

CHANGING SYSTEMS,



CHANGING LIVES

Evaluation of One Baltimore for Jobs:
Job Opportunities for Disconnected Young Adults



This evaluation was conducted with funds provided by the Annie E. Casey Foundation to Kingslow Associates. The views expressed herein are those of the author and do not necessarily represent those of the Annie E. Casey Foundation or the Baltimore Mayor's Office of Employment Development.

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Acknowledgments

The team assembled for this evaluation was led by Marcia Kingslow, Principal of Kingslow Associates, and included Susan Gewirtz and Talmira Hill.

This work could not have been carried out without considerable input from the staff of the Mayor's Office of Employment Development (MOED) and One Baltimore for Jobs (1B4J) grantees and partners. Our thanks to Jason Perkins-Cohen, MOED's Director, for his leadership and guidance throughout the demonstration, and MOED's staff and former staff for their generous input, including Julie Brooks, Samantha Archer-Davies, Marvin Blye, Jerome Davis, Kate Dowling, Corey Holland, Malcolm Leggett, Patricia Morfe, Evelyn Nicholson, Mary Sloat, Jon Smeton, Joe Smith, Angel St. Jean and Megan Wiessner.

1B4J grantees generously provided time and input to the evaluation through multiple interviews and surveys: Eli Allen, Nick Brooks, Ellen Burke, Elaine Carroll, Theresa Clacks, Eric Clay, Anita Donaldson, Scott Espenscheid, Kanika Feaster, Maurice Good, Dave Haddad, Paulo Gregory Harris, Phillip Holmes, Michelle Jackson, Patricia McLaughlin, Aaron Milton, Patricia Murphy, Marcia Netus, Lisa Phillips, Catherine Pitchford, Christina Ralls, Laura Spada, Krystle Starvis, Travis Street, Matt Stubbs, Pauline Taylor, Tanya Terrell, Clair Watson, Douglas Weimer, Kathleen Weiss and Melvin Wilson. 1B4J's partners also shared their insights: Susan Erlichman, Nancy Fenton, Susan Francis, Jim Graettinger, Carolyn Johnson, Melissa Loomis, Amy Petkovsek, Ashley Phillips, Harriet Robinson, Bonnie Sullivan and Chris Sweeney.

Kimberly Spring, Director of Research & Evaluation at the Annie E. Casey Foundation provided invaluable support and guidance to the evaluation, as did Sara Muempfer, Senior Associate. Danielle Torain, former 1B4J Project Manager, then on loan from the Casey Foundation, was instrumental in shaping 1B4J and the evaluation. We also benefited from external feedback from Diane Bell McKoy, Associated Black Charities; Linda Dworak, Baltimore Workforce Funders' Collaborative; Marci Hunn, Harry and Jeanette Weinberg Foundation; Chris MacLarion, Maryland Department of Labor, Licensing & Regulation; and Melanie Styles, Abell Foundation.

Executive Summary

In June 2015, following the uprising in response to the death of Freddie Gray while in police custody, the U.S. Department of Labor selected Baltimore as one of seven cities to receive a two-year, \$5 million *Urban Employment for Youth and Young Adults Demonstration* grant. The aim of the demonstration was to develop innovative approaches to reengage disconnected youth and young adults ages 16-29 who live in distressed communities and increase their access to high-quality jobs in growing industries.

The Mayor's Office of Employment Development (MOED) implemented the Baltimore demonstration in collaboration with the Maryland Department of Labor, Licensing and Regulation (DLLR). Known as One Baltimore for Jobs (1B4J), the demonstration specifically focused on young adult black males who were unemployed or underemployed, lacked a high school credential and/or had a criminal record. More broadly, 1B4J also sought to lay the groundwork for a stronger workforce system that brings together the public sector and training and service providers as partners to offer integrated services that better meet the needs of residents and employers.

1B4J was designed to connect young adults to potentially life-changing sector-based training programs that also provided critical support services to participants. These programs offer career pathways to middle-skilled jobs, but typically require that participants have a postsecondary credential, strong basic skills and job readiness skills. Many of Baltimore's young adults, particularly people of color, cannot meet basic academic requirements and face other barriers to participation in these programs. 1B4J not only sought to connect young adults to specialized barrier removal and support services, but to specifically align these programs with career pathway programs.

There is also scarcity of employment programs that specialize in serving youth and young adults. Service providers focused on these populations are generally disconnected from workforce development and sectoral employment projects. Adult-serving programs are less likely to employ positive youth development and other practices proven to be successful with young adults.

The ability of sector training programs to absorb more young adults is not simply a matter of having more training slots; it also depends on identifying capable partners who can engage young adults and provide customized barrier-removal services. This allows sector training organizations to do what they do best – provide high-quality, industry-recognized training and customized services to employers – and creates an efficient division of labor within the workforce development system. 1B4J's approach offers lessons for both young adult- and adult-focused components.

1B4J offered an opportunity to connect high-barrier young adults to the workforce, build organizational capacity and increase coordination between sector-based training providers, neighborhood-based support organizations and specialized barrier removal providers. The demonstration led to impressive participant-level outcomes, programmatic improvements for grantees and systems-level enhancements that will strengthen Baltimore's job pipeline. It also

underscored the complexity of this work and identified challenges that will require ongoing attention and resources.

Overview of 1B4J

Key components of 1B4J included:

Targeted Training for In-Demand Careers. Program grants were awarded to 13 sector training providers to deliver occupational skills training and job placement services to disconnected young adults. Partnerships with neighborhood-based organizations helped expand recruitment in low-income neighborhoods and specialized service providers focused on barriers to work. Targeted industry sectors included construction, healthcare, manufacturing, office administration and transportation/logistics.

Neighborhood-Based Outreach Services and Youth/Young Adult On-Ramps to Work (Community Connections). To strengthen the workforce development infrastructure in distressed neighborhoods and expand the pool of partners available to occupational skills training providers, four program grants were made to community-based organizations to build outreach, recruitment, assessment and case management capacity and connect participants to sector-based training and jobs.

Barrier Removal Pilots. To augment the program grants, 1B4J supported pilot projects to test innovative barrier removal strategies and strengthen connections between workforce development, adult education, legal services and child support organizations.

Practice Advisory Network. Partnerships were built into each 1B4J programmatic component and reinforced through network building activities designed to cultivate relationships, explore best practices, align and coordinate services and build capacity through peer learning and data sharing. The primary vehicle for these activities was a learning community convened by MOED for 1B4J grantees and partners.

Key Outcomes

1B4J achieved remarkable outcomes at the grantee and participant level, with most grantees meeting or exceeding goals for enrollment, skills training and other benchmarks. Among the seven DOL grant recipients, Baltimore not only served the largest number of participants, but also exceeded its targets by the biggest margins. Grantees enrolled 1,355 participants, of whom 1,057 completed programs. Three-fourths of those who completed a program were placed in jobs at an average wage of \$12.22. Notably, completion, placement and retention rates for young adults ages 18-29 were quite strong. Just as important was the demonstration's impact on Baltimore's overall workforce development system, including MOED's ability to serve as a workforce intermediary. 1B4J did not collect data on long-term outcomes such as job retention and career advancement, and without a comparison group, it is not possible to depict the impact of 1B4J. Additional evaluation efforts would be beneficial in understanding why 1B4J participants had these outcomes.

What follows is a summary of programmatic outcomes, as well as an overview of MOED's systems change work through 1B4J.

Targeted Training

1B4J's Targeted Training grantees achieved impressive participant-level outcomes, exceeding MOED's original goals. The proportion of enrollees who completed training was quite high – roughly 84%, compared to the 60% projected – and wages for enrollees who were placed at jobs exceeded the goal wage. The relationship between completions and industry-recognized credentials was also strong.

Targeted Training grantees were also generally successful at reaching 1B4J's priority populations: black males and ex-offenders ages 18-29 who lived in distressed neighborhoods.

Community Connections

One of MOED's priorities was to strengthen neighborhood job pipelines. Neighborhood job pipelines are designed to increase access to good jobs for residents living in distressed communities. They are anchored by formal and informal networks that bind communities. Pipeline organizations have deep, trusted relationships with residents and are essential components of effective, equitable workforce development systems.

Nine months into the demonstration, MOED observed that the Targeted Training providers were having difficulty reaching 1B4J's priority populations. MOED developed the Community Connections component to identify neighborhood-based organizations that worked closely with those populations, providing customized job readiness training and supports.

Community Connections grantees were able to reach jobseekers often overlooked or unprepared to participate in occupational skills training programs and achieved respectable enrollment, completion and placement outcomes. They built important relationships with sector training providers and became better connected to the workforce development system.

Adult Education Pilot Program

1B4J's adult education pilot program was designed to bridge disconnections between the adult education and workforce development systems that limit opportunities for low-skilled jobseekers.

With ambitious outcomes targets and a population with considerable basic skills gaps, overall outcomes for the pilot were marginal. However, the adult education partners made programmatic and operational changes that increased their capacity to serve individuals with very low basic skills. They also discovered that conventional adult education methods are less effective in a workforce development context. The relationships formed with 1B4J's occupational skills trainers exposed the adult education providers to models that accelerate enrollment of low-skilled jobseekers into sector training programs.

Legal Services and Child Support Pilot Programs

1B4J included two pilot programs that tested whether expanded access to legal and child support

services could improve outcomes for disconnected jobseekers. The pilots were lauded for efficiently providing high-quality services and considered the most important and enduring innovations of the demonstration. Embedding these types of services in the workforce system is more efficient and leads to a more coordinated delivery process.

The pilots were open to all 1B4J grantees. Sixteen of 19 grantees referred over 60% of participants to specialized barrier removal services that addressed child support arrears, criminal record expungements, housing and family issues, consumer and financial matters, public benefits and other issues that affect participants' employability and quality of life. With more than 800 cases opened, the legal services support proved to be especially valuable to training providers who lacked resources to provide these services directly.

1B4J and Systems Change

Although the demonstration designed by DOL was not a systems change initiative, MOED used 1B4J to address gaps in Baltimore's workforce systems. Previous efforts to reform Baltimore's workforce development system overlooked many of 1B4J's objectives, which in addition to dismantling institutional silos placed considerably more emphasis on reaching disadvantaged young adults and integrating neighborhood-based organizations into the workforce system.

In implementing 1B4J, MOED strived to emulate the characteristics of a workforce intermediary. Workforce intermediaries do not implement jobs projects but instead knit together networks of implementing partners that provide training or support services and collaborate with employers involved in sector initiatives. Intermediaries often use these experiences to develop policy and systems changes that will improve outcomes for low-income jobseekers and workers and stabilize firms and communities. They provide technical assistance, capacity building and blend public and private funding streams to advance organizational and systems-level improvements.

The absence of a local workforce intermediary in Baltimore had not only restricted access to various funding streams but also perpetuated systemic disconnections and fragmentation that had contributed to suboptimal results for disadvantaged jobseekers, workers and employers. MOED used 1B4J to address these gaps. Some of the systems change objectives implicit in the initiative included:

- Shifting the way public funds are allocated and diffusing more resources throughout the workforce system.
- Using competitive grantmaking to stimulate innovation, capacity building and systems integration.
- Fostering equity and inclusion at the participant and institutional levels.
- Rationalizing funding streams and duplicative services to generate efficiencies.
- Directing resources to underserved populations.

- Shifting the perspective of workforce development stakeholders toward partnerships, shared learning and translating programmatic and administrative lessons into concrete policies and systems changes.

MOED and grantees also expanded their administrative capacity, putting Baltimore in a better position to leverage public funding.

The relationships and partnerships formed through 1B4J's Practice Advisory Network created a culture of collaboration and inclusion and helped unify grantees around a common vision. The Practice Advisory Network survives the demonstration and provides a platform for ongoing information sharing, peer learning, technical assistance and policy advocacy.

Lessons Learned

1B4J provided valuable insight for improving employment outcomes for high-barrier young adults, organizational performance and the workforce systems. Notable lessons and challenges affecting success include:

- **Outreach and Recruitment Practices.** Participant outcomes were affected by outreach and recruitment practices. Relying on existing partners, community networks, in-house resources, canvassing and word of mouth referrals was effective for organizations that have deep neighborhood roots or connections to organizations that do. Outreach practices that were customized to young adults and specific subpopulations – including targeting underserved neighborhoods, social media outreach, community fair recruitment and referrals from community organizations – were more effective.
- **Barrier Removal Services.** Various circumstances in participants' lives interfered with training, job search activities, placement and retention. These included homelessness and housing instability; access to transportation; child care; failed or missed drug tests; the need for income; and mental health and substance abuse issues.
- **Documentation.** Publicly-funded grant programs have strict eligibility rules that require participants to provide extensive documentation, and all employers must submit employment eligibility criteria to the U.S. Citizenship and Immigration Services. Meeting documentation and verification rules can be difficult, especially for young jobseekers, homeless individuals and returning citizens who often do not have proper identification. Identification clinics and legal services that help participants obtain documentation were critical to enrollment and placement outcomes.
- **Customized Job Readiness Training.** Embedding job readiness training in sector programs or customizing standalone readiness programs to specific occupations led to better completion outcomes, as did longer job readiness programs and sector training programs that included soft skills training. Job readiness programs that incorporated life skills training and career exploration were especially effective with young adults.
- **Bridging Basic Skills Gaps.** Several training providers offered math or literacy bridge

programs prior to occupational skills training. The bridge programs were contextualized to employers' needs and industry standards and credited with helping grantees meet or exceed their completion targets. The adult education providers shifted their perspective away from conventional literacy practices toward integrated basic skills training and other proven practices that facilitate labor market entry.

- **Workplace Bias.** Jobseekers of color, women, people with disabilities, non-English language speakers and others who face discrimination need to know how to recognize and deal with workplace bias and not let it derail their career aspirations. Similarly, employers often need help creating safe workplaces and understanding how implicit and explicit biases in employment processes affect employee turnover. 1B4J's legal services included know-your-rights training for participants, and a couple of training providers addressed retention and workplace bias through job-quality strategies; however, considerably more work is needed in these areas.
- **Adult Education is a Critical Component to Workforce Development.** A large number of Baltimore city adults lack a high school diploma, and many others have one but do not have the reading or math skills to enter occupational training. Adult education is a key tool in expanding access to workforce development, but traditional education practices have not been very successful at moving large numbers of adults towards their GED quickly. 1B4J attempted to more seamlessly connect adult education and occupational skills training but had only modest success. Nevertheless, important lessons were learned and this should remain a priority for the future.

Recommendations

1B4J's results suggest that by investing in organizational capacity building, innovative barrier removal practices, multi-stakeholder partnerships and systems alignment, disconnected young adults – particularly young adults of color – can succeed in sector-based training programs and embark on meaningful career pathways. These improvements have strengthened Baltimore's workforce pipeline and hold promise for other communities, although additional evaluation will be needed to fully assess the impact of these efforts. Recommendations for sustaining and expanding these efforts include the following:

- **Set Common Workforce Development Goals.** 1B4J demonstrated what can happen when multiple organizations work toward a common objective that extends beyond an individual grantee's requirements. Proceed from a common results frame or overarching objective that guides all members of the workforce development and adjacent systems, such as: "All jobseekers and workers have equitable access to education, supports and job opportunities that keep them out of poverty." This guiding star – keeping the jobseeker front and center – will help stakeholders identify which investments, interventions, strategies and collaborations advance this result.
- **Invest in Building Organizational Capacity.** The ability to implement 1B4J program activities and manage administrative functions varied across grantees. Underdeveloped fiscal and contract management capacity resulted in inefficiencies and affected outcomes.

Innovations occur when grantees have discretionary resources to create and follow a budget and invest in training, technical assistance, partnerships and self-assessment. Knowledge and use of best practices in young adult employment, positive youth development and sector-based workforce strategies is key.

- **Invest in Neighborhood Job Pipelines.** The organizations that are best able to reach and support hard-to-serve residents often do not have the institutional capacity to participate in large-scale initiatives, referral networks and learning communities or attract mainstream funders. The small Community Connections grantees faced capacity and funding challenges throughout the demonstration. Capacity building is critically needed for these integral partners.
- **Engage Employers.** Strong employer partnerships yield important resources for workers and training providers that go far beyond job placements, including internships, paid work experience, advancement opportunities, workplace mentors, tuition assistance, curriculum development, instructors, training equipment and machinery. Many training providers do not have the capacity to leverage these benefits, and few are equipped to help workers and employers address job quality issues, workplace bias and other factors that affect retention and advancement. Capacity building is needed to shift employer engagement from transactional requests for job slots to reciprocal partnership.
- **Adapt Programs to Serve Youth and Young Adults.** Adult-serving workforce development organizations can be key partners in engaging young adults if they are given the appropriate support and adopt workforce-oriented positive youth development practices, such as coaching, mentoring, career exploration, leadership development, preparing young adults to navigate workplace bias and providing work experience. Youth-serving organizations and neighborhood-based coaches are especially effective in supporting disconnected young adults prior to occupational skills training, particularly when working in tandem with specialized college and career navigators.
- **Invest in Specialized Services.** Referring participants to legal and child support services provided by specialized partners created efficiencies and cost-savings for training providers and improved the quality of services provided to participants. This model should be expanded and adapted to other areas, such as mental health services, financial education and certain case management functions.
- **Develop Common Measures.** The use of common measures, reporting templates and processes to which funders hold workforce development organizations accountable would allow training and service providers to devote more time to participants and institutional capacity building. However, it is critical that workforce organizations and funders co-design assessment criteria. Shifting the perspective on monitoring and compliance and emphasizing learning and the strategic use of data would make these exercises more useful to organizations and the system.
- **Formalize Referrals Networks.** 1B4J's relationship and network building laid the groundwork for multi-directional referrals, but grantees did not have the staff capacity to

formalize this work. The lack of integrated data systems also precluded action. Further investment is needed to ensure that participants can maximize opportunities and move through and across systems seamlessly.

- **Provide Stipends.** The need for immediate income is particularly crucial for 1B4J's jobseekers. Several grantees reported that the availability of stipends helped participants meet living expenses during training and contributed to completion outcomes. Notably, the lack of stipends forces many jobseekers to select shorter training programs. This has equity implications given the concentration of people of color in low-wage, low-quality jobs that typically require less training.

1. Introduction

In June 2015, following the uprising that ensued in response to the death of Freddie Gray while in police custody, the U.S. Department of Labor (DOL) selected Baltimore as one of seven cities to receive a two-year, \$5 million, Urban Employment for Youth and Young Adults Demonstration Grant.¹ The aim of the demonstration was to develop innovative approaches to reengage disconnected youth and young adults ages 16-29 who live in distressed communities and increase their access to high-quality jobs in growing industries.

The Mayor's Office of Employment Development (MOED) implemented the Baltimore demonstration in collaboration with the Maryland Department of Labor, Licensing and Regulation (DLLR). Known as One Baltimore for Jobs (1B4J), the demonstration focused on young adult black males who were unemployed or underemployed, lacked a high school credential and/or had a criminal record. It also offered an opportunity to address structural barriers^{2,3} and systems misalignments⁴ that reduce opportunities for residents of Baltimore's economically disinvested neighborhoods. MOED used the demonstration to build the capacity of and connections between the agency, sector-focused training providers, neighborhood-based organizations and specialized service providers. This led to impressive participant-level outcomes, programmatic improvements and systems-level enhancements.

The Annie E. Casey Foundation commissioned Kingslow Associates to conduct an independent evaluation of 1B4J. This report is the result of that work.

Overview of 1B4J

1B4J commenced shortly after MOED came under new executive leadership. Many of the demonstration's objectives aligned with the new director's interest in positioning the agency to be a supportive partner, network builder and innovator. Particular attention was given to the lack of meaningful employment and career pathways for disconnected jobseekers, the need for coordinated barrier removal strategies and the underutilized role of community-based organizations in Baltimore's workforce development system.

1B4J employed multiple strategies to increase opportunities for disconnected young adults, all of which emphasized the importance of coordination, partnerships and alignment across workforce development platforms. Its assumptions, strategies and learning results are arrayed in the Demonstration and Learning Framework included in Appendix A. 1B4J was implemented through program grants, pilot projects and capacity building approaches in three primary areas:

¹ The other cities in the demonstration were Camden, NJ, Charleston, SC, Detroit, MI, Ferguson, MO, Houston, TX and Long Beach, CA.

² James M. Quane, William Julius Wilson and Jackelyn Hwang, "Black Men and the Struggle for Work," *Education Next*, 15(2), 22-29.

³ Devah Pager, Bruce Western and Bart Bonikowski, "Discrimination in a Low-Wage Labor Market: A Field Experiment," *American Sociological Review*, 74(5): 777-799.

⁴ Hamutal Bernstein and Ananda Martin-Caughey, *Changing Workforce Systems*, (Washington, DC: Urban Institute, 2017).

- **Targeted Training for In-Demand Careers.** Program grants were awarded to 13 sector training providers to deliver occupational skills training and job placement services to disconnected young adults. The strategy involved partnerships with neighborhood-based organizations to expand recruitment in low-income neighborhoods and specialized service providers to mitigate barriers to work. Emphasis was placed on young adult-centered job readiness training, life skills training and case management practices. Grantees worked in the construction, healthcare,⁵ manufacturing, office administration and transportation/logistics sectors and included:

Baltimore Alliance for Careers in
Healthcare
BioTechnical Institute of Maryland
Bon Secours of Maryland Foundation
Caroline Friess Center
Catholic Charities
City Life Community Builders

Civic Works
Humanim
Jane Addams Resource Corporation
Job Opportunities Task Force
Maryland New Directions
New Pathways
Vehicles for Change

- **Neighborhood-Based Outreach Services and Youth/Young Adult On-Ramps to Work (Community Connections).** To strengthen the workforce development infrastructure in distressed neighborhoods and expand the pool of partners available to occupational skills training providers, four program grants were made to community-based organizations to build outreach, recruitment, assessment and case management capacity and connect participants to sector-based training and jobs. Grantees included:

Baltimoreans United in Leadership Development
Center for Urban Families
Ingoma Foundation
Youth Empowered Society

- **Barrier Removal Pilots.** To augment the program grants, 1B4J supported pilot projects to test innovative barrier removal strategies and strengthen connections between workforce development organizations and adult education, legal services and child support service providers. (A planned mental health and substance abuse pilot was unrealized.) The following organizations were involved in pilots:

Legal Services and Child Support Pilots
Maryland Legal Services Corporation
Homeless Persons Representation Project
Maryland Legal Aid
Maryland Volunteer Lawyers Service
Maximus/Baltimore's Office of Child Support Services

⁵ Although Baltimore has effective sector programs that focus on male-dominated occupations, other programmatic commitments precluded them from collectively making enough training slots available to meet 1B4J's performance targets. The healthcare sector was included to help meet the targets, resulting in a high number of female participants despite 1B4J's emphasis on young adult males.

Adult Education Pilot

America Works of Maryland and Baltimore City Community College
Living Classrooms Foundation and South Baltimore Learning Center

Because Baltimore did not have a wide network of youth employment organizations at the start of the demonstration 1B4J largely relied on adult-serving organizations. MOED also shifted 1B4J's age range from 16-29 year olds to 18-29 year olds largely because Maryland law requiring 16-17 year olds to be in school made it difficult to serve this population under 1B4J.

Due to the exploratory nature of the demonstration and bureaucratic challenges affecting its implementation, each 1B4J component had different start-up periods. 1B4J's original end date of April 30, 2017, was extended through December 31, 2017.

The following tables provide snapshots of key outcomes. (This evaluation reports final outcomes data provided by MOED in early-2018 and does not reflect minor updates made by the agency based on outstanding grantee reports received.) MOED identified priority populations to be served by the demonstration but allowed grantees to enroll participants outside of these groups, including females and individuals over the age of 29.

Table 1: Outcomes by 1B4J Type of Grantee December 2017				
Type of Grantee	Enrollment	Completion	Placement	Wage
Occupational Skill Providers	1,026	861	641	\$12.61
Community Connections	174	146	76	\$11.82
Adult Education*	155	50	60	n/a
Total	1,355	1,057	777	\$12.22
* Adult education's completion total combines participants who achieved grade-level increases with those who earned a high school diploma or GED. Some enrollees were placed in jobs before achieving an academic outcome, resulting in a placement outcome larger than the completion outcome.				

Table 2: Comparison of Priority Populations by 1B4J Grantee Type December 2017						
Type of Grantee	Enrollment	Male	Black	18-29 years	Distressed Neighborhood	Ex-Offenders
Occupational Skill Providers	1,026	51%	90%	59%	54%	35%
Community Connections	174	49%	95%	70%	53%	48%
Adult Education	155	34%	89%	45%	65%	25%

1B4J and Systems Change

Although the demonstration designed by DOL was not a systems change initiative, MOED used 1B4J to address gaps in Baltimore's workforce systems. The effectiveness of any system is dependent on the quality and depth of relationships and interactions among its respective parts – its actors, stakeholders and subsystems. Recent efforts to reform Baltimore's workforce development system overlooked many of 1B4J's objectives, which in addition to dismantling institutional silos placed considerably more emphasis on reaching disadvantaged young adults and integrating neighborhood-based organizations into the workforce system.⁶

Systems change initiatives are often driven by workforce intermediaries. Whether they are nonprofit, governmental, trade, philanthropic or civic organizations, they have relationships throughout workforce development and other systems, implement strategies that benefit jobseekers, workers and employers and actively cultivate partnerships across multiple platforms. Workforce intermediaries do not implement jobs projects but instead knit together networks of implementing partners that provide training or support services and collaborate with employers involved in sector initiatives. Intermediaries often use these experiences to develop policy and systems changes that will improve outcomes for low-income jobseekers and workers and stabilize firms and communities. They provide technical assistance, capacity building and blend public and private funding streams to advance organizational and systems-level improvements.⁷

MOED exhibited many of these characteristics in implementing 1B4J and in doing so filled a niche long vacant in Baltimore. The absence of a local workforce intermediary has not only restricted access to various funding streams but also perpetuated systemic disconnections and fragmentation that has contributed to suboptimal results for disadvantaged jobseekers, workers and employers. MOED used 1B4J to address these gaps. Some of the systems change objectives implicit in the initiative included:

- Shifting the way public funds are allocated and diffusing more resources throughout the workforce system.
- Using competitive grantmaking to stimulate innovation, capacity building and systems integration.
- Fostering equity and inclusion at the participant and institutional levels.
- Rationalizing funding streams and duplicative services to generate efficiencies.
- Directing resources to underserved populations.

⁶ Phase 1 of the Baltimore Integration Partnership included a workforce development systems change component, but did not specifically focus on disconnected young adults or address systemic barriers.

⁷ Seminal works on workforce intermediaries are: Robert P. Giloth, ed. *Workforce Intermediaries for the 21st Century*, (Philadelphia, PA: Temple University Press, 2004); and Maureen Conway and Robert P. Giloth, eds., *Connecting People to Work: Workforce Intermediaries and Sector Strategies*, (New York, NY: Columbia University, 2014).

- Shifting the perspective of workforce development stakeholders toward partnerships and shared learning and translating programmatic and administrative lessons into concrete policies and systems changes.

While the systems change objectives were clear to 1B4J's designers they were not made explicit in its RFPs, leading many grantees to assume that 1B4J was just another grant program, albeit one with much more red tape. This was largely attributed to 1B4J's quick rollout and the lack of a shared systems change vision within MOED prior to the current director's tenure. As the demonstration evolved the systems change objectives became more apparent to 1B4J's grantees and partners as well as MOED staff. Particular emphasis was placed on forming partnerships and increasing practitioners' capacity to manage publicly-funded grants. This would help leverage opportunities for disadvantaged youth and young adults through Workforce Innovation and Opportunity Act (WIOA) and other funding streams. (Specific systems change elements are examined in Section 6.)

Evaluation Approach

This evaluation includes process and outcomes assessments. The process component assesses how the initiative advanced MOED's objectives and focuses on 1B4J's grantmaking, partnership and capacity building activities. It examines core program and operational elements of 1B4J's grants and pilots, as well as MOED's role in promoting innovations and system improvements. The outcomes assessment includes summative analysis of participant-level results from four perspectives: overall trends compared to MOED targets; client characteristics at enrollment; individual agency performance; and outcomes by client characteristics.⁸ The factors that influenced outcomes are also examined.

The following learning questions guided the evaluation:

- Do customized outreach, job readiness training, barrier mitigation and support service strategies increase the capacity of sector-based training providers to serve priority populations and contribute to better outcomes?
- Do cross-sector partnerships between MOED, workforce training providers, community organizations and other stakeholders increase capacity, align systems, streamline service delivery and promote innovations that lead to better participant outcomes?
- Are members of 1B4J's network positioned to influence other workforce development stakeholders and funders to invest in strategies that benefit disconnected youth?
- Can MOED function as a workforce intermediary and spur innovation and systems change and leverage job opportunities for resident living in distressed neighborhoods?

⁸ The evaluation relied on data provided by MOED, including official numbers based on verified participant information and trend data that may have used unofficial numbers. There are slight discrepancies in the official and unofficial numbers (noted in the tables), but they do not detract from patterns and trends that are important to understanding 1B4J's achievements and challenges.

Methodology. Mixed research methods were used to collect and analyze information and data for this evaluation. Multiple on-site, telephone and focus group interviews were conducted with project managers and other staff in each of the 26 1B4J grantees and partners and MOED and 1B4J staff. External stakeholders were interviewed to gauge 1B4J's influence on other workforce development initiatives. (A list of interviewees is included in Appendix B.) On-line surveys were conducted midway through the demonstration and toward the end. Evaluators attended 1B4J Practice Advisory meetings in an observation and participant observation capacity, and Marcia Kingslow, Principal Evaluator, occasionally participated in 1B4J strategic planning meetings, providing feedback that supplemented formative reports.

Organization of this Report. This report is organized around 1B4J's programs and pilots. The Targeted Training component is examined in Section 2, followed by Community Connections in Section 3, the Adult Education pilot in Section 4 and the Legal Services and Child Support pilots in Section 5. Section 6 examines 1B4J's partnership and capacity building objectives, the demonstration's impact on MOED's policies and practices and how 1B4J is influencing changes to Baltimore workforce development system. Conclusions and recommendations are found in Section 7.

2. Targeted Training Programs

Workforce development initiatives that focus on industry sectors offer considerable benefits to employers, jobseekers and local economies. Sector initiatives are characterized by strong partnerships between workforce training providers, employers, industry associations, community colleges, labor unions, public workforce agencies and other stakeholders. They augment occupational skills training with best practices such as career pathways, integrated basic skills, job readiness and wraparound support to expand opportunities for low-skilled jobseekers and workers. Sector initiatives typically lead to systems-level improvements, such as alignment between workforce development and systems and changes in funding priorities and employer policies.⁹ Participants tend to have better employment outcomes than those in conventional job training programs.^{10, 11} Not all sector initiatives espouse values of equity and inclusion, but those that do work to reduce disparities affecting jobseekers and workers of color.¹²

Sector strategies offer career pathways to middle-skilled jobs that typically require a postsecondary credential, strong basic skills and job readiness. Many Baltimore jobseekers cannot meet basic academic requirements to participate in sector training. For example, 68% of participants in six Baltimore sectoral training programs had a high school diploma/GED or less as their highest academic credential.¹³ Despite the basic skills gap, however, Baltimore's sector providers typically do not have the resources to offer adult basic education services on par with sector organizations nationally.¹⁴ Academic and other barriers have resulted in under-enrollment of jobseekers most needing job training.

Baltimore's young adults face other hurdles accessing sector training programs. There are few employment programs that specialize in serving young adults ages 16-29 and service providers focused on young adults are not very involved in workforce development or sectoral employment projects. While many sector training programs accept participants as young as 18, their programs are largely geared toward older adults. Adult-serving programs are less likely than those serving youth and young adults to employ practices that benefit young adult jobseekers, such as customized support services, connecting young adults to mentors and caring adults, exposure to a wide range of career options and providing work experience.¹⁵ The ability

⁹ Lisa Soricone, *Systems Change in the National Fund for Workforce Solutions*, (Boston, MA: National Fund for Workforce Solutions, 2015).

¹⁰ Sheila Maguire et al., *Tuning In to Local Labor Markets: Findings from the Sectoral Employment Impact Study*, (Philadelphia, PA: Public/Private Ventures, 2010).

¹¹ Joseph Gasper and Kathryn Henderson, *Sector-Focused Career Centers Evaluation: Effects on Employment and Earnings After One Year*, (New York: New York City Center for Economic Opportunity, 2014).

¹² Many organizations affiliated with the National Network of Sector Partnerships have used sector strategies to achieve race equity and economic inclusion objectives. See: <https://insightcced.org/our-areas-of-focus/workforce-development/national-network-of-sector-partners-nnsp/>.

¹³ Baltimore Workforce Funders Collaborative, *Strengthening Baltimore's Workforce: Reflections and Lessons Learned*, (Baltimore, MD: Author, 2017).

¹⁴ Baltimore Workforce Funders Collaborative, *Baltimore Benchmarking Brief*, (Baltimore, MD: Author, 2015). This analysis shows that 25% of Baltimore workforce development organizations provide adult basic education services and 20% provide GED preparation, compared to 52% and 50%, respectively, of providers nationally.

¹⁵ Ranita Jain, *Connecting Young Adults to Employment*, (Washington, DC: Aspen Institute, 2015).

of sector training programs to absorb more young adults is not simply a matter of having more training slots; it also depends on identifying capable partners who can engage young adults and provide customized barrier removal services.

Core Components and Organizations

MOED identified sector partnerships as the best strategy to expand job opportunities for disconnected young adults ages 18-29. 1B4J's Targeted Training for In-Demand Careers component involved sector-based training providers and was guided by key assumptions:

- Participants in industry sector training programs achieve better employment outcomes than those in traditional programs, but individuals in 1B4J's priority populations have difficulty identifying and enrolling in these programs.
- Sector-based training programs are not well equipped to address employment barriers faced by 1B4J's priority populations and could benefit from partnerships with neighborhood outreach, job readiness and specialized service organizations.

MOED awarded approximately \$2.9 million in grants to 13 sector training providers, at least ten of which participated in the National Fund for Workforce Solutions (a national network of sector partnerships) and/or the State of Maryland's Employment Advancement Right Now (EARN) program.¹⁶ Grants were awarded to the following organizations in five targeted sectors:¹⁷ (Descriptions of individual organizations are included in Appendix C.)

Training Provider	Targeted Sector	1B4J Grant Amount
Baltimore Alliance for Careers in Healthcare (BACH)	Healthcare	\$150,000
BioTechnical Institute of Maryland (BTI)	Healthcare	\$232,288
Bon Secours of Maryland Foundation	Healthcare	\$248,866
Caroline Friess Center	Healthcare	\$250,000
Catholic Charities	Automotive Transportation/Logistics	\$250,000
City Life Community Builders	Construction	\$118,676
Civic Works/Baltimore Center for Green Careers	Construction	\$250,000
Humanim	Office Administration	\$249,695
Jane Addams Resource Corporation (JARC)	Manufacturing	\$250,000
Job Opportunities Task Force (JOTF)	Construction	\$250,000
Maryland New Directions	Maritime Transportation/Logistics	\$250,000
New Pathways	Healthcare	\$250,000
Vehicles for Change	Automotive Transportation/Logistics	\$125,000

¹⁶ See <http://www.dllr.state.md.us/earn/earnresources.shtml> for more information about Maryland's EARN program.

¹⁷ Plans to issue an RFP for sector training in technology were abandoned because of another technology training initiative was under development.

The Targeted Training grants began in October 2015 or shortly thereafter. BACH's grant began in July 2016.¹⁸ An additional \$410,000 in awards were made to four grantees in December 2016 and May 2017,¹⁹ for a total of approximately \$3.3 million. MOED was granted a no-cost extension from DOL to continue 1B4J through December 31, 2017. Grantees who had not completed their grant requirements accepted no-cost extensions.²⁰

Training providers were expected to partner with neighborhood-based organizations to recruit disconnected young adults, provide job readiness and life skills training, case management and supports and participate in 1B4J's network building activities. Most partnered with organizations with which they had prior relationships. However, their connections to 1B4J's priority populations varied. As a result, MOED developed the Community Connections strategy to expand outreach, recruitment and job readiness training (discussed in Section 3). The expectation was that the Targeted Training and Community Connections grantees would develop multi-directional referrals partnerships. This occurred to varying degrees for reasons discussed in Section 6.

Targeted Training Outcomes

The primary measures to assess the effectiveness of the Targeted Training component are enrollments, training completions, industry-recognized credentials earned, job placements, job retention and wage at placement. Outcome targets were proposed by the grantees. Results achieved by 1B4J's original April 30, 2017 end date and the extended end date of December 31, 2017 were analyzed.

Overall Trends and Targets

The Targeted Training providers exceeded MOED's original goals. The proportion of enrollees who completed training was notably high – roughly 84%, compared to the 60% projected. The relationship between completions and industry-recognized credentials was also strong.

The proportion of enrollees who completed programs increased steadily over the life of the initiative as did job placements (Chart 1). While this is an expected result associated with the life cycle of the demonstration, it also reflects improved practices implemented by the grantees.

¹⁸ Although BACH's award supported a pilot job readiness training program for community health workers and peer recovery support specialist, it is included in this section because it is sector partnership.

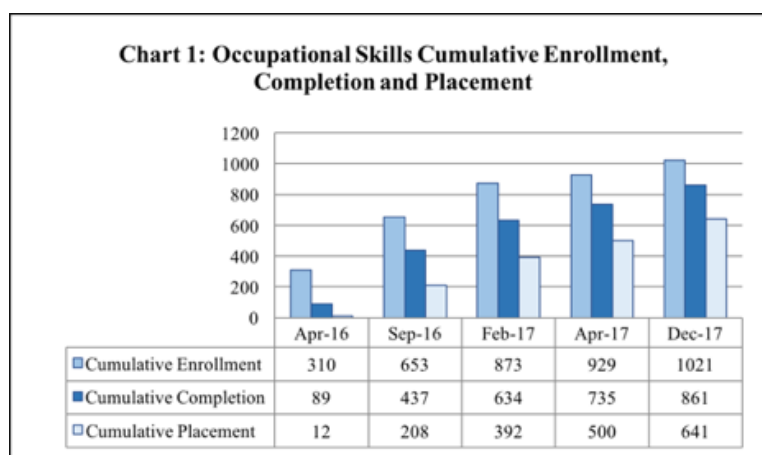
¹⁹ BTI, Civic Works, JOTF and Maryland New Directions received supplemental grants.

²⁰ Caroline Center, City Life, Humanim, New Pathways and Vehicles for Change met their performance targets by their original end dates and did not take no-cost extensions.

Table 3: Occupational Skills Overall Targets and Outcomes, 2017

Measure	Targets		Outcomes		Percent of Target Met	
	Original	Revised*	April	December	Original Target Met by April	Revised Target Met by December
Participants enrolled in occupational skills training	700	822	935	1,027	134%	125%
Participants completed training – occupational skills training only	400	493	739	861	185%	175%
Participants achieving industry-recognized credential	400+	464	725	840	181%	181%
Placement	500	574	500	641	100%	112%
Average placement wage	≥ \$11/hour		\$12.44	\$12.61		

* Four grantees received additional funding, resulting in increased target numbers.



Enrollments were slow to start, but by September 2016 the training providers achieved over 93% of their enrollment and 83% of their completion targets. By February 2017, they exceeded them. Placements accelerated by September 2016, nearly doubled by February 2017 and exceeded the target by the demonstration's original end date.

1B4J's Priority Populations

1B4J was generally successful in reaching its priority populations,²¹ with variation among priority groups and grantees.

²¹ MOED designated black males and ex-offenders ages 18-29 who lived in distressed neighborhoods as priority populations for 1B4J. However, grantees were permitted to enroll participants outside of these groups, including older individuals and females.

Table 4: Occupational Skills Enrollees by Priority Categories, December 2017

Training Provider	Enroll-ment*	Male		Black		18-29 Years‡		Distressed Neighborhood		Ex-Offenders	
	#	#	%	#	%	#	%	#	%	#	%
BACH Occ Skills	62	48	77%	33	53%	6	10%	58	94%	45	73%
BioTech Institute	76	20	26%	67	88%	51	67%	36	47%	7	9%
Bon Secours	72	4	6%	71	99%	70	97%	54	75%	3	4%
Caroline Center	193	0	0%	186	96%	135	70%	97	50%	10	5%
Catholic Charities	76	60	79%	71	93%	39	51%	47	62%	53	70%
City Life	25	24	96%	24	96%	25	100%	17	68%	17	68%
Civic Works	146	138	95%	142	97%	69	47%	59	40%	92	63%
Humanim	43	2	5%	40	93%	38	88%	23	53%	8	19%
JARC	25	18	72%	21	84%	13	52%	11	44%	18	72%
JOTF	59	55	93%	58	98%	32	54%	31	53%	44	75%
MD New Directions	181	134	74%	170	94%	82	45%	93	51%	48	27%
New Pathways	48	5	10%	20	42%	41	85%	22	46%	3	6%
Vehicles for Change	20	19	95%	17	85%	4	20%	11	55%	16	80%
Total	1,026	527	51%	920	90%	605	59%	559	54%	364	35%

* Enrollment numbers vary slightly from other tables due to MOED's underlying data tables.

‡ One person was under 18 years at enrollment.

- **Race.** 1B4J was highly successful reaching African Americans. Over 900 of all occupational training enrollees, or 90%, were black. New Pathways and BACH underperformed in this area. New Pathways focused on women who had prior work experience and Certified Nursing Assistant (CNA) or Geriatric Nursing Assistants (GNA) certificates. It attributed its low black enrollment to marginal recruitment, referral and barrier reduction strategies. More than half of all Targeted Training grantees credited 1B4J with improving their capacity to work with black males who have moderate to high barriers to work.
- **Gender.** Roughly half of all enrollees were male,²² with considerable variation by sector. Most healthcare training providers and Humanim primarily served women, while construction, manufacturing, logistics and automotive training programs were overwhelmingly male. Notably, 77% of enrollees in BACH's community healthcare and recovery specialist training programs were male. Although only 6% of Bon Secours's enrollments were male, it revised its outreach strategies to recruit more young men for healthcare positions.
- **Distressed Neighborhoods.** Slightly more than half of enrollees resided in distressed neighborhoods.²³ Two providers, BACH and Bon Secours, enrolled high percentages from these neighborhoods. Ten out of 13 grantees reported working in new neighborhoods as a result of 1B4J; they expected to continue doing so after 1B4J ended.
- **Ex-Offenders.** MOED required enrollees to self-report if they were an ex-offender.

²² Although 1B4J prioritized young men, MOED relaxed gender requirements to include healthcare sector providers.

²³ MOED defined distressed neighborhoods as those with poverty rates greater than 20%. It used Baltimore Neighborhood Indicators Alliance's poverty level data to make these determinations.

Approximately one-third self-disclosed having a criminal background. Most healthcare jobs exclude ex-offenders, so the percentages for BTI, Bon Secours, Caroline Center and New Pathways are low. BACH, with its emphasis on community healthcare, was more accepting of ex-offenders, as were training programs in male-dominated industries. Maryland New Directions was the exception; it targets port jobs that require security clearances.

- **Academic Preparedness.** Most training providers required a high school diploma or GED and a minimum 9th-grade reading and math competency for admittance to their programs. Ninety-one percent of Targeted Training participants held a high school credential at enrollment, but many grantees had difficulty recruiting individuals who met academic requirements. BTI, JARC and JOTF enrolled individuals who did not meet grade-level requirement in bridge programs.
- **Serving Young Adults.** While most grantees accepted enrollees as young as 18, many had limited prior experience serving young adults as a distinct cohort.²⁴ Young adults ages 18-29 comprised 59% of all enrollments, with considerable variation across individual programs – from 10% for BACH to over 85% for Bon Secours, City Life, Humanim and New Pathways.

Despite achieving good outcomes, grantees reported having difficulty serving younger participants, citing issues such as preparedness, maturity, motivation, perseverance, self-esteem, lack of critical thinking skills and maintaining contact. Grantees also reported that the lack of work experience and exposure to career options contributed to younger participants having unrealistic expectations. Despite these challenges, grantees enrolled younger participants in high numbers, with participants ages 18-24 comprising 32% of all enrollments and at least 40% of Bon Secours, Caroline Center and Humanim's enrollments.

Table: 5: Occupational Skills Enrollee Age Break-Down by Agency December 2017											
Training Provider	Enroll- ment	Under 18 Years		18-24 Years		25-29 Years		30-49 Years		50 Years and Older	
	#	#	%	#	%	#	%	#	%	#	%
BACH Occ Skills	62	0	0%	3	5%	3	5%	31	50%	25	40%
BioTech Institute	76	0	0%	28	37%	23	30%	21	28%	4	5%
Bon Secours	72	0	0%	38	53%	32	44%	2	3%	0	0%
Caroline Center	193	0	0%	82	42%	53	27%	49	25%	9	5%
Catholic Charities	76	1	<1%	23	30%	16	21%	34	45%	3	4%
City Life	25	0	0%	9	36%	16	64%	0	0%	0	0%
Civic Works	146	0	0%	22	15%	47	32%	60	41%	17	12%
Humanim	43	0	0%	17	40%	21	49%	5	12%	0	0%
JARC	25	0	0%	4	16%	9	36%	12	48%	0	0%
JOTF	59	0	0%	16	27%	16	27%	27	46%	0	0%
MD New Directions	181	0	0%	61	34%	21	12%	61	34%	38	21%
New Pathways	48	0	0%	18	38%	23	48%	7	15%	0	0%
Vehicles for Change	20	0	0%	3	15%	1	5%	14	70%	2	10%
Total	1,026	1	<1%	324	32%	281	27%	323	31%	98	10%

²⁴ Marcia Kingslow, *Expanding Sector Employment Opportunities for Young Adults in Baltimore*, (Baltimore, MD: Baltimore Workforce Funders Collaborative, 2016).

Ten grantees incorporated positive youth development²⁵ practices into their training programs, including connecting young adults to caring adults, mentors or coaches, fostering critical thinking and problem-solving skills, navigating workplace bias, instituting youth-centered support services and financial literacy. BTI, City Life, Civic Works, Humanim and Maryland New Directions were the most aggressive in adopting young adult-focused practices. Six grantees also engaged employers to hire more young adults and seven expanded work-based learning, internships or apprenticeships opportunities. Most grantees expected to sustain programs for young adults after 1B4J ended. Those that did not tended to have a sufficient pipeline, limited capacity to expand programs or targeted occupations that require higher levels of maturity.

Older Adults. MOED permitted grantees to enroll participants over the age of 29. Forty-one percent of enrollees fell in this category, with 10% 50 and older. Three training providers – BACH, Maryland New Directions and Vehicles for Change – served a disproportionately older population. BACH focused on occupations that require more life experience²⁶ and partnered with organizations that recruit older applicants. The training programs in traditional sectors also served older participants. In addition to Maryland New Directions and Vehicles for Change, over 45% of Catholic Charities, JARC and JOTF's enrollees were 30 and older. City Life's construction training program was the exception, with 100% of enrollees under the age of 29. Catholic Charities was the only grantee to enroll a young adult under the age of 18.

Individual Agency Performance

As shown in Tables 6 and 7, most occupational training providers met or exceeded their performance targets. BACH is an outlier, achieving the lowest enrollment and placement outcomes. It also focused on new occupations, was less familiar with the employers' needs and relied on outside placement agencies that may not have shared 1B4J's values.

²⁵ Positive youth development (PYD) emphasizes the importance of strong, trusting relationships between youth and caring adults and building academic, leadership and civic engagement skills. Its applications to youth employment focuses on providing life skills, job readiness, career exploration, academic credentialing, barrier removal and work experience to low-income young adults. These strategies are often supplemented with employer engagement designed to increase investments in young adults.

²⁶ BACH trained peer recovery specialists, who have experienced addiction and completed several years of recovery, and community healthcare workers, who make home visits independently.

Table 6: Occupational Skills Targets and Outcomes December 2017										
Training Provider	Enrollment		Completion		Credential *		Placement		Wage	
	Target	Outcome	Target	Outcome	Target	Outcome	Target	Outcome	Target	Outcome
BACH	90	62	n/a	55	n/a	55	60	19	≥ \$11	\$13.17
BioTech Inst.	60 (16)	76	48 (12)	44	n/a (12)	42	18 (10)	30	≥ \$11	\$13.26
Bon Secours	72	72	61	62	49	62	49	59	≥ \$11	\$11.95
Caroline Ctr. ✕	162	194	138	168	138	168	123	127	≥ \$11	\$12.19
Catholic Char.	50	75	40	57	40	53	40	44	≥ \$11	\$9.79
City Life ✕	20	25	18	23	18	23	15	10	≥ \$11	\$13.30
Civic Works	85 (38)	146	68 (29)	129	68	145	57 (23)	115	≥ \$11	\$14.47
Humanim ✕	55	43	42	39	n/a	40	34	29	\$16.40	\$13.61
JARC	25	25	20	18	n/a	20	17	15	≥ \$13	\$13.21
JOTF	42 (18)	59	32 (14)	50	32	53	25 (11)	42	≥ \$11	\$12.76
MD New Dir.	120 (50)	182	90 (38)	161	90 (38)	128	72 (30)	105	≥ \$11	\$11.62
New Path. ✕	45	48	34	35	28	35	28	30	≥ \$11	\$13.68
Vehicles for Change ✕	28	20	21	20	21	16	18	16	≥ \$11	\$12.31
Total	976	1,027	705	861	534	840	630	641	≥ \$11	\$12.61
* Includes participants who obtained multiple credentials. ✕ These organizations met their grant requirements within the specified time frame and exited 1B4J by June. However, subsequent completions, credentialing and placements were counted. [Note: Numbers in parentheses represent increased targets for grantees who received additional funding.]										

Many of Humanim and Vehicles for Change's participants could not meet DLLR's documentation requirements, which affected enrollment. Participants who could not meet the requirements were typically enrolled in other programs.

Table 7: Occupational Skills Percentage of Targets Achieved, December 2017				
Training Provider	Enrollment	Completion	Credential**	Placement
BACH Occ Skills	69%	n/a	n/a	32%
BioTech Institute*	100%	73%	n/a	107%
Bon Secours	100%	102%	127%	120%
Caroline Center ✕	120%	122%	122%	103%
Catholic Charities	150%	143%	133%	110%
City Life ✕	125%	128%	128%	67%
Civic Works*	119%	133%	213%	144%
Humanim ✕	78%	93%	n/a	85%
JARC	100%	90%	n/a	88%
JOTF*	98%	109%	166%	117%
MD New Directions*	107%	126%	100%	103%
New Pathways	107%	103%	125%	107%
Vehicles for Change ✕	71%	95%	76%	89%
* These grantees received additional funding and increased their targets. ✕ These organizations did not accept the no-cost extension and exited 1B4J in April. ** This includes participants who obtained multiple credentials.				

Performance Rates

Completion, placement and retention rates are important measures of efficiency and effectiveness. Table 8 examines the training providers' success in retaining clients from enrollment to placement. It also includes 60-day retention rates.

Table 8: Completion, Placement and Retention Rates by Training Provider December 2017							
Training Provider	Enrollment Outcome	Completion		Placement		Retention (60-day)*	
		Outcome	Rate	Outcome	Rate	Outcome	Rate
BACH Occ Skills	62	55	89%	19	35%	14	74%
BioTech Institute	76	44	58%	30	68%	20	67%
Bon Secours	72	62	86%	59	95%	52	88%
Caroline Center	194	168	87%	127	76%	117	92%
Catholic Charities	75	57	76%	44	77%	35	80%
City Life	25	23	92%	10	43%	6	60%
Civic Works	146	129	88%	115	89%	71	62%
Humanim	43	39	91%	29	74%	29	100%
JARC	25	18	72%	15	83%	13	87%
JOTF	59	50	85%	42	84%	33	79%
MD New Directions	182	161	88%	105	65%	85	81%
New Pathways	48	35	73%	30	86%	26	87%
Vehicles for Change	20	20	100%	16	80%	14	88%
Total	1,027	861	84%	641	75%	515	80%
* Retention data reflects preliminary MOED outcomes.							

The overall completion rate is 84%, with variation among training providers. All but four providers achieved completion rates over the average, with three (City Life, Humanim and Vehicles for Change) achieving rates over 90%.

Of participants completing programs, 75% were placed in jobs. Bon Secours led the field with a placement rate of 95%, followed by Civic Works, New Pathways, JOTF and JARC. (Bon Secours and New Pathways were slow to achieve outcomes, which at the time influenced MOED's decision not to offer additional funding.) They credited strong relationships with employers and the intensity of their coaching and wraparound services for their success. Despite City Life's high completion rate, its placements lagged due to underdeveloped follow-up strategies.

Of those participants placed in jobs, 80% were still employed 60 days later. Humanim achieved a 100% retention rate, followed by the Caroline Center (95%), Bon Secours and Vehicles for Change (88%) and JARC and New Pathways (87%). City Life and Civic Works had lower retention rates at 60% and 62%, respectively – largely reflecting both the seasonality of construction work and the challenges young adults had adjusting to these jobs. While JOTF achieved a higher retention rate (79%) than other construction training programs, some of its young adults had difficulty adjusting to worksite dynamics, particularly in instances where they were treated differently because of real or perceived age, racial or other biases.

Table 9 shows the success training providers had meeting wage targets. All who used 1B4J's \$11.00 per hour target exceeded it, with the exception of Catholic Charities. There was variation within sectors. The average wage in construction was \$13.51 per hour, ranging from \$12.76 to \$14.47. City Life and JOTF focused on entry-level construction jobs, while Civic Works focused on higher-paying jobs in the alternative energy and environmental remediation subsectors.

Table 9: Wage Targets and Outcomes by Sector and Training Provider, 2017					
Sector	Training Provider	Target	Outcome		Targeted Occupations
			April	Dec	
Healthcare	BACH Occ Skills	≥ \$11	\$14.10	\$13.17	Community Healthcare Workers Peer Recovery Specialists
	BioTech Institute	≥ \$11	\$13.41	\$13.26	Bioscience
	Bon Secours	≥ \$11	\$11.80	\$11.95	CNA/GNA
	Caroline Center	≥ \$11	\$12.17	\$12.19	CNA/GNA Pharmacy Tech
	New Pathways	≥ \$11	\$13.94	\$13.68	Patient Care Tech
Office Administration	Humanim	\$16.40	\$13.49	\$13.61	Administrative Assistant
Construction	City Life	≥ \$11	\$12.67	\$13.30	Construction
	Civic Works	≥ \$11	\$14.23	\$14.47	Brownfields Remediation Energy Retrofit Installer Solar Technician
	JOTF	≥ \$11	\$12.75	\$12.76	Construction
Manufacturing	JARC	≥ \$13	\$13.22	\$13.21	Welding CNC
Transportation/ Logistics	Catholic Charities	≥ \$11	\$9.63	\$9.79	Automotive Tech
	MD New Directions	≥ \$11	\$11.56	\$11.62	Maritime Warehousing & Logistics
	Vehicles for Change	≥ \$11	\$12.53	\$12.31	Automotive Tech

Healthcare wages average \$12.85, ranging from \$11.95 to \$13.68. Bon Secours and the Caroline Center both trained CNAs and GNAs, but achieved slightly different rates, perhaps due to the Caroline Center's inclusion of pharmacy technician occupations. New Pathways focused on career advancement and secured the highest wages in this sector, followed by BTI, which focused on higher-skilled jobs in biotech. BACH's positions required more experience and yielded higher wages.

Grantees involved in transportation/logistics focused on automotive repair jobs and maritime warehousing and distribution. This sector offered the lowest average wage (\$11.24), ranging from \$9.79 to \$12.31. Catholic Charities and Vehicles for Change focused on similar automotive tech positions but achieved different results. Vehicles for Change recruited ex-offenders, many of whom received basic automotive training while incarcerated and commanded higher wages. Humanim focused on administrative assistant positions in universities and hospitals participating in the Baltimore Integration Partnership's anchor initiative. It set a \$16.40 wage target and achieved \$13.61, the second highest of all grantees. Entry-level manufacturing jobs averaged \$13.21 per hour.

Outcomes by Participant Characteristics

The following charts and tables examine occupational training outcomes by participant characteristics.²⁷ Chart 2 shows that completion rates are basically the same across participant types. Placement rates show modest variation, with ex-offenders and males underperforming

²⁷ These charts are based on MOED data that included 37 placements made by Community Connections grantees.

slightly. Female participants achieved the highest retention rate, followed by ex-offenders – a cohort largely comprised of older adults. Retention was lowest among males.

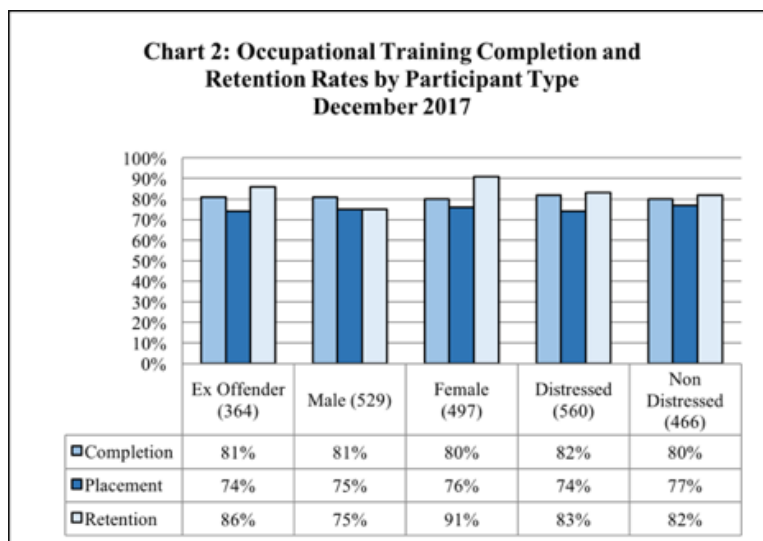
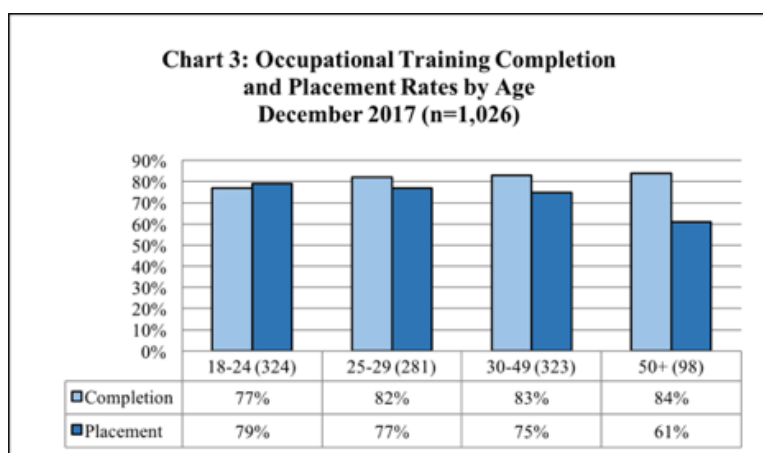


Chart 3 shows that young adults ages 25-29 achieved a higher completion rate than young adults ages 18-24 – 82% compared to 77%, respectively. The placement rate was highest for young adults ages 18-24 and decreased as the age cohorts increased.



Of 598 individuals for whom final 60-day job retention information was available, the overall retention rate was 80%. Young adults 24 and under achieved the highest rate (82%). Adults ages 30-39 achieved the lowest retention rate.

Table 10: 60-Day Retention Rates by Age			
	Placement Outcome	Retention Outcome	Retention Rate*
Under 24	244	200	82%
25-29	212	171	81%
30-39	154	118	77%
40 and older	135	109	81%
Total	745	598	80%
* The retention rate does not include individuals who were still within the 60-day retention window at the time these data were reported by MOED.			

Despite strong completion, placement and retention results among younger adults, most grantees reported difficulty serving this population – in terms of both internal capacity to provide appropriate levels of support and employing best practices.

Table 11 shows that the majority of individuals were placed in jobs paying the target wage of \$11.00 per hour or more, with most earning \$11.00-\$15.00 per hour. Individuals ages 18-24 were more likely to earn less than the target wage and least likely to earn more than \$15.00 per hour.

Table 11: Occupational Training Placement Wages by Age April 2017 (n=537)					
Wage	16-17 (1)	18-24 (192)	25-29 (166)	30+ (178)	All Ages
< \$9.25	0%	7%	3%	12%	7%
\$9.25-\$10.99	1%	21%	15%	12%	16%
\$11.00-\$15.00	0%	66%	67%	63%	65%
\$15.01-\$17.00	0%	4%	13%	10%	9%
\$17.01-\$24.00	0%	3%	2%	3%	3%
Source: MOED					

Wage rates by gender indicate that males were more likely to earn less than \$11.00 per hour and more than \$15.00 per hour than females. The latter may reflect higher paying jobs in construction and manufacturing occupations.

Table 12: Occupational Training Placement Wage by Gender, April 2017					
Gender	< \$9.25	\$9.25-\$10.99	\$11.00-\$15.00	\$15.01-\$17.00	\$17.01-\$24.00
Male (250)	10%	19%	57%	11%	4%
Female (287)	5%	14%	72%	6%	2%
All (537)	7%	16%	65%	9%	3%
Source: MOED					

Factors Affecting Outcomes

Outreach and Recruitment Practices

Strong outreach and recruitment practices affected program quality and outcomes. Although 1B4J's intention was to involve new neighborhood-based recruiters, many grantees relied on existing partners, community networks, in-house resources, canvassing and word of mouth referrals. Most providers modified their internal recruitment practices to reach 1B4J's priority populations and expected to institutionalize these improvements. Bon Secours expected to continue outreach to young men for health occupations. 1B4J influenced Vehicles for Change to recruit young adults from Mergenthaler Vocational-Technical High School's (MERVO's) automotive technology program – a partnership that may offer lessons for Baltimore's Promise and other initiatives focused on connecting educational programs to career opportunities.

Specialized Barrier Removal Services

As detailed in Section 5, access to specialized child support and legal services was tremendously valuable to the Targeted Training providers. Nine of 13 grantees self-reported moderate or extensive improvement in their completion and placement outcomes as a result of partnerships with 1B4J's legal services partners. Ten providers credited improved outcomes to the child support services. The availability of these services also helped training providers market their programs to participants. Many grantees expanded other support services as their understanding of young adult barriers increased. Most grantees expected to sustain these relationships or establish partnerships with other legal services and child support organizations. Several grantees secured funding to incorporate legal services into other training programs.

Other Barriers

Despite the availability of specialized support services, participants faced other barriers that affected outcomes.

- Problems associated with homelessness and housing instability interfered with training, job search activities, placement and retention.
- Transportation and child care problems resulted in absences and chronic lateness, sometimes leading to dismissals.
- Failed or missed drug tests led to dismissals from training and missed placement opportunities, affecting many participants who showed promise.
- Life's circumstances and the need for income caused participants to withdraw from training.
- Forty-six percent of Targeted Training grantees reported mental health and substance abuse to be the leading barrier to participants' success; many more lamented the dearth of available resources.

Severe barriers often could not be removed in time for applicants to enroll in 1B4J. Grantees lost touch with some applicants but kept track of others and enrolled them after barriers were removed.

Referral Networks

1B4J's Practice Advisory Network (discussed in Section 6) helped grantees build relationships, but this did not have much impact on referrals during the grant period. Many grantees underscored the need for integrated data systems to manage multi-directional referrals. Notably, 1B4J influenced more than half of all training providers to improve the way they handle ineligible applicants, including collecting more information from them, referring applicants to adult education, job readiness or support services, keeping better records about referrals and increasing follow-up with other agencies.

Documentation

1B4J had strict eligibility rules that required participants to provide extensive documentation that aligned with employment eligibility requirements of the U.S. Citizenship and Immigration Services (USCIS Form I-9), which all employers are required to submit. Required documentation included valid identification, proof of citizenship, a Social Security card and proof of address, selective service registration and veteran status. Many grantees found the documentation and verification requirements problematic, especially for younger people, homeless individuals and returning citizens who often do not have proper identification. The lack of documentation affected enrollment and completion outcomes and occupied an inordinate amount of staff time that could have been devoted to serving participants and building partnerships. Many providers enrolled applicants and in some cases began training them with the expectation that documentation was forthcoming, which was not always the case. Some were enrolled in other training programs and not counted in 1B4J's outcomes. Others applicants were referred to other providers. Many applicants became discouraged and did not complete the process. These challenges underscore the need for programs that help hard-to-serve jobseekers secure needed documentation. Living Classrooms, a 1B4J adult education partner, held weekly identity clinics to help people secure identification. 1B4J's legal service partners augmented training providers' efforts and MOED negotiated with DOL to accept alternative forms of identification that did not conflict with I-9 requirements.

Expanded Job Readiness and Life Skills Training

1B4J's Targeted Training emphasized job readiness and life skills training. Most programs provided 40-60 hours of job readiness training, but the Caroline Center offered 196 hours – constituting about half of all training hours. Some programs provided job readiness as a separate training track, others embedded it in occupational skills training and augmented it with intensive case management. Readiness training focused on skills related to the world of work, with skills needed to successfully navigate life incorporated to varying degrees. However, nearly half of grantees credited 1B4J with improving their capacity to provide life skills training.

Bon Secours made significant changes to its job readiness program, which was previously embedded in occupational skills training. Young adults ages 18-29 comprised 97% of its 1B4J enrollment. The first cohort had lower completion rates than ordinarily achieved. The organization developed a 40-hour boot camp that was held prior to occupational training to prepare participants for training and provide life skills training. Soft skills training continued throughout the program. These changes led to improved outcomes. City Life emphasized the importance of lifelong improvement in life and work. It took each class on a tour of the Eastside

One-Stop Career Center not simply to expedite 1B4J's participant verification process, but to impress upon participants the breadth of career development and other resources available to them and to encourage ongoing involvement.

Academic Bridge Programs

In light of Baltimore's severe basic skills gap, several training providers offered math or literacy bridge programs prior to occupational skills training. JARC, for example, enrolled individuals with 5th-8th grade-level proficiency in an in-house manufacturing fundamentals class.

Approximately two-thirds of 1B4J participants were enrolled in the fundamentals class; 90% completed it and entered occupational skilled training. JOTF offered a six-hour math bridge program and anchored every occupational training track with a math review. The bridge programs were contextualized to employers' needs and industry standards and credited with helping grantees meet or exceed their completion targets.

Preparedness for Occupational Skills Training

Several programs lost participants who did not understand the rigor of occupational skills training or what would be expected of them, suggesting the need to provide more information during the recruitment, screening and assessment stages. Bon Secours prepared participants for training during the pre-training boot camp. Catholic Charities' participants signed "contracts" that detailed the program's expectations and their responsibilities.

Stipends

The need for immediate income discourages some jobseekers from participating in job training. Several grantees provided stipends to help participants make ends meet. This contributed to completion outcomes. City Life and JOTF made stipends contingent on meeting attendance and behavioral requirements, with good results.

Expanded Case Management Capacity

Grantees took a number of steps to enhance case management. Civic Works invested in staff development for its case management staff and hired licensed clinical social workers (LCSW) who had experience with young adults. It also customized coaching for different age cohorts (segmenting 18-24 year-olds) and various stages of the training and placement processes. Despite these efforts, its 18-24 year-olds achieved lower completion rates than other cohorts, perhaps due to the unexpected rigor of construction training programs. Civic Works considered these investments part of its institutional growth, not simply an activity to meet grant conditions. Bon Secours incorporated case management and coordinated wraparound services into all subsequent funding proposals and institutionalized these functions.

Mentoring

In addition to enhanced case management, several grantees found other ways to connect participants to a caring adult – a core practice of positive youth development strategies. JOTF piloted a mentorship program that connected 18-24 year-olds to alumni of its construction program and secured additional funding for a new case manager. City Life worked with Harbor

Bank, a historically black-owned bank, to recruit mentors to work with its participants. Several organizations created peer support networks and routinely invited graduates to address trainees.

Work Experience

Nearly 40% of Targeted Training grantees identified the lack of work experience as a significant barrier to participants' success. Several programs offered internships or other work experience. Caroline Center includes a 40-hour clinical internship for CNA/GNA participants. Civic Works included hands-on work experience in its three-month training programs. Notably, these participants achieved better outcomes than those in a five-week training program that offered no work experience. Humanim used a two-week, in-house internship that simulated the workplace to test participants before placing them in jobs, resulting in better placement outcomes. Vehicles for Change used 1B4J funding to provide paid internships. This improved placement and wage outcomes and influenced the organization to apply to become a state-registered automotive apprenticeship program. The agency also contributed \$1.00 of each hourly wage earned into a saving account so interns had resources to purchase tools when they started work.

Financial Education Services

Many grantees provided financial education training or financial counseling services. Although they did not have an immediate impact on participant outcomes, financial stability is an important soft skill for long-term success.²⁸ Civic Works partnered with the Baltimore Cash Campaign to provide workshops and individualized assistance to participants. City Life partnered with Harbor Bank to offer financial literacy training that included a phone application that used gaming technology. This was very effective with young adults. JOTF hired a financial case manager to work with participants during training and as they transitioned to employment.

Cultural Competence

Jobseekers of color, women, people with disabilities, non-English language speakers and others who face discrimination need to know how to recognize and deal with workplace bias and not let it derail their career aspirations. Similarly, employers often need help creating safe workplaces and addressing workplace bias.²⁹ 1B4J did not have explicit cultural competence or race equity and inclusion objectives, but a few organizations took steps to address these issues. City Life understood the importance of connecting participants to black institutions and mentors. Its partnerships with Morgan State University and Harbor Bank, both historically black institutions, contributed to the programs high completion rates. The psycho/social assessment tool administered by Morgan State took the effects of racism into consideration, resulting in more nuanced coaching and case management. Civic Works added a workplace bias component to its job readiness curriculum. Its placement and retention strategies involve working with employer partners to address workplace bias and job quality at the firm and industry levels.

²⁸ Michael Morris and Nanette Goodman, *Integrating Financial Capability and Asset Building Strategies into the Public Workforce Development System*, (LEAD Center, 2015).

²⁹ Marcia Kingslow, *Jobs and Race: Addressing Race and Cultural Competence in the Jobs Initiative*, (Baltimore: The Annie E. Casey Foundation, 2017).

Placement and Employer Engagement

1B4J did not require grantees to develop or revise employer engagement strategies. Grantees generally relied on existing employer relationships to meet their placement targets. However, 57% encouraged their employer partners to expand hiring and career advancement opportunities for 1B4J's priority populations. BTI and Vehicles for Change appealed to employers' local hiring objectives. Bon Secours convinced employers to reduce hiring restrictions for certain types of criminal infractions. Civic Works extracted formal commitments from its employer partners to reduce workplace bias and improve job quality.

Grantees largely relied on existing job search practices, some of which were less suited to young adults who typically need more interview prep, job search tools, coaching and monitoring. Training providers had difficulty maintaining current contact information and getting participants to use only one communications platform for job search activities. Limited computer, transportation and child care access affected participants' follow through. Motivational challenges were more common among younger adults. Placing young adults in jobs required careful navigation, especially with employers who had limited experience with this cohort.

Retention and Advancement

1B4J asked training providers to set 60-day retention targets, but they were not required to provide retention and advancement services, such as additional training, career pathway navigation and academic coaching. Grantees conducted periodic check-ins with graduates but did not anticipate the intense level of post-placement support young adults required – even those who excelled in training. Some grantees, including Civic Works and Vehicles for Change, worked closely with employers to provide retention support and explore career advancement opportunities for their graduates. Bon Secours aggressively encouraged CNA graduates to pursue additional training and certification. It introduced career pathway and wage information, bought in employers and graduates to address participants, provided tutoring for certification exams and offered refresher courses. New Pathways' overall strategy focused on career advancement, so it was proactive in trying to maintain contact with graduates. It used a \$400 incentive to encourage graduates to report changes in employment status.

Fostering Entrepreneurship

City Life's partnership with Harbor Bank was part of a broader strategy to increase neighborhood-based job opportunities, address labor shortages and skills gaps facing Baltimore's construction sector and increase the supply of certified minority-owned construction firms. City Life exposed 1B4J participants to career and self-employment options. Members of the first 1B4J class decided to form a minority-owned construction company while they perfected their technical skills through employment. City Life provided technical assistance to develop the business and connected the group to other resources. Although aspirational, this model of incorporating entrepreneurial training into occupational skills training and helping graduates form small businesses deserves further exploration, particularly as MOED considers how to advance Baltimore's economic inclusion goals.

Summary

1B4J's Targeted Training grantees met or exceeded their goals. They connected over 1,000 disadvantaged jobseekers to sector training programs in Baltimore's leading industries and placed 641 of them in jobs earning an average hourly wage of \$12.61. Eighty percent remained employed 60 days later. Providers expanded their organizational capacity to serve young adults, jobseekers of color and others who face steep barriers to employment. They developed new outreach and recruitment practices, customized job readiness training and provided intensive case management and barrier removal services throughout training and post-placement. Some grantees incorporated positive youth development concepts. Although outcomes for young adults were strong – beating older adult placement and retention rates – most training providers reported challenges working with younger participants. Young adults, particularly 18-24 year olds, required considerable coaching and support. Strategies involving mentors, training stipends, internships, paid work experience, integrated academic bridge programs and exposure to career information contributed to stronger outcomes. Ancillary training in areas like financial education and understanding workplace bias gave participants additional tools to succeed. Training providers built strong partnerships with 1B4J's legal services and child support partners, and several organizations incorporated these components into other programs. Few training providers established formal partnerships with Community Connections and Adult Education partners, but 1B4J's Practice Advisory Network helped them form new relationships that most grantees expected to lead to future partnerships.

3. Community Connections Programs

Neighborhood job pipelines are essential components of effective, equitable workforce development systems. Designed to address the barriers that limit job opportunities for residents of distressed communities, pipeline organizations provide vital pre-employment services, typically concentrating on outreach, recruitment, assessment, referrals, life skills training and job readiness. Several characteristics distinguish neighborhood job pipelines.³⁰ They are anchored by formal and informal networks that bind communities. Pipeline organizations have deep, trusted relationships with residents, which allows them to reach jobseekers who are often disconnected from sector training organizations and job-focused support services. Work readiness training is designed to meet occupational skills training and job requirements. Given the dearth of neighborhood jobs, job pipelines also help jobseekers access regional labor market opportunities.

MOED understood that 1B4J's priority populations would be better served by strengthening neighborhood pipelines. It expected 1B4J's Targeted Training providers to form partnerships with neighborhood organizations that would provide outreach, supports and job readiness training to high-barrier jobseekers. Most training providers had prior relationships with community organizations, but their ability to reach and serve 1B4J's priority populations varied. Approximately nine months into the demonstration, MOED expanded 1B4J to include Neighborhood-Based Outreach Services and Youth/Young Adult On-Ramps to Work to identify neighborhood-based organizations that were closely connected to priority populations.³¹ Referred to as Community Connections, several assumptions grounded this strategy.

- 1B4J's priority populations require innovative outreach, recruitment, pre-employment training, barrier removal and case management approaches.
- Positive youth development practices that emphasize strong, trusting relationships with caring adults and academic, leadership and civic engagement skills will improve job readiness training for young adults.
- Sector-based training programs may not be equipped to address job barriers faced by 1B4J's priority populations.
- Neighborhood-based organizations can play a critical role in reaching and supporting the young jobseekers, but face capacity challenges and are often disconnected from sector training providers.

³⁰ John E. Padilla, *Connecting People to Jobs: Neighborhood Workforce Pipelines*, (Baltimore, MD: The Annie E. Casey Foundation, 2007).

³¹ 1B4J's outreach and recruitment challenges also influenced the Casey Foundation to support a participatory research project. While not formally affiliated with 1B4J, the project sought to increase input from young adults in workforce development programming. A small team of young adults crafted strategies to reach, support and retain young adults in job training and employment based on their experiences and understanding of the barriers faced by the young adults like those targeted by 1B4J. Report available at: <https://www.aecf.org/resources/reshaping-workforce-development-in-baltimore/>.

- Multi-directional referral partnerships between neighborhood organizations, training providers and specialized service providers will improve employment outcomes for disconnected young adults.

Organizations and Core Components

The purpose of the Community Connections component was to build the capacity of neighborhood-based organizations to connect young adults to training, employment and support services and integrate these organizations into Baltimore's workforce development system. MOED awarded approximately \$600,000 in grants to four community-based organizations.

- **Baltimoreans United in Leadership Development (BUILD)** is an established interfaith organization that uses community organizing and advocacy to improve neighborhoods. BUILD runs Turnaround Tuesday, a job training program that serves unemployed residents and previously-incarcerated individuals. The program promotes leadership development through community organizing and mentoring. BUILD did not make changes to its core programs for 1B4J, with the exception of explicitly focusing on young adults ages 18-29. It focused on residents in selected East and West Baltimore neighborhoods. Training and services were provided in-house by staff and BUILD's network of churches and volunteers. BUILD focused on sectors that are willing to hire ex-offenders, such as construction and automotive repair. It also worked with BACH. BUILD's 1B4J award was \$128,376.
- **Center for Urban Families (CFUF)** is a large multi-service organization that promotes family stability and economic success through workforce development, fatherhood programs and family services. Under 1B4J, CFUF expanded B'More Youth Connection to serve more young adults but core program elements remained the same. The grant supported job readiness training that used the STRIVE boot camp model – a soft skills training approach that emphasizes workplace behavior and comportment. CFUF focused on young adults ages 18-29 living in West Baltimore neighborhoods in close proximity to Sandtown-Winchester, the epicenter of the 2015 civil unrest. Barrier removal, case management and job placement services were provided in-house. Healthcare, construction and manufacturing sectors were targeted. CFUF's 1B4J award was \$150,000.
- **Ingoma Foundation** is a neighborhood-based organization that implements theCONNECT to Pathways project – both a network and a work readiness strategy, the latter of which uses entrepreneurship training to provide essential workforce skills. Although the focus of its 1B4J work was on immediate employment, the program sought young adults who were interested in entrepreneurship. Self-employment was seen as a viable alternative for people who face high barriers to employment. The program focused on young adults ages 18-29 (with an emphasis on 18-24 year-olds) living in public housing in the East Baltimore neighborhoods of Oliver and Oldtown. Ingoma provided in-house job readiness training and barrier removal services. Job coaching and mentorship services were provided through Court Appointed Special Advocates (CASA). Entrepreneurial development training and job placement was provided by Startup MD. No specific industry sectors were targeted. Ingoma received \$150,000 from 1B4J through its fiscal agent, Fusion Partnerships.

- **Youth Empowered Society (YES)** is a small, community-based organization that provides drop-in services and support to homeless youth and young adults ages 16-25 and those living in unstable housing situations. The 1B4J grant supported job readiness training, case management, job placement and retention services. The job readiness component, On-Ramps to Work for Baltimore's Homeless Youth, was a new program that involved partnerships with Art with a Heart (AWAH) and Celebrate Us, which prepared participants for jobs in retail customer services. YES provided case management services directly. It received a \$150,000 1B4J award under the fiscal agency of Strong City Baltimore and served young adults throughout the city.

The original awards ran from July 2016 through April 2017, with the exception of Ingoma. Its grant ran from September 2016 to April 2017, but was not formally approved by the city until February 2017. All grantees except CFUF accepted no-cost extensions. Core elements of the work involved developing innovative outreach, recruitment, job readiness and case management strategies and expanding partnerships with occupational skills training providers, barrier mitigation organizations and other neighborhood stakeholders.

Outreach and Recruitment

A variety of outreach and recruitment approaches were used to identify 1B4J participants. The grantees relied on existing practices and referral networks or made minor modification to reach priority populations. BUILD identified candidates through neighborhood canvassing, walk-ins and word-of-mouth referrals. CFUF supplemented these methods with community job fairs and recruited from other CFUF programs. It was the only grantee to propose partnering with two small neighborhood associations to augment its outreach and recruitment efforts; however, city reimbursement rules prevented it from implementing these partnerships.

Ingoma distributed flyers in selected neighborhoods, used social media and had notable success recruiting young men through relationships with their mothers. Ingoma also received referrals from organizations participating in its network, theCONNECT. It hosted street fairs but had limited success. Ingoma subsequently used an incentive strategy, awarding a \$100-\$1,000 prize to support young adults interested in entrepreneurship. YES recruited young adults who were already receiving housing services through its drop-in center. Its drop-in model allowed young adults to engage with those who participated in 1B4J-funded training, which served as an informal recruiting tool. YES occasionally recruited young adults through community fairs. Other training providers provided on-site training and career information.

BUILD also worked with Baltimore Police Department's Community Collaboration Division and CFUF partnered with Aim to B'More, a youth diversion program under the Office of State's Attorney for Baltimore City that allows non-violent, first-time drug offenders to enroll in CFUF's STRIVE program in lieu of conviction.

Barrier Removal and Supports

Criminal background, lack of transportation and mental health and substance abuse problems were identified as the leading barriers faced by Community Connections participants. Grantees

credited 1B4J with expanding their capacity to address barriers and provide case management. Several aspects of this work deserve note.

- **Connections to 1B4J Pilot Projects.** The Community Connections grantees had access to barrier removal assistance provided by 1B4J legal services, child support and adult education pilot projects. They benefited from the 1B4J partnerships and expected to sustain them after the demonstration ended or build new relationships with similar organizations. The exception was CFUF, which had prior relationships with all legal services and child support providers and with Baltimore City Community College (BCCC), which provided on-site adult education services. As a result, 1B4J had little impact on CFUF's internal capacity building or referral relationships. Although YES tended to refer younger participants to pre-GED programs run by youth-serving organizations, it noted the appeal of integrated basic skills models to young adults and anticipated exploring these options with South Baltimore Learning Center (SBLC) and BCCC. Ingoma's work with Maximus Child Support Services led to Maximus joining theCONNECT.
- **Enhanced Case Management.** 1B4J helped grantees expand in-house case management and test new strategies. BUILD used mentors who coordinated with case managers and supported participants during and after training. Ingoma relied on CASA to provide case management and mentors. YES augmented internal case management by selecting training partners who had case management experience and could alert YES to emerging needs. It also co-managed participants' cases with other support service partners – a level of engagement that was influenced by 1B4J's emphasis on partnership. All grantees continued to provide case management, coaching, mentoring or similar services after participants completed readiness training, to varying degrees of intensity and duration. Case managers participated in peer learning sessions hosted by 1B4J's Practice Advisory Network.
- **Positive Youth Development.** The extent to which Community Connections grantees incorporated positive youth development (PYD) practices varied. As youth and young adult-serving organizations, Ingoma and YES brought this perspective to 1B4J. They used leadership development and community service strategies and emphasized critical thinking and problem-solving skills. 1B4J helped them apply this framework to workforce development. In addition to tailoring training and support services to the needs of young adults, considerable resources were invested in career exploration, tours, job shadowing and other activities designed to expose young adults to information and experiences that will help them make informed career decisions. PYD was not an explicit CFUF strategy at the outset, but it embraced the approach as its work evolved. BUILD had limited experience with young adults and did not have the staff capacity to embed PYD practices into its supportive services. 1B4J's Practice Advisory did not focus on PYD. Only 28% of 1B4J grantees indicated that the demonstration led them to apply PYD practices. This may be attributed to misperceptions about PYD being youth-centered as opposed to young adult-centered and grantees' having few examples of its application to workforce development.
- **Trauma-Informed Care.** Although 1B4J's mental health pilot was not implemented, MOED facilitated informal connections to mental health service providers and held a formal training on trauma-informed care through the Practice Advisory for all 1B4J

grantees. A subgroup of grantees participated in training conducted by YES. This influenced several, including Ingoma, to adopt trauma-informed care practices.

Job Readiness Training

The Community Connections grantees built on existing job readiness training programs, with the exception of YES, which formed new partnerships to provide this training. Participants who completed readiness training were placed in a job or occupational skills training.

BUILD offered a 12-week job readiness training program that focuses on essential life skills and soft skills for entry-level employment. Training also included leadership development and conflict resolution. Participants also received intensive job search skills training and job coaching that continued after participants completed the program. CFUF's four-week, 120-hour STRIVE job readiness training program emphasized behavioral skills needed for workplace success, such as appearance, communication and time management. Pre-employment activities included basic computer literacy, career development and job search skills. Career coaching, mentoring and peer support continued after job placement. Ingoma's job readiness training was designed for young adults interested in work and entrepreneurship and focused on building soft skills, including motivation and self-direction. It also included financial education, entrepreneurship training and job shadowing.

YES developed a two-stage job readiness training model that was implemented by its partners, Art with a Heart and Celebrate Us. Art with a Heart's six-week, 120-hour program used art therapy to deliver soft skills using MOED's 21st Century Job Readiness Standards. Wells Fargo Bank provided financial literacy training. Participants sold their art through Art with a Heart's social enterprise. Celebrate Us provided job readiness training for young adults who completed Art with a Heart and were interested in customer service jobs. The eight-week program involved four weeks of classroom training and a four-week internship in a retail store. Classroom training topics included goal setting, team work, problem solving, conflict resolution and time management. Classes were held at the University of Baltimore to help broaden participants' exposure to postsecondary education options. YES was the only Community Connections grantee to provide a weekly training stipend: \$75 to those enrolled in Art with a Heart and \$125 to Celebrate Us participants.

Notably, all of the programs included training that was designed to help participants understand the social, political and economic factors that affect their economic mobility and communities. BUILD's leadership development component was anchored to the organization's community organizing and empowerment work. CFUF included a community civics component. Ingoma used culturally sensitive practices and introduced principles of collective support and engagement based on the South African principle of Ubuntu. Celebrate Us (YES's partner) included modules on workplace ethics and diversity.

Network Building and Partnerships

A key assumption of the demonstration was that network building and partnerships would expand the capacity of neighborhood-based organizations and integrate them into the workforce

system. MOED expected the relationships built through 1B4J's Practice Advisory to lead to referrals to and from the occupational skills trainers and pilot grantees.

The Community Connections grantees entered 1B4J with existing referral service partnerships, some of which were with other 1B4J grantees. All formed new relationships with the occupational skills training and adult education providers that they expected to sustain after 1B4J. However, none of the Community Connections grantees formally solicited input from the Targeted Training providers to customize their job readiness training programs.

Some grantees participated actively in the Practice Advisory. Others were less active but built new relationships. CFUF had partnerships with a wide range of organizations prior to 1B4J and formed only four new relationships. Ingoma formed relationships with three training providers, two adult education partners and CFUF. Notably, YES and BUILD entered the demonstration with the fewest partnerships with other 1B4J grantees; the Practice Advisory helped them form new relationships with five training providers and three adult education partners.

Community Connections Outcomes

The primary outcome measures for the Community Connections component were job readiness training enrollments, training completions, placements in either a job or occupational skills training and wage at placement. The demonstration also tracked the extent to which grantees served 1B4J's priority populations. The following table shows aggregate targets and outcomes at 1B4J's original April 30, 2017 end date and extended end date, December 31, 2017.

Table 13: Community Connections Targets and Outcomes, 2017					
Measure	Target	Outcomes		Percent of Target Met	
		April	December	April	December
Enrollment in Job Readiness	250	88	174	35%	70%
Completion Job Readiness	191	47	146	25%	76%
Placement *	117	34	76	29%	65%
Average placement wage	\$9.00 - \$12.00/hr	\$10.63/hr	11.82/hr		

* The placement outcome reflects participants placed in jobs and those placed in occupational skills training.

Collectively, the Community Connections grantees achieved two-thirds or more of their enrollment, training and placement targets and reached the upper threshold of the wage target. Outcomes improved considerably during 1B4J's no-cost extension.

1B4J's Priority Populations

The Community Connections grantees enrolled 174 participants, but they had varying degrees of success reaching 1B4J's priority populations. Given the neighborhoods of focus, they were quite successful reaching black participants. At 95% of all enrollees, this rate slightly exceeded those of the Targeted Training (90%) and Adult Education providers (89%).

Table 14: Community Connections Enrollees by Priority Categories, December 2017

Training Provider	Enrollment	Male		Black		18-29 Years		Distressed Neighborhood		Ex-Offenders	
	#	#	%	#	%	#	%	#	%	#	%
BUILD	71	29	41%	68	96%	23	32%	44	62%	40	56%
CFUF	47	32	68%	45	96%	44	94%	32	68%	23	49%
Ingoma	20	7	35%	19	95%	16	80%	16	80%	7	35%
YES	36	18	50%	34	94%	36	100%	1	3%*	14	39%
Total	174	86	49%	166	95%	119	68%	93	53%	84	48%

* YES serves a homeless population, so this measure was less applicable.

They were less successful enrolling males. The percentage of male participants declined from 53% in April 2017 to 49% by the end of the demonstration. Males comprised only 35% of Ingoma's enrollment, but this partially reflects its intergenerational strategy of recruiting mothers and sons. The grantees had marginal success enrolling ex-offenders, including BUILD, which focused on this population.³² Nonetheless, at 48%, the Community Connections grantees enrolled a higher percentage of ex-offenders than 1B4J's other grantees. The rate of enrollment of people living in distressed neighborhoods was 53%, but this was skewed downward by YES, which serves people experiencing homelessness.

Reaching Young Adults. At 68% of all enrollees, the Community Connections grantees outperformed the occupational skills trainers and adult education providers in enrolling 18-29 year-olds. YES was the only Community Connections grantee to exclusively serve 18-29 year-olds, followed by CFUF with 94% falling in this age group. The average for Ingoma and YES – both youth-serving organizations – was 93%. BUILD had difficulty serving young adults and they accounted for fewer enrollments over the life of the demonstration – declining from 59% to 32% from April to December 2017.

Table 15: Non-Occupational Skills Enrollee Age Break-Down by Agency December 2017

Training Provider	Enrollment	18-24 Years		25-29 Years		30-49 Years		50 Years and Older	
	#	#	%	#	%	#	%	#	%
BUILD	71	12	17%	11	15%	26	37%	22	31%
CFUF	47	27	57%	17	36%	3	6%	0	0%
Ingoma	20	10	50%	6	30%	3	15%	1	5%
YES	36	33	92%	3	8%	0	0%	0	0%
Total	174	82	47%	37	21%	32	18%	23	13%

Although 18-24 year-olds comprised 47% of enrollees, their proportion of all enrollees declined from 62% in April 2017. The shift was most pronounced for BUILD (41% to 17%) and Ingoma (100% to 50%). BUILD had limited prior experience with young adults and difficulty adapting its outreach and recruitment practices to them. It enrolled the highest percentage of adults 30 and older (68%), of which 31% were 50 and older. Although 57% of CFUF's enrollees were 18-24, it also had difficulty recruiting them. At 92%, YES reached the highest percentage of individuals in

³² Ex-offender results are based on self-reported information provided by participants.

this age group. Despite the challenges, Community Connections grantees credited 1B4J with increasing their capacity to serve young adults

Individual Agency Performance

The Community Connections grantees received one-year grants in the Fall of 2016 (Ingoma's award was approved in early-2017). Enrollment through April 2017 was marginal, with the exception of CFUF, which met 83% of its enrollment target.

Table 16: Community Connections Target and Outcomes April 2017											
Training Provider	Enrollment			Completion			Placement			Wage	
	Target	Outcome		Target	Outcome		Target	Outcome		Target	Outcome
BUILD	126	27	21%	100	1	1%	60	1	2%	\$12.00	\$9.00
CFUF	48	40	83%	36	36	100%	25	23	92%	\$11.00	\$12.43
Ingoma	30	0	0%	23	0	0%	11	0	0%	\$9.50	n/a
YES	46	21	46%	32	10	21%	21	10	48%	\$9.00	\$10.47
Total	250	88	35%	191	47	25%	117	34	29%	\$10.38	\$10.63

While outcomes improved by the end of 1B4J, averages were enhanced by CFUF and YES.

Table 17: Community Connections Target and Outcomes December 2017											
Training Provider	Enrollment			Completion			Placement			Wage	
	Target	Outcome		Target	Outcome		Target	Outcome		Target	Outcome
BUILD	126	71	56%	100	48	48%	60	22	37%	\$12.00	\$12.54
CFUF*	48	47	98%	36	47	131%	25	31	124%	\$11.00	\$12.24
Ingoma	30	20	67%	23	18	78%	11	6	55%	\$9.50	\$11.07
YES	46	36	78%	32	33	103%	21	17	81%	\$9.00	\$10.70
Total	250	174	70%	191	146	76%	117	76	65%	\$10.38	\$11.82
* CFUF did not accept the no-cost extension and exited 1B4J in April. However, subsequent completions, credentialing and placements were counted in MOED's final totals.											

Enrollment Outcomes. As the largest Community Connections grantees, CFUF entered the demonstration with considerable organizational capacity, proven community outreach strategies and knowledge of the challenges faced by 1B4J's priority populations. They recruited nearly 450 individuals and enrolled 47 in 1B4J, reaching 98% of its target. Despite this, CFUF reported having difficulty identifying applicants who could meet 1B4J's age, residency, documentation requirements and training requirements, hence the large recruitment pool. It also attributed its recruitment and retention challenges to the lack of involvement of young adults in both program design and outreach. YES reached 78% of its enrollment target, drawing participants from its drop-in center and other programs. Homelessness and housing instability prevented many young adults from enrolling in and completing training – a problem also identified by CFUF and Ingoma.

Ingoma reached 67% of its enrollment target but had to overcome skepticism among young adults who had participated in training programs that did not lead to work. BUILD set an ambitious enrollment target and achieved 56% of it. Its target was substantially higher than the other grantees and its enrollments accounted for 41% of Community Connections participants.

Because Community Connections grantees used various forms to report monthly outcomes to MOED, consistent data about ineligible 1B4J applicants were unavailable. Information from earlier reports, interviews and survey data indicate that a significant number of applicants could not meet 1B4J's eligibility requirements – largely due to documentation issues and mismatched referrals. BUILD, for example, did not have staff resources to train its referral partners about 1B4J's eligibility criteria. Ineligible applicants were typically enrolled in other programs or received support services. They were encouraged to reapply after barriers were addressed.

Completion Outcomes. The grantees reached 76% of 1B4J's completion target, largely driven by CFUF and YES. However, as shown in the following table, the grantees achieved an 84% completion rate. Grantees identified unreliable public transportation, housing instability, the need for income and poor motivation as the biggest challenges to meeting completion targets.

Table 18: Completion and Placement Rates* December 2017					
Training Provider	Enrollment	Completion	Placement	Completion Rate	Placement Rate
BUILD	71	48	22	68%	46%
CFUF	47	47	31	100%	66%
Ingoma	20	18	6	90%	33%
YES	36	33	17	92%	52%
Total	174	146	76	84%	52%
* The completion rate is the percentage of enrollees who completed training. The placement rate is the percentage of program completers who were placed.					

BUILD, which typically serves older jobseekers, had difficulty retaining younger participants. Although it increasingly focused on older adults as 1B4J progressed, it reached 48% of its completion target and achieved a 68% completion rate. YES credited its two-stage job readiness training for its high completion outcomes. Allowing participants to repeat Art with a Heart before advancing to Celebrate Us further strengthened its completion outcomes. Although YES experienced drop-offs due to incarceration, cognitive challenges, domestic violence and mental health issues, it achieved a 92% completion rate. Notably, many of Ingoma's first round completers served as peer mentors for subsequent cohorts and remained connected to the organization. This contributed to its 90% completion rate.

Placement Outcomes. 1B4J's placement outcome included participants who were placed in jobs and those who were referred to occupational skills training. The Community Connections component achieved 65% of its placement target. This was again buoyed by CFUF, which, at 124%, exceeded its target, and YES, which reached 81%. Although the grant extension certainly helped, BUILD and Ingoma achieved 37% and 55% of their targets, respectively. The overall placement rate was 52%, ranging from 33% for Ingoma to 66% for CFUF.

MOED did not consistently capture data to distinguish participants who were placed in jobs from those placed in occupational skills training. Nor is it known whether those placed in training went to 1B4J-supported training providers. BUILD, however, reported that it placed more people in jobs than training. Grantees relied on existing employer partnerships, focusing on those who demonstrated a willingness to hire 1B4J's priority populations. YES worked with employers who were willing to hire young adults who experienced trauma. Ingoma focused on employers and

entrepreneurs who valued its job readiness and entrepreneurship training approaches and were willing to expose young adults to different job responsibilities and allowed them to test business ideas. Ingoma's partner, Startup Maryland, provided scholarships to several Ingoma graduates to enroll in its one-year entrepreneurship boot camp. Although MOED asked grantees to set job retention targets and provide qualitative information about retention activities in their monthly report, Community Connection retention outcomes were not available for this report.

Grantees underscored the life-changing value of barrier removal services to placement outcomes. One participant faced homelessness, job loss due to family caregiving responsibilities and driver's license suspension because of unpaid parking tickets, all of which forced him to withdraw from commercial driver's license (CDL) training. 1B4J's legal providers restored his driver's license, which enabled him to become a Lyft driver and reenter CDL training.

Wage Outcomes. The grantees set different wage targets between \$9.00 and \$12.00 per hour and all exceeded them. The average wage was \$11.82. BUILD focused on male-dominated occupations and achieved the highest wages, followed by CFUF which focused on construction and manufacturing jobs as well as healthcare. The two youth-serving organizations, Ingoma and YES, set lower wage targets in anticipation of low entry-level wages typically earned by young adults. However, participants benefited from tight labor markets and produced higher than expected wage outcomes.

Other Factors Affecting Outcomes

- **Central Scholarship Bureau.** 1B4J funds could not be used for incidental expenses that facilitated participation in job readiness training. The Annie E. Casey Foundation awarded a pass-through grant to the Central Scholarship Bureau to provide flexible funding to the Community Connections and Adult Education grantees. CFUF, Ingoma and YES received \$4,000 grants that were largely used to help participants meet transportation costs, purchase training tools and pay certification fees. The support was critical to their barrier removal strategies. As Ingoma described, the amount individual participants received "wasn't a lot of money, but it was life-changer that had huge implications for many young people." CFUF used the funds to leverage additional grants and expand barrier removal services. These flexible funds were critical for 1B4J's priority populations.
- **Lack of Stipends.** The absence of training stipends adversely influenced enrollment and led some participants to withdraw from training to address immediate income needs. YES was the only Community Connections grantee to provide a weekly training stipend. The lack of stipends also influenced participants to opt for shorter occupational skills training programs, which are often associated with lower-quality jobs.
- **Career Guidance and Exploration.** Ingoma and YES exposed young adults to information that helped them make informed career decisions and determine if recommended training aligned with their interests and abilities. Ingoma provided hands-on job shadowing opportunities, mentors and exposure to entrepreneurs and start-up businesses. YES's job readiness training partners provided career coaching. Celebrate Us held classes on a college campus and took participants on work-related and cultural tours to broaden their exposure.

Internships allowed participants to interact with retail customers and experience different aspects of the business. Career pathway information was also provided by 1B4J's Targeted Training providers on an ad hoc basis.

Summary

1B4J's Community Connections component demonstrated the important role neighborhood-based job readiness providers have in serving high-barrier individuals. They were able to reach jobseekers often overlooked or unprepared to participate in occupational skills training programs and achieved respectable enrollment, completion and placement outcomes. Despite the challenges of working with young adults, the Community Connections grantees improved their capacity to reach and serve them. The youth-serving organizations (Ingoma and YES) demonstrated that creative engagement strategies, youth-centered case management, access to well-informed career information and combined job and entrepreneurship training can help seemingly hard-to-serve young adults succeed. At the same time, there were capacity challenges. The smaller organizations struggled with many of the administrative functions of the grant – reflecting both their limited involvement in publicly-funded initiatives and the historic lack of capacity building support for these types of organizations. Although Community Connections organizations built new relationships with sector training providers, referrals to and from other 1B4J grantees did not occur to the extent anticipated by MOED. More work is needed to develop data sharing processes to support enhanced referrals, and flexible funding is needed to help participants cover expenses that affect participation.

4. Adult Education Pilot Program

1B4J included an adult education pilot program that was designed to bridge disconnections between the adult education and workforce development systems that limit opportunities for low-income jobseekers. Effective adult education systems offer a second chance for jobseekers who are marginally prepared, such as the young adults prioritized by 1B4J. Many of these jobseekers have limited proficiency in reading and math, even those who have earned a high school diploma. The Partnerships for Assessment of Readiness for Career and College found that 76% of 11th grade students in the Baltimore City Schools did not meet English language proficiency standards and 93% did not meet mathematics standards.³³ American Community Survey data show that nearly 18% of Baltimore's 18-24 year-olds do not have a high school diploma or equivalent credential. The rate for adults 25 and older is over 19%.³⁴ The basic skills gap in Baltimore directly affects employment prospects of low-income, disconnected young adults. Entry-level jobs paying low wages are accessible, but sector-focused career pathway opportunities are often out of reach. Many occupational skills training programs require a high school diploma or GED and at least 8th-grade reading and math proficiency for admittance. Despite this, Baltimore training providers are less likely to provide adult basic education than organizations nationally.³⁵

Jobseekers who are unable to meet minimum academic requirements face seemingly intractable barriers out of poverty. 1B4J presented an opportunity to build the capacity of adult education providers, address literacy gaps and develop contextualized, vocational basic skills programs that help individuals enter sector training programs.

Organizations and Core Components

Although MOED expected adult education providers to lead this pilot, the providers formed partnerships with workforce development organizations and designated them to lead it. Despite reservations about an adult education pilot being led by workforce organizations,³⁶ MOED received assurances from the partners that this arrangement could work. The pilot began in late spring 2016. Two partnerships were formed.

- **America Works of Maryland and Baltimore City Community College.** America Works is a private social services and workforce development company. Part of a national network, it administers public assistance and related programs, such as TANF, SSI/SSDI and those focused on ex-offenders. Its workforce programs focus on building pre-employment, financial planning and life skills that help individuals become independent. America Works does not focus on specific industry sectors, but places participants in entry- and mid-level jobs. In addition to certificate and degree programs, Baltimore City Community College (BCCC) provides noncredit adult education and basic skills training

³³ Baltimore City Public Schools, *City Schools' PARCC Results Show Modest Increases*, August 22, 2017.

³⁴ U.S. Census, American Community Survey, 2014 five-year estimates for 2010 -2014 (after Holloman).

³⁵ Baltimore Workforce Funders Collaborative, *Baltimore Benchmarking Brief*, (Baltimore, MD: Author, 2015).

³⁶ Connections between Baltimore's adult education and workforce development systems are limited.

through its Continuing Education Division. It partnered with American Works for 10 years prior to 1B4J, providing on-site pre-GED training and classroom instruction. BCCC's Director of Adult Basic Education Skills & Alternative High School Diploma Options and the Director of ESL & Basic Skills/Business and Continuing Education represented the college in 1B4J. This promoted internal alignment of various basic skills programs and linkages to programs serving employers. The America Works/BCCC partnership received a \$150,000 1B4J award and gave priority to jobseekers living in distressed West Baltimore neighborhoods.

- **Living Classrooms Foundation and South Baltimore Learning Center.** Living Classrooms Foundation (LCF) is a regional organization that administers educational and academic enrichment programs for youth and workforce development programs for adults. It offers hands-on education and job training using urban, natural and maritime resources as "living classrooms." South Baltimore Learning Center (SBLC) is a community-based adult literacy organizations that provides basic skills, life skills and career preparation services to educationally disadvantaged adults. SBLC hired a new executive director during the 1B4J grant review process. The new director began building ties to sector training providers and exploring how to add integrated basic skills training to its programs – a departure from SBLC's previous direction. LCF and SBLC previously worked together to co-locate a literacy program at a LCF community site, but not under SBLC's new executive director. The Living Classrooms/SBLC partnership received a \$150,000 1B4J award and focused on jobseekers living in distressed East Baltimore neighborhoods.

The lead organizations, America Works and LCF, managed enrollment, barrier removal, case management and job placements, as well as data compliance. BCCC and SBLC provided basic skills and GED instruction and related services. The adult education award to American Works was not made until May 2016, almost one year after 1B4J began. Living Classrooms received its award in July 2016. Both grantees accepted no-cost extensions. LCF's grant was extended through August 2017 and America Works through the end of 1B4J.

Several design assumptions shaped the adult education pilot.

- Targeted Training providers and Community Connections grantees would refer participants who lacked a high school diploma, GED or basic skills for adult education services.
- Individuals would earn a GED or attain grade-level improvements within the timeframe of the 1B4J demonstration.
- Upon reaching one of the adult education milestones, participants would be placed in a job or referred to occupational skills training, preferably with a sector training provider.

Recruitment and Referrals

MOED assumed that the lead organizations had existing relationships or would build new ones with the workforce organizations. However, 11 of the 13 training programs required a high school diploma or GED to enroll, some ran internal bridge programs and a few accepted

applicants with less than an 8th grade-level proficiency. Over 90% of the Targeted Training providers' participants held a diploma or GED at the time they enrolled in 1B4J. (Data on grade-level proficiency was not available.)

America Works and LCF struggled to identify participants who met minimum basic skills criteria for adult basic programs. America Works recruited internally from TANF and other social programs. BCCC requires 6th-grade proficiency for GED training, but many referrals were unable to meet this standard. A disturbingly high number of referrals tested below the 3rd-grade level. The college recruited clients from its waiting lists, augmenting America Works' efforts. As the pilot progressed, America Works recruited from community-based organizations.

LCF had less experience marketing adult education services and recruited less suitable applicants. Nor was it well connected to workforce organizations that might refer candidates. SBLC subsequently recruited applicants from its waiting list and existing community networks. As the pilot progressed, SBLC formed relationships with Targeted Training and Community Connections grantees to expand recruitment.

Instruction and Career Guidance

Because participants' basic skills were so low, America Works placed them in pre-GED classes using external funding since this was not an eligible 1B4J expense. BCCC initially conducted classes at America Works but space was limited and there were too many competing distractions. BCCC shifted some classes to its campus, which improved participation. The college modified its math and literacy curricula to serve 1B4J's low-skilled participants and added basic computer literacy training. SBLC and BCCC offered evening and weekend classes to accommodate working students. Although the college had institutional experience using integrated basic education and skills training (I-BEST), academic bridge models were not used.³⁷

Although SBLC's long-term goal was to develop integrated vocational education approaches, it used existing curricula and classroom training methods. It also used digital technologies that appealed to young adults, such as instructional phone apps. SBLC supplemented case management provided by LCF with career pathway strategies that helped participants make informed education and employment decisions. BCCC offered long-term career development support to students who completed training and connected them to BCCC's career awareness counselors. America Works provided job readiness training and case management, which continued after participants completed basic skills training.

³⁷ Integrated basic education and skills training blends basic skills instruction and occupational skills training using co-instructional methods that eliminate the need for students to complete basic skills training before pursuing occupational skills training. Commonly customized to the skills needs of specific industries, integrated basic skills programs accelerate the pathway to good paying jobs. These strategies are very effective with young adults 21 and older whose literacy level are between 7th and 10th grades and have also been used with those at the 6th-grade level.

Placement in Training or Jobs

One of 1B4J's design assumptions was that the adult education providers would place participants who achieved academic milestones in jobs or refer them to occupational skills providers for training – ideally with 1B4J's Targeted Training providers. However, the occupational skills training programs were well underway by the time the first cohort of adult education students completed training. That, coupled with weak connections to training providers, led the adult education partners to place participants within their own networks. As America Works built relationships, it referred participants to programs operated by several 1B4J training providers. Living Classrooms entered 1B4J with the goal of placing participants in jobs in its targeted investment zones, not necessarily to sector training and sector-based jobs. This also led SBLC to build relationships with sector training providers and refer participants directly.

Adult Education Outcomes

The primary outcome measures for 1B4J's adult education component were enrollment, earning a diploma or GED, increasing basic skills proficiency by two grade levels and placement in a job or occupational skills training. The adult education providers set ambitious targets. By the time the grants were restructured to include the workforce development partners and contract negotiations completed, they had approximately one year left to complete the grant. Marginal progress was made by 1B4J's original April 2017 end date. No-cost extensions allowed the partners to achieve slightly better outcomes.

Table 19: Adult Education Targets and Outcomes, 2017					
	Targets	Outcomes		Percent of Target Met	
		April	December	April	December
Participants enrolled in adult education	382	86	149	23%	39%
Participants increased 2 grade levels	199	14	47	7%	24%
Participants earned diploma or GED	50	3	6	6%	12%
Participants placed in jobs or referred to occupational skills training	201	2	60	1%	30%

1B4J Priority Populations

The adult education partners achieved varying degrees of success enrolling 1B4J's priority populations. Nearly 90% of participants enrolled in the adult education pilot were black and roughly two-thirds were from distressed neighborhoods – the highest percentage among 1B4J's grantees. Drawing heavily from its TANF client base, only 10% of America Works' enrollees were men and 10% ex-offenders, compared to 62% men and 41% ex-offenders for LCF.

**Table 20: Adult Education Enrollees by Priority Categories
December 2017**

Training Provider	Enroll-ments*	Male		Black		16-29 Years✠		Distressed Neighbor-hood		Ex-Offenders	
	#	#	%	#	%	#	%	#	%	#	%
America Works/ BCCC	82	8	10%	74	90%	45	55%	49	60%	8	10%
Living Classrooms/ SBLC	73	45	62%	64	88%	25	34%	51	70%	30	41%
Total	155	53	34%	138	89%	70	45%	100	65%	38	25%

* Enrollment numbers vary slightly from previous tables due to MOED's underlying data tables.
 ✠ Living Classrooms enrolled one individual younger than 18 years.

More than half of America Works/BCCC enrollees were 18-29 years old, 23% of whom were ages 18-24. LCF/SBLC served a comparatively older population. Thirty-four percent were in the prioritized age range, including 23% who were ages 18-24. (LCF was one of two 1B4J grantees that enrolled anyone under the age of 18.) Participants ages 30-49 accounted for 48% of LCF's enrollments and those 50 and older made up 16%.

Adult education partners had difficulty recruiting and serving young adults, citing the lack of patience and maturity that comes with life experience. Young adults were more likely to expect immediate results and to quit training, suggesting the need for youth-centered case management approaches. America Works incorporated positive youth development strategies and youth-centered support services.³⁸ SBLC understood the importance of case management but did not have the resources to support young adults at the level needed. It modeled 1B4J's legal services strategy to identify external organizations that could provide this support. All of the adult education partners credited 1B4J with expanding their capacity to serve young adults and improving the quality of services provided to them. BCCC and LCF expected to develop other programs for young adults.

Individual Agency Performance

Table 21 shows the performance of the adult education partnerships, both of which had difficulty meeting their targets. The adult education providers set high performance goals based on past experience with different populations and underestimated the severity of the basic skills deficits of the students referred by their workforce development partners. As a pilot, however, the adult education performance outcomes are perhaps secondary to the lessons that emerged from the programming and service delivery components.

³⁸ Positive youth development emphasizes the importance of strong, trusting relationships between youth and caring adults and building academic, leadership and civic engagement skills. Its applications to youth employment focuses on providing life skills, job readiness, career exploration, academic credentialing, barrier removal and work experience to low-income young adults.

**Table 21: Adult Education Target and Outcomes by Agency
December 2017**

Training Provider	Enrollment		Grade-Level Increase		Diploma/GED Earned		Placement		Wage	
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual
America Works & BCCC	192	82	114	18	35	5	163	23	≥ \$11.00	\$10.38
Living Classrooms & SBLC	190	67	85	29	15	1	38	37	≥ \$11.00	\$9.90
Total	382	149	199	47	50	6	201	60	≥ \$11.00	\$10.14

Enrollment Outcomes. The adult education pilot started 7-8 months after the Targeted Training grants began, which limited partnership opportunities. This and the ambitiousness of the adult education targets affected enrollment outcomes. It was expected that occupational skills trainers would refer individuals to adult education programs and participants who completed basic skills instruction would be referred back to occupational skills providers for training or job placement. This did not yield significant results.

America Works reached 43% of its enrollment target, enrolling 82 of 247 recruited. LCF recruited 226 individuals and enrolled 67, meeting 35% of its goal. The adult education leads had prior connections to some 1B4J grantees, but they missed important relationship building opportunities. Few referrals came from other 1B4J grantees. BTI was the only 1B4J training provider to report referring candidates to the adult education providers; however, other grantees referred non-1B4J clients. Many of these referrals did not qualify for BCCC and SBLC's programs. The pressure to secure work discouraged some participants from enrolling.

Academic Outcomes. Low academic proficiency levels (below 6th grade) were common, even among high school graduates. This precluded them from enrolling in most sector training programs and limited employment options. LCF reported that 80 of 100 applicants who earned a high school diploma could not pass the Test of Adult Basic Education (TABE). Using conventional adult education approaches, it generally takes 6-12 months or longer for individuals to achieve academic gains sufficient to enroll in sector training programs. Different strategies are needed for these jobseekers, such as bridge programs, integrated basic skills training and intensive case management.

Of 82 participants enrolled by America Works, 18 improved their literacy or math proficiency by two grade-levels (representing 22% of the target). Twenty-nine of 67 participants enrolled by LCF reached this milestone (43% of the target). The majority of America Works participants who lacked a high school credential could not meet BCCC's 6th-grade proficiency requirement and were enrolled in pre-GED classes, which was not a recognized 1B4J milestone. Only six earned a Maryland High School Diploma during the grant period. These outcomes underscore the difficulty low basic skill students have achieving a high school diploma in a short time frame.

Some participants dropped out of adult education because they needed to work. Completion rates were also affected by barriers commonly faced by 1B4J's priority populations, such as housing instability, physical and emotional health issues, family crises and other personal circumstances that affect participation. Child care issues and domestic violence especially affected the ability of women to regularly attend adult education classes. TANF recipients recruited by America Works

had child care support, but other participants had few options.

Placement Outcomes. 1B4J's adult education placement outcome included participants who reached academic milestones and were referred back to America Works and LCF for placement in a job or occupational skills training. Occasionally, partners placed enrollees directly before they achieved a diploma/GED or grade-level increase. A total of 60 individuals were placed, reflecting 32 who were referred to occupational skills training and 28 who were placed in jobs. Job retention rates are not known. America Works placed 21 participants in jobs and referred two to training, reaching 14% of its target. LCF placed seven in jobs and referred 30 to training, meeting 97% of its target. The organization expected to provide placement services to participants who are working to achieve grade-level increases after 1B4J ends.

Data are unavailable to determine whether adult education graduates were referred to Targeted Training providers, but anecdotal information suggests that the weak connections between them and the adult education leads affected training placements. A critical factor was the different durations of their programs. Occupational skills programs generally are 4-6 weeks, while it may take 6 months or longer to complete basic skills and 12 months or longer to earn a GED.

Wage Outcomes. Neither adult education partnership reached 1B4J's wage target of \$11.00 per hour. Jobseekers placed by America Works, which has extensive employer partnerships, earned an average hourly wage of \$10.38. Those placed by LCF earned \$9.90.

Other Factors Affecting Outcomes

- **Coordination.** Achieving the objectives of the adult education pilot – strengthening the connections between adult education providers, occupational skills trainers and support organizations to maximize efficiency and participant outcomes – required intentional coordination and relationship building. The adult education and workforce development partners discovered that differences in program cycles, duration of classes and core program elements, such as case management, made coordination difficult. It was important to clarify goals, interests, capacities and philosophical differences that affected the work, as well as to devise a division of labor and clear expectations. As America Works and LCF developed a deeper understanding about the length of time it takes for participants to improve basic skills using conventional adult education practices they refined recruitment, referral and case management approaches. LCF and SBLC added discussions about case management to the agenda of their administrative meetings – a practice that Living Classrooms applied to its other partnerships. They also streamlined information sharing processes and increased transparency to ensure participants received the best service.
- **New Practices and Instructional Methods.** The adult education pilot demonstrated new ways to serve individuals with very low basic skills. America Works expanded pre-GED classes for participants whose reading and math proficiencies were below 6th grade. BCCC modified its practices to allow low-skilled learners to take a pre-test, complete a course, take a post-test and enroll in successive cohorts as they make incremental progress toward competency and earning credentials. The college also recruited instructors who had experience working with 1B4J's priority populations, extended classroom hours, offered

classes during the evening and weekends, created separate classes for participants who tested at grade levels 1-5 and made tutoring, additional test preparation and career awareness services available to new participants.

The partners also made operational changes, including screening for required documentation at intake, referring applicants for documentation support, administering the TABE as a standard part of its enrollment process to both high school graduate and non-graduates, connecting enrollees with career pathways specialists at intake and enhancing case management by meeting weekly to discuss each participant's progress.

- **Documentation Requirements.** The adult education partners relied on external resources to help participants obtain needed documentation. America Works used Baltimore City Department of Social Services resources and LCF referred people to Johns Hopkins University's Student Outreach Resource Center. Subsequently, LCF incorporated documentation support into its programming. It modified its intake forms to identify applicants needing assistance and hosted weekly two-hour documentation clinics. The adult education partners also used resources available through the Central Scholarship Bureau, which paid fees associated with obtaining identification.

Innovation and Influence

The adult education pilot sparked innovations that promise to improve practices, align systems and influence stakeholders in the adult education and workforce development systems.

- 1B4J's legal services pilot demonstrated the value of outsourcing support services to specialized organizations. This influenced SBLC to identify service providers to deliver case management that aligns with its emerging sector-focused adult education approach. Although data sharing was not an explicit focus on 1B4J, it is essential for effective referrals and cross-system alignment and is a key post-1B4J objective for SBLC.
- 1B4J's Practice Advisory introduced BCCC to other workforce tables where it informed discussions about adult education and workforce development alignment and the specific needs of low-skilled high school graduates. Internally, staff influenced the college to explore new ways of serving nontraditional learners and expanding partnerships. America Works, LCF and SBLC reported influencing funders to increase support for jobseekers with low basic skills. These and other efforts are influencing discussions about resources needed to help workforce development and adult education organizations collaborate.
- SBLC assembled an Adult Education Bridge Advisory Committee³⁹ to expand the application of integrated basic skills training and align the adult education and workforce development systems through sector-specific basic skills academies. The academies would allow low-literacy jobseekers to acquire basic skills while enrolled in subsidized bridge programs co-designed by adult education providers, occupational skills trainers and

³⁹ The Advisory Committee includes adult education providers BCCC and Strong Cities, training providers Civic Works, JARC and Goodwill, key funders and MOED.

employers. In addition to building on 1B4J's model of centralizing support services within specialized agencies, this work is informed by lessons from JOTF's math bridge demonstration, bridge programs implemented by BTI, Civic Works and JARC and the work of the Weinberg Foundation's Sector Academy adult education capstone team.

Summary

The adult education partners implemented programmatic measures that improved prospects for 1B4J participants, primarily using conventional adult education methods as opposed to bridge programs and other strategies that help low-skilled learners reach basic skills and vocational milestones in less time. Overall outcomes were marginal. Challenges associated with having workforce development organizations leading an adult education initiative were compounded by the length of time it takes to achieve meaningful academic outcomes using conventional methods. The timing of the pilot's start-up and challenges creating dual-directional referral relationships also affected outcomes. Although the pilot partners were not responsible for systems change outcomes, they nonetheless made organizational changes and formed external partnerships that are connecting Baltimore's workforce development and adult education systems and helping jobseekers progress along the education and training continuum.

5. Legal Services and Child Support Pilot Programs

Civil legal issues significantly curtail the ability of low-income jobseekers to participate in training programs and secure jobs. Having a criminal record is frequently identified as a limiting factor. Thirty-eight percent of 1B4J grantees reported that having a criminal record is the top barriers to their participants' success. The problem is especially acute for black men, who are disproportionately represented in the criminal justice system.⁴⁰ Criminal record expungement is not the only legal remedy that can improve employment options for low-income jobseekers. Issues related to child support, housing rights, family matters, tax issues and consumer matters also affect access to opportunity, yet most training providers do not have the resources to offer in-depth legal services and are poorly connected to organizations that do.

1B4J included two pilot programs that tested whether expanded access to legal and child support services could improve outcomes for disconnected jobseekers by both providing specialized services and streamlining the level of internal resources that occupational skills trainers and other workforce organization have to devote to these services. The legal services and child support pilots were open to all 1B4J grantees and lauded for providing essential services and building the capacity of workforce providers. This section discusses each pilot separately.

Legal Services Pilot

Organization and Implementation

Maryland Legal Services Corporation (MLSC) administered the legal services pilot using \$360,000 it received from a national Bank of America settlement to support community redevelopment. It wanted to expand the legal community's contribution by "providing cost effective approaches to resolving civil legal issues and achieving justice for clients."⁴¹ Using an RFP process, MLSC identified three legal services organizations that provide civil legal advice and representation to low-income individuals to participant in 1B4J: Homeless Persons Representation Project (HPRP), Maryland Legal Aid (MLA) and Maryland Volunteer Lawyers Service (MVLS).⁴²

The legal services pilot began at the same time that the occupational training providers were selected. Training providers that had a prior relationship with a legal services agency or an identified need were allowed to select their legal partner; otherwise, providers were assigned by MLSC. Each legal partner worked with 5-6 Targeted Training and Community Connection grantees, as shown in the following chart.⁴³

⁴⁰ Job Opportunities Task Force, *The Criminalization of Poverty: How to Break the Cycle through Policy Reform in Maryland*, (Baltimore, MD: Author, 2018).

⁴¹ Maryland Legal Services Corporation, *MLSC Legal Services Project Description (1B4J)*, November 2016.

⁴² MLSC managed the partnerships with the legal services agencies and MOED but did not provide direct services to 1B4J participants.

⁴³ CFUF had an internal legal team and was not assign to a 1B4J legal partner. Bon Secours was assigned to a legal partner but instead relied on internal resources.

Homeless Persons Representation Project	Maryland Legal Aid	Maryland Volunteer Lawyers Service
BTI	Bon Secours	BACH
Catholic Charities	BUILD	Caroline Center
Humanim	City Life	JARC
New Pathways	Civic Works	JOTF
YES	Ingoma	Vehicles for Change*
	MD New Directions	
* Vehicles for Change did not have private space for MVLS to counsel clients and suspended its partnership after about one year.		

Legal services agencies assigned staff to manage the partnerships with 1B4J grantees. A junior attorney typically coordinated the effort, supervised by a managing attorney. The agencies used staff and volunteer attorneys to provide free legal services. While there was variation in the way services were delivered, the broad goals were the same: to raise awareness among workforce organizations about legal issues and help individuals resolve civil legal matters. Three service components supported these goals.

- **Description of Civil Legal Issues.** Agencies prepared presentations describing civil legal matters, such as expungement, consumer-related issues (debt, loan modifications, credit cards, bankruptcy), housing, public benefits, family law and child support.
- **One-on-One Screenings** were conducted by attorneys to identify civil legal matters participants faced and provide on-site advice or schedule a follow-up. This was the most essential service provided by the pilot.
- **Legal Representation.** For clients requiring follow-up services, attorneys helped them gather documentation, prepare statements and testimony for public benefits, landlord-tenant and consumer-related hearings and manage the expungement process.

The introductory presentations and legal services were typically conducted at the workforce agencies. The legal services providers took advantage of each other's expertise. MVLS and HPRP worked together prior to 1B4J and developed a common screening questionnaire and referral processes, with HPRP handling public benefits and housing issues and MVLS handling consumer, motor vehicle and child support matters. MLA and MVLS also referred child support issues to Maximus (discussed below).

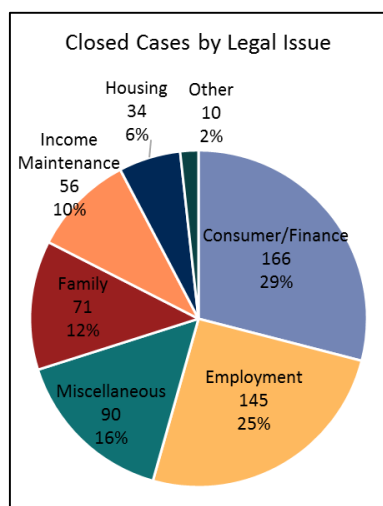
MVLS developed know-your-rights fact sheets on legal topics commonly affecting 1B4J participants.⁴⁴ Distributed by workforce providers to 1B4J and non-1B4J participants, the fact sheets reached many more participants than could be reached through MVLS's presentations.

Legal Services Outcomes

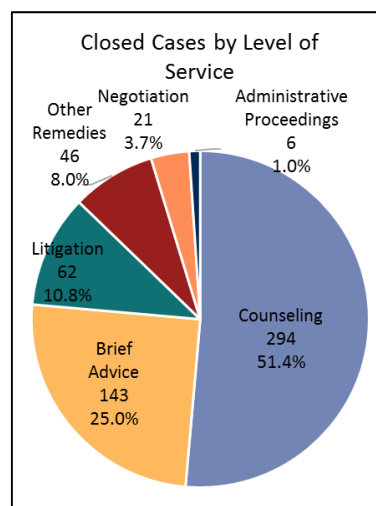
The outcomes achieved by the legal services pilot fall in three categories: overall trainings and cases opened and closed, economic benefits and the number of referrals made by 1B4J grantees.

⁴⁴ Available at: <https://mvslaw.org/get-legal-help/get-legal-information/>.

According to data compiled by MLSC,⁴⁵ the legal services providers opened 816 cases for 1B4J participants and closed 572 between January 2016 and June 2017. They addressed a range of civil legal issues beyond criminal record expungement. As shown in the following charts, consumer and finance issues constituted the largest percentage of cases, slightly more than criminal record expungement. Identified as "employment" in the chart, expungements constituted 143 of 145 cases. Most cases were closed by providing counseling (51%) and brief advice (25%). MLSC estimates that the 572 closed cases directly benefited 1,579 individuals and family members.



Source: Maryland Legal Services Corporation



Source: Maryland Legal Services Corporation

MLSC's analysis monetized the benefits gained through the legal services pilot as follows:

Outcome Type	Lump Sum Awards and Settlements	Monthly Benefits	Cost Savings and Costs Avoided
SNAP	\$1,675	\$821	\$0
Family Law Matters	\$900	\$0	\$2,816
Temporary Cash Assistance	\$3,650	\$3,632	\$0
Total	\$6,225	\$4,453	\$2,816

Source: Maryland Legal Services Corporation

Assuming clients received the achieved monthly benefits every month for a year, MLSC calculated the annualized total of those benefits to be \$53,436. When lump sum awards are added the annual benefit increased to \$59,661.

⁴⁵ Maryland Legal Services Corporation, *FY16-17 (18-Month) Summary – One Baltimore for Jobs (1B4J) Legal Services*.

Based on information reported by 19 grantees, 79% referred participants to 1B4J's legal services providers.⁴⁶ This represents 42% of all eligible enrollments. (BACH and Catholic Charities also referred ineligible applicants.)

Table 23: Referrals to Legal Services			
1B4J Grantees	Enrollment	Referred to Legal Services	
		#	%
BACH Occ Skills	62	76	123%
BioTech Institute	76	55	72%
Bon Secours	72	0	0%
Caroline Center	193	103	53%
Catholic Charities	76	91	120%
City Life	25	18	72%
Civic Works	146	98	67%
Humanim	43	5	12%
JARC	25	8	32%
JOTF	59	33	56%
MD New Directions	181	49	27%
New Pathways	48	5	10%
Vehicles for Change	20	10	50%
BUILD	71	15	21%
CFUF	47	0	0%
Ingoma	20	0	0%
YES	36	28	78%
America Works/BCCC	82	3	4%
Living Classrooms/SBLC	73	0	0%
Total	1,355	597 (568*)	44% (42%*)
* Adjusted to exclude non-enrolled referrals made by BACH and Catholic Charities.			

All but one Targeted Training provider referred participants to legal services. This is significant in light of survey findings that only one of the training providers frequently worked with legal services providers prior to 1B4J, compared to six that had never work with legal agencies and six that reported occasional collaboration. In addition to BACH and Catholic Charities, BTI, City Life and Civic Works referred over two-thirds of their participants to legal services. Among the Community Connectors, YES, which primarily serves homeless young adults, made extensive use of its partnership with HPRP, referring 78% of its participants. Over the course of the pilot, grantees began referring non-1B4J participants to their services partners. America Works was the only adult education partners to use 1B4J's legal services, referring three participants.

In addition to direct services, the legal services partners conducted trainings for 1B4J clients. They also trained 1B4J grantees to deliver introductory legal services presentations and conduct initial screenings. The legal services providers conducted four staff trainings and delivered 45 client trainings reaching over 850 individuals.

⁴⁶ Bon Secours and CFUF did not use 1B4J's legal and child support services because they had in-house resources or prior arrangements with other providers. Despite that, Bon Secours reported increasing its internal capacity to serve jobseekers with criminal records and expanding its referral network to other legal providers because of 1B4J.

Factors Affecting Legal Services Outcomes

1B4J's grantees and pilot partners praised the legal services and child support pilots (discussed below) as the most important and enduring innovations of the demonstration. Almost all grantees credited these partnerships with improving outcomes for their participants. Several factors led to the success of the legal services pilot.

- **Partnerships.** While 43% of 1B4J grantees had prior relationships with legal agencies, they were not extensive. Similarly, legal services agencies had very limited involvement with workforce organizations. 1B4J helped them forge new partnerships and expand their networks. All grantees reported expanded partnerships with legal services providers; 60% reported extensive or significant improvements. Several grantees replaced prior legal referral partners with 1B4J's legal services providers. The success of these partnerships depended on having strong liaisons within the grantee organizations and formal protocols for working together. The common goal of improving opportunities for residents of distressed neighborhoods, anchored by MOED's commitment, helped the partners to quickly build trust and address challenges.
- **Providing Services at Training Sites.** Conducting legal services orientations, screenings and services at workforce organizations' offices and other locations convenient to participants was critical to the success of the pilot. Prior to 1B4J, legal services providers typically conducted general information presentations at community locations expecting individuals to come to their offices to follow up. Providing services on-site helped the workforce organizations retain participants who might have become discouraged trying to navigate steps on their own. Participants appreciated the legal assistance and felt very supported by the one-on-one services. For many participants, it was the first time they had had a positive experience with a lawyer.
- **Capacity Building.** The objectives of the legal services and child support pilots were to not only reduce the adverse impact of legal barriers on participants' success, but to also create structures and processes that could be embedded in the respective systems. Capacity building was an important step toward doing so. The legal services partnerships expanded the capacity of workforce organizations in several ways. They provided a direct cost saving to training providers by freeing internal case management and referral resources for their intended uses. Organizations that previously did not include legal referrals made this available to participants across their programs. Workforce staff reported feeling much more educated and empowered to help jobseekers with legal barriers, especially beyond those needing expungement services. Training providers that offered in-house legal services prior to 1B4J expanded the array of legal matters covered through the partnerships.

The pilot also educated legal services organizations about the range of legal issues that affect one's job training and employment experiences and helped them develop strategies that advanced their community outreach objectives and serve more low-income individuals. As grantees' understanding of legal issues increased, they incorporated introductory civil legal services presentations and preliminary screenings into the enrollment activities. This allowed legal services providers to focus on individual assistance and casework. The

partnerships minimized duplication of services and streamlined internal processes.

The legal services partners also participated in 1B4J's Practice Advisory Network, which increased their understanding of and strengthened connections to workforce development. MLSC regularly convened the legal services organizations to share lessons and engage each other independently of 1B4J's network. As their partnerships deepened they explored ways to address systemic barriers (discussed below).

Two types of challenges emerged during the implementation of the legal services partnership: rules affecting client-attorney confidentiality and systems-level barriers.

- **Confidentiality Rules.** Attorneys are bound by strict ethical codes of client confidentiality. While this built trust between attorneys and workforce participants, attorneys were not able to share client information with workforce organizations eager to get information that might affect service delivery. For example, information about how a legal matter was resolved could help workforce staff devise suitable job search and placement strategies for the participant. Additionally, it is difficult for workforce organizations to evaluate the impact of removing legal barriers on employment, wages and job retention without access to clients' information over time.

The legal agencies approached confidentiality differently. MVLS used client waivers to obtain permission to share information that would help improve services, such as allowing workforce organizations to remind clients about needed paperwork or help them acquire documentation for legal processes and make referrals to other legal providers. HPRP used confidentiality waivers when they needed the help of workforce organizations, such as providing attendance records or testimony that will benefit the client in a hearing. Legal Aid adhered to strict confidentiality rules and used waivers sparingly, providing limited information to workforce organizations.

- **Systems-Level Barriers.** The legal services agencies also confronted systemic challenges that could not be addressed solely through advice or representation.
 - **Driver's Licenses Revocation and Excess Fines.** The Motor Vehicle Administration (MVA) has complex rules and procedures governing the reissuing of licenses and reduction of fines. Workforce agencies and legal services staff have identified helpful individuals within MVA to explain rules and procedures and occasionally provide assistance to clients. However, MVA staff have very little discretion to adjust rules or modify fines.
 - **Criminal record expungement** is an important mechanism to help ex-offenders secure good jobs. However, the average length of time from filing to approval is between three and ten months – longer than most training programs.
 - **Child Support.** The contract that governed the provision of child support services precluded Maximus, 1B4J's child support partner, from serving people who resided outside of Baltimore. Baltimore fathers who had unresolved child support orders in

other jurisdictions were still subject to wage garnishments or having their driver's licenses revoked.

- **Unpaid Debt.** The State's Central Collection Unit holds unpaid debts for other government agencies. It charges fees, garnishes wages and can intercept tax refunds. It is very difficult for attorneys, much less individuals, to navigate this system.

Influence and Sustainability

The legal services pilot influenced stakeholders to consider the role of legal services in workforce development. In 2017, the Annie E. Casey Foundation awarded five grants to support workforce development in East Baltimore. Four of the awards went to 1B4J grantees: Civic Works, JARC, JOTF and YES. The grants included support for partnerships between grantees and legal services agencies. (MVLS and HPRP participated.) This is an important endorsement.

The pilot encouraged workforce development and legal services organizations in other regions of the state to collaborate. MLSC worked with DLLR to expand the approach to Prince George's County. MLSC also extended its commitment to the 1B4J partnerships beyond the original end date. The legal partners expect to serve over 1,800 clients between July 1, 2017, and June 30, 2018, including those from 1B4J and non-1B4J organizations. MVLS hired dedicated staff who specialize in services that support workforce development organizations. The pilot also led a few training providers to educate employer partners about civil legal barriers and encourage them to hire people with criminal records.

While there are contextual elements that will determine scale and sustainability of 1B4J's legal services work, there is no doubt that the partnerships formed through the pilot have influenced the way Baltimore organizations work together to remove civil legal barriers. Ninety percent of grantees expected to continue their legal services partnerships after 1B4J ended. MOED can play a vital role by expanding and coordinating the linkages between community and workforce organizations and the legal service providers.

Child Support Pilot

Child support judgments adversely affect the employability of low-income noncustodial parents, most of whom are fathers. Many receive inordinately high payment orders that are out of sync with their financial realities.⁴⁷ Wage garnishment for unpaid child support (perhaps the most common penalty) acts as a structural disincentive to work, while driver's license suspensions limit the ability of noncustodial parents to work. The lack of a driver's license is particularly problematic for those interested in jobs in construction and transportation, logistics and distribution (TLD). Like the legal services work, 1B4J's child support pilot was designed to test whether expanded access to specialized services could improve outcomes for low-income jobseekers and increase efficiencies for workforce organizations. Similarly, grantees credited the child support component with improving participants' employability.

⁴⁷ Job Opportunities Task Force, *op. cit.*

Organization and Implementation

The child support pilot emerged from the interest of the Maryland Department of Human Resources (DHR) and MOED in reducing the impact that child support arrearages have on employability. Maximus, Inc., the former operator of Baltimore's Office of Child Support Services, administered this pilot and absorbed the costs internally. Maximus began working with 1B4J's occupational training providers at the start of the demonstration, focusing on reducing child support payments, reinstating driver's licenses and expunging child support records.

Maximus designated a staff person to coordinate the 1B4J work and assigned other staff to handle case management. These team members were assigned to individual grantees to ensure consistency. Grantees that offered cohort-based training classes submitted participants' names to Maximus to compare against its lists. Maximus followed up with individualized and group meetings. It also visited programs that had open enrollment regularly to meet with prospective clients. Several grantees built child support screenings into their orientations. 1B4J's legal services partners transferred cases identified during screenings to Maximus.

Child Support Outcomes

Based on self-reported data provided to MOED, 10 of 19 grantees referred a total of 131 participants to Maximus for child support services. An additional 122 were referred by legal services partners, for a total of 253 participants. This represents 19% of all 1B4J participants.

Table 24: Participants Referred to Child Support Services			
Training Provider	Enrollment	Referred to Child Support Services	
		#	%
BACH Occ Skills	62	15	23%
BioTech Institute	76	0	0%
Bon Secours	72	0	0%
Caroline Center	193	10	5%
Catholic Charities	76	14	18%
City Life	25	0	0%
Civic Works	146	65	45%
Humanim	43	0	0%
JARC	25	1	4%
JOTF	59	20	34%
MD New Directions	181	0	0%
New Pathways	48	0	0%
Vehicles for Change	20	2	10%
BUILD	71	1	1%
CFUF	47	0	0%
Ingoma	20	1	5%
YES	36	2	6%
America Works/BCCC	82	0	0%
Living Classrooms/SBLC	73	0	0%
Referred by Legal Services Agency		122	
Total	1,355	253	19%

Factors Affecting Child Support Outcomes

The primary factors affecting the success of the legal pilot – strong partnerships, on-site services and capacity building – also contributed to the child support pilot's success. Despite the low number of grantees that made child support referrals, Maximus built relationships with 17 of 19 grantees, including reestablishing lapsed relationships and deepening prior relationships. 1B4J's Practice Advisory meetings were instrumental in helping Maximus make connections. Over three-fourths of 1B4J grantees expected to sustain these relationships after 1B4J ended. Maximus also became an active member of theCONNECT (Ingoma's network) and expected to build relationships with non-1B4J workforce organizations.

Prior to 1B4J, Maximus had limited experience working with sector-based training programs, which generally did not include child support in their wraparound services. The agency's involvement in 1B4J helped it recast child support remedies as tools for employability and economic mobility. It also added questions about clients' career interests to its screening and was able make referrals to occupational skills trainers with confidence.

Influence and Sustainability

Maximus implemented the Child Support Enforcement – Noncustodial Parent Employment Assistance Pilot Program. Enacted by the State of Maryland in April 2016 and specifically focused on Baltimore, the program built on some of the work emerging from 1B4J by linking the provision of employment assistance and intensive case management with child support enforcement and focusing on career pathways in key industry sectors. This provided a natural alignment with 1B4J's Targeted Training providers, all of whom participate in the State pilot along with Baltimore City Community College and Center for Urban Families. Participants who complete employment services or job training are eligible for reductions in their child support arrears and reinstatement of their driver's license. Many stakeholders would like to see the pilot, which runs through 2019, adopted statewide.

6. Strengthening the Workforce Development System

Although 1B4J was not a systems change initiative it yielded important lessons that have bearing on ongoing systems improvements. This section examines the impact the demonstration had on MOED's internal practices and external engagement, 1B4J's network and capacity building activities and its influence on other system stakeholders.

Impact on MOED

Creating a Culture of Inclusion

MOED's participatory leadership style under 1B4J changed longstanding perceptions about the agency, enhanced its reputation and positioned it as a trusted convener, connector, innovator and change agent. As the primary administrator of public workforce development funds, MOED's interactions with workforce organizations prior to 1B4J were largely transactional, arms-length and compliance-driven. Under 1B4J, MOED's leaders engaged grantees as partners and fostered a sense of community. This helped reduce longstanding competitiveness among grantseeking organizations and encouraged them to collaborate. As one provider commented, "I've been involved with Baltimore's workforce development system for decades and 1B4J was the first grant that assembled different types of providers from across the city to work toward common goals." Another noted, "For the first time providers were encouraged to work together and share their expertise with the agency."

Building MOED's Internal Capacity

1B4J's experimentation, flexibility and ad hoc decision-making ran counter to MOED's historical grants management practices and demonstrated to its staff that the agency could play an intermediary role – facilitating partnerships, network building, capacity building, learning and continuous improvement – without compromising its oversight and compliance responsibilities. The 1B4J team modeled collaborative engagement for other MOED units and changed practices and policies that discouraged serving high-barrier jobseekers, forming external partnerships and making institutional improvements. 1B4J's team engaged other units and increased collaboration between program and fiscal staff, which helped dismantle intra-agency silos.

Streamlined Grant Approval Processes

City rules governing grants and contracts resulted in an extremely protracted process spread out over 85 days from the time a grant was awarded until the contract was approved by the city Board of Estimates. The 1B4J process involved considerable back and forth between MOED, other city departments and grant recipients. Larger grantees were able to absorb front-end costs, but smaller organizations slowed or postponed activities until contracts were finalized. MOED worked with city agencies to revise contract language and streamline processes and developed protocols to communicate contracting requirements to grantees. Other internal changes involved improved onboarding processes, expedited invoicing and improved quality control. Despite MOED's efforts to address fiscal and compliance issues, grantees who were unfamiliar with DOL's grant processes reported considerable frustration. Additionally, these activities took up an inordinate amount of 1B4J staff time, often at the expense of network building and peer learning objectives.

Grant Management Assistance to Grantees

MOED provided considerably more training and technical assistance to 1B4J grantees than historically provided. This included planning, on-boarding sessions, one-on-one training and ongoing communications. Grantees appreciated MOED's advocacy, flexibility and willingness to provide on-site technical assistance and credited the agency with helping them sharpen data collection, reporting, self-assessment and mid-course correction activities. Over 80% of grantees reported that technical assistance provided by MOED increased their ability to manage public workforce development grants. However, other factors continued to affect organizations' capacity to effectively manage the grants, including the absence of fiscal staff, disconnections between grant writers, program staff and those responsible for contract compliance and high staff turnover within nonprofit organizations.

Transparency

Despite MOED's efforts to make 1B4J inclusive and participatory, it made two decisions that subjected it to criticism. Some grantees were not informed about the opportunity to apply for a no-cost extension, generally because they had not made substantial progress toward their performance outcomes or there were contract compliance issues at the time MOED was making these determinations. Secondly, MOED selectively invited a few organizations to apply for supplemental grants based on their contractual performance and participant outcomes. Fortunately, these decisions did not significantly diminish grantees' overall commitment to the work, but it was frustrating for those who later produced solid outcomes.

Connector and Advocate

MOED functioned as a connector in multiple ways, facilitating partnerships, sharing grant opportunities and connecting organizations to public agencies, community partners and other stakeholders. Participation in 1B4J and the relationship with MOED served as a stamp of approval for young organizations and those that were new to Baltimore or workforce development. MOED was a willing advocate, astutely interpreting public policies, proposing remedies that helped grantees and troubleshooting issues with DOL. MOED also connected grantees to major capital improvement projects and other job creation initiatives, such as Baltimore's public school construction program.

Partnerships, Networks and Capacity Building

Partnerships and collaboration occur when organizations trust one another, usually because they have worked together over time, are knowledgeable about each other's structure, programming and services, understand how their respective organizations complement each other and are willing to make adjustments that improve coordination. A key assumption of 1B4J's designers was that stronger connections between neighborhood organizations, occupational skills training providers and specialized barrier removal organizations would lead to efficiencies and innovations that would improve job opportunities for under- and unemployed young adults. Stronger partnerships between workforce development stakeholders and MOED was equally important to achieving 1B4J's goals.

Partnerships were built into each 1B4J programmatic component and reinforced through network building activities designed to cultivate relationships, explore best practices, align and coordinate services and build capacity through peer learning and data sharing. The primary platform for these activities was the Practice Advisory Network, a learning community convened by MOED for 1B4J grantees and partners.

Practice Advisory meetings were held monthly at the start of the initiative. Members shared information about their work, which proved to be an effective way for organizations to identify and vet prospective partners and programs and strengthened referrals. Considerable time was spent discussing challenges associated with MOED's documentation requirements. The network helped MOED troubleshoot and co-design remedies with grantees.

Participation in the Practice Advisory was voluntary, but most grantees and partners were active, represented by 1B4J project managers, executive directors, case managers and other staff. Organizations that did not attend regularly tended to be highly experienced, over-extended, had established in-house resources, had longstanding prior ties with most 1B4J grantees or some combination of the above. Newer organizations and those less familiar with sector strategies found the network especially useful.

Survey data collected by the evaluator revealed that participation in the network would likely increase by focusing on 1B4J's knowledge building, technical assistance and peer learning objectives. As the demonstration progressed meetings were held less frequently but focused on specific topics designed to connect grantees to resources and build capacity. They covered various barrier removal topics, such as mental health, trauma-informed care,⁴⁸ homelessness, case management, child support and adult education. Many were designed as peer learning exercises. Other sessions focused on connecting organizations to other MOED resources, such as the one-stops and business services (employer engagement) unit. In the interim, MOED and grantees shared information about other networking and professional development opportunities, community activities, job leads, training fairs and other resources.

The Practice Advisory led to the formation of ad hoc and formal working groups. Ingoma and YES, for example, collaborated with Civic Works, Humanim and Maryland New Directions to address barriers faced by people experiencing homelessness. Other grantees explored trauma-informed care strategies. The Practice Advisory worked with theCONNECT, the network of youth-serving organizations managed by Ingoma, to create a working group for case managers. The group shared information and best practices and continued to meet bi-monthly after 1B4J ended. The group included non-1B4J organizations, which helped advance MOED's long-term objectives of expanding the Practice Advisory and influencing public policy, funders, investors, employer networks and other stakeholders. As the Practice Advisory's convener, MOED fostered a collective purpose and engaged grantees as partners. Being connected to one funding source

⁴⁸ In the absence of a formal mental health pilot, 1B4J held information meetings and workshops to connect grantees to agencies that address mental health issues and conducted in-depth workshops on trauma-informed care. These activities were highly regarded, resulting in more than half of the training providers developing or expanding referral relationships with mental health organizations.

also helped unite the grantees and shifted the tenor of engagement from competition to collaboration.

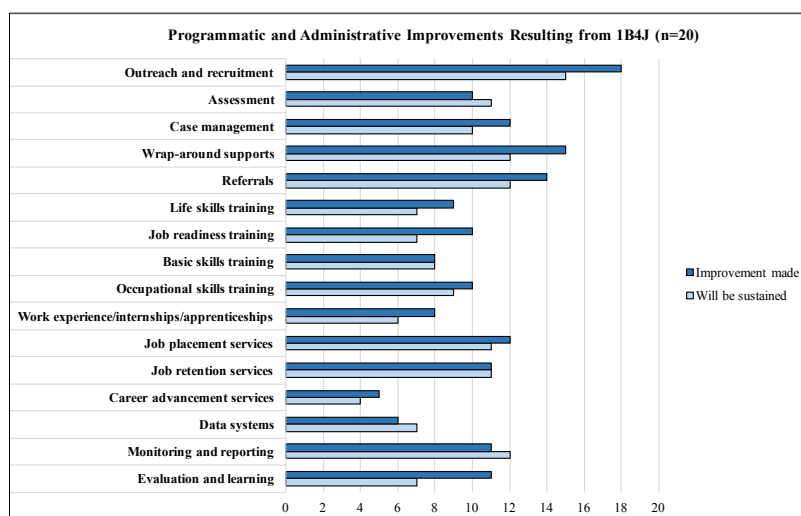
New Partnerships

While few formal partnerships were formed through the Practice Advisory, organizations learned about each other's areas of expertise and began cross-referring jobseekers. Collaboration among training providers working in the same sectors deepened through the network. In some cases, grantees joined each other's advisory committees. Vehicles for Change benefitted significantly from the Practice Advisory, forming a formal partnership with Catholic Charities to provide automotive training, securing a contract to service Bon Secours's fleet and pending training partnerships with JARC and Bon Secours. It also helped Community Connections grantees secure vehicles for their participants.

A formal social network analysis of 1B4J's partnerships and their relative strength was outside the scope of this evaluation. However, grantees were asked to identify organizations with which they had working partnerships or active collaborations prior to 1B4J and those that resulted from the grant or 1B4J's network. Self-reported survey data from the grantees, legal services, child support and adult education partners revealed that partnerships and collaboration across 1B4J's network expanded considerably. The 26 grantees and partners reported a near doubling in the number of partnerships with other 1B4J organizations – from 187 partnerships at the start of the demonstration to 369 near its end, reflecting 182 new partnerships.⁴⁹

Organizational Capacity Building

While MOED's technical assistance often addressed specific requirements of the grant, it also helped advance 1B4J's partnership and capacity building objectives. As shown in the following chart, 1B4J helped grantees strengthen their programs and organizations.



⁴⁹ Although survey respondents were asked to report *working* partnerships and *active* collaborations resulting from 1B4J, it is likely that some reported networking *relationships* that were less transactional.

Recognizing that the Practice Advisory was a source of organizational and staff development, several organizations that previously discouraged staff from participating in non-direct service activities shifted their perspective. In the absence of sufficient funding for capacity building for Baltimore's workforce organizations the network's role was especially valued.

While some of the following items are outside the scope of a Practice Advisory, several areas of capacity building deserve further attention:

- Young adult-centered job training, retention, career advancement and postsecondary education strategies.
- Training and technical assistance for frontline staff, particularly related to recruitment, screening, assessment, case management, career and college navigation and cultural competence.
- Career exploration and career navigation strategies tailored to youth and young adults, and aligning this work with community-based outreach and job readiness strategies.
- Facilitated peer networks or support groups for training participants and new workers to increase completion and retention outcomes. Improved employer engagement practices, including aligning training with actual jobs, building non-transactional relationships and developing strategies that address job quality and workplace bias issues.
- Mental and behavioral health services.
- Integrated data systems, data management, data utilization and data sharing agreements.

Community Outreach and Engagement

1B4J's network building strategy also included a citywide advisory component designed to engage community representatives, youth leaders, nonprofit organizations and others not directly involved in the demonstration. The purpose was to provide information, expand outreach and increase access to sector training and job opportunities through neighborhood career forums. The primary activities were career fairs co-hosted by 1B4J, grantees and community partners. They provided on-site job search, criminal record expungement, barrier removal and referral services. Data from one event show that 100 of 250 registrants received services at a cost of \$60 per participant. While young adults attended in lower numbers than expected, the strategy underscores the value of community-based outreach and alternative service delivery.

Influence

One way to assess 1B4J's impact on the workforce systems is to examine whether and how stakeholders have been influenced by the demonstration. 1B4J was recognized as one of the more innovative models to emerge from DOL's Urban Employment Demonstration Grants for

Youth and Young Adults,⁵⁰ and there are indications that members of several stakeholder groups have adopted practices or made changes based on 1B4J's outcomes and lessons.

Employers

Although 1B4J focused on connecting young adults to training and jobs in targeted industry sectors, MOED did not specify employer-related outcomes other than meeting job placement goals. Most grantees relied on existing employer partners, but many worked with them to increase their receptivity to hiring and promoting young adults, people with criminal records and those with other barriers. Over 57% of grantees influenced employers to change their perspectives about these jobseekers. Bon Secours, for example, convinced its employer partners to restructure job prerequisites by creating a new "nurse extender" position and eliminating the requirement that CNAs also have a GNA certificate at the time of employment. Its partners also reduced hiring barriers for ex-offenders. BTI's took advantage of Johns Hopkins University's BLocal initiative⁵¹ to secure positions for residents of Baltimore's distressed neighborhoods. Civic Works and Vehicles for Change also used local hiring and economic inclusion strategies. YES's employer partners hired more homeless young adults and helped them meet hygiene, food and transportation needs. The extent to which employers changed their practices because of grantees' influence or because labor markets are tight is unknown, but institutionalizing new hiring and advancement strategies could help new workers withstand labor market contractions.

Funders

1B4J grantees leveraged additional philanthropic support as a result of their involvement in the demonstration. Nearly two-thirds reported influencing private foundations to increase support for 1B4J's priority populations. Grantees reported increasing philanthropic interest in partnerships, barrier removal, coaches and navigators and integrated basic skills strategies. The Annie E. Casey Foundation was an early supporter of 1B4J, loaning senior staff to manage the demonstration during the first year, commissioning this evaluation and making flexible funds available through the Central Scholarship Bureau. Many 1B4J objectives align with the Foundation's, including widening neighborhood "on-ramps" for disconnected young adults of color, providing barrier removal services and building institutional and systems-level capacity to serve youth and young adult jobseekers. The Harry and Jeanette Weinberg Foundation, a longstanding supporter of sector training programs, made investments to align adult basic education and workforce development. Baltimore's Promise, a cradle-to-career partnership that includes MOED and Baltimore City Public Schools, has adopted several of 1B4J's core elements for its Grads2Careers component, including a focus on disconnected young adults under the age of 21, connecting them to sector training programs, using career pathway strategies and positive youth development practices and investing in organizational capacity building.

⁵⁰ Christopher MacLarion, Maryland Department of Labor, Licensing and Regulation, (telephone interview, December 4, 2017).

⁵¹ BLocal is a consortium of 25 local corporations that have made commitments to economic inclusion through local hiring, procurement and contracting.

Baltimore Workforce Development Board

1B4J's systems change impact is also evident in efforts to reshape the Baltimore Workforce Development Board (BWDB), the city's public workforce board responsible for administering federal workforce funds. The board has undergone a strategic planning process designed to strengthen its connections to other parts of the workforce system and adjacent systems, increase the business sector's involvement in local workforce development and help Baltimore incorporate best practices. This work incorporated lessons from 1B4J, particularly the importance of multi-stakeholder partnerships, the need to involve grassroots organizations and strategies that help disconnected jobseekers.

The Role of 1B4J Partners

One of MOED's aspirations in creating the Practice Advisory Network is that it becomes a platform for practitioner-driven systems change and members position themselves to influence other workforce development stakeholders, collective impact tables, citywide initiatives, funders and policies. 1B4J's systems change objectives were not apparent to grantees at the start of the demonstration, and the Practice Advisory largely responded to urgent needs for administrative remedies, best practices and network building. Nonetheless, grantees recognized the need to improve the way Baltimore's workforce system functions for the populations prioritized by 1B4J. 1B4J influenced almost half of them to engage in systems reform or policy advocacy activities. Efforts to sustain the Practice Advisory began in 2018. In addition to adding other stakeholders and increasing training and technical assistance, designers expect the long-term plan to include specific systems change targets. To this end, the network should include policy advocacy organizations.

Summary

1B4J has had an important impact on Baltimore's workforce development system and influenced a variety of stakeholders to think and work differently on behalf of disconnected young adults and jobseekers of color. MOED functioned as a workforce intermediary and improved internal practices while also building the capacity of workforce organizations to manage federal grants. This improves Baltimore's ability to leverage public funding streams. 1B4J shifted the culture of engagement by incentivizing partnerships and created a platform for capacity building. The outcomes achieved by the demonstration influenced the design of other programs and initiatives administered by public and philanthropic investors and informed ongoing systems changes.

7. Conclusion and Recommendations

MOED used the 1B4J demonstration to address inherent gaps in Baltimore's workforce development system that have limited opportunities for low-income jobseekers and workers of color, particularly under- and unemployed young adults ages 18-29, black males, those lacking a high school credential and individuals with a criminal record. It was an apt response to some of the conditions that led to the 2015 uprising and an attempt to broaden the set of organizational stakeholders that set pathways to economic opportunity.

Recognizing that sector-based, career pathway training is a stepping stone out of poverty, MOED designed strategies to reduce barriers to these programs and invested in building the capacity of training providers to deliver intensive support during training and employment. In the absence of a network of youth and young adult employment programs, 1B4J positioned adult-serving programs to serve this population using proven young adult development practices.

1B4J highlighted the important role neighborhood-based organizations could play providing essential pre-employment services, such as outreach, recruitment, enhanced case management, career exploration and job readiness training, to disconnected jobseekers – an approach that allows occupational skills training providers to concentrate on vocational and technical training. The inclusion of neighborhood organizations also advanced MOED's equity objectives and connected these organizations to the workforce system generally and to sector training providers in particular. This strategy, coupled with capacity building and partnership support, holds promise for wider application.

Community-based career fairs that offered on-site job search, legal services, barrier removal and referral services demonstrated a cost-effective means of engaging residents of distressed neighborhoods. Access to flexible funding to cover incidental expenses and specialized service providers who removed civic legal barriers and restructured child support judgments allowed more participants to complete training and start jobs.

Despite marginal outcomes among the adult education pilot program, that effort resulted in new instructional and assessment practices, drew attention to the value of bridge programs and built institutional relationships needed to address misalignments between the workforce development and adult education systems.

MOED used competitive grantmaking to stimulate innovation and capacity building while also incentivizing the creation of partnerships that reduced duplication of services, streamlined processes and reduced the likelihood of jobseekers falling through the proverbial cracks. The agency attempted to reverse historic under-investment in organizational capacity building by providing direct technical assistance to grantees, promoting peer learning and establishing a learning community to encourage self-assessment, continuous improvement, best practice application and future data sharing – essential elements of an integrated, responsive system.

Most notably, MOED shifted the way public funds have been allocated in Baltimore by explicitly focusing on previously underserved populations and distributing resources to organizations working on the ground. This built the capacity of training providers, neighborhood

organizations and MOED to administer publicly-funded grants and improved Baltimore's ability to leverage future funding. 1B4J also positioned the agency to serve as a workforce intermediary – long absent in Baltimore.

Among the seven DOL *Urban Employment Demonstration Grants for Youth and Young Adults* grant recipients, Baltimore not only served the largest number of participants, but also exceeded its targets by the biggest margins.⁵² More than 1,350 individuals were enrolled in programs, 78% of whom completed job readiness training or occupational skills training or achieved academic gains. Two-thirds of them, or 794 individuals, were placed in jobs at an average wage of \$12.22. Young adults accounted for 59% of all enrollees, with the neighborhood-based Community Connections grantees enrolling the largest proportion of young adults and ex-offenders.

While outcomes varied by across organizations, several key factors beyond the program design and systems building elements discussed above contributed to 1B4J's success and should be applied more broadly. They include:

- Outreach and recruitment practices specifically designed for 1B4J's priority populations.
- Substantial job readiness training that: (a) incorporated life skills training; (b) used practices proven to be effective with young adults; and (c) imparted soft skills that are both transferrable and customized to industry standards.
- Guidance and career exploration to expose young adults to employment and post-secondary education options.
- Academic bridge programs that integrated basic skills and occupational skills training and accelerated the movement of low-skilled individuals into sector-based career pathway programs.
- Including the perspectives of young adults in program design.
- Intensive case management and career coaching that: (a) was tailored to an individual's progression along the workforce development continuum; and (b) utilized positive young adult development practices.
- The availability of wraparound services, particularly those that address housing instability, child care, transportation and mental health challenges.
- Training stipends and paid work experience.
- Workplace and peer mentors, including people of color, who helped new employees navigate the workplace and identify career advancement opportunities.

⁵² 2M Research Services, *Urban Employment for Youth and Young Adults Demonstration Grants Implementation Evaluation*, (Arlington, TX: Author, 2017).

- Partnerships with employers who demonstrated an interest in hiring young adults from 1B4J's priority populations, offered quality jobs and career advancement opportunities and strived to create hospitable, unbiased work environments.

Recommendations for Action

1B4J's influence was apparent before the demonstration ended, with several elements of the initiative being adopted by other programs. Further action is needed to ensure that Baltimore's disconnected young adults and workers of color benefit. Key components of 1B4J should be expanded and augmented by national best practices. The following recommendations include general, programmatic and systems level items that should be embraced by MOED, foundations, training and service providers, employers and other civic actors who have a stake in Baltimore's workforce development system.

Anchor Baltimore's Workforce Development with a Common Results Frame

1B4J demonstrated what can happen when multiple organizations work toward a common objective. Proceed from a common results frame or overarching objective that guides all members of the workforce development and adjacent systems, such as: "All Baltimore jobseekers and workers have equitable access to education, supports and job opportunities that keep them out of poverty." This guiding star – keeping the jobseeker front and center – will help stakeholders identify which investments, intervention, strategies and collaborations advance this result.

Invest in Organizational Capacity Building

The ability to implement 1B4J program activities and manage the administrative functions varied across the grantees. Many organizations had underdeveloped fiscal and contract management capacity, resulting in inefficiencies that affected participant outcomes. Other capacity building needs include:

- Staff and organizational development.
- Strategy formulation and implementation.
- Research, best practices and knowledge-building.
- Technology, data systems and data utilization.

Invest in Technical Capacity Building

- Young adult-centered job training, retention, career advancement and postsecondary education strategies.
- Training and technical assistance for frontline staff.
- Career exploration and career navigation strategies tailored to young adults.
- Facilitated peer networks or support groups.
- Employer engagement practices.
- Leveraging capital improvement and economic inclusion opportunities.
- Mental and behavioral health services.
- Systems change and policy advocacy.

Invest in Neighborhood Job Pipelines

There is an important role for neighborhood pipelines in sector-based initiatives. The organizations that are best able to reach and support hard-to-serve residents often do not have the institutional capacity to participate in large-scale initiatives, referral networks and learning communities or attract mainstream funders. Without funding, organizations cannot build capacity. Evidence of this vicious cycle was reflected in 1B4J's Community Connections RFP process, which resulted in an applicant pool largely comprised of established organizations, despite the intended focus on small neighborhood organizations. The small Community Connections grantees had the institutional backing of fiscal agents that could cover 1B4J expenses until MOED released funds but faced capacity challenges nonetheless, as did one of the longstanding grantees. Capacity building is critically needed.

Provide General Operating Grants and Multi-Year Funding

Strong programmatic outcomes are inextricably linked to flexible funding that supports institutional growth and allows organizations to deepen their expertise as opposed to chasing opportunistic grant funding. Baltimore's sector providers have produced impressive results for years, but they are serving only a fraction of the jobseekers who need access to these programs. Their ability to expand services, as well as the capacity of newer organization to increase their effectiveness, is limited by the lack of general operating support and multi-year funding.

Develop Common Measures

The use of common measures, reporting templates and processes to which funders hold workforce development organizations accountable would allow training and service providers to devote more time to participants and institutional capacity building. However, it is critical that workforce organizations and funders co-design assessment criteria. Shifting the perspective on monitoring and compliance and emphasizing learning and the strategic use of data would make these exercises more useful to organizations and the system.

Formalize Referrals Networks. 1B4J's relationship and network building laid the groundwork for multi-directional referrals, but grantees did not have the staff capacity to formalize this work. The lack of integrated data systems also precluded action. Further investment is needed to ensure that participants can maximize opportunities and move through and across systems seamlessly.

Provide Coaching and Mentoring

Neighborhood-based coaches are especially effective in supporting disconnected young adults, especially during pre-employment training. Specialized career coaches are essential to help new workers adapt to workplaces and navigate career pathways and postsecondary education goals. Young adults of color benefit from coaches and workplace mentors who share their racial, ethnic or cultural background, though not to the exclusion of other caring adults. Peer mentors and alumni networks serve as informal retention and advancement networks and support for new workers. Expanding support networks for disconnected young adults is critical.

Partner with Providers of Specialized Services

Referring participants to legal and child support services provided by specialized partners created

efficiencies and cost-savings for training providers and improved the quality of services provided to participants. This model should be expanded and adapted to other areas, such as mental health services, financial education and certain case management functions.

Provide Documentation Services and Supports

All employers are required to submit documentation to the U.S. Citizenship and Immigration Services proving the identity of employees. Publicly-funded job training programs require similar documentation. Documentation support and identification clinics provided by the legal services partners and Living Classrooms helped hundreds of applicants gain access to training and jobs. Expansion of these services would especially benefit young adults, ex-offenders and individuals experiencing housing instability or frequent mobility.

Create Flexible Funding Pools for Barrier Removal

The flexible funding pool administered by Central Scholarship Bureau contributed to completion and job retention outcomes by covering incidental expenses that many participants found prohibitive. Flexible funding pools managed by workforce agencies, community foundations and nonprofit organizations have been used in other jurisdictions to provide emergency funds covering food, housing, childcare, transportation, tools, clothing, documentation, licensing fees and other expenses and deserve wider application.

Provide Stipends

The need for immediate income is particularly crucial for 1B4J's jobseekers. The availability of stipends helped participants meet living expenses during training and contributed to completion outcomes. Notably, the lack of stipends forces many jobseekers to select shorter training programs. This has equity implications given the concentration of people of color in low-wage, low-quality jobs that typically require less training.

Provide Paid Work Experience

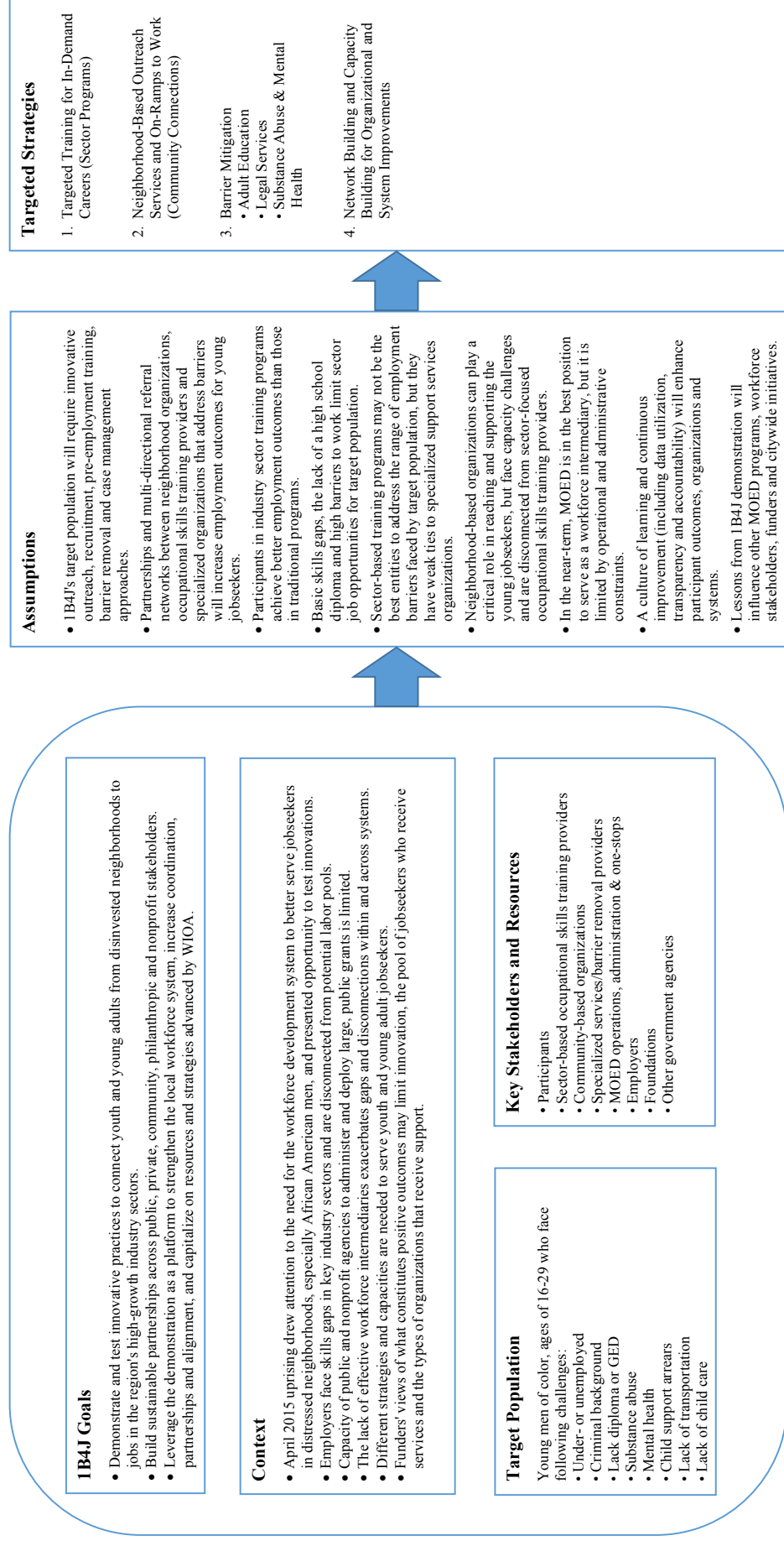
The lack of prior work experience is especially acute among young adults, but few 1B4J grantees offered paid work experience as part of the training component. Those that did credit work experience with contributing to placement, wage and retention outcomes, benefitting both jobseekers and employers. It is also important to expand formal youth apprenticeship programs.

Engage Employers

Strong employer partnerships yield important resources for workers and training providers that go far beyond job placements, including internships, paid work experience, advancement opportunities, workplace mentors, tuition assistance, curriculum development, instructors, training equipment and machinery. Many training providers do not have the capacity to leverage these benefits, and few are equipped to help workers and employers address job quality issues, workplace bias and other factors that affect retention and advancement. Capacity building is needed to shift employer engagement from transactional requests for job slots to reciprocal partnerships. This involves distinguishing supply-side job coaching functions from demand-side job development and business services functions.

Appendix A: 1B4J Demonstration and Learning Framework

Building a Better Workforce Development System



Appendix A: IB4J Demonstration and Learning Framework

Building a Better Workforce Development System

Strategy & Activities

In-Demand Careers (Sector Programs)

- Deploy public funds to nonprofit training providers and neighborhood-based organizations and expand MOED's capacity to work as an intermediary organization, build system-wide capacity, test innovative approaches and better serve youth and young adults in distressed neighborhoods.
- Expand participation of more youth and young adults, particularly African Americans males who face barriers to work, in sector-focused occupational skills training programs through partnerships between sector training providers and neighborhood-based organizations.
- Augment occupational skills training with targeted outreach, recruitment, job readiness and life skills training, case management and services that are customized to youth and young adults, high barrier jobseekers and people of color.

Neighborhood-Based On-Ramps to Work (Community Connections)

- Strengthen the work force development infrastructure at the neighborhood level.
- Develop innovative outreach, recruitment, training, retention and case management strategies.
- Develop effective strategies, networks and tracking systems to make and monitor referrals.
- Expand partnerships with occupational skills training providers, barrier mitigation organizations and other neighborhood stakeholders

Barrier Mitigation

- Improve system-side capacity to provide specialized services to address barriers to work in the following areas:
 - Adult education – improve literacy and high school credential attainment levels needed for sector jobs.
 - Legal services – provide legal services to participants, including record expungement, child support modifications, driver's license reinstatement, accessing public benefits, housing, etc.
 - Substance abuse & mental health – provide professional mental health and trauma-informed services to training participants and workers. (Status: TBD)
- Build partnerships between In-Demand and Community Connection grantees and support service organizations.
- Streamline the need for individual training providers to offer support services in-house and develop efficient division of labor across organizations and platforms.

Network Building and Capacity Building for Organizational and System Improvements

- Build the capacity of MOED to convene, facilitate and support active networks and partnerships.
- Create a network or community of practice involving all IB4J grantees to build relationships, explore best practices, align and coordinate activities and services, and build capacity through peer learning and data sharing.
- Expand public discourse about issues of equity and access to job opportunities for target population, including conducting educational workshops to increase community awareness.
- Inform and influence public policy, philanthropic funders, employer networks and other stakeholders.

Kingslow Associates

Anticipated Results/Key Learnings

- IB4J achieves its participant outcomes targets for enrollment, training, placement, wage rates, retention, etc.
- Stronger cross-sector partnerships between MOED, work force training providers, community organizations and other stakeholders are demonstrating ways to increase capacity, better align systems, streamline service delivery, promote innovations and improve participant outcomes.
- Partnerships are helping neighborhood-based organizations build the capacity and become better integrated into the work force system.
- Partnerships between training providers and literacy providers are resulting in movement toward more academic bridge, career pathway and integrated education and training programs.
- Partnerships with legal services organizations are reducing barriers, improving employment outcomes for participants and creating efficiencies for training providers.
- Customized outreach strategies, job readiness training and barrier mitigation and support services are improving access to sector-based occupational skills training programs for the target population and yielding better participant outcomes.
- New and strengthened relationships are leading to better referral networks and better connected pathways to training and job opportunities for the target population.
- New and strengthened relationships are leading to partnerships and collaboration independent of IB4J.
- MOED has a better understanding of what it will take to function as a work force intermediary and is better equipped to leverage WIOA and other resources.
- MOED and IB4J grantees can identify operational, administrative, technical and data systems obstacles to serving target population and administering large public grants.
- IB4J grantees are adopting new practices and strategies as a result of IB4J's lessons, relationships and technical assistance.
- IB4J network members are positioning themselves to influence other workforce development stakeholders, collective impact tables, funders and policies, including those related to adult education, legal services and mental health services.
- Foundations are beginning to broaden their perspective about the importance of network- and capacity-building, working with various segments of the target population, and the roles of neighborhood-based partners and barrier mitigation organizations.

Appendix B: List of Interviewees

Occupational Skills Training Grantees

Associated Catholic Charities

Anita Donaldson, Program Manager

Baltimore Alliance for Careers in Healthcare

Laura Spada, Executive Director

BioTechnical Institute

Kathleen Weiss, Executive Director

Bon Secours Community Works

Eric Clay, Director of Workforce

Caroline Center

Patricia McLaughlin, Executive Director

Patricia Murphy, Associate Director

Dave Haddad, Finance Director

City Life Community Builders

Ellen Burke, Executive Director

Civic Works

Eli Allen, Director, Baltimore Center for Green Careers

Humanim

Kanika Feaster, Director of Workforce Development

Jane Addams Resource Corporation

Elaine Carroll, Site Director

Job Opportunities Task Force

Matt Stubbs, Program Manager

Maryland New Directions

Maurice Good, Program Director

Clair Watson, Former Program Director

New Pathways

Aaron Milton, Community Support Services Manager

Vehicles for Change

Philip Holmes, Director, Center for Automotive Careers

Community Connections Grantees

BUILD Turnaround Tuesdays

Melvin Wilson, East Baltimore Director

Center for Urban Families

Catherine Pitchford, Senior Manager, Economic Success

Ingoma Foundation/Fusion Partners

Paulo Gregory Harris, Program Director

Pauline Taylor, Pathway Navigator Specialist

Youth Empowered Society

Nick Brooks, Workforce Development Coordinator

Lisa Phillips, Celebrate Us

Christina Ralls, Art with a Heart

Adult Education Grantees

America Works

Theresa Clacks, Training Director

Scott Espenscheid, Program Manager

Marcia Netus, VP & Regional Director

Baltimore City Community College

Michelle Jackson, Director/Adult Basic Education

Douglas Weimer, Director ESL & Basic Skills

Living Classrooms Foundation

Krystle Starvis, Workforce Development Manager

Travis Street, Site Manager/Transitional Coordinator

South Baltimore Learning Center

Tanya Terrell, Executive Director

1B4J Partners

Baltimore City Office of Child Support Services
Jim Graettinger, Senior Operations Manager, Child Support

Central Scholarship
Nancy Fenton, Director of Development

Homeless Persons Representation Project
Carolyn Johnson, Managing Attorney
Melissa Loomis, Staff Attorney

Maryland Legal Services Corporation
Susan Erlichman, Executive Director
Harriet Robinson, Deputy Director

Maryland Legal Aid
Amy Petkovsek, 1B4J Supervisor
Ashley Phillips, Staff Attorney

Maryland Volunteer Lawyers Services
Susan Francis, Deputy Director
Bonnie Sullivan, Executive Director
Chris Sweeney, Staff Attorney

MOED Staff

Marvin Blye
Contracting & Compliance Manager

Julie Brooks
1B4J Project Coordinator

Samantha Archer-Davies
1B4J Project Assistant

Jerome Davis
Fiscal Analyst

Kate Dowling
Former 1B4J Systems Specialist

Corey Holland
Former Fellow

Malcolm Leggett
Former Assistant Director & Comptroller

Patricia Morfe
Director, Planning & Performance

Evelyn Nicholson
Administrator, Research & Evaluation

Jason Perkins-Cohen
Director

Mary Sloat
Assistant Director, Workforce Operations

Jon Smeton
Former Fellow

Joe Smith
Compliance Monitor

Angel St. Jean
Workforce Analyst/Coordinator

Danielle Torain
Former 1B4J Project Coordinator
(On loan from The Annie E. Casey Foundation)

Selected Workforce Development Stakeholders

Diane Bell McKoy
President/CEO
Associated Black Charities

Linda Dworak
Director, Baltimore Workforce Funders Collaborative
Association of Baltimore Area Grantmakers

Marci Hunn
Program Director, Workforce Development
Harry and Jeanette Weinberg Foundation

Chris MacLarion
Director of Apprenticeship and Training
Maryland Department of Labor, Licensing & Regulation

Sara Muempfer
Senior Associate, Baltimore Civic Site
The Annie E. Casey Foundation

Melanie Styles
Program Officer, Workforce Development
Abell Foundation

Appendix C: Targeted Training Program Descriptions

Baltimore Alliance for Careers in Healthcare

Baltimore Alliance for Careers in Healthcare is a healthcare intermediary that prepares Baltimore residents for healthcare occupations in an effort to address industry shortages. It received \$150,000 from 1B4J to develop two new training programs. The Community Health Worker program trained frontline public health workers who could improve access to health and social services for community members through outreach, community education, informal counseling, social support and advocacy. The Peer Recovery Specialists program trained individuals who are in recovery or have had life-altering experiences to provide recovery support to others. Of 62 participants enrolled, 55 earned certifications as Peer Recovery Specialists or Community Healthcare Workers and 19 were placed in jobs at an average wage of \$13.17.

BioTechnical Institute of Maryland

BioTechnical Institute provides occupational skills training in the life sciences and helps unemployed and under-employed Baltimore residents secure laboratory jobs in biotechnology, manufacturing, environmental, food and chemical companies. Its BioSTART to Lab Associates training programs involves classroom instruction, hands-on training and on-the-job work experience. It offers a bridge program for underprepared students, which was instrumental in serving 1B4J's priority populations. BTI received an initial 1B4J award of \$232,288 and a supplemental award of \$98,628. Of 76 participants enrolled, 42 earned certifications and 30 were placed into employment at an average hourly wage of \$13.26.

Bon Secours Community Works

Bon Secours Community Works is a subsidiary of Bon Secours Health System and is focused on improving social and economic conditions in disinvested West Baltimore neighborhoods. Its workforce development programs focus on adults and youth and emphasize self-sufficiency and financial stability. It offers comprehensive job-readiness training, bundled services, long-term case management and occupational skills training for Certified Nursing Assistant and Geriatric Nursing Assistant positions. Bon Secours received \$248,866 from 1B4J. It enrolled 72 participants, of whom 62 earned certifications and 59 were placed into employment at an average hourly wage of \$11.95.

Caroline Friess Center

The Caroline Center provides training to women interested in Certified Nursing Assistant, Geriatric Nursing Assistant and Pharmacy Technician positions. It received \$250,000 from 1B4J and used the grant to expand services to West Baltimore residents. Of 194 participants enrolled, 168 participants earned certifications and 127 were placed into employment at an average hourly wage of \$12.19. Case management was available to graduates well beyond job placement.

Catholic Charities

Catholic Charities is a large multi-service organization that provided occupational skills training, on-the-job training and certification in the automotive field. It focused on West Baltimore residents under 1B4J. It originally partnered with the National Center on Institutions and

Alternatives to provide training, but later formed a partnership with Vehicles for Change as a result of relationships built through 1B4J. Catholic Charities received a \$250,000 grant from 1B4J, which resulted in 75 participants being enrolled, 53 earning certifications and 44 placed in Automotive Technician and General Services Technician positions at an average hourly wage of \$9.79.

City Life Community Builders

City Life Community Builders is an East Baltimore affordable housing developer. Shortly before 1B4J it began offering Level 1 Construction Training to extend job opportunities to local residents. Of 25 participants enrolled, 23 earned certifications and 10 were placed into commercial and residential construction positions at an average hourly wage of \$13.30. City Life received \$118,676.00 from 1B4J, which helped it leverage funding from Sagamore Development.

Civic Works

Civic Works' Baltimore Center for Green Careers provided training that led to industry-recognized credentials and jobs in brownfield remediation, solar energy and weatherization. Occupational skills training was supplemented with intensive case management and work experience. Civic Works received an initial 1B4J award of \$250,000 and a supplemental award of \$111,692. All but one of Civic Works' 146 enrollees earned certifications and 115 were placed into green construction jobs at an average hourly wage of \$14.47. Civic Works focused on residents of economically distressed neighborhoods in East and West Baltimore.

Humanim

Through its Baltimore City Anchor Institution Employment Project, Humanim trains Baltimore resident for entry-level Administrative Assistant, Office Clerk, Unit Secretary, Staff Assistant, and Certified Medical Administrative Assistant positions at anchor institutions. Humanim received \$249,695 from 1B4J. It enrolled 43 participants, 40 of whom earned certifications and 29 placed into employment at an average hourly wage of \$13.61.

Jane Addams Resource Corporation

Chicago-based Jane Addams Resource Corporation created a Careers in Manufacturing Program to prepare participants for entry-level Computer Numerical Control and Welding positions. JARC accepted applicants citywide but focused on Park Heights and surrounding neighborhoods. The 1B4J award of \$250,000 was instrumental in strengthening its work in Baltimore and refining its barrier removal services. It enrolled 25 participants, awarded certificates to 20 and placed 15 in jobs at an average hourly wage of \$13.21.

Job Opportunities Task Force

Job Opportunities Task Force's Project JumpStart delivers occupational skills training for entry-level jobs in the construction industry. The integration of its math bridge program into occupational skills training helps academically underprepared applicants, such as those prioritized by 1B4J, complete the training. 1B4J helped JOTF develop a mentoring program to better support young adults. JOTF received an initial 1B4J award of \$250,000 and a

supplemental award of \$96,802. It enrolled 59 participants from across the city, of whom 53 earned certificates and 42 were placed in jobs at an average hourly wage of \$12.76

Maryland New Directions

Maryland New Directions provides occupational skills training in the maritime, transportation, distribution and logistics fields. It served 182 participants, of whom 128 earned certifications and 105 were placed in logistics, freight forwarding, warehousing, stevedoring, materials handling and international customer service jobs earning an average hourly wage of \$11.62. It primarily served residents of selected East Baltimore neighborhoods. Maryland New Directions received an initial 1B4J award of \$250,000 and a supplemental award of \$104,166.

New Pathways

New Pathways provides occupational skills training in the healthcare sector. For 1B4J, its PCT Step Up training program focused on incumbent healthcare workers who held entry-level Certified Nursing Assistant or Geriatric Nursing Assistant certification. Of 48 participants enrolled, 35 earned certifications and 30 were placed into Certified Patient Care Technician positions earning an average hourly wage of \$13.68. New Pathways was awarded \$250,000 by 1B4J and focused on West Baltimore neighborhoods from Druid Heights to Park Heights.

Vehicles for Change

Vehicles for Change's Automotive Technicians for Change training program prioritized formerly-incarcerated individuals, most of whom had completed introductory automotive training while behind bars. Work experience was provided through Vehicle for Change's automotive shops and repaired vehicles were made available to program participants at low cost. The organization received \$125,000 from 1B4J. It enrolled 20 participants and awarded certificates to 16, all of whom were placed into Automotive Technician jobs earning an average hourly wage of \$12.31.