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The Bay Area Workforce Funding Collaborative Evaluation Findings from 2004–2009



The Bay Area Workforce Funding Collaborative

Evaluation Findings from 2004–2009

PREPARED FOR:

THE BAY AREA WORKFORCE FUNDING COLLABORATIVE (BAWFC)

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Preface

ACKNOWLEDGEMENTS

We want to acknowledge the leadership and staff of the Bay Area Workforce Funding Collaborative (BAWFC) for their commitment to informed decision making and their determination to improve the employment opportunities and outcomes for low-income, disadvantaged jobseekers in the Bay Area. We are also grateful to the grantees, employers and other key stakeholders who agreed to be interviewed for this evaluation effort and contributed generously of their time. Specifically, we would like to thank the following individuals and organizations for their contributions to this evaluation and report:

- Jessica Pitt, BAWFC Coordinator from The San Francisco Foundation, our key point of contact for this work
- Current and former members of the BAWFC Steering Committee
- Anne St. George and her colleagues at Abt Associates, for their partnership throughout this evaluation, including contributions to data analyses and a review of key documents
- California's Employment Development Department
- Scott Hebert from Sustained Impact
- Barbara Baran and her colleagues at the National Fund for Workforce Solutions

ABOUT BTW *informing change*

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Executive Summary

INTRODUCTION

The Bay Area Workforce Funding Collaborative (BAWFC) is an ambitious and groundbreaking regional workforce funding collaborative launched in 2004 in the 10-county Bay Area region in California. The Collaborative leverages public and private funding investments to support workforce development programs that prepare low-income and disadvantaged jobseekers for jobs in high-wage, high-demand economic sectors—specifically health care and biotechnology. Since the inception of the Collaborative in 2004, 22 local, state and national philanthropic organizations have participated, along with California’s Employment Development Department, a significant partner in BAWFC funding and data collection.

BAWFC intends to improve jobseekers’ opportunities for employment and career advancement, meet employers’ needs for a skilled workforce, improve the delivery of workforce programs, and increase alignment between public and private workforce organizations. In its first two funding cycles, BAWFC awarded more than \$7 million in competitive grants to 17 unique organizations. BAWFC’s core funding strategy, workforce partnership grants, received the greatest emphasis and investment. The Collaborative’s supplemental strategy focused on policy, innovation and workforce planning grants. In 2009, BAWFC shifted its strategy for its third grant cycle to build the capacity of Bay Area community colleges to serve disadvantaged jobseekers’ workforce needs.

This report examines the BAWFC model to understand the key accomplishments, common themes, learnings and implications of its investments during its first two grant cycles (2004–2009). The evaluation findings are based on quantitative and qualitative data collected from 2006–2010.

WORKFORCE PARTNERSHIP GRANTS

Workforce partnership grants supported the creation and strengthening of long-term relationships between workforce service providers and employers,

“Participants engage [in the program] at a transformative level. They are really captivated by the sciences, proud to be wearing a lab coat, able to speak the language of science, and are sincerely motivated to continue building their careers. They are often the first in their families and communities to go to college.”

—Grantee

offering job training and career supports to meet the needs of “dual customers”—jobseekers and employers in the regional health care and biotechnology sectors. These partnerships were collaborative efforts involving a broad cross section of organizations, most commonly community colleges, community-based organizations, workforce investment boards and employers. Workforce partnerships generally built on pre-existing relationships and partnership experiences while also fostering new relationships.

In its first two funding cycles, BAWFC workforce partnership grantees enrolled 1,217 participants in nursing, other health care and biotechnology training programs. Participants had diverse characteristics in terms of key demographics and training and employment barriers, including being individuals with limited incomes, low English proficiency and poor or limited work histories. Varied recruitment methods and thorough screening and assessment processes enabled grantees to identify and enroll participants well suited for their occupational training programs.

Workforce partnerships provided a range of multi-modal, contextualized training opportunities in combination with intensive support services to facilitate participants’ career advancement in the health care and biotechnology sectors. Services commonly provided by grantees included the following: basic skills training (e.g., ESL, math fundamentals); occupational skills training (e.g., Registered Nurse, X-ray technician and biotechnician programs); workplace readiness or life skills training (e.g., workplace behavior and communication, accepting supervision); and complementary support services (e.g., case management, job search support).

Key Participant Outcomes

Overall, participants exhibited a range of successful training and employment outcomes, many of which are particularly noteworthy given the considerable challenges that many participants have encountered during the economic recession.

Key Participant Outcomes Among Those Eligible

- Completion of training programs: 80%
 - Occupational certification or licensure: 68%
 - Employment placement: 83%
 - Average hourly wage at placement: \$26.51
- Participants enhanced their knowledge about the health care and biotechnology fields and gained greater self-confidence.
 - Most participants (80%) successfully completed occupational training programs.
 - Many participants (68% of those eligible) obtained occupational skills certificates or licenses (e.g., biotechnology lab assistant certificate, Licensed Vocational Nurse license) that have likely increased their competitiveness in the job market.
 - Most participants (83% of those eligible) were placed in jobs. The majority were placed in jobs related to the sector, if not the specific

occupation, targeted by their workforce training programs. Hourly wages varied considerably (range: \$8.00–\$66.23) and only some employees were eligible for employer-sponsored health benefits at the time of placement.

- While there is limited information about employment status and wage advancement in the longer term, it appears that some participants are making progress in these areas.

Grantees contributed to participant outcomes in a variety of ways, such as improving the alignment and coordination of training and services, facilitating authentic linkages to employers, and providing comprehensive support services from enrollment through placement and beyond. There were some differences in participant outcomes by the type of occupational training program. For example, as compared to biotechnology and other health care program participants, nursing program participants were most likely to work in the field for which they were trained, earn the highest average wages and be eligible for health benefits at time of placement.

EMPLOYER FINDINGS

BAWFC’s model seeks to benefit both low-income workers and employers, the dual customers of workforce efforts. The 13 employers participating in the evaluation efforts were highly engaged in BAWFC workforce partnerships at multiple points, from planning to providing internships to hiring new employees.

Employers reported that one of the most significant benefits of the workforce partnerships was the high skill level among interns and new hires. Employers indicated that workforce partnership participants were better trained in both technical and soft skills, and better prepared for employment overall, than other job applicants. In addition to providing skilled employees, involvement in workforce partnerships also gave employers an opportunity to serve their community by contributing to low-income individuals’ training and progression along a career pathway; this “double bottom line” was a major motivating factor in employer participation. Employers were very willing to contribute to workforce partnership efforts in which their business and social responsibility objectives intersected.

Grantees that invested significant time and resources in cultivating their relationships with employers were most successful in placing and retaining workforce partnership participants in on-the-job training, internships and permanent positions. These grantees recognized employers’ motivations to be involved in the partnership, clearly understood the skills needed for entry-level and career-path positions, and communicated consistently and frequently with participating employers.

“[The workforce partnership participants] were much higher performing than those from other programs that we were working with because the screening was done so well. They took our requirements and did a good match. It went beyond picking up the phone. They came over and got a sense of the needs of physicians and then sent over people who performed well.”

—Employer

PLANNING, INNOVATION & POLICY GRANTS

In addition to workforce partnership grants that directly served participants and employers, BAWFC invested in smaller, supplemental grants to support innovative and systems-level strategies. The strategies and intended outcomes for these grants varied considerably, as did the extent to which these ideas translated into outcomes and overall success.

Workforce planning grants allowed grantees to lay the foundation for workforce partnership implementation grants, including stronger relationships and more thorough consideration of the steps and supports necessary to be successful. Both of BAWFC's planning grants resulted in workforce partnership implementation grants.

Innovation grants provided opportunities for grantees to test ideas—through research, planning and pilot projects—with the intention of identifying new and promising workforce practices. Grants made progress toward developing and customizing workforce training across multiple organizations and increasing awareness about health care employment opportunities.

Policy grants were cross-sector efforts designed to increase access to new or underutilized sources of workforce funding in the Bay Area and throughout the state. Grantees engaged a variety of stakeholders in understanding and accessing funding that could apply to workforce programs as well as building knowledge and awareness about workforce issues.

All supplemental strategy grantees found that reaching out to new partners and deepening existing relationships was essential to realizing their goals. These partnerships and relationships included many different entities such as employers, educators, city and county agencies and community-based organizations. In many cases, BAWFC's supplemental grants spurred collaboration among organizations that had not previously worked together on workforce issues and unified them around a common purpose.

CHARACTERISTICS OF GRANTEE SUCCESS

While each grant had its own unique features, a set of common grantee characteristics emerged across BAWFC's core and supplemental investments that appear to point to success. Though the extent and nature of success varied, "successful grantees" typically made considerable progress toward their intended outcomes, effectively implemented their program design, tested and refined workforce practices and built strong collaborative relationships, among other accomplishments.

“We made the best use of what each partner was good at. It is really critical to the success of the program to have all of these partners in place. One partner does not function well without the other.”

—Grantee

Successful grantees had the right partners at the table. Successful partnerships gathered representatives who were committed to a common purpose—providing opportunities for meaningful, sustainable careers for low-income adults. There is no one right mix of organizations; different combinations of partners collaborated to bring the right mix of specialty expertise, credibility and reach in the community.

Successful grantees meaningfully engaged all partners over the long term. Once the right players came together, successful grantees clearly identified the roles and responsibilities of each partner as well as systems for communication, problem solving and decision making. Strong coordinators or facilitators were instrumental to partnerships’ success. Partners learned to trust and rely on one another, and they made the most of what each partner had to offer.

Successful grantees clearly understood sector needs. Deep knowledge of the health care and biotechnology sectors allowed grantees to anticipate needs and problems they might encounter and adjust their program design fairly quickly if necessary. These grantees did not assume that a “one size fits all” approach would work for employers or other partners; they put significant time into understanding specific needs and opportunities and developing the most appropriate ways to address them.

Successful grantees were knowledgeable about and responsive to the particular needs of their low-income, high-need participant populations. Grantees could better design and adjust their interventions and approaches when they had an in-depth understanding of their target populations. Successful grantees built on previous experience working with high-need populations and conducted thorough screening and assessment processes.

Successful grantees engaged in planning and reflection. Grantees that allowed sufficient time for planning were better able to anticipate and implement the steps needed to be successful. Grantees that periodically paused throughout their work to reflect on progress and made adjustments based on lessons learned had more effective partnerships overall.

Successful grantees demonstrated creative and timely approaches to dealing with challenges and taking advantage of opportunities. Nimble responses to the economic crisis and other contextual circumstances allowed grantees to keep working toward positive outcomes even when their original plans and expectations changed (e.g., maintaining participant supports longer than anticipated or pursuing alternate sectors).

All grantees—workforce partnerships, planning, innovation and policy—experienced a degree of success in their work, some more than others, some from the start of their work, and some after encountering challenges and developing ways to overcome them. All grantees experienced barriers to success as well, such as limited organizational capacity to meaningfully contribute to the partnership and collect participant data, staff turnover, difficulty in addressing the extent of participants’ needs, and/or a lack of resources. The inherent challenges of partnership, including balancing the priorities and goals of each organization in relation to the collective, were also present for all grantees to varying degrees.

COLLABORATIVE-LEVEL FINDINGS & IMPLICATIONS

In looking at the work of BAWFC in its first two funding cycles, several strengths and achievements are worthy of note. First is simply the establishment of a collaborative workforce funding model in the Bay Area with the explicit intent of promoting a sector-based workforce development approach. Furthermore, BAWFC engaged public and private funders and leveraged their resources to increase the amount of funding for workforce development efforts in the Bay Area. The Collaborative chose grantees that were well positioned to lead workforce efforts, and at this point in time, it appears as though many of the first- and second-cycle grantees and partnerships are being sustained at varying levels, primarily due to new funding from public and private sources.

In light of these accomplishments, it is helpful to assess the Collaborative’s work overall against a framework of lessons emerging from workforce funding collaboratives across the nation. Promising practices for workforce funding collaboratives to maximize their overall effectiveness include:

- Developing a **robust and detailed theory of change** that provides clarity about goals, strategies and roles, as well as a framework for assessing progress.
- Engaging effectively with **employers as strategic partners** at the collaborative level, making a true dual customer approach more likely.
- Investing in **capacity building** for grantees and supporting a **learning agenda** to enable workforce funding collaboratives to build knowledge and foster connections within and across grantee partnerships.
- Assuming the role of a **workforce intermediary** and taking a proactive approach to brokering relationships between individuals, employers and other parties in workforce development systems.

Using this framework, we see that BAWFC made progress in developing a theory of change, requiring grantees to work closely with employers and supporting a learning community for its first cycle of grantees. However, the

Collaborative has not yet achieved its full potential in implementing the field's best practices, and opportunities remain for it to build a more intentional and lasting legacy, particularly with regard to pursuing broader systems change.

Now that BAWFC has shifted to a community college initiative for its current funding strategy, systems change—revolving around the significant public system of community colleges—is more integral to its model. Going forward, BAWFC may want to consider if there are additional ways in which it is uniquely suited as a workforce funding collaborative to support workforce development system alignment and systemic change.

Chapter 1: Introduction

A workforce funding collaborative is a civic leadership and funding group that develops a shared strategic vision for workforce development in its region and that aligns resources from philanthropic, corporate, public and other funders in an investment strategy to carry out its vision.

—National Fund for Workforce Solutions³

The Bay Area Workforce Funding Collaborative (BAWFC) is an ambitious and groundbreaking regional workforce funding collaborative launched in 2004 in the 10-county Bay Area region in California.¹ The Collaborative leverages public and private funding investments to support workforce development programs that prepare low-income and disadvantaged jobseekers for jobs in high-wage, high-demand economic sectors—specifically health care and biotechnology.² In its first two funding cycles, BAWFC awarded more than \$7 million in competitive grants to 17 unique organizations. In 2009, BAWFC shifted its strategy for its third grant cycle to build the capacity of Bay Area community colleges to serve the workforce needs of unskilled, moderate- to low-income jobseekers.

This report examines the BAWFC model to understand the key accomplishments, common themes, learnings and implications of its first two funding cycles from 2004–2009.⁴ The following section contains an overview of BAWFC and its goals and a description of the evaluation.

ABOUT BAWFC

Goals

Early in its development, BAWFC created a theory of change for its grantmaking efforts that outlines the key goals, strategies and intended outcomes for its first two grant cycles (Appendix A). The intended goal of BAWFC is to support the following key components of the workforce development system:

- **Jobseekers** – BAWFC prepares low-income and disadvantaged jobseekers for, and places them in, career-path jobs with the potential for advancement and greater economic security.
- **Employers** – BAWFC addresses employers' needs for a skilled workforce in the regional health care and biotechnology sectors.

- **Program and service delivery** – BAWFC aims to improve the delivery of workforce development programs and services in the Bay Area and throughout California.
- **Systems-level enhancements** – BAWFC is working to promote a sector-based workforce development strategy and to contribute to increased alignment between public and private workforce organizations.

Key Partners & Leaders

Since the inception of the Collaborative in 2004, 22 local, state and national philanthropic organizations have participated in the group, along with California's Employment Development Department (EDD). EDD was a major funding partner in BAWFC's first two grant cycles, providing more than one-third of the Collaborative's grant funds (i.e., \$2.6 million). Beyond EDD's key funding role, the partnership between EDD and the Collaborative's philanthropic funders evolved significantly over time. For instance, in the second grant cycle EDD assigned dedicated staff to work closely with the Collaborative on developing the grant solicitation, reviewing grant proposals, selecting grantees and developing grantee performance outcomes. In addition, EDD and the Collaborative implemented, refined and expanded a public-private data-sharing agreement, unprecedented in California, during the first and second grant cycles. This agreement provided BAWFC with participant data (e.g., demographics, outcomes) collected through the state's Job Training Automation data system.

A Steering Committee of six funders currently guides BAWFC by making key decisions and overseeing the Collaborative. A full-time Coordinator staffs the Collaborative and is responsible for administering day-to-day activities. See Appendix B for a complete list of funders and Steering Committee members during BAWFC's first two grant cycles.

Description of BAWFC Grants

In its first two grant cycles, BAWFC utilized two funding strategies: a core workforce partnership grant strategy that received the greatest emphasis and investment, and a supplemental strategy focused on policy, innovation and workforce planning grants (Exhibits 1 and 2 on the next page). A detailed list of grants, grantee organizations and funding amounts is available in Appendix C.

Exhibit 1
Proportion of Funding for BAWFC’s Core & Supplemental Strategies⁵

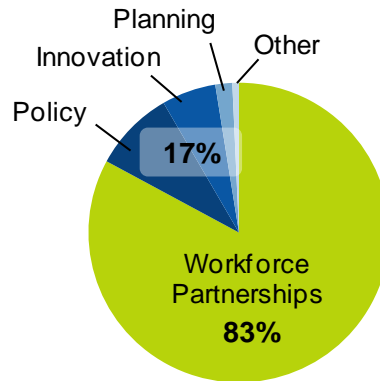


Exhibit 2
Overview of BAWFC Grant Funding

Type of Grant	Total Grant Amount	Number of Grants	Mean	Range
Core (Workforce Partnerships)	\$ 5,828,750	14	\$ 416,339	\$50,000–\$796,300
Supplemental	\$ 1,203,050	9	\$ 133,672	\$50,000–\$390,450
Policy	\$ 615,450	2	\$ 307,725	\$225,000–\$390,450
Innovation	\$ 410,000	4	\$ 102,500	\$50,000–\$150,000
Planning	\$ 127,600	2	\$ 63,800	\$50,000–\$77,600
Other	\$ 50,000	1	\$ 50,000	\$50,000
Total	\$ 7,031,800	23	\$ 305,730	\$50,000–\$796,300

Core Strategy: Sector-Based Workforce Partnership Grants

The workforce partnership grants supported the creation and strengthening of long-term relationships between workforce service providers and employers, offering job training and career supports to meet the needs of “dual customers”—jobseekers and employers in the regional health care and biotechnology sectors. These collaborative efforts involved a variety of organizations, including community colleges, community-based organizations, workforce investment boards, employers and, to a lesser extent, labor union representatives and elected officials. Partnerships commonly built on pre-existing relationships and partnership experiences while also fostering new relationships.

Supplemental Strategy: Policy, Innovation & Workforce Planning Grants

Policy grants were introduced in the second funding cycle in response to BAWFC leadership’s recognition that systems-change efforts require policy-level action. These grants were cross-sector efforts designed to increase access to new or underutilized sources of workforce funding in the Bay Area and throughout the state. Grantees engaged a variety of stakeholders in understanding and accessing funding that could apply to workforce programs as well as building knowledge and awareness about workforce issues.

Innovation grants were intended to bring forward ideas through research, planning and pilot projects that would contribute to solutions to workforce challenges in the targeted sectors in the Bay Area.

Workforce planning grants were small planning projects that laid the foundation for workforce partnership implementation grants. Some planning periods served as precursors to replicating established program models while others were used to develop programs after an assessment of needs and demand within the workforce system.

The names of all BAWFC grantee organizations and the types of grants they received across the first and second funding cycles are displayed in Exhibit 3.

Exhibit 3
BAWFC Grantee Organizations, Types of Grants Received & Grant Cycles

Grantee Organization	Types of Grants	BAWFC Funding Cycles
Alameda County Health Care Foundation	Planning	Second
California EDGE Campaign	Policy	Second
California Workforce Association	Other	First
City College of San Francisco	Workforce partnership	Second
Community Clinic Consortium of Contra Costa County	Innovation	First
Consumer Directed Services Network	Innovation	Second
Insight Center	Policy	Second
Jewish Vocational Services	Workforce partnership and Innovation	First and Second
NOVA Workforce Investment Board	Workforce partnership	First
Peralta Community College District	Workforce partnership	Second
Rubicon	Workforce partnership	First

Grantee Organization	Types of Grants	BAWFC Funding Cycles
San Francisco Private Industry Council, Shirley Ware Education Center and Kaiser Permanente	Workforce partnership	First
San Francisco Works and San Francisco Private Industry Council	Workforce partnership	First
San Mateo County Human Services Agency	Workforce partnership	First and Second
Santa Cruz County Workforce Investment Board	Workforce partnership	First
Shirley Ware Education Center	Workforce partnership	First
The Unity Council	Planning and Workforce partnership	First and Second

EVALUATION OVERVIEW

The evaluation team designed this evaluation to help BAWFC better understand the lessons and results of its investments during the first two cycles (2004–2009). Four main levels of outcomes are analyzed in this report: grantee outcomes, workforce program participant outcomes, employer outcomes and funder collaborative outcomes. This report is weighted toward the findings from the workforce partnership grants (which reflects BAWFC’s greater investment in those grants) as well as the more recent second cycle of grants (since the first cycle of grants was previously evaluated).

Three key questions guided this evaluation:

1. What were BAWFC’s key accomplishments in its first two grant cycles, and what were the main factors that facilitated and/or hindered the success of the Collaborative’s grant projects?
2. To what extent and in what ways did target populations benefit from BAWFC-funded programs and services?
3. What are the lessons learned about BAWFC’s first two grant cycles—within the context of current knowledge about comparable workforce initiatives—that could inform the Collaborative’s work going forward?

The primary audience for this evaluation is the BAWFC Steering Committee and funders. The findings and implications within this report may also be useful to BAWFC grantees, other workforce providers, existing or emerging workforce funding collaboratives and other workforce funders.

EVALUATION METHODS

In partnership with Abt Associates, BTW collected and analyzed quantitative and qualitative evaluation data from summer 2006–summer 2010. The data sources are summarized in Exhibit 4.

Exhibit 4
Summary of Evaluation Data Sources

Data Source	First Cycle	Second Cycle
Phone interviews⁶	30	26
Grantee organizations	11	11
Employer organizations	6	7
Key informants	13	8
Quantitative participant-level data	<ul style="list-style-type: none"> • Limited data through EDD’s Job Training Automation data system for four workforce partnership grantees⁷ • Grantee self-report and verification for all workforce partnership grantees 	<ul style="list-style-type: none"> • EDD’s Job Training Automation data system for all workforce partnership grantees • Grantee self-report and verification for all workforce partnership grantees
Employer survey	No survey administered	9 employer respondents
Materials review	<ul style="list-style-type: none"> • Grantee funding proposals, progress reports and final reports • Written materials produced by BAWFC 	<ul style="list-style-type: none"> • Grantee funding proposals, progress reports and final reports • Written materials produced by BAWFC • Workforce development field research

EVALUATION STRENGTHS & LIMITATIONS

The strengths of this evaluation come from the multiple sources of information and data that allowed the evaluation team to assess the accomplishments, strengths, limitations and challenges of BAWFC and its grantees from different perspectives. In addition, this evaluation benefits from the integration of both qualitative and quantitative information as well as workforce development field research. Where possible, we present quantitative workforce partnership data by sector and capture cumulative results across the two grant cycles.

Even though the evaluation team utilized several research methods, the evaluation still has some limitations, particularly with regard to a substantial amount of missing quantitative data at the participant level. For instance, we only have data for the second cycle of program participants for certain demographic variables (e.g., educational level at enrollment), some

employment placement variables (e.g., training-related employment, eligibility for health benefits) and employment status and hourly wage one year after program exit. There are three primary reasons for the missing data:

1. The second grant cycle incorporated more rigorous and comprehensive data collection and reporting expectations than the first grant cycle.⁸
2. Due to the timing of program cycles and evaluation data collection points, some participants were not yet eligible for certain programmatic milestones, including program exit, licensure, placement and follow up.
3. There was poor adherence to reporting guidelines, in large part because many grantees lacked the capacity to accurately track long-term data and effectively use EDD's Job Training Automation system.

The availability and limitations of quantitative data are described in further detail in the workforce partnership section on pages 21–22.

Other limitations of the evaluation include the following:

- **Self-reporting** – The data collected from grantees, employers and key informants are self-reported, which may have bias, missing information and/or discrepancies.
- **Variability of grants** – The variability in nature, duration and timing of grant programs, as well as the type and timing of data collection relative to the end date of the grants, makes direct comparisons difficult. This also means that final outcomes are not available for all grants given that some participants were still engaged in training programs, applying for licensure or receiving job placement services when the evaluators requested outcomes data.
- **Only highly engaged employers were represented** – A small number of second-cycle employers were invited to participate in a survey because of their ability to provide relevant information and perspective on the BAWFC-funded workforce partnerships. The qualitative findings represent employers from both grant cycles, but only capture highly engaged employers who worked closely with BAWFC grantees.

Taking these strengths and limitations into account, we believe this evaluation presents a valid assessment of BAWFC.

STRUCTURE OF THIS EVALUATION REPORT

This report is organized into six chapters. Following this introduction, Chapters 2 through 4 present grant-level findings on each of the major program components: workforce partnership grants, employers and supplemental grants. Chapter 5 distills the successes and barriers common to BAWFC grantees. Finally, Chapter 6 presents the findings for the Collaborative itself, highlighting its accomplishments during the first two grant cycles as well as opportunities for improvement and the implications for BAWFC's future work.

Chapter 2: BAWFC's Core Strategy – Workforce Partnership Grants

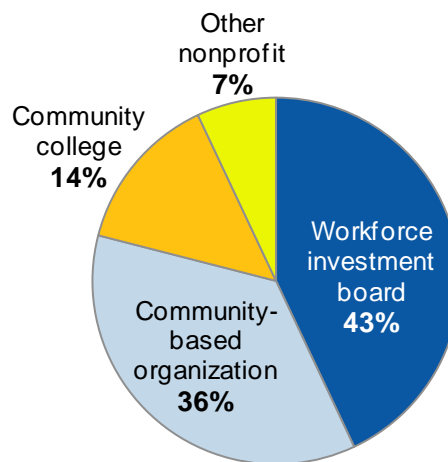
BAWFC awarded 14 workforce partnership grants totaling \$5,828,750 over its first two funding cycles, representing the Collaborative's most significant investment (83% of total funding awarded) during this period of time. In this section of the report we provide an overview of the workforce partnership grants and present findings on participant recruitment and selection, participant characteristics, types of services provided and participant outcomes.

DESCRIPTION OF WORKFORCE PARTNERSHIP GRANTS

BAWFC's workforce partnership grants were designed to support career ladder initiatives preparing low-income and low-skilled jobseekers in the Bay Area for careers in high-wage and high-demand industry sectors. BAWFC awarded eight grants of one or two years' duration in the first grant cycle and six more grants lasting two or three years in the second grant cycle. See Appendix C for a comprehensive list of grants.

Eight of the 14 grants (57%) focused on the health care sector, with an equal split between nursing programs and other health care programs; the remaining six grants (43%) were for biotechnology programs. BAWFC's investment in workforce partnership grantees was contingent on the involvement of a broad cross section of organizations including employers and training and service providers with the capacity to build participants' skills for jobs in the target economic sectors. Community colleges, community-based organizations and workforce investment boards commonly held roles as lead grantees or key partners (Exhibit 5 on the next page). The Request for Proposals in BAWFC's first grant cycle required applicants to involve workforce investment boards as lead grantees or members of their workforce partnerships. Employers were integrated into workforce partnerships to varying extents, but few partnerships included labor unions.

Exhibit 5
Lead Organization for Workforce Partnership Grants
(n=14)



An Example of a Workforce Partnership Grant Program

One example of an occupational training program supported by BAWFC in its first and second grant cycles is the Nursing Career Ladder Initiative (NCLI). Led by Jewish Vocational Services (JVS), a local community-based organization, NCLI is a partnership with City College of San Francisco (CCSF) and multiple regional health care employers designed to help individuals obtain nursing positions in San Francisco and nearby regions. NCLI is comprised of three program components: the Registered Nurse Education Program and the Registered Nurse and Licensed Vocational Nurse Refresher Programs (see a brief description in Appendix C).

The Registered Nurse Education Program combines general education and specialized nursing coursework for low-income individuals and other students who often experience training and employment barriers, such as limited English proficiency and low math and reading skills. Throughout the two-year program, participants attend classes at CCSF (e.g., Fundamentals of Nursing, Maternal and Newborn Care, Pharmacology in Nursing) and receive case management and other support services from JVS (e.g., tutoring, referrals, access to computer proficiency or vocational ESL training) either on-site at CCSF or at JVS' offices. Employer partners such as San Francisco General Hospital and Laguna Honda Hospital supply clinical training sites, mentor participants and help prepare them for employment as nurses.

Program graduates receive an Associate's degree in Nursing. JVS then provides further support to help participants prepare for the state nurse licensing exam. It often takes six months or more after graduation for participants to become eligible and study for the licensing exam. Once participants have completed training and licensure, JVS offers employment placement services including workshops on job search strategies and résumé writing, as well as individualized assistance with mock interviews and career advising. JVS works closely with participants—and their key employer partners—to help participants secure employment as nurses and remain successful in their positions over time. From enrollment to placement and beyond, the NCLI partnership offers participants comprehensive, caring support as they pursue their employment goals.

RECRUITMENT OF WORKFORCE PROGRAM PARTICIPANTS

“We really struggled with the first couple rounds of recruitment...but we turned the corner when one of our community partners put forth a dedicated phone effort, with staff really hitting it on evenings and weekends. Credibility and outreach...is exactly what they delivered.”

—Grantee

Successful participant recruitment incorporated a variety of approaches, utilizing both “tried and true” and new outreach strategies, as well as broad and more targeted approaches. “Tried and true” strategies such as posting fliers at OneStop Centers and making presentations at community colleges were combined with newer efforts such as Craigslist postings and advertising on the state nursing board’s Web site. Several grantees also had success linking descriptions of their workforce programs to related certificate programs in community college catalogs. For example, after taking this approach and showing how its program could lead to other biotechnology certificate programs, one grantee noticed an uptick in student inquiries and interest.

Workforce partnerships that used a combination of broad recruitment efforts (e.g., distributing fliers at social service agencies, Craigslist postings) together with more narrowly targeted outreach efforts (e.g., sending information to all individuals on the EDD mailing list who met certain characteristics) also tended to be more effective in their recruitment. The key to successful recruitment, therefore, was not one particular approach but rather an appropriate mix of approaches.

Grantees relied on strategic partners with experience in target communities to enhance the effectiveness of their recruitment efforts.

Partners boasting experience and credibility with low-income and disadvantaged populations—typically community-based organizations with close community ties—provided the skill and capacity for partnerships to overcome difficulties reaching these populations. To illustrate, in one grantee’s first grant cycle, the initial recruitment of youth and adults who were typically disconnected from education and employment training systems went slower than expected. Recruitment then picked up after the grantee brought a community-based organization with strong neighborhood links into the partnership to provide broad-based outreach and recruitment and familiarize dislocated workers with program opportunities. Not surprisingly, grantees that included experienced and connected partners from the start demonstrated accelerated recruitment as compared to those grantees that sought out such partners after their own unsuccessful recruitment efforts.

Grantees found that participant recruitment takes more time and resources than they initially expected. This was particularly true among newer or less established programs in the first grant cycle. Grantees with planning periods or time for more intentional information gathering and outreach were more proactive and successful in their recruitment (e.g., conducting an employer focus group to attract referrals for employees needing additional training).

After successful pilot or initial program cycles, grantees found that word-of-mouth was their most effective recruitment strategy. Seeing fellow community members succeed in programs and obtain employment in career-path jobs is more compelling to potential participants than just hearing that they will be able to get good jobs. In addition, grantees believe that word-of-mouth recruitment attracted participants who otherwise might not have sought out careers in health care or biotechnology. Over time, therefore, as programs gained a strong track record, recruitment was generally not an issue, so much so that some grantees' programs developed waiting lists. Some participants are even willing to relocate to enroll in these Bay Area programs.

PARTICIPANT SCREENING & SELECTION

The intentional, thorough screening and assessment processes conducted by grantees were particularly valuable in identifying basic skill needs and matching appropriate academic and support services.

The more deeply grantees understood their participant populations, the better they could calibrate their workforce interventions and supports. For example, in one BAWFC partnership the community-based organization had prior relationships with many program participants and was therefore able to identify well-suited individuals and the kinds of supports they needed. Community-based organizations and training partners played a large role in program screening and assessment compared to minimal involvement among employer partners.

When it came to selecting the participants most likely to succeed, participant motivation and commitment were critical, often trumping any other factors. Grantees said they could address a range of skill needs to get participants up to speed, but they could not stimulate motivation if the participant lacked it at the start of the program. A high level of participant motivation was not only important at the beginning of programs, but also helped sustain their efforts throughout workforce programs. Grantees acknowledged that it may be more difficult to assess motivation than skill needs, but for the most part, they found they were able to select participants with these qualities.

While grantees were experienced in reaching and working with hard-to-employ individuals, some were still challenged by participants' low level of academic preparedness and readiness for training programs. For example, with its BAWFC grant, one health care program partnered with a nonprofit to recruit participants who turned out to have more barriers to employment (e.g., not having completed a high school education, foster care youth) than the program's typical participants; these students exhibited behavioral problems and dropped out of the program at a greater rate than the grantee expected given its experiences with other populations. This

“We’d talk to 300–400 people to pick a class of 20. We were really aggressive with [recruitment and screening] and it paid off. We could serve folks who needed a skills upgrade and who would partner with us on the effort, not just show up because it’s easier than looking for a job.”

—Grantee

illustrates the inherent tension in selecting participants exhibiting the readiness and motivation necessary for success while not excluding those with the greatest need for workforce development programs. Grantees run the risk of “creaming the crop” and possibly preventing the most needy from accessing education, training and support; therefore, a careful balance between the need for appropriate screening and the need to provide good opportunities to target populations presents an ongoing challenge to program operators.

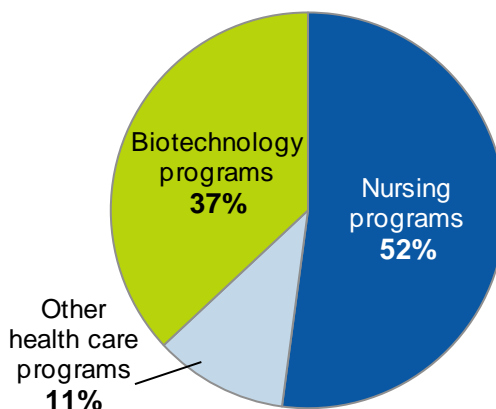
DESCRIPTION OF PARTICIPANTS

In its first two funding cycles, BAWFC grantees served 1,766 participants, 1,217 of whom were enrolled in occupational training programs that are the focus of this evaluation.

Beyond the 1,217 occupational training program participants, 469 individuals benefited from the NOVA Workforce Investment Board program which opened up additional community college prerequisite courses so that these students could access needed classes. In this report, we do not include NOVA individuals as training participants because they did not engage in a defined educational/training program or curriculum; however, we do consider these individuals to be recipients of indirect support from BAWFC. In addition, 80 of 101 total participants supported by the first-cycle grant to the partnership between San Francisco Private Industry Council, Shirley Ware Education Center and Kaiser Permanente are not included as training participants in this evaluation because they were incumbent workers who only received support services (e.g., case management related to career advancement) and not occupational training services.

The sample of BAWFC-funded participants is weighted toward nursing programs, which account for just over half of all participants (Exhibit 6).

Exhibit 6
Sector of Occupational Training Program Participants
(n=1,217)

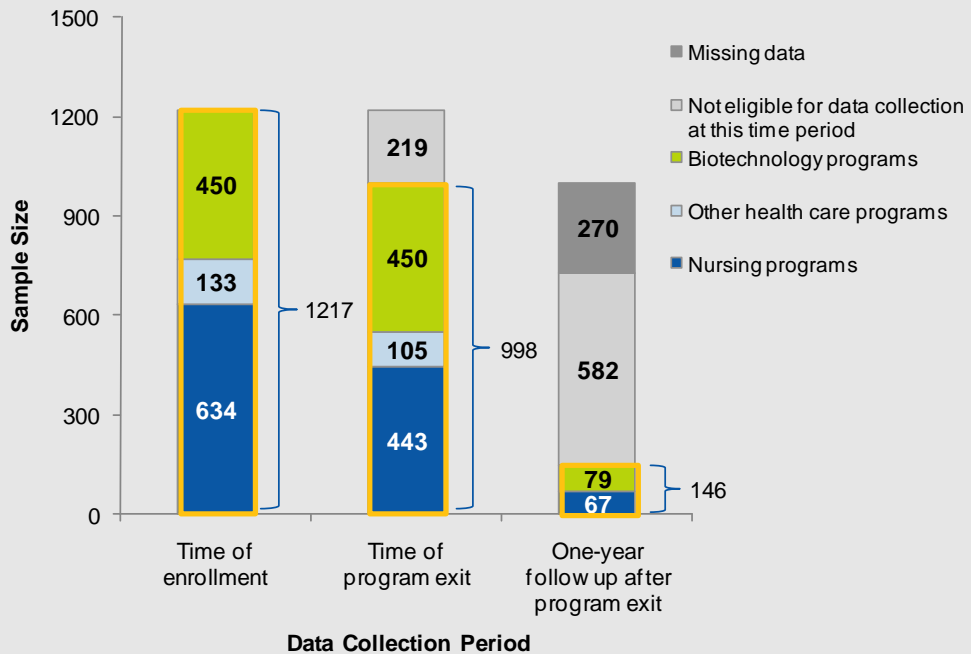


Evaluation Methods – Quantitative Participant Data

The data presented in this section of the report are based on the 1,217 individuals who participated in BAWFC-supported occupational training programs in the first two grant cycles—or a subset of these participants when data are not available on all 1,217 individuals for certain indicators. For example, demographic data are available for about three-quarters of participants and some outcomes data are only available for second-cycle participants (e.g., training-related employment; eligibility for health benefits; employment status and hourly wage one year after program exit).

Exhibit 7 illustrates the sample size of participants for whom we have some data at time of enrollment, time of program exit, and one year after program exit, by sector. It also shows the number of participants who were not eligible for data collection at a given period of time or for whom the data are missing (e.g., planned services or outcomes were not yet complete at time of data collection; some data were not requested from first-cycle participants).

Exhibit 7
Quantitative Participant-Level Data Available at Various Data Collection Periods⁹



BAWFC's Data Story

A critical component of understanding the impact of workforce development efforts is to have data—reliable, verified, complete data—that measure indicators of success over time. Employment retention and wage data are particularly vital indicators of longer-term impact. In practice, collecting employment status and wage data from before individuals enter training to after they complete the program and at regular points thereafter is a complicated and resource-intensive endeavor that commonly challenges workforce development practitioners, funders and evaluators. While BAWFC attempted to circumvent these common data tracking difficulties through the power of its public-private partnership, ultimately, and unfortunately, its efforts were not fruitful.

In its first grant cycle, BAWFC and its funding partner, California's Employment Development Department (EDD), established a data-sharing MOU providing access to the statewide Job Training Automation (JTA) data system capturing characteristics and outcomes among state-funded workforce program participants. However, the pilot data collection effort in BAWFC's first grant cycle was inconsistent, incomplete and not particularly timely, a fact the Steering Committee readily recognized and aimed to address going forward. Planning for its second cycle of grants, the Steering Committee worked with EDD to clarify and expand upon their data-sharing agreement.

The ultimate goal was to use EDD's base-wage data—now called the Common Measures Performance Report—to access the state's employment/payroll data for participants by using a social security number matching process. With matched data, EDD would then be able to report on the number of individuals employed and their average quarterly earnings—data considered to be the ultimate proof of impact in the workforce development field—without relying on data reported by grantees or program participants. Though the promise of the base-wage data was great, this unprecedented effort in California to collect, share and use these data for a philanthropic grantmaking program would have required significant work and resources at many levels to yield the intended data. Furthermore, there would have been a considerable time lag (i.e., six months or more) between a participant's entry into employment and the period when base-wage data would be available to evaluators. This, along with staggered and varied BAWFC grant timelines and the parameters of the evaluation period, meant it would be difficult to report on longer-term outcomes in a timely and effective manner. In the face of these challenges, the effort languished and was ultimately abandoned for the purposes of the BAWFC evaluation. In the absence of base-wage data, EDD and BAWFC continued to use JTA to track program participants. Though not linked to verified payroll systems, JTA is set up for tracking self-reported data (e.g., employment, wage, benefits) up to one year after program completion.

For their part, grantees found the JTA database to be antiquated and cumbersome, requiring specialized knowledge to enter data and work with the system. Most grantees were already tracking data for their own purposes in separate systems, so the data collection in JTA was above and beyond—and sometimes in conflict with—what they were already doing. Grantees also ranged in their level of sophistication in data collection practices, experienced staff turnover in positions responsible for data management, and sometimes lacked clarity around data collection and reporting responsibilities. In truth, grantees had limited capacity, incentive and accountability to track data or use the JTA system properly. As a result, the quality and completeness of data was not as anticipated; neither BAWFC nor EDD were getting the data that they had funded grantees to report.

Despite BAWFC's valiant efforts to integrate and leverage data collection systems to achieve efficiencies and cost savings and to demonstrate impact, in the end there were no lasting changes in data-related capacity, behaviors or accountability. Instead, like many others in the workforce development field, BAWFC funders are wondering why it took so much money to yield so little data, and grantees do not have any better data to document their impact. The BAWFC data experience highlights the continuing need for more and better data in the workforce development field, and a corresponding need for dedicated effort, increased capacity, innovative solutions and additional resources at multiple levels to address these data needs in a meaningful and sustainable way.

“For the most part, our students are a diverse group, both underrepresented in the biotechnology industry and underprepared academically when they start the program, with little or no previous science background.”

—Grantee

BAWFC’s workforce partnerships served diverse participants in terms of key demographics and training and employment barriers. To varying degrees, participants experienced risk characteristics or life circumstances that may have affected their ability to participate in training programs or obtain and maintain employment. These characteristics include being public assistance recipients, immigrants, individuals with low English proficiency, individuals with poor or limited work histories and other barriers. Exhibit 8 summarizes key participant demographics; highlights are:

- Nursing program participants are commonly females of Asian descent who are older and have higher levels of education than other health care or biotechnology participants.
- Health care program participants are most likely to be young, Latino/a or African American females with a high school education.
- Biotechnology program participants have a more even gender distribution than the other programs. They are most likely to be middle-aged adults, with a sizeable proportion having a high school education or a Bachelor’s degree.

Exhibit 8
Participant Characteristics at the Time of Enrollment¹⁰

	Nursing program participants	Other health care program participants	Biotechnology program participants	Sector unknown participants	Total
Gender n	319	88	325	220	952
Female	86%	89%	49%	58%	67%
Male	14%	11%	51%	42%	33%
Age at Enrollment n	319	88	325	220	952
14–21 years	3%	47%	15%	4%	11%
22–29 years	24%	38%	19%	19%	22%
30–54 years	66%	16%	58%	68%	59%
55+ years	7%	0%	8%	10%	7%
Race n	319	88	330	222	959
Asian	45%	16%	30%	30%	34%
White	28%	10%	22%	14%	21%
Latino/Hispanic	11%	35%	21%	32%	21%
Black or African American	8%	31%	17%	22%	17%
Multiracial	3%	6%	4%	0%	3%
Native Hawaiian or Pacific Islander	1%	1%	3%	1%	2%
Other	4%	0%	2%	0%	2%
American Indian/Alaskan Native	0%	1%	0%	1%	1%
Educational Level of Second-Cycle Participants¹¹ n	319	66	213	0	598
8 th grade or less	0%	0%	0%	NA	0%
9 th –11 th grade	0%	12%	3%	NA	3%
High school diploma or equivalent	10%	86%	46%	NA	31%
Some college	2%	2%	4%	NA	3%
Associate’s degree	31%	0%	14%	NA	21%
Bachelor’s degree or higher	57%	0%	33%	NA	42%

TRAINING & EDUCATIONAL SERVICES

Workforce partnerships offered a range of training and educational opportunities in combination with intensive support services to facilitate participants' career advancement. Services commonly provided by grantees (e.g., community colleges, community-based organizations) included the following:

- **Basic skills training** – Such as English as a Second Language (ESL), math fundamentals and college-level composition
- **Occupational skills training** – Such as Registered Nurse (RN), Licensed Vocational Nurse (LVN), medical assistant, X-ray technician, biotechnician and laboratory assistant programs
- **Workplace readiness or life skills training** – Such as workplace behavior and communication, working in teams and accepting supervision
- **Complementary support services** – Such as case management, job search and placement support, individual counseling and career planning tied to participants' needs

Grantees developed training and educational curricula that were highly relevant for particular sectors, positions and employers and that focused on contextualized skills building, such as the use of medical terminology, contextualized math and vocational ESL training, among other things. Contextualized learning allows students to achieve basic skills proficiency in a specific job or industry while advancing toward their career goals. This approach appears to improve community college retention and completion rates when compared to general basic skills courses that are not directly related to students' career goals and paths. In addition to contextualized skills building, successful training curricula integrated didactic instruction and hands-on learning (e.g., internships, clinical rotations) to meet the needs of multiple types of learning styles and allow participants to apply their skills. Across BAWFC-funded programs there was a strong emphasis on active learning, practice and applicability. Unstructured learning opportunities, in particular, helped prepare students for the unpredictability that they will experience in the workplace, such as when results do not turn out as expected and the need arises to communicate with supervisors to move forward. Through these curricula and learning processes, grantees aimed to create supportive learning environments that both challenged participants and set them up for success.

An Example of Contextualized Learning from a Biotechnology Grantee

Introductory classes for biotechnology programs such as biology and organic chemistry can be overwhelming, covering lots of new material very quickly, typically without showing how all this study relates specifically to biotechnology and related careers. Community College of San Francisco (CCSF) reported that, on average, approximately 90% of students in their BAWFC-funded program completed the contextualized introductory classes, which set them up for further training and employment in biotechnology. Comparatively, only 50% of non-program students completed these introductory courses. CCSF noted that the additional preparation students received in the BAWFC-funded program surely contributed to the high course completion rate. In addition, students in this program have reported that they were more persistent in their studies because they understood why they were taking the foundational classes and how the classes related to the study of biotechnology—something they would typically have to wait to understand until taking upper-division biotechnology classes. Likewise, during their internships, students received the additional instruction and experience required to make sense of very sophisticated experiments. Lab supervisors and program staff stressed over and over the need to understand the science behind what they were doing. Ultimately, this greater understanding about the linkages between their studies and the larger picture of biotechnology helped motivate students to successfully complete the foundational classes and pursue further learning.

“Participants engage [in the program] at a transformative level. They are really captivated by the sciences, proud to be wearing a lab coat, able to speak the language of science, and are sincerely motivated to continue building their careers. They are often the first in their families and communities to go to college.”

—Grantee

KEY PARTICIPANT OUTCOMES

In this section we highlight participant outcomes and key factors contributing to these results in the following six areas: knowledge, skills and confidence; program completion; certification and licensure; educational attainment; employment placement, including wage, training-related employment and eligibility for health benefits; and employment status and wage one year after placement. Unless otherwise noted, the data include both first- and second-cycle program participants.

Knowledge, Skills & Confidence

According to grantees, the workforce partnerships provided multi-modal training programs that enhanced participants’ knowledge about the health care and biotechnology fields. Grantees were able to develop effective programs by partnering with employers to ensure that the curricula and overall programs were current and relevant. For example, the nursing refresher programs emphasized familiarity with current health care terminology and technology and focused on meeting employers’ need for a culturally and linguistically competent health care workforce. BAWFC-funded participants also improved their basic occupational skills and “soft skills” relevant to employment. As a result, grantees reported that participants gained greater self-confidence and motivation for the future. Grantees

believed that participants were better prepared to compete in the labor market due to their increased knowledge, skills and confidence.

Program Completion

Most participants (80%) successfully completed training programs (Exhibit 9). “Program completion” is typically synonymous with graduation and refers to a successful exit from the program when planned services and goals are complete. This completion rate is due in large part to the diligence of participants as well as the strategy, flexibility and coordination of workforce partners.

Exhibit 9
Completion of Occupational Training Programs
at the Time of Program Exit¹²

	Nursing program participants	Other health care program participants	Bio-technology program participants	Total
Completed the occupational training program	84% $\left(\frac{372}{443}\right)$	69% $\left(\frac{72}{105}\right)$	78% $\left(\frac{351}{450}\right)$	80% $\left(\frac{795}{998}\right)$

Workforce partnerships helped participants complete their programs by offering customized, timely, wrap-around support services to address specific academic and other needs along the way. Support services commonly included tutoring, resource referrals (e.g., child care and transportation assistance) and financial incentives such as financial aid for community college classes, stipends for on-the-job training and paid release time for incumbent workers. While it is not clear if financial assistance was more helpful in promoting program retention and completion than other mechanisms, it was undoubtedly helpful for most recipients given the economic environment and challenges of supporting oneself, especially during longer training programs. In several cases, grantees adjusted the timing and intensity of support services to target challenging phases of the program and address urgent needs. For example, one grantee found it important to provide increased support in the first semester of their training program and to use an “early alert” system to identify and support struggling participants in order to reduce program attrition rates.

Throughout their programs, grantees promoted peer support and learning, including the use of cohort models for instruction and the facilitation of peer exchanges. By moving a relatively small, consistent group of students through the same set of educational experiences, two programs that utilized a cohort model found that the peers learned from one another and also looked out for one another. For example, one grantee heard

from their community college partner that the BAWFC-funded program cycle had higher attendance and completion rates than the college usually experienced for the program and that it was one of the best cycles they had ever had. They attributed this success in part to the participants who had already established good networks with one another through a basic skills class that preceded this training. In terms of peer exchanges, grantees saw examples of U.S.- and foreign-trained nurses learning from one another, as well as older and younger students gaining new perspectives by listening to and learning from each other.

Grantees facilitated participants’ successful completion of programs by ensuring a more integrated educational and support experience and providing an on-site presence. Grantees helped facilitate cooperation and alignment among workforce partners to develop a relatively “seamless” experience for participants, so they could get the services they needed in one place or through one point person. A regular schedule of in-person meetings among partners helped them to address key issues and keep their programming coordinated and on track. To support program participants, grantees provided various forms of an on-campus presence, including weekly office hours, classroom participation, meetings with instructors and faculty and on-site workshops. Community colleges rarely have the capacity to provide effective case management for their students, rendering partners’ on-site support invaluable.

Certification & Licensure

A total of 362 participants obtained occupational skills certificates or licenses that have likely increased their competitiveness in the job market (Exhibit 10). Nursing program participants earned licenses (e.g., RN, LVN) and those in other health care programs and biotechnology programs earned certificates (e.g., medical assistant, X-ray technician, biotechnology lab assistant). While most biotechnology participants earned certificates upon program completion, it often took nursing participants six months or longer after completing their training programs to prepare for and take the rigorous state licensing exam.

Exhibit 10
Certification or Licensure at the Time of Program Exit¹³

	Nursing program participants	Other health care program participants	Bio-technology program participants	Total
Obtained an occupational skills certificate or license	60% $\left(\frac{196}{327}\right)$	95% $\left(\frac{37}{39}\right)$	77% $\left(\frac{129}{167}\right)$	68% $\left(\frac{362}{533}\right)$

To help participants achieve certification or licensure, especially nursing participants, grantees provided additional and targeted training and support services both during and after training and education programs, such as preparatory classes for the nurse licensing exam. Grantees also advocated on behalf of participants to help them navigate the structural barriers and delays in the stringent and prolonged state certification and licensure processes. For example, one grantee and its community college partner worked with the state regulatory agency to increase the flexibility of X-ray technician clinical supervision policies and modify the training curricula to incorporate digital imaging instruction. Without the grantee's advocacy for reforms in these areas, it would have been much more challenging for clients to meet clinical practice requirements, and their training could have quickly become obsolete given the industry's increasing reliance on digital technologies.

Educational Attainment

In addition to certification and licensure, a total of 155 participants (i.e., 151 biotechnology, 2 nursing and 2 other health care) reported pursuing postsecondary education after completing workforce programs, and others expressed a desire to do so in the future. Workforce partnerships varied in the degree to which they expected, explicitly supported and reported on educational outcomes. Most BAWFC grant programs primarily focused on achieving employment rather than postsecondary educational outcomes; it is quite possible that grantees underreported the number of participants pursuing education because this was not an intended outcome of their programs. In addition, some grantees spoke about how educational outcomes are not commonly incentivized by workforce funders, especially because of the delay in placement outcomes and wage advancement. Programs that focused on youth were more likely to encourage participants to continue their education as a means of expanding their career options. When participants did pursue continued education beyond the BAWFC-funded program, it was often because their positive experience in the program helped them overcome unsuccessful past experiences in educational systems and employment.

“Some students did not have plans to attend college... [but] got excited about college and are continuing on to get a Bachelor’s degree.”

—Grantee

Employment Placement

Workforce partnerships successfully placed 544 participants in jobs, which represents 83% of those who were eligible for placement (Exhibit 11 on the next page). Only 652 participants were eligible for employment placement because they had completed their training programs and/or obtained an intended certificate or license. We can surmise from the placement rate that participants became more “workforce ready” and “employable” due to their program experiences. Participants in nursing and

other health care programs have a higher placement rate than those in biotechnology programs.

Exhibit 11
Employment Placement at the Time of Program Exit¹⁴

	Nursing program participants	Other health care program participants	Bio-technology program participants	Total
Placed in employment	88% $\left(\frac{247}{280}\right)$	99% $\left(\frac{69}{70}\right)$	75% $\left(\frac{228}{302}\right)$	83% $\left(\frac{544}{652}\right)$

An Example of Placement Challenges for a Biotechnology Grantee

While multiple issues impact employment placement, this example from the biotechnology sector highlights some particular challenges faced during this time due to the economic recession.

“When we started everything [for this grant] we were coming off the huge success of biotechnology [from the first cycle of BAWFC funding] and it was a great fit. But when we kicked off, the bio-manufacturing jobs fell off the end of the world. From a time when we had literally placed hundreds of people in jobs working with 22 [employer] companies, we went to basically—it is my perception—almost zero job opportunities. There were so few opportunities, the employers could cream off a small handful of unbelievably extraordinary candidates and meet their needs and be done.”

“Job placement is going to be especially difficult during this time of economic recession—it is obvious to us that research labs and companies are more reluctant to hire. Even though our interns are receiving more praise than ever, we are getting fewer offers for employment than we did a year ago.”

—Grantee

Among the second-cycle program participants for whom we have detailed employment information at the time of placement, most were placed in jobs related to the sector, if not the specific occupation, targeted by their workforce training programs. See Exhibit 12 on the next page. Hourly wage varied considerably by type of training program and only some employees were eligible for employer-sponsored health benefits at the time of placement.¹⁵ Nursing program participants were most likely to work in the field for which they were trained, earn the highest average wages and be eligible for health benefits. It is possible that nurses’ eligibility for health benefits is a result of greater labor union involvement in health care settings. Those participants trained in other health care and biotechnology programs generally exhibit more comparable placement outcomes.

Exhibit 12
Selected Outcomes Among Second-Cycle Grant Participants
Placed in Employment at the Time of Program Exit¹⁶

	Nursing program participants	Other health care program participants	Biotechnology program participants	Total
Placed in employment related to sector/occupation of training	98% $\left(\frac{123}{125}\right)$	79% $\left(\frac{15}{19}\right)$	93% $\left(\frac{89}{96}\right)$	95% $\left(\frac{227}{240}\right)$
Hourly wage	Mean: \$35.47 Range: \$10.00–\$66.23 n: 125	Mean: \$13.65 Range: \$8.00–\$19.63 n: 19	Mean: \$17.39 Range: \$8.75–\$38.00 n: 96	Mean: \$26.51 Range: \$8.00–\$66.23 n: 240
Eligible for health benefits	53% $\left(\frac{66}{125}\right)$	21% $\left(\frac{4}{19}\right)$	28% $\left(\frac{18}{64}\right)$	42% $\left(\frac{88}{208}\right)$

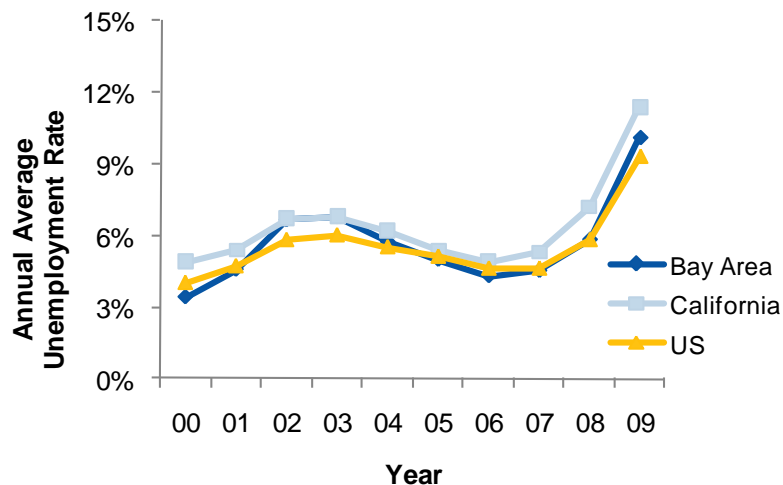
“I think that it always helps a participant to hear a recruiter [describe] what’s important [in applying for a job] instead of having a community-based organization or an educator tell them what we are looking for or what the process is.”

—Employer

Grantees’ targeted employment support services and authentic linkages to employers have helped mitigate significant challenges in finding jobs in the current economic environment. In addition to building participants’ knowledge and skills through training programs, grantees primarily helped participants obtain jobs by offering placement and follow-up services such as workshops, role-playing and support around job searches, résumé development, interview preparation and career planning. In addition, grantees exposed participants to employers and their hiring practices through presentations, internships, on-the-job training and tips for being a successful job candidate at their companies. This is an important way that some employer partners contributed to the programs—it was generally more effective for participants to interact directly with real employers to hear about what they wanted and needed from employees, engage in mock interviews and receive coaching on how to submit a strong application.

Given that many second-cycle grant participants attempted to enter the job market during the economic recession, grantees noted that participants experienced significant delays and challenges in obtaining and retaining employment and needed a corresponding increase in job placement and support services. The Bay Area, state and nation experienced a sharp increase in the rate of unemployment between 2007 and 2009 (Exhibit 13 on the next page). Due to the labor market and the recession, grantees needed to manage participants’ expectations more than ever about the length of job searches and keep participants motivated during the job search process. In response to placement challenges and changing industries, some grantees began exploring other career pathways, such as public utilities, judicial studies, green careers and an LVN to RN bridge program, where they are able to apply similar training models in fields that are currently growing.

Exhibit 13
Average Annual Unemployment Rates from 2000–2009¹⁷



Employment Status & Wage One Year After Placement

Less than half (45%) of the second-cycle grant participants who were placed were working one year after placement (Exhibit 14 on the next page). It is normal to expect some reduction in employment rates as time progresses from initial placement, and the level of attrition can vary considerably based on the particular program, type of position at placement, extent and quality of post-placement supports, participant risk characteristics, the economy at large and other factors. We also recognize that these data are not a true measure of one-year employment retention. This is due in large part to missing data and because participants were counted as working as long as they were employed at the time of their one-year follow-up interview, regardless of continuity with the employer with whom they were placed. Nevertheless, the majority of these participants were in fact still working at the same employer organization as where they were placed, which indicates retention for many.

Exhibit 14
Employment Status & Wage One Year After Placement
Among Second-Cycle Grant Participants with a Follow-Up Interview¹⁸

	Nursing program participants	Other health care program participants	Biotechnology program participants	Total
Employed	43% $\left(\frac{54}{125}\right)$	NA	47% $\left(\frac{47}{99}\right)$	45% $\left(\frac{101}{224}\right)$
Hourly wage	Mean: \$39.42 Range: \$15.00–\$66.23 n: 54	NA	Mean: \$18.31 Range: \$8.75–\$38.00 n: 47	Mean: \$29.59 Range: \$8.75–\$66.23 n: 101

These one-year employment rates partially exhibit changes in employment status over time, but they also demonstrate the difficulty of data tracking. Follow-up and employment retention tracking (e.g., maintaining contact with program graduates, obtaining employment verification) are very challenging, time consuming and expensive for nonprofit organizations—not only for BAWFC grantees, but for most workforce and other training and service providers. Although all participants exiting BAWFC-funded programs were technically eligible for a one-year follow up, grantees most commonly followed up with placed participants. In some cases, grant reporting timelines were not long enough to capture important outcomes (e.g., one year must have passed from program exit before a participant can be interviewed for a one-year follow up). BAWFC responded to this issue in the second funding cycle by extending the evaluation and data collection period, which helped in some cases but not all due to grant extensions that shortened the follow-up period. Due to these limitations, these data are inconclusive in describing the longer-term employment status of BAWFC participants.

On average, second-cycle grant participants' hourly wages increased slightly between placement and the one-year follow-up point. Nursing participants continued to earn considerably more than biotechnology participants, and their average wage increased by a larger increment following placement in comparison to the relatively flat wage trajectory of biotechnology participants. Nevertheless, the average hourly wages for all participants exceed the wage corresponding with a modest standard of living for a single adult in the Bay Area, \$14.25 per hour.¹⁹

Chapter 3: Employer Findings

BAWFC's model seeks to benefit both low-income workers and employers, the dual customers of workforce efforts. Through their involvement with BAWFC workforce partnerships, health care and biotechnology employers seek to fill entry-level and career-path positions with well-trained personnel. In this section of the report we share the employer perspective on participation in workforce partnerships. It includes a description of employers and their roles in workforce partnerships, employer outcomes, employer engagement strategies and employer-to-employer advice.

Evaluation Methods – Employers

The data presented in this chapter are from 13 interviews with employers across the first and second funding cycles and 9 completed surveys representing a total of 9 employers in 4 of the 6 workforce partnerships in the second funding cycle. By design, the employers represented in these data are those who were more engaged in the workforce partnerships, as each grantee was asked to identify up to three of their most involved employers (e.g., those who helped shape or implement the program and were more involved than merely hiring employees) to complete the survey. Some employers were asked to participate in evaluation efforts but did not respond. Furthermore, some grantees felt that it was not appropriate to contact their employer partners for evaluation purposes given the timing of the data collection request and program implementation, shifts in key employer partners, turnover among their main points of contact and/or other reasons.

Because of the small number of employers represented in these data and their high degree of involvement, these data represent a select slice of total employers; the findings are not necessarily generalizable to other employers. In addition, employers' perceptions about the overall workforce partnership experience as well as interns and employees coming through the partnerships may include their experiences beyond those funded by BAWFC, as some employers and grantee organizations (e.g., JVS, CCSF, the Unity Council and perhaps others) are involved in other types of partnerships involving interns and workers.

DESCRIPTION OF EMPLOYERS SURVEYED

Most employers surveyed (8 of 9, 89%) were in the health care sector. Health care sector employers are overrepresented in the sample in part because the Peralta Community College District and San Mateo County Human Services Agency grantees, which focus on the biotechnology sector, were unable to identify appropriate employers for the survey sample.

“By providing quality customer service and incorporating employers’ input into the program design, we have improved the quality of employer relationships, increased credibility of the program and improved employer satisfaction with the caliber of participants.”

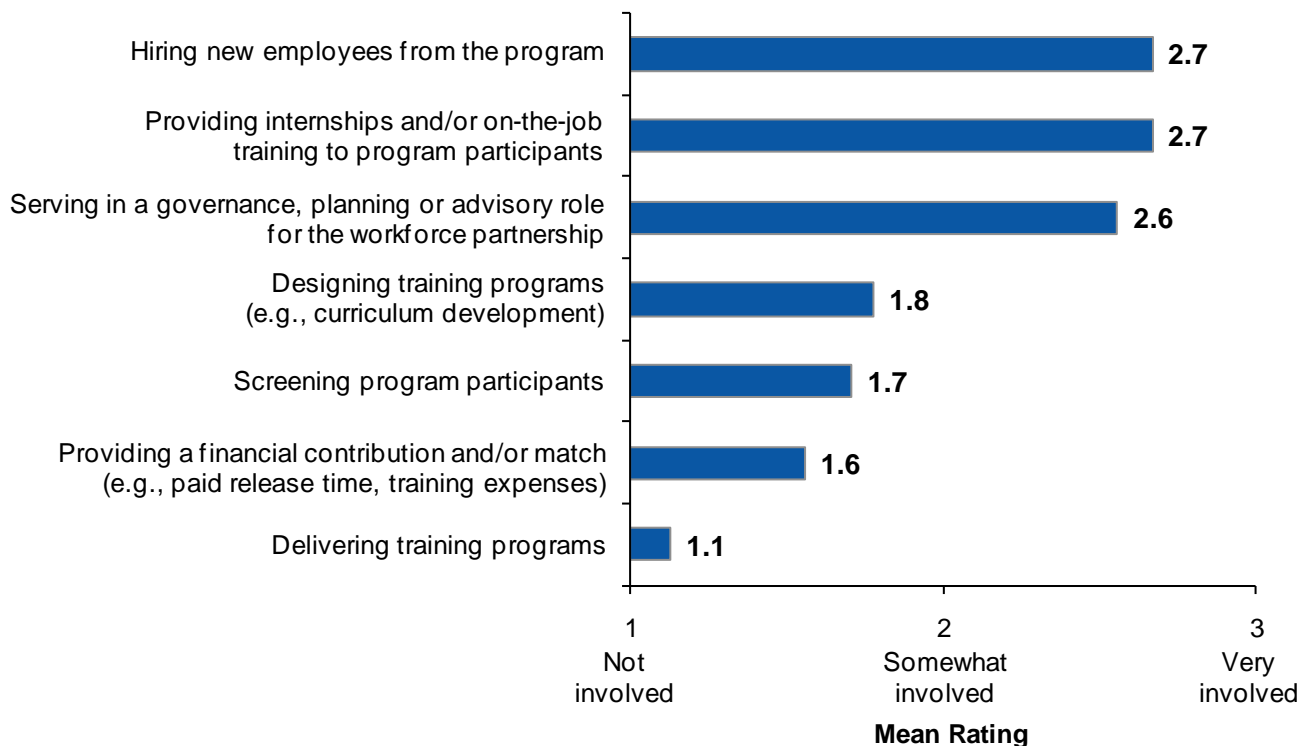
—Grantee

In terms of employer type, 67% are nonprofits, 33% public entities and 11% for-profit organizations (there is some overlap between nonprofit and public entities among public hospital employers). For-profit employers are a small proportion of respondents because biotechnology employers are underrepresented in this sample.

ROLES IN WORKFORCE PARTNERSHIPS

Highly engaged employers were involved in workforce partnerships at multiple points, from planning to providing internships to hiring new employees (Exhibit 15). While employers participated in many stages of the partnerships, they were most likely to be involved in providing internships or hiring new employees.

Exhibit 15
Mean Rating of Employers’ Role/Involvement in Workforce Partnerships²⁰



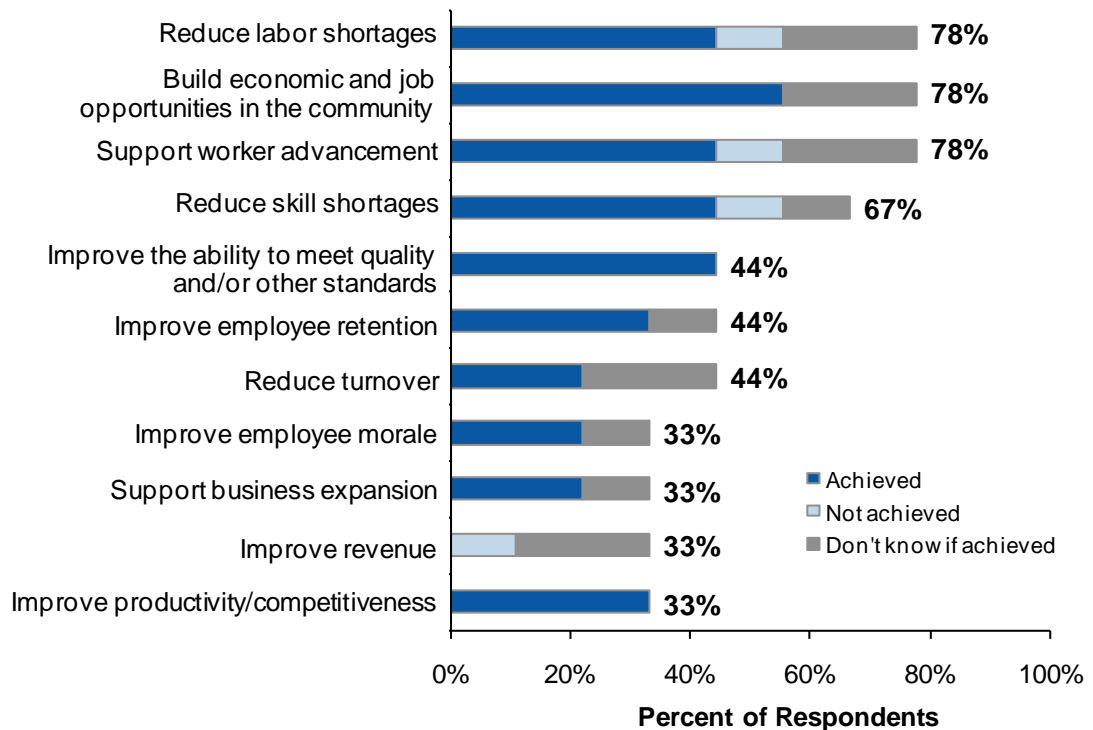
OUTCOMES

“We [are engaged in the workforce partnership] because it is the right thing to do for the community. I happen to believe that participants will be useful to our company and if not, then we will have added to their education and that is enough.”

—Employer

Highly engaged employers were motivated by a “double bottom line;” that is, workforce partnerships provided them with skilled workers and an opportunity to serve their community (Exhibit 16). The importance of fulfilling a “social purpose” aspect is a somewhat unexpected finding from the employer perspective, given that a dual customer model traditionally emphasizes the fulfillment of employers’ staffing needs. This social purpose component was particularly important to employers who were not able to hire employees following internships or clinical training due to hiring freezes or labor union issues. It is noteworthy that grantees and employers have different perspectives on this issue. Employers want to fulfill this social purpose and feel good about it. Grantees, on the other hand, may not want to highlight the social purpose as much because they want workforce partnership participants to be just as good, if not better, as employees being hired through other means. An implication for future engagement with employers is to proactively seek out employers that would be the most successful match for workforce partnerships given their culture and investments related to authentic social responsibility. Employers are very willing to contribute if workforce partners find where their business and social responsibility objectives intersect.

Exhibit 16
Intended Employer Outcomes
& the Extent to Which They Were Achieved²¹
 (n=9)



“Anytime you can point to the [program participants] as the five to ten best employees you’ve got, that’s worth it right there. I can think of one [participant] who doesn’t even have a Bachelor’s degree, but I’ve promoted him to team leader because of his precision and thoughtfulness. I would have participated in the program just to have found him.”

—Employer

As shown in Exhibit 16 on the previous page, many employers do not know, at least not yet, whether the outcomes they hoped for have been achieved. This may be a timing issue, a function of the information available to the particular employer representatives who completed the survey and/or related to the inherent complexity and long-term nature of addressing some of these issues.

The highly engaged employers sampled for the evaluation reported that one of the most significant benefits of the workforce partnerships was the high skill level among interns and new hires. Employers indicated that workforce partnership participants were better trained in both technical and soft skills, and better prepared for employment overall, than candidates who did not participate in the workforce partnership. Employers also saw a reduction in turnover of new employees and an improvement in retention of skilled employees. Health care employers, who serve diverse patient populations, were especially pleased with the interns’ and new hires’ language skills and cultural perspectives on health care.

The workforce partnerships provided employers with dedicated partners who could provide supports necessary for interns and new hires to be successful. Employers were not necessarily capable of providing the extra support needed by low-income and disadvantaged adults. The collaboration and support services provided by workforce grantees were critical for employers to be able to work effectively with this population. For example, workforce grantees ensured that interns were well matched to employers’ needs, provided on-site support to employees and scheduled regular check-ins with employers to monitor employees’ performance. Employers appreciated this collaborative approach, recognizing that it takes dedication and effort across multiple entities to ensure successful workforce partnerships for all involved.

EMPLOYER ENGAGEMENT

Grantees that invested significant time and resources in cultivating their relationships with employers received a positive return on their investment. These grantees respected employers’ business needs and bottom line, reflecting a critical component of a dual customer approach. In particular, it took time to build trust and confidence among new employer partners who had limited or negative experiences working with low-income, high-need adults. Identifying and nurturing “employer champions”—either individual staff or entire companies supporting the workforce partnership—was especially important early on in building confidence and solidifying relationships with new employers. For example, one grantee found that maintaining strong ties with a large, reputable biotechnology employer in their workforce partnership was important in attracting interest from and gaining credibility with other employers.

“[The workforce partnership participants] were much higher performing than those from other programs that we were working with because the screening was done so well. They took our requirements and did a good match. It went beyond picking up the phone. They came over and got a sense of the needs of physicians and then sent over people who performed well.”

—Employer

Grantees with high levels of employer engagement understood employers’ motivations to be involved in the partnership and their capacity to take on different partnership roles. For example, it was helpful to understand employers’ attraction to the social purpose aspect of the partnership and speak with them about their ability to host interns or contribute in other ways (e.g., speaking to students about the companies’ hiring practices, conducting mock interviews). Grantees also benefited from having a clear understanding of the skills needed for entry-level and career-path positions, which they learned mostly through on-site visits and conversations with employers. Grantees that took the time to know enough about each employer and each program participant were able to make a good match for internships and placements.

Communicating consistently and frequently, and creating opportunities for feedback, was also key to successful employer engagement. For instance, partnerships benefited from having grantees check in regularly with employers and interns/hires about their performance and opportunities to address gaps in hard or soft skills. When one grantee did just this, they identified a programmatic gap and, as a result, developed a more formal orientation for internship supervisors in order to clarify the expectations for this role.

It is important to note that, in many cases, grantees’ successful partnerships with employers were tied to longer-term, established relationships between institutions. This reflects BAWFC’s general expectation that workforce partnership grantees come to the table with strong employer participation in their grant programs. The BAWFC-funded efforts often contributed to the strengthening of these existing relationships as well as the development of new employer relationships.

“I like knowing that I am making a difference. I would tell other employers thinking about doing something like this not to give up when you think it’s not going to work. Stay true and stay committed.”

—Employer

Employer-to-Employer Advice When Considering Involvement in Workforce Partnerships

The following advice from employers is based on both smooth experiences and experiences with relationships and roles that needed attention and adjustment.

- Take advantage of the unique benefits of collaborating with other partners who can help with skills development, recruitment and retention.
- Clarify at the outset the roles and responsibilities of your company and each partner, how partners will communicate and what to do if difficult situations arise.
- Take time to figure out how the partnership is going to address your company’s specific interests, and customize the relationship to match those needs.
- Be open to finding employees with non-traditional characteristics (e.g., hospitals can consider hiring workers with Associate’s degrees, not only Bachelor’s or Master’s).
- Stay committed to working together, even when the process is rocky. Partnerships require time and attention but can lead to achieving more than your company could achieve on its own because of the added benefits of partners’ expertise and support.

Chapter 4: BAWFC’s Supplemental Strategy – Planning, Innovation & Policy Grants

In addition to workforce partnership grants that directly served participants and employers, BAWFC invested in a supplemental strategy to support research, planning, pilot projects and innovative and systems-level strategies. The strategies and intended outcomes for these grants varied considerably, as did the extent to which these ideas translated into outcomes and overall success.

In this section we describe the supplemental grants and some of the progress that has been made toward outcomes to date. For most of these supplemental grants, the intended outcomes were not explicitly reflected in BAWFC’s theory of change (Appendix A). Consequently, there is not a cohesive set of outcomes for the supplemental strategy, but rather a collection of individual points of progress for each type of grant. Because the supplemental grants were somewhat experimental in nature, it is hard to say if some of them were actually successful; for instance, the idea could still be promising even if it did not play out as hoped for in a particular context. Furthermore, it is not yet known in some cases whether these specific attempts to implement new ideas will be successful.

WORKFORCE PLANNING GRANTS

BAWFC awarded two workforce planning grants to support recipients in developing partnerships and programs prior to implementing education, training and support services. With these grants, BAWFC intended to put funding in the hands of organizations that it trusted could, over time, develop effective workforce partnerships.

Planning Grants

Number of Grants: 2
Total: \$127,600
Grant Cycles: 1 & 2

The planning grants succeeded in allowing grantees to set the foundation for workforce partnerships, including stronger relationships and more thorough consideration of the steps and supports necessary to be successful. The Unity Council used BAWFC funds to identify and coordinate across partners, establish and refine curricula, link up with educational partners, conduct outreach, and pilot the program with a sample

of participants. The Alameda County Health Care Foundation used the funding to assess the feasibility of applying JVS' established nursing program model in a new geographic area (i.e., Alameda County). They also determined appropriate training partners and developed buy-in and support from elected officials and employers. Ultimately, these planning grants resulted in implementation grants for both the Unity Council's Medical Assistant Training Program and JVS' East Bay Immigrant Nurse Re-Entry Program in the second cycle of funding.

INNOVATION GRANTS

Innovation Grants

Number of Grants: 4
Total: \$410,000
Grant Cycles: 1 & 2

Innovation grants provided opportunities for grantees to test ideas, with the intention of identifying new and promising workforce practices. By design, then, the innovation grants were more varied in purpose and intent than any other BAWFC grants. Three grants focused on developing and customizing workforce training across multiple organizations and a fourth grant supported a communications campaign to increase awareness of and interest in clinic employment opportunities.

Developing & Customizing Workforce Training

Consumer Directed Services Network (CDSN) successfully created tailored training programs for employers to use with new and incumbent employees working with developmentally disabled adults.

Based on resources developed at the University of Minnesota, CDSN worked with employers to identify their training needs and then tailor existing training modules to address skill gaps. To this end, CDSN's strategy entailed developing deep relationships with employers, educators and labor union leaders, and then including those partners in decision making about how to best address the needs of the sector. CDSN's programs are now contributing to improved worker skills and greater employment retention, with the intention of ultimately improving wages and opportunities to move up career ladders.

Notably, CDSN identified early on that its initial idea proposed to BAWFC was not viable, and the organization was then able to regroup, develop a revised concept and start over. The grant's success is testimony both to the grantee's readiness to make course corrections and to BAWFC's responsiveness and support.

JVS' Healthcare Career Ladders Initiative (HCLI) successfully brought together two large hospital employers to explore economies of scale in creating employee training and career ladders, though ultimately none of their plans were implemented.²²

This was primarily due to factors internal to the hospitals (e.g., a hiring freeze, going through an accreditation process) and to challenges in accommodating labor union policies. Because JVS implements other similar workforce development programs, they were

"I think [the unions] respond really well when they are listened to. When we have made movements forward in our relationships it has been in forums when we had the opportunity to listen to their issues and respond to them. We spent more time listening and less time pitching ourselves."

—Grantee

“The relationships that have been developed as a result of this grant are amazing. It’s opened windows and doors that hadn’t been opened in the past.... If there is time and [more] money, there’s a lot of potential in those relationships.”

—Grantee

able to apply some of what they learned from the HCLI experience to those programs. They also continued to benefit from the relationships they created with the hospitals and unions during HCLI. This speaks to the power of long-term, multi-faceted relationships between grantees and employers.

Increasing Awareness About Community Clinic Employment Opportunities

The Community Clinic Consortium of Contra Costa County (CCCCC) launched a communications campaign that increased awareness about community clinics and related employment opportunities across a wide range of organizations. While the ultimate intention of this grant was to attract culturally competent, diverse candidates (e.g., bilingual staff) for health care careers, the campaign had not resulted in a discernible increase of such workers in clinic jobs by the time the grant was completed. CCCCC saw increased awareness about community clinics as an important step toward eventually achieving their goal of developing a more diverse health care workforce.

POLICY GRANTS

Policy Grants

Number of Grants: 2
Total: \$615,450
Grant Cycle: 2

After BAWFC’s first funding cycle, the Collaborative decided that it would award policy grants to more meaningfully deliver on a systems-change agenda. Consequently, BAWFC awarded two policy grants in the second grant cycle; both were cross-sector efforts designed to increase access to new and underutilized sources of workforce funding in the Bay Area and throughout the state. Grantees engaged a variety of stakeholders in understanding and accessing funding that could apply to workforce programs as well as building knowledge and awareness about workforce issues.

Accessing New & Underutilized Sources of Funding

Insight Center was very successful in using its policy grant to engage counties and community colleges in accessing Food Stamp Employment Training (FSET) funds that could apply to workforce programs. This effort required significant education and outreach, as accessing the funds is a complicated and time-consuming process, so much so that many organizations were initially hesitant to take part. Insight Center was ultimately most successful in achieving its goals by: 1) facilitating new relationships and coordination between participating counties and community colleges; 2) writing a step-by-step guide about how to participate in the FSET program and offering ongoing technical assistance throughout the process; and 3) getting the state, participating counties and community colleges to change some of their policies and procedures to make it easier to access the funds.

“A lot of our first two years was about understanding and learning about the needs of stakeholders and developing policies and procedures that would meet those needs. By the end of the second year we had accomplished most of this with all parties. [Now] we have a model that is scalable that meets everyone’s needs.”

—Grantee

“Originally there was lots of variation of opinion on workforce issues. These systems—community colleges, workforce people, business, labor unions—haven’t spent very much time together, but we ended up finding a lot of common ground. We’ve built relationships, and those have created trust.”

—Grantee

Key to Insight Center’s success was their partnership with the California Association of Food Banks, whose staff had the experience and expertise to understand and navigate the complexities of the Food Stamp system. It is our understanding from recent interviews that the model developed by Insight Center to access FSET funds is now in jeopardy due to changes in federal policy around allowable sources of matching funds for workforce programs. The Insight Center is now attempting to sustain the model by looking for other sources of community college funding to serve as the local match for the FSET funds.

The California Education, Diversity, and Growth in the Economy (EDGE) Campaign contributed significantly to increasing knowledge and awareness about workforce issues among funders and policy-makers, though additional workforce funding has not yet been secured. The EDGE Campaign engaged senior staff at public agencies, employers and labor union and community college leaders in building support for a sector-based, contextualized training approach to address workforce issues. EDGE has played a major role in changing the conversation about workforce issues in Sacramento, and policy-makers are now looking to EDGE as a leader and key partner on workforce issues. One way EDGE gained its credibility was by educating policy-makers about what is working in other states, both through presentations and field trips. Though the intention of increasing workforce funding has not been realized to date, EDGE has laid the groundwork for new and/or aligned monies in the future.

CREATING & DEEPENING RELATIONSHIPS

All grantees of BAWFC’s supplemental strategy found that reaching out to new partners and deepening existing relationships to address workforce issues was an important element of success. These partnerships and relationships included many different entities such as employers, labor unions, educators, workforce intermediary organizations, county and city agencies, community-based organizations and others. In many cases, BAWFC’s supplemental grants spurred collaboration among organizations that had not previously worked together on workforce issues and unified them around a common purpose. This required dedicated effort up front to work closely and deeply with initial contacts in order for the ripple effect of network development to pay off down the road. It also speaks to the need for planning time—planning took some grantees the entire first year of their grant—and multi-year or renewal grants to account for the time it takes to cultivate, solidify and reap benefits from relationships.

Chapter 5: Characteristics of Grantee Success & Related Barriers

While each grant had its own unique features, a set of common grantee characteristics emerged across all BAWFC investments that appear to point to success. Though the extent and nature of success varied, “successful grantees” typically made considerable progress toward their intended outcomes, effectively implemented their program design, tested and refined workforce practices and built strong collaborative relationships, among other accomplishments. All grantees—workforce partnerships, planning, innovation and policy—experienced some success in their work, some more than others, some from the start of their work, and some after encountering challenges and developing ways to overcome them. Together with these characteristics of success, we highlight some of the barriers that delayed or prevented grantees from reaching success. These characteristics and barriers suggest practices that may be promising for other workforce development programs in the field. Many of these characteristics are also present in other recent workforce literature, reinforcing the relevance of these findings.

1. Successful grantees had the right partners at the table.

“We made the best use of what each partner was good at. It is really critical to the success of the program to have all of these partners in place. One partner does not function well without the other.”

—Grantee

Successful partnerships gathered representatives who were committed to a common purpose across organizations and fields—providing opportunities for meaningful, sustainable careers for low-income adults. When successful, these partners shared a willingness to go beyond existing ways of doing things to reach their shared goals.

There is no one right mix of partners, nor one right type of organization to serve as the lead grantee. Community colleges, community-based organizations, workforce investment boards, educators, labor union representatives, elected officials and employers came together in different configurations to bring the right mix of specialty expertise, credibility and reach in the community. That said, it was particularly important to proactively include employers. The most successful partnerships involved employers at every stage of the program, starting from the planning period, reflecting a true dual customer approach. Successful grantees recognized each partner’s

unique strengths while realistically taking into account their specific capacities.

Key barriers to bringing the right partners together included:

- **Organizational capacity** – Some organizations did not have the time, expertise or capacity to actively contribute to the partnership, especially over the full grant period. A lack of organizational readiness, competing priorities, heavy caseloads and staff turnover were among the factors that hampered success.
- **Individual interests** – Partnerships were challenged when the interests of individual partners outweighed the collective interest, or when partners had little to offer to the group.
- **Lack of data expertise and capacity** – It was important for grantees to have the knowledge and understanding of how data collection fit into the overall effort, as well as the specialized skills to work with EDD’s data system and ensure data quality and integrity. Unfortunately, this was often lacking among BAWFC grantees, as was the persistence, experience and a level of sophistication to follow up with so many people over a long period of time.

2. Successful grantees meaningfully engaged all partners over the long term.

“There has to be an administrator who has a clear vision of what needs to get done and how the program should look. There has to be appropriate funding and an attitude that, ‘We are going to get this done and it doesn’t matter what bureaucratic obstacles are in the way.’”

—Grantee

Once the right players came together, successful grantees clearly identified the roles and responsibilities of each partner as well as systems for communication, problem solving and decision making. Partners learned to trust and rely on one another, and they made the most of what each partner had to offer, such as expertise in creating curricula tailored to on-the-job skill needs, providing consistent wrap-around support to participants or influencing people who had power to change systems. Partners in these projects felt respected and needed, increasing their dedication and willingness to push forward even when things were difficult.

Successful engagement depended on a strong coordinator or facilitator who would move the partnership’s work forward and maximize the contributions of all players. It is also important to note that many successful partnerships grew out of prior relationships, demonstrating that it took commitment over a long period of time—often beyond the BAWFC grant term—to develop the trusting, engaged relationships that worked to the benefit of these projects.

Key barriers to authentic engagement included:

- **Staff turnover** – While some staff at an organization could be deeply involved in the partnership, if they left their position, their replacement did not always share the same commitment.

“[All the partners] put in a ton of sweat equity on this.... Everyone sits down and we have input in developing curriculum. I can’t speak enough about the value and the importance of the level of communication we have.”

—Grantee

- **Conflicting opinions** – Grantees’ work was hindered when partners had different opinions that they could not resolve around how to deal with a particular issue or approach their collective work (e.g., partners’ differing approaches to building systems and providing wrap-around support services). These conflicts could stall or halt a process, or lead to solutions that might not incorporate the best thinking that all partners had to offer.
- **The inherent challenges of partnership** – Partnership is hard. Even with the best of intentions, partnerships did not always work out the way they were intended, even with the “right” people at the table. To some extent, each organization had to manage its own priorities, goals and constraints in relation to the collective. Taken together, all of these issues could impede the progress of the partnership.

3. Successful grantees clearly understood sector needs.

Deep knowledge of the health care and biotechnology sectors allowed workforce partnership grantees to anticipate needs and problems they might encounter and adjust their program design fairly quickly if change was necessary. These grantees did not assume that a “one size fits all” approach would work for employers, so they put significant time and research into knowing what each employer needed and what unique skills were required for different kinds of work environments. Innovation grantees clearly identified and cultivated relationships with individuals and institutions that would eventually lead to job creation or movement up a career ladder in a given sector. Policy grantees’ sector or cross-sector expertise allowed them to push on the right points in the workforce system to move toward systems-level change.

Key barriers to understanding sector needs included:

- **Variability among employers within a sector** – Even when grantees had a thorough understanding of a sector, the specific needs and circumstances of individual employers (e.g., internal growth issues, organizational size) could still vary and needed to be understood and managed.
- **Rapid changes in sector needs and labor markets** – This was an especially disruptive issue given the volatile economic situation experienced during BAWFC’s first two funding cycles, which, for example, resulted in diminished biotechnology jobs. Employers’ immediate market needs such as shortages in particular skill areas can also negatively impact the viability of training programs because employers are inclined to find the fastest, cheapest solution.

“For all of our nursing students there is a need for extensive primary support services due to the difficult labor market and national recession. These services include managing client expectations about the length of their job searches, exploring alternative career paths for individual nurses and keeping nurses motivated throughout the job search process.”

—Grantee

4. Successful grantees were knowledgeable about and responsive to the particular needs of their participant population.

The low-income, high-need participants of BAWFC-funded workforce programs faced significant barriers that required intensive support services. The Collaborative supported programs that were designed to provide contextualized skills training specifically to help these populations. Grantees could better design and adjust their interventions and approaches when they had an in-depth understanding of their target populations. Successful grantees had previous experience working with high-need populations and conducted thorough screening and assessment processes.

Key barriers to responding to the needs of participants included:

- **The extent of participants’ needs** – Grantees were working with populations with multiple, complex and/or life-long needs (e.g., remedial education, limited English language skills). Also, participants sometimes faced new needs, such as those resulting from the economic downturn. Despite grantees’ thorough preparation, by definition these are challenging populations to work with.
- **Balancing customization with standardization** – Individual participants presented different combinations of barriers and needs, which sometimes required a customized approach. At the same time, grantees needed to strike a balance between providing customized services and experiencing the benefits and cost efficiencies of scaling supports. The broader the target population, the harder it was for grantees to focus on specific needs.
- **Costs** – The cost of coordinating and meeting all needs (e.g., child care, transportation, tutoring) could be exorbitant.

5. Successful grantees engaged in planning and reflection.

Grantees that allowed sufficient time for planning, either as part of a BAWFC workforce partnership planning grant or simply at the early stages of their project, were better able to anticipate and implement the steps needed to be successful. Grantees that periodically paused throughout their work to reflect on progress and lessons learned—then re-engaging in planning and making adjustments—had more effective partnerships overall.

Key barriers to engaging in ongoing planning and reflection included:

- **Time** – Finding time on a regular basis for planning and reflection is hard to come by in all nonprofits, and there was no exception for BAWFC grantees. Given the demands of the day-to-day work, grantees had limited opportunities to step back and grasp the real learning and meaning of their work.

- **Resources** – Planning and reflection take resources, both time and dollars. Grantees sometimes shortcut planning due to lack of funding or pressure to serve participants quickly.

6. Successful grantees demonstrated creative and timely approaches to dealing with challenges and taking advantage of opportunities.

“What contributed to success was for the funders not to give up. It’s about broadening horizons, thinking outside the box, trial and error—if you don’t have a best practice to work with, you try things and see what works. If they [BAWFC] had given up after the first year, what we have accomplished never would have happened.”

—Grantee

Nimble responses to circumstances beyond the immediate control of grantees allowed them to keep working toward positive outcomes even when their original plans and expectations changed. The most significant external factor grantees faced was the economic crisis and related issues, such as difficulty placing participants in employment and increasing participant needs for support. Some grantees provided additional services or maintained contact or support with participants longer than anticipated. Others changed their approach or expected outcomes, such as pursuing alternate sectors or changing requirements for entering the program. BAWFC facilitated grantees’ success by being open to conversations about modifying program plans and timing and, as appropriate, adjusting expectations for the grants.

Key barriers to developing creative and timely approaches included:

- **A limited project focus** – Grantees could often become mired in their project activities, resulting in missed opportunities to proactively assess the context for their work, make needed adjustments and integrate new learnings on an ongoing basis.
- **Failure to actively engage employers early and often** – Grantees could be slow to consult employers, particularly about their changing needs resulting from the recession. This had implications for program design and opportunities for job placement.

Chapter 6: Collaborative-Level Findings & Implications

In this final chapter we detail BAWFC's key accomplishments and interim milestones in promoting a sector-based approach to workforce development designed to impact jobseekers, employers, program and service delivery and, to a lesser extent, workforce systems. We also use this chapter to situate BAWFC's work relative to best practices identified by workforce funding collaborative efforts across the country and to identify opportunities for BAWFC to consider going forward to deepen its longer-term, systemic impact. The final section of this chapter is forward looking. It describes the extent to which the work of BAWFC grantees in the first two funding cycles is being sustained, and it also provides an overview of the Collaborative's current community college strategy. The current strategy demonstrates ways in which BAWFC has already begun to address some of the issues and recommendations highlighted in this evaluation report.

STRENGTHS & ACCOMPLISHMENTS OF BAWFC

In looking at the work of BAWFC in its first two funding cycles, several strengths and achievements are worthy of note. First is simply the establishment of a collaborative workforce funding model in the Bay Area with the explicit intent of promoting a sector-based workforce development approach. In 2004, several major foundations were retreating from funding workforce development efforts, so bringing the funding collaborative model to the Bay Area at that time was innovative. Furthermore, as one of the first workforce funding collaboratives in the nation, BAWFC served as a beacon for many of the other collaboratives in various stages of development.

Another notable contribution of BAWFC was that it expanded the field of funders thinking collaboratively about how to promote a sector-based approach. In particular, BAWFC's relationship with EDD, a major public system and funding partner, represented a major achievement in terms of bringing these two systems together. It is unlikely that any individual foundation would have been able to establish a public-private partnership of similar magnitude. In addition, drawing on the experience and expertise of

multiple funders has not only contributed to BAWFC’s collective efforts, but some funders report that it has informed and improved their respective grantmaking.

“BAWFC has been such a big player in the workforce community.... They are able to give larger grants than individual grantors—that’s really valuable.”

—Grantee

By engaging public and private funders, BAWFC helped increase the overall amount of funding for workforce development efforts in the Bay Area. Together, the Collaborative could provide larger grants than many individual funders could make on their own. In addition, blending substantial state workforce funds and more flexible philanthropic funds in many cases helped grantees offer sizeable, rich programs that may not have been possible solely with EDD or philanthropic funding.

In terms of its grantees, BAWFC’s local presence was particularly helpful in summoning the intellectual capital needed to successfully select organizations that were well positioned to lead workforce efforts. To ensure that grantees had a sound foundation for their work, BAWFC supported grantees in planning and experimentation with strategic grants. BAWFC also tried to meet grantees where they were, by adopting a flexible approach to modifying plans, timing and expectations, as appropriate. As described in the previous chapters, by implementing these strategies at the Collaborative level, BAWFC was able to achieve a range of outcomes at the grantee, employer and participant levels.

Notable BAWFC Accomplishments

- Re-engaging funders that had previously pulled out of funding workforce training.
- Leveraging public investment in workforce training programs in the Bay Area.
- Leveraging the resources of multiple funders and making larger grants than many individual foundations can make on their own.

ASSESSING BAWFC’S EFFECTIVENESS & OPPORTUNITIES

In light of BAWFC’s many accomplishments, it is helpful to assess the Collaborative’s work overall against a framework that has been developed from best practices of workforce funding collaboratives across the nation. As described in subsequent pages, BAWFC has made strides in several key areas, and at the same time, the framework illuminates important issues for consideration to strengthen the potential impact of BAWFC going forward.

A Framework for Evaluating BAWFC’s Effectiveness

The recently published National Fund for Workforce Solutions (NFWS) evaluation reports and a memo by Scott Hebert comparing BAWFC and SkillWorks, a workforce initiative in Massachusetts, stipulate key criteria for

Systems change refers to the strategies used to effect change in either institutional (public systems) and/or employer practices.

—National Fund for Workforce Solutions

The wide range of functions envisioned in the workforce intermediary model include providing or brokering labor market services, organizing funding streams so services for individuals and employers span a continuous “pipeline,” aggregating employer demand, researching labor markets and employer needs, and advocating for policies that support worker advancement.

—National Fund for Workforce Solutions

workforce funding collaborative effectiveness, particularly with regard to achieving systems change.²³ While systems change was admittedly not BAWFC’s primary or explicit goal during its first two funding cycles, these reports argue that systems change—transforming both private and public workforce institutions over the long term—is one of the key legacies of the burgeoning workforce funding collaborative movement.

Based on the experience of a number of workforce funding collaboratives, the following lessons have emerged about how these entities can maximize their overall effectiveness.

- A robust and detailed **theory of change** is essential for providing clarity about goals, strategies and roles, as well as a framework for assessing progress.
- Engaging effectively with **employers as strategic partners**—not just as a tactical necessity—at the collaborative level makes a true dual customer approach more likely and can help to buffer changes in political and economic climates.
- Both investing in **capacity building** for grantees and supporting a **learning agenda** should be explicit strategies to build knowledge and foster connections within and across workforce partnerships.
- In many cases, funding collaboratives are better positioned than their grantees to assume the role of a **workforce intermediary**. NFWS describes these “activist” collaboratives as proactively using their influence and expertise to broker relationships between individuals, employers, workforce investment boards, community colleges and other parties in workforce development systems.

BAWFC Findings & Opportunities

Taking a closer look at BAWFC’s efforts in light of the framework of promising workforce funding collaborative practices described above, we see that the Collaborative took intentional steps in three of these four areas. These steps set the Collaborative on a productive path, yet there is room for improvement on how these steps are implemented to increase the benefit of these efforts. In addition, this framework suggests that BAWFC can consider opportunities in the future to deepen its impact, particularly related to aligning systems to support lasting change.

Theory of Change

BAWFC understood early on the importance of clarifying its intentions, and therefore developed a theory of change in the first grant cycle to guide its grantmaking. While this theory of change (Appendix A) was helpful in broadly capturing the Collaborative’s strategies and priorities, the tool was

underdeveloped, particularly with regard to systems change intentions. For instance, it indicated an intent to fund systems change—“increasing the scale and efficiencies in public and private funding streams,” and indeed, the Collaborative’s policy grants and the collaboration with EDD itself were a part of that effort. However, within the theory of change this broad mandate around systems change lacked a clear or measurable approach. It is also not clear the extent to which the private and public funders attracted to BAWFC had a primary interest in addressing systems issues, nor do we know the extent to which the theory of change expressed funders’ shared goals or united purpose around this issue. Furthermore, BAWFC’s model was not sufficiently detailed to provide operational guidance; expected systems-level performance measures were not made explicit or communicated to grantees.

In the theory of change and its overall approach, the BAWFC portfolio lacked true integration among its workforce partnership, innovation and policy grants, limiting overall effectiveness and broader systems-level impact. When key informants were asked where the Collaborative had achieved systems change, they cited only isolated examples of progress. BAWFC was not as attentive as it could have been to how its grants fit together, perhaps due to the focus on advancing a particular funding approach rather than on cultivating cross-grant impacts to achieve systems change. Whatever the reason, some Collaborative members have observed that BAWFC could have had more leverage by putting all the pieces of its work together more tightly and holistically.

Employer Engagement

The dual customer model was one of BAWFC’s key design elements. This best practice in the field highlights the importance of ensuring that employers’ needs are attended to and effectively satisfied in workforce development systems. To advance the dual customer model, BAWFC required grantees to work in close partnership with employers as a condition of receiving funding. However, grantees rarely reported on employer outcomes in their grant reports even when specifically asked to do so and despite the fact that employer engagement was an explicit part of their funding. This suggests that grantees may not have had a full understanding of the dual customer model as BAWFC intended—a model in which employer outcomes are equally important to participant outcomes. It may also speak to the inherent challenges in meaningfully engaging with employers.

For its part, BAWFC did not effectively engage the employer perspective in strategic thinking at the Collaborative level, missing the opportunity to model employer engagement for grantees and incorporate employers’ insights in planning, reflecting on and improving its work.

There are tensions inherent in the dual customer model, however, and the Collaborative was not always able to adequately support grantees in engaging employers in workforce partnerships. While there are certainly satisfied employers amongst those interviewed and surveyed for this evaluation, based on the overall experience of BAWFC as well as NFWS, the jury is still out as to how to best apply the dual customer model universally and effectively. NFWS data suggest that in some cases, the needs of target populations and employers may be fundamentally at odds with one another, rendering the approach moot. With more attention and investment, there are opportunities for BAWFC to contribute to the workforce development field's thinking about the dual customer model and employer engagement.

Capacity Building & Learning

BAWFC offered grantees some limited supports to build their capacity and nurture learning, but these efforts were not designed as a cohesive package. In the first grant cycle, BAWFC supported a learning community which many grantees found to be a useful way to share their approaches to their work as well as successes and challenges. Also, the Collaborative was often helpful in addressing grantees' one-off requests for assistance, and workforce partnership grantees were able to access some data-related assistance through EDD and the evaluation team (supported by BAWFC resources). Throughout the first two grant cycles, BAWFC also held a few grantee convenings, including discussions about the initial evaluation findings.

“They could have facilitated more discourse among workforce providers to share sector foci, strategies and lessons learned across programs.... The workforce community is pretty small in the Bay Area and it would be easy to use the Collaborative’s structure to foment more systematic interaction between agencies.”

—Grantee

Overall, the scope of grantees' capacity-related needs surpassed the level of support and assistance provided by BAWFC or other sources. Examples of these types of capacity issues included how to effectively engage employers and navigate the complexities of the community college system. A particular capacity challenge that BAWFC recognized and attempted to address was around data tracking requirements and systems (as described in further detail on page 22). Despite BAWFC's concerted efforts to standardize data collection and minimize reporting burden on grantees, ultimately the data were incomplete and nothing lasting was changed in grantees' data collection or reporting capacity.

Without a specific, robust learning agenda, the Collaborative was unable to coalesce individual grantees' work across organizational, geographic and sectoral boundaries. Learning agenda topics that were ripe for exploration included screening and assessment practices, case management and contextualized training. The Collaborative decided to discontinue its grantee learning community in the second grant cycle, resulting in grantees being largely unaware of what others were doing and being unable to learn from and build on one another's efforts.

Overall, the limited investment in learning and reflection on an ongoing basis hampered both grantees and the Collaborative as a whole, preventing opportunities to thoughtfully consider mistakes as well as successes, identify root causes and take timely corrective action. Additionally, without an explicit learning community or other mechanism to connect the grantees, there was little opportunity for grantees throughout the very large and diverse Bay Area region to support one another or consider how the work could contribute to more fundamental systems alignment. In several counties, for example, the Collaborative was only able to make one grant, rendering local partnerships across grantees unfeasible.

Role as a Workforce Intermediary

In discussing BAWFC's work with regards to a workforce intermediary role, it is important first to point out that this was not an explicit or even implicit intention of BAWFC. Nevertheless, because the field points to this role as a ripe opportunity for workforce funding collaboratives to increase their effectiveness, these insights may be useful for BAWFC to consider in whole or in part going forward.

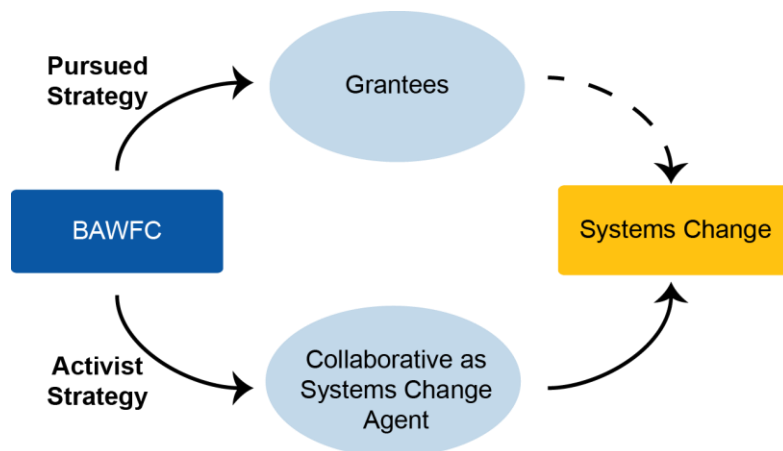
Looking at the first two funding cycles, we see that neither BAWFC nor the majority of its grantees were adequately prepared to take on a workforce intermediary role that would cultivate the meaningful, long-term relationships that are needed to affect behaviors and practices within large workforce systems. BAWFC grantees played the role of conveners for a collection of organizations and employers who focused on the work of their specific grant programs, but not the broader role usually assumed by workforce intermediaries. If BAWFC expected grantees to change the norms and practices of workforce development systems, it did not make this expectation clear, nor did it give them adequate support to play this role.

Exhibit 17 on the next page provides a graphic depiction of BAWFC's approach to systems change in its first two funding cycles, together with the alternate, suggested approach of the Collaborative serving as a workforce intermediary to influence systems change on a larger level in the future.

“The Collaborative needs to be crystal clear about what [change] they can hope to effect given the scale of resources.... How philanthropy can most effectively move big public systems is a big question. Philanthropy can be useful in finding experimental projects and identifying practices that work, but it's only meaningful if you can insert it into larger systems.”

—Key Informant

Exhibit 17
Pursued & Potential Strategies Toward Systems Change



The Steering Committee realized the limits of its pursued strategy for achieving a broader systems-change agenda after its first grant cycle. For example, in the second funding cycle, BAWFC developed a complementary effort by funding two policy grants designed to expand funding streams for workforce development, thus addressing a discrete but important dimension of the workforce system. BAWFC affirmed its commitment to promoting systems change when it became a grantee of NFWS, which names systems change as an explicit goal. Furthermore, learning from the experience of the first two grant cycles and seeing that most grantees were not developing as intermediaries, the Collaborative is more intentionally supporting community colleges in this workforce intermediary role in its current funding strategy (see pages 54–56). BAWFC shifted to the community college initiative so that systems change—revolving around the significant public system of community colleges—is more integral to the model. However, even with long-term funding and capacity-building support, it is possible that community college grantees—like most individual institutions in the workforce development field—may still lack adequate capacity or may not be the appropriate entities to fulfill the wide-ranging functions envisioned in the workforce intermediary role (e.g., aligning funding streams, understanding and addressing employer demand, policy advocacy). Going forward, BAWFC may want to consider if there are additional ways in which it is uniquely positioned as a workforce funding collaborative to support workforce development systems alignment and systemic change.

SUSTAINABILITY & THE FUTURE

Looking forward, the sustainability of efforts supported by BAWFC in its first two funding cycles is a salient issue that is discussed in this section. In addition, we provide a description of BAWFC’s current community college

initiative, including how BAWFC has incorporated some lessons learned to date in its evolving strategy.

Sustainability of the First Two Grant Cycles

While BAWFC is pursuing a new strategy with community colleges in its third funding cycle, an important question remains about the sustainability of the work from the first two funding cycles. Providing comprehensive documentation of the plans and developments for sustainability was beyond the scope of this evaluation. However, it is our understanding that several BAWFC-funded programs have been sustained at varying levels by bringing in new funding from philanthropic and/or public sector dollars (mostly from the American Recovery and Reinvestment Act) as well as adjusting to economic and other contextual shifts, as highlighted below.

The Unity Council, for example, received two major American Recovery and Reinvestment Act grants totaling \$4.5 million to continue their Medical and Dental Assistant Training Programs. In the case of City College of San Francisco, the courses for their biotechnology training program are now being covered through the college's general fund dollars, which is a significant accomplishment in terms of institutionalizing a BAWFC-funded program. Furthermore, while the San Mateo County Human Services Agency is no longer investing in biotechnology training programs because the jobs have left the region, aspects of its BAWFC-funded model have been adapted to other sectors (e.g., green technology, public utilities) with career-path opportunities for low-income and disadvantaged populations.

It is the nature of workforce development programs to be dependent on time-limited grants, whether from philanthropic, public or other funding sources. Significantly, most grantees note that an infrastructure—including strong partnerships and successful occupational training programs—has been left in place as a result of the BAWFC grants, which has enabled these programs to continue with other resources.

BAWFC's Community College Strategy

Although BAWFC's current funding strategy is beyond the scope of this evaluation and report, the box beginning on the next page, written by BAWFC staff, provides the context for the Collaborative's work going forward. The Collaborative is actively considering and implementing lessons learned from the first two grant cycles in an effort to amplify and sustain the impact of its investments.

A Description of BAWFC's Current Funding Strategy

In June 2007, BAWFC embarked on a strategic planning process driven, in part, by uncertainty about future investments by EDD, its public partner in the first two grant cycles, and by a desire to focus its grantmaking more strategically. As the Steering Committee looked back on its first two grant cycles, it concluded that it had seeded a number of strong sector training programs and catalyzed relationships among workforce training providers; however, the programs remained largely dependent upon grant funding and had not necessarily led to longer-term systemic reforms.

Over the course of a year-long planning process, BAWFC considered a number of strategies for moving forward. An overriding consideration was how the Collaborative could strengthen the impact of its grantmaking, particularly in terms of taking successful principles and practices to scale and promoting lasting systems change within the regional workforce system. BAWFC remained committed to a public-private partnership model in which the Collaborative's relatively modest, but flexible, philanthropic funds could leverage public investments and sustain programs beyond the Collaborative's time-limited grants.

Ultimately, the funders decided to embark on a new phase of work focused on building the capacity of community colleges to serve as workforce intermediaries. A number of factors drove this decision:

- Community colleges were the main providers of training in most of the workforce partnerships funded in BAWFC's first two grant cycles and demonstrated potential to expand their role beyond training to provide strategic leadership within the broader workforce system;
- Community colleges are the largest provider of workforce training in the State of California and provide low-cost training to hundreds of thousands of low-income adults each year;
- Community colleges provide a gateway to training for those who are most disadvantaged and require basic skills remediation before they can enroll in advanced skills training; and
- As publicly funded institutions, there is potential for community colleges to institutionalize practices which can be sustained over time.

In 2009, BAWFC developed a theory of change to guide its community college investments. The theory of change identifies five core components that BAWFC believes are the foundation of a high functioning community college workforce intermediary. BAWFC's grantmaking is currently focused on building community colleges' capacity in the following key areas:

1. **Sector-customized training** from basic skills education and bridge programs through sector-specific entry-level skills training, vocational certificates and degrees, and skills upgrade training.
2. **Student support services** including academic and career counseling, case management, personal guidance, counseling (e.g., crisis intervention, mental health counseling, life skills counseling) and other services such as child care, transportation, book vouchers and asset-building activities that help students succeed in their training programs.

3. **Collaboration with other workforce development entities** that build linkages and increase coordination between community colleges and other key entities in the workforce development system such as workforce investment boards and community-based service providers.
4. **Employer engagement** to strengthen the involvement of employers in designing career-pathway programs and ensuring that they meet the ongoing needs of the industry.
5. **Job placement and retention services** to support students in finding and retaining employment in the sector for which they were trained.

BAWFC made initial investments in four Bay Area community colleges to build their capacity in these core areas. The colleges include: City College of San Francisco in San Francisco County; Peralta Community College District in Alameda County; Skyline College in San Mateo County; and Cabrillo College in Santa Cruz County. These colleges were selected because they have career-pathway programs in place, they have strong relationships with their local workforce investment board and community-based service providers, and they have demonstrated a commitment to innovation and to expanding their role beyond providing training to become a workforce intermediary.

In addition to the grants to these colleges, BAWFC has made a significant investment in professional development activities to strengthen the teaching of contextualized basic skills within community college Career Technical Education programs.

Over the next three to five years, BAWFC will make additional grants to these colleges to build capacity in the five core areas outlined previously with the aim of demonstrating how these strategies reinforce each other and lead to better outcomes for both employers and low-income jobseekers. In addition, BAWFC will develop a policy agenda to complement its community college investments. The policy agenda will support efforts to promote administrative and fiscal policies and practices—within community colleges, across the broader workforce system and at the state level—which will lead to the growth and sustainability of workforce intermediaries.

BAWFC has also formed a professional learning network in order to disseminate innovative practices across the four colleges and support replication and institutionalization of these practices throughout the Bay Area region. The network will bring together community colleges, workforce investment boards, local government and other workforce development entities to engage in a structured peer learning process with the goal of replicating models at other colleges.

CONCLUSION

While BAWFC's programmatic accomplishments demonstrate traction, the true mark of the Collaborative's legacy will be twofold: the ability of its first two cycles of grantees and partnerships to persist without continued funding from BAWFC, and the ability of the Collaborative to take on a more "activist" role and pursue broader systems change so that its financial investments have a longer-term impact. As demonstrated previously, many BAWFC grantees are on their way to finding other sources of funding or establishing

more permanent arrangements with their partners that will allow sustainability to occur.

But what are the longer-term lessons for the Collaborative itself? What should it take away from its experiences from the first two grant cycles and apply to its work going forward? First, the Steering Committee's clarity of purpose about BAWFC itself needs to be affirmed and reaffirmed over time. Whether promoting the BAWFC model, funding grantees or achieving systems change, Steering Committee members must continue to be clear about and unified around the Collaborative's collective intentions and priorities.

Second, given BAWFC's set of peers around the country, the overarching results of the Collaborative's efforts need to be assessed not only by their own goals but by those promoted within the field. Just as all workforce development programs are subject to field-wide dynamics (such as arcane data systems or funding built on soft money), so too are workforce funding collaboratives subject to an assessment of their ability to promote broader systemic change. Funders invest in workforce funding collaboratives to have a collective impact that is greater than the sum of its parts. Indeed, BAWFC's new approach to working with community colleges is an acknowledgement of that reality.

Finally, the experience of the first two funding cycles suggests that meaningful change is improbable unless the right constellation of players is involved and there is continual attention to learning and improvement. BAWFC is to be commended for its foresight in forging a partnership with EDD, and now, community college grantees. Engaging nonprofit organizations, educational institutions, labor unions and employers, and integrating public and private funding streams is the only way to turn the tide within the patchwork workforce development system that now exists. As the key funder of workforce issues in the Bay Area, and with a renewed focus on engaging public institutions and influencing systems, BAWFC remains well positioned to facilitate this change.

Notes

- ¹ The 10 Bay Area counties eligible for BAWFC funding are: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano and Sonoma.
- ² Projects funded by BAWFC served individuals seeking new jobs as well as incumbent workers interested in upgrading their positions. Both categories of participants are referred to as “jobseekers,” “workers,” and/or “employees” in this report.
- ³ The National Fund for Workforce Solutions (NFWS) is an umbrella group of investors across the nation that supports local and regional workforce funding collaboratives to address challenges within the workforce system. BAWFC is one of the workforce collaboratives that receives funding from NFWS and participates in the national evaluation.
- ⁴ The majority of first-cycle grants were made in 2004, and the majority of second-cycle grants were made in 2007; however, the starting and ending points of each grant varied.
- ⁵ The “other” grant supported a learning community among BAWFC grantees in the first funding cycle. This grant is included in the total amount of grant funding but is dissimilar from the remaining types of supplemental grants.
- ⁶ Key informants included BAWFC Steering Committee members, EDD representatives, other funders and workforce development field leaders. Some individuals (e.g., Steering Committee members, repeat grantees) were interviewed in both the first and the second cycle and are counted in both grant cycles. Furthermore, some interviews were conducted in groups, in which case each organization represented by multiple respondents is counted as one interview.
- ⁷ The Job Training Automation (JTA) system is EDD’s statewide data-tracking system. JTA stores the demographics, service receipt and outcomes information of individuals who participate in programs funded by EDD’s Workforce Investment Act. A data-sharing agreement was established between BAWFC and EDD after the start of the first grant cycle; as a result, first-cycle workforce partnership grantees that were potentially able but not required to use the JTA system did not. Starting in the second grant cycle, all workforce partnership grantees were required to use the JTA system, including those that served participants with philanthropic funds rather than Workforce Investment Act funds.
- ⁸ The evaluation was designed after first-cycle grants had already been made and reporting processes were put in place. As a result of this late start, some data were not requested and/or reported uniformly.
- ⁹ Those not eligible for data collection at the time of program exit include 191 nursing and 28 other health care program participants who had not had an opportunity to complete their planned services due to the end date of their programs and the time of data collection for the evaluation. At the one-year follow up, 582 first-cycle participants were not eligible for data collection because BAWFC and the evaluation team did not reliably request longer-term data from grantees. At follow up, 270 second-cycle participants did not have a follow-up interview by the time of data collection for the evaluation; it is unclear whether these participants were eligible for a follow-up interview (i.e., if one year had elapsed since program exit).
- ¹⁰ Educational data were only available for participants in the second grant cycle. Race data contains up to 7 first-cycle participants who are duplicated in the figures—there was no multiracial category so multiple race codes were chosen. “Sector unknown” refers to those participants enrolled by first-cycle grantees in San Francisco County, including one biotechnology program and one other health care program; the data were reported at the county level and could not be disaggregated at the sector level.
- ¹¹ Educational data were reported according to the highest grade completed. We assume that particular academic thresholds (i.e., grades 12, 14 and 16) correspond with degree attainment.

-
- ¹² The denominator includes those participants eligible for program completion. For example, some health care participants were not yet eligible to complete training programs given the timing of program enrollment and the duration of training, licensure and placement services.
- ¹³ The denominator includes those participants eligible for certification or licensure; this was not an intended outcome among several workforce partnerships.
- ¹⁴ The denominator includes those participants eligible for placement.
- ¹⁵ The proportion of participants eligible for health benefits does not take into account the quality or cost of benefits.
- ¹⁶ The denominator for each variable includes those participants eligible for each type of outcome, that is, participants supported by second-cycle grants who were placed in employment.
- ¹⁷ Unemployment rates are based on the civilian non-institutional population 16 years old and over. The Bay Area rates represent Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, Sonoma and San Benito Counties. San Benito County is not part of the BAWFC service area, and these data do not include Santa Cruz County, which is a part of BAWFC's service area. Rates are available from the Bureau of Labor Statistics. State and national rates: <http://www.bls.gov/bls/unemployment.htm>. Bay Area rates: <http://www.bls.gov/lau/>.
- ¹⁸ The denominator for the proportion of those employed is the number of placements at the time of program exit even though all placements did not have or were not necessarily eligible for a one-year follow-up interview. Therefore, this figure likely undercounts employment. Follow-up data were not available for the other health care program funded in the second cycle.
- ¹⁹ The San Francisco Bay Area standard of living figure is an estimate of the amount a single adult must earn to achieve a modest standard of living without public assistance. Available from: California Budget Project. (2007). *Making Ends Meet: How Much Does it Cost to Raise a Family in California?* Sacramento, CA. Not all BAWFC-funded participants are single adults; therefore, a wage corresponding with a modest standard of living would vary depending on household size.
- ²⁰ The number of responses for each option ranges from 7 to 9.
- ²¹ Employers' goals were self-reported and employers defined for themselves whether or not their goals were achieved. Percentages do not total 100% because respondents had the option of marking multiple responses.
- ²² JVS received two innovation grants, one grant in the first cycle of funding (e.g., curriculum research and development, planning training programs) that led to the related innovation grant (i.e., the Healthcare Career Ladders Initiative) in the second funding cycle. In this paragraph we focus on the progress/results from the most recent grant in the second funding cycle.
- ²³ Scott Hebert from Sustained Impact was part of the initial Abt Associates team that conducted evaluations of the SkillWorks and BAWFC initiatives. SkillWorks is a workforce initiative that was founded in 2003 to create sustainable improvements in the workforce development system in Boston and the state of Massachusetts. Scott's comparative memo summarized key cross-site lessons about how workforce initiatives promote systems change and sustainable impact in the workforce development system.

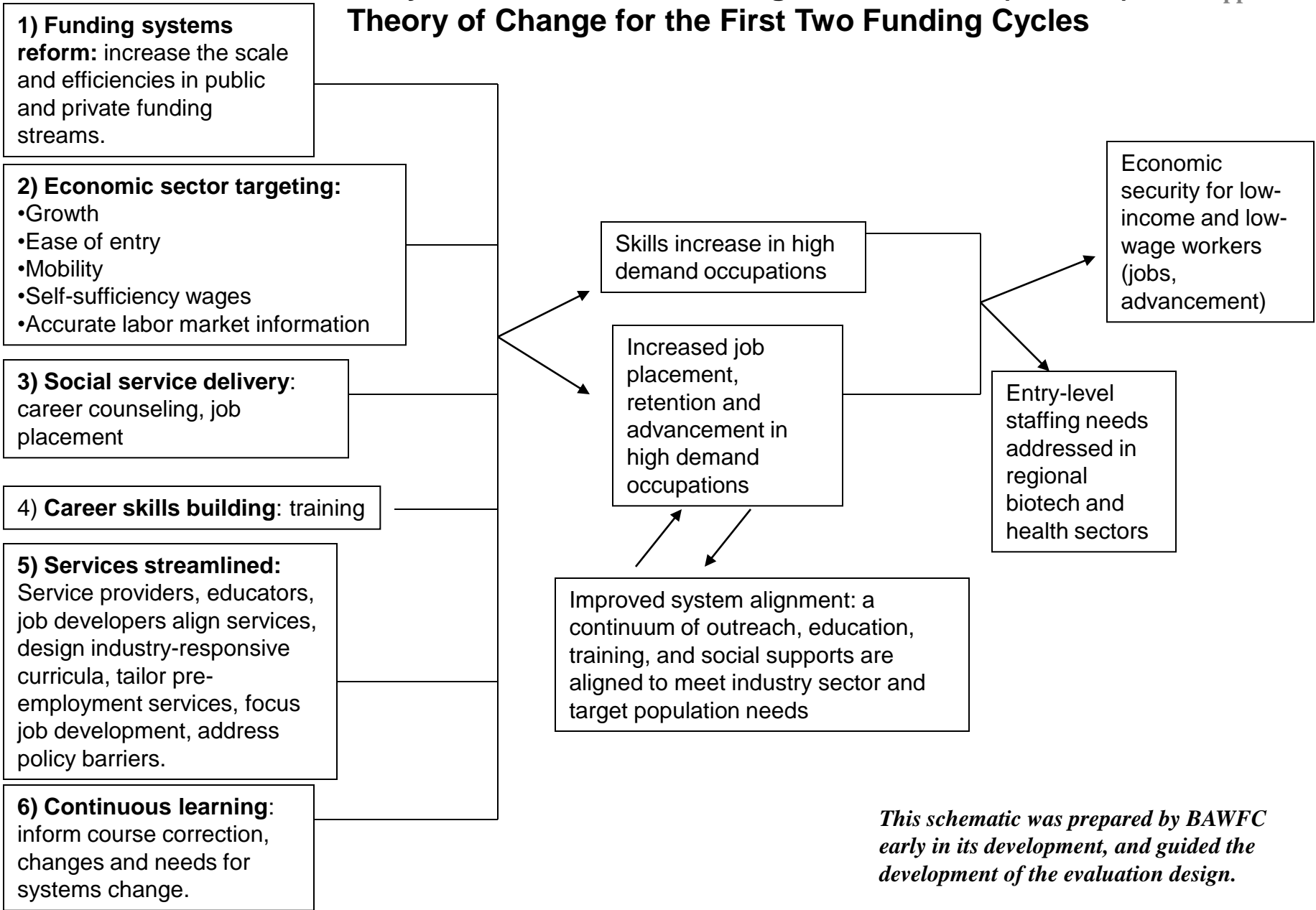
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Appendices

Appendix A: The Bay Area Workforce Funding Collaborative (BAWFC) Theory of Change for the First Two Funding Cycles.....	A1
Appendix B: Funders & Leadership in BAWFC's First Two Funding Cycles	B1
Appendix C: Description of Grants in BAWFC's First Two Funding Cycles	C1

Theory of Change for the First Two Funding Cycles



This schematic was prepared by BAWFC early in its development, and guided the development of the evaluation design.

Funders & Leadership in BAWFC's First Two Funding Cycles

BAWFC FUNDERS

- The Annie E. Casey Foundation
- California Community Colleges System
- California Employment Development Department
- The California Endowment
- California HealthCare Foundation
- The California Wellness Foundation
- Catholic Healthcare West
- The David B. Gold Foundation
- East Bay Community Foundation
- Evelyn and Walter Haas, Jr. Fund
- Gordon and Betty Moore Foundation
- The Grove Foundation
- The Hearst Foundations
- Kaiser Permanente Northern California
- Koret Foundation
- Levi Strauss Foundation
- Living Cities
- National Fund for Workforce Solutions
- Partners Investing in Nursing's Future
- Richard and Rhoda Goldman Fund
- Robert Wood Johnson Foundation
- The San Francisco Foundation
- Silicon Valley Community Foundation
- Thomson Family Foundation
- Walter and Elise Haas Fund
- Walter S. Johnson Foundation
- The William and Flora Hewlett Foundation
- William Randolph Hearst Foundation
- Women's Foundation of California
- Y & H Soda Foundation

BAWFC LEADERSHIP

BAWFC Coordinator

- Jessica Pitt, The San Francisco Foundation¹

Current Steering Committee Members

- Amanda Feinstein, Senior Program Officer, Walter and Elise Haas Fund
- Karina Moreno, Program Officer, Y & H Soda Foundation
- Megan McTiernan, Executive Director, Thomson Family Foundation
- Peggy Hilden, Healthcare Education Management Director, Kaiser Foundation Hospitals
- Rebekah Saul Butler, Program Director, The Grove Foundation
- Vanitha Venugopal, Program Director, The San Francisco Foundation

Former Steering Committee Members

- Carol Lamont, former Program Officer, The San Francisco Foundation
- Cathy Cha, Senior Program Officer, Evelyn and Walter Haas, Jr. Fund
- Denis Udall, former Program Officer, The Walter S. Johnson Foundation
- Kristina Palmer, former Program Officer, The William and Flora Hewlett Foundation

¹ Jessica Pitt was hired as the BAWFC Coordinator in April 2006.

Description of Grants in BAWFC's First Two Funding Cycles

WORKFORCE PARTNERSHIP GRANTS

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Cycle 1							
Jewish Vocational Services (JVS)	Nursing Career Ladder Institute (NCLI)	Total: \$683,250 BAWFC: \$683,250 EDD: NA	2 years	Health care – nursing	Community-based organization	Bay Area	In partnership with City College of San Francisco and employers, NCLI included three programs. The Licensed Vocational Nurse and Registered Nurse Refresher Programs primarily assisted foreign-trained nurses in updating their skills around current U.S. health care practices. The Registered Nurse Education Program was designed to help low-income individuals obtain an Associate's degree in Nursing.
NOVA Workforce Investment Board	Healthcare Navigator and increased community college capacity	Total: \$318,700 BAWFC: \$83,500 EDD: \$235,200	2 years	Health care	Workforce investment board	Silicon Valley	In order to support the development of streamlined services for unemployed and dislocated workers seeking training and placements in health care careers, this project included the creation of a health care navigator position and capacity building activities with community colleges.
Rubicon	Biosciences Career Training Project	Total: \$50,000 BAWFC: \$50,000 EDD: NA	1 year	Biotechnology	Community-based organization	West Contra Costa County (Richmond)	This program prepared low-income Richmond residents for employment within the biotechnology industry. Program services included

¹ BAWFC funds include those from the mutual fund and aligned philanthropic support. EDD figures represent the California Employment Development Department's Workforce Investment Act funds.

Appendix C

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
							customized work-based training, supportive services and retention activities and paid internships.
San Francisco Private Industry Council, Shirley Ware Education Center & Kaiser Permanente	Career Mobility Training Partnership	Total: \$375,000 BAWFC: \$125,000 EDD: \$250,000	2 years	Health care	Workforce investment board	City of San Francisco	This grant funded the expansion of the career mobility training partnership model to provide low-wage workers at Kaiser Permanente with opportunities to increase their skills and wages. It offered training, counseling, case management services and education to incumbent workers.
San Francisco Works & San Francisco Private Industry Council	On-Ramp to Biotech Program	Total: \$375,000 BAWFC: \$125,000 EDD: \$250,000	2 years	Biotechnology	Workforce investment board	City of San Francisco	This program replicated and expanded the City College of San Francisco's On-Ramp to Biotech Training Program. It provided training, education, paid internships and professional development services to low-income adults so that they have greater access to jobs and career pathways in the life sciences sector, specifically bioscience.
San Mateo County Human Services Agency	San Mateo Bridges Project	Total: \$796,300 BAWFC: \$381,500 EDD: \$414,800	2 years	Biotechnology	Workforce investment board	San Mateo County, Alameda County, South Bay Area	The grantee partnered with Genentech and other employers to create career pathways in health care and life sciences industries for disadvantaged low-income adults and youth. Activities included retraining, education and internships to prepare participants for postsecondary education or employment in these sectors.

Appendix C

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Santa Cruz County Workforce Investment Board	X-Ray Tech training	Total: \$270,000 BAWFC: \$20,000 EDD: \$250,000	2 years	Health care	Workforce investment board	Santa Cruz County	The grantee and Cabrillo College worked together to develop an X-Ray Technician training program for low-wage, incumbent medical assistants. Activities included employer-specific curriculum development and recruitment, training, support services and on-the-job training to assist participants in obtaining X-ray technician positions.
Shirley Ware Education Center	CNA to LVN Bridge and training	Total: \$198,500 BAWFC: \$198,500 EDD: NA	2 years	Health care – nursing	Nonprofit	City of San Francisco	In partnership with City College of San Francisco, Shirley Ware Education Center provided training to Certified Nursing Assistants (incumbent workers) to allow them to transition into Licensed Vocational Nurse positions within the health care industry. The program offered case management services and training to participants.
Cycle 2							
City College of San Francisco (CCSF)	Bridges Internship and Job Preparation Program	Total: \$400,000 BAWFC: \$175,000 EDD: \$225,000	3 years	Biotechnology	Community college	City of San Francisco	By providing education, training and career support services, the grantee aimed to prepare low-income, underrepresented adults and transition-age youth for employment within the biotechnology industry. Participants received career development, a basic skills upgrade and employability skills and participated in industry internships.

Appendix C

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Jewish Vocational Services (JVS)	East Bay Immigrant Nurse Re-Entry Program*	Total: \$342,000 BAWFC: \$342,000 EDD: NA	2 years	Health care – nursing	Community-based organization	East Bay	To address the nursing shortage in the East Bay, this program provided services and training to immigrant nurses to assist them in obtaining nursing positions in the area.
Jewish Vocational Services (JVS)	Nursing Career Ladder Institute (NCLI)	Total: \$600,000 BAWFC: \$325,000 EDD: \$275,000	2 years	Health care – nursing	Community-based organization	Bay Area	In partnership with City College of San Francisco and employers, NCLI included three programs. The Licensed Vocational Nurse and Registered Nurse Refresher Programs primarily assisted foreign-trained nurses in updating their skills around current U.S. health care practices. The Registered Nurse Education Program was designed to help low-income individuals obtain an Associate's degree in Nursing.
Peralta Community College District	On-Ramp and Bridge to Biotech Program ²	Total: \$280,000 BAWFC: \$145,000 EDD: \$135,000	2 years	Biotechnology	Community college	Alameda County	Laney College provided education and training to low-income, underrepresented adults and transition-age youth for employment within the biotechnology industry. Participants went through a sequence of pre-collegiate training courses and received recruitment, case management and tracking services from community-based organizations.

² This grant program was funded in cycle 1 with San Francisco Works and San Francisco Private Industry Council as the lead grantees.

Appendix C

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
San Mateo County Human Services Agency	San Mateo Bridges Project	Total: \$600,000 BAWFC: \$260,000 EDD: \$340,000	2 years	Biotechnology	Workforce investment board	San Mateo County	The grantee provided education, work experience and supportive services to disadvantaged youth and adults and dislocated workers to assist their transition into biotechnology manufacturing careers. This program offered Gateway classes at community colleges as well as job-specific classes (e.g., calibration and instrumentation class).
The Unity Council	Medical and Dental Assistant Training Programs*	Total: \$540,000 BAWFC: \$315,000 EDD: \$225,000	3 years	Health care	Community-based organization	City of Oakland	The Unity Council, in partnership with Youth Employment Partnership and Youth UpRising, provided training and support services to low-income, at-risk youth to prepare them for jobs as medical and dental assistants. The program offered job readiness training, educational skills support, internships, case management and job retention assistance, among other services.

Total: \$5,828,750

Workforce Partnership Grants Subtotal: BAWFC: \$3,228,750
EDD: \$2,600,000

PLANNING GRANTS

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Cycle 1							
The Unity Council	Healthcare Sector Project [#]	Total: \$50,000 BAWFC: \$50,000 EDD: NA	1 year	Health care	Community-based organization	City of Oakland (Fruitvale and San Antonio neighborhoods)	To increase the bilingual and bicultural workforce at community clinics, this grant funded the planning and piloting of a health careers initiative to prepare individuals with limited English proficiency for medical assistant positions at local community clinics. Components included curriculum development and training, supportive services and paid internships.
Cycle 2							
The Alameda County Health Care Foundation	Immigrant Nursing Re-Entry Program (Welcome Back Program) [#]	Total: \$77,600 BAWFC: \$77,600 EDD: NA	0.5 years	Health care – nursing	Foundation	Alameda County	This grant funded the establishment of an immigrant nursing re-entry program, a partnership of Alameda County Medical Center, Welcome Back Center, JVS and community colleges. The resulting program provided supportive services, internships, education and placement for foreign-trained nurses to help them obtain nursing positions.
Planning Grants Subtotal:		Total: \$127,600 BAWFC: \$127,600 EDD: NA					

INNOVATION GRANTS

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Cycle 1							
Community Clinic Consortium of Contra Costa County (CCCCCC)	Communications campaign	Total: \$150,000 BAWFC: \$150,000 EDD: NA	3 years	Health care	Employer	Contra Costa County	In order to attract culturally competent, diverse (bilingual) populations into careers in health care, this program increased knowledge, interest and understanding of community clinic employment through a communications campaign strategy and strengthening relationships between clinics and educational institutions.
Jewish Vocational Services (JVS)	Research and design health care/biotechnology training curricula	Total: \$50,000 BAWFC: \$50,000 EDD: NA	1 year	Health care and Biotechnology	Community-based organization	Bay Area	This grant was used to develop curriculum for high-demand occupations in the health care and life sciences fields to meet sector needs. Activities included curriculum research and development, planning training programs in specific occupations with workforce shortages, and developing partnerships with occupational training providers. JVS worked with UCSF and other employers to identify the specific skill needs for medical coders and radiologic technologists.

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Cycle 2							
Consumer Directed Services Network (CDSN)	CDSN launch	Total: \$130,000 BAWFC: \$130,000 EDD: NA	2 years	Health care	Nonprofit	Greater Bay Area	This grant was used to launch a pilot initiative of CDSN in California. CDSN aimed to improve compensation, training and career opportunities for ethnically diverse, low-income, direct support workers who serve people with developmental disabilities by providing support and human resource service administration for participating employer agencies.
Jewish Vocational Services (JVS)	Healthcare Career Ladders Initiative	Total: \$80,000 BAWFC: \$80,000 EDD: NA	1 year	Health care	Community-based organization	City of San Francisco	To improve the availability of incumbent worker training in health, JVS used this grant to develop a health care training institute. This institute was designed to provide training and career advancement opportunities to incumbent health care workers.

Innovation Grants Subtotal: **Total: \$410,000**
BAWFC: \$410,000
EDD: NA

POLICY GRANTS

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Cycle 2							
Insight Center [^] (formerly National Economic Development & Law Center)	Food Stamp Employment Training (FSET) Project	Total: \$390,450 BAWFC: \$390,450 EDD: NA	2 years	Cross-sector	Nonprofit	Alameda, Contra Costa, San Francisco, San Mateo and Santa Cruz Counties	This project supported technical assistance and advocacy to increase the use of FSET funding directed toward sector initiatives. This project hoped to improve Bay Area counties' and other workforce development providers' utilization of FSET funding, particularly for sector workforce partnerships.
California EDGE Campaign [^]	California EDGE Campaign	Total: \$225,000 BAWFC: \$225,000 EDD: NA	2.5 years	Cross-sector	Nonprofit	State of California	This project aimed to improve workforce development policy and increase funding to expand, support and increase access to sector initiatives. It supported the EDGE Campaign to mobilize its coalition of stakeholders, conduct advocacy and communicate to the media about its advocacy goals.

Policy Grants Subtotal: **Total: \$615,450**
BAWFC: \$615,450
EDD: NA

OTHER GRANTS

Lead Grantee Name	Project Name	Total Grant Amount ¹	Grant Duration	Sector	Lead Grantee Organization Type	Geographic Focus Area	Brief Grant Description
Cycle 1							
California Workforce Association	Learning and Innovation Network	Total: \$50,000 BAWFC: \$50,000 EDD: NA	1 year	NA	Nonprofit	State of California	This grant focused on building expertise and capacity and extending regional coordination and collaboration to increase expertise within the health care and life sciences sector. Specifically, it supported the establishment of a learning network among workforce investment board staff and partner organizations involved in BAWFC and the development of technical assistance and training products.

Other Grants Subtotal:	Total: \$50,000 BAWFC: \$50,000 EDD: NA
Grand Total:	Total: \$7,031,800 BAWFC: \$4,431,800 EDD: \$2,600,000

* These workforce partnership implementation grants were preceded by a planning grant listed in the Planning Grants section.

These planning grants preceded a workforce partnership grant.

^ These projects continued to receive additional BAWFC funding beyond the end of the second-cycle grant period.

GRANT AMOUNT & NUMBER OF GRANTS BY ORGANIZATION

Grantee Name	Total Grant Amount in the First Two Funding Cycles	Total Number of Grants in the First Two Funding Cycles
California Workforce Association	Total: \$50,000 BAWFC: \$50,000 EDD: NA	1
City College of San Francisco (CCSF)	Total: \$400,000 BAWFC: \$175,000 EDD: \$225,000	1
Community Clinic Consortium of Contra Costa County (CCCCCC)	Total: \$150,000 BAWFC: \$150,000 EDD: NA	1
Consumer Directed Services Network (CDSN)	Total: \$130,000 BAWFC: \$130,000 EDD: NA	1
Insight Center (formerly National Economic Development & Law Center)	Total: \$390,450 BAWFC: \$390,450 EDD: NA	1
Jewish Vocational Services (JVS)	Total: \$1,755,250 BAWFC: \$1,480,250 EDD: \$275,000	5
NOVA Workforce Investment Board	Total: \$318,700 BAWFC: \$83,500 EDD: \$235,200	1
Peralta Community College District	Total: \$280,000 BAWFC: \$145,000 EDD: \$135,000	1
Rubicon	Total: \$50,000 BAWFC: \$50,000 EDD: NA	1

Grantee Name	Total Grant Amount in the First Two Funding Cycles	Total Number of Grants in the First Two Funding Cycles
San Francisco Private Industry Council, Shirley Ware Education Center & Kaiser Permanente	Total: \$375,000 BAWFC: \$125,000 EDD: \$250,000	1
San Francisco Works & San Francisco Private Industry Council	Total: \$375,000 BAWFC: \$125,000 EDD: \$250,000	1
San Mateo County Human Services Agency	Total: \$1,396,300 BAWFC: \$641,500 EDD: \$754,800	2
Santa Cruz County Workforce Investment Board	Total: \$270,000 BAWFC: \$20,000 EDD: \$250,000	1
Shirley Ware Education Center	Total: \$198,500 BAWFC: \$198,500 EDD: NA	1
The Alameda County Health Care Foundation	Total: \$77,600 BAWFC: \$77,600 EDD: NA	1
The Unity Council	Total: \$590,000 BAWFC: \$365,000 EDD: \$225,000	2
California EDGE Campaign	Total: \$225,000 BAWFC: \$225,000 EDD: NA	1
Total	Total: \$7,031,800 BAWFC: \$4,431,800 EDD: \$2,600,000	23