National Fund for Workforce Solutions

Sustaining the Promise:

Realizing the Potential of Workforce Intermediaries and Sector Projects

By Sarah Griffen

Boston Health Care and Research Training Institute

December 2008

Acknowledgements

Many smart, thoughtful people made this publication possible. Most important, four practitioners took significant time to talk about their projects, and later to meet to discuss the initial draft. They deserve high praise for the projects they lead and for their wisdom and contribution to this effort. The paper is truly a collective effort with these practitioners: Paul Anselmo, New Century Careers; Angela Duran, Southern Good Faith Fund; Terri Feeley, SFWorks; and Steve Jackobs, Capital IDEA.

Additional thanks are due to the other dedicated practitioners interviewed: Andrew Brower of The SOURCE, Steve Dawson of the Paraprofessional Healthcare Institute, Guy Louden and Ray Prendergast from the Jane Addams Resource Corporation, Mary Pena of Project QUEST, and Richard Thal and Lucy Meadows of the Boston Health Care and Research Training Institute. Sally Swenson at the Jamaica Plain Neighborhood Development Council performed her usual editing miracles. The dedicated staff and stakeholders of the Boston Health Care and Research Training Institute, with whom I worked for seven years, helped to shape many of the lessons drawn in this paper; thanks are particularly due to Robert Amelio, Kris Anderson, Arlene Beauchemin, Dawn Crichlow, Robin Finnegan, Freddy Gonzalez, Rebekah Lashman, Richard Levine, and Joan Phillips. Finally, Judith Lorei and Martha Oesch contributed to the substance and form of the institute and provided great friendship and support during my time there.

Robert P. Giloth at the Annie E. Casey Foundation provided funding and gave valuable feedback. Marlene Seltzer at Jobs for the Future helped us move toward co-publishing this report with the National Fund for Workforce Solutions. Thanks are also due to Hi Howard at the Piton Foundation (53rd floor!) for the incredible view of the Rockies in June while we contemplated the paper and the future of sector projects.

I know that the practitioners join me in hoping that this paper will help frame some of the critical daily and long-term challenges and possibilities of sector projects, and that it helps to inform policy and funding efforts for the field in the future.

Table of Contents

About the Author

Sarah Griffen is a consultant on workforce and organizational development, with a particular focus on the development of industry-based and career ladder projects. She was the founder of the Boston Health Care and Research Training Institute and its director from 2000-2006. The institute is a career ladders project with 11 employers in health care and research. Ms. Griffen's clients include the Annie E. Casey Foundation, Public/Private Ventures, the Massachusetts Hospital Association, UMass Memorial Medical Center, Commonwealth Workforce Coalition, Women and Infants Hospital, and the United Nurses and Allied Professionals. Ms. Griffen has worked in the community development and anti-poverty field for 20 years. She co-chaired the Career Ladders Committee of the Boston Workforce Development Coalition for six years and was a founding member of the Massachusetts Workforce Alliance. She is co-author (with Claudia Green) of *Building Career Ladders for Low-Wage Workers,* published by the Boston Workforce Development Coalition. She holds a Master's in City Planning from the Massachusetts Institute of Technology.

National Fund for Workforce Solutions

The mission of the National Fund for Workforce Solutions is to improve employment, training, and labor market outcomes for low-income individuals. The fund's vision is that its support will improve both the quality of jobs and the capacity of workers. It will promote change at three levels—individual, institution, and system—leading to better jobs, better workers, and a better workforce development system. The fund's key strategy is the creation of a new national funding intermediary. Its investors will capitalize this effort with $30 million to $50 million in grant funds. The fund will use this money to increase the number of successful local and regional workforce partnerships, and expand the scale of existing partnerships.

Boston Health Care and Research Training Institute

The Boston Health Care and Research Training Institute, founded in 1999, provides education, skills training, and career pathways support for low-income individuals and families. Its goal is to improve employer productivity in Boston's health care sector, while improving wages and economic stability for families. The institute has placed over 200 neighborhood residents and provided training seats for over 1,500 incumbent workers since its inception. Originally led by the Jamaica Plain Neighborhood Development Corporation and Fenway Development Corporation, the institute is now managed by Jewish Vocational Service.

Sustaining the Promise:

Realizing the Potential of Workforce Intermediaries and Sector Projects

EXECUTIVE SUMMARY

In the past decade, workforce development practitioners, policymakers, and funders have increasingly favored the development of workforce development projects managed by intermediaries. These projects, usually focused on one industry or sector, provide a wide range of education, training, and support services that help low-skilled adults succeed in the workforce.

Two principal characteristics distinguish intermediary and sector projects from the generation of workforce projects that preceded them. First, the new approach recognizes that short-term training programs do not address the complicated set of factors inhibiting low-skilled adults from earning family-sustaining wages. Second, workforce development practitioners increasingly recognize that focusing solely on the trainee ignores the essential role of the employer. The comprehensive, long-term, "dual customer" approach that the workforce intermediaries have adopted strives to bridge the gap between what business needs to remain competitive (demand) and where potential or existing workers are in terms of skills and abilities (supply).

Dozens of sector and intermediary projects have sprung up in the last decade, often seeded by substantial grants or contracts from a combination of public and private financing sources. Practitioners have experimented with various program models, tailored their approaches to the needs of particular industries or groups of workers, and innovated to widen their funding bases. The accomplishments to date are both impressive and nascent. The scope and complexity of the projects, and the initial outcomes for participants, are impressive; they offer a wealth of accomplishments and findings that are enriching the workforce development field. At the same time, these projects have only just begun, given the long horizon of operations necessary for participants to achieve the goal of economic stability.

As the sector and intermediary field matures, and as the seed funding that launched many projects expires, a key question emerges: how can these projects be sustained so that they can fulfill the promise of meeting both worker and employer needs? This question embodies three principal types of sustainability challenge: *financing*, *infrastructure*, and *operations*.

What is the long-term financing structure? Until recently, the hypothesis was that employers would pay for training programs that demonstrated a return on their investments. Time has shown that employers will invest some money, but they rarely fully fund a sector project, even when successful outcomes and a positive return are demonstrated. As the field has recognized this, a variety of financing mechanisms has emerged, yet the challenge of long-term financing remains.

What infrastructure is needed? By their nature, sector and intermediary projects have multiple partners, track numerous outcomes, and meet the interests of multiple stakeholders. What systems and mechanisms do these projects need in order to remain relevant and effective?

What are the operational challenges? Again because of their complexity, operations can become inefficient or ineffective. The experience to date may shed some light on how to streamline projects while maintaining their efficacy.

Unless these issues are considered and the lessons applied to practice, policy, and funding streams, intermediary and sector projects may be short-lived. In a field whose effectiveness is already questioned, the loss of successful high-profile projects will only weaken its impact and public support. Conversely, a key opportunity awaits. If we can learn from the practice on the ground, and build policy and funding based on those experiences, the workforce development field will be able to demonstrate the kinds of results that can lead to a stronger and more competitive national economy.

To delve into the three sustainability questions, *Sustaining the Promise* draws extensively on the experiences of leading sector projects and practitioners around the country, as well as the experience of the author, a sector project founder. Based on research and discussions conducted in 2007, a new picture of sustainability emerges. Rather than just a question of how to pay for intermediary and sector projects, sustainability lies in the ability of these projects to manage complex relationships and funding streams, meet multiple needs simultaneously, and stay ahead of the curve in their areas of expertise. Projects must develop highly sophisticated infrastructures, identify and maintain diverse funding (including but not exclusively from employers), and continually streamline and improve their operations.

This finding signifies key implications for policymakers, funders, and practitioners in how to support and expand sector projects in the long run. And it leads to a number of policy recommendations that many of the practitioners interviewed are confident will enable them to sustain the promise of sector projects for poor and working adults, and for the industries in which they work. These focus on financing intermediary activities, measuring and evaluating performance, and engaging employers.

Sustaining the Promise:

Realizing the Potential of Workforce Intermediaries and Sector Projects

Context and Background

The spread of sector projects—and the workforce intermediaries that operate them—comes at a time of economic and labor market changes within the United States. In the last decade, a pronounced shift has occurred away from the traditional training-to-employment model focused primarily on participants—and only secondarily, if at all, on *where* they get jobs—and toward workforce projects that focus on a specific employer or industry. This shift has enabled projects to more effectively prepare workers for the workforce needs of specific sectors and, as a result, achieve better results for job seekers.

With this shift, two general tiers of workforce intermediaries have taken root:

- *Workforce intermediaries that directly manage workforce partnerships, usually with a sector focus:* These range widely in size, draw upon a variety of funding and financing mechanisms, and typically are complex in organization and service delivery structure.
- *Intermediaries that focus on policy, technical assistance, evaluation, and often manage funder-sponsored initiatives in workforce:* They receive ongoing funding from public and private funders for their operations and are not expected to generate their own revenue or to be self-sufficient.

The first tier—those working on the ground in cities and states and facing a particularly difficult road to sustainability—are the focus of this report.

Sector projects and the intermediaries that operate them are rooted in the relatively new trend for workforce projects: to take a "dual customer" approach that meets the needs of both participants and employers. Indeed, part of their effectiveness is that they are a more explicit intervention in the two sides of the labor equation: what business needs to remain competitive (demand) and where potential or existing workers are in terms of skills and abilities (supply).

The fact that they provide opportunity to low-income individuals while meeting the needs of a specific industry makes sector projects especially promising within the context of our dramatically changing economy.

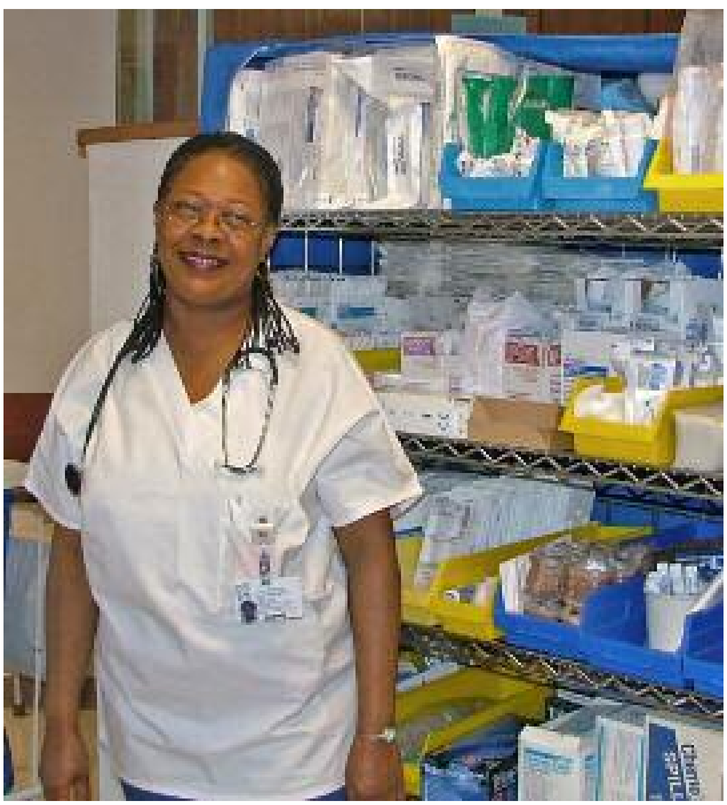
This report examines the three principal factors that affect the sustainability of sector projects: financing, infrastructure, and operations. Based on seasoned practitioners' experiences, it examines the issues surrounding sustainability, outlines the elements of successful strategies, and discusses the policy implications regarding sustainability.

The Changing Face of U.S. Labor Markets

Labor markets are changing rapidly in the United States. Where a high school degree once sufficed to secure a job, higher credentials are now required. Emily Stover DeRocco (2007), former Assistant Secretary of Labor for the Employment and Training Administration, U.S. Department of Labor, has noted that, "90 percent of the fastest-growing jobs and 63 percent of all new jobs will require a postsecondary education. A closer look at the numbers reveals that three-quarters of those fastest-growing jobs require not just postsecondary education but a college degree. And two-thirds of the high-wage, high-growth jobs will require a full Bachelor's degree."

According to the Bureau of Labor Statistics (www.bls.gov) industries such as information technology, health care, and biotech are generating large numbers of new jobs and account for a significant proportion of the projected growth of jobs in the next decade. Even in older industries, the number of jobs requiring a college degree or specific industry certification is increasing. According to New Century Careers in Pennsylvania, manufacturing has bifurcated into more basic assembly work versus high-end manufacturing design and machine management, with 25 percent of new manufacturing jobs created requiring a credential or college degree matching the right skills to the right credential or degree is a key challenge.

At the same time, significant literacy and skill gaps in the population are challenging the ability of many workforce programs to adequately prepare their trainees. Community colleges estimate that 40 percent of the high school graduates who matriculate require some level of remedial education before they are ready for college level courses. Immigrants often come with credentials, but these are difficult to transfer and low-level English skills remain a barrier. For many people, the shrinking public safety net forces them into the labor market, reducing the time they might have available to gain the education they need to compete for higher-skilled jobs (see Biswas, Choitz, & Prince 2008). These factors are compounded by demographic shifts. As baby boomers age, fewer young adults are available to fill their shoes. No growth in the U.S.-born population is projected for the next ten years; any increase in the nation's population will be due solely to immigration.



These trends—increased educational and skill requirements among employers, literacy and skill gaps among workers, and demographic changes—combine to create a perfect storm. As early as 2012, there will be a shortage of about seven million workers in the United States with at least some college education (Carnevale 2007). Employers will be competing for workers just to remain in business.

Clearly, strategies are needed to enable the United States to remain economically competitive.

Without a large skilled workforce, and without a pipeline of workers to fill increasingly high-skilled jobs, industry will not be able to thrive. For workers, the dearth of opportunities to attain high-level jobs could result in the permanent segmentation of the workforce into skilled and unskilled, fueling continued poverty for the families of unskilled workers.

Employers and industry will need to play a significant role in solving the emerging workforce crisis. To a certain degree, employers have already taken on the challenge, by focusing on workers with college degrees who may have transferable skills and who can be quickly re-credentialed or retrained. Employers are willing to invest their own dollars in these workers because they can see a relatively quick return on their investment (Conway, Blair, & Gibbons 2003). Examples of this abound in health care, with employer-community college-intermediary partnerships springing up throughout the country to help address the nursing shortage.

While this is a sensible short-term solution, it does not solve the longer-term problem. Within a few years, employers will be vying for a shrinking pool of educated and qualified workers, while a large pool of unskilled workers is available but unqualified to fill those jobs.

Sector Projects

Sector projects have emerged as an effective way to address the gap between employer needs and the skills and education levels of the workforce. As Terri Feeley of the San Francisco-based SFWorks notes, "Workforce development projects in general exist because there is a market failure." While employers have shown they will pay for short-term returns from their workforce, they are less able or willing to pay for developing their workforce five to ten years out—the long-term horizon for low-income, low-wage workers to gain and apply the credentials and skills they need to advance. Sector projects fill this market gap—if they can be sustained long enough to allow workers to reach that horizon.

The Aspen Institute defines a "sector strategy" as a systems approach to workforce development—typically on behalf of low-income individuals—that:

- *Targets a specific industry or cluster of occupations,* developing a deep understanding of the interrelationships between business competitiveness and the workforce needs of the targeted industry;
- *Intervenes through a credible organization, or set of organizations,* crafting workforce solutions tailored to that industry and its region;
- *Supports workers in improving their range of employment-related skills,* improving their ability to compete for work opportunities of higher quality;
- *Meets the needs of employers,* improving their ability to compete within the marketplace; and
- *Creates lasting change in the labor market system,* to the benefit of both workers and employers (Conway et al. 2007).

Sector projects face unique challenges. Almost by definition, they are complex, drawing upon the expertise and resources of a range of partners, including employers, industry trade organizations, community-based organizations, unions, workforce investment boards, and community colleges and other training and education organizations. The "dual customer" model sometimes pulls sector projects in different directions, between their commitment to serving low-income, low-skilled workers and remaining relevant to employers, who may not view the education and training of the entry-level workforce as vital to their immediate business interests. Public and private charitable resources play a critical role, therefore, in enabling sector projects to stick to the long-term goal of turning today's entry-level workers into the skilled workers of the next decade.

This long-term imperative is especially relevant to sustainability, perhaps the largest challenge of all for sector projects. Many projects begin with generous demonstration seed funding, both public and private, that make it possible to bring partnerships together and model new structures and strategies. This funding is critical because the development of partnerships, systems, and programs is particularly complex.

Once the two- or three-year demonstration period ends, however, public and private funders often expect that participating employers will pick up a significant portion of the costs associated with sector projects. Seed funders understandably want an "exit strategy"—their purpose is to encourage innovation and new initiatives. Yet this period is too short to demonstrate the long-term benefits of investing in entry-level workers. Employers, who do not focus on advancement for entry-level workers, are reluctant to make up the funding gap.

Sector projects then get mired in the demands of fundraising and meeting their day–to-day operational needs. This leaves them less focused on the long-range strategy that might bring them greater success.

A New Definition of Sustainability

What is "sustainability?" The practitioners interviewed for this report would all agree that it is not realistic to expect employers to pick up the full tab for sector projects except in rare circumstances. The populations with whom sector projects work—low-income, low-skilled individuals—are the same ones employers view as their lowest priority of investment.

Sustainability, then, is not about *independence* from public or private funding streams. The myth of complete independence is analogous to the goal of "self-sufficiency" for low-income people. Self-sufficiency would indicate that at a certain point, an individual receives no assistance from the government. Yet no individual or family is totally self-sufficient; for example, the tax deduction for mortgage interest, the largest subsidy to individuals in the United States, helps support middle-class family budgets. Similarly, the people interviewed here agree that no sector project could have a significant, long-term impact on entry-level workers without public funding or private philanthropy.

Until we redefine sustainability, we run the danger of seeding projects that are not viable for the long haul. Of course, some sector projects outlive their usefulness, create the change needed, or are not viable for other reasons. Others provide workforce program models and practices that employers or industries incorporate, creating sustainability through systems change. But for those sector projects that are creating change and providing the bridge between low-income workers and employers within an industry, the redefinition of sustainability and an understanding of contributing factors is critical to survival.

A more helpful definition of sustainability might be the ability of an intermediary or sector project to:

- *Develop the infrastructure required to manage complex partnerships;*
- *Maintain a streamlined and efficient operating structure;*
- *Evolve a diverse financing base; and*
- *Remain agile and add value within the chosen industry.*

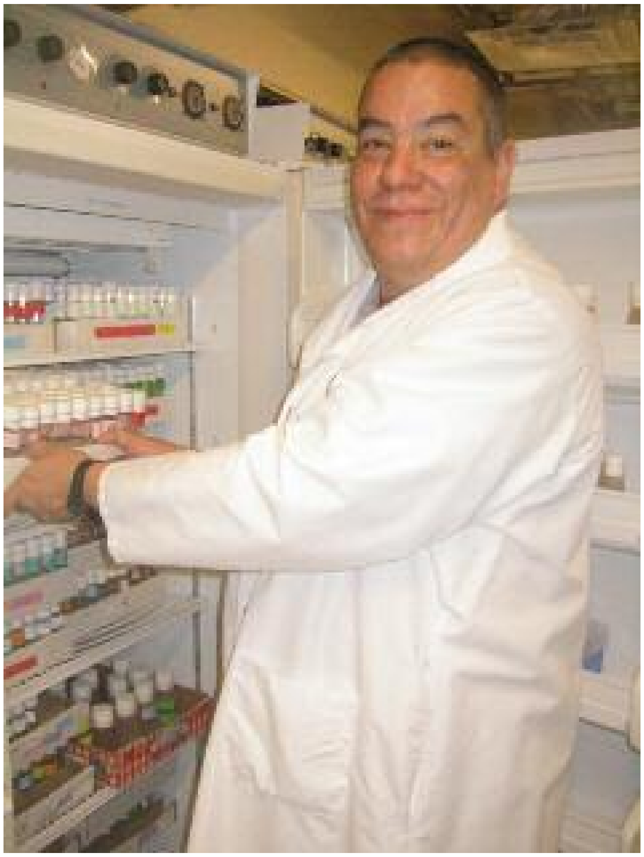
This definition has implications for policymakers at all levels of government, for private funders, and for employers. If we are committed to providing opportunity for low-income and low-skilled workers, we need to create policy and programs that are based on a realistic understanding of the complexity of sector initiatives.

Profiles of the Sector/Intermediary Projects Covered in the Research

For this report, several organizations form the core "learning group." *(See Appendices B-F for profiles of each.)*

The Boston Health Care and Research Training Institute, founded in 1999, provides education, skills training, and career pathways support for low-income individuals and families. Its goal is to improve employer productivity in Boston's health care sector, while improving wages and economic stability for families. The institute has placed over 200 neighborhood residents and provided training seats for over 1,500 incumbent workers since its inception.

Capital IDEA lifts working people out of poverty by sponsoring educational services that lead to life-long financial independence. It was created in the late 1990s by Austin Interfaith and the central Texas business community to act as a bridge, connecting committed yet underemployed people to employers in need of highly skilled workers. In addition to funding qualified participants' tuition, books, and child care, it provides case management, career counseling, emotional and social support, and academic support so that adults with family responsibilities can succeed in full-time education leading to an Associate's degree. Capital IDEA works with workforce partners to identify new, career-driven curricula needed to educate the next generation of workers. It ensures that graduates can find employment with good salaries, benefits, and opportunities for career growth.



New Century Careers is a nonprofit, workforce development enterprise whose mission is to increase the availability and advance the skills of the manufacturing workforce in southwestern Pennsylvania. NCC designs and administers human-resources and industry-promotion initiatives that support the competitiveness and growth of the region's manufacturing industry. Through the delivery of customized training programs based on extensive market research, NCC improves the skills and value of individuals in the labor market. By providing workers with the competencies and knowledge they need to acquire good-quality, family-wage jobs and advance their careers, NCC creates mutual benefits and interdependency between its two primary customers: the region's manufacturing workforce and employers.

SFWorks was founded in 1997 by the San Francisco Chamber of Commerce. It later expanded its focus as an intermediary to include business-driven solutions that serve low-income and unemployed workers, creating 15 employer-led training programs in the health care, biotech, legal services, insurance/financial services, banking, automotive repair, building maintenance, and telecommunications sectors. That resulted in over 350 placements in career pathway employment, with retention rates of 80 percent or higher. With a new strategic plan and vision in place, SFWorks now focuses on partnering with business and government to enhance the skills and resources available to employees earning less than $40,000 per year. SFWorks has assisted more than 20,000 working families to secure the San Francisco Working Families Credit, provided incumbent employer-driven training programs, and provided leadership nationally on workforce development policy and programs.

Southern Good Faith Fund is a nonprofit affiliate of Southern Bancorp, a bank holding company with operations in Arkansas and Mississippi. Since 1988, SGFF has been part of a comprehensive effort of community and economic development in south and east Arkansas and the Mississippi Delta. SGFF takes a multifaceted approach to its work, providing business ownership, education, workforce development, and asset development for families. These strategies have resulted in thousands of individuals and families increasing their incomes. A strong policy component has helped to shape Arkansas workforce and education policy.

In addition, this report draws on interviews and materials from four other projects:

The Jane Addams Resource Corporation works with Chicago-area manufacturers and residents to provide skills training that meets the needs of the manufacturing industry while building resident skills and income.

The Paraprofessional Healthcare Institute, a national organization, utilizes its workplace and policy expertise to help consumers, workers, and employers improve long-term care by creating quality, direct-care jobs in health care.

Project QUEST, which provides skills training and support services for residents of San Antonio, Texas, has launched several successful sector programs.

The SOURCE, located in Milwaukee, Wisconsin, provides support and retention services to employees of manufacturing businesses to improve employer bottom lines while preventing job loss.

Financing Sector Projects

The most successful sector projects are addressing the first leg of the sustainability stool for sector projects: *establishing financing structures that are effective over time*. Understanding the complexity of financing sector projects, they are innovating by drawing upon previously untapped resources, creating new mechanisms, and adapting old ones. Sector project leaders weave multiple funding streams of a variety of natures, develop strategies that enable them to maximize the flexibility of resources available, and think strategically about how to leverage resources for greater added value. In doing so, sector projects must take into account: common issues and considerations around financing their work; strategic approaches to creating sustainable financing structures; and considerations and challenges related to specific funding sources, including employers and an array of alternative financing approaches.

Financing Considerations and Strategies

Interviews with sector project staff offer significant insight into the issues, considerations, and strategies they employ to maintain the financing necessary for sustainability. Maintaining funding requires forethought, agility, entrepreneurship, and the ability to build upon existing relationships—all in addition to demonstrating value within the project itself.

Common Issues and Challenges

Developing a diverse funding structure. Intermediaries utilize diverse and often complicated networks of funding to finance their projects. The Boston Health Care and Research Training Institute utilized more than twenty-five funding sources over six years. SFWorks' biotech program, until it was institutionalized at the community college, depended on more than fourteen sources of funding, each of which came with its own timelines and restrictions.

Staff note that diverse funding, while time-consuming to manage, is essential for sustainability. Accessing multiple sources and diverse types of funding leverages resources, and builds long-term buy-in by funders. Meanwhile, it eliminates the dangers inherent in relying on one funder—whose commitment could change based on the funder's priorities or reduced grant allocations—or that funder might drive the program. Sometimes, projects fall off a "funding cliff" at the end of the grant period and are unable to sustain themselves.

That said, there is a significant downside to diverse funding. As Angela Duran of the Southern Good Faith Fund notes, "Funders have different interests and needs and are often pulling in different directions. This is challenging for program directors and contributes to burnout of staff, who are constantly juggling sources and their requirements."

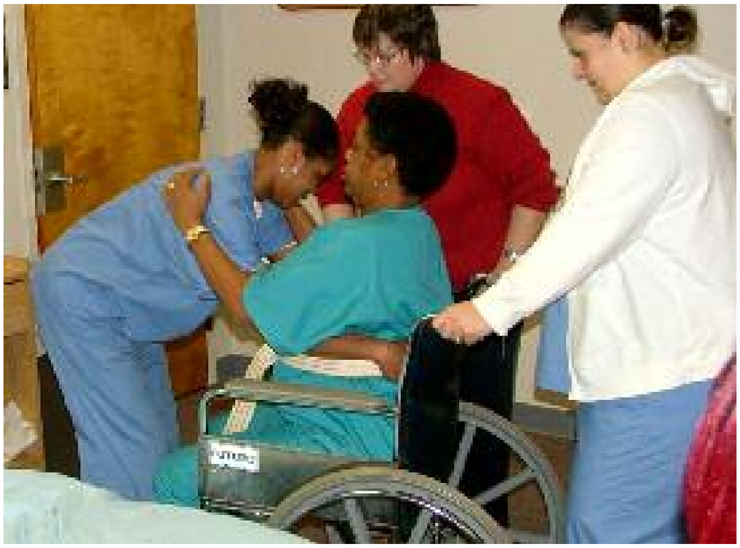
Reconciling short-term funding and long-term outcomes. It is rare to receive more than three years of funding from either public or private sources. And funders, focusing appropriately on the "hard-to-serve," are often interested in outcomes in that same time period. Yet outcomes for the hardest to serve can take many years. This creates a tension between projects and funders, and sometimes difficulty in defining how short-term funding can contribute to long-term outcomes.

The Boston Health Care and Research Training Institute, with demonstration funds from state sources, crafted and implemented strategies that would show the value of training entry-level workers for jobs in areas of critical shortage for the employers. However, the outcomes occurred after the end of contracts or funding cycles because of the educational requirements in health care and how long employees needed to complete coursework. The institute therefore devised interim measures reflecting the steps that participants were taking toward their career goals. While not a perfect solution, this enabled the institute to demonstrate progress.

Balancing employer scale and investments. For several sector projects, having large employers as "anchors" has been key to sustainability. "The large employers help us have a comfort level about our project's financing," notes Andrew Brower of The SOURCE. At the same time, Brower says, if one of those companies left, it would present a sustainability challenge.

The Training Institute's experience reinforces that observation from the employer point of view. On the one hand, large employers can contribute significant dollars. On the other hand, once those employers understand the benefit of workforce development, they can bring the services in-house; several Training Institute employers have done just that. This is a positive outcome in terms of systems change for workers and within hospitals—much of what the Training Institute hopes to achieve—but it also caused the Training Institute to scale back its operations.

Securing sustainable funding for what works. Sector projects need to secure steady funding that does not require new or innovative programming in response to every request for proposals. Sector projects, as innovators themselves, appreciate the desire of many funders to seek new models and projects. At the same time, sector leaders report that it is difficult to find long-term funding when they do find a service or program that works for both the industry and their constituency. Projects report having to "reinvent" themselves, which is unproductive and can leads to activities or programs that do not respond to employer needs. The Boston Health Care and Research Training Institute stretched some programs thin to secure additional funding, and those programs experienced quality issues as a result.



Helping funders understand their investment when funding is layered. Funders often ask of sector programs: "Can you point to the participants we are funding?" Sector projects usually blend funding from numerous sources; unlike traditional employment and training programs, they try not to silo dollars and participants. True answers to a funder might be, "Your dollars are paying for one-fifth of this person" or "You are paying for all of a person in a six-month period even though the grant is for a year because that's how your funding best leverages our other funding and enables us to operate." This is sometimes difficult for funders to accept.

It is important to help partners and funders see the funding picture as a whole, and to see each investment as leveraging the larger whole. Angela Duran of the Southern Good Faith Fund notes that it is easier to work with their partner community colleges because they are accustomed to counting outcomes for more than one funding source.

Calculating overhead within the sector project and among partners. Covering overhead costs is one of the most difficult aspects of any project. Government contracts usually allow for no more than 10 percent of the project cost to be "overhead," and they define many of the typical infrastructure functions of sector projects as part of that. However, sector projects typically perform additional functions that, properly viewed, constitute overhead: convening and maintaining an infrastructure among relevant partners, aligning funding and services, and coordinating reporting and data work. These are not typically funded by administrative allocations.

In San Antonio, Project Quest's city council allocation allows 25 percent for overhead, enabling Project Quest to build a solid infrastructure. As Mary Pena notes, it is not realistic for funders to allocate 7 to 10 percent for overhead costs, especially for sector projects.

Angela Duran of the Southern Good Faith Fund adds that unrealistic overhead rates can be a challenge with partners such as community colleges, who already have their own overhead funded through state formula dollars and do not understand nonprofits' need to cover it in grants and contracts. The Boston Health Care and Research Training Institute experienced similar requirements to cover overhead expenses from its sponsoring community development corporations.

Operating in a limited funding context. Some communities have only a few sources of either public or philanthropic funding. This may limit the ability of a start-up sector project that has received seed funding to sustain itself. Moreover, some funders, both public and private, place time limits on support for individual organizations or projects.

As a result, sector projects in small markets must forecast their financing and funding needs over several years and base their project and budgeting within those realities. While this makes sense for any long-term project, it is especially important in places where there are few funders to turn to each year. That kind of hard examination can help lead programs to reach for a wider audience through regional or national funding, diversify their funding to corporate resources, change their service mix so that employers will more fully fund their program, or undertake an advocacy effort to change public funding processes or resources.

Strategic Approaches to Financing

Given these issues and challenges, the innovative workforce intermediaries profiled in this report have adopted several strategic approaches to financing their work.

Match each funding source to the right activities. The projects in this report manage diverse funding sources in a ways that fit appropriate financing to appropriate activities. Public funding, usually the least flexible source, typically covers direct training, education, and case management activities; it rarely funds infrastructure whether because of low overhead or administrative ceilings.

New Century Careers has achieved some flexibility in public contracts by creating a cost-per-outcome structure, rather than having the public contract pay for specific staffing or slots. NCC assigns those individuals who fit the profile of each source's program goals to that contract.

Demonstration funding, such as the U.S. Department of Labor's High Growth Initiative, holds more promise for sector projects. However, such initiatives also offer one-time funding for the most part.

Private funding, including employer investments, is more flexible and therefore often pays for the infrastructure required to maintain sector projects. By providing flexible funding, private funders and employers are doing far more than funding infrastructure: they are leveraging public dollars and therefore the overall project outcomes. Flexible funding can "surround" the more targeted training dollars from public sources, making the overall funding portfolio work for a long-term sector project.

Define the project's budget in a larger universe of stakeholders. Most workforce programs apply for, secure, and spend funding for a specific project. Sector projects benefit from viewing their budgets and operations as spread among many stakeholders, particularly because some funding sources have mandated recipients, such as community colleges. New Century Careers collaborates with many other organizations in seeking funding, including a public secondary vocational-technical school, the Workforce Investment Board, and others. This enables NCC, which often writes the grants and is the primary contractor, to access funds that would otherwise be unavailable to it. SFWorks utilizes community college dollars for its biotech program; it doesn't receive these finds directly, but they are integral to the program's success.

The Paraprofessional Healthcare Institute would have had great difficulty achieving its current scale and success if it had positioned itself only in the world of workforce development. According to PHI director Steve Dawson, the institute holds a position at the intersection of a number of universes, including workforce development, long-term care, aging, health care, service delivery, and policy. Layered on these universes is PHI's ability to secure local, state, regional, and national dollars because of its levels of geographic focus.

Help public and private funders as well as taxpayers understand the value of sector investment. When the base of funding is local or government-based, it is especially important to demonstrate a return on investment. At Capital IDEA, Steve Jackobs has calculated a net ROI of almost 300 percent to taxpayers over a 30-year period for the initial investment in participants. Not only that, the taxpayer investment is fully repaid within six years. This data helps local officials understand the ongoing return to the city of investing in its low-skilled, low-income workforce.

Brower similarly demonstrates the value of The SOURCE to state officials. "If we can show the state how much we are saving the public system by keeping people employed and off welfare (eliminating recidivism), then we hope we can convince the state that a fraction of those savings should go to supporting The SOURCE," says Brower.

While programs should continue to do what works (and funders should fund it), sector projects also must ensure that each new investment adds value. Steve Dawson of PHI points to several ways that added value manifests itself: expanded staff expertise/capacity, higher levels of organizational expertise, new ways of doing business, or new policies. None of these necessarily mean new program activities. The change created enables the sector program to demonstrate a return on the funders' dollars, and then to ask the funders to make additional investments, which again must add value that results in change. As Dawson says, if a program approaches a funder only to fill a budget gap, it's difficult for the funder to understand the value being added.

Leveraging political and economic realities. All of the projects involved in this study assess the political landscape—local, state and federal—and then capitalize on political realities and leverage significant funding. In

Boston, political leaders wanted medical institutions to hire neighborhood residents. Moreover, Boston development policy requires all expansion plans by the medical facilities to demonstrate some workforce benefit. The employers already had a steady supply of entry-level applicants, but they had difficulty attracting qualified applicants from the surrounding neighborhoods, home to some very low literacy job seekers. The Training Institute capitalized on these realities and collaborated with employers in a pre-employment training program that would create a neighborhood pipeline of workers. The Training Institute developed a close working relationship with a key state representative and city councilor, both of whom were effective at advocating with the employers for the hiring of local residents who successfully completed the training program.

In San Antonio, city councilors are unpaid, their terms are two years, and elections are held each year. Project Quest faces a 50 percent new city council every year. Quest's original funding emerged from an organizing effort by Austin Interfaith, the local affiliate of the Industrial Areas Foundation, and Austin Interfaith's political base in neighborhood constituencies who educate new councilors about Quest and its benefits. As a result, the city council has continued to provide funding for Quest's core operations. This is key in a state where local taxes fund the vast majority of social services and the state's presence in funding is minimal.

Match programming and strategy to local financing mechanisms. Several sector projects have capitalized on local opportunities to create a sustainable funding structure. In Texas, sector projects primarily secure funds through local governments, which utilize the property tax base and local sales taxes. Both Project QUEST and Capital IDEA were created and are sustained by the success of the Industrial Areas Foundation's local organizing, which has secured significant dollars from local government. Both projects have spread their geographic boundaries to maximize the potential for local investment. The same organizing approach has yielded funds to Project ARRIBA and VIDA, sister organizations in other Texas cities.

Austin Interfaith stays on top of local developments. When Samsung decided to invest $1 billion in a new Austin facility, Austin Interfaith secured $1 to $2 million annually for local workforce development, which eventually helped fund Capital IDEA. Austin Interfaith maintains political support for Capital IDEA, which has maintained the quality programming that secures funding streams from this non-traditional source.

Capital IDEA has also adapted its fundraising to the special nature of philanthropy in central Texas, where far more funding is available from first-generation wealth than from older foundations. Understanding this, Steve Jackobs has created an base of individual donors who understand from their own rags-to-riches experience why Capital IDEA is needed.

Create a long-term financing plan. Sector projects that assess and plan for at least two years of financing are more likely to be able to sustain themselves. They scan the horizon for resources to match opportunities that are emerging within their industry. As Steve Dawson of PHI notes, "If an intermediary is only looking to fill this year's budget gap, it is not likely to exist for long. Intermediaries need to lengthen the time horizon of their financing planning."

Leverage funder relationships. Terri Feeley of SFWorks and Dawson both consider their relationships with major funders to be critical. According to Dawson, it is essential to be of value to funders in helping them to understand industry-specific work and to demonstrate the added value of the project. Feeley indicated that good funders can provide resources beyond money: they bring additional relationships, ideas, and leverage, all of which make a sector project more sustainable.

Effective and Practical Financing: Employers and Innovative Sources

Given all of these considerations, the challenge of sustaining funding is significant. Even the most successful projects need sizeable investments from public and private funding sources. For example, foundation funding is a pillar of some of the most successful intermediaries in the field, and several large foundations consistently fund intermediaries. If sustainability is a challenge for those large organizations with ongoing support, it is an even more significant challenge for smaller organizations operating in less fertile funding environments. As one program staff member says, "The premier organizations in the country get $1 million a year from foundations and have had to be heavily subsidized over time. Other projects are struggling to grow to scale, and many funders are expecting that same success without that large, long-term subsidy. We need to really examine what ongoing subsidy is needed to operate an effective intermediary."

The organizations studied here use many innovative strategies to strengthen sustainability.

Cash Investments by Employers

The first place that many sector projects work to secure funds is from employers themselves. Employer investment is a strong indicator that the sector project adds value. It also increases the employer's buy-in, and these resources are often the most flexible dollars that a sector project manages.

Sector projects need to make the business case to employers for some level of investment, in a language the industry understands and using metrics that are meaningful within that industry. A common measure of value is the "return on investment." Unpacking what a meaningful ROI is for a particular employer or set of employers is critical. ROI analyses can include such variables as improved retention, decreased hiring costs, increased productivity, or decreased temporary staffing costs. Qualitative improvements may also be important, including employee job satisfaction or increased mobility within an organization, both of which can improve retention. Each factor has its own ROI equation, and sector projects must understand which variables are of most interest to a particular industry and work with it to create a meaningful ROI equation. The tools available from the Aspen Institute's Business Value Assessment project, which explored ROI measures with employers and intermediaries for two years, have proved useful to some sector projects. *(See www.aspenwsi.org for more information.)*

Beyond ROI, it is important to explore exactly why employers invest in a program. "Interestingly, each employer has a different reason for wanting to work with The SOURCE," notes Andrew Brower. "Some say we find training more efficiently than they can; others don't have enough employees to fill a class; and others like being part of a larger initiative that allows them to offer employer-sponsored, socially responsible programming. This can make it tough to describe to a new employer why it should join The SOURCE." Brower says that his member employers are his best selling tool. CEOs and HR staff talk to prospective employer members and help their peers understand the value of The SOURCE.

However, no employer does or will pay for all of the training, even for incumbent workers. Even those employers who are able to and interested in contributing in-kind or cash resources toward their entry-level workforce reserve much of their training investments for higher-skilled workers. As one Training Institute employer indicated, "We have to balance our interests in helping entry-level workers with our need to invest in higher-level employees who produce a greater return for us."

Terri Feeley confirmed this experience: although SFWorks has secured training fees from employers for its career advancement program, the employers have a “price point” beyond which they won’t go—at least not for their entry-level employees. Unfortunately, that point is significantly below the actual cost of the training delivered.

Examples of Employer Investment

Sector projects structure employer investment in a variety of ways.

New Century Careers in Pittsburgh has structured post-placement payments from companies based on the length of retention. These payments cover approximately 15 percent of the cost of the entire program (training and related services). Employers pay a fee after 90 days of successful employment and retention of an entry-level placement. The employer owes nothing if a new hire leaves within the 90 days.

New Century Careers also uses the concept of “recycled dollars” to leverage the funding it receives. For example, if an employer pays $1,000 for incumbent worker training, and NCC can reinvest those funds into training a new candidate for entry-level employment, eventually the new employer may pay NCC to provide incumbent worker training for this newly hired person and the cycle will continue.

NCC’s strategy with employers is deliberate: it wants to help companies identify training needs, and then work with them to source that training. As NCC director Paul Anselmo notes, “We walk out of every company training assessment meeting with a training plan that will last nine months to a year. After providing the first training, we do a reassessment with the employer and revise their training needs. Employers often come back for more because they see the initial impact.”

Capital IDEA has contractual agreements with several Austin-area health care employers, using a payment structure with employers that is similar to NCC’s. For every person hired whose training was supported by Capital IDEA, employers pay up to $5,000; Capital IDEA uses these funds to educate more students.

Capital IDEA has a pilot project in which one employer pays up to $12,000 for the organization’s sponsorship of an employee. The program pays up front the cost of educating a nurse or allied health care professional, and it also covers related child care and emergency expenses during the program (estimated at $6,000 per year per person). Health care employers reimburse Capital IDEA for each graduate they hire. In other words, Capital IDEA assumes the risk of program retention. In addition, Capital IDEA diversifies its own risk by finding supports for the program and for individuals. For example, it helps individuals utilize Pell Grants for living expenses so that they can focus full time on school, and it co-enrolls some individuals in WIA.

The Boston Health Care and Training Institute secured over $1.2 million in direct cash investments from employers over four years for services to their incumbent workers. The institute developed annual contracts for services, and it demonstrates real savings to the employers. The ROI model measured the retention rate of incumbent workers in training, education, and support services against the retention rates for the medical institutions for similar populations. This yielded the cost savings to employers based on an average cost of turnover.

In 2005, the Training Institute added an additional measure to the ROI calculation through its Business Value Assessment work with the Aspen Institute. Supervisors were asked to measure the time savings achieved for *themselves* when an employee received training. On average, supervisors reported saving an average of 45 minutes a week due to improved communication, productivity, overall department operations, and other factors.

The SOURCE, in Grand Rapids, Michigan, has developed an ROI for its employers based on three factors:

- The amount of funding that the state Department of Human Services provides to employees when retention supports (e.g., for emergency transportation, child care) help an employee keep the job they would otherwise lose;
- The cost of turnover of employee; and
- The value of employee training provided through leveraged resources and shared seats at The SOURCE, which enables employers to send only a few employees at a time to training at a lower cost.

The SOURCE uses a cost of $1,250 per employee turnover, which it maintains is a low estimate. It then estimates the number of people whose jobs were saved through case management intervention. For example, The SOURCE provided retention supports to 32 employees in one project and estimated that 25 percent of those employees' jobs were saved by the intervention. Therefore, The SOURCE saved that employer $10,000.

The Paraprofessional Health Institute has a fee-for-service arrangement with a number of employers. However, notes Steve Dawson, this is for consulting services to improve employers' overall operations or for training supervisors rather than low-skilled workers. Only employers within its own network of affiliated home care agencies contribute toward PHI's affiliated training programs.

SFWorks is exploring the possibility of asking companies to "sponsor" its trainings. In this strategy, companies would buy a certain number of seats up front for their workers, which would give SFWorks a more stable funding stream. Terri Feeley says, "Employers don't think of paying for training their incumbent workers as philanthropy—they think of it as business. A fee-for-service arrangement for incumbent training can be an effective revenue strategy."

The Training Institute in Boston utilized a similar method: it created annual service contracts with employers for a set of services for incumbent workers. Employers could utilize up to a certain number of seats and/or services.

The Challenge of Securing Employer Investment

Securing employer investment requires careful planning and a solid understanding of an employer's interests and tolerance for providing investments. As Paul Anselmo of New Century Careers notes, it's an ongoing calibration to determine the maximum each employer will invest and still remain at the table. This is a politically delicate balancing act for sector projects that manage complex relationships with employers. Intermediaries need to calibrate how hard to push for employer investment and when that pressure may turn the employer away.

Complicating the picture is the focus of sector projects on seeking systems change within an employer or industry. Organizations are in the delicate position of pushing for systems change while also asking for cash investments, and they often must decide when to advocate or pressure for change, investment, or both. Employers often only understand the benefit of system change after the change has happened and its impact is clear, but until that understanding comes, asking for investment dollars can be awkward.

For a number of reasons, an intermediary may not secure funding even from the same employers who see a return on their investments. Employers have limited dollars and may choose to invest in short-term workforce needs. Alternatively, an employer might get a better ROI in other areas of business operations. Or employers may perceive that the intermediary is providing a public service they should be able to benefit from as taxpayers without paying all of its cost directly.

Program directors also note that employer investments are critical to sustainability in part because private and public funders value such commitments. However, some project directors see an inherent tradeoff in their investment of time in securing employer investment. In some cases, it takes far less time to secure a grant for $100,000 than it does to secure the same amount from employers. As Terri Feeley notes, "Building funding relationships with employers requires discipline, because it isn't the most immediate road to cash." Steve Jackobs concurred, noting that employer investments are not "low-hanging fruit," and securing them requires a great deal of upfront work.

Sector projects must consider the right mix of funding from employers and other sources. The SOURCE in Grand Rapids, Michigan, is funded almost 100 percent by employers, the goal of many sector projects. Yet Executive Director Andrew Brower wonders whether the organization depends too heavily on employers; he wants to achieve a more balanced funding scenario. While Brower says there are benefits of not being tied to inflexible public funding, he also says that non-employer funding might help drive innovation, new programming, continuing development for staff, and the creation of a more stable, balanced organizational environment.

Other Funding and Financing Mechanisms

Beyond employer investments and more traditional public funds and private charitable dollars, an array of innovative strategies help sector projects sustain themselves.

Alumni reinvestment. Capital IDEA is creating an alumni association that it anticipates will fund a significant fraction of future operations. The association has set as a goal raising $6,000 the first year to sponsor one Capital IDEA student. Eight graduates have contributed so far, including one who has committed to investing $1,000 a year. Because the outcome for IDEA's graduates is usually a job that pays over $40,000 a year in nursing, radiology, or another allied health profession, this strategy is realistic and grounded in the organization's grassroots origins. It is also a smart way to ensure an extremely diverse funding mechanism.

A Word on Union-Sponsored Sector Initiatives

Labor-management agreements offer one of the most effective means of financing intermediary projects through employer investment, especially to create an ongoing funding stream for entry-level worker training and education. Typically, a percentage of payroll is negotiated, and a separate trust or intermediary is established to enable workers to utilize the funds for training and education. In Philadelphia, the agreement between District 1199C (AFSCME) and hospitals generates over $6 million annually for workers for a variety of training and educational programs. New York City has the largest such fund in the country and provides services for 35,000 workers each year. Labor-management partnerships are among the most lasting sector-based workforce efforts in part because they can generate steady, stable funding to meet workforce and worker needs.

WIA funding. Few of the programs reviewed here use WIA dollars for their programs. This is of significant concern from a policy perspective, as WIA is the largest, most stable public source of workforce funding. Intermediaries cannot easily access WIA funds for their initiatives because most of this funding comes through individual training vouchers, which are driven by consumer choice. This makes it difficult to "count on" funding from WIA in an overall funding mix.

Nevertheless, NCC uses WIA's "15 percent state discretionary dollars," and Capital IDEA has co-enrolled some participants with WIA, although WIA covers only a fraction of the cost. The Jane Addams Resource Corporation in Chicago has used WIA effectively, with more than 30 vouchers for its current training cycle. Guy Loudon of JARC says, "Our relationship with the mayor's office helped to make it easier to use WIA funds. WIA is complicated but we had a quality program and our employers were asking the city to help out, so we've created a solid partnership."

Real estate revenue. The Jane Addams Resource Corporation utilizes real estate operations as part of its sustainability strategy. JARC real estate generates up to 10 percent of its training operations budget and enables it to pay for infrastructure and management costs that government contracts do not.

Marketing sponsorships. SFWorks has secured marketing sponsorships from vendors seeking business with its target employers and employees. For example, an overnight mail company is a key sponsor of a career development lunch series for entry-level workers in the legal services industry. The company sponsors the program in return for building name recognition among participating employees and their supervisors, many of whom make decisions about things like office supplies and delivery services for their firms.

Tuition structures. The Jane Addams Resource Corporation has developed a "tuition" cost for its programs. This per-person fee, which includes all operational costs, enables JARC to account for its costs accurately and to be transparent with public funding sources about the cost of running its sectoral sector programs.

Set-aside funding. Several projects have been interested in or have secured line-item funding within government budgets. The importance of this money is both the amount of the funding and the flexibility that it brings. Line-item funding requires outcomes, yet these can often be defined by the project.

Project Quest is a good example, with a annual allocation from the San Antonio City Council for over a decade. This core source of flexible funding has enabled Quest to innovate and adapt to industry needs over the years. The Boston Health Care and Research Training Institute secured a $100,000 line item in the Massachusetts state budget in 2006, and that appropriation doubled in 2007.

Behind line-item funding is often a tremendous amount of education for public officials regarding the benefits of sector projects. In San Antonio, Quest and Austin Interfaith are constantly providing information and education to councilors regarding Quest's outcomes.

Community college funding streams: In electing to partner with—and eventually institutionalize within—City College of San Francisco's On-Ramp to Biotech program, SFWorks was intentional about leveraging community college funding. Doing so saved SFWorks start-up expenses related to equipment and rent. The college and SFWorks together sought federal grant funds available exclusively to community colleges. In addition, participants were eligible for financial aid once the program's courses and internship placements were approved for college credit.

Using a similar strategy, Capital IDEA diversifies its risk in supporting participants before securing employer payback by finding supports for the program and for individuals. For example, it helps individuals utilize Pell Grants for living expenses so that they can focus full time on school. Also, it co-enrolls some individuals in WIA.

Member fees. As the number of companies with which New Century Careers works rises, it is investigating a member-based organization structure. A solid, ROI-based case for membership will be essential to such a structure.

Related lines of business. Both SFWorks and New Century Careers are exploring the possibility of acting as an intermediary for smaller companies in the purchase and management of benefit programs. This could yield an ongoing revenue stream as well as provide a service to employers. NCC is exploring a strategic partnership with a national tool and machining trade association. NCC would benefit from revenue from insurance programs offered to members as well as access to new industry contacts and staffing to support membership work; the association would gain from providing members with access to NCC training and resources.

Creating time savings to save money. One Capital IDEA strategy for sustainability is to reduce the time it takes an individual to move through its program. This has clear financial implications because CI pays for child care costs. CI has already reduced average completion time from five years to four, and it is working toward three-year completion. This also benefits participants, who can enter the labor market and improve their financial footing more quickly.

Becoming accredited. New Century Careers is exploring the possibility of creating a private licensed school that can charge tuition for their courses. NCC would apply for accreditation that, if granted, would enable the organization to promote some programs to students who are eligible for traditional financial aid for training.

Applying traditional means of financing to workforce activities. Jessica Pitt of the Bay Area Workforce Funders Collaborative, a public/private partnership of more than a dozen foundations, and the California Employment Development Department, notes that sector projects need to explore financing mechanisms that are traditional in some areas, if not for intermediaries. She points to sales taxes, tax credit syndication, and leverage of the Community Reinvestment Act as three examples. While most of these have not been tried, they point towards possible future strategies (see Prince 2007 for details on financing strategies for intermediaries).

Sustainable Infrastructure for Sector Projects

Financing of sector projects is closely interwoven with their infrastructure and operations. The ability to develop and maintain an effective infrastructure is dependent on financing, and financing is secured when projects demonstrate effectiveness.

By their very nature, intermediary and sector projects require a complex infrastructure if they are to be sustainable. The infrastructure needs to be able to:

- Manage complex relationships with multiple partners;
- Manage diverse funding sources, reporting requirements, and evaluation processes;
- Stay ahead of the curve within the industries in which the projects operate; and
- Stay agile to adapt to new trends, needs, and opportunities.

Staff at all of the projects participating in this project stress the significant amount of work hidden within the infrastructure of their efforts. Much of this work relates to maintaining political and funder relationships. As Terri Feeley of SFWorks notes, "Directors need to be in many public forums and arenas to ensure that they maintain a place at the table and are aware of all programmatic, funding, and other opportunities as they arise." It can take a great deal of time to do so: attending multiple-day conferences, speaking in various forums, and meeting with funders and others interested in the sector model.

One dilemma for sector projects is the need to create a sustainable infrastructure before a project has grown to a scale that supports the financing of the needed infrastructure. As one director says, "It would be ideal to have a chief operating officer to whom I could delegate the daily operations so that I could focus solely on strategy and funding, but it's not realistic given the funding that's available." While underfunded infrastructure can hurt a sector project's ability to perform, directors noted that it is risky to add a top-level operations person before the scale is reached to argue for funding to support that position.

Among most of the projects studied here, a number of core elements contribute to a sustainable infrastructure: management of relationships; evaluation; data management; research and development; communications; leadership; staffing structure; adaptive capacity; non-workforce activities that position sector projects for sustainability; policy and systems change; and the challenge of maintaining a core infrastructure.

Most of these activities are usually unfunded or significantly underfunded, given funder focus on investment in concrete program activities.

Management of Relationships

While all workforce projects manage relationships, sector projects require an infrastructure that explicitly provides for this. Most sector projects bring together stakeholders across numerous arenas. Facilitating and managing diverse organizational cultures, expectations, and ongoing relationships takes a significant amount of time. Sector projects need to translate terminology, modes of operation, and interests across stakeholders.

Relationship management tasks vary; each sector project must determine the scale and scope of relationship management and execute the work accordingly. Steve Jackobs notes, "A key strategic realization for us was that our best bet for the future is to leverage support from our unique environment." That is, his organization had to develop a multi-pronged strategy (programmatic, marshalling support for local funding, and alumni funding) based on Austin's very grassroots and individualistic culture.

In addition, Jackobs and Dawson both point to the value of pushing out relationship management as far as possible within the organizational structure. Rather than holding the relationships at the top of the organization, each has encouraged and provided incentives for staff to take on relationship management through contract negotiation, the launching of projects with new partners, public speaking, and other activities. The Training Institute similarly makes frontline coaching staff responsible for the day-to-day management of employer relationships.

The Training Institute brings together employers, community colleges, community organizations, and the local WIB to provide its multilevel services. Within each relationship, the Training Institute manages an ongoing work plan with the partner, involving regular meetings to assess the relationship and activities and make changes. Institute staff coordinate evaluation activities, exchange data on participants or outcomes, discuss funding opportunities, attend partners' events, and report on the institute as a whole. Managing these critical relationships individually and collectively is far more time-consuming than it would be in standalone workforce projects.

Several sector leaders say that relationship management takes almost as much time for small grants and contracts as for large grants and contracts, yet the cost of managing the smaller sources is not accounted for within the grant and becomes a hidden cost for the project.

Evaluation

Evaluating activities and program effectiveness are integral to most sector projects. Evaluation typically has several layers and audiences:

- *Employer interests and measures* include measures that will result in an ROI, specific indicators that employers find useful to measure, and more general output measures. In a multi-employer project, different employers also may want to measure different elements or have different mechanisms for doing so.
- Funder-specific or source-specific evaluation measures and mechanisms can include evaluation of program outcomes and evaluation of employer and participant satisfaction.
- *External evaluation measures and mechanisms* include process evaluations, evaluations of program impact on target populations, and other measures.
- *Overall program measures* are often internal to a program. They may include efficiency of staffing structures or the operation of systems and processes.

Multiple tools and processes are possible for each kind of evaluation. A project that has several employers may need to measure different aspects for different employers. Most projects have multiple funding sources, and some may have multiple external evaluators at the same time. Simply implementing the evaluation process usually means extra coordination among partners for gathering data.

Complex and thorough evaluation is increasingly required by various public and private funding sources. Sector leaders note the value of these evaluations, which contribute to an overall understanding of what is and isn't effective within sector projects.

At the same time, few funders pay the real cost of managing and implementing evaluations, creating a significant layer of unfunded work. Sector projects sometimes make an internal tradeoff between program operations and evaluation work or overburden staff with evaluation activities on top of already complex jobs.

Data Management

A data management system that is understood and used accurately by staff is essential. Increasingly, database management systems for sector projects are Web-based; they enable remote staff to input and access data, but they also increase management costs.

Maintaining data on long-term sector projects is important to ongoing viability. Being able to demonstrate the value of sector projects is what keeps partners at the table. Small sector projects in particular face a challenge in database maintenance and quality, because it is difficult to fund a staff person for this function at a smaller scale. Project Quest has a full-time data and evaluation staff person thanks to the 25 percent overhead provided by the San Antonio City Council. Quest can demonstrate its impact because it has the capability to produce evaluative data. By contrast, the Boston Health Care and Training Institute does not have the budget to add a full-time person to manage data, so the director spends a significant amount of time collecting, evaluating and managing data.

Research and Development

For sector projects to remain relevant to the industries in which they operate, they must continually scan the horizon and understand how to add value for the industry. According to Steve Dawson of PHI, "To continue to secure funding, intermediaries need to continue to add value within their field of operation." At least three functions are related to research and development:

- At start-up, extensive industry research is required so that a project knows how to add value.
- The project must stay relevant within the chosen industry by being aware of technology changes, emerging skill gaps or management issues, and changes in the structure of the workforce.
- The project must be a resource for its partners within the industry and a source of information on conditions and trends.

SFWorks gathers timely and detailed industry information prior to embarking on work in a new sector or a new training program within an existing sector. It rooted its program designs in both biotechnology and legal services in thorough analyses of opportunities within those industries. In most sector projects, this depth of industry knowledge is usually acquired through a combination of staff research and consultant expertise.

The Boston Health Care and Research Training Institute embedded R&D functions in the director's job description. Through ongoing scans of the field, attending conferences, and reading relevant publications, she assesses sector issues and then works with staff and partners to design relevant programming.

At New Century Careers, a separate staff person, who is a manufacturing industry expert, is responsible for R&D.

The Paraprofessional Healthcare Institute approaches R&D in a more decentralized manner, embedding the function in its line and managerial staff.

Communications

Communications often gets little attention within sector projects. In the for-profit business world, marketing, branding, and other aspects of effective communications are all part of a solid business strategy. Most sector projects understand this as a need but lack the funding and often the focus to effectively implement a communications strategy.

Steve Dawson of PHI says that project sustainability depends upon regular communications with project partners, policymakers, funders, and other stakeholders about lessons learned, impact, and added value. Poor or inadequate communication can lead to a lack of understanding or buy-in to project goals and strategies and, in turn, to a lack of funding. Capital IDEA has recognized this and sends frequent email updates to a broad range of stakeholders about new developments, outcomes, and success stories.

The Jane Addams Resource Corporation, recognizing the need for sector projects to focus on effective communications, used a general operating grant to hire a staff person to focus on this critical infrastructure element. To do this, however, JARC eliminated an office manager position and spread that work among several people—attesting to the difficulty sector projects have in adequately covering infrastructure costs. As Ray Prendergast at JARC says, "We know we need to tell a better story, so we made the hard decision to change staffing to focus on communications. We think it will help us generate more dollars in the long run, if more people are aware of JARC's quality and track record."

Leadership

A strong leader with diverse skill sets is key to sustainability. Effective leadership is essential because sector projects reach across stakeholders who may lack experience working with one another, may not understand one another, and have their own agendas to meet.

Enabling the project leader to have the time to focus on strategic planning, funding, and relationship management is critical. It helps to have a chief operating officer or its equivalent, but it can be a challenge for smaller projects to fund both the executive director and the COO. Particularly in projects moving toward scale, executive directors often take on the COO function as well, leading either to burnout or to compromises on some aspect of the project.

Staffing Structure

At the core of sector projects are highly talented and committed staff. Directors interviewed concurred that staff strength is probably the most important factor in their ability to sustain their projects. As Guy Loudon of JARC notes, "Staffing is key. We sweat every hire we do."

Sector projects need a solid infrastructure; at the same time, they must achieve efficiencies to be financially viable. This requires a tradeoff between infrastructure depth and quality and the streamlining enforced by lack of funds for these activities.

Outside of the core infrastructure, a flexible staffing structure based on employer and participant demand and ability to secure funding is most effective. This enables a sector project to stay agile and adapt to changing conditions. Several directors say that to be sustainable, projects need an ongoing and constant core infrastructure—with direct training and related services structured so that they can be added or dropped depending upon demand and funding. Sustaining projects becomes more difficult if the core infrastructure is diminished, because the success of shorter-term training and services relies upon the competencies embedded in the infrastructure.

New Century Careers has structured its infrastructure to mirror the manufacturing industry in which it operates. A CEO/president is the key staff person developing strategy and vision; a research and development executive is versed in the manufacturing sector and works to stay on top of industry changes and maintain the relevance of services and products; and a COO is responsible for managing program operations. The job descriptions of the remainder of the staff remain flexible and based on current demand for training by employers.

To stay streamlined, New Century Careers sometimes hires vendors to accomplish specific activities. For example, NCC contracts with a call center to handle outreach and intake at peak volume times that usually only occur when it is promoting a new training.

Adaptive Capacity

Sector projects operate in a constantly changing environment, as economies and industries grow and shrink, and as individual employer needs and interests change. Within the infrastructure of a sector project, the ability to adapt to changing circumstances while maintaining a core mission is critical. In successful transitions, the adaptation usually needs to happen at all levels of the organization. Without adaptive capacity, sector projects can fail to take advantage of new opportunities or to understand the niche within which they can add the most value.

Adaptive capacity includes the ability to forecast and foresee changes within an industry, the ability to learn from current operations and adapt them to new realities, and the ability to maintain strategic positioning within the industry and/or the workforce development field. For example, over several years the Southern Good Faith Fund transitioned from a focus on training and placement to a policy focus. SGFF understood that by becoming "another" workforce development provider, it would be competing for scarce dollars and could have only limited impact and sustainability. Angela Duran led the organization toward its policy-and-influence focus; as a result, the state is investing millions of dollars in innovative adult education-to-college programming, and SGFF is helping to manage that effort.

Non-Workforce Activities that Position Sector Projects for Sustainability

Sector projects often participate in or sponsor activities that are not directly related to their workforce development program but that promise to further embed them within a sector or local context.

In Pittsburgh, New Century Careers works with dozens of its companies to sponsor an annual robot competition for young people. While not directly a training activity, the event promotes high-end manufacturing careers and encourages young people to consider metalworking trades or engineering as a career. Small manufacturers could not possibly undertake such an event, yet they understand its vital importance to building the industry's long-term viability.

At the Southern Good Faith Fund, Angela Duran participated in a strategic planning process for Pine Bluff, Arkansas, where the organization is located. While not directly related to the fund's mission, the networking and relationship building that occurred during the process could be invaluable to the organization later.

Policy and Systems Change

Embedded in most sector projects is some level of work around public policy and systems change. By adding value to the industry through these efforts, sector projects can sustain themselves or the functions and services that they can demonstrate to be effective.

A number of projects focus on policy or systems change activities as central strategies. In some cases, this is the centerpiece, and in others it is an outgrowth of lessons learned through practical experience. For example, rural intermediaries face unique challenges, which in turn shape their strategy. Angela Duran says that the Southern Good Faith Fund began by creating a program that was essentially parallel to the existing workforce system in a competitive environment of scarce resources and few employers—and then realized that systems change would be a more effective strategy. As a result, SGFF has focused its efforts on improving the community college system's ability to provide the kinds of services that sector intermediaries provide. After several years, SGFF now sees results: Southeast Arkansas College, a community college, is creating a new way of delivering developmental education courses that is more suited to working adults. It is integrating nursing prerequisites into the nursing curriculum and shortening the length of time to a credential. Also, it is developing a system to identify entry-level health care employees who can succeed in a fast-track development education program.

The policy activities of the Paraprofessional Healthcare Institute emerged from its practical experience in operating a home care cooperative in New York City. PHI has grown to become a major voice for the reform of home care work nationally, advocating for higher wages and better benefits and working conditions. Its ability to affect policy stems directly from the credibility PHI has gained through its sector work, as well as the network of relationships it has built and sustained over many years.

The Boston Health Care and Research Training Institute has created systems change through its participating employers, who represent over 25 percent of Boston's health care industry. By demonstrating the effectiveness of its approach to career pathway development in health care, the Training Institute modeled a new way for employers to provide opportunities for their employees. In part as a result of that modeling, several employers internalized Training Institute elements, including coaching, career mapping, sequencing of courses, and mentoring. At the Training Institute's inception, few if any employer staff were dedicated to workforce development; today its partners have at least a dozen staff in this area. Moreover, the Training Institute helped to build bridges among competing employers, who now meet regularly to discuss common needs and plan for education and training programs that they might share.

The intersection between systems change and sustainability is apparent in a number of projects. SFWorks has found that its employers' positive experiences sometimes result in their starting to plan and budget for training-related expenses that they previously considered funded with leftover or charitable funds. Institutionalizing a line item at an employer site or in a manager's budget can promote long-term project sustainability. Similarly, managers at some of SFWorks' law firm partners are starting to incorporate discussion of training into staff performance reviews. Staff who have demonstrated new productivity and professionalism as a result of training may be rewarded. Other staff members are sometimes told to anticipate participation in training as part of their professional development.

New Century Careers pushes for systems change with employers because it is anticipating the latter's future needs. Currently, few high-level manufacturing staff are credentialed; most have made their way up the ladder by learning skills on the job. In the next decade, however, NCC estimates that many employees will need credentials to gain employment in manufacturing. As a result, NCC has created articulation agreements with colleges and universities to begin building the credential pipeline. As Paul Anselmo says, "We are essentially trying to create the demand for something employers aren't fully aware they will need in the future." By building the demand up front, NCC is helping its own sustainability while meeting an emerging market need among employers.

The Challenge of Maintaining a Core Infrastructure

Sector projects must maintain an extensive infrastructure that forms the basis for an effective project that can adapt and innovate. The products of that infrastructure are the daily operations of the project itself—the bread and butter of training, education, and employment programs.

Barry Maciak of New Century Careers notes that the structure developed by intermediaries in Pennsylvania holds promise for creating sustainable projects. Intermediaries keep a core structure that can then fluctuate with the needs of the industry. Terri Feeley of SFWorks concurs with this overall approach: "It's important to sustain the role of innovator. Sector projects need to be able to spin off programs to make way for new ones."

Operations of Intermediary and Sector Projects

Infrastructure and operations are closely interwoven. Infrastructure encompasses the core functions or systems necessary to maintain successful sector projects; operations include the processes and activities that lead to economic advancement for low-income people and a skilled workforce for employers. Many operational issues for sector projects are similar to those of traditional workforce development programs and are not a focus here. Other operational issues are unique to sector projects and, depending on how they are addressed, can bolster or undermine a project's sustainability. These are: gaining and maintaining employer buy-in; identifying and utilizing outside resources for specific operations; providing case management and coaching; maintaining accountability; strengthening leadership capacity; maintaining smooth operations through staffing changes; addressing mission conflicts; mastering complex accounting procedures; and growing to scale.

Gaining and Maintaining Employer Buy-In

Operational structures and costs differ widely, based on the number of employers in a sector or intermediary project. Relationship management with twenty-five small employers may require more time than for five large employers. The sophistication of employers with regard to workforce development is also an important consideration: those who understand how workforce issues affect the bottom line generally require less effort to engage than those for whom the payoff needs to be explicitly detailed.

Engaging employers consistently in assessing their needs, determining how to add value, and planning how to create long-term change is critical for the sustainability of sector projects. Utilizing a "high-touch" business engagement model, in which project staff are in frequent dialogue with employers and provide a high level of customer service, has proven effective for many projects. New Century Careers staff conduct "deep listening" meetings to understand not only the surface needs presented but to probe for other ways in which they can add value for employers. From these meetings and subsequent discussions with the employers, new ideas for improving workforce systems and trainings emerge, enabling NCC to remain relevant within the industry.

Similarly, the Training Institute utilizes a high-touch model of relationship in its daily operations. However, it recently shifted its appraoch during a strategic planning period. The more traditional "nonprofit" planning model—conducting third-party confidential interviews and then constructing new plans from them—may be less useful. The Boston Health Care Research and Training Institute, adapting a model used by a neighborhood youth agency to plan for new directions, only engaged employers through one-time interviews conducted by an outside consultant not versed in workforce development. Without an iterative process that brought in the employers and enabled staff to understand how to improve quality and meet employer needs, the project experienced difficulty in finding ways to add programming that was of value for its partner employers.

Andrew Brower at The SOURCE says that having a high-touch strategy with employers is key to developing a sustainable organization. “I take our relationships very seriously, making sure our services are in alignment with their needs and listening to all their visions and plans to find the commonalities between the members.”

Identifying and Utilizing Outside Resources for Specific Operations

Utilizing outside resources for some functions has helped sector projects build relationships and streamline operations. Organizers from the Industrial Area Foundation conduct much of the outreach for Project Quest’s programs while conducting their own general outreach. The added benefit of this strategy is the continued relationship with IAF and its constituents, who are instrumental in advocating with the city council for continued funding.

The Southern Good Faith Fund utilizes the accounting services of Southern Bancorp, a for-profit bank holding company with which it is affiliated. SGFF pays for those services, but it can buy a piece of several people’s time—a CFO, accounting manager, and accounts payable clerk—rather than hiring one accounting staff person to do it all. In Boston, the Training Institute utilizes free space at its partner employers, enabling it to locate training and other services where employees can access them easily. SFWorks benefits from the chamber of commerce’s in-kind contribution of payroll and employee benefits management.

Providing Case Management and Coaching

Case management is a significant investment for intermediary projects, especially those that are building to scale. The direct service contracts that often fund this function are usually time-limited, yet sector projects may offer long-term case management. Most of the projects interviewed maintain a high caseload per case manager to achieve efficiencies, usually in the range of 50 to 100 clients per case manager.

Case management is time consuming, with coaching intensity and approach calibrated to match employee needs and different design and cost structures applying to training and supporting participants with different kinds and levels of barriers. The incumbent workers in SFWorks’ career advancement programs, for example, require far less support than do the participants in the intensive On-Ramp to Biotech’s pre-employment programs.

Within the Training Institute, the kinds of supports needed and the intensity of supports vary. College-bound employees taking pre-college classes tend to need support in finding and accessing resources to make their next career step. Entry-level employees taking literacy classes need more logistical assistance, help in juggling family and work schedules, and general support to help them stay in class.

As a rule, pre-employment programs are far more time- and cost-intensive than incumbent worker programs. If an employee doesn’t show up for a class, for example, it is up to his or her supervisor to manage the situation. If a participant in a pre-employment program doesn’t show up, the case manager often must address complex reasons for the absence.

The extent of staff time spent on case management is often influenced by funding streams as well. For example, if a funder requires documentation of income and other eligibility criteria, the case manager will spend a significant portion of time on paperwork. It may not be that the participants are harder to serve; sometimes the cost is greater due to the required documentation. Especially with public funding, documentation requirements are standard regardless of the training cost per participant. A short-term training with relatively high-skilled participants could take the same case management time as trainings provided to participants with more difficult issues.

Maintaining Accountability

Most intermediary and sector projects involve multiple organizations that bring together the unique strengths of each, yet these partnerships also bring challenges for sustainability. For example, coordinating the gathering, management, and reporting of data across partners is essential for accurate, constructive reporting, yet it is rarely considered in the administrative overhead of public contracts.

More important, the delicate balance of autonomy and accountability among partners requires effective management. This work takes time even when projects are going well and partners are performing their roles well. When project expectations are not being met, the partnerships become far more challenging. Intermediaries have the task of setting benchmarks, timelines, and accountability measures while respecting the autonomy of partner organizations—whose actions can adversely affect the project as a whole, whether the reasons for not meeting deadlines, for example, lie in their own infrastructure challenges, funding gaps, or other issues. An SFWorks subcontractor lost a source of funding. As a result, it laid off a staff member, and the remaining team member assigned to the SFWorks contract was overwhelmed. At the Training Institute, the project director had limited influence over staff that other partners hired, yet she was directly accountable for those staff's outcomes.

Strengthening Leadership Capacity

At the center of most intermediary and sector projects is usually a leader with multifaceted skills that enable her or him to lead and manage a complex project. A key challenge for all sector projects is sustaining that leadership. Burnout is a common result of keeping many balls in the air, answering to many stakeholders, continually strategizing project direction and funding, and just managing the everyday operations. No project should be sustained only by one person, yet individuals who can lead complex projects are valuable assets.

Usually, few supports for that person are in place. Some leaders report that national forums are the only place they can talk with and gain support from peers with similar experiences, frustrations, and successes. In particular, because sector leaders are balancing the interests of many stakeholders, they are unlikely to seek unfettered support from any one partner.

Finding ways to support leadership, especially during scale-up, is important to a project's ongoing stability. The process of developing a support structure can include developing mentors, finding a buddy with whom the leader can be candid, or providing time away from daily operations for reflection or professional development. At the Training Institute, a consultant provided the director with both technical assistance and professional support. Because the consultant worked directly on the project, she could provide a kind of support that mitigated against burnout, including thinking through how to navigate among the stakeholders' various needs and interests.

Maintaining Smooth Operations Through Staffing Changes

Staff turnover presents both opportunities and challenges for sustainability. Staff turnover means continually rebuilding capacity, which can diminish program quality and continuity of operations. The Boston Health Care and Research Training Institute experienced this when three people in five years held the position of director of operations.

Changes within employer organizations can also have a significant impact. In one project, continuing turnover at one firm resulted in the following progression. First, the employer championed the project, but with uneven and inconsistent staffing, it was difficult to maintain continuity of programming. Later, the employer again became a mainstay of the sector project—until new staffing diminished the role of the sector project. This roller coaster can be mirrored within a sector infrastructure or in any project partner. It requires constant recalibration, capacity building, and changes to operations.

Addressing Mission Conflicts

Sector projects must adapt to the industries in which they operate. Most of the projects in this study are their own organizations and stand alone, allowing them this flexibility.

One exception is the Boston Health Care and Research Training Institute, which was jointly sponsored by community development corporations in two neighborhoods adjacent to the partner employers. The boards of both organizations agreed to build the Training Institute, based on previous workforce collaborations that demonstrated the importance of building career pathways. Over time, however, this sponsorship created tension because the Training Institute participants—particularly those already employed at the employer partners—primarily lived in other neighborhoods or outside the city. This limited the Training Institute's ability to adapt some of its operations and grow in ways that might be outside of the CDCs' interests. In 2007, the CDCs found a new sponsoring organization for the institute: Jewish Vocational Service of Greater Boston.

Mastering Complex Accounting Procedures

Given the number of funding streams, accounting operations in most sector projects are highly complex. Each funding source has its own restrictions, timelines, and budgeting and billing procedures and forms. Budget changes necessitate shifting among sources. The level of accounting expertise and amount of documentation and reporting work needed to manage multiple restricted funding sources is often unrecognized. It can be a true hidden cost of running sector and intermediary projects.

Growing to Scale

Small organizations face the challenge of managing the operational considerations that arise when they seek to grow to a larger, more sustainable scale. According to Andrew Brower of The SOURCE, “As we add more employers, we want to maintain our high-touch strategy; it’s a stretch while we are securing the dollars to support expanded operations. Yet we know we need to grow to a certain scale to really achieve systems change and have a permanent impact in our clients’ self-sufficiency.”

In sector projects, which are pushing the envelope of creativity, the flexibility to fail occasionally is an important part of daily operations. “If you aren’t making some mistakes, then you are not taking enough risks,” notes Steve Jackobs. “We have to be willing to be creative and experiment when we are working with the hardest to serve.”

Andrew Brower concurs: “Some of our best learning came when something didn’t work. Our employers learned more about what their employees and their organizations need as a result, and we were able to use that knowledge later.”

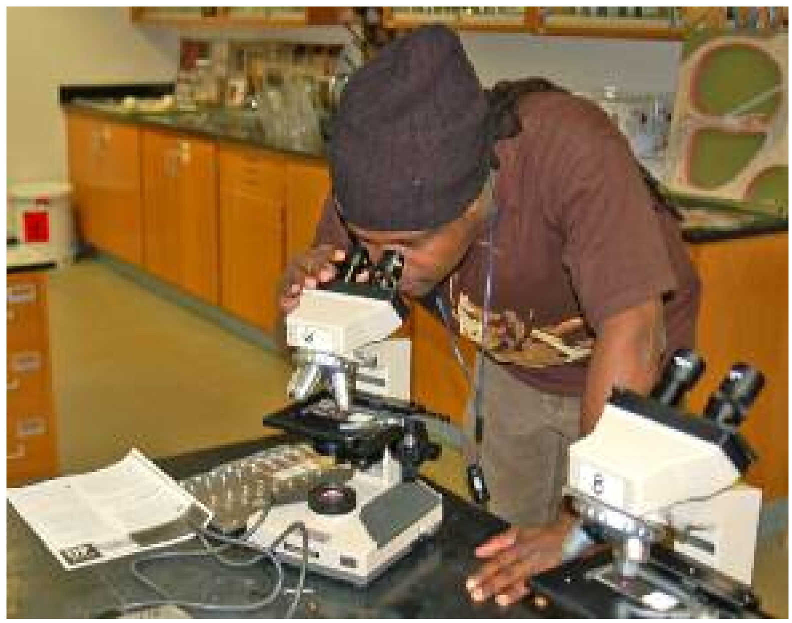
Recommendations for Funders and Policymakers

Even the most successful sector projects and intermediaries face constant and ongoing challenges to sustaining their work. These challenges may be even greater for smaller and less well-known projects. Obviously, more and larger funding streams would help sector projects sustain themselves and contribute to the economic health of their communities. While advocacy efforts in that arena should continue, a number of other policy implications, worthy of further exploration, emerge from this research. These are primarily in the area of financing, although they also concern performance measurement and evaluation, employer engagement, and capacity-building and field building.

Financing

Match funding structures to appropriate activities.

Some funding sources are easier to use for different kinds of activities. Funders might coordinate among themselves to create a universe of funding that supports sector projects. Government funding, often the most difficult to use and the source of funds from taxpayer money, might best support actual training and education programs on an ongoing basis, particularly for participants with low skill and education levels. This is the general purpose of public funding and one that is well-matched to sector work.



Foundation funding might be best focused on demonstration projects and providing expansion funding, while employer investments, often the most flexible dollars, could fund the infrastructure required to manage complex partnerships and operations. Similarly, a funder collaborative could phase in its own funds, stressing foundation grants early on, with a progression toward more ongoing public funds.

From all sources, it is critical to fund infrastructure, particularly evaluation, relationship management, and communications.

Create new ways to account for the extra infrastructure that is essential to sustain sector projects.

Programs have suggested and piloted at least two approaches to this challenge.

Count some infrastructure costs as operations. From a management perspective, much of the ongoing operations of an intermediary are programmatic rather than administrative. Because sector programs require high-touch relationship management, this work contributes to direct program services in ways that a more siloed, stand-alone employment and training program manager might not.

Program staff underlined how important it is to capture and accurately account for program work. At Capital IDEA, all staff participate in a time study twice a year so that they can accurately capture program versus administrative dollars.

Raise the overhead percentage ceiling for sector projects with complex infrastructure and operations structures. Twenty-five percent is a realistic representation of the cost for sector and intermediary costs to remain effective.

Create a pool of "infrastructure funding."

The financing of sector projects is closely interwoven with their infrastructure and operations. The ability to develop and maintain an effective infrastructure depends on financing, and financing comes when projects demonstrate effectiveness.

Projects can leverage infrastructure funding that provides resources for evaluation, communications, and partnership management into greater public and private funding if they have adequate infrastructure to document results and communicate them to employers, funders, and other stakeholders. Optimally, state and federal governments would create this pool, recognizing that developing sector infrastructure is a key to regional economic competitiveness.

Whether dollars are public or private, the field needs to develop a set of outcomes by which to measure and evaluate the effectiveness and efficiency of a project's infrastructure. Public funding, which increasingly focuses on partnership and sectoral sector initiatives, largely fails to consider outcomes beyond training. Yet systems change, partnership and relationship development, and other outcomes are also integral to the impact of a sectoral sector project. Public funding directed at sectoral sector projects and intermediaries might better capture the impact of their dollars by expanding their outcomes definitions. This would also enable projects to more adequately cover the program management costs that most often contribute to these more expansive outcomes.

Utilize WIA more effectively.

Currently, excessive documentation, the voucher system of training, and very small administrative allowances limit WIA's usefulness for sector and intermediary projects. In a few cases, projects have used WIA funding for pre-employment training, usually through the voucher system and sometimes by utilizing the state 15 percent discretionary funds.

Making WIA more flexible in sector projects, so that it recognizes the outcomes of creating systems change, aligning workforce development more closely with economic development and creating long-term workforce pipelines, would enable communities to use WIA funds for sector projects.

Fund both what works and demonstration projects.

Public funders in particular have shifted toward supporting demonstration projects—usually the realm in which private philanthropy operates. Demonstration funding is laudable, but it has left a vacuum: funding for what sector projects prove works. A more strategic approach might focus some funds on demonstration projects, while reserving a significant block of funding for sustaining and scaling up programming that has a proven track record and is producing outcomes with which participants and employers are satisfied.

Provide participant stipends.

At a basic level, a sector project can only succeed if its participants can take advantage of the services offered, use them to add value to their own workforce trajectory, and advance toward economic stability. One of the most important policy changes would be to recognize and support participants who are balancing work, education, and family responsibilities as they seek to make greater contributions to local economies. As Terri Feeley of SFWorks notes, "What's really needed is a living stipend for the hardest to serve so that they can focus on obtaining the skills and education they need for the long run. The Trade Adjustment Act is a good model but too limited in regards to eligibility."

Match funding timeframes to outcomes timeframes.

All sector projects face tensions in balancing investments, the mandate to work with the hardest to serve, and limited timeframes in which to achieve outcomes. Funding sources might calibrate their expectations of outcomes based more closely on the populations served and the time it actually takes to achieve those outcomes. This would reduce the pressure on projects that are dedicated to serving those who need it most but often must serve higher-level individuals to achieve anticipated outcomes.

Work with community colleges to access educational funding.

As skill and educational requirements for employment increase, work with community colleges is ever more important. Partnering with colleges to access daily-attendance-rate funds and understanding how to help colleges leverage existing funds can help improve the overall sustainability of sector projects.

Create step-down funding structures within demonstration funding initiatives.

Funder collaboratives might phase their funding: a planning period with less funding, a period for significant ramp-up funding, and then a several-year process during which funding is stepped down. This would enable projects to secure additional resources over a period of time instead of falling off the proverbial funding cliff.

Performance Measurement and Evaluation

Allow multiple organizations to count individuals.

As long as a sector project provides significant services to an individual, public contracts in particular could allow more than one organization to "count" the participant as part of their contract. Because of the structural complexity of sector projects, the ability for partners to account for their work has been limited by the fear of duplicating numbers.

As the need for more intensive and longer-term services increases, public funding sources might allow for an accounting system that accurately reflects and rewards the organizations providing the services. All organizations that touch the individual to a significant extent should be able to count that individual, because the expertise of many organizations is required to enable a person to move toward economic stability.

Fund evaluation and data management activities.

Increasingly, funders ask for complicated evaluation and data collection processes that differ from the kinds of reporting sector projects provide to employers. Yet because of scarce dollars in all areas, funders are also reluctant to allocate dollars for evaluation, preferring to fund operations. Given the importance of demonstrating sector project outcomes and added value, it might be more realistic if funders helped fund the evaluation work and accepted the scaling back of operations. While this makes the project appear more costly to a board or legislative official, it is also more realistic and would enable projects to produce and document better, if fewer, outcomes.

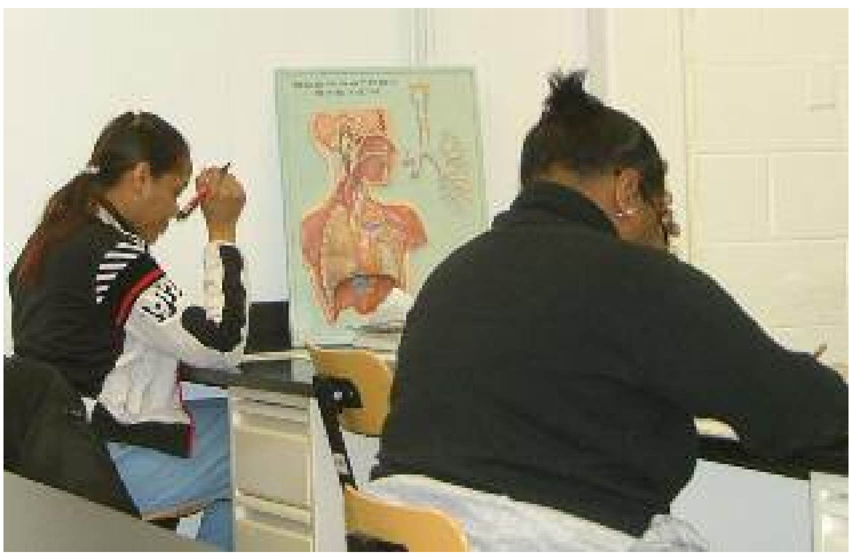
When many funders pool resources, typically the public funding drives the level of reporting and data collection. All funders in funding pools need to understand the cost of, and provide adequate funding for, extensive data collection.

Employer Engagement

Recognize the tension between employer interests and sector mission or focus.

Sector projects must meet employer needs and achieve cost savings without experiencing "mission drift" away from the hardest to serve.

Sustainability issues often lead to working with a higher-skilled population—one that requires less case management or that employers find more attractive and for which they are more willing to hire or pay the cost of training. It is extremely difficult to maintain a focus on the hardest-to-serve while also achieving sustainability. Policymakers can help address this tension by recognizing the high dollar investment needed for hard-to-serve populations trying to make a leap to economic stability. They can also help advocate with employers to support the development of their lowest-skilled workers, which in turn will facilitate the ability of a sector project to stay true to its mission.



Some sector projects use fees generated from providing services to higher-skilled workers as a means to support the work with lower-skilled individuals. This is a smart strategy as long as the organization can stay focused on its core mission.

Support the strategic engagement of employers.

Sector projects face an ongoing tension founded in the desire of many funders to draw employers into the public policy arena. Funders rightly understand that policymakers at all levels of government often view employers as credible advocates. And while intermediaries also seek change, they must balance this interest with the importance of maintaining buy-in from employers. Too many requests of an employer—data, publicity, policy meetings, evaluation—can lead them to dismiss a project as government as usual and, in turn, disinvest in a project or decrease their participation.

Involving employers judiciously in policy activities and utilizing their time effectively can help to leverage their influence while maintaining buy-in. As one program director explains, "Asking an employer to attend a three-day policy session in Washington just isn't a good use of their time. It's hard to justify that amount of time on policy when we ask them to do so many other things as part of the partnership."

Capacity-Building and Field Building

Create better mechanisms to channel what is learned in demonstration projects into the collective wisdom.

Sector projects are learning new ways to finance their projects, create program efficiencies, and deliver effective services. Funders and policymakers need to create and sustain effective means for disseminating new and innovative ideas.

While some forums exist—the National Network of Sector Partners being the most prominent—it is difficult to gather and maintain information quickly. A national database of ideas and strategies that could be accessed easily would be helpful. The development of a dynamic Web site with tips and recommendations could also be useful.

Support sector leadership.

Current sector leaders need a forum in which to talk with one another, share ideas, and discuss frankly and confidentially issues and concerns that emerge in their projects on a daily basis. The Sector Leaders Academy, designed for emerging sector leaders, is an effective means for building the field. However, there is a vacuum for existing sector leaders, many of whom work in relative isolation from other directors. Creating a regular, informal forum for sector leaders to meet and share their experiences could help in retaining top talent, building a shared knowledge, and disseminating best practices.

Create mechanisms to enable projects to better manage layers of funding and reporting.

Common outcome definitions, reporting timeframes, and variables would greatly ease the current challenge of continual reporting to multiple funding sources. Providing adequate funding for a solid and adaptable database, working within a state to coordinate funding sources, and working with individual projects to tailor reporting and outcomes would all contribute to achieving this goal.

Seek efficiencies with scaling common operational needs.

All sector projects have common accounting, marketing, and other infrastructure needs that might be more efficiently bundled and contracted to a sole source. In an increasingly electronic environment, geography poses less of a challenge to this, and the approach might build the capacity of a contractor to provide similar services across projects.

Appendix A.
Methodology

This report is practitioner-based, and as such draws its learning and recommendations almost entirely from the experiences of both seasoned and newer sector and intermediary projects around the country. The methodology is rooted in the work of Paolo Friere, starting with research into real-time practice, followed by a dialogue based on that research, with dialogue leading to further insights and a stronger project.

The first phase of research included site visits and phone interviews with three sector projects: Capital IDEA, Austin, Texas; SFWorks: San Francisco, California; and New Century Careers: Pittsburgh, Pennsylvania. Additional site visits were planned, but they were interrupted by an early maternity leave.

Extensive phone interviews were conducted with four projects: Southern Good Faith Fund, Pine Bluff, Arkansas; Paraprofessional Healthcare Institute, New York, New York; The SOURCE, Grand Rapids, Michigan; and Jane Addams Resource Corporation, Chicago, Illinois.

Based on this research, the author drafted the initial findings that began the second phase of research: bringing together key leaders to discuss the draft, expand upon its ideas, and explore policy implications. This meeting took place in Denver, Colorado, in June 2007 with the following practitioners: Terri Feeley, SFWorks; Paul Anselmo, New Century Careers; Steve Jackobs, Capital IDEA; Angela Duran, Southern Good Faith Fund; and Sarah Griffen, formerly Boston Health Care and Research Training Institute.

This meeting generated a rich dialogue and further insights, which were then incorporated into the paper, read and commented on by practitioners, the Annie E. Casey Foundation, and the National Fund for Workforce Solutions, and then finalized.

Appendix B.
Boston Health Care and Research Training Institute Program Overview

The Boston Health Care and Research Training Institute is a collaboration of eleven major employers in the health care and research sector, one union, nine community organizations, three community colleges, and the Boston Private Industry Council. The institute's goals are to:

Address critical skills shortages for health care and research employers and enable them to fill vacancies with skilled staff and increase job retention;

Provide multiple levels of training for frontline employees that enable them to build skills and move along career pathways that provide sustaining wages;

Develop a sustainable model for providing ongoing training and education services for front line employees in the industry;

Create a permanent training institute in the Longwood Medical and Academic Area that will institutionalize career development opportunities for entry-level workers, and that will provide employers with a steady source of qualified workers in areas of skill shortages; and

Develop a system that facilitates the hiring of neighborhood residents, especially from the neighborhoods surrounding the Longwood Medical and Academic Area.

Collaborating Partners

The institute grows out of the Bridges to the Future career ladders program, as well as other career ladders efforts by the participating employers. These programs are augmented and connected by the formation of the institute, which initially brought together Beth Israel Deaconess Medical Center, Brigham and Women's Hospital, Children's Hospital Boston, Dana-Farber Cancer Institute, Harvard Medical School and School of Dental Medicine, New England Baptist Hospital and Spaulding Rehabilitation Hospital—who collectively represent 35 percent of health care/research employment in Boston. For its first five years, the institute was managed by the Jamaica Plain Neighborhood Development Corporation (lead agency) and the Fenway Community Development Corporation. In 2007, it was transferred to a new home at Jewish Vocational Service. Other key collaborators include Harvard Union of Clerical and Technical Workers, Jewish Vocational Service, Bunker Hill Community College, Roxbury Community College, WorkSource Partners, and MASCO.

In 2004, the partnership expanded to include Joslin Diabetes Center, Fenway Community Health Center, Martha Eliot Health Center, and Southern Jamaica Plain Health Center. In addition, MassBay Community College, the Mission Hill Employment Network (Mission Works, Sociedad Latina, Roxbury Tenants of Harvard, and Parker Hill Fenway ABCD), and the Jamaica Plain Employment Network joined the partnership.

Education and Training Programs

The institute provides multiple levels of education and training classes that will enable frontline employees at each site to build skills, identify their career interests, and advance over time. The institute provides these education and training programs for over 300 employees annually, with significant release time offered by employers. Course offerings include: English for Speakers of Other Languages (three levels); preparation for the General Equivalency Diploma; foundational skills and communication training (soft and hard skills); targeted skills training in administration, patient care, and technical careers; pre-college preparatory classes in math, English, and science; college classes in allied health, nursing, and health care/research fields; supervisory training in coaching skills and hiring skills; computer classes; Nursing and surgical technologist programs with MassBay Community College; and customized trainings.

The institute also provides the following services for employees to complement the training and education offerings: career coaching; tutoring; career orientation sessions; financial planning; library of competencies; and retention and advancement systems.

Pre-Employment Program

The institute has developed a unique pre-employment system that links to the established incumbent worker system. This system includes three neighborhoods located near the Longwood Medical and Academic Area, where most of the employer partners are located. It includes: pre-employment training; employer-based internships; contextualized ESOL classes; pre-employment system between neighborhoods and employers; job placement and retention services; community career orientation sessions; and hiring information forums.

Appendix C.
Capital IDEA
Program Overview

Capital IDEA lifts working families out of poverty by sponsoring educational services that lead to life-long financial independence. Capital IDEA serves the community by acting as a bridge, connecting committed yet underemployed people to employers in need of highly skilled workers. Created through the efforts of Austin Interfaith and the Central Texas business community, Capital IDEA funds qualified participants' tuition, books, and child care and works with them to find employment with good salaries and benefits and opportunity for career growth. Capital IDEA works with workforce partners to identify new career-driven curricula needed to properly educate the next generation of workers.

Capital IDEA offers the following services for participants:

Education Services

- ESOL
- GED
- College Prep Academy to prepare GED and high school graduates to enter college
- Support during attendance in two-year college programs in accounting, health care, and high technology
- Fast Track programs in technical trades (automotive, HVAC, etc.) that require less than two years of education
- Teacher Pipeline, which works with paraprofessionals in the Austin School District to help them gain their bachelor's degree and become certified teachers

Educational Supports

- Career coaching and mentoring
- Child Care while in school
- Tutoring

Employment Placement (for employers and for participants)

- Partnerships with over 100 employers in high-growth, high-wage industries
- Job placement services
- Retention services

Capital IDEA has placed 610 participants into career employment. Program completers in the last year started at an average of $17.79 an hour.

Capital IDEA accomplishes its work through extensive partnerships in Central Texas with employers, community colleges, Austin Interfaith, and other organizations that help to provide the resources and support individuals need to succeed in their careers.

Appendix D.
New Century Careers Program Overview

Who We Are

Every program, every partnership, every commitment we make at New Century Careers leads to one of two goals:

• Linking people with career opportunities in manufacturing

• Filling the critical workforce gaps of manufacturers

History

In 1997, manufacturers in the region identified a critical shortage of entry-level machinists and other manufacturing workers. A group consisting of representatives from Steel Center Area Vocational-Technical School, The Institute for Economic Transformation at Duquesne University, and 17 manufacturers partnered to create MANUFACTURING 2000.

New Century Careers was organized as a non-profit, 501(c)3 in 1999 to support M2K and other training programs that bring opportunity to individuals and fuel the growth of the manufacturing sector in Southwestern Pennsylvania.

Key Programs

MANUFACTURING 2000: The flagship program of New Century Careers, Manufacturing 2000 provides entry-level training free of charge in machining and welding to qualified applicants. This training is made possible through the efforts of area manufacturers, educators, foundations, and the Commonwealth of Pennsylvania. Interested candidates must be high school graduates or hold a GED. Candidates are asked to complete an application and provide references and transcripts. Upon submission, candidates take the industry standard NTMA aptitude test to determine their suitability.

Training in precision manufacturing (such as welding and machining) is offered at several locations throughout southwestern Pennsylvania. Students complete approximately 550 hours of a rigorous mix of classroom and hands-on work to graduate from the program. Following graduation, participants attend a Company Expo where they have the opportunity to flaunt their new skills to area manufacturers. Besides maintaining a job hotline, New Century Careers also prides itself in the personal attention given to every graduate looking for a career and every company looking for the "perfect fit" employee.

Graduates of MANUFACTURING 2000 are, in essence, being trained to fill positions at our Partner Companies. We provide companies with screened, trained, entry-level workers at a fraction of the cost they would invest in self-recruitment. In addition, our Partner Companies have the opportunity to participate in the Company Expo, class field trips, and other activities that build awareness of our manufacturers and what they do.

*MANUFACTURING 2000*PLUS*:* In 2000, New Century Careers earned one of six national grants from the U.S. Department of Labor, which led to the creation of MANUFACTURING 2000*PLUS* , a program to help manufacturers build the skills of their incumbent workforce. It is designed to meet the needs of our Partner Companies.

Manufacturing employees can choose from a menu of training options. Individuals can take a single course or opt for a series of classes taught by top-notch manufacturing professionals.

Manufacturers can have training delivered right to their shop. Courses can be customized to fit a company's particular needs. There are subsidy options for many companies and New Century Careers can help you explore the possibilities and apply for the appropriate funds.

COMPANY PARTNERSHIPS: A critical component of the New Century Careers formula is strong relationships with regional manufacturers. New Century Careers partners with more than 100 area manufacturers.

As a New Century Careers Partner Company, manufacturers have the opportunity to speak with a loud collective voice about the importance of training and workforce development in our region. Some companies take this opportunity to help shape the programs that train the workforce of tomorrow.

QUICK FACTS

- The MANUFACTURING 2000 program has over 600 graduates
- MANUFACTURING 2000 boasts a 70 percent placement rate of graduates
- MANUFACTURING 2000*PLUS* has filled more than 2,500 seats of training for over 150 companies
- New Century Careers' Instructors can claim more than 100 years of collective experience
- New Century Careers coordinates the Advanced Manufacturing Career Collaborative
- New Century Careers proudly supports the NTMA Apprenticeship Program

Appendix E.
San Francisco Works
Program Overview

Mission

SFWorks builds the careers and self-sufficiency of entry-tier and low-income workers, aligning business, civic, and community motives to create new workforce policies and practices. Our programs respond to both employers' demands for a return on investment, and to employees' aspirations for self-sufficiency and advancement.

Our goal is to create a vibrant, motivated, and self-sufficient workforce in San Francisco.

History

SFWorks was founded in 1997 by the United Way of the Bay Area, the San Francisco Chamber of Commerce, and the Committee on Jobs.

Since 1997 we have:

- Assisted over 16,000 low-income working families through the San Francisco Working Families Credit;
- Created 15 employer-led training programs in industries from bioscience and health care to banking and automotive repair;
- Founded EARN, one of the nation's first large-scale Individual Development Account initiatives to build assets for low-income individuals;
- Placed over 300 individuals in jobs, achieving over 75 percent retention; and
- Engaged over 200 local employers in workforce development activities.

Current Products and Services

Benefits Access: In 2008, SFWorks launched a screening tool that is designed to boost the ability of employers to support their entry-tier and low-wage employees. SFWorks will make it possible for workers to access tax credits, community resources, and public benefits through a single, Web-based portal. In phase two of the product launch, SFWorks will help businesses access hiring tax credits valued from $2,400 to $32,000 per eligible employee. SFWorks is piloting the benefits portal with local health care providers and restaurants. We expect our unique approach of reaching workers at their place of employment, coupled with a technology solution that streamlines the application and enrollment process for multiple benefits, to become a model that will be expanded over time to a broad swath of San Francisco employers, and be replicated in other communities nationwide.

San Francisco Working Families Credit: The Working Families Credit is a cash boost to low-income San Francisco working families that encourages participation in the Federal Earned Income Tax Credit. It also connects low-income workers to additional benefits and supports, such as low-cost auto insurance and discounted public transit. SFWorks reaches out to thousands of eligible low-income San Franciscans at their places of employment by securing commitments from employers to promote the credit to their workers. Additionally, SFWorks is helping the city pilot a process that allows WFC recipients to choose to receive their credit in the form of U.S. Savings Bonds for themselves or their children. SFWorks collaborates with the city and county of San Francisco, H&R Block, and several nonprofits in the WFC effort.

Best Practices and Business Innovation Conversations: SFWorks is developing a practical set of resources to help employers implement employment practices that benefit their workers and benefit their business's bottom line. Our quarterly speaker series, the Business Innovation Conversations, brings together authors, business owners, and other thought leaders to identify and promote innovative business practices that help employees build their careers, assets, and self-sufficiency, while boosting business competitiveness and success.

Chamber Health Advantage Membership Plan—CHAMP: SFWorks and the San Francisco Chamber of Commerce developed a program that provides small and mid-sized employers with health insurance products that can reduce costs 30 to 50 percent and offer lower premiums to their employees. By providing this program, SFWorks enables employers to save money while offering better health benefits to their workers.

Appendix F.
Southern Good Faith Fund Program Overview

Industry Sectors and Career Pathways

Southern Good Faith Fund's (SGFF) Career Pathways program focuses on a range of industry sectors and career pathways. In Pine Bluff, we partner with Southeast Arkansas College on the following pathways: business, education, emergency medicine, manufacturing, nursing/allied health, and welding. In Helena-West Helena, we partner with Phillips Community College of the University of Arkansas on the following pathways: allied health, behavioral health technology, early childhood education, industrial maintenance, manufacturing, and welding.

Each pathway can be seen in detail at: www.southerngoodfaithfund.org/careerpathways.php. As an example, the nursing/allied health pathway in Pine Bluff starts with a nursing assistant program and includes a technical certificate program for practical nursing as well as Associate's degree programs for registered nursing, radiologic technology, and respiratory therapy. A fast track developmental education program has been developed to help nursing assistants prepare for the practical nursing program in just one semester instead of two or more.

Services to Help Students Prepare for and Obtain Jobs along the Career Path

Mentoring and support services are key program components. Navigating the educational system—enrolling in classes, obtaining financial aid, managing time and stress, finding child care, and coordinating transportation—is an important issue for many students, and SGFF staff help them set goals and traverse such potential barriers to their success. Ongoing academic monitoring allows staff to monitor participants' academic progress and to coordinate needed academic support services. SGFF staff help with job placement and maintain contact with participants for up to two years following graduation to help with any job retention issues and to track their progress.

Eligibility Requirements

Career Pathways is funded through TANF. Therefore to be eligible, a student must be:

- A former or current recipient of TANF cash assistance; or
- A current recipient of Food Stamps, ARKids or Medicaid; or
- Earnings are at 200 percent of the federal poverty level or below.

The program is designed to work with students regardless of their education level. They can enter their chosen career pathway at their level of education preparedness and move along it to achieve their goals and dreams.

Key Partners and Roles

The Arkansas Career Pathways Initiative started as a pilot project at Southeast Arkansas College and has now been replicated at the other 21 community colleges around the state, as well as three technical institutes. The key state level partners are the Arkansas Association of Two-Year Colleges, the Arkansas Department of Higher Education, the Arkansas Department of Workforce Education, the Arkansas Department of Workforce Services, and SGFF. The Department of Workforce Education manages TANF funds in Arkansas. It has contracted with the Department of Higher Education to manage the Career Pathways program. The Department of Workforce Education is involved because it manages the adult education funding stream for the state, and adult education is a key step on each career pathway. SGFF and the Arkansas Association of Two-Year Colleges provide technical assistance to each of the colleges to implement their plans, and SGFF also provides counseling support to two of the community college.

Working with Industry

SGFF and its community college partners collaborate with industry in a range of ways. Working with Pine Bluff businesses, we mapped out each pathway and confirmed that there was significant demand for the occupations. We also analyzed the literacy tasks of entry-level occupations to develop contextualized adult education curricula. More recently, along with a local hospital, we developed the contextualized fast track developmental education curriculum and identified entry-level employees to participate in that program.

Funding

TANF is the main funding source for the Arkansas Career Pathways Initiative. In the first two years of the program (2005-06 and 2006-07), $8 million was appropriated each year. In 2007-09, $12 million was appropriated. To support their work, individual colleges or groups of colleges have used other funding sources, including the U.S. Department of Labor's Community-Based Job Training and WIRED programs.

References

Biswas, Radha Roy, Vickie Choitz, & Heath Prince. 2008. *Pushing the Envelope: State Policy Innovations in Financing Higher Education for Workers Who Study.* Boston, MA: Jobs for the Future.

Carnevale, Anthony. 2007. "Confessions of an Education Fundamentalist: Why Grade 12 Is Not the Right End Point for Anyone," in N. Hoffman, J. Vargas, A. Venezia, & M. Miller (eds.), *Minding the Gap: Why Integrating High School with College Makes Sense and How to Do It.* Cambridge, MA: Harvard Education Press.

Conway, Maureen, Amy Blair, Steven L. Dawson, & Linda Dworak-Mu oz. 2007. *Sector Strategies for Low-Income People: Lessons from the Field.* Aspen Institute: Washington, DC.

Conway, Maureen, Amy Kays, Blair, & Catherine Gibbons. 2003. *Investigating Demand Side Outcomes: Literature Review and Implications*. Washington, DC: Aspen Institute.

DeRocco, Emily Stover. 2007. Speech to the University Continuing Education Association, Sarasota, FL. January 12.

Fitzgerald, Joan. 2006. *Moving up in the New Economy: Career Ladders for U.S. Workers*. New York, NY: New Century Foundation.

Giloth, Robert P., ed. 2004. *Workforce Intermediaries for the Twenty-First Century*. Philadelphia, PA: Temple University Press.

Herman, Roger & Tom Olivo. 2002. "Impending Crisis: Too Many Jobs, Too Few People." PowerPoint presentation at Workforce Summit 2002, Massachusetts Hospital Association, October 30.

Prince, Heath, ed. 2007. *Strategies for Financing Workforce Intermediaries: Working Papers*. n.p.: National Fund for Workforce Solutions.

Sector Resources

Jobs for the Future: www.jff.org. Jobs for the Future works on a number of sector and intermediary-related initiatives, including the National Fund for Workforce Solutions, Breaking Through, and Jobs to Careers. The JFF Web site has numerous publications that focus on practitioner models, policy reports, and statistical analysis of workforce trends and issues.

Aspen Institute: www.aspenwsi.org. The Aspen's Workforce Strategies Initiative evaluates and documents sector approaches to developing the workforce. In addition, they have developed a tool for valuing services to employers that can help sector projects to show value added for their initiatives.

National Network of Sector Partners: www.sectorstrategies.org. This is a practitioner-led effort coordinated by Insight Center for Community Economic Development (formerly the National Economic Development and Law Center). The Web site features best practices and publications of interest to sector practitioners.

Public/Private Ventures: www.ppv.org. This national think tank and intermediary has written various reports related to sector best practices and workforce development best practices. With the Aspen Institute, P/PV operate the Sector Leaders Academy each year.

Working for America Institute: www.workingforamerica.org. This union-sponsored web-site on workforce development includes extensive information on sector-based labor initiatives.

Contact Information

Boston Health Care and Research Training Institute

For start-up and historical information:
Richard Thal, Executive Director, Jamaica Plain NDC
c/o Jamaica Plain NDC/Fenway CDC
31 Germania Street
Jamaica Plain, MA 02130
617.522.2424
rthal@jpndc.org
www.jpndc.org

Sarah Griffen
sgriffen@mindspring.com

For current operations:
Jerry Rubin
JVS
29 Winter Street
Boston, MA 02108
617.399.3100
jrubin@jvs-boston.org
www.jvs-boston.org

Capital IDEA

Steve Jackobs, Executive Director
P.O. Box 1784
Austin, TX 78767
512.457.8610, ext.110
sjackobs@capitalidea.org
www.capitalidea.org

New Century Careers Services

Paul Anselmo, Director
333 E. Carson Street, Suite 431
Pittsburgh, PA 15219
412.258.6622
anselmo@ncsquared.com
www.ncsquared.com

SF Works

Carrie Portis
235 Montgomery Street, 12th Floor
San Francisco, CA 94104
415.217.5184
cportis@sfworks.org
www.sfworks.org

Southern Good Faith Fund

Angela Duran, President
2304 W 29th Avenue
Pine Bluff, AR 71603
870.535.6233, x 40
aduran@southerngff.org
www.southerngoodfaithfund.org

National Fund for Workforce Solutions

www.nfwsolutions.org
c/o Jobs for the Future
88 Broad Street
Boston, MA 02110
617.728.4446
www.jff.org

JOBS FOR THE FUTURE

Jobs for the Future
88 Broad Street
Boston, MA 02110
617.728.4446
www.jff.org