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**MATHEMATICA**  
Policy Research, Inc.

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**Evaluating Grants to  
Build Collaborations  
Between the Workforce  
Investment System and  
Faith- and Community-  
Based Organizations:  
Early Findings**

*January 2006*

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# CONTENTS

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<b>Chapter</b>	<b>Page</b>
<b>EXECUTIVE SUMMARY</b> .....	xi
<b>I INTRODUCTION</b> .....	1
A. POLICY CONTEXT .....	2
1. Efforts to Level the Playing Field for Faith-Based Organizations .....	2
2. Reform of the Workforce Investment System: The Workforce Investment Act.....	3
3. Implementation of the Faith-Based and Community Initiatives Within DOL .....	4
B. THE GRANTS AND THE GRANTEES .....	6
C. THE EVALUATION .....	7
D. REPORT STRUCTURE.....	8
<b>II THE GRANTEES AND THE CONTEXT IN WHICH THEY OPERATE</b> .....	9
A. THE GRANTEES.....	9
1. Grant Locations .....	10
2. WIB Grantees.....	11
3. Intermediary Grantees .....	14

<b>Chapter</b>	<b>Page</b>
<b>II (continued)</b>	
B. ONE-STOP CENTERS .....	16
1. Number of One-Stop Centers .....	16
2. One-Stop Center Operators.....	16
3. Prior Experience with FBCOs.....	18
4. Subawards for One-Stop Operators .....	18
C. INTERMEDIARY ORGANIZATIONS .....	18
1. Subaward Amounts .....	20
2. Prior Experience with FBCOs and the One-Stop System .....	21
D. OTHER GRANT PARTNERS .....	22
E. SOCIOECONOMIC ENVIRONMENT.....	23
F. LEGAL AND POLITICAL ENVIRONMENT.....	25
<b>III GOALS FOR COLLABORATIONS WITH FBCOs .....</b>	<b>27</b>
A. PRIMARY GOALS FOR COLLABORATIONS.....	27
1. Increasing Access to the Workforce Investment System .....	28
2. Providing New or Enhanced Services .....	30
3. Promoting FBCO Capacity and Participation in the Workforce Investment System.....	31
B. ESTABLISHING GOALS.....	32
C. MEASURING RESULTS.....	32
<b>IV STRATEGIES TO DEVELOP AND SUSTAIN COLLABORATIONS .....</b>	<b>37</b>
A. IDENTIFYING FBCOs.....	37
B. PROCURING PARTICIPATION OF FBCOs.....	39
1. Informing FBCOs of Subaward Opportunities .....	40
2. Developing a Request for Proposals.....	42

<b>Chapter</b>	<b>Page</b>
<b>IV (continued)</b>	
3. Bidders' Conferences.....	43
4. Technical Assistance during Procurement.....	43
5. Selecting FBCOs for Subawards .....	45
6. Developing Formal Agreements .....	48
C. BUILDING AND NURTURING RELATIONSHIPS.....	49
1. Relationships between the Grantee and FBCOs .....	49
2. Relationships between the One-Stop Centers and FBCOs.....	49
3. Relationships between FBCOs and Employers .....	52
4. Relationships among FBCOs.....	56
D. BUILDING FBCO CAPACITY .....	56
1. Types of Capacity-Building Activities.....	57
2. Providers of Capacity-Building Activities and Resources.....	59
3. Topics for Capacity-Building Activities.....	60
<b>V THE FBCO SUBAWARDEES AND THEIR ROLES IN THE ONE-STOP SYSTEM .....</b>	<b>63</b>
A. CHARACTERISTICS OF FBCO SUBAWARDEES.....	63
1. Organization Types .....	63
2. Target Population and Service Provision.....	68
3. Experience and Size of FBCO Subawardees Before the Grant.....	69
4. Leveraging Additional Resources .....	71
B. AMOUNT SUBAWARDED AND SIZE AND NUMBER OF SUBAWARDS.....	72
1. Total Amount of Subawards .....	72
2. Number and Size of Subawards .....	73
C. INCREASING ACCESS TO THE ONE-STOP SYSTEM .....	75
1. Providing Access to Specific Target Populations .....	75
2. Increasing Access to Other One-Stop Services .....	78
3. Expected Successes and Challenges.....	79

---

<b>Chapter</b>	<b>Page</b>
<b>V</b> <i>(continued)</i>	
D. ADDING NEW OR ENHANCED SERVICES .....	80
1. Grantee Approaches to FBCO Service Provision .....	80
2. Services Provided by FBCOs .....	82
3. Expected Successes and Challenges .....	86
<b>VI FINDINGS AND QUESTIONS FOR FURTHER STUDY .....</b>	<b>89</b>
A. FINDINGS TO DATE .....	89
B. QUESTIONS FOR FURTHER STUDY .....	93
REFERENCES .....	95
APPENDIX A: SUMMARY DESCRIPTION OF GRANTEES .....	A-1

## TABLES

---

<b>Table</b>		<b>Page</b>
I.1	STUDY GRANTEES.....	7
II.1	AMOUNT AWARDED TO WIB GRANTEES .....	11
II.2	CHARACTERISTICS OF WIB GRANTEES .....	12
II.3	AMOUNT AWARDED TO INTERMEDIARY GRANTEES .....	14
II.4	CHARACTERISTICS OF INTERMEDIARY GRANTEES .....	15
II.5	CHARACTERISTICS OF THE GRANTEES' ONE-STOP SYSTEMS.....	17
II.6	USE OF INTERMEDIARY ORGANIZATIONS BY WIB GRANTEES.....	19
II.7	ROLE OF INTERMEDIARY ORGANIZATIONS USED BY WIB GRANTEES .....	21
II.8	INTERMEDIARIES' PRIOR EXPERIENCE WITH FBCOs AND THE ONE-STOP SYSTEM .....	22
II.9	DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS OF GRANTEE WORKFORCE INVESTMENT AREAS.....	24
II.10	GRANTEES' LEGAL AND POLITICAL ENVIRONMENT .....	26
III.1	PRIMARY GOALS FOR COLLABORATION PROJECTS.....	29
III.2	PERFORMANCE MEASURES FOR COLLABORATION PROJECTS .....	33
IV.1	SOURCES OF EXISTING LISTS OF FBCOs .....	38

<b>Table</b>	<b>Page</b>
IV.2 STRATEGIES FOR RECRUITING FBCOs USED BY WIB AND INTERMEDIARY GRANTEES .....	41
IV.3 APPLICATION PROCESS FOR SUBAWARDS .....	44
IV.4 NUMBER OF SUBAWARD APPLICANTS AND RATIO OF APPLICANTS TO SUBAWARDS.....	47
IV.5 RELATIONSHIP BUILDING ACTIVITIES PLANNED OR CARRIED OUT.....	50
IV.6 INDUSTRIES TARGETED BY WIB GRANTEES.....	53
IV.7 WIB, INTERMEDIARY, AND FBCO ACTIVITIES TO ESTABLISH EMPLOYER RELATIONSHIPS .....	55
IV.8 CAPACITY BUILDING ACTIVITIES FOR FBCOs THAT WERE PLANNED OR CARRIED OUT .....	58
V.1 NUMBER OF FBCO SUBAWARDEES BY ORGANIZATION TYPE.....	67
V.2 NUMBER OF FULL-TIME-EQUIVALENT EMPLOYEES AT SUBAWARDEES PRIOR TO GRANT .....	71
V.3 AMOUNT AND NUMBER OF SUBAWARDS TO FBCOs.....	74
V.4 PERCENTAGE OF GRANTS SUBAWARDED TO FBCOs, BY TYPE OF GRANTEE .....	75
V.5 POPULATIONS TARGETED BY FBCOs .....	77
V.6 STRATEGIES TO INCREASE ACCESS TO OTHER ONE-STOP SERVICES.....	79
V.7 GENERAL APPROACH TO FBCO SERVICE PROVISION .....	81
V.8 SERVICES PROVIDED BY SUBAWARDEES UNDER GRANTS .....	83

## **FIGURES**

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<b>Figure</b>		<b>Page</b>
II.1	LOCATION OF GRANTEES IN THE EVALUATION.....	10
IV.1	ORGANIZATIONS THAT PROVIDED OR PLANNED TO PROVIDE CAPACITY BUILDING SERVICES .....	59
IV.2	TOPICS COVERED BY TRAINING OR TECHNICAL ASSISTANCE.....	61
V.1	FBCO SUBAWARDEES BY ORGANIZATION TYPE .....	64
V.2	DOLLAR AMOUNT OF SUBAWARDS, BY ORGANIZATION TYPE.....	68
V.3	AVERAGE AMOUNT OF SUBAWARD, BY ORGANIZATION TYPE.....	69
V.4	TYPES OF EDUCATION SERVICES OFFERED BY FBCO SUBAWARDEES.....	85
V.5	TYPES OF SUPPORT SERVICES OFFERED BY FBCO SUBAWARDEES.....	86



## EXECUTIVE SUMMARY

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Although the public workforce investment system aims to serve all job seekers, those most in need of help often do not use it. Language barriers, dislike or fear of government agencies, limited awareness of available services, and difficulties using self-directed services all limit the accessibility of the system's services. While not traditionally partners in the workforce investment system, small, grassroots faith-based and community organizations (FBCOs) are well positioned to serve people who do not currently use the public workforce system. Job seekers may be more likely to access services from FBCOs, which typically have earned the trust of the community and understand and serve its needs. Moreover, FBCOs often provide personal, flexible, and comprehensive services that are well suited to people who face multiple barriers to employment.

The U.S. Department of Labor (DOL) recognizes that, by filling a service gap and serving some of the neediest populations, FBCOs can be valuable partners in the workforce investment system. Collaborating with FBCOs also allows the government to leverage its workforce investment funds by taking advantage of the volunteers, donated goods and services, and other resources typically used by FBCOs. And FBCOs' knowledge of the community and its needs may help workforce investment agencies plan and deliver services more effectively.

Collaborations between government agencies and FBCOs may not, however, come easily. Government agencies may not know about the work of FBCOs, and FBCOs may be unaware of the ways that public agencies could help their clients. Both may perceive differences in the other's mission. In addition, government agencies may be concerned about their customers' rights and legal issues when services are provided by faith-based organizations (FBOs). And the limited administrative and service capacity of FBCOs may also be a barrier to collaborative relationships.

Cognizant of the barriers to these collaborations, over the past four years DOL has granted over \$30 million to promote and sustain collaborations between FBCOs and the workforce investment system. These grants have been made to FBCOs, states, intermediaries, and workforce investment boards (WIBs). Intermediaries are larger nonprofit faith- or community-based organizations that can facilitate collaborations. WIBs

are state or local entities that guide policy decisions and oversee the local workforce investment systems.

DOL stipulated that the majority of the WIB grants be subawarded to FBCOs. For the purpose of the grants, DOL defined “FBCOs” as organizations that meet certain criteria: they must be nonprofit and community-based and have a mission related to social service provision as well as an annual service budget of \$350,000 or less, or six or fewer full-time-equivalent employees.

## **The Evaluation**

To evaluate the success of its efforts, DOL has contracted with Mathematica Policy Research, Inc., to conduct an evaluation of 16 grants awarded to WIBs or intermediaries to promote collaborations with FBCOs. Together the grants total about \$8 million and include 12 grants awarded to WIBs in July 2004 and 4 grants awarded to intermediaries in July 2003 and extended in July 2004.

The evaluation’s goal is to provide information to policymakers, workforce investment agencies, and FBCOs on whether the grants are effective in promoting sustainable collaborations between FBCOs and other workforce investment system partners. The evaluation describes the strategies used by grantees and discusses which strategies were effective and why.

This report provides the initial findings from this evaluation. It is based on information about the grantees’ activities, collected primarily from interviews with staff at WIBs, intermediaries, One-Stop centers, and the FBCOs during the first-quarter of 2005. We describe the grantees’ goals, their plans for achieving them, and their initial grant activities. But, as we have data only from early in the grant period, we cannot yet judge the grants’ effectiveness. A subsequent report will provide a full evaluation of the grants.

## **Grantees’ Goals**

Although each grantee had slightly different goals, their goals fell into three main categories:

- ***Expanding access to the workforce investment system among populations facing barriers to the One-Stop system.*** These populations include persons with limited English proficiency, ex-offenders, and persons with disabilities as well as low-income persons with multiple barriers to using the One-Stop centers.
- ***Providing new or enhanced services to supplement the services typically not provided by the One-Stop system but needed by the hardest-to-serve populations.*** Services include support services, soft and life skills training, and mentoring as well as specialized services, such as translation for persons with limited English proficiency.

- ***Developing the FBCOs' organizational capacity.*** While the development of organizational capacity was a lesser goal for most grantees, several grantees made such activity a priority. Enabling the FBCOs to serve more clients and increasing their ability to secure and manage funding from other sources may make it more likely that the collaborations formed as a result of the grants will be sustainable.

## **Identifying and Recruiting FBCOs**

Grantees faced several challenges in recruiting FBCOs to apply for subawards. First, they needed to find organizations that met the DOL definition of "FBCO." This requirement eliminated many larger organizations with more internal resources and experience in providing services. Second, the FBCOs had to demonstrate some capacity to provide the services outlined in the grant and to achieve job placement and retention goals. Third, the FBCOs had to be willing to apply for and carry out grant activities, which included complying with the strict reporting requirements of federal grants.

Given these challenges, grantees used a combination of outreach strategies to recruit the FBCOs, including mailings, newspaper advertisements, personal contacts, and Web-based approaches. To help the FBCOs complete their grant applications, most grantees held bidders' conferences and provided information about the One-Stop system.

Most grantees found recruiting FBCOs to apply for subawards challenging. On average, grantees received applications from only 1.6 FBCOs for each subaward. Some grantees that received applications were disappointed in the quality of the proposals. The grantees that were most successful in recruiting FBCOs were located in urban areas with large numbers of FBCOs, or they (or their intermediaries) already had strong connections with the FBCOs.

Difficulty in recruiting the FBCOs affected the grantees in several ways. Some needed to carry out more outreach activities than planned. Others had to provide extensive technical assistance to help FBCOs apply for subawards. One grantee held a second procurement process to recruit additional, stronger FBCOs.

## **Building and Nurturing Relationships**

The grants are intended to foster collaborative relationships between the FBCOs and at least four other actors: (1) the grantee, (2) staff at the One-Stop centers, (3) employers, and (4) other FBCOs.

**Grantee-FBCO Relationships.** The relationships between the grantee and the FBCOs were the strongest relationships in the collaborations. Nearly all the grantees arranged regular meetings with the FBCOs.

**One-Stop Center-FBCO Relationships.** In about one-third of the WIB grantee sites, the relationships between the FBCOs and the One-Stop centers at the time of our site visit were either minimal or strained. In addition, none of the intermediary grantees had

developed strong collaborations between One-Stop centers and FBCOs even a year into their grants. The lack of good relations between the One-Stop centers and the FBCOs limits the ability of FBCO customers to access the full range of services in the One-Stop system and of One-Stop center customers to have access to FBCO services.

Several factors limit or otherwise interfere with the relationship between One-Stop centers and FBCOs. FBCOs may not be aware of services available through the One-Stop centers, or they may not trust that One-Stop centers will help their clients. In some locations, the target populations for the grant are clients who may be ineligible for some One-Stop center services, such as undocumented aliens. Some One-Stop center staff are concerned about duplicate services while others see FBCOs as competitors for their clients.

Despite these challenges, some grantees have actively encouraged the relationships between FBCOs and the One-Stop centers. Some grantees involved One-Stop centers in the procurement process by, for example, organizing tours of the centers or asking center staff to provide technical assistance. Others encouraged frequent communication by holding weekly or monthly meetings with One-Stop center and FBCO staff. Some grantees designated a One-Stop center staff member as a liaison to the FBCO, coordinating activities between the two. Other grantees colocated FBCO staff in the One-Stop centers.

**Employer-FBCO Relationships.** DOL asked WIBs to include employers in their grant activities. Specifically, WIBs had to identify in their grant applications three employers or business sectors that were committed to collaborating with the FBCOs. Despite this mandate, most grantees had neither carried out nor planned any activities with employers at the time of our site visit. This may be because our site visits occurred early in the grant period.

Two grantees did, however, develop innovative approaches to bring employers into the collaborations. One grantee brought employers on board during the early stages of the grant to comment on program design. The grantee then asked the employers to sign memoranda of understanding detailing their responsibilities along with the responsibilities of the other collaboration partners. Another grantee invited employers to visit the local FBCOs during lunch to talk with clients about potential job opportunities and how to prepare for them.

**Relationships Among FBCOs.** The FBCOs placed a high value on relationships with other FBCOs as sources of information, ideas, and potential referrals. In many sites, the relationships had begun to develop, usually as a result of regular group meetings attended by the grantee and all FBCO subawardees.

### **FBCO Subawardees**

The FBCO subawardees varied in several important ways:

- **Organization Type.** Nearly two-thirds of the FBCO subawardees are faith-based, and just under one-third are congregations. The remaining third are secular community-based organizations.

- ***Experience and Size.*** When the subawards were made, some FBCO subawardees were well established, had been providing employment services for many years, and were experienced with government funding. In contrast, others were new organizations, relied solely on volunteers, had miniscule social service budgets, and no experience with government grants.
- ***Target Population and Service Provision.*** Many FBCO subawardees target one or two populations and provide services specifically to meet the needs of those groups. Most provide a broad set of services.

### **Amount Subawarded**

Just over half of the \$8 million in grants in this study was subawarded to FBCOs. The percentage of the grants subawarded to the FBCOs varies by grantee, however, from a low of 33 percent to a high of nearly 86 percent. On average, intermediary grantees and WIB grantees that did not collaborate with an intermediary subawarded a higher proportion of their grant than WIB grantees that collaborated with an intermediary. Hence, including another organization in the collaboration is associated with fewer funds available for subawards to FBCOs. The grant funds not subawarded to the FBCOs go to resource mapping; the procurement process; training, technical assistance, and other capacity-building activities for the FBCOs; reporting on successes and challenges; and administering grant funds.

### **Plans to Increase Access**

Most of the FBCO subawardees increase access to the workforce investment system by providing services targeted to populations with barriers to using One-Stop centers. These populations include persons with limited English proficiency, immigrants, refugees, youth, incarcerated persons and ex-offenders, and persons with disabilities. Grantees also defined target populations by the area in which they live, including public housing projects, neighborhoods, or counties.

To ensure that FBCO clients have full access to the One-Stop system, the FBCOs must help clients gain access to the One-Stop services that are not typically available at any one FBCO. But grantees vary in the importance they place on helping clients access the broader One-Stop system. Some grantees required the FBCOs to set up mini-One-Stop centers at which clients could access information from the One-Stop centers. Others asked FBCO staff to collocate at One-Stop centers. But some grantees devoted far less effort to promoting access to the full range of One-Stop services. At the time of the site visit, many FBCO staff expressed some reluctance to refer clients to the One-Stop centers because of either distrust of the One-Stop center or lack of knowledge about the services offered.

### **Plans to Provide New Services**

Grantees took three general approaches to service provision by the FBCO subawardees. The first and most common approach was to ask the FBCOs to provide individualized, comprehensive services. These services, tailored to the needs of the individual client, may

include mentoring, support services, and classes in basic literacy, English as a Second Language, computer literacy, and soft and life skills as well as employment services such as job search assistance, placement, and retention support. The second approach was to ask each FBCO to provide specific services, such as job-readiness training or computer literacy classes. The third approach was to ask the FBCOs to operate mini-One-Stop centers.

While some grantees asked the FBCOs to provide only services similar to those they traditionally provided, most grantees asked the FBCOs to provide at least some new services. Examples include implementing a new curriculum on work skills and providing job development support. The FBCOs that run mini-One-Stop centers are doing so for the first time.

Grantees needed at least six months—one-third of the grant period—before the FBCOs began providing services for the grant. Some FBCOs did not begin to provide services until 10 months after the grant award. It took time to develop the request for proposals for the subawards, identify potential FBCO subawardees, and conduct the subaward procurement process. Grantees that conducted extensive information gathering or provided substantial assistance to the FBCOs during the procurement process required more time in the initial phases of the grant. Some FBCOs needed to build a basic infrastructure before they could provide services. Difficulties in hiring staff also delayed some FBCOs in providing services. The substantial time needed before the FBCOs can begin service provision reduces the amount of time remaining to accomplish the remaining grant goals.

### **Building FBCO's Capacity**

Grantees were generally surprised at the inexperience of many FBCOs. While some FBCOs have been providing services for many years, others had no paid staff, no offices, and no experience in providing the services they were asked to deliver. These FBCOs required assistance in developing a basic infrastructure, including hiring staff, purchasing equipment, and setting up accounting systems. These organizations sometimes required daily assistance from grantee or intermediary staff. The more experienced FBCOs needed less capacity building. Their needs mainly included assistance with the grant's reporting requirements and learning about the One-Stop system.

### **Role for Intermediaries**

Intermediary organizations can play one of two roles. They can be grant recipients, as they are in the case of the four intermediary grants, or they can be subawardees of WIB grantees. Seven WIB grantees in our study subcontract to intermediaries to participate in grant activities.

The early experience of grantees suggests that intermediary organizations may play a useful role in grant activities. They can serve as the grant fiscal agent, conduct the procurement process, and monitor subawards. Intermediary organizations are also helpful in FBCO recruitment, especially if they have existing connections with local FBCOs. In

addition, the WIB grantees have relied primarily on intermediaries to provide technical assistance to the FBCOs.

However, it is too early to judge the effectiveness of the intermediaries. Their effectiveness may well depend on their particular expertise. Most but not all, intermediaries have existing relationships with the local FBCOs. Fewer intermediaries are knowledgeable about the One-Stop system, and some did not have experience in providing technical assistance. In addition, using an intermediary comes with a cost. On average, WIB grantees that contracted with an intermediary allocated less funding to FBCO subawards than did WIB grantees that did not contract with an intermediary.

### **Further Questions**

A subsequent report will discuss the extent to which the grantees have met the goals described here. That report will address the following questions on the basis of customer outcome data collected by the grantees and from a second round of site visits:

- ***Did the FBCOs become full partners in the One-Stop system?*** Did they develop meaningful collaborations with the One-Stop centers and employers? Did the FBCOs have input into the One-Stop system's program design and policy development?
- ***Did the FBCOs increase access to the One-Stop system?*** How many customers were FBCOs able to serve? Were these customers previously not served by the workforce investment system? Were FBCO customers linked to the broader One-Stop system?
- ***Did the FBCOs fill a service gap?*** Did FBCOs provide services that were previously unavailable through the One-Stop system? Did the One-Stop centers refer customers to the FBCOs for services?
- ***Were the collaborations with the FBCOs sustainable?*** To what extent did the grants increase the capacity of the FBCOs to provide services and to obtain additional government funding?
- ***Did the grants help more people find and retain employment?*** Finally and most important, how many clients did the FBCOs help find jobs? How many of those are able to keep their jobs?



# CHAPTER I

## INTRODUCTION

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Although the public workforce investment system aims to serve all job seekers by providing job training and access to other services, those most in need of help often do not use it. Language barriers, dislike or fear of government agencies, limited awareness of available services, and difficulties using self-directed services are some of the challenges that limit the accessibility of the system's services. While not traditionally partners in the workforce investment system, small, grassroots faith-based and community organizations (FBCOs) are well positioned to serve people who do not currently use the public workforce system. Some job seekers may be more likely to access services from FBCOs, which typically have earned the trust of the community and understand and serve its needs. Moreover, FBCOs often provided personal, flexible, and comprehensive services that are well suited to people who face multiple barriers to employment.

The U.S. Department of Labor (DOL) recognizes that, by filling a service gap and serving some of the neediest populations, FBCOs can be valuable partners in the workforce investment system. Collaborating with FBCOs also allows the government to leverage its workforce investment funds by taking advantage of the volunteers, donated goods and services, and other resources typically used by FBCOs. And FBCOs' knowledge of the community and its needs may help workforce investment agencies plan and deliver services more effectively.

Collaborations between government agencies and FBCOs may not, however, come easily. Government agencies may not know about the work of FBCOs, and FBCOs may be unaware of the ways that public agencies could help their clients. Both may perceive differences in the other's mission. In addition, government agencies may be concerned about their customers' rights and legal issues when services are provided by faith-based organizations (FBOs). And the limited administrative and service capacity of FBCOs may also be a barrier to collaborative relationships.

Cognizant of the barriers to these collaborations, DOL has, over the past four years, granted over \$30 million to promote and sustain collaborations between FBCOs and the workforce investment system. These grants have been made to FBCOs, states, intermediaries, and workforce investment boards (WIBs). Intermediaries are larger

nonprofit faith- or community-based organizations that can facilitate collaborations. WIBs are state or local entities that oversee the local workforce investment systems.

To evaluate the success of these efforts, DOL has contracted with Mathematica Policy Research, Inc., to conduct an evaluation of a set of grants awarded to WIBs and intermediaries. This report provides the initial findings from this evaluation. It is based on information about the grantees' activities collected in the first quarter of 2005. At that time, most WIB grantees had detailed plans for the grant funds and had made subawards to FBCOs, but the FBCOs were just beginning to provide direct services. The report therefore describes the grantees including their goals and planned activities, the process of subawarding to FBCOs, the FBCOs that received the subawards, early capacity-building efforts, and our preliminary analysis of the developing collaborations. As the report is based on data collected early in the grant period, it does not discuss the effectiveness of the FBCOs in providing either access to the workforce investment system or enhanced services. Nor does it discuss the sustainability of the collaborations. These issues will be discussed in a subsequent report.

The remainder of this chapter describes the policy context in which the grants were awarded, the grants and the grantees, and the evaluation. It concludes with a short preview of the rest of the report.

## **A. POLICY CONTEXT**

DOL's desire to encourage the participation of FBCOs in the workforce investment system grew out of two policy initiatives. First, the federal government launched an initiative to remove some of the barriers to using federal funds for FBCOs—and FBOs in particular—to provide social services. This initiative began with the Charitable Choice provisions in the 1996 Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) and continued in the White House Faith-Based and Community Initiatives. Second, the reform of the workforce investment system initiated by the Workforce Investment Act of 1998 (WIA) stressed the need for universal access and responsiveness to community needs.

### **1. Efforts to Level the Playing Field for Faith-Based Organizations**

Concerned that FBCOs were underutilized in providing social services and that they faced unnecessary barriers to partnering with government agencies, the federal government has moved to “level the playing field” by lowering these barriers. PRWORA includes provisions, commonly known as “Charitable Choice,” that allow Temporary Assistance to Needy Families (TANF) program funds to be used for contracts and grants with FBOs, including religious organizations that were previously prevented from receiving government funds because of their explicitly religious character. Before the legislation, FBOs receiving government funding were required to “neutralize” their religious nature and provide services in a secular fashion, but the Charitable Choice provisions allowed FBOs not only to make use of religious symbols and scripture while delivering federally funded services, but also to retain religious standards for organizational governance and staffing. PRWORA permitted

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FBOs to discriminate on the basis of religion in their hiring decisions, hiring only co-religionists if they so choose.

In 2001, the White House created the White House Office of Faith-Based and Community Initiatives, which established centers for faith-based and community initiatives in 10 agencies, including DOL. In December 2002, the White House provided guidance to federal agencies “to ensure equal protection of the laws for faith-based and community organizations, to further the national effort to expand opportunities for, and strengthen the capacity of, faith-based and other community organizations so that they better meet social needs in America’s communities...” (Executive Order 13279, 2002). This guidance echoed many of the themes embodied in the Charitable Choice provisions.

## **2. Reform of the Workforce Investment System: The Workforce Investment Act**

The goal of WIA is to provide universal access to the information, services, training, and other tools Americans need to enter and advance in the workforce. To promote the integration of service delivery, WIA mandated the establishment of One-Stop centers, with the vision that these centers would bring together in one location public and private resources as well as local, state, and federal programs to provide employment-related services and supports. The centers provide some services and are the point of entry and referral for others.

Including FBCOs as partners in the One-Stop system is consistent with several key principles of WIA:

- ***Universal Access to Services.*** An important tenet of WIA is that everyone should be able to access the programs and services offered by the One-Stop system. Including FBCOs as partners in the One-Stop system can improve the accessibility of the One-Stop system by removing or alleviating some of the barriers to using the One-Stop centers.
- ***Responsiveness to Community Needs.*** WIA sought to empower local leaders and organizations to implement workforce investment systems that respond to the needs of their communities. It gave local WIBs the option to use any service providers—including FBCOs—that meet certain standards. Many communities need intensive and comprehensive services for a segment of their population, services that are not typically provided at One-Stop centers. FBCOs may be an effective way to fill this service gap.

WIA was largely silent on service provision by FBOs. However, it differed from PRWORA in noting that the programs it funded were not exempt from the nondiscrimination clauses of the 1964 Civil Rights Act prohibiting the use of religion as a criterion for employment.

### 3. Implementation of the Faith-Based and Community Initiatives Within DOL

DOL has implemented the faith-based and community initiatives through pilot projects to promote collaborations with FBCOs, guidance to state and local workforce investment agencies, regulatory changes to clarify implementation of new FBCO initiatives, grants to support FBCO collaborations, and technical assistance for WIBs collaborating with FBCOs.

**Pilot Projects.** In 2002, the DOL Center for Faith-Based and Community Initiatives launched the *Touching Lives and Communities* (TLC) pilot project to promote collaborations between the local WIB and FBCOs in two locations, Memphis and Milwaukee (Voll et al. 2004). The two local WIBs were given extensive technical assistance on planning and capacity-building activities. After the largely successful pilot, the two WIBs proceeded to full implementation of their projects.

**Guidance to State and Local Agencies.** In 2002, the Assistant Secretary for Employment and Training at DOL issued a Training and Employment Guidance Letter (TEGL 17-01) informing the state WIBs about the DOL Center for Faith-Based and Community Initiatives and asked them to:

- Encourage local WIBs to appoint members familiar with local FBCOs
- Develop campaigns to educate FBCOs about the workforce investment system and remedy any misunderstandings they might have about the implications of becoming a One-Stop partner
- Ensure that information about grants was readily available and understandable to FBCOs

In 2004, DOL issued a Training and Employment Notice (TEN 15-03) intended to educate state and local WIBs about how to build partnerships with FBCOs. It summarized lessons learned through the *Touching Lives and Communities* pilot, outlined two models for collaborations formed in North Dakota and Brevard County, Florida (described in DOL 2004), and announced the WIB grants that are the subject of this report.

**DOL Regulations.** After a new law is passed or new initiative is created federal agencies typically develop regulations to provide guidance or clarification on how to interpret the new law or initiative. Final DOL regulations pertaining to the FBCO initiative were issued in July 2004. These regulations outline an approach largely similar to that of Charitable Choice, except for prohibiting discrimination in hiring. They specify that FBOs can compete for DOL funds on the same basis as all other organizations without regard to their religious character or affiliation. Moreover, they may continue to pursue their mission, including “the definition, development, practice, and expressions of [their] religious beliefs.” They may display religious art or icons, scriptures, or other religious symbols. They may retain a religious name, use religion as a criterion for selecting board members, and include religious references in their governing documents. However, the regulations also specify that:

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- FBOs cannot use direct DOL funding (such as contract or grant funds) for “inherently religious activities,” such as religious instruction, worship, or proselytizing. If the FBO engages in these types of activities, they must be “separate in time or location” from the social services supported by DOL funds, and client participation in the activities must be voluntary.
  - DOL-funded FBOs cannot discriminate in favor of or against current or prospective clients on the basis of their religion or the absence of religious belief.
  - The law authorizing WIA contains specific prohibitions on employment discrimination. Therefore, FBOs may make hiring decisions based on religion only when supported by non-WIA DOL funding.

**Grants.** DOL had three main objectives for its grants to build collaborations between the One-Stop system and FBCOs: (1) to increase the number of FBCOs providing services within the One-Stop system; (2) to expand access to the One-Stop system to the FBCOs’ clients and others who would not traditionally use the One-Stop system; and (3) to identify, document, and showcase innovative partnerships between FBCOs and the One-Stop system.

The grants were made to four types of organizations:

- ***State Agencies.*** In 2002, nearly \$10 million in grants were given to state agencies.
- ***WIBs.*** Grants were made to WIBs in 2004 (nearly \$6 million) and 2005 (about \$5 million).
- ***Intermediaries.*** Intermediaries received grants in 2002 (\$5 million) and 2003 (\$3.5 million).
- ***FBCOs.*** A total of nearly \$3 million was awarded to FBCOs for providing workforce investment services. Grants were awarded to FBCOs each year beginning in 2002.

The states, WIBs, and intermediaries were required to subaward to FBCOs for service provision as well as to work on building the capacity of the FBCOs.

**Technical Assistance.** DOL has provided technical assistance to all stakeholders involved in the collaborations under the *Touching Lives and Communities* project. This help is provided to all WIB grantees via one-on-one phone calls and e-mail correspondence as well as grantee conference calls, in-person conference meetings, peer-to-peer learning networks, and resource materials. For example, DOL conducted workshops and conference calls on the use of grant funds, including prohibitions against inappropriate uses such as fundraising and proselytizing. In some cases, FBCO subawardees participated in the conference calls.

## **B. THE GRANTS AND THE GRANTEES**

The evaluation focuses on 16 grants that were active in fall 2004 (Table I.1). Twelve of the grants were awarded to WIBs in July 2004. The other four grants were awarded to intermediaries in July 2003 and extended in July 2004. The period of performance for the WIB grantees is 18 months; the period of performance for the intermediary grantees was originally 12 months, but for the four intermediaries in this study, it was extended by another 12 months.

The overarching objectives of the WIB and intermediary grants were similar to those of the earlier grants. Emphasis was again placed on capacity building, the sustainability of the collaborations, and documenting the outcomes of the grants. However, the 2004 WIB grants differed from the earlier grants by placing emphasis on partnerships with businesses, especially those in high-growth industries. The goal was to build on President Bush's High-Growth Job Training Initiative, which aims to build partnerships to both address the employment needs of high-growth industries and provide Americans with the skills they need to secure good jobs. In their grant applications, WIBs were required to obtain commitments from up to three businesses or business sectors to work with the One-Stop system and the WIBs to provide jobs to those in disadvantaged neighborhoods.

The WIBs and intermediary grantees were expected to subaward a substantial portion of their grants to eligible FBCOs. To be eligible, an FBCO must:

1. Provide social and human services as a major part of its mission.
2. Be headquartered in the community in which they provide the services. Hence, local affiliates of national social service organizations, such as Catholic Charities, Jewish Family Services, Lutheran Social Services, and the Salvation Army cannot be subgrantees.
3. Have a total budget allocated to social services of \$350,000 or less, or have six or fewer full-time equivalent employees.

In this report, we use the term "FBCO" to refer to the small, grassroots organizations that meet these criteria.

Two of the WIB grantees are in the same location as two intermediary grantees—Capital Workforce Partners and Capital Region Education Council are both in Hartford, Connecticut, and Ottawa County Michigan Works! and Good Samaritan Ministries are both in Ottawa County, Michigan (Table I.1). In both sites, the WIB applied for a grant to extend the work of the intermediary grantee. Hence, the WIB and intermediary grants involve the same players and have the same main objectives. However, they differ in terms of some of the FBCOs that received funding and some of the planned activities.

**Table I.1. Study Grantees**

Grantee	Location
<b>WIB Grantees</b>	
Anne Arundel Workforce Development Corporation	Anne Arundel County, Maryland
Metro North Regional Employment Board, Inc.	Cambridge, Massachusetts
Cumberland County Workforce Investment Board	Cumberland County, New Jersey
City and County of Denver	Denver, Colorado
Capital Workforce Partners	Hartford, Connecticut
LaFourche, Assumption, and Terrebone Parish Workforce Investment Board	Houma, Louisiana
Capital Area Michigan Works!	Lansing, Michigan
New Hampshire Workforce Opportunity Council	Manchester, New Hampshire
Ottawa County Michigan Works!	Ottawa County, Michigan
WorkNet Pinellas Inc.	Pinellas County, Florida
San Diego Workforce Partnership	San Diego County, California
DC Workforce Investment Council and DC Department of Employment Services	Washington, DC
<b>Intermediary Grantees</b>	
Appalachian Center for Economic Networks (ACEnet)	Athens, Ohio
Capital Region Education Council (CREC)	Hartford, Connecticut
Good Samaritan Ministries	Ottawa County, Michigan
East Harlem Employment Services-Support and Training Result in Valuable Employees (STRIVE)	New York, New York

## C. THE EVALUATION

The main goal of the evaluation is to provide information to DOL, WIBs, FBCOs, and intermediaries on whether the grants are effective in promoting sustainable collaborations between FBCOs and the other partners in the workforce investment system. It will address three main sets of research questions:

1. ***What strategies did grantees use to promote collaborations?*** Did they collect and disseminate information about population needs, FBCO resources, and the role of the WIBs? Did they conduct outreach to FBCOs? To what extent were the grants subgranted to FBCOs and to what types of organizations? Did grantees try to build the capacity of FBCOs in other ways? Did the grantees use strategies to promote access to One-Stop services? Did grantees collaborate with employers to develop jobs for grant participants? Were other formal or informal interagency collaborations developed? What challenges did grantees face in implementing the strategies? To what extent were these challenges overcome? How were they overcome?

2. ***To what extent were the strategies effective?*** How did relationships change between WIBs, FBCOs, and employers in the community? To what extent did the grants increase access to and use of the One-Stop system? What new services were made available to One-Stop customers? What effects did the grants have on customer outcomes? Did the grants help the One-Stop system meet employers' needs? Did the grants allow the One-Stop system to leverage additional financial and in-kind community resources? To what extent did FBCOs have input into the WIB's strategic planning? To what extent were the collaborations sustainable after the grant ended?
3. ***Which strategies were particularly effective?*** Did the characteristics of the community or grantee affect the strategies used or the success of the strategies? Which strategies were most likely to lead to sustainable collaborations? Did an intermediary or other organization play a key role? What factors determined the effectiveness of the grants? Under what conditions are the strategies replicable?

Data for the evaluation are being collected during two rounds of site visits. The first round, conducted in spring 2005, consisted of a one-day visit to each WIB grantee and a one-and-a-half day visit to each intermediary grantee. The second round, to be conducted at the end of 2005, will consist of a one-and-a-half day visit to each WIB grantee. We will not visit the intermediary grantees again, as their grants will be over at the time of the second round of visits. During the first round of site visits, interviews were conducted with grantee staff and staff at the WIBs, One-Stop centers, FBCOs, and the intermediaries involved in the WIB grants. A similar set of interviews will be conducted during the second round of visits.

For the next report, we will also analyze data on customer outcomes collected by the grantees, as well as the narrative in the grantees' progress reports.

#### **D. REPORT STRUCTURE**

This report presents our findings from the first round of site visits. It describes the grantees and the policy context for the grants (Chapter II), the grantees' goals (Chapter III), the strategies used to create and sustain collaborations between FBCOs and the workforce investment system (Chapter IV), and the FBCO subawardees and their planned roles in the One-Stop system (Chapter V). We summarize our main findings from the report in Chapter VI. A summary description of each grantee in the study appears in Appendix A.

## CHAPTER II

# THE GRANTEES AND THE CONTEXT IN WHICH THEY OPERATE

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The study includes 12 WIBs that received awards in July 2004 to collaborate with FBCOs and four intermediaries that received extensions in July 2004 to the grants they received the year before. Intended to establish new partnerships between FBCOs and local One-Stop systems, the grants focus on expanding access to the One-Stop system, providing new services, and increasing the capacity of FBCOs.

This chapter describes the WIB and intermediary grantees and the communities they serve. The characteristics of grantees and their communities are potentially related to both the strategies used by grantees and the success of the grants in establishing new partnerships between FBCOs and the One-Stop system. We begin by discussing the grantees (Section A). Section B describes the One-Stop centers in the grant area. The next two sections cover both the intermediary organizations used by WIB grantees (Section C) and other agencies participating as grant partners (Section D). We also describe the socioeconomic, legal, and political environment in which each grantee operates (Sections E and F).

### A. THE GRANTEES

The WIB and intermediary grants share a similar focus on promoting collaborations between FBCOs and the One-Stop system, but differ in whether an intermediary organization or WIB assumes the lead role as the primary grantee. All the grants involve three key actors:

1. ***FBCOs.*** All WIB and intermediary grantees are required to subaward to FBCOs. The WIBs are required to subaward a majority of their grants to FBCOs.
2. ***WIBs.*** As administrators of the local workforce investment system, the WIBs are key to collaborations.
3. ***One-Stop Centers.*** The One-Stop centers are the cornerstone of the workforce investment system acting as both service provider and point of referral for services. For FBCOs to fully participate in the workforce

investment system, the One-Stop centers should be involved in the collaborations.

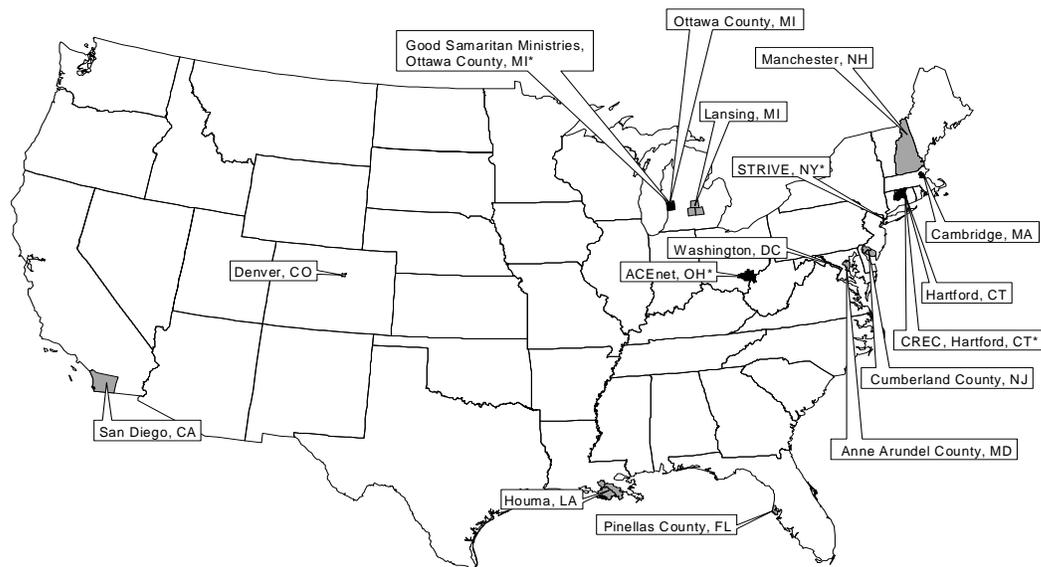
Intermediary organizations can also be actors in the collaborations, playing one of two roles. First, intermediaries can be grant recipients, as they are in the four intermediary grants in this study. Second, they can be a subawardee of a WIB grantee. Two intermediaries in our study, CREC and Good Samaritan Ministries, play both roles. They were recipients of intermediary grants in 2003 and subawardees of two WIBs in 2004.

After describing the location of all 16 grantees, we discuss the characteristics of the 12 WIB grantees followed by a discussion of the four intermediary grantees.

## 1. Grant Locations

The grantees are geographically spread across the country (Figure II.1). We define the location of each grantee by the workforce investment area of the local WIB. Three grantees are located in workforce investment areas that cover the cities of Denver, New York City, and Washington, DC. Three grantees are in workforce investment areas that serve a region of cities and towns in Massachusetts and Connecticut, and a single WIB represents the state of New Hampshire. A majority of grantees cover county and multicounty areas, including workforce investment areas in eastern Maryland, central Florida, southeastern Louisiana, southwestern New Jersey, southern California, and central and western Michigan.

**Figure II.1. Location of Grantees in the Evaluation**



\*Intermediary grantees

## 2. WIB Grantees

In 2004, the 12 WIBs received a total of \$5.8 million to establish collaborations with FBCOs (Table II.1). The grants cover the 18-month period from July 2004 to December 2005. Ten of the 12 WIBs received grants of \$500,000 or within \$10,000 of that amount. The two exceptions were Pinellas County, Florida, and Lansing, Michigan, which received \$474,140 and \$350,000, respectively. The average amount of the WIB grants was just over \$484,000.

Eligible WIB grantees, as defined by DOL in its request for applications, are state WIBs, local WIBs, and consortia of local WIBs (*Federal Register* 2004). Despite the broad definition of eligible WIBs, all but one grantee are local workforce investment boards. The one exception is the state workforce board in New Hampshire. In contrast to most states with a system of local boards, New Hampshire's state workforce board oversees all local workforce investment activities.

**Grant Area.** Most WIB grantees focus grant activities on specific geographic areas within the workforce investment area (Table II.2). Five grantees target one or more cities or towns within the broader workforce investment area. The Lansing WIB, which represents a three-county area, targets grant activities in the city of Lansing. Three grantees target specific neighborhoods within a city. For example, the San Diego County WIB is focusing grant activities within the City Heights neighborhood. Manchester is the only WIB grantee to target an enterprise zone. Three WIBs, Houma, Pinellas County, and Washington, DC, are implementing grant activities throughout their entire workforce investment area. Houma intentionally located grant sites across the three counties served by the WIB in order to spread grant activities across the workforce investment area. Anne Arundel County is unique in that it is targeting its grant activities to two public housing complexes and two detention facilities.

**Table II.1. Amount Awarded to WIB Grantees**

WIB Grantee	Grant Amount
Anne Arundel County, Maryland	\$490,803
Cambridge, Massachusetts	\$500,000
Cumberland County, New Jersey	\$499,562
Denver, Colorado	\$500,000
Hartford, Connecticut	\$500,000
Houma, Louisiana	\$500,000
Lansing, Michigan	\$350,000
Manchester, New Hampshire	\$500,000
Ottawa County, Michigan	\$500,000
Pinellas County, Florida	\$474,140
San Diego County, California	\$500,000
Washington, DC	\$494,308
<b>Total</b>	<b>\$5,808,813</b>

Source: U.S. Department of Labor

**Table II.2. Characteristics of WIB Grantees**

Grantees	Workforce Investment Area	Grant Area	CBO on WIB <sup>a</sup>	FBO on WIB <sup>b</sup>	Administrative Entity	Prior Collaboration
Anne Arundel County, Maryland	County	Two public housing sites and two detention facilities	Yes	Yes	Nonprofit (quasi-public)	One-Stop-led collaboration
Cambridge, Massachusetts	Region of small cities and towns	Cambridge, Chelsea, and Woburn	Yes	No	Nonprofit	2002 DOL intermediary grant
Cumberland County, New Jersey	Two-county area	Millville, Bridgeton, and Vineland	Yes	No	Government agency	One-Stop-led collaboration
Denver, Colorado	City	Neighborhoods in eastern and western Denver	Yes	No	Government agency	No <sup>c</sup>
Hartford, Connecticut	Region of small cities and towns	Hartford and New Britain	Yes	Yes	Nonprofit	2002 DOL state grant & 2003 DOL intermediary grant
Houma, Louisiana	3-county area	WIA	Yes	No	Nonprofit	One-Stop-led collaboration
Lansing, Michigan	3-county area	Lansing	Yes	No	Special purpose unit of government	No
Manchester, New Hampshire	State	Enterprise zone in inner-city Manchester	Yes	Yes	Nonprofit	No
Ottawa County, Michigan	County	Holland, Zeeland, and Grand Haven	Yes	Yes	Government agency	2003 DOL intermediary grant & other local collaborations
Pinellas County, Florida	County	WIA	Yes	No	Nonprofit	No <sup>c</sup>
San Diego County, California	County	City Heights Neighborhood	Yes	No	Nonprofit	No
Washington, DC	City	WIA	Yes	No	Government agency	2002 DOL state grant

Source: Interviews with WIB grantees

<sup>a</sup>This refers to community-based organizations that may not meet the definition of FBCO as defined in the DOL grant.

<sup>b</sup>This refers to faith-based organizations that may not meet the definition of FBCO as defined in the DOL grant.

<sup>c</sup>Located in a state that received a 2002 DOL state grant for collaborations with FBCOs, but the local WIB did not participate in grant activities.

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**FBCO Representatives on the WIB.** One potential indicator of a WIB's relationship with the FBCO community is the inclusion of representatives of community-based organizations (CBOs) or FBOs on the WIB. WIA requires a majority representation by local business representatives on state and local WIBs, and also requires representatives from education agencies, labor organizations, CBOs, economic development agencies, and all One-Stop partners. While few if any grantees include representatives of grassroots FBCOs as defined in the DOL grant, all WIBs include at least one board member from a CBO, and four include a representative from an FBO (Table II.2). The CBOs represented on the WIBs are local nonprofit organizations, such as the local antipoverty agency Tri-City Community Action Program in Cambridge, Massachusetts, and local affiliates of national organizations, such as Goodwill Industries, Inc., in San Diego County. Four WIBs include a representative of the local affiliate of an FBO on their board. For example, a representative of a local affiliate of Love in the Name of Christ (Love, Inc.), is a WIB member in Ottawa County.

**WIB Administrative Entity.** The administrative entity that staffs the WIB oversees day-to-day implementation of the grant. Seven of the 12 grantees have established a nonprofit organization to implement WIB policies and thus serve as the WIB's administrative entity (Table II.2). The nonprofit organizations may fall under the authority of a local government, such as Anne Arundel County where the county government oversees the WIB's administrative entity. In the case of four WIB grantees, a city or county agency serves as the administrative entity for the WIB. For example, Denver's Division of Workforce Development is the administrative entity for the local board in Denver; in Ottawa County, the county government staffs the local board. In Lansing, the WIB administrative entity is a "special purpose unit of government" that incorporates all three counties represented by the WIB.

**Prior Collaborations with FBCOs.** DOL's request for grant applications focused on grantees that had established successful "partnerships" with FBCOs. Seven of the 12 WIB grantees had experience with a prior DOL grant or local effort to collaborate with FBCOs (Table II.2).

Washington, DC, is the only WIB grantee that received an earlier DOL grant to promote collaborations with FBCOs. Specifically, the WIB received a 2002 DOL state grant to develop a mobile One-Stop center and build relationships with local FBCOs in hard-to-serve communities.

Three WIB grantees were involved in an earlier DOL grant awarded to a state WIB or an intermediary organization. The Hartford WIB conducted a series of grant-writing workshops as part of a state DOL grant to identify and inventory FBCOs providing services. An earlier intermediary grant in Hartford established FBCOs as access points to the One-Stop system for clients with limited English proficiency. The Hartford WIB is currently continuing and expanding the program created by the earlier intermediary grant. The WIB in Ottawa County partnered with an intermediary grantee, Good Samaritan Ministries, to contract for and deliver pre-employment services through FBCOs. The Cambridge WIB served as the location for an earlier intermediary grant that focused on redesigning One-Stop

services for underserved populations. The Cambridge WIB did not actively participate in the intermediary grant activities.

Three WIBs had experience with a smaller-scale collaboration between their One-Stop system and FBCOs. The One-Stop operator in Cumberland County provided computers to 22 FBCOs while in Anne Arundel County and Houma the One-Stop operator previously collaborated with a single FBCO. Among these WIBs, only Houma granted a current subaward to an FBCO from an earlier collaboration.

### 3. Intermediary Grantees

In 2003, DOL awarded a total of \$3.5 million to eight intermediaries for grants with similar objectives to the WIB grants and an initial grant period from July 2003 to July 2004. The four intermediaries listed in Table II.3 received a one-year extension and additional funding that totaled \$400,000. Initial grant funding for the four intermediaries ranged from \$447,938 to \$500,000, with an average of \$485,000 (similar to WIB grants). All four intermediaries received an additional \$100,000 during the extension period.

**Table II.3. Amount Awarded to Intermediary Grantees**

Intermediary Grantee	Initial Grant (July 2003)	Grant Supplement (July 2004)	Total Grant
ACEnet, Ohio	\$447,938	\$100,000	\$547,938
CREC, Hartford, Connecticut	\$500,000	\$100,000	\$600,000
Good Samaritan Ministries, Ottawa County, Michigan	\$493,777	\$100,000	\$593,777
STRIVE, New York	\$500,000	\$100,000	\$600,000
<b>Total</b>	<b>\$1,941,715</b>	<b>\$400,000</b>	<b>\$2,341,715</b>

Source: U.S. Department of Labor

DOL defined intermediary grantees as “non-profit, community, and/or faith-based organizations (FBOs) with connections to grassroots faith-based and community organizations with the ability to connect those organizations to the nation’s workforce investment system in more than one service area” (*Federal Register* 2003). The four intermediary grantees receiving a grant extension vary in size and focus, with budgets ranging from \$1.4 million for Good Samaritan Ministries in Ottawa County to approximately \$90 million for CREC in Hartford.

**Type of Organization.** The intermediary grantees are a diverse group of organizations that provide a range of services to disadvantaged populations (Table II.4).

**Table II.4. Characteristics of Intermediary Grantees**

Grantees	Type of Organization	Service Description	Grant Area	Prior Experience with FBCOs	Prior Experience with WIB or One-Stop System
ACEnet, Ohio	Non-profit CBO	Community economic development organization	Three-county area	Yes	Yes
CREC, Hartford, Connecticut	Quasi-public authority	School operator and educational assistance	Hartford and New Britain	Yes	Yes
Good Samaritan Ministries, Ottawa County, Michigan	Non-profit FBO	Faith-based network of churches	Holland/Zeeland	Yes	Yes
STRIVE, New York	Non-profit CBO	Workforce development agency	East Harlem	Yes	No

Source: Interviews with intermediary grantees

- **ACEnet** is a nonprofit, community economic development agency that supports small business development through loans and technical assistance. It serves a rural three-county region surrounding Athens, Ohio.
- **CREC** is a quasi-public education organization that operates schools, provides technical assistance to schools, and operates adult literacy and parenting programs.
- **Good Samaritan Ministries** is a network of churches that provides assistance in developing social service programs and serves as a clearinghouse for information on FBO services in the community.
- **STRIVE** is a workforce development agency providing job-readiness training, professional development, and job support services. It focuses its employment services in East Harlem in New York City.

Good Samaritan Ministries, a local affiliate of Love, Inc., is the only FBO among the intermediary grantees. CREC is the largest organization with at least 850 staff members while STRIVE has 50 staff members, and ACEnet and Good Samaritan Ministries employ fewer than 20 staff members.

**Prior Experience with FBCOs and the One-Stop System.** The intermediary grantees all had experience in working with FBCOs before they received the DOL grant (Table II.4). STRIVE worked with FBCOs to operate its job-readiness program while

ACEnet awarded grants to small CBOs and helped start up four CBOs. As a network of churches, Good Samaritan Ministries had experience in interacting with 80 congregations.

Two intermediary grantees had experience with the workforce investment system. ACEnet maintains a relationship with the WIB as a member of its “partners board” and as an eligible training provider under WIA. Prior to the grant, Good Samaritan Ministries partnered with the Ottawa County WIB for a mentoring program. All of the intermediaries have experience with government contracts. Good Samaritan Ministries and ACEnet receive federal funding for programs they currently operate.

## **B. ONE-STOP CENTERS**

Given that the purpose of the grants is to establish new partnerships between FBCOs and the One-Stop system, One-Stop centers should play a key role in the collaborations. Characteristics of the One-Stop system such as the number of One-Stop centers, the type of One-Stop operator, and the system’s experience with contracting for One-Stop services can potentially affect the nature and success of collaborations with FBCOs.

### **1. Number of One-Stop Centers**

The number of One-Stop centers directly involved in grant activities depends on whether the WIB targets a specific area or community. Six WIB grantees and two intermediary grantees involve a subset of One-Stop centers in their grant activities (Table II.5). For example, grant activities in San Diego County involve the One-Stop center located in the target neighborhood of City Heights.

Other grantees either include all of the One-Stop centers in the workforce investment area or do not target One-Stop centers for involvement in the grant. The WIB in Houma involves all of the One-Stop centers because the One-Stop centers and FBCO subawardees are spread across the three-county area. WIB grantees with less direct involvement of the One-Stop centers do not specify a One-Stop center for inclusion in the grant. For example, the WIB in Washington, DC, does not target any of its seven One-Stop centers for grant activities.

### **2. One-Stop Center Operators**

The One-Stop centers involved in the grants are operated by a variety of nonprofit organizations, community colleges, school districts, and government agencies (Table II.5). Table II.5 lists the types of organizations that operate the One-Stop centers involved in grant activities. The four WIB grantees administered by a government agency—Cumberland County, Denver, Ottawa County, and Washington, DC—also contract with the same government agency to act as the One-Stop center operator.

The other WIBs contract with a mix of nonprofit organizations, school districts, and community colleges. The Houma WIB contracts with a nonprofit organization to operate all

**Table II.5. Characteristics of the Grantees' One-Stop Systems**

WIB Grantees	One-Stop Centers in the Workforce Investment Area <sup>a</sup>	One-Stop Centers Targeted in the Grant <sup>a</sup>	One-Stop Operator (for One-Stop Centers Involved in the Grant)	One-Stop Contract with a CBO or FBO for One-Stop Services Before the Grant <sup>b</sup>	WIB Contract with One-Stop System for the Grant
<b>WIB Grantees</b>					
Anne Arundel County, Maryland	6	6	Two state agencies and a community college	No	No
Cambridge, Massachusetts	3	3	Non-profit and community college	No	\$52,000 <sup>c</sup>
Cumberland County, New Jersey	3	2	Government agency	Yes	No
Denver, Colorado	6	6	Government agency	Yes	No
Hartford, Connecticut	5	5	Non-profit and for-profit firm	Yes	No
Houma, Louisiana	3	3	Non-profit	No	\$53,375
Lansing, Michigan	3	1	School district	Yes	No
Manchester, New Hampshire	13	1	State Consortium of public agencies/private firms	Yes	No
Ottawa County, Michigan	2	2	Government agency	Yes	No
Pinellas County, Florida	9	4	Community college	Yes	No
San Diego County, California	6	1	Non-profit consortium	Yes	\$50,000
Washington, DC	7	7	Government agency	No	No
<b>Intermediary Grantees</b>					
ACEnet, Ohio	5	3	Government agency	Yes	No
CREC, Hartford, Connecticut	5	5	Non-profit and for-profit firm	Yes	No
Good Samaritan Ministries, Ottawa County, Michigan	2	2	Government agency	Yes	No
STRIVE, New York	6	1	Non-profit	Yes	No

Source: Interviews with WIB grantees

<sup>a</sup>This includes both comprehensive and Satellite One-Stop centers.

<sup>b</sup>This includes community- and faith-based organizations that may not meet the definition of FBCO as defined in the DOL grant

<sup>c</sup>The Cambridge WIB required FBCO subawardees to allocate 20 percent of their budget request to subcontract with a One-Stop center; this represents the total amount of these subcontracts with the One-Stop centers.

three of its One-Stop centers while Cambridge relies on two One-Stop center operators—a nonprofit organization and community college—for the two One-Stop centers involved in the grant. Hartford is the one grantee with One-Stop centers operated by both a nonprofit organization and a for-profit organization, and Manchester relies on a consortium of public and private agencies that collaborate to operate all One-Stop centers in the state.

### **3. Prior Experience with FBCOs**

Before the DOL grants, the One-Stop operator for eight of the 12 WIB grantees and all four of the intermediary grantees contracted with a CBO or FBO for One-Stop center services (Table II.5). For example, the Lansing WIB previously contracted with an FBO to provide services for Food Stamp recipients, and one of the FBCOs receiving a subaward from the Ottawa County WIB had received a contract to provide WIA youth services.

### **4. Subawards for One-Stop Operators**

Three WIB grantees awarded an average of \$51,792 to the One-Stop center operator for providing services under the grant (Table II.5). The Houma WIB contracted with the One-Stop operator to provide eligibility, enrollment, and monitoring activities. The San Diego County and Cambridge WIBs contracted with the One-Stop operator to train FBCO subawardees in how to provide One-Stop services. In Cambridge, the WIB required FBCO subawardees to allocate 20 percent of their budget request to subcontract with a One-Stop center. The One-Stop centers in Cambridge provide assistance with job placement services and monitoring.

## **C. INTERMEDIARY ORGANIZATIONS**

DOL specified in its request for applications that WIB grantees could contract with an intermediary to “conduct outreach to grassroots organizations and provide technical assistance to the sub-awardees.” Seven WIB grantees are contracting with eight intermediary organizations (Table II.6). The Cambridge WIB contracted with the Institute for Community Inclusion (ICI) to provide services for the grant. Although the WIB does not identify ICI as a formal intermediary organization, we consider ICI as an intermediary for the purposes of this study because the range and intensity of ICI’s involvement in grant activities is consistent with agencies designated as intermediary organizations in other study sites.

Five of the eight intermediary organizations are faith-based, two are community-based, and one is a quasi-public education authority (Table II.6). The faith-based intermediaries include three church networks and two social service providers:

- The Metro Denver Black Church Initiative in Denver is a network of churches that provides capacity building to help churches provide social services.
- Denver Inner City Parish provides a range of education and social services for a primarily Latino community.

- All Congregations Together in San Diego County is a network of about 100 congregations and organizations with experience in providing employment services, including job retention assistance.

**Table II.6. Use of Intermediary Organizations by WIB Grantees**

WIB Grantees	Intermediary	Type of Organization	Organization Description	Amount Awarded <sup>a</sup>
Anne Arundel County, Maryland	None	N/A	N/A	N/A
Cambridge, Massachusetts	Institute for Community Inclusion <sup>b</sup>	Nonprofit CBO	Advocate of services for individuals with disabilities	\$40,000
Cumberland County, New Jersey	None	N/A	N/A	N/A
Denver, Colorado	Metro Denver Black Church Initiative	Nonprofit FBO	Network of churches	\$120,985
	Denver Inner City Parish	Nonprofit FBO	Social services provider	\$92,808
Hartford, Connecticut	Capital Region Education Council	Quasi-public authority	School operator and educational assistance	\$90,293
Houma, Louisiana	None	N/A	N/A	N/A
Lansing, Michigan	None	N/A	N/A	N/A
Manchester, New Hampshire	Odyssey Youth Rebuild	Nonprofit CBO	Youth and workforce development	\$172,628
Ottawa County, Michigan	Good Samaritan Ministries	Nonprofit FBO	Network of churches	\$100,000
Pinellas County, Florida	Catholic Charities	Nonprofit FBO	Social services provider	\$186,140
San Diego County, California	All Congregations Together	Nonprofit FBO	Employment services provider and network of churches	\$50,000
Washington, DC	None	N/A	N/A	N/A

Source: Interviews with WIB grantees

N/A: not applicable

<sup>a</sup>Does not include funds subawarded to FBCOs by intermediaries.

<sup>b</sup>Although the Cambridge WIB does not identify ICI as a formal intermediary organization, we consider ICI as an intermediary for the purposes of this study because the range and intensity of ICI's involvement in grant activities is consistent with agencies designated as intermediary organizations in other study sites.

- Good Samaritan Ministries, as described above, assists a network of churches in developing social service programs and serves as a clearinghouse for information on FBO services in the community.
- Catholic Charities Diocese of St. Petersburg in Pinellas County serves a five-county area and provides a broad array of social services for families, including clinical counseling, foster care, and services for the elderly.

Three of the intermediaries are CBOs (Table II.6):

- ICI in Cambridge promotes services for and awareness of individuals with disabilities.
- Odyssey Youth Rebuild is a CBO in Manchester that provides employment services for youth and young adults who dropped out of high school.
- CREC, as described above, is an education organization that operates schools, offers technical assistance for education leaders, and provides adult literacy programs.

## **1. Subaward Amounts**

The amount awarded to intermediaries ranges from \$40,000 to \$186,140, with an average of \$106,607 (Table II.6). The amount awarded to each intermediary reflects the intermediary's level of involvement in grant activities (Table II.7). Some had a lower level of involvement. For example, the WIBs in Cambridge and San Diego County funded an intermediary in the early stages of the grant to conduct outreach and provide technical assistance for FBCOs. The intermediaries received \$40,000 and \$50,000, respectively.

In contrast, the WIBs in Pinellas County, Denver, Ottawa County, and Manchester awarded much larger subgrants to the intermediaries and expected them to take on a more substantial role. The subawards averaged over \$134,000. Three of these intermediaries serve as the fiscal agent for the grant. In Pinellas County, Denver, and Ottawa County, the WIB passes funding for FBCO subawards through the intermediaries to the FBCOs. The intermediaries are responsible for the procurement process, technical assistance and capacity building for FBCOs, and monitoring subawardees.

**Table II.7. Role of Intermediary Organizations Used by WIB Grantees**

WIB Grantees	Fiscal Agent for Sub-awards	Information Gathering	Outreach	Procurement	Technical Assistance	Monitor Sub-awardees	Other
Cambridge, Massachusetts			X		X		
Denver, Colorado	X		X	X	X	X	
Hartford, Connecticut					X	X	Facilitate subawardee meetings
Manchester, New Hampshire		X			X	X	Bidder's conference and referrals to FBCOs
Ottawa County, Michigan	X		X	X	X	X	Capacity building; developing program services
Pinellas County, Florida	X			X	X	X	
San Diego County, California		X	X		X		Serve on grant advisory board

Source: Interviews with WIB grantees

## 2. Prior Experience with FBCOs and the One-Stop System

Experience with FBCOs and the One-Stop system can affect the ability of an intermediary organization to conduct outreach to FBCOs successfully and foster effective collaborations with the One-Stop system. All but one intermediary organization had experience in working with FBCOs in their area before the WIB grant (Table II.8). An earlier intermediary grant provided experience with FBCOs for three of the intermediary organizations while two other organizations had experience with FBCOs through their oversight of a network of churches or FBOs. The intermediary in Pinellas County is the only organization that had no experience in working with FBCOs.

Most intermediaries also had experience with the WIB or the One-Stop system before the WIB grant. As intermediary grantees, three of the intermediary organizations had exposure to the WIB and One-Stop system. Two other intermediaries had contracts to provide services under WIA before the grant. One of the intermediary organizations in Denver and the intermediary in Pinellas County had no previous experience with the One-Stop system.

Three intermediary organizations have experience with FBCOs and the One-Stop system through their prior experience as a 2003 DOL intermediary grantee. The WIB

grantees currently partnering with these intermediary organizations are continuing and expanding the programs developed by the intermediary grants:

**Table II.8. Intermediaries' Prior Experience with FBCOs and the One-Stop System**

WIB Grantees	Intermediary	Prior Experience Working with FBCOs	Prior Experience with WIB or One-Stop System
Cambridge, Massachusetts	Institute for Community Inclusion	Yes	Yes
Denver, Colorado	Metro Denver Black Church Initiative	Yes	Yes
	Denver Inner City Parish	Moderate	No
Hartford, Connecticut	Capital Region Education Council	Yes	Yes
Manchester, New Hampshire	Odyssey Youth Rebuild	Yes	Yes
Ottawa County, Michigan	Good Samaritan Ministries	Yes	Yes
Pinellas County, Florida	Catholic Charities	No	No
San Diego County, California	All Congregations Together	Yes	Yes

Source: Interviews with WIB grantees

- In Hartford, the WIB grant is a direct extension of the program established by CREC through the intermediary grant.
- The Ottawa County WIB has modified aspects of its partnership with Good Samaritan Ministries to address some of the earlier effort's limitations and broaden the scope of the project.
- ICI received an intermediary grant to redesign One-Stop services for underserved populations. The current WIB grant builds on the work of ICI's intermediary grant by focusing on a similar target population.

#### **D. OTHER GRANT PARTNERS**

WIB grantees can actively partner with additional organizations or government agencies to support and promote grant activities. Two WIB grantees are working with grant partners:

- In Anne Arundel County, the WIB is establishing mini-One-Stop centers in two public housing complexes and two detention facilities. To facilitate collaboration between FBCO subawardees and the grant sites, the WIB has defined the local public housing authority and county detention facilities as grant partners. These agencies were involved in the initial grant planning

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process and are supporting the mini-One-Stop centers by donating furniture, equipment, and space within their facilities. The WIB signed a memorandum of understanding with both partner agencies.

- The WIB in Pinellas County partnered with a local university and the county planning commission to identify areas of high poverty and areas with high concentrations of ex-offenders and individuals with limited English proficiency. The grant partners are also responsible for developing a list of service providers to be shared by the One-Stop system.

## **E. SOCIOECONOMIC ENVIRONMENT**

The community context is important for understanding the types of challenges faced by grantees in implementing and sustaining grant activities. Grantees' workforce investment areas differ in the size and density of their population and strength of their local economy. Due to constraints on the availability of data for smaller areas, this section focuses on grantees' workforce investment areas rather than on the specific areas targeted by the grants.

Nine grantees are located in densely populated urban and suburban areas with 94 percent or more of the population living in urban areas (Table II.9). Except for San Diego County, which is less densely populated, all of these grantees have population densities above 1,000 people per square mile. The areas vary slightly in their geographic layout, with some grantees located in workforce investment areas representing a single city (Denver, Washington, DC, STRIVE) and others representing regions of urban and suburban communities (Hartford, and Cambridge). The workforce investment areas for STRIVE and Washington, DC, are the most densely populated workforce investment areas among the grantees.

Six of the grantees are located in less densely populated areas, with most of the population residing in small cities or towns and some rural areas. In the area covered by the Houma WIB, for example, 72 percent of the population lives in urban areas; in the area covered by the Cumberland County WIB, 80 percent of the population lives in urban areas. The areas covered by these grantees are county and multicounty areas with small cities and some rural areas. For example, the Lansing WIB represents a three-county area in central Michigan that includes the city of Lansing. ACEnet is located in the most rural area. This intermediary grantee covers a three-county rural area in southeastern Ohio, with 43 percent of the population residing in urban areas.

Grantees represent workforce investment areas with a range of economic conditions (Table II.9). Six grantees are in workforce investment areas with unemployment and poverty rates above the national average. In contrast, eight grantees cover workforce investment areas that have a poverty and unemployment rate below the national average. Staff from these grantees described "pockets" of low-income communities with higher unemployment and poverty rates within the workforce investment area. The Houma WIB is unique in that it has average unemployment but a high poverty rate of 18.3 percent because of the area's low-wage jobs.

**Table II.9. Demographic and Economic Characteristics of Grantee Workforce Investment Areas**

	Percent of Population in Urban Areas	Persons Per Square Mile	Unemployment Rate <sup>a</sup>	Average Weekly Wage <sup>b</sup>	Poverty Rates
<b>WIB Grantees</b>					
Anne Arundel County, Maryland	94%	1,177	3.6%	\$786	3.6%
Cambridge, Massachusetts	100	1,779	4.5	1,008	8.5
Cumberland County, New Jersey	74	255	6.2	738	13.3
Denver, Colorado	100	3,617	6.7	928	14.3
Hartford, Connecticut	95	1,166	5.3	943 <sup>c</sup>	9.3
Houma, Louisiana	72	81	5.4	610	18.3
Lansing, Michigan	74	262	6.0	707	11.0
Manchester, New Hampshire	78	435	3.8	753	6.3
Ottawa County, Michigan	76	421	5.6	683	5.5
Pinellas County, Florida	100	3,292	4.5	659	10.0
San Diego County, California	96	670	4.7	815	12.4
Washington, DC	100	9,316	8.2	1,232	20.2
<b>Intermediary Grantees</b>					
ACEnet, Ohio	43	73	7.4	556	24.4
CREC, Hartford, Connecticut	95	1,166	5.3	943 <sup>c</sup>	9.3
Good Samaritan Ministries, Ottawa County, Michigan	76	421	5.6	683	5.5
STRIVE, New York	100	26,403	7.1	1,245	21.2
<b>U.S. Average</b>	<b>79%</b>	<b>79.6</b>	<b>5.7%</b>	<b>\$757</b>	<b>12.4%</b>

Source: Census (2000), Bureau of Labor Statistics Local Area Unemployment Statistics (2004) and Quarterly Census of Employment and Wages (2004), Massachusetts Division of Career Services Labor Force and Unemployment Data (2004) and Employment and Wages (2004), and Connecticut Department of Labor, Office of Research, Local Area Unemployment Statistics (2004)

Note: This table is based on the workforce investment area covered by each grantee rather than the specific area targeted for grant activities.

<sup>a</sup>Annual 2004

<sup>b</sup>Annual 2004, all industries, all establishment sizes

<sup>c</sup>Due to the unavailability of wage data for the Hartford Workforce Investment Area, the average weekly wage for the Hartford WIB grantee and CREC is based on the Hartford labor market area.

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## F. LEGAL AND POLITICAL ENVIRONMENT

Grantees operate in a legal and political environment that can influence the political support for grant activities and the ability of state governments to fund collaborations with FBOs. Based on an analysis by Lupu and Tuttle (2003), we characterize grantees' legal environment by the presence in state constitutions of (1) language similar to the establishment clause in the U.S. Constitution<sup>1</sup> and (2) provisions that prohibit funding for religious organizations. Although state restrictions on funding for FBOs do not interfere with DOL grants, which are federally funded, the restrictions could affect the ability of grantees to sustain grant activities with state funding. While the existence of state constitutional provisions regarding funding of religious organizations is one indicator of the legal environment, some state courts nonetheless interpret such provisions leniently and allow certain types of state funding for FBOs (Lupu and Tuttle 2003).

Only four grantees are located in states whose constitutional language is similar to the establishment clause in the First Amendment of the U.S. Constitution (Table II.10). The inclusion of such language in a state constitution has provided the basis for challenging state funding of FBOs.

While charitable choice provisions and recent court cases have relaxed federal restrictions on the funding of FBOs, many state constitutions prohibit such funding. Ten of the 16 grantees are located in states with a constitutional provision prohibiting the funding of religious organizations. Some grantees, such as Anne Arundel and Cumberland counties, operate in states with restrictions on funding for "places of worship and ministry" while other WIBs, such as Pinellas County, operate in states with more general restrictions that prohibit funding for "any sectarian institution." Four WIB and intermediary grantees (Manchester, STRIVE, Hartford, and CREC) are located in states without language similar to the establishment clause and without restrictions on state funding of FBOs.

While the legal environment is a reflection of the state constitutional framework regarding the funding of FBOs, the political environment is defined by state political leaders' acceptance and support of faith-based initiatives. Many states have created a liaison or office for faith-based initiatives to facilitate connections between the government and FBOs. The existence of a liaison or office is one indicator of the political context for grantees implementing the DOL grant. All but two of the grantees are located in states with either a liaison or office for faith-based and community initiatives (Table II.10). Seven grantees are located in states with a liaison, and seven are located in states with an office for faith-based and community initiatives. These faith-based and community initiative liaisons and offices are typically created within the governor's office. Manchester and San Diego County are the only grantees in a state without a faith-based liaison or office.

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<sup>1</sup> The establishment clause prohibits a government from making any law related to the establishment of religion or that infringes on an individual's right to practice religion. It is the constitutional basis for many of the challenges to government programs that involve financial support of FBOs.

Most of the grantees described support from local political leaders when they applied for and began implementing the DOL grant; in a few locations, political leaders raised concerns regarding the use of FBOs to provide workforce development services. One site described collaborations with FBOs as a “politically charged issue” but decided to apply for the grant once it received the support of key government officials. Despite initial reservations in some locations, other grantees did not report any major political obstacles in applying for or receiving the grant.

**Table II.10. Grantees’ Legal and Political Environment**

Grantees	Establishment Clause in State Constitution	“No-Funding Clause” in State Constitution	State Liaison or Office of Faith-Based Initiatives
<b>WIB Grantees</b>			
Anne Arundel County, Maryland	Yes	Yes	Liaison
Cambridge, Massachusetts	No	Yes	Liaison
Cumberland County, New Jersey	No	Yes	Office of Faith-Based and Community Initiatives
Denver, Colorado	No	Yes	Liaison
Hartford, Connecticut	No	No	Office of Faith-Based and Community Initiatives
Houma, Louisiana	Yes	No	Liaison
Lansing, Michigan	No	Yes	Office of Faith-Based and Community Initiatives
Manchester, New Hampshire	No	No	None
Ottawa County, Michigan	No	Yes	Office of Faith-Based and Community Initiatives
Pinellas County, Florida	Yes	Yes	Liaison
San Diego County, California	Yes	Yes	None
Washington, DC	N/A	N/A	Liaison
<b>Intermediary Grantees</b>			
ACEnet, Ohio	No	Yes	Office of Faith-Based and Community Initiatives
CREC, Hartford, Connecticut	No	No	Office of Faith-Based and Community Initiatives
Good Samaritan Ministries, Ottawa County, Michigan	No	Yes	Office of Faith-Based and Community Initiatives
STRIVE, New York	No	No	Liaison

Source: Lupu and Tuttle (2003) and website of White House Office of Faith-Based and Community Initiatives (<http://www.whitehouse.gov/government/fbci/>)

N/A: not available

## CHAPTER III

### GOALS FOR COLLABORATIONS WITH FBCOs

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The workforce investment system was established to help job seekers find employment and advance in their careers while responding to employers' needs for human resources and labor market information. In making grants to promote collaboration between the workforce investment system and FBCOs, DOL hopes to expand the system's ability to provide employment services to a range of clients. Specifically, the grants are intended to "encourage the formation of long-term partnerships...that meet an unmet community need related to hard-to-serve populations, ex-offender re-integration, and employment and welfare to work" (*Federal Register* 2004). In the context of these broad aims, WIB and intermediary grantees have defined a variety of goals for their individual collaboration projects. Grantees have also established quantitative performance measures for employment and training outcomes among people who receive services through the grants.

In this chapter, we describe grantees' goals and performance measures for their collaborations with FBCOs. We begin by discussing the overall goals grantees have established for their projects (Section A) and then describe the ways grantees developed their project goals (Section B). The chapter concludes with an overview of grantees' plans for measuring the results of their collaborations with FBCOs (Section C).

#### **A. PRIMARY GOALS FOR COLLABORATIONS**

Grantees' project goals generally echo DOL's objectives and focus on three main themes: (1) increasing access to the workforce investment system among underserved populations or in new locations, (2) providing new or enhanced services to job seekers, and (3) promoting FBCOs' organizational capacity and enabling their ongoing participation in the workforce investment system. Simply by making subawards to FBCOs, grantees address all three goals to some extent. However, the relative emphasis on these goals, and the resulting design of individual collaborations, differs among grantees.

Table III.1 shows the primary goals articulated by each grantee. A majority of WIB and intermediary grantees intend mainly for their collaborations to help increase access to the workforce investment system among new populations or in new locations (13 grantees in all). New or enhanced services are a priority for 6 grantees, and the same number is focusing primarily on increasing FBCO capacity. Most grantees focus on two primary goals. Hartford, San Diego County, CREC, and STRIVE have focused principally on one goal.

## 1. Increasing Access to the Workforce Investment System

A core principle of WIA is that anyone requiring employment assistance should be able to access it through One-Stop centers. According to staff interviews and grant applications, many WIB and intermediary grantees expect that collaborations with FBCOs will make the workforce investment system more accessible to people who might benefit from its services. Staff at most grantee organizations noted that providing assistance to people who are hard-to-serve or who live far from One-Stop centers can be difficult. Specific barriers to One-Stop system access may include:

- ***Communication Problems Due to Differences in Language and Culture.*** Non-English speakers or speakers with limited English proficiency sometimes cannot access One-Stop services because centers lack staff with the relevant language skills. Cultural differences can also make communication between One-Stop staff and customers difficult.
- ***Intimidation, Stigma, or Distrust of Government.*** Some people may be daunted by the formality of the One-Stop center environment, or they may associate the One-Stop system with the stigma of welfare programs. Recent immigrants, refugees, and undocumented aliens who have had negative experiences interacting with the U.S. or other government may feel trepidation about accessing services from a public agency.
- ***Location and Lack of Transportation.*** People may have difficulty accessing One-Stop centers if they are not located nearby. In some areas, limited public transportation can make travel to One-Stop centers impractical. Migrant farmworkers, who are highly mobile and often lack transportation, are also likely to find it difficult to access One-Stop center services. Incarcerated offenders preparing for release cannot use One-Stop centers outside of the incarceration facility.
- ***Limited Awareness of the One-Stop System.*** People may not take advantage of One-Stop services simply because they do not know about the workforce investment system or do not recognize that they are eligible for employment assistance.

**Table III.1. Primary Goals for Collaboration Projects**

	Increase Access		Enhance Services	Build FBCO Capacity
	New Populations	New Locations		
<b>WIB Grantees</b>				
Anne Arundel County, Maryland	X	X		
Cambridge, Massachusetts	X			X
Cumberland County, New Jersey		X		X
Denver, Colorado		X		X
Hartford, Connecticut	X	X		
Houma, Louisiana		X	X	
Lansing, Michigan	X		X	
Manchester, New Hampshire	X			X
Ottawa County, Michigan		X	X	
Pinellas County, Florida	X	X		
San Diego County, California		X		
Washington, DC		X	X	
<b>Intermediary Grantees</b>				
ACEnet, Ohio	X		X	
CREC, Hartford, Connecticut		X		
Good Samaritan Ministries, Ottawa County, Michigan			X	X
STRIVE, New York				X
<b>Total</b>	<b>7</b>	<b>10</b>	<b>6</b>	<b>6</b>

Source: Interviews with grantees

- Limited Ability to Use One-Stop Centers.** To use some services at One-Stop centers, customers must be self-directed. For example, job listings and other informational services at One-Stop centers are typically available via computer. Customers unfamiliar with information technology may not be able to use computer services without substantial assistance. Illiteracy may be another barrier to the use of One-Stop center services.

Grantees hope that FBCOs will help address the above barriers to access and thereby link customers to the One-Stop system, so that they can take advantage of existing services. Their collaboration projects tend to reflect a particular focus on one or more of these impediments. Some grantees, for example, aim to remove linguistic and cultural barriers to One-Stop center access by collaborating with organizations experienced in serving particular ethnic groups. Others intend to reduce the intimidation, stigma, and distrust people may

feel about availing themselves of the services offered at One-Stop centers by having employment assistance provided through FBCOs, which may be perceived as more welcoming.

Several grantees are attempting to enhance access by expanding the reach of workforce investment services in specific locations or neighborhoods. Targeted locations include census tracts or neighborhoods that are economically disadvantaged and areas that are distant from existing One-Stop centers. FBCOs may be able to use their established presence in or familiarity with these locations and neighborhoods to reach people not currently served by the One-Stop system.

Finally, a few grantees have enlisted FBCOs to help make workforce investment services easier to use, relying on the FBCOs themselves to provide individualized assistance to customers. FBCOs operating mini-One-Stop centers or computer labs, for example, have hired staff to help customers take advantage of these services. Other grantees have enlisted FBCOs to offer courses in adult literacy or computer literacy. Such classes not only can help clients develop the skills needed to access One-Stop services but may also improve their chances of finding employment.

## **2. Providing New or Enhanced Services**

Many grantees have identified gaps in the services currently offered by the One-Stop system and are aiming to address these gaps through collaborations with FBCOs.

**Support Services.** Staff in some grantee sites noted that One-Stop centers are not always equipped to serve customers who face employment obstacles related to basic needs such as lack of food, housing, child care, transportation, and clothing. While it is not uncommon for One-Stop centers to offer supportive services either directly or through referrals, the centers may not have the staff capacity to provide such assistance consistently or intensively over time. Many FBCOs provide these types of services or are connected with other organizations that can provide them.

**Soft-Skills Training.** While some One-Stop centers do offer training in appropriate behavior at work (soft skills), those trainings are usually not provided in the depth needed by some job seekers. FBCOs often offer multi-week training programs in soft skills.

**Comprehensive, Personalized Assistance.** Some grantees that hope to fill service gaps through collaboration with FBCOs expect FBCOs to offer more comprehensive and personalized services than are generally available at One-Stop centers. FBCOs often work one-on-one with clients addressing multiple barriers to work. FBCOs may also offer mentoring for clients—from staff or volunteers—to help promote successful job searches and retention.

**Services for Clients Not Currently Served by the One-Stop System.** In some sites, FBCOs are expected to offer intensive services to populations not currently served by the One-Stop system. One such population is persons preparing for release from prison. Some One-Stop services are not available to undocumented aliens.

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**Specialized Services.** A few grantees aim to enhance existing One-Stop center offerings by contracting with FBCOs to provide specialized rather than comprehensive services. These services are intended to complement services already available at the One-Stop centers or increase the number of providers for services in high demand. Three grantees, for example, have subawarded funds to one or more FBCOs primarily for instruction in English as a second language (ESL). Other examples of specialized services offered by FBCOs include literacy tutoring, computer training, and translation.

**Additional Services for Employers.** One grantee, Ottawa County, is aiming specifically to enhance services not only for job seekers but also for employers through its collaboration with FBCOs. A major goal of the effort is to help connect employers with potential employees who are “work ready” and have the support necessary to retain their jobs. The project also involves training for employers to help them successfully supervise and support employees who may face obstacles related to poverty.

### **3. Promoting FBCO Capacity and Participation in the Workforce Investment System**

WIB and intermediary staff cited the development of FBCOs’ service and management capacity as another broad goal of their collaboration projects. Enhancing FBCO capacity is seen as important for ensuring the provision of high quality services and increasing the likelihood that collaborations can be sustained. (DOL hopes that collaborations established between FBCOs and the workforce investment system will continue without further grant funding.) In some sites, staff described their current collaborations as either a test of the feasibility of working with FBCOs or an opportunity to identify the most appropriate role for grassroots organizations within the workforce investment system.

Grantees’ aims related to FBCO service capacity include augmenting the number of people the organizations assist and improving the service delivery skills of FBCO staff. In some cases, WIBs and intermediaries expect FBCO subawardees to increase their client base substantially. The funding and technical assistance provided to these organizations is intended to help them “scale up” their service provision so that people not currently reached by the One-Stop system will be able to receive assistance.

Grantees also aim to help FBCOs become more sophisticated in their ability to seek funding, manage finances, and monitor performance. Grantee staff believe that improved management capacity will enable FBCOs to become longer-term partners with the workforce investment system. Improving FBCOs’ ability to secure revenue from government and nongovernment sources is particularly important for sustaining collaborations, as funding received through WIBs or intermediaries represents the dominant share of some FBCOs’ revenue.

A few grantees consider expanding FBCOs’ organizational and service capacity to be a strategy for increasing competition for WIA contracts that may not necessarily be targeted to grassroots organizations. These grantees hope that FBCOs will become viable participants

in future procurements so that the WIB does not need to rely on a limited pool of organizations that frequently serve as WIA contractors.

## **B. ESTABLISHING GOALS**

Staff at WIBs and intermediaries generally appeared to view their collaboration with FBCOs not as an end in itself but rather as a way to address needs previously identified in local workforce investment areas. Federal funding to support collaboration with FBCOs offered an opportunity to augment workforce investment services through subawards to grassroots organizations. WIB or intermediary administrators thus typically based their goals for collaboration projects both on an interest in enhancing access or adding services to their workforce investment areas and on the specific guidelines issued by DOL.

Two WIB grantees in locations where intermediary organizations had previously received DOL grants—Hartford and Ottawa—reported that their experience with intermediary grants influenced plans for their WIB grants. The Hartford WIB is using grant funds to expand the population served through Opening Doors, an English as a Second Language and job search program established with intermediary grant funding to CREC. In Ottawa County, administrators at the WIB and intermediary (Good Samaritan Ministries) focused their plans for the WIB grant on retention support and involved employers early in the planning process. Both steps were intended to address lessons learned through the intermediary grant awarded earlier to Good Samaritan Ministries.

## **C. MEASURING RESULTS**

For the 12 grants it awarded to WIBs, DOL established an overall objective of helping 2,000 people find or advance in employment (Federal Register 2004). (DOL did not set quantitative employment goals for its grants to intermediaries.) Table III.2 summarizes the quantitative performance measures that individual grantees have established for service delivery, participant employment, and retention and advancement. These objectives are similar to the four major WIA performance measures—for employment rates, job retention, earnings change, and credential rates among clients—although not all grantees have established goals in all four performance categories. WIBs and intermediaries receiving collaboration grants have set goals of serving between 80 and 600 clients through their collaboration projects, with most expecting to serve 150 to 250 clients.

Thirteen of the 16 grantees have established overall employment placement goals. Across all local workforce investment areas nationwide, performance objectives for client employment rates are typically in the 60 to 80 percent range (D'Amico 2004). Reflecting the multiple barriers facing many of the populations served by the grants, the majority of the grantees proposed employment goals of between 33 and 55 percent, below the typical range. However, four grantees established performance goals between 70 to 100 percent. These are ambitious goals for the populations served.

**Table III.2. Performance Measures for Collaboration Projects**

<b>Grantee</b>	<b>Service Provision</b>	<b>Employment</b>	<b>Retention/Advancement</b>
<b>WIB Grantees</b>			
Anne Arundel County	Serve 250 people Train 100 people	Place 180 people (72 percent)	81 percent retention at six months Average earnings increase of \$3,250
Cambridge		Place 150 people	75 percent retention at six months
Cumberland County	Serve 540 people	Place 180 people (33 percent)	80 percent retention at six months
Denver		Place 200 people	85 percent retention at six months, 75 percent at 12 months
Hartford	Serve 600 people	Place 250 people (42 percent)	80 percent retention at three months 10 percent wage increase
Houma	Serve 275 people		
Lansing	Serve 250 people		
	Serve 80 people	Place 40 people (55 percent)	75 percent retention at six months 25 percent advancement
Ottawa County	Placement services to 150 people GED, ESL, or literacy services to 70 people	Place 105 people (70 percent)	75 percent retention at three months
Pinellas County		Place or advance 200 people	75 percent retention at six months
San Diego County	Serve 80 people	Place 66 people (82 percent)	78 percent retention at three months
Washington		Place 150 people	70 percent retention at six months 90 percent wage increase
<b>Intermediary Grantees</b>			
ACEnet	Placement services to 75 people Training to 90 people	Place 75 people (100 percent)	100 percent retention during grant period 60 people to enter higher education or advanced training 90 people to show increase in literacy or numeracy
CREC, Hartford	Enroll 600 people ESL or employment readiness training to 420 people	Place 325 people (54 percent)	
Good Samaritan Ministries, Ottawa County	Pre-placement counseling to 150 people Post-placement counseling to 50 people Personal coaching or financial counseling to 30 people Immigration services to 100 people ESL or adult basic education to 96 people	Place 75 people (50 percent)	70 percent retention at three months
STRIVE	Serve 120 people		

Sources: Grantee proposals and interviews with grantees

Grantees' goals for retention of employment after a specified time period (which varies) range from 70 to 100 percent, with most goals between 75 and 85 percent. These are ambitious goals given that nationwide the typical retention goals for all populations lie between 65 and 85 percent (D'Amico 2004).

Most grantees also have established outcome objectives for individual FBCOs. Some staff members considered the formulation of objectives an important part of the capacity-building process for FBCOs. According to this view, because WIBs are expected to meet performance goals, FBCOs wishing to participate in the workforce investment system should also be held accountable for performance. Some grantees, based on overall project goals, have imposed specific goals on FBCOs receiving subawards. Others asked FBCOs to put forward their own goals when submitting proposals. Typically, quantitative objectives vary among subawardees within a single site depending on factors such as the organizations' existing capacity and the populations to be served.

In some cases, the service objectives established for FBCOs are ambitious, especially given FBCOs' relative lack of experience as service providers. For example, among the five subawardees in Houma, four have not previously provided employment services, but they are contracted to work with up to 50 participants each. Similarly, in Lansing, an FBCO that had no paid staff and a small client population is expected to serve 70 clients over the course of its 12-month contract.

Grantees plan to measure the results of collaborations through regular monitoring of FBCOs' performance and qualitative assessments of FBCOs' capacity and connections with the workforce investment system. Grantees are requiring FBCOs to provide periodic reports of quantitative outcomes either directly or via intermediaries. The reports generally mirror the information that grantees are required to report to DOL, which requests data such as the number of clients receiving specific types of services, clients' demographic characteristics, and the number of clients placed in employment or training. Although outcomes for people served through the collaborations will be tracked, grantees are not obligated to include these clients in tabulations for WIA performance measures.

### **Key Findings: Goals for Collaborations with FBCOs**

- Grantees hope to achieve three main goals: (1) expand access to the workforce investment system, (2) fill service gaps, and (3) build FBCO capacity to increase the likelihood that collaborations could be sustained.
- Grantees have established overall performance measures for their collaboration projects, focusing on service provision, employment, and retention and advancement. Most grantees also established outcome objectives for individual FBCOs. In some cases, the objectives established for FBCOs appear

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ambitious, given the organizations' relative lack of experience as service providers.

In most sites, FBCOs are expected to enter service delivery and outcome data directly into WIB management information systems. A small number of sites have attempted to ease the administrative burden for subawardees by asking intermediaries to enter the performance data into the system so that FBCOs need provide only written reports. Staff at some intermediary grantees, however, do not have access to the local WIB's management information system. These grantees have tracked performance data separately from the WIB system through paper reports.

While grantees plan to monitor employment outcomes among clients served by FBCOs, most indicated that they would not judge their collaborations solely (or primarily) on these outcomes. Grantees are also interested in ascertaining whether changes have occurred with respect to the extent of partnerships with FBCOs, FBCOs' organizational capacity, and underserved populations' access to the workforce investment system. Grantees reported that they will consider growth in the number of FBCOs interacting with One-Stop centers as an indicator of increased partnerships. They have less specific plans for measuring increased access and improved organizational capacity but expect to rely on a combination of service data (e.g., the number of people using services at mini-One-Stop centers) and qualitative assessments (e.g., whether collaborations with FBCOs extend beyond the grant period and FBCOs secure other funding) to determine if access and organizational capacity goals have been achieved.



## **CHAPTER IV**

# **STRATEGIES TO DEVELOP AND SUSTAIN COLLABORATIONS**

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**D**eveloping collaborations with FBCOs and other partners in the workforce investment system is not easy. Concerns about FBCOs' participation in government-funded programs, lack of familiarity and distrust between FBCOs and government agencies, and FBCOs' lack of capacity can all pose barriers to collaborations. Indeed, to date, FBCOs have played a limited role in the workforce investment system. The purpose of this chapter is to describe the grantees' efforts to develop and sustain relationships between FBCOs and workforce investment system partners.

This chapter begins by describing the process of identifying FBCOs to be recruited for subawards (Section A). It then outlines the procurement process (Section B). Section C discusses the efforts made by grantees to build and nurture relationships between FBCOs and workforce investment system partners. The chapter concludes with a discussion of efforts to build the capacities of FBCOs as a means of sustaining FBCOs' relationships with workforce investment partners (Section D).

### **A. IDENTIFYING FBCOs**

The first step in developing collaborations with FBCOs is to identify potential FBCOs with which to partner. The WIB grantees were required to identify FBCOs by "resource mapping," which involves the creation of lists of existing and potential FBCOs that provide relevant services in specific geographic areas. The lists may be used to recruit FBCOs to apply for subawards.

Nearly all WIB and intermediary grantees relied exclusively on existing lists of FBCOs to create the list of potential FBCO subawardees. Use of existing lists often allowed the grantees to identify a large number of FBCOs without expending much effort. Grantees obtained lists from the following sources (Table IV.1):

1. ***Established Faith- and Community-Based Organizations.*** Seven grantees (four WIBs and three intermediaries) contacted established faith- or community-based organizations for lists of FBCOs. Typically, the organizations were not grassroots organizations but rather larger organizations that organized networks of grassroots FBCOs. For example, the WIB in Anne Arundel County contacted United Faith Charities, an organization that hosts an FBCO conference, to obtain its contact list. STRIVE obtained a list of FBCOs from a local organization that included a network of 240 churches.

**Table IV.1. Sources of Existing Lists of FBCOs**

Grantees	Established Faith and Community-Based Organizations	Intermediaries	Government Organizations	Number of FBCOs Identified <sup>a</sup>
<b>WIB Grantees</b>				
Anne Arundel County, Maryland	X		X	300
Cambridge, Massachusetts		X		400
Cumberland County, New Jersey				11
Denver, Colorado		X		N/A <sup>b</sup>
Hartford, Connecticut	X			65
Houma, Louisiana				N/A <sup>b</sup>
Lansing, Michigan			X	640
Manchester, New Hampshire				117
Ottawa County, Michigan		X		250
Pinellas County, Florida	X		X	N/A <sup>b</sup>
San Diego County, California	X			135
Washington, DC			X	200
<b>Intermediary Grantees</b>				
ACEnet, Ohio	X			20-30
CREC, Hartford, Connecticut	X			65
Good Samaritan Ministries, Ottawa County, Michigan		X		800
STRIVE, New York	X			240
<b>Total</b>	<b>7</b>	<b>4</b>	<b>4</b>	

Source: Interviews with grantees

<sup>a</sup>Indicates number of FBCOs identified through existing lists or resource mapping activities.

<sup>b</sup>N/A indicates that the information was not available.

2. ***DOL Grant Intermediaries.*** Four of the grantees used existing lists developed by DOL grant intermediaries. For example, in Cambridge, the Institute for Community Inclusion, a 2003 intermediary grantee and a partner in the 2004 Cambridge WIB grant, created a list of FBCOs and an electronic list serve of about 400 FBCOs. In Ottawa County, Good Samaritan Ministries maintained a database of 800 FBCOs. The Ottawa County WIB grantee used a subset of same list.
3. ***Government Organizations.*** Four grantees, all WIBs, contacted government organizations to find lists of FBCOs. For example, Lansing obtained a city of Lansing database of over 600 congregations and CBOs in the area.

Three grantees developed an original database of FBCOs. Each outlined a systematic process but took a different approach.

1. The Manchester WIB conducted the most extensive resource mapping effort. Its intermediary, Odyssey Youth Rebuild, used several strategies for systematically identifying FBCOs. It surveyed local FBCOs, conducted three focus groups of community leaders, held individual meetings with community leaders, and met with staff at organizations such as the YMCA, and the Manchester Clergy Association. Odyssey also attended two community events to network with FBCOs. From the information it gathered, Odyssey developed a resource directory of 117 FBCOs.
2. In San Diego County, All Congregations Together (ACT) developed a database of 135 FBCOs by using lists of organizations that belong to ACT. The database of FBCOs was developed from a variety of sources—ACT’s existing membership list, lists from other community collaboratives and associations, the local public librarian, and informal networking.
3. Hartford developed a database of 65 FBCOs by contacting local coordinating agencies and searching the telephone book.

We observed the full spectrum of approaches—from minimal to extensive efforts. According to grantees, several factors guided their approaches. The first factor was the grantee’s goals. Grantees that wanted to collect detailed information about local service needs and the services provided by FBCOs conducted more intensive resource mapping than those that just wanted the information for the procurement. The second factor was the grantee’s perceptions of the challenges of recruiting FBCOs. Those with more realistic expectations of the challenges conducted more intensive resource mapping. Finally, when existing lists were available, grantees tended to rely on those instead of developing new ones.

## **B. PROCURING PARTICIPATION OF FBCOS**

The goal of procurement was to recruit a large pool of qualified applicants from which to select subawardees. A large pool of qualified applicants provides a grantee with greater choice of subawardees.

Grantees faced considerable time pressure to complete the recruitment process. Given that the WIB grants lasted only 18 months and the intermediary grants only 12 months (before the extensions), FBCOs needed to start serving clients as soon as possible in order to meet the grants' goals. Most grantees needed two to three months to complete the procurement process. Of the 12 WIB grantees, two had signed their subawards by October 2004, six signed their subawards in December, three signed in January 2005, and one did not sign the last subaward until March 2005, eight months after the grant was awarded in July 2004.

Most WIB grantees conducted the procurement process themselves, although some WIB grantees with intermediaries delegated nearly all of the procurement activities to their intermediaries. For example, the Pinellas County WIB grantee delegated most of the procurement activities to its intermediary, Catholic Charities of St. Petersburg, but still maintained a say in the choice of subawardees.

The procurement process included six steps: (1) informing FBCOs of subaward opportunities, (2) developing a request for proposals (RFP), (3) organizing a bidders' conference, (4) providing technical assistance to subaward applicants, (5) reviewing applications and announcing subawards, and (6) developing formal agreements with FBCOs.

## **1. Informing FBCOs of Subaward Opportunities**

WIBs informed FBCOs about subaward opportunities by using a combination of strategies. The most commonly used strategy was to mail announcements about the subawards to all identified FBCOs (Table IV.2). WIBs used other strategies such as newspaper advertisements, personal contacts, and Web-based announcements, often in combination with mass mailings. Below we describe the primary outreach strategies used by WIBs.

- ***Mailings/Fliers.*** Mass mailings allowed grantees to inform a large number of FBCOs about subaward opportunities. Fifteen grantees relied on mass mailings. The number of announcements sent by sites ranged from 20 to 800. Ottawa County sent fliers to about 800 FBCOs identified through a DOL intermediary grant. ACEnet mailed information packets to 20 to 30 local FBCOs.
- ***Newspaper Advertisements.*** Like mass mailings, newspaper advertisements reach a large number of FBCOs. Twelve grantees advertised subawards in one or more local newspapers. For example, Anne Arundel County advertised in three local newspapers.
- ***Personal Contacts.*** According to FBCO staff whom we interviewed, many applied for subawards after the WIB or intermediary invited them to apply. Eleven grantees said that they made personal contacts with local FBCOs. In Cumberland County, One-Stop center staff personally contacted the 11 FBCOs funded under a previous DOL grant.

- **Web-based activities.** Posting subaward announcements on Web sites of the WIB or its partners or sending electronic notifications through e-mail list serves were other common outreach strategies. Half of the grantees used a Web-based activity to announce subawards. For example, Pinellas County posted an announcement on the WorkNet and Catholic Charities Web sites. Cambridge used a combination of outreach strategies, including sending Internet notices to a list serve of local FBCOs created by its intermediary.
- **Other.** Four sites used other strategies to announce subawards. For example, in Hartford, two state politicians endorsed WIB grant efforts and announced subaward opportunities. In Houma, a local newspaper ran an article about the DOL grant and subaward opportunities after the WIB held a press conference

**Table IV.2. Strategies for Recruiting FBCOs used by WIB and Intermediary Grantees**

Grantees	Mailings/ Fliers	Newspaper Advertisements	Personal Contacts	Web-based Activities	Other
<b>WIB Grantees</b>					
Anne Arundel County, Maryland	X	X		X	
Cambridge, Massachusetts	X		X	X	
Cumberland County, New Jersey	X	X	X		X
Denver, Colorado	X		X		
Hartford, Connecticut	X	X			
Houma, Louisiana		X			X
Lansing, Michigan	X	X		X	X
Manchester, New Hampshire	X	X	X	X	
Ottawa County, Michigan	X	X	X	X	
Pinellas County, Florida	X	X	X	X	
San Diego County, California	X		X	X	
Washington, DC	X	X	X		
<b>Intermediary Grantees</b>					
ACEnet, Ohio	X	X	X		
CREC, Hartford, Connecticut	X	X			
Good Samaritan Ministries, Ottawa County, Michigan	X	X	X	X	X
STRIVE, New York	X		X		
<b>Total</b>	<b>15</b>	<b>12</b>	<b>11</b>	<b>8</b>	<b>4</b>

Source: Interviews with grantees

to announce subawards. The headline in the newspaper read, “Workforce Group Gets \$500,000 Grant to Help Change Lives.” In Lansing, FBCOs heard about subaward opportunities during a weekly radio show. Cumberland County advertised subaward opportunities on a local cable television station.

## **2. Developing a Request for Proposals**

Most grantees developed an RFP for subawards with little input from other organizations. Three grantees organized meetings to discuss the subaward application process with organizations outside the workforce investment system.

- In Anne Arundel County, the WIB created a planning and implementation committee that included representatives from the detention facilities, public housing, and state social services department—all active community partners involved with the grant.
- In Cambridge, the WIB held a pre-RFP brainstorming meeting with representatives of a few FBCOs. One of the reported purposes of the meeting was to seek input from FBCOs for crafting the RFP.
- The San Diego County WIB held a roundtable with local FBCOs the year before it received the collaboration grant to discuss local resources and needs, especially regarding such special populations as refugees and immigrants. The WIB considered this information when designing the project's scope and approach.

According to WIBs in Anne Arundel County and Cambridge, grantees incorporated suggestions made during preplanning activities into the application process. In Manchester, the intermediary, Odyssey Youth Rebuild, offered advice on RFP wording.

The RFPs for subawards typically described the project, the requirements for subawards, and the steps for completing the application. While RFPs vary, they generally included the following information: a description of the grant goals, expectations for subawards, time line for completing grant activities, required information (including page length), and how applications would be judged.

Typically, the RFPs required FBCOs to respond by writing four to six detailed sections (e.g., statement of the issues, organizational capacity, proposed activities, project time line, and reporting requirements) and submitting a detailed budget and description for how funds would be spent. Grant applications were typically about 10 pages.

Grantees simplified the RFP language and application requirements to encourage FBCOs to apply. A few sites took additional steps to tailor the application to the needs of FBCOs. For example:

- Denver, the site with the highest number of grant applicants (43 FBCOs), required only three pages of written text in the applications for subawards.
- Ottawa County increased the number of grant applicants by using a two-step process. FBCOs first submitted an “application of interest” letter. Stronger applicants were then invited to submit a full application. Ottawa County had the second-highest number of applicants—31 applied.
- Cambridge included FBCOs in the planning process. WIB staff met with FBCOs to seek their input for crafting the RFP and overall grant activities.

In general, the RFPs written by intermediaries were viewed as easier for FBCOs to respond to than those prepared by WIB grantees. In Hartford, the RFP issued by the WIB grantee was more complicated than the one issued previously by CREC, an intermediary grantee. In Manchester, the intermediary suggested some simplifying language for the RFP.

FBCOs typically had a short period of time in which to apply for subawards. The length of time between the release of the RFPs and the application deadline ranged from two weeks (Pinellas County) to two months (Cambridge, Denver, and San Diego County).

### **3. Bidders’ Conferences**

All but one grantee held bidders’ conferences, which offered several benefits. First, the conferences provided FBCOs with an opportunity to learn about grant goals and subaward opportunities. Grantees described the target population, application process, FBCO requirements, and resources available to assist with applications. Second, the conferences provided FBCOs with an opportunity to ask questions. Third, the conferences introduced FBCOs to the workforce investment system.

Four WIB grantees held bidders’ conferences at the One-Stop centers or involved One-Stop center administrators. The involvement of One-Stop center administrators seemed to increase the administrators’ buy-in to the project. No intermediary grantee included One-Stop center representatives in the bidders’ conferences.

Relative to the magnitude of grantees’ attempts to reach FBCOs, few FBCOs attended the bidders’ conferences. With the exception of DC, the WIB grantees estimated that only about 10 to 25 individuals attended each conference. DC’s turnout was noteworthy—about 50 people—probably because DC capitalized on its extensive networks with FBCOs made possible by previous grant efforts to promote collaborations.

### **4. Technical Assistance during Procurement**

Many FBCOs had limited or no experience with either writing grant applications or working with the workforce investment system. Half of the study grantees provided some technical assistance to FBCOs during the procurement process (Table IV.3). Grantees that

were intermediaries or that partnered with intermediaries were more likely to provide technical assistance during procurement.

Technical assistance during procurement generally took two main forms: assisting FBCOs with the preparation of grant applications and providing information about the One-Stop system. As for the first:

- San Diego County held four grant-writing technical assistance sessions during the procurement period.
- ACEnet, an intermediary grantee in Athens, Ohio, held a grant-writing seminar at the same time as the bidders' conference.

**Table IV.3. Application Process for Subawards**

Grantees	External Input Into the Planning Process	Held Bidders Conference	Involved One-Stop Center	Provided Technical Assistance
<b>WIB Grantees</b>				
Anne Arundel County, Maryland	X	X	X	
Cambridge, Massachusetts	X	X	X	X
Cumberland County, New Jersey		X	X	
Denver, Colorado		X		X
Hartford, Connecticut		X		
Houma, Louisiana		X	X	
Lansing, Michigan		X		X
Manchester, New Hampshire		X		X
Ottawa County, Michigan		X	X	X
Pinellas County, Florida		X		
San Diego County, California	X	X		X
Washington, DC		X		
<b>Intermediary Grantees</b>				
ACEnet, Ohio		X		X
CREC, Hartford, Connecticut		X		
Good Samaritan Ministries, Ottawa County, Michigan		X	X	X
STRIVE, New York				
<b>Total</b>	<b>3</b>	<b>15</b>	<b>6</b>	<b>8</b>

Source: Interviews with grantees

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- In Cambridge, the Institute for Community Inclusion provided technical support to all of the FBCOs that received awards, providing extensive support to some. For example, it reviewed several drafts of an FBCO's subaward application.
  - Several WIBs asked many questions of applicants, provided detailed feedback on applications, and required multiple rounds of revisions to the applications.
  - In Ottawa County, the intermediary organization collaborating on the WIB grant, Good Samaritan Ministries, offered training on grant writing and assistance to individual FBCOs preparing applications.

As for the second type of technical assistance, WIBs introduced FBCOs to One-Stop centers. In Houma, One-Stop center administrators agreed to be available to FBCOs to respond to questions. One FBCO applicant reportedly talked about the application with the One-Stop center director five or six times. The involvement of staff from the One-Stop centers in the provision of technical assistance during the grant-writing process was one way to involve the One-Stop centers early on in the collaboration.

In some sites where technical assistance was available, those that provided the technical assistance said that few FBCOs requested their help. FBCOs that did use technical assistance said that it was helpful.

## **5. Selecting FBCOs for Subawards**

Grantees created explicit criteria—typically included in the RFP—to score the FBCO applications, and relied on multiple reviewers to evaluate them. Nearly all of the grantees used staff from different agencies—WIB board members, One-Stop system administrators, intermediary staff, and community partners—as reviewers. Generally, at least three people reviewed each application.

In many sites, competition for subawards was not intense. Many grantees expressed disappointment with the number of applications they received. An insufficient number of qualified applicants led Manchester to plan a second round of procurements.

Grantees suggested that the following factors may have discouraged FBCOs from applying for subawards:

- FBCOs lacked the resources and time to apply for grants, particularly in sites with a short application period.
- Several grantees, particularly those located in city centers, indicated that few local FBCOs met DOL's definition of "grassroots FBCO" either because of their operation budget or number of staff. Hartford (WIB grantee) estimated that nearly half (7 of 15) of the FBCOs that attended the bidders' conference were ineligible to apply because of their size.

- FBCOs lacked experience with applying for and managing grants.
- FBCOs perceived that grant requirements would create more work than staff could handle.
- Some FBOs did not apply because they did not want to be constrained by the regulations accompanying federal funds that govern the delivery of services.
- Some FBCOs were concerned about the onerous reporting requirements associated with federal grants.

In total over all the grantees, there were 1.6 applicants for every subaward (Table IV.4). The number of applicants per subaward varied from 1.0 to 3.7. Three sites—Houma (WIB), Ottawa County (WIB), and STRIVE (intermediary)—funded all the FBCOs that applied. Another site, Manchester, reported that they funded all the acceptable applicants. DC had the highest turnout at the bidders' conference and, also the highest number of applicants per subaward—22 FBCOs applied for 6 subawards.

Most likely a combination of factors contributes to grantee success in recruiting FBCOs. Factors such as subaward size, whether there were previous collaborations, and whether an intermediary organization was involved do not seem to explain the variation in success across the grantees in our study.

Two factors do, however, appear to influence the success of the procurement process. First, grantees that operate in large, urban areas—such as Cambridge and DC—seem to be more successful than those in small areas (such as inner city Manchester) or more rural areas (such as Houma). However, there are exceptions. ACEnet, located in the most rural area of any site, was quite successful, while STRIVE in New York City was less successful.

Second, the recruitment of FBCOs for the subawards seems to be easiest when an organization familiar with the FBCOs in the targeted area is involved. For example, Good Samaritan Ministries in Ottawa County reported that it was easier to recruit FBCOs for its intermediary grant than for the Ottawa County WIB grant (for which Good Samaritan Ministries acted as an intermediary). Good Samaritan Ministries has an extensive network of FBCOs in the area targeted by the intermediary grant, but the WIB grant expanded the geographic area to an area in which Good Samaritan had not established a network. Cambridge, a site pleased with the number and quality of subgrant applicants, used existing networks created by the Institute for Community Inclusion to recruit FBCOs. Denver relied on two intermediaries to recruit FBCOs. The intermediary with more extensive existing networks reportedly had an easier time recruiting FBCOs than the one without such networks. The latter intermediary conducted three rounds of outreach to achieve the desired number of applicants for subawards compared with the one round conducted by the intermediary with more networks.

**Table IV.4. Number of Subaward Applicants and Ratio of Applicants to Subawards**

Grantees	Number of Applicants	Number of FBCOS Funded	Number of Applicants Per Subaward
<b>WIB Grantees</b>			
Anne Arundel County, Maryland <sup>a</sup>	9	3	3.0
Cambridge, Massachusetts	14	4	3.5
Cumberland County, New Jersey	12	9	1.3
Denver, Colorado	43	35	1.2
Hartford, Connecticut	10	7	1.4
Houma, Louisiana <sup>b</sup>	5	5	1.0
Lansing, Michigan	6	4	1.5
Manchester, New Hampshire	7	4	1.8
Ottawa County, Michigan <sup>c</sup>	10	10	1.0
Pinellas County, Florida	5	3	1.7
San Diego County, California	3	2	1.5
Washington, DC	22	6	3.7
<b>Intermediary Grantees</b>			
ACEnet, Ohio	6	3	2.0
CREC, Hartford, Connecticut	9	6	1.5
Good Samaritan Ministries, Ottawa County, Michigan	31	14	2.2
STRIVE, New York	4	4	1.0
<b>Total</b>	<b>196</b>	<b>119</b>	<b>1.6</b>

Source: Interviews with grantees

<sup>a</sup>In Anne Arundel County, four FBCOs applied for more than one subaward. As a result, 9 FBCOs submitted 16 applications for subawards.

<sup>b</sup>In Houma, 6 FBCOs submitted 5 applications for subawards.

<sup>c</sup>In Ottawa County, 10 FBCOs submitted 13 applications for subawards.

While a few of the grantees said that they were pleased with the quality of the proposals they received, grantees more commonly found many of the proposals to be poor. Disappointed with the number and quality of the FBCO applications, Manchester planned a second procurement process about four months after the initial subaward announcements. Grantees cited the following common reasons for not funding proposals: applicants did not address the statement of work, they proposed to use the funds to pay for services unrelated to the grant, they set unrealistic goals, and some applications were poorly written. One grantee received a handwritten application.

The poor quality of many applications reflects many FBCOs' inexperience and limited access to the resources needed to prepare a successful grant application. Many of the applications were written by staff who had never before prepared a grant application. In some cases, volunteers who held other full-time jobs wrote the applications.

## 6. Developing Formal Agreements

Once FBCOs were selected, grantees generally developed a formal contract or agreement based on the information included in the subaward applications. Nearly all subcontracts were cost-reimbursement awards.

The terms of cost-reimbursement awards placed a financial strain on some FBCOs. FBCOs typically have small operating budgets and limited cash flow. Cost-reimbursement arrangements stretch the financial capacities of FBCOs, particularly when reimbursements are delayed. Three of the grantees reimburse FBCOs monthly, and three reimburse quarterly. Quarterly reimbursements in particular place a financial strain on FBCOs. One staff member of a FBCO was paying for the up-front costs of setting up a mini One-Stop center out of her own pocket.

To address the cash-flow issue, nearly one-third of all grantees (three WIBs and two intermediaries) paid out a portion of the funds upfront to help the FBCOs get started. In the case of the Denver WIB grantee, total grant amounts of between \$2,500 and \$8,000 were distributed upfront. In the other sites, upfront payments ranged from 10 to 25 percent of the full subaward amount.

Subaward contracts with FBOs included language to protect the religious freedom of clients. In several of the sites—Ottawa County, Good Samaritan Ministries, and Lansing—the contracts with FBOs included information detailing the restrictions on FBOs receiving federal funds.

### Key Findings: Procuring Participation of FBCOs

- Despite using a variety of strategies to encourage FBCOs to apply for subawards, competition for subawards was generally less than grantees hoped.
- Two factors appear to positively influence the success of the procurement process—recruiting FBCOs in urban rather than rural areas and involving an organization familiar with FBCOs.
- Providing timely reimbursements, and where possible, start up funds, helps FBCOs offset the financial strain of cost-reimbursement contracts.

## C. BUILDING AND NURTURING RELATIONSHIPS

The WIB and intermediary grants are intended to foster collaborative relationships between FBCOs and other partners involved in the workforce investment system. For effective collaborations, at least four relationships need to be developed: (1) relationships between the grantee and FBCOs; (2) relationships between staff at the One-Stop centers and FBCOs; (3) relationships between employers and FBCOs; and (4) relationships among FBCOs themselves. When an intermediary is involved, the intermediary likewise needs to develop relationships with each workforce investment system partner.

### 1. Relationships between the Grantee and FBCOs

The strongest relationships were those between the grantees and FBCOs. Nearly all the grantees (nine WIB grantees and four intermediary grantees) organized or planned to organize monthly or quarterly meetings of the grant manager and FBCOs (Table IV.5). The meetings provided an opportunity to discuss the management of subawards, service delivery challenges and successes, and future grant opportunities. Ten grantees planned or carried out ongoing site visits to FBCOs to monitor FBCOs and provide technical assistance.

### 2. Relationships between the One-Stop Centers and FBCOs

For the FBCOs to be full partners in the workforce investment system, they need to develop relationships with the One-Stop centers. One-Stop center staff can then refer clients to the FBCOs for additional services. Moreover, FBCOs can refer customers to the One-Stop center for additional services that they cannot provide.

While in some of the grantee sites, the efforts to nurture the collaborations seemed to offer promise, in at least four WIB grantee sites the relationships were minimal or strained. In at least two sites, the One-Stop center administrators were unaware of the grant six months into the grant period. None of the four intermediary grantees had developed strong collaborations between the One-Stop system and FBCOs over a year into the grant period. Even in the WIB sites where the grantees were actively nurturing relationships, FBCOs and One-Stop center staff were often still uninformed about each other six months into the grant.

Developing relationships between the One-Stop centers and FBCOs is challenging for several, often-related reasons.

- ***Lack of Awareness of Services Provided.*** FBCO staff may be unaware of the services offered by the One-Stop centers. For example, in one site, FBCO staff thought that the One-Stop center could not serve clients on public assistance or clients unprepared to search for a job. Similarly, One-Stop center staff may be unaware of the services offered by FBCOs.
- ***Distrust.*** Some FBCOs did not trust the One-Stop center staff to be helpful to their clients. In one site, the FBCO staff argued that the One-Stop center staff gave poor advice to ex-offenders searching for a job. Other FBCO staff

saw the One-Stop centers as bureaucratic organizations that would not be able to provide the individualized attention that the FBCO's clients needed. Although most One-Stop center staff we spoke with trusted and respected the work of FBCOs, one or two argued that FBCOs were so concerned with meeting the client's basic needs (such as food and shelter) that they may give inadequate attention to the job search.

**Table IV.5. Relationship Building Activities Planned or Carried Out**

Grantees	Grantee-FBCO Activities		Activities Involving One-Stop Centers and FBCOs		
	Ongoing Meetings Between Grantee and FBCOs	Grantee Site Visits to FBCOs	Meetings with One-Stop Centers	Liaisons Between One-Stop Centers and FBCOs	Co-location of FBCOs in One-Stop Centers
<b>WIB Grantees</b>					
Anne Arundel County, Maryland	X	X	X		
Cambridge, Massachusetts	X		X		X
Cumberland County, New Jersey	X		X		
Denver, Colorado		X		X	
Hartford, Connecticut	X	X			
Houma, Louisiana	X	X	X		X
Lansing, Michigan	X				X
Manchester, New Hampshire		X			
Ottawa County, Michigan	X	X	X	X	
Pinellas County, Florida					
San Diego County, California	X	X	X	X	
Washington, DC	X	X			
<b>Intermediary Grantees</b>					
ACEnet, Ohio	X	X	X		
CREC, Hartford, Connecticut	X	X			
Good Samaritan Ministries, Ottawa County, Michigan	X	X			
STRIVE, New York	X				
<b>Total</b>	<b>13</b>	<b>11</b>	<b>7</b>	<b>3</b>	<b>3</b>

Source: Interviews with grantees

- 
- ***Inability of the One-Stop System to Serve Clients.*** Some FBCOs did not see the value of the One-Stop system for the clients they served. This was especially a concern for FBCOs serving undocumented aliens, who may not be eligible for some One-Stop center services.
  - ***Duplication of Services.*** Some One-Stop center staff expressed concern that the One-Stop center would provide clients with the same services already provided by FBCOs. In most sites there was no shared management information system that recorded the services a client received from either a One-Stop center or an FBCO.
  - ***Competition.*** In one site, FBCOs reported that the One-Stop system saw FBCOs as competitors.

Interestingly, no site raised any concerns about the faith-based nature of FBCOs.

Grantees that were more successful in developing relationships used the following approaches:

- ***Involved the One-Stop Centers Early in the Process.*** As discussed earlier, some grantees involved the One-Stop centers in the procurement process for the subawards. Some grantees even involved the One-Stop centers in planning for the grant application. The early involvement of the One-Stop centers in the grant process increased the centers' commitment to the collaboration.
- ***Held Regular Meetings.*** Seven grantees arranged formal meetings between FBCOs and One-Stop center administrators or staff. Four of these grantees met with One-Stop center staff while they were applying for the subawards and continue to meet with them. The other three sites met with One-Stop centers after the announcement of the subawards. In Anne Arundel County, where FBCOs operate mini-One-Stop centers, the One-Stop center administrator or staff plans to make weekly FBCO visits.
- ***Designated One-Stop Liaisons.*** Three sites have designated staff to work as liaisons to coordinate grant activities and client services between FBCOs and One-Stop centers. In San Diego County, the grantee used grant funds to hire a liaison who will help establish a referral system, facilitate access to the One-Stop center for FBCO clients, and help FBCOs develop business linkages that result in job placement. In Ottawa County, a designated liaison at the One-Stop center coordinates with FBCOs to access training and job placement services.
- ***Colocation of FBCO and One-Stop Staff.*** Three grantees plan to colocate FBCO staff in the One-Stop centers. In Cambridge, colocation of FBCO and One-Stop center staffs is intended to build capacities in both organizations and strengthen the relationships between them. The WIB requires one member of

the FBCO to collocate at least one day per week in the local One-Stop center. One-Stop center staff will collocate at least one day per week with local FBCOs.

- ***Provided Grant Funds to One-Stop Centers.*** In three sites—Cambridge, Houma, and San Diego County—the organizations that operated the One-Stop centers received some funds to participate in the collaboration. For example, in Houma, the WIB contracted with the One-Stop center operator to provide grant participants with eligibility, enrollment, and case management services.

### **3. Relationships between FBCOs and Employers**

The request for applications for the WIB grants placed an emphasis on employers by asking applicants to identify three businesses or business sectors that would collaborate with the WIB, One-Stop centers, and FBCOs to provide job opportunities to qualified clients. In their grant applications, most grantees had included letters of commitment from businesses with which they already had relationships; in fact, many of the businesses had representatives on the WIB.

Eight of the twelve WIB grantees defined target industries for their grant activities (Table IV.6). The WIBs primarily targeted seven (of the fourteen) high growth industries identified by DOL, with health care and hospitality as the two most commonly targeted industries. The WIBs identified target industries by relying on their knowledge of the local labor market or by using labor market analyses conducted by outside sources. For example, the Hartford WIB focused grant activities on the retail industry because of the job opportunities provided by the recent construction of several large retail stores in the area. The Cumberland County WIB targeted three growth industries identified in a local labor market analysis published by Rutgers University.

While the request for applications emphasized the need to identify businesses that would provide job opportunities for grant participants, only two WIB grantees—Anne Arundel and Ottawa Counties, had formal agreements with employers to provide jobs for the grant recipients (Table IV.7). By the time of our site visits, few WIB grantees had conducted activities to establish relationships with employers beyond obtaining letters of commitment for their grant proposal.

The five WIB grantees that had established employer relationships had done so through a variety of activities. In Denver, the WIB identified 20 employers willing to hire grant participants by hosting a breakfast for local employers. The Hartford WIB hired a job developer to work with the FBCO subawardees. Ottawa County currently has the most extensive effort to collaborate with employers, signing MOUs with five employers who agreed to interview grant participants, provide a liaison for individuals employed through the grant, and attend quarterly grant meetings. We describe Ottawa County's efforts and another innovative approach to collaborate with employers in the box on page 54.

**Table IV.6. Industries Targeted by WIB Grantees**

	DOL High Growth Industries <sup>a</sup>						Other Targeted Industries	
	Health Care	Retail	Hospitality	Construction	Manufacturing	Transportation		Financial Services
Anne Arundel County, Maryland								
Cambridge, Massachusetts	X		X				X	
Cumberland County, New Jersey	X		X	X				
Denver, Colorado	X		X		X	X	X	Education
Hartford, Connecticut		X						Customer service
Houma, Louisiana								
Lansing, Michigan								
Manchester, New Hampshire	X		X	X				
Ottawa County, Michigan					X			Temporary services, scrap metal
Pinellas County, Florida	X	X	X					Customer service
San Diego County, California	X		X	X			X	Maintenance services
Washington, DC								

Source: Interviews with WIB grantees.

<sup>a</sup>We include only those DOL High Growth Industries targeted by one or more WIB grantees.

Some of the WIB grantees relied on FBCOs to establish employer relationships (Table VI.7). For example, the Houma WIB required FBCOs to hire a job developer to coordinate relationships with employers. One FBCO in Houma hired a job developer to make phone calls and conduct in-person visits to employers. In Anne Arundel, career counselors hired by the FBCOs were responsible for contacting employers to establish relationships. FBCOs in Cambridge relied on the One-Stop centers, where they were co-located, for employer relationships. FBCOs for four other WIB grantees had mostly informal plans to communicate or network with employers.

The limited development of employer relationships among WIB grantees could be related to the site visits occurring soon after the FBCO subawards were made. FBCO subawardees in many sites had not yet initiated efforts to collaborate with employers at the time of the site visits. Similarly, some WIBs were planning to focus on the employer relationships at a later date. For example, the Washington, DC, WIB had plans to develop jobs for grant participants by working with the local water board and a chain of pharmacy stores.

### **Examples of Innovative Approaches to Establish Relationships with Employers**

#### **Ottawa County, MI**

Ottawa County saw the lack of involvement of employers as a drawback to the previous intermediaries grant (with Good Samaritan Ministries as the intermediary) and hence sought to address that drawback in the WIB grant. In the early stages of the grant, the WIB and Good Samaritan Ministries sought input from employers on program design. They developed brochures about the grant specifically for employers and convened a breakfast for local business leaders. Interested businesses signed a memorandum of understanding that details the responsibilities of the One-Stop centers, Good Samaritan Ministries, and employers. The employers' responsibilities include identification of a contact person, participation in quarterly meetings with FBCOs and other collaborative partners, and interviewing (but not necessarily hiring) FBCO clients served by the grant. In addition, employers receive training on how class differences can affect communication on the job and employment success among those who live in poverty.

#### **Cumberland County, NJ**

Cumberland County created a formal initiative to introduce employers and FBCOs. Soon after the subgrant awards, the WIB launched the Speakers Bureau Program. Through the program, the WIB invites employers to visit local FBCOs at lunchtime to talk with clients about potential job opportunities and how to prepare for them. Speakers Bureau lunches are scheduled monthly throughout the grant period.

The request for applications for the intermediary grant did not emphasize employers and this is reflected in the intermediary grantees' activities. None of the intermediary grantees in the study placed much emphasis on developing relationships with employers.

**Table IV.7. WIB, Intermediary, and FBCO Activities to Establish Employer Relationships**

	Activities Conducted by the Time of Site Visit		Activities Planned by WIB, Intermediaries, or FBCOs
	By WIB or Intermediary	By FBCOs	
Anne Arundel County, Maryland	Established relationship with one employer who will offer jobs for grant participants	Minimal	FBCO career counselors will communicate with local employers
Cambridge, Massachusetts	Minimal	Minimal	FBCOs rely on One-Stop centers for employer relationships
Cumberland County, New Jersey	Organized monthly speaker series for employers to speak with grant participants	Minimal	Some FBCOs contact small businesses; conduct outreach to members of their congregation who own businesses
Denver, Colorado	Hosted employer breakfast to promote grant activities; 20 employers expressed willingness to hire grant participants	Minimal	Some FBCOs plan to communicate with employers
Hartford, Connecticut	Hired job developer for the FBCOs	Minimal	
Houma, Louisiana	Minimal	FBCOs hire job developers who establish employer relationships through in-person visits and phone calls	
Lansing, Michigan	Minimal	Minimal	One FBCO will hire a job developer to develop job opportunities for clients; another will hire an employer liaison
Manchester, New Hampshire	Minimal	Minimal	Minimal
Ottawa County, Michigan	Five employers signed MOUs agreeing to interview grant participants, provide a liaison, and attend quarterly grant meetings	Minimal	Continued employer recruitment by One-Stop center
Pinellas County, Florida	Minimal	Minimal	Minimal
San Diego County, California	Minimal	Minimal	FBCOs plan to create links with local businesses
Washington, DC	Minimal	Some FBCOs have pre-existing relationships with employers	WIB has plans to work with the local water board and pharmacy chain to develop job opportunities for grant participants

Source: Interviews with WIB grantees.

#### 4. Relationships among FBCOs

One benefit of the group meetings held between the grantee and FBCOs at several sites was the forging of relationships between FBCOs. The relationships were generally collaborative rather than competitive and highly valued by FBCOs. FBCOs saw other FBCOs as sources of information, ideas, and potential referrals. In at least one site, Cumberland County, three FBCOs under the grant are planning to apply jointly for other grants.

##### **Key Findings: Building and Nurturing Relationships**

- Relationships between FBCOs and One-Stop centers were generally not well developed. Intermediary grantees, because they operate outside of the workforce investment system, found it more difficult than WIB grantees to cultivate these relationships.
- Early involvement of the One-Stop centers in the grant process appears to increase the centers' commitment to the collaborations.
- Beyond obtaining letters of commitment from employers for their grant proposals, at the time of our site visits many grantees had made only minimal efforts to establish relationships with employers.

#### **D. BUILDING FBCO CAPACITY**

For FBCOs to be active partners in the workforce investment system on a sustained basis, they must build capacity to provide services and obtain additional funding. However, most have limited or no experience in managing grants, and many have little experience in providing employment services. An explicit objective of the grant is to improve the capacity of grassroots FBCOs to manage grants and provide workforce investment services.

Grantees generally were surprised at the inexperience of many FBCOs and their need for basic capacity building. While some FBCOs have been providing services for many years, others were new organizations. At the time of the subaward, some FBCO subawardees had no paid staff, no facilities, and no experience providing the services they were asked to provide. These organizations required extensive capacity building to develop basic infrastructure, including finding locations, hiring staff, setting up accounting systems, and providing services.

The more experienced FBCOs needed less capacity building. Their needs included assistance in applying for grants, the grant's reporting requirements, and learning about the

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One-Stop system. In DC, for example, where FBCOs generally are well established, capacity building needs are less extensive.

Although the RFP for the WIB grants required grantees to describe how they would develop relationships with FBCOs that did not receive subawards, capacity-building activities were almost exclusively directed to FBCO subawardees with a few exceptions. For example, the WIB in Cambridge and the Institute for Community Inclusion are planning eight capacity-building training seminars (e.g., grant application, program development, and provision of workforce development services) for all local FBCOs.

## 1. Types of Capacity-Building Activities

Grantees typically organized mandatory trainings and orientation meetings for FBCOs, although, in most cases, FBCOs had to request help before it was provided. Staff from various workforce investment and community partners were available to help the FBCOs. In addition, FBCOs that requested help were generally pleased with the resources and information provided.

Listed below are the types of capacity-building services that grantees planned or carried out (Table IV.8).

- **Technical Assistance.** All of the grantees provided some technical assistance—assistance customized to the needs of the recipient. It took the form of, for example, help with a grant application, designing a tracking system to meet reporting requirements, setting up a computer system, or creating a job-readiness workshop. Section B.4 in this chapter describes some of the technical assistance provided during the procurement period. Cambridge offers an example of ongoing technical assistance; in that case, the One-Stop center and FBCO staff, who are colocated, planned to work together each month to complete the required monthly report. This arrangement helps train FBCO staff in how to monitor and track client participation. During the implementation phase of the grant, some grant managers said they talked with some less-established FBCOs daily.
- **Training.** Nearly all of the sites trained or planned to train FBCOs. Trainings may be a one-time or ongoing activity. At the time of our site visits, trainings had generally taken place either during the procurement period or shortly after subaward announcements. For example, Houma held a one-day training session that covered grant management, the workforce investment system, and service provision.
- **Structural Resources.** In order to provide workforce investment services, most FBCOs needed structural resources such as computers, facsimile machines, Internet services, furniture, and office space. Some FBCOs requested basic structural supports in their grant applications. Eleven grantees provided some structural supports, mostly computers, to FBCOs. In DC,

FBCOs that organized a job fair could request the use of a mobile One-Stop center to register clients.

- **Written Materials.** Five of the sites compiled written materials for FBCOs on managing their grants or understanding the workforce investment system. For example, Anne Arundel County created a program manual that included grant forms and documents with definitions and explanations for grant reporting and management. In Houma, the local One-Stop center provided FBCOs with job-readiness curriculum materials and service information. FBCOs usually received written materials early in the grant period, permitting them to refer to the information as needed.

**Table IV.8. Capacity Building Activities for FBCOs that Were Planned or Carried Out**

Grantees	Technical Assistance <sup>a</sup>	Training	Structural Resources	Provision of Written Materials
<b>WIB Grantees</b>				
Anne Arundel County, Maryland	X	X	X	X
Cambridge, Massachusetts	X	X		
Cumberland County, New Jersey	X	X	X	
Denver, Colorado	X	X		X
Hartford, Connecticut	X	X	X	
Houma, Louisiana	X	X	X	X
Lansing, Michigan	X	X	X	
Manchester, New Hampshire	X	X		
Ottawa County, Michigan	X	X	X	X
Pinellas County, Florida	X	X		
San Diego County, California	X	X	X	
Washington, DC	X		X <sup>b</sup>	
<b>Intermediary Grantees</b>				
ACEnet, Ohio	X	X	X	
CREC, Hartford, Connecticut	X			
Good Samaritan Ministries, Ottawa County, Michigan	X	X	X	X
STRIVE, New York	X	X	X	
<b>Total</b>	<b>16</b>	<b>14</b>	<b>11</b>	<b>5</b>

Source: Interviews with grantees

<sup>a</sup>Technical assistance includes mentoring.

<sup>b</sup>FBCOs in Washington, DC may request use of the Mobile One-Stop center to register clients and post their resumes on-line.

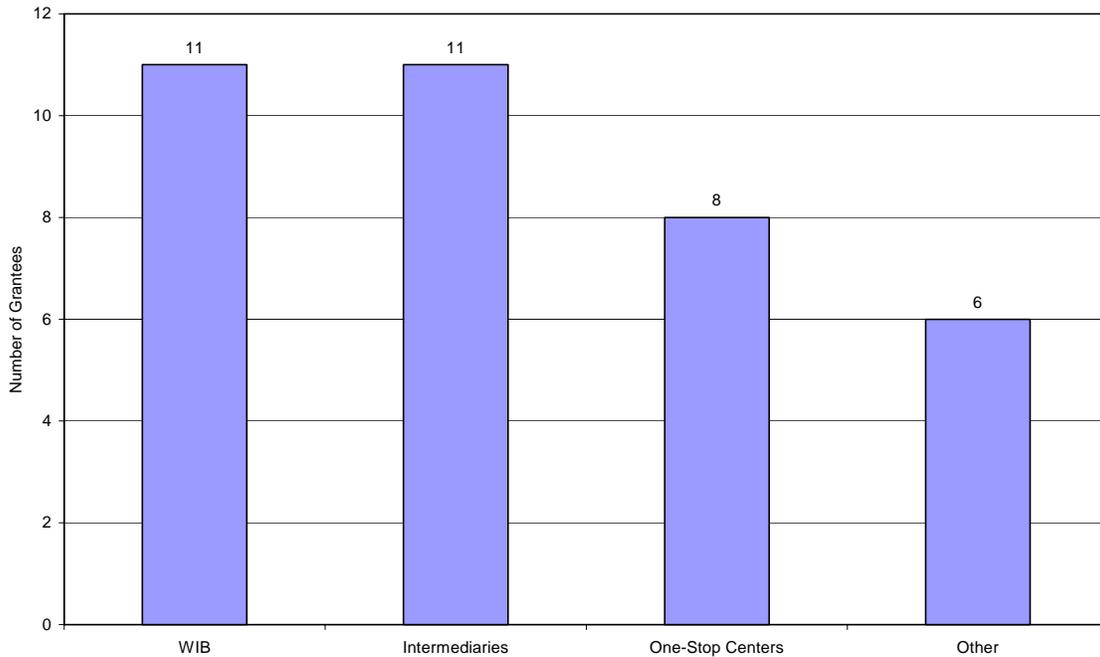
## 2. Providers of Capacity-Building Activities and Resources

Reliance on several technical and training providers taps the expertise and resources of workforce investment partners and community agencies. Nearly all of the grantees rely on several providers to build the capacity of FBCOs. WIBs, One-Stop center directors and staffs, intermediaries, and other community partners were actively involved in improving the capacity of FBCOs. For example, in Anne Arundel County, where FBCOs are providing workforce investment services, the WIB hired a full-time staff member to work with FBCOs on a one-on-one basis. In addition, One-Stop center staff planned to visit FBCOs once or twice a week to provide mentoring and technical assistance. Detention centers and public housing facilities, where FBCOs will be located, also provide structural supports such as office space, computers, and training on working with the ex-offender populations. Employers were rarely involved in capacity-building activities.

Those involved with providing capacity-building activities include (Figure IV.1):

**WIBs.** All but two WIB grantees provided FBCOs with capacity-building services. They held orientation sessions, responded to FBCOs’ questions, and compiled written information for FBCOs’ use. Sites that did not use intermediaries, such as Anne Arundel County, sometimes hire full-time staff to manage the grant and work individually with FBCOs. Only one intermediary grantee, Good Samaritan Ministries, involved the WIB in capacity-building activities.

**Figure IV.1. Organizations that Provided or Planned to Provide Capacity Building Services**



Source: Interviews with grantees

**Intermediaries.** The value of intermediaries is that they took a “hands-on,” intensive role in working with FBCOs. Intermediaries are hired by the WIBs to manage grant activities and work individually with FBCOs. They assisted with subaward applications and grants management and worked individually with FBCOs to build their knowledge of and capacity to provide workforce investment services. Eleven of the grantees used intermediaries for capacity building.

**One-Stop Center Directors or Staff.** In half the sites, One-Stop centers played an active role in educating FBCOs about workforce investment services. Some sites, such as Cumberland County, developed formal partnerships (e.g., through a memorandum of understandings) with the One-Stop centers, where directors and agency staff provide technical assistance. Designated One-Stop center liaisons (described in section IV.C.) are also important providers of capacity-building activities for FBCOs.

**Others.** Roughly one-third of grantees used other community partners to provide more specialized trainings. For example, the Leadership Institute at Cumberland County Community College trains FBCO subawardees in nonprofit management. In Hartford, staff from the Connecticut Works program, a local community-based program, talked with FBCOs about existing youth programs. One intermediary, STRIVE, New York, contracted out technical assistance services to a private organization.

### **3. Topics for Capacity-Building Activities**

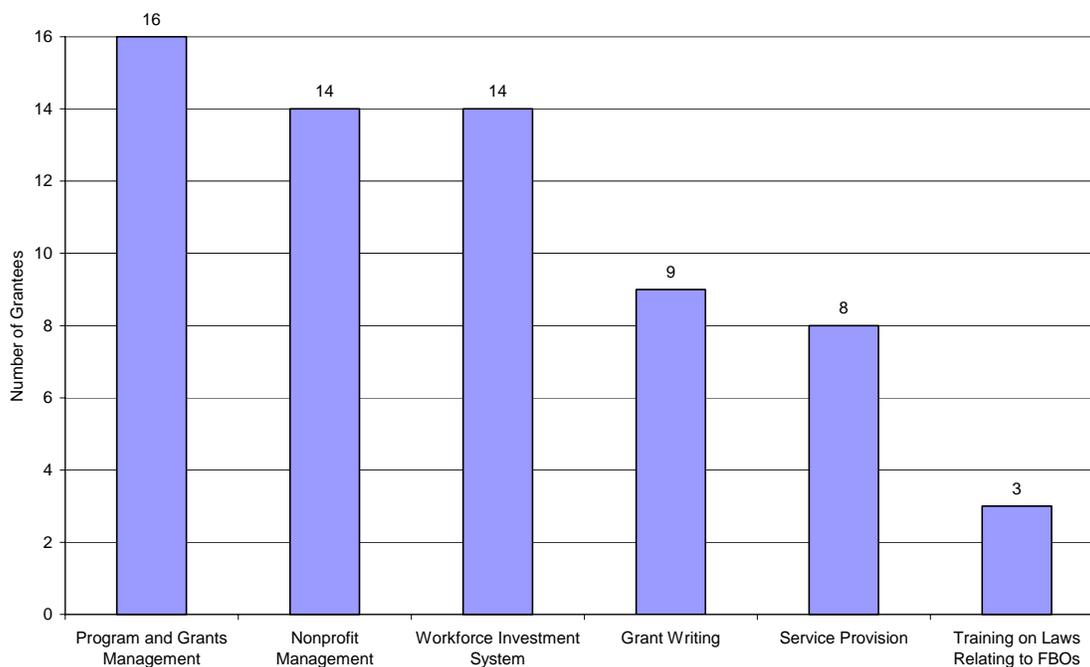
Recognizing the lack of FBCO experience with grants management and the workforce investment system and FBCOs’ limited organizational capacities, grantees focused on three areas: grants management, nonprofit management, and the workforce development system. Other topics included service provision, and training on the legal restrictions on FBOs providing services using federal funds. The topics for capacity-building activities are discussed below.

**Grants Management.** Each of the grantees trained FBCOs in grants management (Figure IV.2). Most sites held orientation sessions immediately after the subaward announcements in order to describe what was expected of FBCOs. The sessions covered topics such as budget management, reimbursement requirements, monitoring and tracking clients, and reporting requirements. After the initial orientation, staff members of the WIBs or intermediaries were available to answer questions about grant activities or to provide resources on an as-needed basis. For example, ACEnet helped one FBCO develop an accounting system. At the request of other FBCOs, ACEnet also developed an Excel spreadsheet to track client outcomes.

**Nonprofit Management.** Fourteen of the 16 sites planned or provided training in nonprofit management in order to strengthen the internal operations of FBCOs. Capacity-building topics included program staffing, monitoring and tracking, budgeting, reporting, strategic planning, contract management, and leveraging resources, among others. Some sites provided workshops or training in these topics while others, especially intermediaries, worked individually with FBCOs to assess potential needs and address them.

**Workforce Investment System.** Nearly all of the sites trained the FBCOs in the workforce investment system. The WIBs or One-Stop center staff held the trainings during procurement, shortly thereafter, or at both times. The trainings focused on the location of full-service and mini One-Stop centers, available types of WIA services, the referral process, and the provision of WIA services, among other topics. In addition, FBCOs received written materials and brochures describing One-Stop center services. In San Diego County, where FBCOs would be providing WIA services, FBCOs attended a three-hour workshop entitled “How to Design a Workforce Development Project.” Some sites organized tours of One-Stop centers for FBCOs.

**Figure IV.2. Topics Covered by Training or Technical Assistance**



Source: Interviews with grantees

**Grant Writing.** Over half of the sites delivered grant-writing workshops to assist FBCOs in applying for additional funds to sustain grant activities. In Cumberland County, FBCOs that received subawards were required to apply for an additional grant within a year, and the WIB planned to assist them with their applications. The executive director of ACEnet worked individually with FBCOs that were applying for grants to sustain subaward activities. Several grantees made applying for another grant a requirement of the subaward.

**Service Provision.** Half of the grantees provided training or technical assistance in how to deliver employment and training services. For example, a One-Stop manager trained FBCOs in the life skills/job-readiness curriculum entitled “Strategies to Empower People.”

In Ottawa County, FBCOs were trained in the Ruby Payne “Bridges Out of Poverty” model, which provides a framework for understanding poverty.

**Training for FBOs.** Few FBOs were formally trained in the restrictions on using federal funds for religious activities. Only two of the sites—San Diego County and Ottawa County—planned to provide formal training to FBCOs on rules governing FBOs. This training was clearly needed for some FBOs that did not seem familiar with the rules governing their service provision. For example, in one site, an FBO planned to offer faith-based budget counseling.

### **Key Findings: Building FBCO Capacity**

- Many FBCO subawardees, because they were new organizations and/or inexperienced in providing services, needed extensive assistance to build basic infrastructure including identifying facilities and hiring staff.
- In general, grantees did not anticipate FBCOs’ extensive capacity building needs.
- Topics covered in training and technical assistance provided to FBCOs included grants management, nonprofit management, the workforce investment system, and service provision.
- Few FBCO subawardees were formally trained in the restrictions on using federal funds for religious activities.

## CHAPTER V

# THE FBCO SUBAWARDEES AND THEIR ROLES IN THE ONE-STOP SYSTEM

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Collaborations between FBCOs and the workforce investment system formed during the grant period, if successful, will provide models for future collaborations and address the concerns of skeptical FBCO and government staff about the role of FBCOs in the workforce investment system. Moreover, the experience of receiving government funding may build the capacity of FBCOs to develop further, sustainable relationships with the One-Stop system. Hence, DOL required grantees to subaward a major part of their grants to FBCOs for them to provide workforce investment services.

This chapter describes the FBCOs chosen for the subawards as well as the roles the grantees plan for them in the One-Stop system. It begins by outlining the characteristics of the FBCOs chosen as subawardees (Section A) and then describes the total amount subawarded by each grantee and the number and size of subawards (Section B). The final two sections discuss the plan for how the FBCOs will increase access to the One-Stop system (Section C) and how they will provide new and enhanced services (Section D).

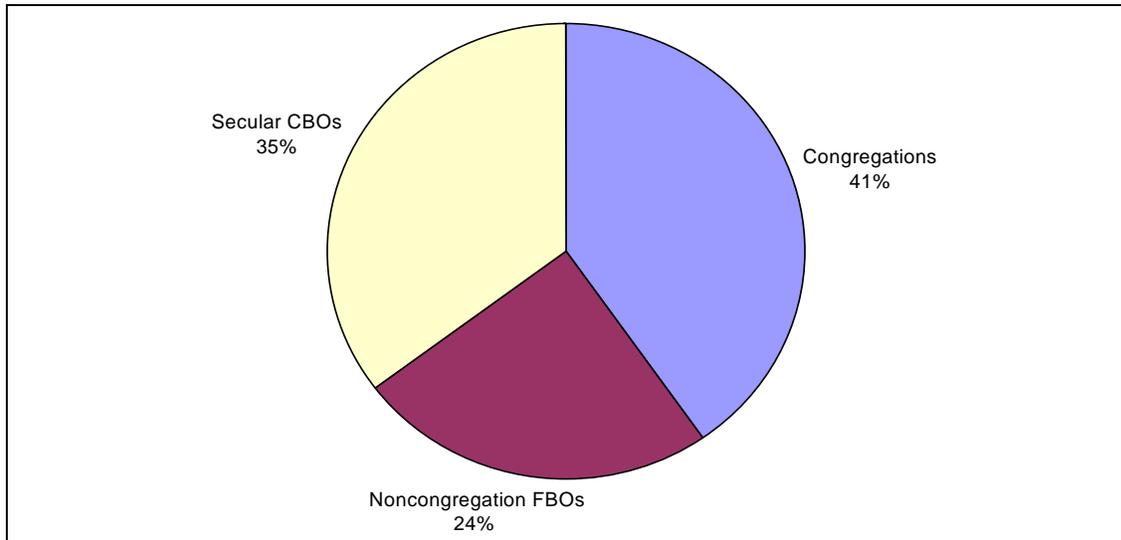
### A. CHARACTERISTICS OF FBCO SUBAWARDEES

DOL requires subawards to be made to grassroots nonprofit organizations that have provision of social services as a major part of their mission, that are community-based, and that are small. A “small” organization is defined as one with six or fewer full-time equivalent (FTE) employees or an annual budget for social services of \$350,000 or less. The 119 subawardees selected by the study grantees nearly all meet these criteria. Nevertheless, the FBCO subawardees are markedly diverse.

#### 1. Organization Types

The FBCO subawardees fall into three main categories of organizations (Figure V.1):

- ***Congregations.*** This category includes any organization that is a congregation (including churches, temples, and mosques) or is closely associated with a congregation. For example, we categorized the organization Refuge

**Figure V.1. FBCO Subawardees by Organization Type**

Source: Interviews with grantees

Enterprises (a subawardee in Cumberland County) as a congregation because it is closely associated with a church and mainly serves church members. All the subawardees of the grantees in our study that fall into the congregation category were Christian churches or closely associated with a Christian church. About 41 percent of all subawardees are congregations. We include in this category coalitions that are led by a congregation, such as the Abundant Grace Christian Center in San Diego County.

- ***Noncongregation FBOs.*** These are FBOs that are not affiliated with any congregation. We label an organization as “faith-based” if its mission statement includes a religious reference or if a representative of the organization refers to it as faith-based. Noncongregation FBOs comprise 24 percent of the subawardees.
- ***Secular CBOs.*** This category includes CBOs that are not faith-based. It also includes coalitions of organizations that are led by secular CBOs. For example, it includes the Pinellas Ex-offenders Reentry Coalition, which is a coalition of churches, CBOs, and government agencies whose goal is to assist ex-offenders. Secular CBOs comprise 35 percent of the subawardees.

The box on the following page provides examples of the different types of subawardees.

A few subawards were granted to programs that met the DOL definition of an FBCO but were part of larger organizations that did not. For example, Joshua Station, a subawardee of the Denver WIB, employed only one part-time and two full-time staff

### Examples of FBCO Subawardees

#### **Congregation: Plymouth Rock Baptist Church**

Plymouth Rock Baptist Church is a subawardee of the WIB grantee in Houma. The church operates clothing and food banks, provides housing assistance, and offers youth tutoring at a nearby school activity center. Before receiving the subaward, the church had no paid staff to provide social services.

The church called its program under the grant Project UP-LIFT (Uniting People's Lives in Fulfilling Talents). The program provides training in job-readiness skills (e.g., interpersonal skills and customer skills), job search skills (e.g., resume development and interviewing), and life skills (e.g., money management). It also provides computer training that teaches the basics of logging on to a computer, Microsoft Word, and Microsoft Windows. The church provides transportation to classes and job interviews. A job developer has developed relationships with employers in the community.

#### **Faith-Based Noncongregation: Loaves and Fishes Ministries, Inc.**

Loaves and Fishes Ministries in Hartford, is a subawardee of the two grantees in Hartford: the intermediary grantee, CREC, and the WIB grantee. It is a nonprofit 501(c)(3) organization. Its mission is to "help people in our community live with spiritual dignity and independence, caring for themselves and others, and able to fulfill their potential as children of God." The organization started as a soup kitchen but then moved into providing education, counseling, and employment services. Before the subaward, it employed four paid staff.

Under the subaward, Loaves and Fishes operates an Opening Doors program—a program started by CREC under an intermediary grant and continued by the Hartford WIB grantee. Its goal is to help clients get the training they need for employment and then for finding and retaining jobs. The program first makes clients aware of the services available at the One-Stop centers. In addition, it offers classes in English as a Second Language, computer literacy, employment skills, and budgeting.

#### **Secular CBO: Tailored for Success, Inc.**

Tailored for Success is a subawardee of the Cambridge WIB grantee. It is a nonprofit 501(c)(3) organization. Traditionally, it has provided professional clothing, interview coaching, case management, and image consulting for low-income women seeking employment. It has focused on racially and culturally diverse women, including immigrants from Vietnam, Haiti, Russia, and China. Before receiving the subaward, it employed one paid staff member.

Under the subaward, Tailored for Success provides employment placement, retention, and advancement services. It provides a series of workshops for employed clients to help them advance. The workshops, held on Saturday mornings, offer training in communication, time and money management, and improving professional image.

members and therefore met the definition of a DOL grassroots FBCO; however, Joshua Station is a program of Mile High Ministries, which has an annual budget of over \$1 million and a paid staff exceeding six. Similarly, while Youthbuild, a subawardee of ACEnet, had only five full-time employees before the grant, it is only one of the programs run by Sojourner's Care Network, which has an annual budget of \$2.3 million and a staff of many more than six. One subawardee in Manchester—Business Computer Solutions, Inc.—is a small CBO that operates for profit. Strictly speaking, this organization does not meet the DOL definition of FBCO, which requires the organization to be nonprofit.

The distinction between an organization that is faith-based and one that is not (by our definition) is not always clear-cut. Some FBO subawardees are similar to secular organizations in that their staff do not share a religion and they provide services with no religious content. Conversely, some organizations that we categorized as secular employ paid staff and volunteers who are motivated by their faith and are willing to provide religious counseling if requested.

Moreover, the distinction between FBOs and CBOs is further blurred by the partnerships forged between the FBCOs. For example, the Pinellas Ex-offender Reentry Coalition includes churches and other FBOs, but we categorized it as secular because the lead organization is not faith-based. Other CBOs that we categorized as secular, such as the Manchester Community Resource Center, work with churches to provide services. Conversely, we categorized Abundant Grace Christian Center in San Diego as faith-based, even though it collaborates with two secular CBOs.

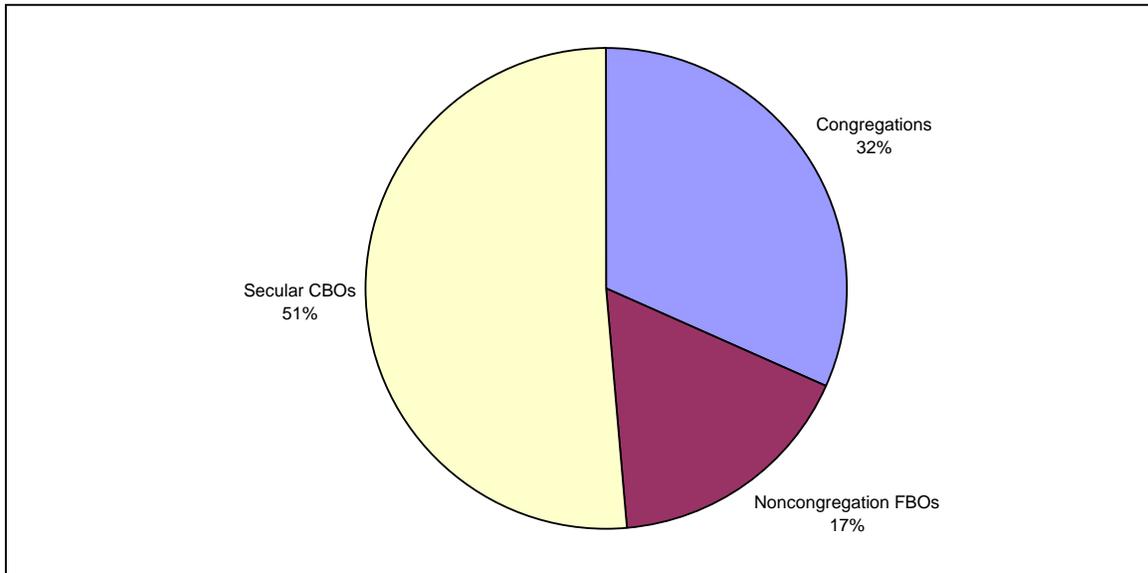
Nearly two-thirds (65 percent) of the FBCO subawardees are FBOs, either a congregation or a noncongregation FBO (Figure V.1). However, there is considerable variation by grantee in the prevalence of faith-based subawardees (Table V.1). Two grantees—Manchester and ACEnet—did not make subawards to any FBOs. Five grantees—Denver, Houma, Ottawa County, Good Samaritan Ministries, and STRIVE—made three-quarters or more of their subawards to FBOs. Some grantees had a specific goal of making subawards to FBOs. STRIVE, for example, specifically wanted to build the capacity of grassroots FBOs in New York City. Other grantees, such as those in Ottawa County, had particularly good connections with FBOs in the community.

Although nearly two-thirds of the FBCO subawardees were faith-based, they received just less than one half of the total dollars available to subawardees (Figure V.2). FBOs account for a smaller proportion of the dollar amount of subawards than the number of subawardees because FBO subawards were smaller on average than subawards to other organizations. The average subaward to a secular CBO was over twice the average subaward to a noncongregation FBO and nearly 90 percent more than the average subaward to a congregation (Figure V.3). As discussed below, this pattern reflects the generally smaller capacity of FBOs receiving subawards.

**Table V.1. Number of FBCO Subawardees by Organization Type**

Grantee	Faith-Based		Secular		Total	Percent Faith-Based
	Congregation	Noncongregation	Nonprofit	For-Profit		
<b>WIB Grantees</b>						
Anne Arundel County, Maryland	1	1	1	0	3	67%
Cambridge, Massachusetts	1	0	3	0	4	25%
Cumberland County, New Jersey	3	2	4	0	9	56%
Denver, Colorado	19	12	4	0	35	89%
Hartford, Connecticut	1	1	5	0	7	29%
Houma, Louisiana	3	1	1	0	5	80%
Lansing, Michigan	0	1	3	0	4	25%
Manchester, New Hampshire	0	0	3	1	4	0%
Ottawa County, Michigan	5	4	1	0	10	90%
Pinellas County, Florida	0	1	2	0	3	33%
San Diego County, California	1	0	1	0	2	50%
Washington, DC	3	0	3	0	6	50%
<b>Intermediary Grantees</b>						
ACEnet, Ohio	0	0	3	0	3	0%
CREC, Hartford, Connecticut	0	1	5	0	6	17%
Good Samaritan Ministries, Ottawa County, Michigan	9	4	1	0	14	93%
STRIVE, New York	3	0	1	0	4	75%
<b>Total</b>	<b>49</b>	<b>28</b>	<b>41</b>	<b>1</b>	<b>119</b>	<b>65%</b>

Source: Interviews with grantees

**Figure V.2. Dollar Amount of Subawards, by Organization Type**

Source: Interviews with grantees

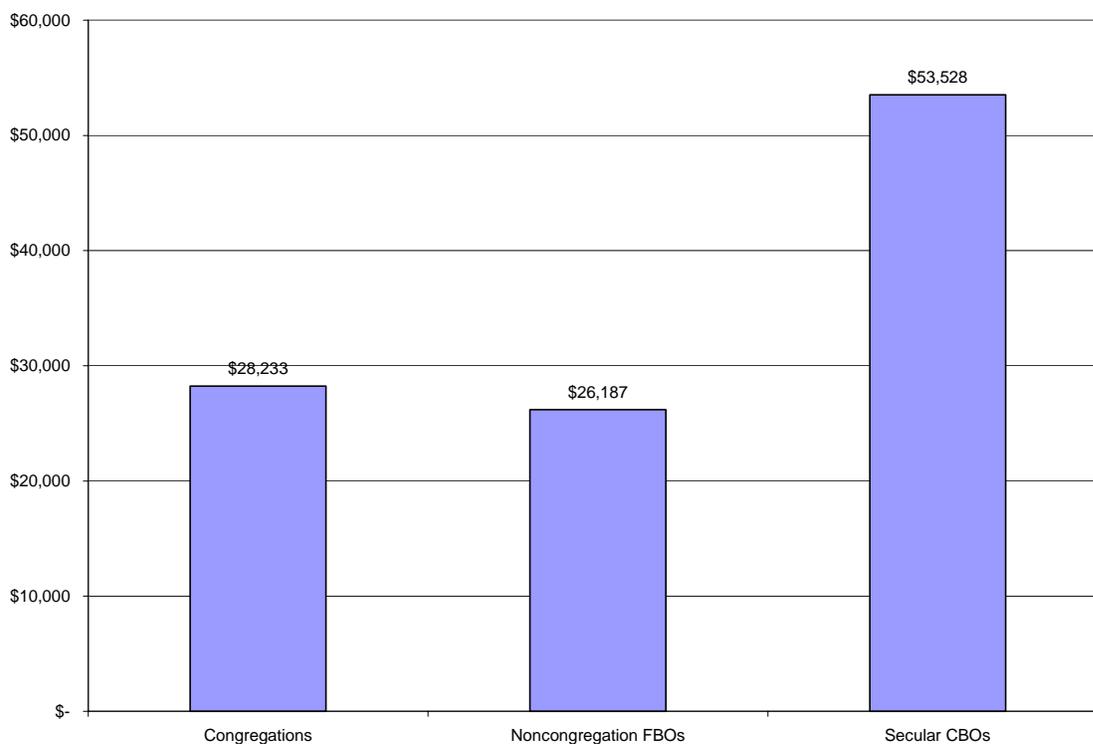
## 2. Target Population and Service Provision

Many of the FBCO subawardees, especially the CBOs, target one or two specific populations, including youth, ex-offenders, the homeless, immigrants, persons with limited English proficiency, a specific ethnic or racial group, single mothers and welfare recipients, women in the sex trade, and persons who are deaf or hard of hearing. Other FBCOs, especially congregations, provide services to a more general population.

Most FBCO subawardees provided a general set of services to meet the needs of their target populations; only a few FBCO subawardees, such as the Capital Area Literacy Coalition in Lansing, provided a narrow set of services. Services provided by the FBCO subawardees before the grant included:

- Emergency services, including food pantries, soup kitchens, and temporary housing
- Support services, including housing assistance, child care, translation services, clothing, and income tax filing assistance
- Basic education services, including English as a Second Language (ESL), General Educational Development (GED), basic literacy, computer literacy, after-school tutoring, and entrepreneurship
- Life skills education, including classes on budgeting, parenting, relationships, personal hygiene, nutrition, health, gardening, sewing, substance abuse, and abstinence

**Figure V.3. Average Amount of Subaward, by Organization Type**



Source: Interviews with grantees

- Employment services, including soft skills training, job search assistance, job development, and job retention support
- Recreational opportunities (typically for youth and the elderly)
- Peer support groups
- Health services such as immunizations
- Individual development accounts—accounts that families use to save funds for specified uses, with funds matched by the organization
- Religious activities, including religion classes, Bible study groups, prayer meetings, and prison ministries

### **3. Experience and Size of FBCO Subawardees Before the Grant**

When they applied for the subawards, some FBCOs were well established, had been providing employment services for many years, and were experienced with the use of government funds. Two examples of more established FBCO subawardees are:

- ***Casa PRAC (Puerto Rican Action Committee) Inc.*** A CBO in Cumberland County, Casa PRAC had been providing employment assistance to black and Latino males since its founding in 1978. It had an annual budget of \$250,000, employed two full-time and one part-time staff, and maintained three offices.
- ***New Way In, Inc.*** A CBO in Lansing, New Way In had been operating since 1972. Before the grant, it had one full-time paid staff member, one part-time paid staff member, and one part-time unpaid intern. It provided employment and other social services to ex-offenders and youth in the Ingham County area to reduce crime and recidivism. It had previously received a \$50,000 grant under WIA.

Some FBCO subawardees were well established but had not previously provided employment services. For example, St. Patrick's Catholic Church in New Haven had a social services budget of \$52,000 and employed a full-time staff member and, while it operated a food pantry, a jail ministry, and programs for youth and senior citizens for many years, it had no experience in providing employment services.

Some FBCO subawardees, however, were small and inexperienced. Some had previously relied solely on volunteer staff, had particularly small social service budgets, and had no experience with the use of government grants. Some FBCOs, usually churches, had no experience in providing any social services. Examples of these subawardees include:

- ***Eaglevision Ministries.*** The FBO, a subawardee to the Lansing WIB grantee, was incorporated as a nonprofit in 2003. At the time it submitted its application for a subaward, it had no social service budget and relied on five part-time volunteers to provide services for ex-offender women.
- ***St. Mark's Baptist Church.*** The church is a subawardee to the Houma WIB grantee. When it applied for the grant, it had no full-time employees and no funds for providing social services.
- ***KINFOLKS (Kids in Need of Families Offering Love, Kindness, and Support).*** In 2001, one woman started this CBO, a subawardee of the Pinellas County WIB. The organization's goal was to recruit and retain adoptive and foster parents for minority children with special needs and to help ex-offender women regain custody of their children. In the year before the subaward, the organization had not provided any services because of lack of funding.

The number of FTE employees in an organization before receipt of the grant provides an indication of the size of the organization when it applied for the grant. The number of FTE staff employed by the FBCOs averaged 2.3 but varied from 0 to 10 (Table V.2). About 16 percent of the FBCOs had no paid staff when they applied for the subaward. About 56 percent had 3 or fewer FTE employees, and 28 percent had more than 3 employees.

**Table V.2. Number of Full-Time-Equivalent Employees at Subawardees Prior to Grant**

	Distribution Across Number of FTE Staff <sup>a</sup>			Average
	0	0.5-3.0	More than 3.0	
Congregations	23%	63%	15%	1.7
Noncongregation FBOs	17%	48%	35%	2.4
Secular CBOs	8%	53%	39%	2.9
<b>Total</b>	<b>16%</b>	<b>56%</b>	<b>28%</b>	<b>2.3</b>

Source: Interviews with grantees

<sup>a</sup>Data on the number of FTE employees was missing for 20 subawardees (8 congregations, 6 noncongregation FBOs, and 6 CBOs). Rows may not total to 100% because of rounding.

On average, congregations are the smallest type of subawardee; secular CBOs are the largest. Congregations employed 1.7 FTE staff members on average compared with 2.9 FTE staff members employed by secular CBOs. Before the subawards, 23 percent of congregations had no paid employees compared with only 9 percent of secular CBOs.

#### 4. Leveraging Additional Resources

One of the potential benefits of FBCOs' provision of employment services is that the organizations can leverage government funding by relying on additional funds from nongovernment sources. Early indications suggest that the FBCO subawardees in this study will provide additional resources, which include:

- **Volunteers.** Volunteers are probably the largest source of additional resources. Most of the FBCO subawardees use some volunteers, usually in conjunction with paid staff. Volunteers provide services, serve as mentors, and work as administrative staff. The volunteers may be student interns, retirees, former clients, and members of congregations.
- **Office Space, Furniture, and Supplies.** Many FBCO subawardees use office space donated by another organization, often a church. In Anne Arundel County, the public housing authority donated space for a mini-One-Stop center. Some FBCOs do not need to pay for furniture, utilities, or office supplies.
- **Donations of Goods and Services.** Some FBCOs receive donated goods and services. For example, the Appalachian Peoples Action Committee (APAC), a subawardee of ACEnet, received donated boots with steel-toe protection from a local shoe manufacturer. Students at a local college repair APAC's clients' cars for free, and two beauty salons cut and style clients' hair before an interview. The Coalition for a Drug-Free St. Petersburg donates staff for support groups to KINFOLKS. Food and clothing banks are typically stocked

entirely from donations. Churches may donate the use of their van for client transportation.

- ***Supplemental Funding.*** Occasionally, the FBCO subawardees use funding from other grants to pay for additional client services. For example, CREC, an intermediary grantee, used \$25,000 of its own funding to pay for an additional ESL class at an FBCO for clients served under its subaward.

### **Key Findings: Characteristics of FBCO Subawardees**

- About two-thirds of the FBCO subawardees are faith-based and about two-thirds of these faith-based subawardees are congregations.
- While some FBCO subawardees are well established and have provided employment services for many years, others are new and inexperienced and prior to the subaward relied on volunteer staff and tiny social service budgets. Some are providing fundamentally new services under the grant.
- FBCOs leverage government funds by providing additional resources including volunteers, office space, furniture and supplies, donations of goods and services, and other funding.

## **B. AMOUNT SUBAWARDED AND SIZE AND NUMBER OF SUBAWARDS**

How the grantees use the FBCO subawardees in the One-Stop system was left to the discretion of the grantees—and varies greatly.

### **1. Total Amount of Subawards**

Of over \$8 million given to the 16 grantees in this study, just over half (54 percent) is subawarded to the FBCOs (Table V.3). The rest of the grant funds went to resource mapping, the procurement process, training, technical assistance and other capacity-building activities for the FBCOs, monitoring the FBCOs, reporting on their successes and challenges, and administering grant funds.

The proportion of the funds subawarded by grantee varies widely. Even though the WIB grantees were required to subaward the “majority” of the grant to FBCOs, Denver subawarded to FBCOs only 40 percent of its grant. Manchester subawarded an even smaller proportion of its grant to FBCOs but, unlike other grantees, planned to conduct a second

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round of subawardee procurement. In contrast, Lansing subawarded nearly 86 percent of its grant to FBCOs.

In total, the intermediary grantees spent a slightly higher proportion of their grant funds on subawards to the FBCOs than did the WIB grantees—56.5 percent compared with 53.3 percent (Table V.3). However, the percentage of the grants subawarded to the FBCOs by WIB grantees that used an intermediary was, on average, over 10 percentage points less than the percentage subawarded to the FBCOs by WIB grantees without an intermediary (Table V.4). Even if Manchester is not included in the calculation, the difference in the percentage of the grant subawarded to the FBCOs by WIB grantees with and without intermediaries is over 9 percentage points. These findings suggest that it is not so much the involvement of an intermediary that decreases the amount of the subaward but rather just the fact that another organization is involved in the grant at all.

We expected that the total amount subawarded would decrease with the number of awards as more would need to be spent on recruitment, procurement, and technical assistance. However, any effect of the number of awards on the total amount subawarded is small. About 55 percent of the grants awarded to the grantees that made four or fewer subawards went to subawards compared with about 53 percent of grants awarded to the grantees that made more than four subawards (Table V.3).

## **2. Number and Size of Subawards**

Grantees varied in the number of subawards they made. The Denver WIB grantee made 35 subawards while Anne Arundel County made only three subawards (Table V.3). San Diego County made only two awards, in both cases to collaborations of FBCOs and other organizations. The median number of subawards was four—half the study grantees made four or fewer subawards and half made more than four subawards.

The number of subawards clearly affects the size of the subaward that can be made. The awards made by the Denver WIB each were between only \$2,500 and \$8,000. In contrast, the subawards made by Anne Arundel County and San Diego County each exceeded \$100,000.

The main factor affecting the size and number of subawards was grantee goals. While a disappointing number of applicants limited the number of subawards that a few grantees could make (as discussed in Chapter IV), the number of subawards generally was roughly equal to the number the grantee planned. Some, such as Denver, planned to make many subawards to FBCOs in order to provide access to the One-Stop system in several locations throughout the city. Anne Arundel County could make only a few large subawards because each subawardee was expected to develop and operate a mini-one-Stop center in a new location.

The number and size of subawards have several implications. A larger number of FBCOs may be more likely to meet the grantee's performance goals for a given dollar amount as each FBCO will need to expand by only a small amount. In the case of the large,

fixed costs needed to provide training, more FBCOs could be served at little additional cost. However, given that technical assistance is tailored to the needs of particular FBCOs, the same amount of capacity-building funds will be stretched thinner when more FBCOs are to be served.

**Table V.3. Amount and Number of Subawards to FBCOs**

Grantee	Amount of Grant	Amount Subawarded to FBCOs	Total Amount of Subawards as Percentage of Grant	Number of Subawards	Average Amount of Subawards
<b>WIB Grantees</b>					
Anne Arundel County, Maryland	\$490,803	\$300,000	61.1%	3	\$100,000
Cambridge, Massachusetts	500,000	260,000	52.0	4	65,000
Cumberland County, New Jersey	499,562	211,920	42.4	9	23,547
Denver, Colorado	500,000	200,000	40.0	35	5,714
Hartford, Connecticut	500,000	290,000	58.0	7	41,429
Houma, Louisiana	500,000	315,022	63.0	6 <sup>a</sup>	52,504
Lansing, Michigan	350,000	300,000	85.7	4	75,000
Manchester, New Hampshire	500,000	165,200	33.0	4	41,300
Ottawa County, Michigan	500,000	282,566	56.5	11	25,688
Pinellas County, Florida	474,140	240,000	50.6	3	80,000
San Diego County, California	500,000	249,250	49.9	2	124,625
Washington, DC	494,308	285,000	57.7	6	47,500
<b>Total</b>	<b>\$5,808,813</b>	<b>\$3,098,958</b>	<b>53.3%</b>	<b>93</b>	<b>\$33,322</b>
<b>Intermediary Grantees</b>					
ACEnet, Ohio	\$547,938	\$374,964	68.4%	3	\$124,988
CREC, Hartford, Connecticut	600,000	360,000	60.0	6	60,000
Good Samaritan Ministries, Ottawa County, Michigan	493,777	240,900	48.8	14	17,207
STRIVE, New York	600,000	290,000	48.3	4	72,500
<b>Total</b>	<b>\$2,241,715</b>	<b>\$1,265,864</b>	<b>56.5%</b>	<b>27</b>	<b>\$46,884</b>
<b>All Grantees</b>	<b>\$8,050,528</b>	<b>\$4,344,822</b>	<b>54.2%</b>	<b>121</b>	<b>\$35,908</b>

Source: Interviews with grantees

<sup>a</sup>One FBCO received two subawards

**Table V.4. Percentage of Grants Subawarded to FBCOs, by Type of Grantee**

Grantee Type	Percentage of Grant Subawarded to FBCOs
WIB grantee with intermediary	48.6%
WIB grantee without intermediary	60.5%
Intermediary grantee	56.5%

Source: Interviews with grantees

The size of the award also seems to affect the type of organizations that apply for the subawards. As shown in Table V.1, congregations and other FBOs are much more likely to apply for a subaward when the amount of the subaward is small. Anecdotal evidence suggests that some FBCOs may be intimidated by large subaward amounts.

### Key Findings: Size of Subawards

- In total, just over half of the total grant funds were subawarded to FBCOs. However, the amount subawarded varied considerably by grantee. On average, WIB grantees that partnered with intermediaries subawarded less to FBCOs than either intermediary grantees or WIB grantees that did not partner with intermediaries.
- Some grantees made many, small subawards to FBCOs, while others chose to make less than a handful of larger subawards.

## C. INCREASING ACCESS TO THE ONE-STOP SYSTEM

One of the main objectives of the grants was to increase the One-Stop system's accessibility. All FBCO subawardees provide services to populations—defined by either personal characteristics or location—underserved by the One-Stop system. Therefore, even if accessibility was not the primary goal of a grant, all grantees have a good chance of increasing the accessibility of the One-Stop services they offer. FBCOs may find it more challenging, however, to link their clients with the broader One-Stop system.

### 1. Providing Access to Specific Target Populations

All grantees specified a target population or populations that faced barriers, often several barriers, to using the One-Stop system. Barriers include communication problems,

intimidation, distrust of government, concern about the stigma of using the One-Stop system, lack of transportation, limited knowledge of the One-Stop system, and difficulties in using self-directed services at the One-Stop centers.

As noted, target populations were defined by either location or personal characteristics (Table V.5). Nine grantees defined target populations by location—county (Houma, ACEnet), census tract (Cambridge, Ottawa County, Pinellas County), enterprise zone (Manchester), neighborhood (DC, San Diego County), or public housing project (Anne Arundel County). Grantees selected the various locations because of their high concentration of poverty and hard-to-serve populations.

Twelve grantees used some personal characteristic to target services provided by their FBCOs, but they loosely defined their target populations—in most cases, the clients did not need to meet any eligibility requirements. However, the FBCOs planned to tailor their services and outreach efforts to client needs. In most sites, different subawardees specialized in different populations. For example, STRIVE had some subawardees that specialized in youth, others that specialized in targeting ex-offenders, and others that focused on serving victims of domestic violence and other crimes. In some cases, the grantees planned to target a specific population but did not find an FBCO capable of delivering the needed services. For example, Lansing planned to serve persons with disabilities as well as high school dropouts and ex-offenders but did not identify a qualified FBCO to serve that population.

The most common target populations include:

- ***Persons with Limited English Proficiency, Immigrants, and Refugees.*** Language and distrust of government can be significant barriers to the use of the One-Stop system and are prevalent among immigrants and refugees.
- ***Youth.*** While the One-Stop system offers youth services (although often not through One-Stop centers), youth may be particularly reluctant to use the One-Stop system because they are unaware of services offered or are intimidated by the system. Sometimes, grantees target particular subgroups of youth, such as high school dropouts, children with incarcerated parents, or youth aging out of the foster care system.
- ***Incarcerated Persons and Ex-Offenders.*** Incarcerated persons do not usually have access to One-Stop services, and, once they leave jail or prison, their criminal record, together with a lack of housing, clothing, and transportation, poses a barrier to employment. Further, lack of employment is highly predictive of recidivism. Hence, seven grantees have focused on providing services to incarcerated persons and ex-offenders. Two grantees—Anne Arundel and Pinellas counties—have set up mini-One-Stop centers in detention centers. Other grantees have made subawards to FBCOs particularly knowledgeable about the needs of this population.

**Table V.5. Populations Targeted by FBCOs**

	Population Defined by Location	Population Defined by Demographics or Needs				
		Persons with LEP <sup>a</sup> Immigrants	Youth	Incarcerated Ex-offenders	People with Disabilities	Other <sup>b</sup>
<b>WIB Grantees</b>						
Anne Arundel County, Maryland	X			X		
Cambridge, Massachusetts	X	X				
Cumberland County, New Jersey		X	X	X	X	X
Denver, Colorado		X	X	X	X	X
Hartford, Connecticut		X	X			X
Houma, Louisiana	X					
Lansing, Michigan			X	X		
Manchester, New Hampshire	X	X	X		X	
Ottawa County, Michigan	X					
Pinellas County, Florida	X			X		
San Diego County, California	X	X				
Washington, DC	X					
<b>Intermediary Grantees</b>						
ACEnet, Ohio	X					
CREC, Hartford, Connecticut		X				
Good Samaritan Ministries, Ottawa County, Michigan		X		X		X
STRIVE, New York			X	X		X
<b>Total</b>	<b>9</b>	<b>8</b>	<b>6</b>	<b>7</b>	<b>3</b>	<b>5</b>

Source: Interviews with grantees

<sup>a</sup>LEP: limited English proficiency

<sup>b</sup>Includes welfare recipients, unemployed, homeless, Hispanics, Native Americans, low-income persons, persons lacking work experience or education, noncustodial parents behind in child support, and victims of domestic violence and other crimes

- ***Persons with disabilities.*** Although the One-Stop system offers services for persons with disabilities, the FBCOs can sometimes provide more specialized services. For example, in Manchester, an FBCO run by deaf persons provides services to deaf and hard-of-hearing youth at a nearby high school.

The breadth of the populations targeted by grantees varies. The broadest populations were targeted by the Houma and Ottawa County WIB grantees and the ACEnet intermediary grantee—probably because the grantees are located in sparsely populated areas (Table II.8). In contrast, grantees located in more densely populated areas, such as STRIVE in Harlem (New York City), target more specific populations. Manchester targeted a specific population in a small area—youth in the four-square-mile area of the city’s enterprise zone—and found that it was difficult to recruit a sufficient number of clients; it is therefore looking into broadening its target population.

## **2. Increasing Access to Other One-Stop Services**

No FBCO can provide all the services offered by the One-Stop system. Hence, to ensure that FBCO clients have full access to the One-Stop system, the FBCOs must help clients gain access to the One-Stop services that are not typically available at any one FBCO, such as comprehensive labor market information, access to employers, assessment tools, and access to training funds.

Grantees varied in the importance they placed on helping clients access the broader One-Stop system. Several grantees, such as Cambridge and Lansing, focused on access as a principal goal. Other grantees devoted far less effort to promoting access to the full range of services available through the One-Stop system.

The most common strategy used by grantees to provide access to the wider One-Stop system was for the FBCO to refer clients to a comprehensive One-Stop center (Table V.6). To promote referrals, some FBCO staff in three sites were planning to colocate at the One-Stop centers several days per week. In Cambridge, One-Stop center staff were also planning to colocate at the FBCOs.

Another strategy was for the FBCOs to establish a mini-One-Stop center under the grant. Five grantees established mini-One-Stop centers by stocking resource materials, providing computers for linking to One-Stop system resources, and staffing the centers to assist clients with use of the materials and computers. The FBCOs also required the mini-center staff to provide some employment counseling services. Three grantees asked the FBCOs to set up mini-One-Stop centers at their organization’s location; Anne Arundel County asked the FBCOs to set up the mini-One-Stop centers in new locations; FBCOs in Pinellas County did both. In Anne Arundel County, the FBCOs received funds that they could use to issue clients vouchers or individual training accounts that could be used to pay for training.

**Table V.6. Strategies to Increase Access to Other One-Stop Services**

Grantee	Refer Clients to One-Stop Centers	Co-Locate Staff at One-Stop Centers	Establish Mini One-Stop Centers	
			At FBCO	At New Location
<b>WIB Grantees</b>				
Anne Arundel County, Maryland				X
Cambridge, Massachusetts	X	X		
Cumberland County, New Jersey	X		X	
Denver, Colorado	X			
Hartford, Connecticut			X	
Houma, Louisiana		X		
Lansing, Michigan	X	X		
Manchester, New Hampshire				
Ottawa County, Michigan	X			
Pinellas County, Florida	X		X	X
San Diego County, California	X			
Washington, DC	X			
<b>Intermediary Grantees</b>				
ACEnet, Ohio	X			
CREC, Hartford, Connecticut			X	
Good Samaritan Ministries, Ottawa County, Michigan	X			
STRIVE, New York	X			
<b>Total</b>	<b>11</b>	<b>3</b>	<b>4</b>	<b>2</b>

Source: Interviews with grantees

### 3. Expected Successes and Challenges

We expect that all the grantees will increase the accessibility of One-Stop services, at least the services provided directly by the FBCOs. The number of additional clients served by the FBCOs under the grant will depend on the success of their outreach efforts. The more challenging task is to link the clients who receive grant services at the FBCOs to the broader One-Stop system. Some grantees have solid plans for doing so, including colocation of staff at the One-Stop centers and establishing mini-One-Stop centers. Other grantees' plans seem less specific.

At the time of our site visits, many FBCO staff expressed some reluctance to refer clients to the One-Stop centers. We identified two main reasons for their reluctance. The first was a lack of knowledge about the One-Stop system. Most of the FBCO staff we spoke with had little knowledge of the services available at the One-Stop centers. Some sites evidenced confusion about whom the One-Stop centers could serve. For example, the FBCO staff in one site believed that the One-Stop system did not serve TANF recipients. Second, the FBCO staff sometimes distrusted that the One-Stop system would properly

serve their referred clients. Complaints about the One-Stop system focused on the following: clients had to wait an excessive time to receive services, the One-Stop staff were neither culturally aware nor knowledgeable about how to serve some populations, and some populations such as undocumented aliens may not be eligible for some services.

### **Key Findings: Increasing Access to the One-Stop System**

- While some grantees had solid plans to link FBCO subawardees to the broader One-Stop system, others put much less emphasis on these links.
- Approaches to linking FBCO subawardees to the broader One-Stop system included referring clients to One-Stop centers, co-locating staff at One-Stop centers, and establishing mini One-Stop centers.
- Many FBCO staff expressed reluctance to refer clients to One-Stop centers either because they lacked knowledge about the centers or because they distrusted that the centers would properly serve their clients.

## **D. ADDING NEW OR ENHANCED SERVICES**

Another major goal of the grants is to use the FBCOs to provide new or enhanced services for hard-to-serve populations. While the One-Stop system currently provides a wide range of employment and training services, the services are not generally tailored to the needs of hard-to-serve populations (D'Amico 2004). All the FBCO subawardees in the study provided services tailored in some way to the needs of the hard-to-serve.

Most of the FBCOs in the study do not yet serve clients that are referred from the One-Stop system. While some grantees, such as Cambridge, stress the relationship between the One-Stop system and the FBCOs and encourage two-way referrals, most grantees do not stress the referral process. The next round of site visits will explore the extent to which One-Stop staff refer clients to the FBCOs.

### **1. Grantee Approaches to FBCO Service Provision**

While all the grantees asked their FBCO subawardees to provide a slightly different set of services, we categorized the grantees into three groups by their general approach to FBCO service provision (Table V.7). The placement of grantees in each category is based on the FBCOs' plans at the time of our first site visit.

**Table V.7. General Approach to FBCO Service Provision**

FBCOs Provide Individualized, Comprehensive Services	FBCOs Provide Specific Services	FBCOs Operate Mini-One-Stop Centers
Cambridge	Houma	Anne Arundel County
Denver	Manchester	Cumberland County
Hartford	STRIVE	Pinellas County
Lansing		
Ottawa County		
San Diego County		
Washington		
ACEnet		
CREC		
Good Samaritan Ministries		

Source: Interviews with grantees

**FBCOs Provide Individualized, Comprehensive Services.** The most common approach, used by 10 grantees, was for the FBCOs to provide comprehensive employment and support services. The services are usually tailored to the needs of the individual client and may include basic literacy, ESL, computer literacy, soft skills training, training in life skills, mentoring, and support services as well as employment services such as job search assistance, placement, and retention support. While the FBCO may not itself be able to address all of the client’s employment barriers, it supplements the services it provides with referrals to other organizations in the community.

**FBCOs Provide Specific Services.** Three grantees asked their FBCO subawardees to provide a more specific set of services.

- Houma asked each FBCO to provide a job-readiness instructor and job developer. The WIB specified the curriculum to be used in the job-readiness training.
- Manchester gave funds to each of its FBCO subawardees to provide a different set of services. For example, one FBCO will deliver the Training, Inc. curriculum, designed to train clients to become office assistants. Another FBCO will provide either education or job-readiness skill training to youth, but not both.
- STRIVE gave funds to a diverse set of FBCOs to provide more of the type of services they already provide, some of which are highly specialized. For example, Cathedral Community Cares will provide additional sessions of its computer literacy classes.

**FBCOs Operate Mini-One-Stop Centers.** Three grantees gave funds to FBCOs primarily to operate mini-One-Stop centers. While two other grantees—Hartford and CREC—also received grant funds to operate mini-One-Stop centers, as they also provide

comprehensive services, we included those grantees in the first category. FBCO subawardees in Cumberland County and two subawardees in Pinellas County received funds to staff a mini-One-Stop center at their facilities. FBCO subawardees in Anne Arundel County and one in Pinellas County were asked to set up mini-One-Stop centers at other locations—public housing projects and detention facilities.

## **2. Services Provided by FBCOs**

The FBCOs with subawards under the grants use those funds to provide a wide range of services. Table V.8 shows the services provided by at least one FBCO in each site. However, few FBCOs in each site provide all the services indicated in each row—a typical FBCO provides only two or three services indicated for that site in Table V.8. For example, an FBCO in Hartford, the Polish American Foundation, provides only ESL services.

The services indicated in Table V.8 are only those services the FBCO provides under its subaward. The FBCOs often provide other services funded from other sources. For example, Casa PRAC, Inc., in Cumberland County operates a mini-One-Stop center under the subaward but also provides tutoring and recreational activities for youth through another funding source.

**Job Search Assistance.** All grantees, and nearly all the FBCOs in each site, provide some basic job search assistance. In fact, among the subawardees required to set up mini-One-Stop centers, basic job search assistance is a major focus of their activities. Assistance might include help in writing a resume, classes in interviewing skills, and assistance in identifying job openings. One FBCO in the study collects applications from all major nearby employers so that its clients can practice completing an application before applying for the job. FBCO staff may provide transportation to job interviews.

**Job Development.** Most grantees also emphasize that the FBCOs should try to identify job openings for clients. At our first site visit, it was too early to say whether the FBCOs were successful in doing so, but many of the FBCOs had planned to identify job openings. Some FBOs hope to obtain job referrals from congregation members.

Several sites have hired staff whose only responsibilities are to develop jobs for subawardees' clients. Each FBCO in Houma, for example, was required to hire a job developer. The FBCOs in Hartford shared two staff members whose jobs were to develop jobs for their clients. In San Diego County, one FBCO, City Heights Community Development Corporation, plans to hire two organizations to develop jobs for its clients—City Heights Business Association and Sudanese American Presbyterian Church.

**Soft and Life Skills Training.** The FBCOs in 14 of the 16 sites provide soft and/or life skills training. Soft skills training covers topics related to how to behave at work, including appropriate dress, business etiquette, customer management, communication, honesty, teamwork, dependability, organization, and time management. Life skills include more general skills that are needed to function as an independent, responsible adult. Life skills include money management, parenting, assistance with immigration and legal issues,

**Table V.8. Services Provided by Subawardees Under Grants**

Grantee	Job Search Assistance	Job Development	Soft or Life Skills Training	Occupational Training	Education	Job Retention Services	Support Services	Mentoring
<b>WIB Grantees</b>								
Anne Arundel County, Maryland	X	X		X			X	
Cambridge, Massachusetts	X	X	X		X	X	X	X
Cumberland County, New Jersey	X	X						
Denver, Colorado	X	X	X		X	X	X	X
Hartford, Connecticut	X	X	X		X		X	
Houma, Louisiana	X	X	X		X	X		
Lansing, Michigan	X	X	X		X	X	X	
Manchester, New Hampshire	X	X	X	X	X		X	X
Ottawa County, Michigan	X	X	X		X	X		X
Pinellas County, Florida	X	X	X			X	X	
San Diego County, California	X	X	X	X	X	X	X	
Washington, DC	X	X	X		X	X	X	X
<b>Intermediary Grantees</b>								
ACEnet, Ohio	X	X	X	X	X	X	X	
CREC, Hartford, Connecticut	X	X	X		X			
Good Samaritan Ministries, Ottawa County, Michigan	X	X	X		X	X	X	X
STRIVE, New York	X		X		X		X	
<b>Total</b>	<b>16</b>	<b>15</b>	<b>14</b>	<b>4</b>	<b>13</b>	<b>10</b>	<b>12</b>	<b>6</b>

Source: Interviews with grantees

and self-care (including hygiene). While not directly related to employment, these skills may well indirectly affect employment. Training in soft and life skills may occur in classes or in one-on-one counseling sessions. The FBCOs in 12 sites provide soft skills training; the FBCOs in 13 sites provide life skills training.

**Occupational Training.** Occupational training teaches skills, such as carpentry or computer programming, used in specific jobs. The FBCOs rarely provide occupational training, and when they do, they usually focus on one or two specific skills. Only four grantees have made subawards to any FBCO to provide occupational training. These include the following:

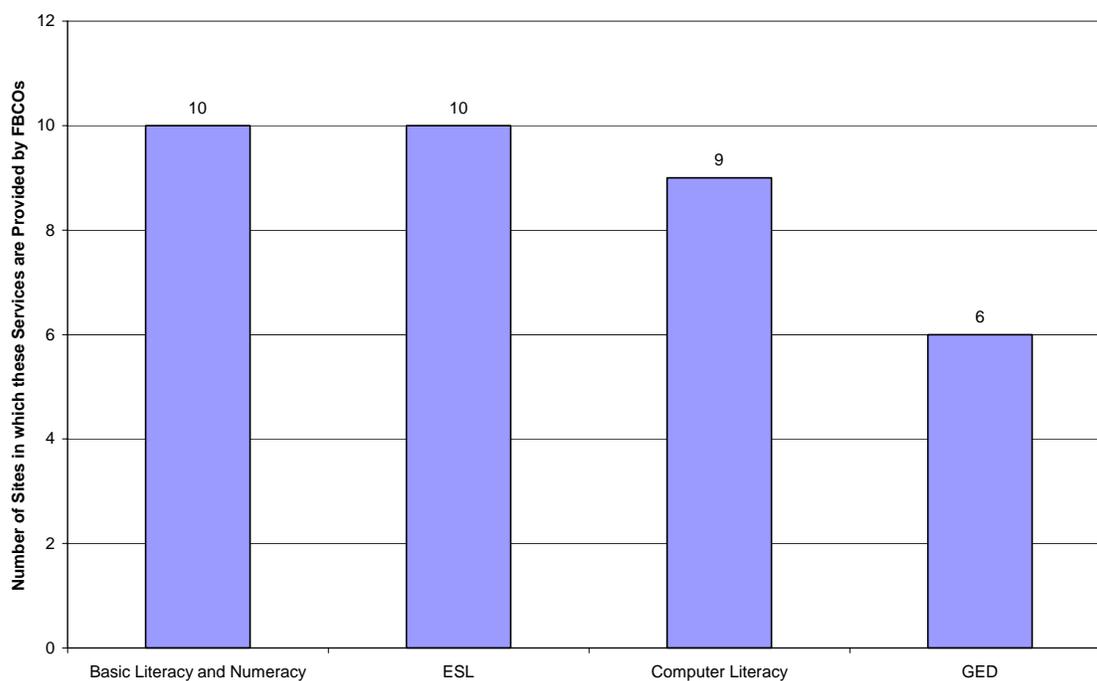
- Anne Arundel County provided its subawardees with funds to give clients individual training accounts (vouchers that can be used to purchase occupational training).
- In Manchester, one subawardee plans to provide a six-week training program in office assistant skills, and another plans to provide training in computer software packages.
- Subawardees in San Diego County plan to use some funds to send clients to outside training programs.
- An FBCO, Appalachian People's Action Coalition, provides training in carpentry and retail services, using funds from its ACEnet subaward.

**Education.** Nearly all sites (13 of the 16) provide some education services (Table V.8). These services include (Figure V.4):

- ***Basic Literacy and Numeracy Skills.*** Some clients may find it difficult to find a job because they lack basic literacy and numeracy skills. Often, classes focus on the reading and spelling needed to receive certification for particular jobs, such as certified nursing assistant.
- ***English as a Second-Language.*** Language training is especially prevalent in sites serving immigrants and refugees.
- ***Basic Computer Literacy.*** Training addresses skills such as mouse use and simple software programs.
- ***GED.*** Assistance in obtaining a GED is especially prevalent in sites serving youth.

**Job Retention Services.** The FBCOs provide some type of job retention services in 10 sites, with services ranging from an individual staff member acting as a job coach, to weekly classes on job retention and advancement, to periodic check-ups of the client once employed.

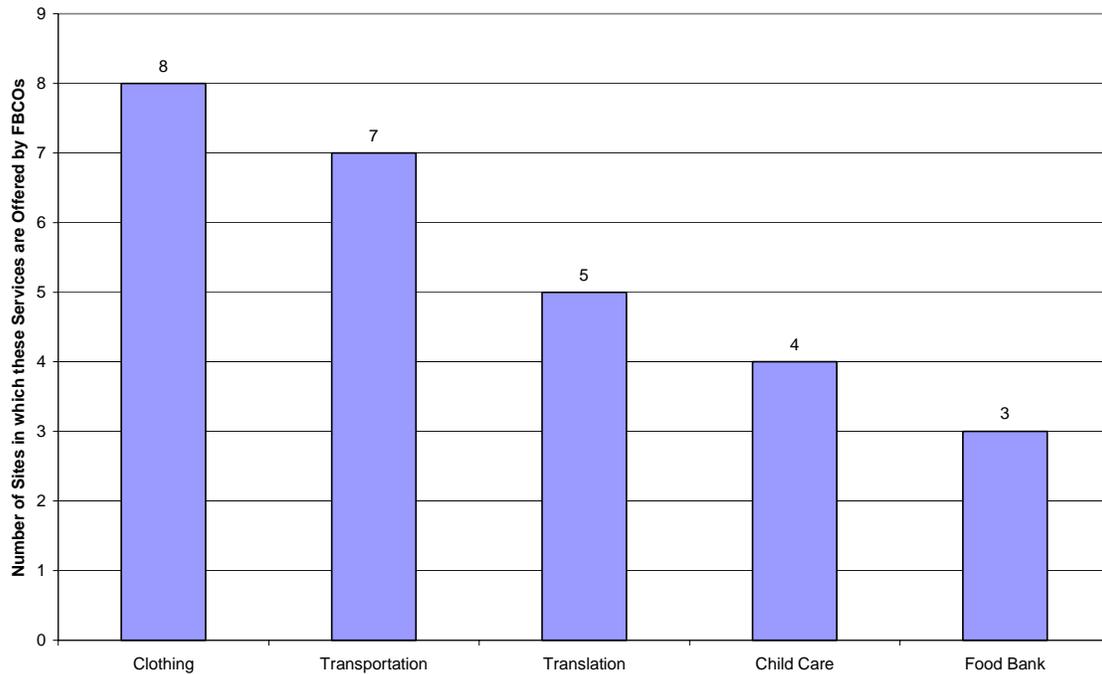
**Figure V.4. Types of Education Services Offered by FBCO Subawardees**



**Support Services.** Many of the FBCOs provided basic support services before the grant and continued doing so after the grant award. In total, the FBCOs in 12 sites plan to provide some support services. The services include (Figure V.5):

- ***Clothing.*** Several of the FBCOs operate clothing banks with clothes suitable for interviews and employment.
- ***Transportation.*** Transportation to employment can be provided by FBCO staff, by providing bus tokens, or by providing vouchers for gasoline.
- ***Translation.*** Several of the FBCOs that serve immigrants have staff who provide translation services.
- ***Child Care.*** FBCOs may have a child-care facility at their location or be knowledgeable about other child care services.
- ***Food Banks.*** The availability of free food is especially common among the churches.

**Mentoring.** The FBCOs in six sites provide formal mentoring services that involve linking FBCO clients with a mentor with whom they meet regularly. Mentors are nearly always volunteers frequently recruited through churches. In Manchester, an FBCO

**Figure V.5. Types of Support Services Offered by FBCO Subawardees**

subawardee is paying a local church to recruit, train, and supervise mentors from its congregation. WIBs, and in some cases subawardees, received guidance that volunteers could not proselytize while acting as mentors for their clients.

**Incentives.** The FBCOs in two sites provide clients with incentives for participating in services and finding employment. Houma offers \$200 to any client who attains at least five job-readiness competencies and a minimum of 20 hours of soft/life skills training and \$100 to any client who maintains employment for 30 hours per week for at least two weeks. In DC, one FBCO offers \$10 a day for clients who attend a job-readiness training program (soft skills training), and another gives clients \$25 for attending the first week of assessment and soft skills training.

### 3. Expected Successes and Challenges

One of the main concerns of the grantees was the ability of the FBCOs to provide high-quality services to the number of clients required by the grant. Three factors contributed to this concern. First, due to the time required for planning and conducting the procurement process, service delivery did not begin until between 6 and 10 months into the grant period. This only left 8 to 12 months left in the grant period to meet the targets.

Second, as discussed earlier, many of the FBCOs were just developing their infrastructure and it would be difficult to also focus on service provision. As one extreme example, the volunteer director of one FBCO needed to hire staff, locate an office, and obtain insurance all while still working full-time at another job. Even in more established

FBCOs, considerable work was involved in gearing the organization to provide services for additional clients.

The third factor was that more than half the grantees asked FBCOs to provide services that they had not previously provided. For example, Abundant Grace Christian Center in San Diego County did not provide any formal employment services before the grant, but it is required to provide comprehensive employment services under its subaward. And sometimes the services can be very prescribed. For example, Ottawa County requires each subawardee to implement a 40-hour core curriculum on life and work skills that is based on work by Ruby Payne (Payne 2001; Payne and Krabill 2002).

It is too early to report on the success of service provision by the FBCOs in the study. However, some indication suggests that at least some of the FBCOs provide the types of personalized and comprehensive services that are unlikely to be provided by government agencies. For example, staff in one FBCO we visited spent considerable one-on-one time with its clients, engaging in activities that included talking about hygiene and dress issues, taking clients to purchase clothes for an interview, driving them to interviews, and visiting them when employed, including a visit at 2:00 am to one client working as a security guard. According to one FBCO client we spoke with, the FBCO staff were “like family to us.”

### **Key Findings: Adding New or Enhanced Services**

- FBCO subawardees most commonly use grant funds to provide multiple, individualized, and comprehensive services. However, some provide one or two specific services, such as job-readiness training. Others operate mini-One-Stop centers.
- Due to the lengthy procurement process, most FBCO subawardees did not begin serving clients until six to ten months into the grant.
- Some FBCOs provide services that are unlikely to be provided by government agencies. For example, some FBCO staff spend considerable one-on-one time with clients engaging in activities including talking about hygiene and dress issues, taking clients to purchase clothes for an interview, and driving them to interviews.
- Grantees expressed some concerns about meeting the outcome targets. Reasons for their concerns included the short grant period, the need for some FBCOs to develop infrastructure before beginning service delivery, and some FBCO's lack of experience in service provision.



## CHAPTER VI

# FINDINGS AND QUESTIONS FOR FURTHER STUDY

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The DOL grants to WIBs and intermediaries were designed to promote partnerships between FBCOs and the workforce investment system. Through this relationship, it was anticipated that FBCOs would increase the accessibility of the One-Stop system to traditionally underserved populations and provide services that are not currently available in the system. The ultimate goal is for the partnerships to be sustainable without the grants.

The evaluation of the grants will provide information for policymakers, workforce investment agencies, and FBCOs on the success of the grants, on replicable models of partnerships, and on lessons learned from the experience of grantees and FBCOs. Although it is too early to say whether these grants have been successful, some interesting preliminary findings have emerged. This chapter summarizes the findings to date and identifies the questions still to be explored.

### A. FINDINGS TO DATE

This report is based on information collected about six to nine months after the WIBs received the DOL grants. At that time, most grantees had completed the procurement process, and FBCOs were just beginning to provide services. Hence, our findings focus mainly on the grantees' goals, their experience with the procurement process, the types of FBCOs selected for the subawards, the plans for how FBCOs will contribute to the workforce investment system, and early capacity-building activities. The nine most important preliminary findings are discussed below.

#### ❖ **Grantees have three main goals: to expand access to services, to fill service gaps, and to build FBCO capacity**

Although each grantee had slightly different goals, their goals fell into three main categories. First, grantees aim to expand access to the workforce investment system to populations that face barriers to the One-Stop system. These populations may be defined by personal characteristics, such as immigrants, ex-offenders, young people, or people with limited English proficiency or disabilities. Or the population may be defined by where they live, such as a public housing facility or an enterprise zone.

Second, many grantees aim to provide new or enhanced services to supplement the services typically not provided by the One-Stop system but needed by the hardest-to-serve populations. For example, many FBCOs provide services that are both more comprehensive and more customized to the needs of a particular client than those provided by the One-Stop system. Services provided by FBCOs, but not typically available through the One-Stop system, include mentoring, soft skills and life skills training, and support services (such as transportation, clothing, and emergency assistance). In addition, FBCOs may provide services tailored to a particular population, such as translation assistance for non-English speakers or shelter for domestic violence victims.

Third, all grantees aim to develop the FBCOs' organizational capacity. While this was a lesser goal for most grantees, several made it a priority. Enabling FBCOs to serve more clients and increasing their ability to secure and manage funding from other sources may make it more likely that the collaborations formed as a result of the grants will be sustainable.

#### ❖ **FBCO subawardees are diverse**

DOL stipulated that subawards would be made only to organizations that meet certain criteria: they must be nonprofit and community-based, and have a mission related to social service provision as well as an annual service budget of \$350,000 or less, or six or fewer FTE employees. While nearly all the FBCO subawardees meet these criteria, they differ in several other ways:

**Organization Type.** Nearly two-thirds of the FBCO subawardees are faith-based, and just under one-third are congregations. The remaining third are secular community-based organizations.

**Experience and Size.** When the subawards were made, some FBCO subawardees were well established, had been providing employment services for many years, and were experienced with government funding. In contrast, others were new organizations, relied solely on volunteers, had miniscule social service budgets, and no experience with government grants.

**Target Population and Service Provision.** Many FBCO subawardees target one or two populations and provide services specifically to meet the needs of that group. Most provide a broad set of services, while others concentrate on specialized services (such as ESL classes).

#### ❖ **Many grantees found it more difficult than expected to recruit FBCOs**

Grantees faced several challenges in recruiting FBCOs to apply for subawards. First, they needed to find organizations that met the DOL definition of "FBCO." This requirement eliminated many larger organizations with more internal resources and experience with providing services. Second, grantees were required to find FBCOs that had some capacity to provide services outlined in the grant and to achieve job-placement and retention goals. Third, they had to find FBCOs that were actually willing to apply for and

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carry out grant activities, which included complying with strict reporting requirements required of federal grants.

Given these challenges, grantees used a combination of outreach strategies to recruit FBCOs, including mailings, newspaper advertisements, personal contacts, and web-based approaches. To help with FBCOs complete grant applications, most grantees held bidders' conferences and provided information about the One-Stop system.

Most grantees found recruiting FBCOs to apply for subawards challenging. On average, only 1.6 applications were received for each subaward. Even some grantees that received applications were disappointed in the quality of the proposals. The grantees that were most successful in recruiting FBCOs were either in urban areas with large numbers of FBCOs (such as DC or Cambridge), or they already had strong connections with FBCOs.

Difficulty recruiting FBCOs affected the grantees in several ways. Some needed to carry out more outreach activities than planned. Others had to provide extensive technical assistance to help FBCOs apply for subawards. One grantee held a second procurement process to recruit additional, stronger FBCOs.

❖ **Establishing an infrastructure for collaborating with FBCOs required at least six months**

Grantees needed at least six months—one-third of the grant period—before FBCOs began providing services for the grant. Some FBCOs did not begin to provide services until 10 months after the grant was awarded. It took time to develop the RFPs for the subawards, identify potential FBCO subawardees, and conduct the subaward procurement process. Grantees that conducted extensive information gathering or provided substantial assistance to FBCOs during the procurement process required more time in the initial phases of the grant. Some FBCOs needed to build a basic infrastructure before they could provide services. Difficulties in hiring staff also delayed some FBCOs providing services. The substantial time needed before FBCOs can begin service provision reduces the amount of time remaining to accomplish the remaining grant goals.

❖ **Many FBCOs required extensive capacity building**

Grantees were generally surprised at the inexperience of many FBCOs. While some FBCOs have been providing services for many years, others had no paid staff, no offices, and no experience providing the services they were asked to deliver. These FBCOs required assistance in developing a basic infrastructure, including hiring staff, purchasing equipment, and setting up accounting systems. These organizations sometimes required daily assistance from grantee or intermediary staff. The more experienced FBCOs needed less capacity building. Their needs mainly included assistance with the grant's reporting requirements, and learning about the One-Stop system.

**❖ Some FBCOs are providing fundamentally new services under the grant**

While some grantees asked FBCOs to provide only services that were similar to those they traditionally provided, most grantees asked FBCOs to provide at least some new services. Examples include implementing a new curriculum on work skills and providing job-development support. Some FBCOs were asked to set up and run a mini One-Stop center.

**❖ Efforts to develop relationships between FBCOs and One-Stop centers were often weak**

The grants were designed to improve the connections between FBCOs and workforce investment partners, including local One-Stop centers. In about one-third of the WIB grantee sites, the relationships between the FBCOs and the One-Stop centers at the time of our site visit were either minimal or strained. In addition, none of the intermediary grantees had developed strong collaborations between One-Stop centers and FBCOs even a year after their grants had begun. The lack of a good relationship between the One-Stop centers and the FBCOs limits the ability of FBCO customers to access the full range of services in the One-Stop system and for One-Stop center customers to have access to FBCO services.

Several factors limit or otherwise interfere with the relationship between One-Stop centers and FBCOs. FBCOs may not be aware of services available through the One-Stop centers, or they may not trust that One-Stop centers will be helpful to their clients. In some locations, the target populations for the grant are clients that may be ineligible for some One-Stop center services, such as undocumented aliens. Some One-Stop center staff are concerned about duplicate services, while others see FBCOs as competitors for their clients.

Despite these challenges, some grantees have actively encouraged the relationship between FBCOs and the One-Stop centers. Some grantees involved One-Stop centers in the procurement process by, for example, organizing tours of the centers or by having center staff provide technical assistance. Others encouraged frequent communication by holding weekly or monthly meetings with One-Stop center and FBCO staff. Some grantees designated a One-Stop center staff member as a liaison to the FBCO, coordinating activities between the two. Other grantees colocated FBCO staff in the One-Stop centers.

**❖ FBCOs connections to employers are limited**

DOL asked WIBs to include employers in their grant activities. In the grant applications, WIBs were required to identify three employers or business sectors that were committed to collaborate with the FBCOs. Despite this mandate, most grantees had neither carried out nor planned any activities with employers as of our site visit.

Two grantees did, however, develop innovative approaches to bring employers into the collaborations. One grantee brought employers on board during the early stages of the grant and asked them to comment on program design. They were then asked to sign memoranda of understanding detailing their responsibilities along with the responsibilities of the other collaboration partners. Another grantee launched the “Speakers Bureau Program,” in which

employers were invited to visit local FBCOs during lunch to talk with clients about potential job opportunities and how to prepare for them.

### ❖ **Intermediaries may play a useful role in grant activities**

Just over half of the WIB grantees contracted with an intermediary organization to help with the collaborations. The early experience of grantees suggests that intermediary organizations may play a useful role in grant activities. They can serve as the grant fiscal agent, conduct the procurement process, and monitor subawards. Intermediary organizations are also helpful in FBCO recruitment, especially if they have existing connections with local FBCOs. In addition, the WIB grantees have relied primarily on intermediaries to provide technical assistance for FBCOs.

However, it is too early to judge the effectiveness of the intermediaries. Their effectiveness may well depend on their particular expertise. Most, but not all, intermediaries have relationships with local FBCOs. Few intermediaries were knowledgeable about the One-Stop system and, unlike the WIB grantees, intermediaries do not have a formal relationship with the One-Stop system. Some intermediaries lacked prior experience providing technical assistance. In addition, using an intermediary comes with a cost. On average, WIB grantees that contracted with an intermediary allocated less funding to FBCO subawards than did WIB grantees that did not contract with one.

## **B. QUESTIONS FOR FURTHER STUDY**

A subsequent report will discuss the extent to which the grantees have met the goals described here. That report will address the following questions on the basis of customer outcomes data collected by the grantee and from a second round of site visits:

- ***Did the FBCOs become full partners in the One-Stop system?*** Did they develop meaningful collaborations with the One-Stop centers? Did they develop relationships with employers? Did the FBCOs have input into program design and policy development in the One-Stop system?
- ***Did the FBCOs increase access to the One-Stop system?*** How many customers were FBCOs able to serve? Were these customers previously not served by the workforce investment system? Were FBCO customers linked to the broader One-Stop system?
- ***Did the FBCOs fill a service gap?*** What types of services did FBCOs provide? Were these services previously unavailable through the One-Stop system? Did the One-Stop centers refer customers to the FBCOs for services?
- ***Were the collaborations with FBCOs sustainable?*** To what extent did the grants increase the capacity of the FBCOs to provide services and to obtain additional government funding?

- ***Did the grants help more people find and retain employment?*** Finally, and most importantly, how many customers did the FBCOs help find jobs? How many of those were able to keep their jobs?

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**APPENDIX A**  
**SUMMARY DESCRIPTION OF GRANTEES**

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**ANNE ARUNDEL WORKFORCE DEVELOPMENT CORPORATION  
(ANNE ARUNDEL COUNTY, MARYLAND)  
PEOPLE ACQUIRING SKILLS FOR SUCCESS**

**Grantee:** Anne Arundel Workforce Development Corporation (WIB)

**Purpose of the Grant:** To expand One-Stop services to incarcerated individuals and public housing residents. The grant will establish mini-One-Stop centers in two detention facilities and two public housing facilities. The WIB hopes to expand the reach of the One-Stop system while creating a “pipeline” among employers, FBCOs, and the targeted populations.

**Target Population:** Incarcerated individuals and public housing residents

**Intermediary:** None

**Active Agency Partners:** The WIB is collaborating with the Anne Arundel County Department of Detention Facilities and the Housing Commission of Anne Arundel County.

**FBCOs:** FBCOs awarded subgrants include Arundel House of Hope, Inc. (CBO), Mount Olive African Methodist Episcopal Church (FBO), and Center of Hope, Inc. (FBO). Each FBCO received \$100,000.

**Services Provided by FBCOs:** Each FBCO has hired a “career consultant” to provide job search assistance and one-on-one job counseling services at the new mini-One-Stop centers. The career consultants will also establish relationships with employers and identify job openings. FBCOs are required to set aside \$25,000 of their grant award for Individual Training Accounts.

**Efforts to Increase Access to One-Stop Services:** The purpose of the new mini-One-Stop centers is to increase access to One-Stop services. Grant participants can access One-Stop services through computers at each mini-One Stop center, and FBCOs will provide on-site job counseling.

**Supports for FBCOs:** The WIB trained FBCOs on grant management and gave each FBCO subawardee a grant reference manual. The WIB grant manager and a One-Stop center supervisor will provide FBCOs with technical assistance. FBCOs received furniture and office equipment for their mini-One-Stop centers.

**Employer Involvement:** The WIB’s grant application included letters of support from three local businesses, and one local company has expressed interest in hiring grant participants.

**One-Stop Center Involvement:** One-Stop centers provide mentoring and technical assistance. They will also provide quarterly job-readiness workshops at each of the mini-One-Stop centers.

**Outcome Goals:** The WIB has set a goal of serving 250 individuals at the mini-One-Stop centers and training 100 individuals. The WIB’s grant application documents four performance goals: a 72 percent employment rate for unemployed participants, 81 percent retention rate for those obtaining employment, an average earnings increase of \$3,250, and meeting 80 percent of enrollment targets.

**METRO NORTH REGIONAL EMPLOYMENT BOARD, INC.  
(CAMBRIDGE, MASSACHUSETTS)  
EXPANDING OPPORTUNITIES PROJECT**

**Grantee:** Metro North Regional Employment Board, Inc. (WIB)

**Purpose of the Grant:** To increase access to and use of workforce investment services for diverse populations. Grant activities build on collaborative efforts under a 2002 intermediary grant funded by DOL. The grantee was the Institute for Community Inclusion (ICI).

**Target Population:** Communities with “diverse cultural, racial and linguistic” populations, including Ethiopians, Somalis, Latinos, and immigrant and minority adults.

**Intermediary:** Although the grantee did not call the ICI an intermediary, the ICI functions as one by providing capacity-building activities and technical support for providing culturally sensitive services.

**FBCOs:** Subawardees include Ethiopian Community Mutual Assistance Association (CBO), Saint Luke’s Episcopal Church (FBO), Tailored for Success (CBO), and The Welcome Project (CBO). FBCOs were awarded \$65,000 each.

**Services Provided by FBCOs:** FBCOs will use grant funds to address barriers to work and to provide education and training, job search/job-readiness assistance, and basic work supports.

**Efforts to Increase Access to One-Stop Services:** FBCOs will directly refer clients to One-Stop centers for employment and training services. FBCO and One-Stop staff will be colocated one to two days per week in both FBCO and One-Stop centers. FBCOs are required to register all eligible job seekers at the One-Stop centers.

**Supports for FBCOs:** ICI provided FBCOs with extensive help in applying for subawards. ICI and One-Stop centers will provide individual technical assistance to FBCOs. One-Stop centers will provide FBCOs with office space and help with monthly reporting requirements. In addition, ICI and the grant manager will organize eight capacity-building training seminars for all FBCOs in the service area. Topics to be covered include program and grant management, grant writing, and workforce investment services.

**Employer Involvement:** Industries targeted for the Expanding Opportunities Project are primarily health and hospitality, two job sectors with recent job growth. The WIB and One-Stop centers plan to help FBCOs create employer relationships.

**One-Stop Center Involvement:** Career Center and Career Place (local One-Stop centers) will teach FBCOs about One-Stop centers, provide FBCOs with office space, input FBCO monthly program data, and train FBCOs to provide workforce investment services.

**Outcome Goals:** To achieve the project goals, FBCOs collectively need to place 150 people in jobs and demonstrate that 75 percent of those placed continue working for at least six months. Other grant goals include increasing the resources available to immigrants and refugees and other disadvantaged populations and building the capacity of FBCOs to become competitive service providers.

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**CUMBERLAND COUNTY WORKFORCE INVESTMENT BOARD  
(CUMBERLAND COUNTY, NEW JERSEY)**

**Grantee:** Cumberland County Workforce Investment Board (WIB)

**Purpose of the Grant:** To increase access to and use of workforce investment services for diverse populations. It builds on collaborative efforts under a previous county initiative that provided FBCOs with computer labs.

**Target Population:** The unemployed and underemployed, including at-risk youth, people with limited English proficiency, the homeless, ex-offenders, welfare recipients, persons with disabilities, Hispanics, and Native Americans.

**Intermediary:** None

**FBCOs:** FBCOs awarded subgrants include Bethel Development Corporation (FBO), Third Ward Advisory Group (CBO), Zelphy Community Learning Center (CBO), In His Presence Worship Center (FBO), Casa PRAC (CBO), Boys and Girls Club of Vineland (FBO), Refuge Enterprises (FBO), Zoe Corporation (FBO), and Nanticoke Lenni-Lenape Indians of New Jersey (CBO). FBCOs were awarded subgrants ranging from \$19,920 to \$24,000.

**Services Provided by FBCOs:** Provision of computer labs at FBCOs and outreach to people who have not traditionally used the One-Stop centers. FBCOs will provide information on One-Stop services, facilitate referrals to the One-Stop center, and provide publicity and space for employer presentations.

**Efforts to Increase Access to One-Stop Services:** People can use the computer labs at the FBCOs for online access to One-Stop center resources and other employment and training resources. People may also complete One-Stop center registration forms at FBCOs.

**Supports for FBCO:** The WIB will inform FBCOs about the workforce investment system and steps for referring clients to One-Stop centers and will provide assistance to FBCOs in financial reporting and participant tracking. FBCOs will develop their capacity by attending trainings on grant writing and nonprofit management and by joining the board of a local organization in order to develop their network in the community.

**Employer Involvement:** The project targets three industries that have experienced recent job growth--health, hospitality, and construction. The One-Stop center will organize a monthly speakers' bureau where employers speak at local FBCOs about opportunities in their industries.

**One-Stop Center Involvement:** Two staff at the local One-Stop center visit each FBCO at least once per month to conduct computer maintenance, oversee outreach, and coordinate the speakers' bureau.

**Outcome Goals:** FBCOs collectively need to place 180 people in jobs. Other grant goals include increasing the number of access points to the One-Stop system and building the capacity of FBCOs to become competitive service providers.

**CITY AND COUNTY OF DENVER  
(DENVER, COLORADO)  
FAITHWORKS!**

**Grantee:** Office of Economic Development, City and County of Denver (WIB)

**Purpose of the Grant:** To establish a network of FBCOs offering pre-employment services and referrals to One-Stop centers.

**Target Population:** Populations considered to be underserved or difficult to serve, including ex-offenders, immigrants and refugees, homeless people living in transitional housing, youth who have aged out of foster care, youth with incarcerated parents, and TANF recipients.

**Intermediaries:** Two intermediaries oversee subawards and provide technical assistance to FBCOs. The Metro Denver Black Church Initiative works with FBCOs in east Denver, and the Denver Inner City Parish works with FBCOs in west Denver.

**FBCOs:** Thirty-five FBCOs have received subawards averaging about \$5,000. Nearly all the recipients are FBOs.

**Services Provided by FBCOs:** FBCOs in East Denver are providing job coaches, who are expected to offer mentoring, help clients prepare for work, and link clients to resources to remove employment barriers. West Denver FBCOs are providing diverse services, including job search assistance, life skills training, transitional housing, counseling, and GED and ESL classes.

**Efforts to Increase Access to One-Stop Services:** It is expected that FBCOs will refer participants to One-Stop centers after addressing basic barriers to job readiness such as inadequate housing, clothing, transportation, or child care.

**Supports for FBCOs:** The Office of Economic Development and intermediaries have provided training and technical assistance to FBCOs in the processes for client enrollment, case management, and reporting. Intermediaries are expected to help FBCOs manage case files and facilitate referrals. Some FBCOs have also received assistance in applying for funding from other sources.

**Employer Involvement:** Local businesses were informed about FaithWorks! through an employer breakfast after the launch of the project. About 20 employers indicated a willingness to receive applications from FaithWorks! participants. The Office of Economic Development is also subsidizing the wages of some participants.

**One-Stop Center Involvement:** FaithWorks! liaisons have been designated at One-Stop centers to inform FBCOs of resources available at the centers and to help participants access services such as job placement assistance.

**Outcome Goals:** Goals include increasing the number of FBCOs serving as active partners with workforce centers and building the capacity of FBCOs to compete for future funding opportunities. FaithWorks! also aims to help up to 200 participants achieve employment, with 85 percent retaining employment at 6 months and 75 percent at 12 months.

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**CAPITAL WORKFORCE PARTNERS  
(HARTFORD, CONNECTICUT)  
OPENING DOORS PROJECT**

**Grantee:** Capital Workforce Partners (CWP) (WIB)

**Purpose of the Grant:** To create “portals” to the One-Stop system to engage low-income people in Hartford and New Britain. It builds on an intermediary grant received by Capital Region Education Council (CREC).

**Target Population:** People with Limited English Proficiency in underserved neighborhoods, youth (ages 18 to 24), and other low-income people.

**Intermediary:** CREC, an educational organization with a division that focuses on literacy, workforce preparedness, and job training.

**FBCOs:** The seven FBCO subawardees include: Blue Hills Civic Association (CBO), Loaves and Fishes (FBO), Spanish Speaking Center (CBO), Polish American Foundation (CBO), Opportunities Industrialization Center (CBO), Restoration Church (FBO), Coalition to Strengthen the Sheldon/Charter Oak Neighborhood (CBO). Five FBCOs were awarded \$40,000 each, one was awarded \$20,000, and one \$70,000.

**Services Provided by FBCOs:** FBCOs use grant funds to conduct ESL assessment and referrals, life skills and employability training, and job search assistance. FBCOs will also hire one job developer in each city to help their clients find jobs.

**Efforts to Increase Access to One-Stop Services:** FBCOs act as “portals” to the One-Stop system. They provide computer access to the One-Stop system and basic employment services, including information on employment opportunities in the retail industry. They refer clients to the One-Stop centers for additional employment and training services.

**Supports for FBCOs:** CREC will provide training and technical assistance on providing ESL instruction and conducting ESL assessments to FBCOs through monthly visits and meetings. The WIB and CREC will inform FBCOs about the workforce investment system and build their capacity to provide basic job search assistance, integrate employment services with their existing services, and refer clients to One-Stop centers. They will develop materials for FBCOs to use to instruct their clients on retail-based employment and customer service.

**Employer Involvement:** Employers in the retail and customer service industries that are part of current redevelopment efforts in Hartford are expected to hire clients of the FBCOs.

**One-Stop Involvement:** The FBCOs are expected to work with the One-Stop centers to improve coordination, share information on their services, and provide translation assistance, when necessary.

**Outcome Goals:** FBCOs are working towards four key project goals: (1) to enroll clients into the program; (2) to get clients to enroll in ESL classes; (3) to get clients to enroll in and complete employability and life skills classes; (4) to help clients find employment. The other main goal of the grant is to develop the capacities of FBCOs to become portals to the One-Stop system.

**LAFOURCHE, ASSUMPTION, AND TERREBONNE PARISH  
WORKFORCE INVESTMENT BOARD  
(HOUMA, LOUISIANA)**

**Grantee:** LaFourche, Assumption, and Terrebonne Parish Workforce Investment Board (WIB)

**Purpose of the Grant:** To provide job-readiness training and job-search assistance at six sites across a three-county area, and to expand awareness of the One-Stop system.

**Target Population:** Low-income residents of three rural parishes: LaFourche, Assumption, and Terrebonne.

**Intermediary:** None

**FBCOs:** Five FBCOs received subawards: Circle of HOPE (CBO), St. Mark Baptist Church (FBO), Plymouth Rock Baptist Church (FBO), AJDC Pharr Foundation (FBO), and the Bayou Interfaith Shared Community Organizing (FBO). Four of the FBCOs received \$56,879 for each grant site, and one FBCO received \$30,627.

**Services Provided by FBCOs:** FBCOs will provide at least 20 hours of job-readiness and life-skills training for each grant participant. In addition, FBCOs will establish relationships with local employers and assist grant participants in job-search activities. Each FBCO employs a job-readiness instructor and a job developer. Grant participants receive a \$200 stipend for completing 80 percent of the job-readiness training and a \$100 stipend for two weeks of employment.

**Efforts to Increase Access to One-Stop Services:** One FBCO is co-located at a One-Stop center. The WIB views the grant as expanding One-Stop services by adding job-readiness training to the One-Stop system. FBCOs can refer grant participants to the One-Stop system for additional job training.

**Supports for FBCOs:** The WIB provided FBCOs with a job-readiness curriculum and held a one-day training session that covered grant finance, the participant intake process, job development, and grant administration. The One-Stop operator provides assistance with enrolling grant participants enrollment, eligibility, and case management services for the FBCOs. A long-term consultant assists with capacity building and monitoring FBCOs. FBCOs received funding to purchase at least one computer for grant activities.

**Employer Involvement:** Despite an initial attempt to target the shipbuilding industry, the grantee does not have a specific employer targeted for grant activities.

**One-Stop Center Involvement:** The One-Stop operator receives funding under the grant to assess the eligibility of grant participants, process their enrollment forms, and provide case management services for the FBCOs. The One-Stop centers can refer customers to the FBCOs for job readiness training.

**Outcome Goals:** The WIB has set a target for each FBCO site to serve 50 participants, except for one FBCO, whose target is 25 (275 participants in all).

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**CAPITAL AREA MICHIGAN WORKS!  
(LANSING, MICHIGAN)  
FBCO ONE-STOP CENTER PARTNERSHIP**

**Grantee:** Capital Area Michigan Works! (WIB)

**Purpose of the Grant:** To increase access to the workforce investment system among hard-to-serve populations.

**Target Population:** Prisoners re-entering society and high-school dropouts.

**Intermediaries:** None. Capital Area Michigan Works! intends to link the project with Michigan's Prisoner Re-entry Initiative.

**FBCOs:** Four FBCOs have received subawards under the grant: New Way In, Inc. (FBO), Eaglevision Ministries, Inc. (FBO), the Capital Area Literacy Coalition (CBO), and the South Side Community Coalition (CBO). Subawards range from \$50,917 to \$116,167.

**Services Provided by FBCOs:** FBCOs will provide outreach and enrollment, assessment, job-search and job-readiness assistance, life-skills training, and literacy training.

**Efforts to Increase Access to One-Stop Services:** FBCOs will be co-located part- or full-time at a One-Stop center (the Lansing Service Center). They are expected to inform participants about other services available at the center and to make referrals as appropriate.

**Supports for FBCOs:** Capital Area Michigan Works! staff have met regularly with FBCOs to review service implementation progress and address emerging issues. Technical assistance has been provided in proposal preparation, financial reporting, and performance reporting. Future training is expected to cover such topics as case management, handling grievances, cost allocation, and equal opportunity.

**Employer Involvement:** No specific employers have been targeted for the grant, but projected areas of job growth in the local area include information technology, financial services, health care, database administration, and mechanical engineering. FBCOs will be expected to develop employer links.

**One-Stop Center Involvement:** As the operator of the Lansing Service Center (the main One-Stop center in the region), the Ingham Intermediate School District is providing FBCOs with facilities and encouraging links between FBCOs and other One-Stop partners.

**Outcome Goals:** Expected grant outcomes include (1) enrolling a minimum of 250 participants, (2) achieving a 50 percent entered employment rate (125 participants), (3) achieving an 80 percent six-month retention rate (100 participants), and (4) ensuring that 45 percent of participants receive a credential (112 participants).

**NEW HAMPSHIRE WORKFORCE OPPORTUNITY COUNCIL  
(MANCHESTER, NEW HAMPSHIRE)**

**Grantee:** New Hampshire Workforce Opportunity Council (WIB)

**Purpose of the Grant:** To create new relationships between FBCOs and the One-Stop system in order to provide youth employment services, to increase youths' awareness of services provided by FBCOs, and to increase the capacity of FBCOs to provide youth-related services.

**Target Population:** Youth from age 16 to 24 in the Enterprise Zone of Manchester, New Hampshire.

**Intermediary:** Odyssey Youth Rebuild, a program run by a nonprofit agency, Odyssey House, Inc., to provide workforce development services for youth and young adults who have dropped out of school. It is located in the Manchester Enterprise Zone.

**FBCOs:** The subawardees include three CBOs—New Hampshire African Information Center, Manchester Community Resource Center, and Northeast Deaf and Hard of Hearing, Inc.—and Business and Computer Solutions, Inc. (a small, for-profit agency in the Manchester area that provides training in office skills). The subawards range from \$24,000 to \$65,000.

**Services Provided by FBCOs:** The four subawardees provide different services. The New Hampshire African Information Center provides support services as well as training in office computer skills and ESL. Manchester Community Resource Center provides a remedial education program, job-placement and -retention services, and a mentoring program. Northeast Deaf and Hard of Hearing, Inc. provides specialized employment services and mentoring services for deaf and hard-of-hearing youth. Business and Computer Solutions provides computer training.

**Efforts to Increase Access to One-Stop Services:** Odyssey Youth Rebuild will provide tours of the One-Stop centers.

**Supports for FBCOs:** For one subawardee, the WIB has provided considerable technical assistance in, for example, writing the grant application and developing the organization. Other subawardees did not request assistance, but they will later receive such assistance from the intermediary.

**Employer Involvement:** Three industries were listed in the grant application: construction, hospitality, and health care. No employers were involved at the time of the site visit.

**One-Stop Center Involvement:** The One-Stop centers are not expected to play a role.

**Outcome Goals:** The grantee's goals are to serve 200 to 225 youth, 100 to 125 youth will be provided services or referrals by Odyssey Youth Rebuild (the intermediary), 25 to 40 youth will be referred to a WIA program for services, and 65 to 80 youth will be served by a subawardee. For those served by a subawardee, the goals include placing 55 percent in employment, 75 percent of whom are expected to retain employment and 25 percent to advance in employment.

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**OTTAWA COUNTY MICHIGAN WORKS!  
(OTTAWA COUNTY, MICHIGAN)  
EMPLOYMENT ALLIANCE**

**Grantee:** Ottawa County Michigan Works! (WIB)

**Purpose of the Grant:** To develop and implement a network that includes (1) “career academies,” (2) support services, and (3) employers who have agreed to interview participants for available positions. This grant builds on an intermediary grant to Good Samaritan Ministries.

**Target Population:** WIA-eligible people living in eight “high need” neighborhoods in Grand Haven and Zeeland/Holland, Michigan.

**Intermediary:** Good Samaritan Ministries is responsible for making subawards, providing training and technical assistance, defining program services and procedures, and establishing systems for evaluation and monitoring.

**FBCOs:** Ten FBCOs have received subawards under the grant. All but one are faith-based organizations. Three FBCOs received \$51,500 each to operate career academies, and eight FBCOs received \$15,000 each to provide supportive services. (One FBCO received a subaward for career academy and for supportive services.)

**Services Provided by FBCOs:** FBCOs operating career academies are expected to conduct outreach, enroll and assess participants, deliver a 40-hour curriculum on life and work skills, connect participants with support services and volunteer mentors, and link them to employers directly or through the One-Stop center. FBCOs providing support services are offering ESL and GED instruction, budget counseling, and adult literacy training.

**Efforts to Increase Access to One-Stop Services:** FBCOs are expected to work with One-Stop center staff to place participants in employment after they have completed the career academy training.

**Supports for FBCOs:** FBCOs receive guidance from Good Samaritan Ministries on preparing their proposals for subawards. Good Samaritan Ministries has also developed a detailed manual for FBCOs that operate career academies and plans to create additional resources as the project continues, including an organizational capacity assessment tool to identify training needs.

**Employer Involvement:** Employers have been involved in the grant from its inception and provided input on its overall design. Several employers have signed memoranda of understanding indicating that they will interview qualified graduates of the career academies.

**One-Stop Center Involvement:** An Ottawa County Michigan Works! staff member serves as a liaison between FBCOs and the One Stop center in Holland, facilitating access to services and links with employers.

**Outcome Goals:** The grant is intended to provide comprehensive employment and training services to 150 people, with 70 percent of participants securing employment and 75 percent of those employed retaining employment for 3, 6, and 9 months. It is also expected that 30 people will receive ESL training, 30 people will receive GED instruction, and 10 people will receive adult basic literacy instruction

**WORKNET PINELLAS INC.**  
**(PINELLAS COUNTY, FLORIDA)**  
**PROJECT ACCESS (ADVANCING COMMUNITY COOPERATION TO EMPLOY AND  
STRENGTHEN SKILLS)**

**Grantee:** WorkNet Pinellas, Inc. (WIB)

**Purpose of the Grant:** To increase access to the One-Stop system and provide case management services to hard-to-serve populations.

**Target Population:** Low-income residents (ex-offenders in particular) in four census tracts of Pinellas County.

**Intermediary:** Catholic Charities, Diocese of St. Petersburg, Inc.

**FBCOs:** The grantee made awards to three FBCOs: Kids in Need of Families Offering Love, Kindness, and Support (KINFOLKS, a CBO); Pinellas Ex-Offenders Reentry Coalition (PERC, a coalition of human services providers for ex-offenders that includes CBOs, FBOs, and government service providers); and St. Petersburg Dream Center (FBO). One FBCO received \$60,000; the other two received \$90,000 each.

**Services Provided by FBCOs:** Each subawardee and the intermediary established a mini-One-Stop center. FBCOs were also required to provide core and intensive services, including employment placement and retention, life skills training, and support services.

**Efforts to Increase Access to One-Stop Services:** Six new mini-One-Stop centers have been established under the grant. Subawardees are also expected to make referrals to comprehensive One-Stop centers.

**Supports for FBCOs:** Catholic Charities will provide technical assistance and mentoring to the subawardees. Another nonprofit organization, Management Assistance Program, will provide training on finances, managerial skills, and community resources for nonprofit organizations. WorkNet will provide training on WIA eligibility and services.

**Employer Involvement:** WorkNet received commitments from three local businesses (two medical centers and a cable company) to consider hiring Project ACCESS participants. At the time of the site visit, the subawardees had met with one of these businesses.

**One-Stop Center Involvement:** FBCOs are expected to refer clients to the One-Stop centers for additional services.

**Outcome Goals:** The primary goals of the grant are to serve a total of 1,800 people, place 200 people in employment, and have 75 percent of people placed retain employment for six months. Other goals include increasing the number of people accessing the One-Stop system in the targeted census tracts by 30 percent and having two subawardees apply for further grant funding.

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**SAN DIEGO WORKFORCE PARTNERSHIP  
(SAN DIEGO COUNTY, CALIFORNIA)  
BUILDING BRIDGES BETWEEN COMMUNITY NETWORKS**

**Grantee:** San Diego Workforce Partnership (WIB)

**Purpose of the Grant:** To increase access to the One-Stop system by awarding funds to qualified FBCOs to provide employment and training services and cultivating long-term partnerships between FBCOs and the Metro One-Stop Career Center.

**Target Population:** Residents of San Diego's City Heights neighborhood, especially those with linguistic and cultural barriers to work.

**Intermediary:** All Congregations Together has served as an intermediary during the initial phase of the project, gathering information on FBCOs in the City Heights neighborhood and providing technical assistance for subaward applicants.

**FBCOs:** Two FBCOs, the City Heights Community Development Corporation and the Abundant Grace Christian Center, have received subawards of \$124,625 each. Both subawardees are serving as the lead agency in collaborations with other organizations, including non-FBCOs.

**Services Provided by FBCOs:** The two FBCOs will provide comprehensive employment training and job placement programs, case management, and supportive services.

**Efforts to Increase Access to One-Stop Services:** FBCOs may refer clients to services at the One-Stop center. FBCO staff are expected to be co-located at the center part-time to meet with clients and enter case data into the center's management information system.

**Supports for FBCOs:** Technical assistance was offered to FBCOs considering applying for subawards. It covered program design, performance measurement, and developing a program budget. FBCOs will also receive training in service delivery from the One-Stop operator and will "shadow" One-Stop center staff to become familiar with resources and procedures.

**Employer Involvement:** FBCOs receiving subawards are expected to develop relationships with employers that will lead to job opportunities for program participants. The City Heights Community Development Corporation intends to work with the City Heights Business Association, while the Abundant Grace Christian Center plans to access employers through the San Diego-Imperial Counties Labor Council.

**One-Stop Center Involvement:** The operator of the Metro One Stop Career Center is providing FBCOs with support and training services. A liaison at the Metro One Stop Career Center is expected to facilitate access to services and resources at the center.

**Outcome Goals:** Goals for the Building Bridges Project are to enroll 80 hard-to-serve individuals in FBCO programs, achieve an employment rate at program exit of 82 percent, an average hourly wage of \$11.58, and an employment rate first quarter after exit of 78 percent.

**DC WORKFORCE INVESTMENT COUNCIL AND DC DEPARTMENT OF EMPLOYMENT  
SERVICES  
(WASHINGTON, DC)**

**Grantees:** DC Workforce Investment Council (WIB) and DC Department of Employment Services (DOES). DOES administers One-Stop services.

**Purpose of the Grant:** The grant aims to provide workforce investment services to hard-to-reach job seekers living in economically disadvantaged areas of the District of Columbia.

**Target Population:** Persons living in census tracts with high crime, high unemployment, and underskilled residents

**Intermediary:** None

**FBCOs:** FBCOs awarded subgrants include ARRIBA Center (CBO), Development Corporation of Columbia Heights (CBO), Mount Lebanon Baptist Church (FBO), National Association for Community Empowerment (CBO), New Commandment Baptist Church (FBO), and Upper Room Baptist Church (FBO). Five FBCOs received \$50,000 and one received \$35,000.

**Services Provided by FBCOs:** FBCOs will provide job-readiness training, job placement assistance, and social support services to unemployed individuals. In addition, FBCOs plan to provide a combination of hard and soft skills job-readiness training with wrap-around support services (such as bus tokens, food, transportation, and clothing). They will also register clients at the local One-Stop center by using the Virtual One-Stop System (VOS) and mobile One-Stop center.

**Efforts to Increase Access to One-Stop Services:** FBCOs will provide One-Stop services directly in the neighborhoods where clients live.

**Supports for FBCO:** Other than the grant award, supports available to FBCOs are limited. Primary supports for FBCOs are access to the VOS and mobile One-Stop center for job fairs.

**Employer Involvement:** DOES plans to work with the DC Water and Sewer Authority (WASA) and CVS Pharmacy.

**One-Stop Center Involvement:** FBCOs may refer clients to local One-Stop centers for employment and training services. Otherwise, the One-Stop center has limited involvement with grant activities.

**Outcome Goals:** The grant goals are to place 150 people in jobs and achieve 75 percent retention for at least six months. In addition, DOES administrators hope to increase the number of hard-to-serve job seekers who receive One-Stop services.

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**APPALACHIAN CENTER FOR ECONOMIC NETWORKS (ACENET)**  
**(ATHENS, OHIO)**  
**WORKNET**

**Grantee:** Appalachian Center for Economic Networks (ACENet) (intermediary)

**Purpose of the Grant:** The grant has three related goals: (1) to build an effective network of FBCOs that will, on an ongoing basis, collaborate to identify the unmet job and training needs of low-income individuals; (2) to develop innovative and effective services to meet those needs; and (3) to work closely with the three county One-Stop centers to integrate FBCO services into the One-Stop system.

**Target Population:** Low-income adult residents of Athens and Meigs counties and youth age 16 to 24 in Vinton County. These are all primarily rural areas.

**FBCOs:** Subawardees include three CBOs, Appalachian Peoples Action Coalition and Crossroads Program, and Sojourners Care Network. (The Sojourners Care Network is a part of a larger organization with a multimillion dollar budget that received a subaward as a separate program that met the FBCO size requirement.)

**Services Provided by FBCOs:** For adults, FBCOs provide classes in basic and computer literacy, GED preparation, employment placement and retention assistance, life skills training, and support services (such as transportation and clothing assistance). For youth, FBCOs provide pre-employment training, career exploration and planning, job search assistance, and GED preparation.

**Efforts to Increase Access to One-Stop System:** FBCOs can refer to the One-Stop centers.

**Supports for FBCOs:** ACENet has provided training in grant writing and Quickbooks to one FBCO. It has also funded trainings in WIA and the structure of WIBs in Ohio and paid for subawardees to attend conferences. One-on-one technical assistance is provided in grant writing, developing accounting systems, and nonprofit management. ACENet has also provided space in which FBCOs can hold meetings.

**Employer Involvement:** Each FBCO subawardee is responsible for developing relationships with local employers.

**One-Stop Center Involvement:** FBCOs provide referrals to and receive referrals from the One-Stop centers.

**Outcome Goals:** The goals for the 2003–2004 grant called for 150 participants in workshops; 50 percent of participants to receive support services; 40 percent of participants who complete workshops to enroll in additional training, improve their job situation, or start a business; and subawardees to move toward sustainability. The goals for the 2004–2005 grant extension called for 75 job seekers to obtain and retain employment, 60 to enter education or training, 75 to receive support services, 90 to complete job training, 90 to increase literacy or numeracy, an increase in the number of people served by the One-Stop system, and subawardees to have contracts with the WIB, nonfederal funding, and tracking systems sophisticated enough that they can obtain WIB contracts.

**CAPITAL REGION EDUCATION COUNCIL (CREC)  
(HARTFORD, CONNECTICUT)  
OPENING DOORS PROJECT**

**Grantee:** Capital Region Education Council (CREC) (intermediary)

**Purpose of the Grant:** To create “portals” to the One-Stop system for low-income people in Hartford and New Britain who may not be comfortable accessing the system, particularly because of language and cultural barriers.

**Target Population:** Adults with limited English proficiency in underserved neighborhoods.

**FBCOs:** The six FBCOs awarded subgrants include Blue Hills Civic Association (CBO), Loaves and Fishes (FBO), Spanish Speaking Center (CBO), Polish American Foundation (CBO), Opportunities Industrialization Center (CBO), and SINA Job Center (CBO). FBCOs were awarded \$50,000 each; they later received an additional \$10,000 in intermediary extension funds.

**Services Provided by FBCOs:** FBCOs used grant funds to provide ESL instruction or referral, life skills and employability training, and basic job-search assistance. They sought to reach out to people who did not previously use One-Stop services. The FBCOs worked with the One-Stop centers to improve coordination, share information on their services, and provide translation assistance, when necessary.

**Efforts to Increase Access to One-Stop Services:** FBCOs provided computer access to the One-Stop system and referred clients to the One-Stop centers for additional employment services.

**Supports for FBCO:** Through monthly technical assistance visits and subgrantee meetings CREC, offered FBCOs training and technical assistance on both providing ESL instruction and conducting ESL assessments. CREC and the WIB helped to educate FBCOs about services available through the One-Stop system and build their capacity to provide basic job-search assistance, integrate employment services with their existing services, and refer clients to One-Stop centers for additional services.

**Employer Involvement:** No specific employers are involved.

**One-Stop Center Involvement:** FBCOs refer to One-Stop centers, although One-Stop staff are unclear about their role in the grant. Each FBCO received an additional \$10,000 from the grant extensions to improve collaboration with the One-Stop centers.

**Outcome Goals:** FBCOs are working toward four key goals: (1) to enroll clients into the program, (2) to encourage clients to enroll in ESL classes, (3) to encourage clients to enroll in and complete employability and life skills classes, (4) to help clients find employment, particularly in the retail industry. The other main goal of the grant is to develop the capacities of FBCOs.

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**GOOD SAMARITAN MINISTRIES  
(OTTAWA COUNTY, MICHIGAN)  
NEIGHBORHOOD ALLIANCE**

**Grantee:** Good Samaritan Ministries (intermediary)

**Purpose of the Grant:** The Neighborhood Alliance project aimed to establish a network of FBCOs providing assistance to people underserved by the existing workforce system and to build the capacity of FBCOs to expand and sustain new levels of service delivery.

**Target Population:** Ex-offenders, immigrants, people with a limited employment history, and people lacking skills such as language proficiency or basic education.

**FBCOs:** Fourteen FBCOs received subawards ranging from \$7,200 to \$25,000. All but one of the organizations are FBOs.

**Services Provided by FBCOs:** Job search and retention assistance, personal coaching/mentoring, GED and ESL instruction, literacy training, immigration services, and financial counseling.

**Efforts to Increase Access to One-Stop Services:** FBCOs referred clients to the career centers for various types of training and assistance. FBCO staff also were expected to enter client information into the One-Stop jobseeker database.

**Supports for FBCOs:** Good Samaritan Ministries convened regular “roundtables” for participating FBCOs to facilitate communication among subawardees and provide opportunities for training. Technical assistance was offered in the areas of grant writing, strategic plan development, fiscal management, volunteer management, and provision of employment services.

**Employer Involvement:** No specific employers have been targeted. Subawardees providing job search and retention assistance were expected to identify job opportunities for clients.

**One-Stop Center Involvement:** FBCOs toured One-Stop centers and received information about services available at the One-Stop centers.

**Outcome Goals:** Project goals were defined for each type of service provided. They included (1) providing preplacement counseling to 150 people, with 50 percent attaining employment; (2) providing post-placement counseling to 50 people, with 70 percent reaching 90-day job retention; (3) providing personal coaching/mentoring to 30 people, with 60 percent attaining employment; (4) providing financial counseling to 30 people, with 60 percent developing and following a balanced budget; (5) providing immigration services to 100 people, with 100 applications for citizenship filed or work visas secured; (6) providing ESL instruction to 96 people, with 30 percent achieving a one-level skill increase; and (7) providing adult basic education to 96 people, with 50 percent achieving a one-level skill increase.

**EAST HARLEM EMPLOYMENT SERVICES—STRIVE  
(NEW YORK, NEW YORK)**

**Grantee:** East Harlem Employment Services—STRIVE (intermediary)

**Purpose of the Grant:** To increase access to, and use of, workforce investment services for diverse populations.

**Target Population:** Disadvantaged populations not usually served by the One-Stop system, including the homeless, victims of domestic violence, and ex-offenders.

**Active Agency Partners:** Public/Private Ventures helped assess the needs of FBCOs and provided guidance to STRIVE in working with subawardees. Princeton Associates provided technical assistance and capacity building to the FBCOs. The Upper Manhattan One-Stop helped develop procedures to track the clients referred by FBCOs.

**FBCOs:** FBCOs that were awarded subgrants include Cathedral Community Cares (FBO), East Harlem Neighborhood Based Alliance (CBO), Greater Zion Hill Community Action Network (FBO), and Chambers Memorial for Social Change (FBO). Each FBCO received \$60,000 to \$65,000 each along with an additional \$10,000 in intermediary extension funds.

**Services Provided by FBCOs:** FBCOs expanded existing services, including computer training, job-search/job-readiness assistance, and work supports.

**Efforts to Increase Access to One-Stop Services:** STRIVE and the FBCOs educated themselves about One-Stop services and developed procedures to refer clients to the One-Stop center for employment and training services, and to track service use.

**Supports for FBCOs:** STRIVE provided the following types of technical assistance to FBCOs in developing their organizational capacity: grant writing trainings, monthly grantee meetings with speakers, and on-going visits to FBCOs by STRIVE staff and the technical assistance provider. STRIVE informed the FBCOs about both the workforce investment system and the steps involved in referring clients to the One-Stop center. FBCOs purchased equipment, computers, and office materials to build their organizational capacity for pursuing additional grant opportunities.

**Employer Involvement:** No specific employers were involved.

**One-Stop Center Involvement:** Interaction between FBCOs and the One-Stop centers have been limited. FBCO staff were expected to make referrals to the One-Stop centers but reported that they did so infrequently.

**Outcome Goals:** The goals of the grant were to encourage FBCOs to build their service delivery capacity and develop connections with the One-Stop system, to make more resources available to disadvantaged populations, and to help FBCOs find additional sources of funding for long-term growth and sustainability.