

Grassroots Organizations Partnering

with the One-Stop Career Center System:

Lessons Learned from the Grantees



Part 2: For Workforce Development Professionals



U.S. Department of Labor

PART 2: FOR WORKFORCE DEVELOPMENT PROFESSIONALS

Introduction¹

Isaac was released from an eight-year prison sentence; he was alone, hungry, had no place to go, and no food to eat, but he was hopeful. In the first month after being released from prison, he applied for 75 jobs, but he heard nothing. No one even called him for an interview. Luckily for Isaac, a local faith-based organization known as The Road Called STRATE (STRATE) became his lifesaver.*

At STRATE, the staff helped Isaac to fight substance abuse and assisted him with enrolling in a special 21-week vocational course at a community college, which he successfully completed. He also participated in an 11-week course that covered relationship building, communication, and other skills necessary to succeed in the workplace. The STRATE staff worked to train and prepare Isaac for job interviews and, ultimately, job responsibilities. With the support of STRATE's staff's, Isaac found a job in the field of gang prevention.

The STRATE program partners with its local One-Stop to provide comprehensive services to populations in need, including one-on-one mentoring, life skills training, and job readiness training. STRATE received \$75,000 from ETA's Grants for Grassroots Organizations in 2006. With the grant, STRATE served 1,885 people and placed 1,184 people in jobs.

*The name of the participant has been changed to preserve his privacy.

Isaac's story is not uncommon. The U.S. Department of Labor's Employment and Training Administration (DOL-ETA) and the Center for Faith-Based and Community Initiatives (CFBCI) heard countless stories from grassroots, faith-based and community organization grantees, who worked tirelessly each day to transform the lives of people who were in need of more attention than what traditional workforce programs could provide. The power of these FBCOs to help workers, families, and their communities is replacing despair with hope, and obstacles with opportunities, across the United States. Isaac's story continues to be a success, but many more people like him still need the holistic care that FBCOs provide.

Between 2002 and 2007, the DOL-ETA partnered with the CFBCI to create a pilot initiative to award mini-grants to local faith-based and community organizations (FBCOs) across the United States. In 2002–2005, DOL-ETA awarded grants in the amount of \$25,000 to each grantee organization. In 2005–2007, DOL-ETA awarded larger grants in amounts between \$50,000 and \$75,000 to each grantee organization. In 2005–2008, grantees served 34,398 people, committed 125,247 of volunteer hours to their projects, placed 9,540 in a job, and put 3,691 people in post-secondary education or advanced training.²

This report highlights the lessons learned from Grassroots FBCO grantees and their Workforce Investment Boards/One-Stop Career Centers as they partnered with each other to serve Americans in need through the Grassroots Grants program. It highlights some examples of effective partnerships that grantee organizations and One-Stop Career Centers built together to better serve customers. This report is a guide for workforce professionals in government and the private sector to engage FBCOs in helping Americans to find and retain employment and then thrive in the workforce.

¹ Private entities in this document are included for informational or illustrative purposes and this should not be construed as an official endorsement of the entities, their products or services by the U.S. Department of Labor.

² The data in this report is from the Employment and Training Administration's EBSS reporting system files, which are submitted quarterly by each grantee organization.

Grants for Grassroots FBCOs Connecting with the One-Stop Career Center System

Because 85 percent of ETA's resources are invested in the Workforce Investment Board/One-Stop Career Center System at the state and local levels, DOL-ETA sought to increase the number of FBCO partners in this system and to increase the number of customers accessing the One-Stop services. In the Grants for Grassroots Organizations Connecting with the One-Stop Career Center system, grantees provided participants with services that complemented and supported those offered by the identified One-Stop Career Center, including pre- and post-job placement mentoring, intensive case management, job retention support, life skills training, employability skills training. They also connected individuals with the existing training, apprenticeship and job opportunities of the One-Stop Career Center or local affiliates of DOL's national business partners; and provide post-job placement services to increase job retention.

This section highlights the importance of relationship-building. It provides some examples of effective partnerships between the grantee FBCOs and the One-Stop Career Centers, intermediary organizations, and the business community. The report also demonstrates that when FBCOs build their capacity, those organizations are in better positions to serve customers and the community and, ultimately, become effective partners in the Workforce Development System.

Relationship Building: FBCOs Connecting with the Workforce System

Beginning with the 2004 program year, grantees were required to establish or strengthen a relationship with their local One-Stop as a condition of receiving the DOL-ETA grant. Many of the grantee FBCOs developed strong working partnerships with their One-Stop or WIB that have continued well after the DOL-ETA grant closed. Here are some examples of effective partnerships FBCOs created with their One-Stop Career Centers.

FBCOs Co-Located with the One-Stop

Some organizations shared office space with their One-Stop. With the FBCO on-site, customers could access services more quickly. The FBCO could assist with immediate needs like translations or handle referrals to their specialized services. The Bach Viet Association, Inc. (BVA), a 2007 grantee located in Sacramento, California, had a long history of helping Slavic and Vietnamese refugees to adapt to culture in the United States. They provide customers with such services as outreach and referral, job placement, vocational training, ESL classes, citizenship assistance, translation services, social services, and interpretation. BVA had a strong, existing relationship with their One-Stop when it applied for the DOL-ETA grant, but negotiated with an additional One-Stop, the Charles H. Owens Skills and Business Education Center/Lemon Hill Career Center (Lemon Hill), to provide the One-Stop with a staff member during the week to provide referrals, outreach, and translation services. Once the office opened, BVA received 58 referrals from the One-Stop by the mid-point of its grant project.

In addition to this, BVA became a One-Stop Access Point for the Lemon Hill Center. As an Access Point, BVA opened its center during the weekends and afternoon hours in which clients are most likely to visit. BVA dedicated a resource room to the computer and the volunteers who helped job seekers to search for employment and post résumés via the One-Stop computer, which provided BVA access directly to One-Stop search tools and job search services. Volunteers were available to help job seekers in their search, which included assisting with résumé and interview preparation among other things. Other customers were referred to a training program at the Lemon Hill Career Center for more intensive career services. Upon being referred to the Lemon Hill Center or receiving employment, BVA complemented the One-Stop services by providing on-going bicultural support to ensure that job seekers successfully achieved their goals. Before the final quarter of the grant, BVA served 205 people with the DOL-ETA funds, placed 86 people into jobs and 26 into advanced education or training.

BVA's director, Melvin Dernoff, stated that the grant helped them identify an area in which BVA was duplicating services offered at the One-Stop. Prior to the grant, both BVA and the Lemon Hill Center offered ESL classes. Mr. Dernoff worked with the One-Stop to combine the classes, so that now all ESL classes are offered through the One-Stop and BVA refers customers there. Mr. Dernoff affirmed that the grant was a good source for referrals for BVA and helped build a stronger relationship with the Lemon Hill Career Center that will continue past the end of the grant.

Rudy Meza, site supervisor for the Lemon Hill Career Center stated that BVA's presence at the One-Stop made customers feel welcome and more comfortable. He noted that after the customers received services from BVA, they were better prepared for the traditional services offered at the Lemon Hill Career Center. Instead of being overwhelmed by all the services offerings, BVA had prepared them to know what Lemon Hill offered and what specifically they needed.

Formal Referral Arrangement

The majority of the grantee organizations reported that they had formal, reciprocal referral arrangements with their One-Stop Career Center. In these arrangements, the One-Stop agreed to refer customers who needed the specialized services that the grantee provided. These services from English as a Second Language and life skills courses, to health care and transportation arrangements helped the customer to become ready to receive the traditional services offered through the One-Stop. On the flip side, the grantee referred customers to the One-Stop who were trained and ready to receive One-Stop services. This arrangement allowed the One-Stop to reach a population of people it previously would not have been able to serve. It also provided the customer access to the services and jobs available through the One-Stop. For example, during their grant project, Centro Legal de la Raza, a 2007 grantee, signed a formal MOU with the Oakland PIC (provider of services at the Eastbay Works One Stop in Downtown Oakland). Centro Legal de la Raza provided customers with pre- and post- job placement monitoring, employability skills training through a curriculum set up by the Oakland Workforce Development Project. They also offered customers such life-skills training as English as a Second Language and financial literacy courses, as well as translation and transportation assistance for interviews. These services helped its customers to overcome such barriers as limited English; lack of access to transportation, health care, and childcare; and limited familiarity with American work values. After completing the program at Centro Legal de la Raza customers were prepared to receive vocational education, job training, or even placement into a job.

The referral arrangement helped Centro Legal de la Raza find employers for their customers through the One-Stop network and ultimately, led to an increase in the number of people they placed in jobs. Before the end of their grant, Centro Legal de la Raza exceeded their proposed goals by serving 56 high-need people. They referred 62 people to the One-Stop and placed 32 people into jobs.

Joint File Management between the FBCO and the One-Stop Career Center

One grantee organization created a unique relationship with its One-Stop: it set up access to the One-Stop's case management files of the clients it serves jointly with the One-Stop. This arrangement benefitted the clients, the FBCO and the One-Stop because it allowed the FBCO to manage traffic flow for the One-Stop by isolating the customers' needs before they entered the One-Stop. Turning the Tide is a faith-based, community technology-training center located in Philadelphia, Pennsylvania. With their 2006 and 2007 DOL-ETA grant, Tide created a unique partnership with the Pennsylvania CareerLink (Suburban Station One-Stop Career Center). With the support of the DOL-ETA grant, Tide offers technology training, employment services, and other supportive services to ex-prisoners, helping them to secure employment and build successful lives.

Because of their strong reputation and proven work with technology, the Mayor's Office approached Tide in 2002 to join Project ECHO, which is a collaborative initiative between the City of Philadelphia and the Philadelphia WIB, and which built an infrastructure that links ex-prisoners to the Pennsylvania CareerLink system via FBCOs. This project was started under the 2002 DOL-ETA Grants to States to the Pennsylvania State WIB.

Tide plays an integral role in this initiative: it built the technology, trained the staff on case management and outcomes reporting for DOL, and provides ongoing technical assistance to the partner FBCOs.

Because of this previous, trusted relationship, Tide and the Pennsylvania CareerLink began to seek joint grants together. After receiving the DOL-ETA grant, Tide became an Access Point. Soon thereafter, it established a system of shared case management with the CareerLink. The system is called CAPS (Connecting All Partners for Success). Tide has access via a Web interface/Virtual Path Network (VPN), which allows its customers to act as though they are employees of the One-Stop. Whenever a customer enters Tide, a staff member provides the customer with the job readiness checklist and registers him or her with the Pennsylvania Careerlink. After the customer completes Tide's orientation, he or she goes to the CareerLink for orientation. The customer then returns to Tide to work on his or her résumé, training, and other job readiness skills. Tide records all contacts with customers in the joint case management system. The recorded contacts prevent the overlapping of services and are also helpful for follow-up with the customers.

Because such a large number of ex-prisoners need services in their community, Ed Sikina, site administrator at the Pennsylvania CareerLink Suburban Station, expressed his belief that the One-Stop benefits from this arrangement because customers can be registered at alternative sites. Whenever the customers who registered through Tide do come to the One-Stop, it is for a specific, traditional, employment training program. The One-Stop would be overwhelmed if every customer entered the One-Stop facility directly. In this way, Tide helps to manage traffic flow for the OneStop; it can isolate the customers' needs before they enter the One-Stop.

Creating Intermediary Relationships

DOL-ETA recognized that smaller FBCOs could benefit from outside expertise in program management, administration and implementation. DOL developed a model through which these organizations could partner with intermediary organizations to work with the government. Even though mini-grants can be highly effective in tapping into the strengths of smaller FBCOs, they carry a higher administrative burden. To fill the gap between service delivery and administrative capacity, DOL designed the intermediary grant model, in which larger organizations- FBCOs, WIBs, state workforce agencies, and other entities- provided administrative and program expertise to support smaller FBCOs that provide direct services. By linking the administrative and reporting expertise of intermediary organizations to the human and program resources of smaller FBCOs, DOL helped to provide workforce development and program resources to populations not previously reached by DOL programs. As a result, these smaller FBCOs could focus on the delivery of their services rather than the often time-consuming administrative paperwork.

DOL-ETA Grants for Intermediary Organizations

In 2002, the DOL CFBCI and ETA created a grant program for intermediary organizations to increase the number of FBCOs as partners in the One-Stop system and thereby increasing the network or resources for One-Stop customers, to create universal access to One-Stop services for customers of FBCOs who would not access the traditional services of the One-Stop, and to identify and replace instances of innovative involvement in the One-Stop system.

One such innovation was the work of the United Way of Brevard County, Florida, a 2002 Intermediary grantee. In the model of United Way of Brevard County, FBCO locations were used as "Access Points" to the One-Stop system. United Way of Brevard County worked closely with the Brevard Workforce Investment Board to establish 20 "mini" One-Stop Career Centers in local FBCOs. The mini One-Stops, intentionally replicated to match the professional look and feel of the Brevard One-Stop Centers, were located in high-poverty areas beyond the geographic reach of existing One-Stop Career Centers. FBCOs that hosted the sites committed their own

resources and volunteers in order to help individuals to perform basic job searches and also to make appropriate referrals to the One-Stop. Five of the original 20 mini One-Stops retained substantial connections to workforce development five years after the grant ended, sustained through a variety of techniques they learned from the intermediary, United Way of Brevard County.

For more information on the United Way of Brevard County's project, please read, "Bridging the Gap," which can be found on DOL-ETA's website: www.workforce3one.org. You may click on the following link or paste it into your browser: www.workforce3one.org.

After the United Way of Brevard County grant ended, DOL-ETA worked to replicate the model across the country. More than 50 local workforce areas have created "Access Points". For more information about ways to create "Access Points" in a local area—including a full replication toolkit—please visit: www.workforce3one.org.

FBCOs as Community Leaders

Creating Leadership relationships within the Workforce Development System

By participating in a leadership role within their workforce development system, FBCOs gain additional partners and networks, enhance their own organization's visibility, and have a voice in the economic development that affects the customers they serve. Some FBCOs regularly attend their local WIB meetings. Some even serve on Board committees.

Community Access in Charleston, West Virginia, is a member of the WIB Youth Council. The WIB director contacted Martha Minter, Community Access assistant director, to serve on the Youth Council after Community Access received the DOL grant. Ms. Minter indicated that their membership raised their visibility within the workforce development community and helped them to meet other partners. It also enabled them to have a voice in the direction of youth policy, while assisting them with serving its customers more effectively. Their youth council has a wide variety of participating members who all share the belief that by coming together to address youth employment issues, they'll arrive at better solutions and outcomes.

Operating with a Network of Social Service Providers

The most effective FBCOs are ones that operate within a network of social service providers. FBCOs are aligned often by a common goal, each bring a different service area and strength to the table. By operating within such a network, FBCOs are more effective because they avoid duplication of services. In addition, if a customer requires a service that one FBCO does not provide, they can easily refer the customer to an organization that does.

Prison Rehabilitation Industries and Diversified Enterprises (PRIDE), a 2007 grantee in St. Petersburg, Florida, attributes the success of customers who have overcome major obstacles to their social services network. PRIDE works with their One-Stop, WIB and other community organizations to provide ex-prisoners with job training and placement services, including employability skills training and pre-release assistance during incarceration, and job placement assistance after release, as well as, any additional support services required to find and keep a job. For example, PRIDE works with such community organizations as Pinellas Ex-Offender Re-entry Coalition to provide emergency and temporary shelter for their program participants until they become self-sufficient. Before the end of their 18-month grant, PRIDE provided services to 29 high-need people and placed those 29 people into jobs.

Charity Group of Good Affinity (CGGA), a 2006 grantee in Haymarket, Virginia has been serving mainly Vietnamese immigrants and refugees since 2000. CGGA provides such services as driver's training, job counseling, orientation to working in Northern Virginia, office skills training, access to job fairs, referrals, and follow-up, ESL classes, financial literacy education, job interview workshops, transportation, résumé preparation,

and referrals to SkillSource (One-Stop). CGGA reported that its close connections with other local agencies and employers enable it to execute its customers' plans without delay. Before the end of its grant, CGGA served 167 people. It placed 64 people into jobs and 105 into post-secondary education.

Creating Business Partnerships

Because FBCOs have close connections with their communities, many have forged relationships with the business community that gives them an advantage whenever they work with customers. These relationships helped grantee FBCOs to identify career opportunities and employment trends in their areas and enabled FBCOs to make their services relevant to businesses in financial and non-financial partnerships. Developing ties to the business community allowed FBCOs to gain an understanding of the needs of the local workforce, what kinds of jobs exist, ways to place customers in employment, and things for which employers look in candidates for employment, including the level of training required.

The Grants for Grassroots Organizations encouraged FBCO grantees to create and strengthen relationships with their local business community. FBCO grantees have demonstrated strong ties to businesses. For example, in the year 2006, 49 Grassroots grantee organizations report that they had a good relationship with more than 1,154 employers. Over the years, grantees have reported different methods for partnering with the business community. Here are some examples of FBCO grantees who worked successful with businesses on workforce issues.

Career Developer on Staff

The majority of grantees hired a career developer to work in the organization. Portage County Literacy Council, a 2007 located in Stevens Point, Wisconsin, hired a career developer to monitor Wisconsin Job Net in addition to Career Builder and other employment Websites. Portage County Literacy Council (PCLC) is a community-based organization that assists workers by improving their English skills. PCLC teaches such skills as reading a ruler, calculating decimals from fractions, manipulating fractions, and basic job-specific English. While the customers are enrolled, the PCLC job developer contacts area employers on a weekly basis for job opportunities that match the skills and interests of its customers. In addition, the employment specialist on staff contacts employers for as long as six months after job placement to assist with any concerns and help with employee retention. Because PCLC works so closely with employers who see the benefit of PCLC's work, some allowed PCLC to hold classes in their offices and share promotional materials with their employees on classes PCLC offered. Before the end of its grant, PCLC served 123 people. It placed 29 people into jobs, and 3 months after placement, 25 people were still retained in their jobs.

Business Leaders as Guest Speakers and Mentors

Other organizations invite local employers to be guest speakers and mentors to the customers in training. United Church of Warsaw, Community Action Angels (CAA) program— a 2006 grantee— in Warsaw, New York, invites employers to be business mentors to their participants. These business mentors meet with program participants bi-monthly. Prior to their participation as mentors, CAA offers local employers a class on family development and training on barriers to employment and ways that poverty, lack of education, and other family issues affect getting and retaining jobs. CAA also offers employers classes that teach the value of providing existing employees in need personal and business supportive services to help with job retention.

Employer Breakfasts and Fairs

Many grantees hold employer breakfasts and participate in local and regional job fairs including two grantees from 2006. Road Called STRATE hosts community breakfasts with employers every six months to develop partnerships and educate employers about ways to work with ex-offenders. Wings of Faith, a grantee in both 2006 and 2007, has a partnership with America Works to conduct job/resource fairs in their Detroit, Michigan, community.

Building Trust within the Business Community

Louisiana Business Leadership (LBL), a 2006 located in Metairie, Louisiana, is housed in its local Chamber of Commerce, Leadership Jefferson. LBL hosts weekly dinners with their Chamber to introduce Members to their program participants. LBL reported that the weekly dinners with Chamber business members and mentor project staff have encouraged their young customers to become more motivated. In addition, these dinners provided a casual environment in which business members could interact with LBL's customers and build relationships with them. The Chamber members were impressed with the participants and stated that they enjoyed the opportunity to get to know the person instead of just the résumé. LBL reported that members of the Chamber hired several of its customers, either to apprenticeships or full-time employment, after meeting at these dinners. Halfway through its DOL project, LBL hired a staff member to visit each member of the Chamber personally to develop and strengthen existing relationships.

The Blessing Way, a 2007 grantee in Providence, Rhode Island, is a faith-based organization that assists men and women returning to the Providence area from prison or drug treatment. The program includes many services, including intensive case management, weekly life-skills classes at two sites, transitional housing, emergency assistance, and family outreach. The Blessing Way reports that its customers are hired because of the business partnerships the organization has developed with local managers and business owners who trust their recommendations and appreciate their personal supervision of participants before and after they have been hired. Before the end of its grant, The Blessing Way served 174 people and placed 136 people into jobs.

For more information on ways an organization can partner with the business community, please refer to the document on DOL-ETA's website: www.workforce3one.org: *Making A Difference Through Strategic Business Partnerships*. You may click on the following link or paste it into your browser: www.workforce3one.org.

FBCOs Building their Capacity

CFBCI provided educational training to grantees to help them to build the capacity of their organizations to deliver services and achieve their services goals. CFBCI provided this training through conference calls and Webinars. This section highlights the importance capacity-building for FBCOs. It reviews educational training that CFBCI provided, specifically, on results management and development planning to enable FBCOs to evaluate their programs and plan for the future. FBCOs that can demonstrate results are more effective at service delivery and attracting funders to help to improve their programs and reach more customers. Many FBCOs have been able to leverage these DOL resources to secure additional state, local and private funding for their programs.

Results Management

The ability to measure customer services and outcomes enables FBCOs to better understand the effectiveness of their program and ensure results, not only compassionate intentions. In addition, measured outcomes demonstrate the viability of the organization to potential government, foundation, corporate and individual funders. Recognizing the need for small FBCOs to learn effective methods for measuring results, CFBCI provided a case management pilot for recipients of the Grassroots Grants.

CFBCI provided grantees with training and software designed to facilitate the input of customer data, process and outcomes in compliance with their DOL program reporting requirements. The software and technical training greatly improved the ability of many of the participating grantees to measure and manage their program results. For example, a Road Called STRATE (STRATE), a 2006 grantee, registered 1,329 clients through the software. After the pilot concluded, STRATE continued to use the software. This program changed the way its staff approached customers and entered the data to capture measurable outcomes. STRATE was able to evaluate its data to determine areas in which something was not working correctly and make the appropriate modifications to that program.

Sustainability

The Grassroots Grants program encouraged FBCO grantees to work early in their projects to develop ways to sustain their programs after the grant program ended. Many grantees reported that the DOL grant gave them the credibility they needed to secure other state, local, and private funding or matching funds to purchase new facilities, expand their services, and to meet other service-orientated goals. Also, the majority of the grantees participated in CFBCI's training on the basics of fundraising, ways to make best use of the board, and ways to develop an annual appeal. In addition, CFBCI provided grantees with one-on-one training, in which a development professional retained by CFBCI analyzed and refined the grantee's development plan.

Hilltop Christian Community (HCC) Development Corporation, a 2007 grantee in Columbus, Ohio, reported that it implemented all of the training topics including CFBCI's one-on-one training. Hilltop implemented the first phase of its development plan to "ask" friends of their board and staff directly to become long-term partners of HCC. This resulted in four of their employer partners providing pledges to HCC. In just phase one, HCC received \$87,000 in pledges and then could continue its program to provide employment services to ex-prisoners who are returning to Franklin County, Ohio.

African and American Friendship Association is a 2003, 2005, and 2006 grantee in St. Paul, Minnesota. It has managed to leverage DOL funds to obtain large grants from the state, including a state earmark. Its capacity as an organization has grown incredibly since its first grant with DOL in 2003. Wilhelmina Holder, the program's director, attributes much of this success to the training CFBCI provided to grantees and the DOL-ETA grant's emphasis on the importance of developing sustainability plans early in the project.

To listen or view a CFBCI training online, please refer to the "Touching Lives and Communities Technical Assistance Video Workshops," on DOL-ETA's website: www.workforce3one.org. You may click on the following link or paste it into your browser: www.workforce3one.org.

Conclusion

Since the pilot initiative began, the Grants for Grassroots Organizations have provided DOL with examples of innovative practices. Whenever FBCOs work as partners within the workforce system, with other community social service providers and business leaders, they contribute to their region's economic success. FBCOs develop talent for their regions' economy by tapping into new populations of people from low-income communities. They serve as a ready source for dedicated volunteers, community support, and other private resources and also provide individualized, supportive services that complement and strengthen those that the public workforce system offers. These unique strengths are important assets both in helping both American worker to achieve self-sufficiency and communities to attain economic success for the future.



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