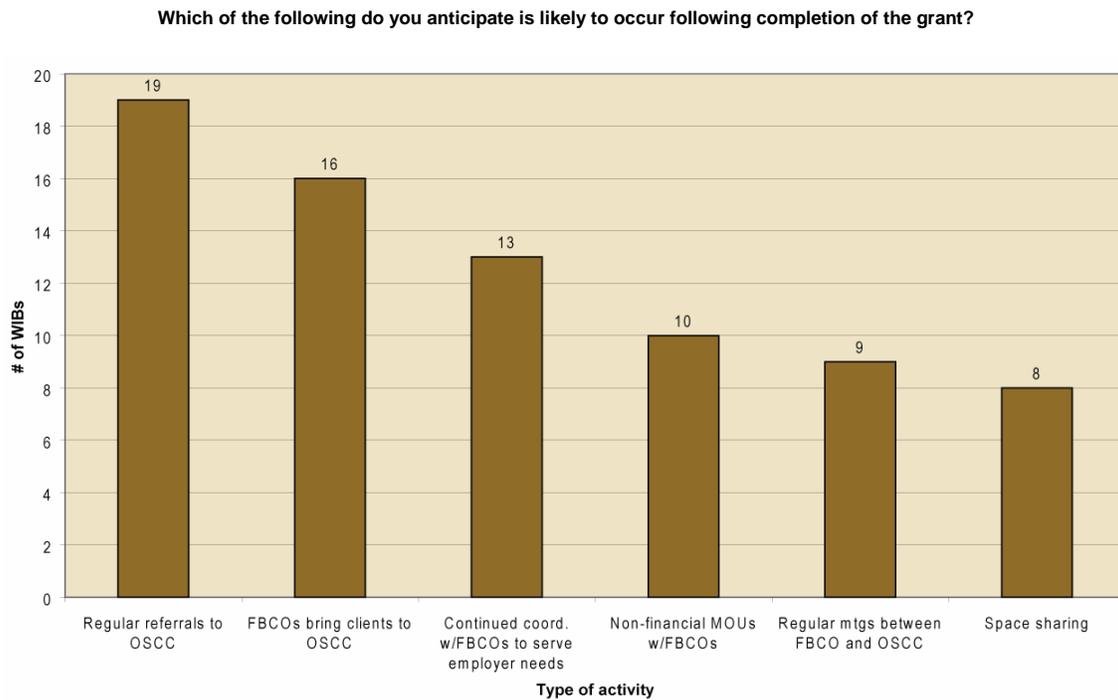
The outreach worker hired through the sub-grant funds was able to get a considerable amount of positive publicity for the organization and the One-Stop Access Lab (i.e., a mini-OSCC) at their facility. Recently, large feature articles appeared in both the Atlantic City Press and the Philadelphia Inquirer. The Philadelphia Inquirer article resulted in an opportunity for the organization to appear on a May 2005 segment of CNN Headline News. These articles have also

increased the tribe’s funding opportunities toward their dream of building a 22,000 square foot facility that will house a cultural center, museum, genealogical research center, store, clinic, banquet hall, head-start program, administrative offices, educational center, and employment and training programs to be offered to the public and their members.

Sustaining the WIBs’ collaborative capacity

One of the central goals of the DOL/CFBCI for this granting initiative was to provide the seed money from which continued working relationships between FBCOs and the workforce system would grow. WIB projects were asked to project which collaborative activities they anticipated would continue following the completion of the grant (see Figure 1).

Figure 1



Nineteen of the 21¹³ WIBs (90%) anticipated that regular referrals by at least some of the FBCO sub-grantees would continue, following completion of the grant. More than three-quarters (76%) of the WIBs anticipated that FBCOs would continue bringing clients to OSCCs to access

¹³ One WIB (Houma, LA) did not respond to these questions.

job training and placement services. Well over half (62%) expected ongoing coordination with FBCOs to serve employer needs.

The number of areas where WIB projects saw the possibility of sustaining/carrying forward their collaborations also varied by the type of intermediary strategy and how the FBCOs were organized. Table 3 shows that projects where the WIB assumed full intermediary responsibility reported a higher number of ongoing collaboration opportunities than projects with a shared or delegated intermediary function. Likewise, projects where the FBCOs were organized as an integrated network of providers also saw more future collaboration opportunities than projects where FBCOs were either semi-autonomous or entirely separate from their peer grantees operationally.

Table 3: Likelihood of continued collaborations by intermediary strategy and FBCO structure

Type of intermediary					
Full (WIB assumes full intermediary role)	8	4.5	FBCOs as an integrated network	8	4.4
Shared (between WIB and another organization)	6	3.3	FBCOs as partially integrated (sometimes a network, sometimes independent)	6	3.7
Delegated (all or most of intermediary role assumed by another organization)	7	3.0	FBCOs as independent providers	7	2.9

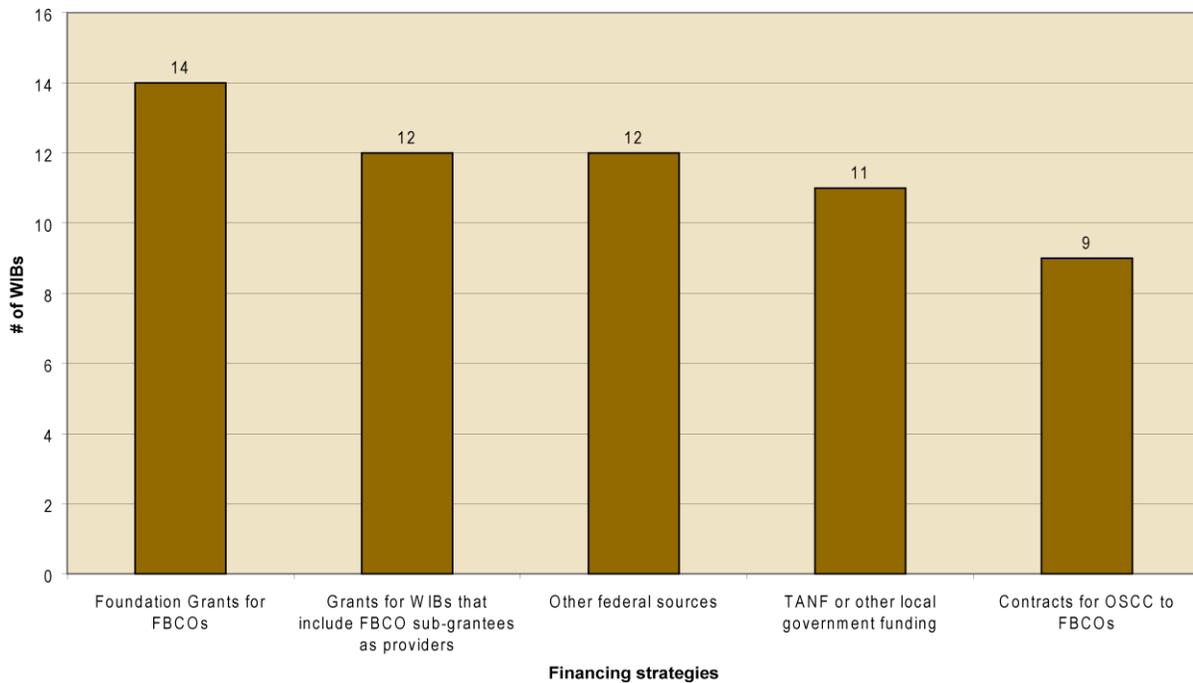
These findings, based on self-reporting by the WIB project directors, could point to the degree of confidence with which they viewed their demonstration project, as it relates to the number of options they perceived for continuing with some or all of the activities beyond the end of the grant period.

¹⁴ The Houma WIB did not provide a response to this question.

One of the key sustainability measures of this project was the number and type of financing options the WIBs were considering for continuing their FBCO partnerships. Figure 2 shows the five most common financing options cited by the WIB projects.

Figure 2

Which of the following financing options are you considering?



Conclusion: challenges, revelations, and lessons learned in WIB/FBCO collaborations

Challenges working with FBCOs

There were numerous challenges and lessons learned by WIBs in their collaboration experience with FBCOs. While WIBs learned from FBCOs in their ability to reach special populations, FBCOs had much to learn themselves in terms of providing workforce development services. As Maureen Downer, project manager for the Grand Rapids, MI WIB, explained:

Each of our contracting agencies has a history of working with either low-income people or those who face significant barriers. However, none of these agencies is particularly experienced in the area of employment and training. There has been a

large “learning curve” for them to grasp the steps involved in the process of helping people get a job and job training.

Another challenging area for these projects was the gap in operating cultures between the government-funded workforce system and FBCOs, as described by Bea Gonzalez from the Santa Ana, CA WIB:

WIBs and One-Stops are performance-driven; FBCOs don’t have that mentality. We all had to come to terms with the way we serve the community, jargon used to conduct initial outreach, the importance of tracking, and program compliance.

Revelations—WIBs and FBCOs learning about, and from, each other

The experience working with FBCOs on this project gave the WIB grantees a new appreciation for the type of role that FBCOs can play in local workforce systems. Mr. Ramirez described this lesson best by acknowledging that more work is needed to define and refine roles and responsibilities, and by recognizing the various special-needs populations that WIBs could not serve without the help of these community-serving organizations (see Exhibit 6 in the Appendix for select demographics of WIB projects):

The FBCOs can have an important role in workforce development if we can clearly define the role and responsibilities of each party and address the challenges facing each other. Each party should understand their own strengths and weaknesses and be allowed to build upon them to meet the needs of the targeted populations. The FBCOs can fill several gaps in service that are currently encountered by the hard-to-serve groups we serve.... These groups have special needs that can only be met by entities such as faith-based and community organizations.

FBCOs not only assisted WIBs in reaching these people, but also changed their perception of government services itself, as described by Ms. Gonzalez:

Working with the FBCOs has helped in dispelling some of the misconceptions regarding government agencies as uncaring and aloof. Partnerships with FBCOs have

helped in bringing in a new target population into the One-Stop that would not have occurred where it not for the new FBCOs partnerships.

Ms. McGravey described the “more-than-expected” level of effort required to get FBCOs up to speed on the projects as worth it:

The successes here really have to do with overcoming the challenge of building capacity while delivering services. Although our FBCOs were tasked with doing the seemingly impossible, they are built for collaboration and coordination and were hungry for learning and building. I see this as the greatest success, as it leads to creating new services and enhancing existing services for the populations they serve. When the FBCO initiative first came out, many folks didn't believe that faith-based organizations should receive Federal funds. I was skeptical but gave it a shot. This project proved that the idea worked!

Lessons Learned—FBCOs and the workforce development system

The WIB/FBCO collaborations fostered through these demonstration grants provided valuable lessons learned, both in terms of future efforts and directions of workforce development services, as well as for the Faith-Based and Community Initiative (FBCI) as a whole.

1. Implications for DOL and the Workforce Development System

These projects demonstrated success on multiple levels, including (1) the stories from the FBCOs and WIB project staff about people being reached and helped that would not otherwise have benefitted from the resources of the workforce development system; (2) the hard numbers, as reflected from the outcomes (i.e., job placements) and the demographics of the people served; and (3) the capacity building, learning, and development of these FBCO partners that will position them to continue to serve at-risk populations and, in some instances, continue their collaboration with the WIBs and OSCCs. The majority of the WIB grantees found new partners in their community, and likewise these FBCO partners learned, most for the first time, of the existence of a workforce development system, and how they can leverage these resources to help those in their community.

FBCOs were often not only unaware of the workforce development system, but also of the work their peers were doing as well. The preliminary analysis of outcomes in relationship to project strategy and structure point toward the importance of creating and developing linking functions, either within the WIB or in collaboration with existing FBCO intermediary organizations, both to better integrate FBCOs to OSCCs, and to better coordinate FBCOs into a network among themselves. The fact that the presence of intermediary partners seem to improve integration among FBCOs and OSCCs helps to dismiss the common belief that they simply represent an “added level of bureaucracy” between WIBs and FBCOs.

2. Implications for the Faith-Based and Community Initiative

It's not the money that determines whether a project succeeds or fails... You can give the same amount of money to two different groups and one will do wonders with the amount, and the other group can experience total failure.

—Linda Leatherman, Pima County Faith-Based and Community Coordinator

This comment, provided by one of the best practice TLC/WIB projects, points to an aspect of the FBCI that is often overlooked and underappreciated. Well-designed and properly structured FBCI granting initiatives, whether focused on capacity building or services delivery or both (as was the case with these grants), demonstrate how significant community resources and efforts can be mobilized through a relatively modest investment of government funds. All too often, government programs suffer from too much money and too little thought, in terms of the outcomes they are trying to achieve. The experience and results from these grants affirm one of the underlying assumptions of the FBCI, which is that there is an untapped potential for FBCOs to assist and support public efforts to serve those who need help in their respective communities, and who often are not and will not be reached without this assistance. Because sustainable employment can help end the cycle of poverty, it is crucial that the workforce system continue to take this assumption into account.

APPENDIX

FBCI in Practice—What Have We Learned?

Workforce Investment Board Grantee Demonstration Projects—FY2004–2005

A Laboratory for Engaging FBCOs through Intermediaries

Exhibit 1: Summary of TLC WIB Grantee Projects

WIB Grantee	Location	State	Year	Grant	Inter.	Inter. \$	FBOs	FBO \$	CBOs	CBO \$
AAWDC	Millersville	MD	2004	\$498,803			1	\$100,000	2	\$200,000
MNREB	Cambridge	MA	2004	\$500,000	1	\$40,000	1	\$63,750	3	\$191,250
WOC	Concord	NH	2004	\$500,000	1	\$172,628	0	\$0	4	\$223,184
CWP	Hartford	CT	2004	\$500,000	1	\$90,293	2	\$60,000	5	\$245,000
OCWDB	Holland	MI	2004	\$500,000	1	\$131,759	8	\$253,241	1	\$15,000
WorkNet	Clearwater	FL	2004	\$474,140	1	\$186,140	1	\$90,000	2	\$150,000
OECD	Denver	CO	2004	\$500,000	2	\$213,793	33	\$178,775	2	\$10,000
DC/DOES	Washington	DC	2004	\$494,308			3	\$150,000	3	\$135,000
LAT	Houma	LA	2004	\$500,000	1	\$134,975	5	\$283,945	1	\$30,627
Cumberland	Vineland	NJ	2004	\$499,562			4	\$96,000	5	\$115,920
SDWIP	San Diego	CA	2004	\$500,000	1	\$50,000	1	\$124,625	1	\$124,625
CAMW	Lansing	MI	2004	\$350,000			1	\$82,000	3	\$218,000
ACSET	Grand Rapids	MI	2005	\$495,000			4	\$360,001	0	\$0
BAWIB	Brookton	MA	2005	\$500,000			4	\$240,000	2	\$111,000
CBWDB	Corpus Christi	TX	2005	\$476,935	1	\$23,074	3	\$195,000	2	\$161,926
JCC	Birmingham	AL	2005	\$500,000	1	\$150,000	6	\$280,000	2	\$70,000
MOED	Baltimore	MD	2005	\$500,000			1	\$75,000	3	\$275,000
NVWIB	Vienna	V	2005	\$481,500	1	\$82,724	9	\$198,482	6	\$128,068
Pima	Tucson	AZ	2005	\$450,000	3	\$41,250	9	\$190,282	1	\$34,718
Santa Ana	Santa Ana	CA	2005	\$500,000			1	\$227,500	0	\$0
Workplace	Bridgeport	CT	2005	\$495,255	1	\$20,000	5	\$290,000	1	\$60,000
Oneida	Utica	NY	2005	\$499,973	1	\$12,600	4	\$198,250	2	\$70,000
Total				\$10,715,476	17	\$1,359,236	106	\$3,736,851	51	\$2,569,318
Percentage of Total Funding						13%		35%		24%

Exhibit 2: Summary of Grantee Project Activities and Outcomes

WIB Grantee	Location	State	Year	No. served (goal)	No. served (actual)	% of goal achieved (actual/goal)	No. of job placements (goal)	No. of job placements (actual)	% of goal achieved (actual/goal)	No. placed in adv. training/postsec. ed.
AAWDC	Millersville	MD	2004	250	717	287%	100	72	72%	196
MNREB	Cambridge	MA	2004	250	280	112%	150	125	83%	17
WOC	Concord	NH	2004	200	92	46%	35	17	49%	0
CWP	Hartford	CT	2004	800	1,468	184%	200	234	117%	70
OCWDB	Holland	MI	2004	250	659	264%	104	144	138%	16
WorkNet	Cleawater	FL	2004	1,800	1,321	73%	200	326	163%	0
OECD	Denver	CO	2004	150	143	95%	200	110	55%	0
DC/DOES	Washington	DC	2004	150	564	376%	150	262	175%	3
LAT	Houma	LA	2004	204	194	95%	107	138	129%	0
Cumberland	Vineland	NJ	2004	540	1,209	224%	180	305	169%	24
SDWP	San Diego	CA	2004	80	95	119%	66	82	124%	16
CAMW	Lansing	MI	2004	250	323	129%	125	170	136%	43
ACSET	Grand Rapids	MI	2005	300	466	155%	250	192	77%	22
BAWIB	Brockton	MA	2005	400	753	188%	145	149	103%	39
CBWDB	Corpus Christi	TX	2005	200	203	102%	160	135	84%	2
JCC	Birmingham	AL	2005	360	212	59%	200	4	2%	29
MOED	Baltimore	MD	2005	400	706	177%	200	212	106%	0
NVWIB	Vienna	V	2005	175	617	353%	128	228	178%	6
Pima	Tucson	AZ	2005	225	418	186%	180	312	173%	0
Santa Ana	Santa Ana	CA	2005	200	256	128%	90	103	114%	0
Workplace	Bridgeport	CT	2005	300	610	203%	200	175	88%	34
Oneida	Utica	NY	2005	500	638	128%	160	191	119%	10
Total				7,984	11,944	150%	3,330	3,686	111%	527

Exhibit 3: Pre-existing Intermediary Assets of WIB Projects

WIB Name (State)	
Anne Arundel WDC (MD), 2004	None cited.
Metro North REB (MA), 2004	Intermediary partner (Institute for Cultural Inclusion), a former DOL intermediary grantee.
Workforce Opportunity Council (NH), 2004	None cited.
Capital Workforce Partners (CT), 2004	Intermediary partner (Capitol Region Education Council), a former DOL intermediary grantee.
Ottawa County WDB (MI), 2004	Intermediary partner (Good Samaritan Ministries), a former DOL intermediary grantee.
WorkNet Pinellas (FL)	None cited.
OECD/DWD (CO), 2004	None cited.
DC/DOES (DC), 2004	Previously a recipient of DOL State WIB grant.
LAT WIB (LA), 2004	None cited.
Cumberland WIB (NJ), 2004	Had already fostered working relationship with FBCOs before grant submission.
SD Workforce Partnership (CA), 2004	None cited.
Capital Area Michigan Works (MI), 2004	None cited.
ACSET (MI), 2005	Already partnered with the Reentry Roundtable, which includes a number of FBCOs serving ex-offenders, as well as major business partners committed to hiring qualified project participants.
Brockton Area WIB (MA), 2005	Project will work in conjunction with an already existing collaboration of community partners to bridge the gap between the low-income, hardest-to-serve population and local employers.
Work-Force 1 (TX), 2005	None cited.
Jefferson County Commission (AL), 2005	Partnered with Seedco, a previous DOL Intermediary grantee under the TLC initiative, to provide training, enrollment, and job placement to participants, and technical assistance to FBCOs.
Mayor's Office of Employment Development (MD), 2005	Project will expand the collaboration between FBCOs and the City's One-Stop Career Center. Funding ties into a larger ex-offender initiative cosponsored by the Mayor of Baltimore and Governor of Maryland.
Northern Virginia WIB (VA), 2005	Project to utilize the Fairfax County Interfaith Liaison Office to conduct FBCO outreach and build awareness. WIB's past performance includes LEP and One-Stop partnerships with FBCOs.
Pima County WIB (AZ), 2005	Pima's Office of Faith-Based Community Initiatives (OFBCI) to assist the WIB with outreach, including workshops and trainings for FBCOs.
Santa Ana WIB (CA), 2005	Will help to formalize already established relationships between Santa Ana One-Stop and various FBCOs.
The WorkPlace, Inc. (CT), 2005	The past performance of the Workplace's Center for Capacity Development includes partnerships with more than 50 regional FBCOs.
WIB of Herkimer, Madison, and Oneida Counties (NY), 2005	The WIB began meeting with FBCOs and government agencies in January 2005 and began in-depth analysis of existing programs. More than 150 people representing 80 organizations met to develop programs. This coalition will be a major part of this project.

Exhibit 4: The Role of External Intermediaries

WIB		
Metro North REB (Cambridge, MA)	Institute for Community Inclusion (ICI)	Though not technically an intermediary for the project, ICI provided support, assisted in the outreach efforts, provided TA on administrative issues, and also helped address some cross-cultural issues with FBCOs.
Workforce Opportunity Council (Concord, NH)	Odyssey Youth Rebuild	Serves as the direct liaison to sub-grantees. Provided some TA to the grantees, with other TA provided by the NH Center for Non-Profits (via funds ear-marked in the sub-grants).
Capital Workforce Partners (Hartford, CT)	Capital Region Education Council (CREC)	Participated in the bidder's conference and were also part of the initial meeting with the sub-grantees on various administrative and programmatic requirements of the grant.
Ottawa County (Holland, MI)	Good Samaritan Ministries	Provided case management services. Also helped to link FBCOs and build program capacity by linking them to the workforce development system.
WorkNet Pinellas (Clearwater, FL)	Catholic Charities	Provided training and day-to-day oversight of service delivery process.
Office of Eco. Dev. (Denver, CO)	Denver Black Church Initiatives and Denver Inner City Parish	Involved in the planning and initial outreach to FBCOs, as well as the initial FBCO training efforts.
SD Workforce Partnership (San Diego, CA)	All Congregations Together	FBCO outreach and marketing.
Coastal Bend WIB (Corpus Christi, TX)	SERCO of Texas, Inc.	The intermediary worked very closely with the FBCOs to ensure customers were afforded access to employment opportunities via the job matching system and through participation in local job fairs.
Jefferson County WIB (Birmingham, AL)	Seedco	FBCO technical assistance, monitoring, and oversight.
Northern VA WIB (Vienna, VA)	Workforce Organizations for Regional Collaboration	The intermediary supported development of the infrastructure of our small sub-grantees, but spent most of their time on program compliance issues.
Pima County WIB (Tucson, AZ)	Catholic Community Services; Tucson Urban League; COPE Behavioral Services	FBCO outreach and marketing.
The Workplace, Inc. (Bridgeport, CT)	Council of Churches	FBCO liaison to support job development.
Oneida WIB (Utica, NY)	Rescue Mission of Utica	FBCO outreach and marketing.
Santa Ana WIB (Santa Ana, CA)	Templo Calvario ¹⁵	Intermediary was able to provide capacity-building to the sub-grantee through forms and client files; case management; reporting, outcomes and tracking database; procurement; grant writing; and sustainability.

¹⁵ Templo y Calvario assumed a dual role both as intermediary to the project to coordinate collaboration with non-financial FBCOs, and also as a sub-grantee in directly recruiting and training program participants.

EXHIBIT 5



Second Chance:

A Menu of Possibilities

Background:

Every year, more than 3,000 people in Oneida County begin a new chapter in their lives after being released from either a local or state correctional facility, or beginning an alternative to incarceration. If your faith-based or community organization interacts with at-risk and disadvantaged populations through a food pantry or any other form of service, you are probably already dealing with ex-offenders and their families. To help individuals find and retain self-sufficient employment, the Workforce Investment Board received a federal grant. Of that grant, \$375,000 will be sub-contracted to small faith-based and community organizations to provide services to these ex-offenders.

There are two ways to join this project.

1. **Making Referrals:** Many churches, mosques, synagogues and small community organizations already work with ex-offenders and can act as referral and outreach centers to help them connect to the job placement services offered by the Working Solutions Centers.
2. **Accepting Referrals:** The WIB is working with the New York State Division of Parole, Oneida County Probation Department and Oneida County Sheriff State to identify ex-offenders in need of support services as they transition to the community. Quite often, the major issue for ex-offenders is not getting a job, but keeping it. That's where support, mentoring and counseling – something faith-based and community groups do wonderfully – comes into play to help men and women through a difficult period of adjustment.

Service Menu Checklist:

What kinds of services? These are some of the services provided by other organizations around the nation working with ex-offenders:

- Counseling to help ex-offenders develop an understanding of the world of work, examine work experiences for past successes and failures, develop a realistic picture of accomplishments and problems, and compare skills to job demands.
- Referrals to help customers clean up legal records, organize documents, e.g., social security card, birth certificate, discharge papers, driver's license, diploma, etc.
- Assistance for individuals in navigating the financial system.
- Remedial education, such as preparation for the general equivalency diploma (GED), basic skills instruction in reading and mathematics, and computer-skills building.
- Referrals for housing needs, mental health or physical health needs.
- Training in skill areas that can lead to employment, along with an assessment of what skills and abilities may lead to work.
- Assist ex-offenders to develop basic technology skills, including use of a computer and other office machines (fax, etc) for routine office functions.
- Counseling services to help ex-offenders:
 - Explore goals, interests, abilities, strengths, weaknesses, and personal values.
 - Learn to consider personal and spiritual needs, identify specific talents.
 - Learn effective socialization skills.
 - Begin to incorporate more healthful habits into daily living. Learn appropriate dress, hygiene, walk, talk, and how to make positive eye contact.
- Job search assistance, either in a group setting or through one-on-one counseling or coaching, sometimes through "job clubs" with workshops, access to peer support; and help customers with self-directed job searches as well as helping offenders research jobs and employers to arrange for interviews.
- Assistance in getting clothes or tools required for a job.
- Job-readiness training such as resume writing techniques, job-searching skills, preparing for an interview, dressing appropriately, and how to discuss incarceration
- Hosting a Career Day, dedicated to connecting employers and ex-offenders.
- Post-employment supports – mentoring by visiting and maintaining phone contact with customers – addressing workplace conflicts, workplace adjustment, fiscal issues, and referrals.

Develop Your Own Plan

The WIB is accepting proposals from faith-based and community groups that want to help this population find and retain employment. Putting together a proposal for this project is pretty basic – the WIB wants to know what you can do, how you will do it, and how much money you need to get the job done.

To plan your response, answer the following questions:

1. What kinds of outreach, referral or services do we already provide or do we want to add to further our mission?
2. In what ways do these affect low-income, young, non-working people (many of whom may be ex-offenders, but the question has never been asked)?
3. Looking at the Menu of Services (above), which kinds of services seem related to our mission, to what we already do, or are within our capacity to add?
4. How many people per month do we think we can serve if we work with the WIB to provide referrals, mentoring or other supports?
5. What would it cost for facilities, the time of paid and unpaid FBCO staff, and any materials we might need to provide?
6. If you and your staff have training expertise that can connect ex-offenders with employment, how does that fit in the mission of our project, and what would it cost to provide that service – just as if you were a business.

The answers to those questions are the basics for the proposal. Write it up (even if it looks short, the WIB will be happy to work with your organization to fill in the details).

Work with the WIB

When your proposal is ready, send it to:

Alice Savino, Executive Director
Workforce Investment Board
209 Elizabeth St.
Utica, NY 13501

Responses are due by September 23rd.

Questions? Call the WIB at 793-6037 or e-mail the WIB at asavino@working-solutions.org.

Remember: To be eligible, your organization must have a staff of no more than 6 people **OR** it must have a social services budget (as opposed to a worship/music/facilities budget) of less than \$350,000 per year. As a general rule, faith-based organizations such as churches, mosques and synagogues will fit the eligibility criteria.

Second Chance is a unique opportunity to meet community needs. The WIB is looking for partners in this vital project and will work with any community or faith-based organization that wants to help.

Exhibit 6: Select Project Participant Demographics

Demographic		
Working low income	19%	Brockton, MA (40%) Northern VA (40%) Ottawa County, MI (33%)
Unemployed	75%	Baltimore, MD (96%) Oneida et al. County, NY (93%) Pima County, AZ (89%)
Ex-offenders	40%	Baltimore, MD (100%) Oneida et al. County, NY (100%) Grand Rapids, MI (99%)
Veterans	4%	Brockton, MA (13%) Denver, CO (7%) Pima County, AZ (7%)
Homeless	11%	Pima County, AZ (42%) Pinellas County, FL (29%) Oneida et al. County, NY (25%)
Public Assistance	19%	Oneida et al County, NY (42%) Pima County, AZ (32%) Ottawa County, MI (30%)
Youth	8%	Cumberland, NJ (31%) Denver, CO (9%) Santa Ana, CA (9%)
Limited English Proficiency (LEP)	19%	San Diego, CA (79%) Corpus Christi, TX (79%) Santa Ana, CA (69%)
Disability	8%	Jefferson County, AL (31%) Lansing, MI (31%) Pima County, AZ (28%)
Female	46%	San Diego, CA (72%) Corpus Christi, TX (72%) Cambridge, MA (71%)
Hispanic/Latino	20%	Santa Ana, CA (92%) Cambridge, MA (43%) Ottawa County, MI (42%)
African American	49%	Baltimore, MD (95%) Houma, LA (94%) DC/DOES, DC (79%)