Renewing COMMUNITIES

Restoring HOPE

Transforming LIVES

U.S. Department of Labor | Center for Faith-Based and Community Initiatives

Our Mission

The work of the Center for Faith-Based and Community Initiatives (CFBCI) at the U.S. Department of Labor (DOL) stems from a simple conviction: Americans can do better for our neighbors in need when we draw upon the unique strengths of every willing partner.

CFBCI works collaboratively with DOL agencies to fulfill the Department's fundamental goal of creating a prepared and competitive, safe and secure American workforce. To accomplish this, CFBCI empowers faith-based and community organizations (FBCOs) that help individuals in their communities prepare for, enter, and thrive in the workforce. CFBCI's goal is to help more Americans overcome barriers to employment, find jobs, and advance in employment through the unique work of local FBCOs. To accomplish this goal, DOL has increased collaboration with both faith- and community-based nonprofit organizations that are trusted institutions providing valuable services, regardless of whether they have a history of partnering with government.

Specifically, CFBCI works to remove administrative and regulatory barriers to FBCO participation in DOL grant programs. It also shapes DOL's community outreach and grant-making policies to utilize the strengths of FBCOs and the role they play in their communities. CFBCI works with various DOL agencies to foster innovative partnerships between DOL-funded programs and FBCOs. Further, CFBCI educates FBCOs about local opportunities to collaborate with government and about opportunities to participate in Federal grant programs. CFBCI also works with public workforce system administrators and staff to integrate FBCOs into their strategic planning and service delivery process.

The Faith-Based and Community Initiative Timeline at DOL	2001	2002	2003	2004	2005	2006	2007	2008
ID Barriers to FBCOs (pg. 7)	■							
VETS Homeless Veterans' Reintegration Program Grants (pg. 39)	■	■	■	■	■	■	■	■
ETA Grants to States for FBCOs (pg. 11)		■						
ETA Grants to Intermediary FBCOs (pg. 21)		■	■	■				
Job Corps-FBCO Demonstration Project (pg. 11)		■	■	■				
ODEP Home Modification/Mentoring Youth Grants/Employment Training and Service Grants (pg. 43)		■	■	■	■	■		
ETA Grants to Grassroots FBCOs (pg. 19, 34)		■	■	■	■	■	■	
ILAB Combating Exploitive Child Labor Through Education (pg. 40)		■	■	■	■	■	■	■
Touching Lives and Communities (pg. 13)		■	■	■				
Ready4Work (pg. 30)			■	■	■	■		
Equal Treatment and Religion-Related Regulations (pg. 8)			■	■	■	■	■	■
ETA Grants to Local Workforce Investment Boards (pg. 15)				■	■			
President's Prisoner Reentry Initiative (pg. 26)					■	■	■	■
Project Reach Out (pg. 16)					■	■	■	
SHARE Network (pg. 12)					■	■	■	■
Results-Based Management Training (pg. 23)							■	■
Preparing Ex-Offenders for the Workplace Through Beneficiary-Choice Contracting (pg. 22)							■	■

U.S. Secretary of Labor

Renewing Communities, Restoring Hope, and Transforming Lives tells the story of how the Faith-Based and Community Initiative at the U.S. Department of Labor (DOL) has made a real difference in the lives of more than 150,000 jobseekers, workers, families, vulnerable youth, and communities. As part of DOL's mission to foster a prepared, competitive, safe, and secure workforce, the Center for Faith-Based and Community Initiatives works with DOL agencies to tap into the unique abilities of faith-based and community organizations in order to help more individuals overcome barriers to employment, find jobs, and stay employed.

These collaborative efforts have produced innovative public-private partnerships that decrease unemployment and recidivism among ex-prisoners, increase access to publicly funded employment resources in low-income communities, help homeless veterans find housing and jobs, withdraw and prevent children from entering exploitive child labor around the world, increase workplace safety outreach to Spanish-speaking workers, and much more.

In 2001, President George W. Bush articulated a bold vision to reshape federal social service programs by involving local organizations in addressing individual needs within local communities. Specifically, DOL has reshaped its policies and programs to respect, embrace, and empower faith-based and community organizations that act as "social entrepreneurs" in local communities across America and around the world.

As home to one of the original Centers for Faith-Based and Community Initiatives, DOL has answered the President's challenge to "launch a determined attack on need." The Department integrated the Initiative into policy development and program implementation. By developing dynamic partnerships between faith-based and community organizations and the public workforce system, both DOL and faith-based and community organizations are able to serve more individuals together than they otherwise could serve alone and to contribute collaboratively to creating a prepared, competitive, safe, and secure workforce.

In order to build productive partnerships between DOL and faith-based and community organizations, the Department has removed barriers to foster collaboration between effective faith-based and community organizations and the public workforce system, issued regulations that clarify, among other things, that all organizations have equal access to grant opportunities, launched innovative pilot programs that draw on the assets of faith-based and community organizations, strengthened outreach and technical assistance for faith-based and community organization partners, and measured the results of those efforts.

Renewing Communities, Restoring Hope, and Transforming Lives is filled with stories and photographs of real men, women, and children who represent thousands of lives that have been transformed by the Faith-Based and Community Initiative at DOL.

As the former head of the United Way and Peace Corps, I know firsthand the valuable role that nonprofit organizations play in meeting human needs here in the United States and around the world. The Department must sustain this transformation and encourage state and local workforce system leaders and local community leaders to advance this work and develop their own models of partnership with faith-based and community organizations. *Renewing Communities, Restoring Hope, and Transforming Lives* is not only informative, but, more importantly, it provides insight and inspiration to public workforce system administrators and staff, faith-based and community organization leaders and staff, individuals in need, and individuals who have benefited from the service capacity of public-private partnerships between DOL and faith-based and community organizations.

Elaine L. Chao

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LIST OF COMMONLY USED ACRONYMS

CBO: ..... Community-based organization
CFBCI or Center: ..... DOL Center for Faith-Based and Community Initiatives
DOJ: ..... U.S. Department of Justice
DOL or Department: ..... U.S. Department of Labor
ETA: ..... Employment and Training Administration
FBCI: ..... Faith-Based and Community Initiative
FBCO: ..... Faith-based and community organization
FBO: ..... Faith-based organization
ILAB: ..... Bureau of International Labor Affairs
OFBCI: ..... White House Office of Faith-Based and Community Initiatives
One-Stop: ..... One-Stop Career Center
PRI: ..... President's Prisoner Reentry Initiative
R4W: ..... Ready4Work prisoner reentry program
VETS: ..... Veterans' Employment and Training Service
WIA: ..... Workforce Investment Act
WIB: ..... Workforce Investment Board

Executive Summary

The goal of the Faith-Based and Community Initiative (FBCI) at the U.S. Department of Labor (DOL) is to tap into the unique work of local faith-based and community organizations (FBCOs) to help more Americans overcome barriers to employment, find jobs, and stay employed. Over the past seven years, DOL has removed barriers to foster collaboration between effective FBCOs and the public workforce system, issued regulations that clarify, among other things, that all organizations have equal access to grant opportunities, launched innovative pilot programs that draw on the assets of FBCOs, strengthened outreach and technical assistance for FBCO partners, and measured the results of those efforts.

Creating Access to New Opportunities Through Public-Private Partnerships

The DOL Center for Faith-Based and Community Initiatives (CFBCI) works with agencies within the Department to make public-private partnership opportunities more accessible to all organizations, including FBCOs. The foundation for that broad effort was laid when DOL updated its regulations in 2003 and 2004 to clarify and ensure proper and constitutional uses of DOL assistance, to clarify that all organizations, regardless of religious affiliation or lack thereof, have equal access to grant opportunities, and to recognize the religious liberty of organizations and individuals participating in DOL programs. DOL is also making public workforce system and FBCO resources more accessible to jobseekers. For example, 25 local workforce systems are opening Access Points to publicly funded employment services at FBCOs in low-income neighborhoods across the country. Other local workforce systems are creating formal networks of FBCOs to better meet the needs of jobseekers in their communities.

Faith-Based and Community Organizations: Utilizing Strengths and Building Capacity

DOL uses innovative grant programs to leverage the strengths of FBCOs—location, community connectedness, dedicated volunteers, supportive services, and access to jobseekers. In the past, the size of many DOL grants put them out of reach for smaller FBCOs. CFBCI responded by working with the Employment and Training Administration (ETA) to create mini-grants for grassroots FBCOs. Those grants feature simplified application and reporting requirements and allow the public workforce system to draw upon the assets of smaller organizations within the community. ETA staff provides training and technical assistance to help grantees build capacity, deliver services, and achieve their performance goals. DOL also designed grants for larger intermediary organizations that provide administrative and program support to smaller FBCOs that, in turn, provide direct services. Where authorized by law, intermediary organizations use their grant funds to make sub-awards to grassroots FBCOs, extending the reach of DOL resources beyond the confines of direct grant programs. In addition, DOL launched a beneficiary-choice pilot project awarding grants to address the specific workforce challenges of ex-prisoners.

Transforming Lives Through Government Partnerships with Faith-Based and Community Organizations

The greatest difference FBCOs have made through DOL programs is in the individual lives of men, women, and vulnerable youth. Since 2006, the President's Prisoner Reentry Initiative has enrolled more than 13,100 participants, helped 8,228 ex-prisoners find work, and lowered the participant recidivism rate to 15 percent—less than half of the U.S. Department of Justice (DOJ)'s national benchmark. From 2002 to 2007, ETA and CFBCI developed the Grassroots Grants program, dedicating $10.9 million Federal dollars to 247 grassroots FBCOs in 42 states to serve more than 37,700 hard-to-serve individuals, including placing 15,376 of those individuals in jobs. Since 2001, the Veterans' Employment Training Service's Homeless Veterans' Reintegration Program has awarded grants to FBCOs in 32 states. Those FBCO grant sites have enrolled more than 81,000 homeless veterans in services, placed 48,408 in transitional or permanent housing, and placed 52,660 in jobs. In 2001, the Bureau of International Labor Affairs Office of Child Labor, Forced Labor, and Human Trafficking launched its Child Labor Education Initiative, which has used education as a means of withdrawing and preventing more than one million children from engaging in exploitive child labor.

The development of working partnerships between FBCOs and the public workforce system enables both the FBCOs and the workforce system to serve more individuals together than they otherwise could serve alone and to contribute collaboratively to creating a prepared, competitive, safe, and secure workforce.

A Capstone: DOL Grant Awards from 2002 to 2007

Year	Total Grant Awards	Funding Awarded
2002	102	$31,084,099
2003	143	$55,514,435
2004	237	$182,476,795
2005	296	$159,136,056
2006	248	$126,355,271
2007	339	$187,590,453
Total	1,365	$742,157,109

From 2002–2007, DOL awarded 1,365 grants worth $742,157,109 to FBCOs, states, and WIBs as part of its ongoing effort to improve services for Americans in need.

Introduction

On January 29, 2001, in the Eisenhower Executive Office Building's historic Indian Treaty Room, President George W. Bush declared a "determined attack on need" in this country and abroad when he announced his Faith-Based and Community Initiative (FBCI). With the signing of Executive Orders 13198 and 13199, the President created the White House Office of Faith-Based and Community Initiatives (OFBCI) and five initial Centers for Faith-Based and Community Initiatives within Federal departments, including one at the U.S. Department of Labor (DOL or Department).

The President initiated a challenge to leverage the resources of government within "an agenda to enlist, equip, enable, empower, and expand the heroic works of faith-based and community groups across America,"[1] and DOL has met and exceeded that challenge.

> "The government is an institution… The government can provide assistance, but it cannot transform lives the way faith, hope or the involvement of a caring neighbor can."
>
> *—Elaine L. Chao, U.S. Secretary of Labor, November 27, 2007*

DOL's strategic goals are to create a prepared, competitive, safe, and secure workforce and to strengthen economic protections for workers. To accomplish this, the Department and its state and local affiliates must engage a network of community actors and leaders, including businesses, educators, community developers, faith-based and community organizations (FBCOs), and others.

The mission of the DOL Center for Faith-Based and Community Initiatives (CFBCI or Center) is to empower FBCOs that help individuals in their communities enter, succeed, and thrive in the workforce. CFBCI's goal is to help more Americans overcome barriers to employment, find jobs, and stay employed through the unique work of local FBCOs. To accomplish this goal, the Center has developed innovative programs to foster partnerships between DOL-funded programs and FBCOs and has worked to create a level regulatory playing field for all organizations.

Specifically, CFBCI has worked collaboratively with DOL agencies to:

- Update regulations and grant-making practices to ensure equal treatment for FBCOs participating in DOL programs;
- Open grant competitions to more service providers in order to diversify applicant pools;

> "Government has a solemn responsibility to help meet the needs of poor Americans and distressed neighborhoods, but it does not have the monopoly on compassion. America is richly blessed by the diversity and vigor of neighborhood healers: civic, social, charitable, and religious groups. These quiet heroes lift people's lives in ways that are beyond government's know-how, usually on shoestring budgets, and they heal our nation's ills one heart and one act of kindness at a time."

— President George W. Bush, Rallying the Armies of Compassion, 2001[2]

- Increase jobseekers' access to employment opportunities by building partnerships between FBCOs and the public workforce system[3] and by teaching public workforce officials how to build networks of FBCOs;
- Design programs to serve people in need by utilizing the strengths of FBCOs; and
- Help grassroots FBCOs expand life-changing programs by providing valuable training and accessible information.

As a result of the FBCI's implementation at DOL, the Department helps thousands of hard-to-serve individuals through innovative grant programs and demonstration projects with new FBCO partners. Specifically, DOL has utilized the strengths of FBCOs, including many organizations previously not partnered with government, to address a myriad of challenges that individuals face when entering the workforce.

Through the FBCI, DOL continues to implement innovative strategies, grants, and projects to extend the Department's partnerships with FBCOs. Specifically, CFBCI has helped connect untapped labor pools with job-related services at local One-Stop Career Centers (One-Stops) and to employers. Further, DOL has aided efforts to reduce unemployment and recidivism among ex-prisoners, increase access to One-Stop resources in underserved communities, help homeless veterans find housing and jobs, increase workplace safety outreach to Spanish-speaking workers, and withdraw and prevent children from entering exploitive child labor settings around the world. This report discusses these and other strategies, grants, and projects that CFBCI has implemented to build public-private partnerships between government and FBCOs in order to better serve Americans in need.

The FBCI at DOL has a broad reach and a deep impact. It initiated not only actions by government, but transformation in government. It strengthened how DOL serves people in need, how DOL builds partnerships with local and national FBCOs, and how individuals' lives are transformed through greater access to services, training, and career opportunities. When individuals are able to access good-paying jobs with career potential, they are better able to support themselves and their families. Further, they can contribute their unique abilities to the American economy. Ultimately, the FBCI seeks to build and sustain a resilient and supportive citizenry, renewing communities, restoring hope, and transforming lives.

CITIZENS AT THE CENTER: A NEW APPROACH TO CIVIC ENGAGEMENT

"Getting citizens more involved in the civic life and health of their communities must begin with citizens themselves."

— Dr. Cynthia Gibson, Author, *Citizens at the Center: A New Approach to Civic Engagement*

The Case Foundation has published new research entitled *Citizens at the Center: A New Approach to Civic Engagement.* This report presents insights into societal change occurring from bottom-up community solutions rather than top-down government prescriptions. The FBCI vision attempts to harness this spirit and act on the premise that this is something for policymakers to discover and leverage rather than to program and control. By government at the local level seeking partnerships with faith-based or secular nonprofits, whether professional or informal problem solvers, the FBCI is advancing the American tradition of self-government and citizenship.

Creating Access to New Opportunities Through Public-Private Partnerships

DOL's goal is to promote a prepared, competitive, safe, and secure workforce. Yet, there are individuals who lack skills and access to services and face social and economic challenges that prevent them from entering our nation's competitive workforce.

Across the country and around the world, FBCOs are engaged on the front lines addressing these social challenges, including providing education and training to those who lack the skills to be self-sufficient. FBCO leaders and volunteers often possess assets and capabilities that complement those of government by meeting the needs of individuals and providing the resources and hope necessary for a sustainable, successful future. Thus, DOL has strengthened its promotion of a prepared, competitive, safe, and secure workforce by utilizing local FBCO partners that can serve individuals in need in ways the government cannot.

To accomplish DOL's broader goal, CFBCI focuses on building effective partnerships and developing programs that help individuals access the services they need to become prepared and competitive members of the workforce. Specifically, CFBCI created new opportunities for FBCOs to partner with DOL and participate in grant programs and new opportunities for jobseekers by building partnerships between FBCOs and DOL's national public workforce system.

Through these partnerships, DOL observed the extensive reach of FBCOs across the country. FBCOs include religious and secular nonprofit organizations that provide social services. They identify themselves with various community initiatives and/or religious or secular traditions or philosophies. FBCOs vary greatly in size and resources—some are as large as multi-national corporations and others are small, grassroots organizations operating purely through volunteers. FBCOs operate in all types of communities, from the most urban to the most rural, in the United States and around the world.

FBCOs possess important strengths that make them key strategic partners in public service and workforce development:

Provide Access

- Enjoy close cultural connections and community credibility in underserved and ethnically diverse communities;
- Have earned the trust of those in need because of their location and reputation within the community;
- Serve as a distribution network for information and materials to reach populations most in need;
- Assist individuals in accessing government services, such as making referrals to One-Stops;
- Provide businesses with access to new labor pools from low-income communities;

Provide Leadership

- Are driven by a variety of local community leaders, including business, education, religious, political, and others;
- Serve as a ready source of dedicated volunteers, community support, and other private resources;
- Increase community safety and attractiveness to business investment by addressing homelessness, crime rates, recidivism, and other issues that detract from business investment in local communities;

Provide Quality Services

- Provide individualized, supportive services that complement and strengthen those that the public workforce system offers;
- Utilize volunteers to provide mentoring and one-on-one assistance to individuals;
- Provide wrap-around and support services, such as English as a Second Language (ESL) and drivers' education; and
- Provide direct job training and educational services essential to employability, including job readiness assistance.

While some larger nonprofits collaborated with DOL prior to the FBCI's implementation, many nonprofits did not have the opportunity to apply for grants or to partner with government. CFBCI has created a level playing field so that FBCOs of all sizes have a fair opportunity to compete and has established clear guidance for DOL-FBCO partnerships. By educating DOL agencies and the public workforce system about FBCO partners and providing FBCOs the means to partner with government, the FBCI at DOL is transforming the way government sees and addresses employment-related needs in America.

Creating a Level Playing Field

In the opening months of the FBCI, DOL sought to better understand how to link grassroots FBCOs with DOL programs and the resources these organizations needed to do their best work. CFBCI's goal was to create a level playing field for all organizations to compete for funding and to create new pilot programs that tapped into the power of partnerships. In 2001, CFBCI conducted a department-wide review of programs to identify specific barriers that FBCOs faced when seeking to partner with DOL to deliver employment-related services. The results of the DOL review, along with similar findings from other Federal departments, were gathered into a White House report, *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs.* The report confirmed the existence of barriers within DOL and found that those barriers discouraged the participation of grassroots community-based organizations (CBOs) in general, and faith-based organizations (FBOs) in particular. In addition to the policy and regulatory barriers, CFBCI found that long-held, informal practices also formed barriers.[4] These practices, although not discriminatory in intent, limited the ability of grassroots FBCOs to partner with DOL.

UNLEVEL PLAYING FIELD REPORT

Obstacles that small nonprofits—faith-based and secular—initially faced when they sought to partner with government:

1. Limited accessibility of Federal grant information.
2. Heavy burden of regulations and other requirements.
3. Burdensome requirements that have to be met before an organization can apply for funds.
4. Complex grant applications and grant agreements.
5. Questionable favoritism in some programs toward faith-based organizations.
6. Improper bias in some programs in favor of prior grantees.
7. Inappropriate requirements to apply in collaboration with likely competitors.
8. Requiring 501(c)(3) status when a program statute requires only nonprofit status.
9. Inadequate attention to FBCOs in the Federal grant streamlining process.

Obstacles that faith-based organizations (FBOs) initially faced when they sought to partner with government:

1. A pervasive suspicion of FBOs on the part of many government officials.
2. Total exclusion of FBOs from some Federal programs.
3. Excessive restrictions on religious activities.
4. Inappropriate expansion of restrictions on religious activities to new programs.
5. Denial of FBOs' legally established right to take religion into account in employment decisions.
6. Failure to require and assist state and local officials in complying with Charitable Choice.[5]

success

CHAMPION OF COMPASSION

Children's Justice Alliance Center for Family Success—Portland, Oregon

Karol* is a single mother with a criminal record, a history of unstable housing, and an erratic work history. On her release from prison, Karol sought help from the Children's Justice Alliance (CJA). She attended parenting classes and support group meetings at CJA's Center for Family Success. She also received support and other aid from CJA. In addition, Karol started recovery from her addiction to drugs and alcohol.

CJA's Center for Family Success helped Karol secure part-time employment, linked her with a short-term job training program at the local One-Stop, and connected her with a supportive housing community. Karol capitalized on these opportunities and renewed her expired hairdressing/barber license. Thereafter, Karol was hired for a full-time position in a salon where she built her own clientele. After one year, she moved to her mother's hometown and purchased a salon of her own. In addition, Karol's adolescent daughter chose to reunite with Karol after seeing the success and stability she established in her life.

Through CJA's support, Karol recognized that it was not too late for her to build a successful life. Collaborative efforts between CJA's Center for Family Success, the One-Stop, and other community partners played a significant role in Karol's successful reintegration into her community.

CJA assists ex-prisoners in attaining and retaining employment by providing comprehensive services—including support services—and linking neighborhood providers to the One-Stop system. CJA received $50,000 total from ETA's Grants for Grassroots Organizations during 2005 and 2006. This grant supported a portion of CJA's Center for Family Success, which functions as a hub for educational opportunities, social support, and family activites for the children of those in the criminal justice system. Through the grant, CJA served 45 people and placed 24 people in jobs and an additional 17 people in post-secondary education or advanced training.

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

Children's Justice Alliance Center for Family Success

Creating Access to Partnership Opportunities: Equal Treatment and Religion-Related Regulations

In order to enable FBCOs to compete on a level playing field, DOL had to reform outdated policies and processes.

Although the U.S. Supreme Court updated its First Amendment jurisprudence over the past two decades, no parallel transition occurred in policymaking at the Federal departments. In response, President Bush issued Executive Order 13279, "Equal Protection of the Laws for Faith-Based and Community Organizations," in 2002. Executive Order 13279 sets out fundamental principles and policymaking criteria to guide social service programs that Federal, state, or local government administer via Federal financial assistance.[6]

Following this Executive Order, CFBCI worked closely with the Solicitor of Labor, the Civil Rights Center, and other agencies to finalize DOL regulatory changes that clarified and ensured the core principles of equal treatment:

1. Proper and constitutional uses of Federal assistance;
2. Equal opportunity for all organizations;
3. Respect for the rights of FBOs; and
4. Respect for the religious liberty of participants and beneficiaries.

Specifically, in September 2003, DOL published a Final Rule that implemented amendments to Executive Order 11246 to give faith-based Federal contractors the right to make employment decisions in accordance with the religious beliefs of the contracting organization, consistent with the exemption for religious organizations under Title VII of the Civil Rights Act of 1964.[7] Pursuant to Executive Order 13279, DOL published two additional Final Rules on July 12, 2004 to (1) ensure that DOL programs and activities are open to all qualified organizations, regardless of their religious character; (2) establish the proper and constitutional uses of Federal assistance; (3) establish the conditions for receipt of Federal financial assistance; and (4) announce the ability of individuals to choose to purchase religious training from among other options with Individual Training Accounts, which are funded by the 1998 Workforce Investment Act (WIA).[8] Finally, another amendment to DOL's regulations permits direct funding to be used to support inherently religious activities where "social service programs involve such a degree of government control over the program environment that religious exercise would be significantly burdened absent affirmative steps by DOL or its social service providers," such as geographically remote DOL Job Corps Centers.[9]

It is important to note that these new and amended policies and regulations do not affect the provisions of Section 188 of WIA, which prohibit FBOs and other entities that receive Federal financial assistance under WIA from utilizing religion as a criteria when making employment decisions.[10] President Bush continues to seek changes to Section 188 as part of WIA reauthorization that would harmonize that section of the law with Title VII of the Civil Rights Act of 1964, which generally bans religious discrimination in employment decisions, but specifically exempts religious organizations from this ban.[11]

Even in programs governed by a statute that conflicts with Title VII hiring rights, individual grantees may seek relief through another law: the Religious Freedom Restoration Act (RFRA).[12] RFRA requires

INVOLVING FBCOs BEFORE THE FBCI: WELFARE-TO-WORK

DOL's Welfare-to-Work grants represented an early movement toward the goals of the FBCI. Welfare-to-Work supporters emphasized the services of faith-based and community nonprofits as key to help struggling individuals make the transition to successful employment. Non-traditional partners, including faith-based organizations (FBOs), often were uniquely positioned to add value to the effort. The number of non-traditional partners who applied for and won grants, however, was disproportionately low compared to the number of non-traditional partners providing services to welfare recipients. CFBCI sought to learn why there were disproportionately low numbers of non-traditional applicants and winners. CFBCI learned that many non-traditional partners either were not applying for DOL funds at all or were not competing for funds effectively.

Despite the desire to partner with non-traditional partners, only 3 percent of grant awards and 2 percent of grant funding went to FBOs in 1998. These statistics illuminated barriers non-traditional partners faced in attaining DOL funding. This is particularly notable because helping unemployed, high-need individuals has been at the heart of FBCOs' work long before Welfare-to-Work existed. Since the creation of the FBCI at DOL, the progress of FBCOs in attaining Federal grant dollars has improved. In 2007, a total of $24,307,882 in competitive grant awards went to 63 FBOs, and a total of $163,282,571 in competitive grant awards went to 276 community-based organizations (CBOs). Many of the barriers that existed before the FBCI no longer prevent non-traditional partners from competing on a level playing field, and, as a result, the grant pool is now more diverse than it had been.

the Federal government to allow an organization to consider religion in hiring, despite a general ban on hiring discrimination in the statute governing a grant, if the organization can show that complying with that statute's hiring ban would substantially burden the organization's exercise of religion, unless the government can demonstrate that the latter has a compelling interest that justifies restricting the organization's religious freedom. DOJ recently concluded that RFRA is reasonably construed, on a case-by-case basis, to protect the right of FBO grant recipients to prefer co-religionists for employment even when a grant program's authorizing statute contains a contrary provision, where the organization can show that conditioning the grant on compliance with the statute's hiring provisions would substantially burden the organization's exercise of religion. DOL is taking steps to inform organizations of the availability of this religious exemption under RFRA.

IMPLEMENTING EQUAL TREATMENT

Online Training Course

CFBCI developed an online training course on equal treatment law and principles entitled *Transforming Partnerships: How to Apply the U.S. Department of Labor's Equal Treatment and Religion-Related Regulations to Public-Private Partnerships.* This course provides in-depth training on the equal treatment and religion-related regulations, specifically the new equal treatment regulations[13] and the WIA nondiscrimination and programmatic regulations,[14] as well as case law that is crucial to ensure proper implementation of these regulations.

In-Person Training

DOL staff has trained more than 1,400 government and nonprofit leaders on DOL's equal treatment regulations, of which approximately 55 percent were nonprofit leaders.

Training and Employment Guidance Letter (TEGL) 17-01

ETA issued TEGL 17-01 on April 17, 2002, to direct states to incorporate local FBCOs into WIA activities and programs. The TEGL requests that those in the public workforce system engage in new levels of partnerships with FBCOs.

Training and Employment Guidance Letter (TEGL) 1-05

ETA issued TEGL 1-05 on July 6, 2005, to notify the public workforce system about the equal treatment regulations, explain specific changes that apply directly to services offered by One-Stops, and provide guidance on implementing the regulations.

Training and Employment Guidance Letter (TEGL) 29-07

ETA issued TEGL 29-07 on May 1, 2008, to inform the Senior Community Service Employment Program (SCSEP) grantees about the equal treatment regulations and to outline the constitutional and other requirements related to the participation of faith-based organizations in SCSEP.

Job Corps Policy and Requirements Handbook (PRH)

The official Job Corps PRH was updated to give practical guidance on how to implement the equal treatment regulations throughout the national Job Corps program.

Implementing Reforms: Training and Guidance

Government can be more effective when it draws on diverse partnerships. Specifically, CFBCI has trained Federal, state, and local government administrators and staff on how to build effective partnerships with FBCOs. Through this training, CFBCI has communicated with more than 140 regional, state, and local government FBCI liaisons and directors nationwide. Specifically, CFBCI outreach and trainings have reached more than 2,000 government and workforce system leaders with information on creating or strengthening FBCO partnerships. To further this outreach, CFBCI worked with the Council of State Governments to develop new prisoner reentry guidance for state policymakers.

Simplified Solicitation for Grant Application (SGA) Template

Wherever possible, CFBCI has worked to streamline and simplify the DOL grant process, reduce the size of grant documents, and ensure the improved system is accessible to all organizations, including grassroots FBCOs. Toward that goal, DOL:

- Developed a uniform grant solicitation template;
- Clarified the scoring criteria and encouraged the use of electronic grant applications;
- Added references and explanations of its equal treatment and religion-related regulations to the SGAs; and
- Provided training to FBCOs on how to compete effectively for DOL grants and how to create plans to sustain their work beyond the life of the grants.

Increased Grant Competition

CFBCI has worked to remove bias in favor of some grantees, such as awarding "bonus points" merely for being an incumbent grantee, and to increase grant competition within DOL agencies. CFBCI also compiled a significant list of more than 19,000 email addresses to inform interested organizations and individuals about grant opportunities. These changes have helped widen the field of grant participants. Since these outreach practices were put in place, the number of FBCO applicants for grants has increased noticeably.

In addition, CFBCI has worked with many DOL agencies to increase the number of FBCOs that apply for funding opportunities. After 2001, due to new appropriations language, competition for the Bureau of International Labor Affairs (ILAB) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT)'s Child Labor Education Initiative (EI) funds began. ILAB coordinated this effort with CFBCI to actively solicit new partners, including FBCOs, to apply for the funding opportunities. Specifically, ILAB created public information sessions and official notices of intent to publish solicitations to ensure a level playing field for all applicants. Further, for several cycles, the Veterans' Employment and Training Service (VETS) reserved a small portion of its Homeless Veterans' Reintegration Program funding for new grantees, thereby increasing the pool of applicants. VETS also experimented with other competitive solicitations to increase potential FBCO

hope

CHAMPION OF COMPASSION

The Road Called STRATE (Society True Rehabilitative Attitude Toward Ex-Offenders) — Aurora, Colorado

Isaac* was released from an eight-year prison sentence; he was alone, hungry, had no place to go, and no food to eat, but he was hopeful. In the first month after being released from prison, he applied for 75 jobs, but he heard nothing. No one even called him for an interview. Luckily for Isaac, a local faith-based organization known as The Road Called STRATE (STRATE) became his lifesaver. At STRATE, the staff helped Isaac fight substance abuse and helped him enroll in a special 21-week vocational course at a community college, which he successfully completed. He also participated in an 11-week course that covered topics such as relationship building, communication, and other skills necessary to succeed in the workplace. The STRATE staff worked to train and prepare Isaac for job interviews and, ultimately, job responsibilities. With STRATE staff's support, Isaac found a job in the field of gang prevention.

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

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

involvement, such as intermediary grants, which concentrate on larger nonprofit agencies specializing in managing numerous sub-contractors under their service umbrella.

Resources on CFBCI's Website

CFBCI's website (www.dol.gov/cfbci) provides information for FBCOs, the public workforce system, and businesses on legal and regulatory guidance concerning DOL's equal treatment and religion-related regulations, current and prior grant opportunities, and grant-writing strategies. It also provides information on DOL's numerous pilot projects, including the Prisoner Reentry Initiative, Project Reach Out, SHARE Network, Grants to Workforce Investment Boards (WIBs), and Grants to Grassroots FBCOs. In addition, the website provides FBCOs with information on ways to partner with the public workforce system and with employers, as well as ways to conduct successful workforce programs. The website further provides specific information and research on prisoner reentry and on partnerships between businesses and FBCOs.

Creating Access to Opportunity for Jobseekers

Because of the strengths of FBCOs, CFBCI places high priority on building partnerships between FBCOs and the $15 billion public workforce system, which the Workforce Investment Act (WIA)[15] and other employment and training legislation support. Through WIA, DOL distributes its funding to state and local WIBs, which in turn fund local One-Stops. One-Stops serve jobseekers and employers by establishing a network of programs and providers in a single location to assist with job searching and to provide career counseling, training, and other employment-related services. The public workforce system is organized by state into more than 600 local areas; currently, there are more than 3,100 comprehensive and affiliated One-Stops across the country.

Partnerships are important to the public workforce system. There are three main reasons why strong partnerships between FBCOs and the public workforce system make a difference in the lives of jobseekers.

First, many struggling jobseekers turn to their local FBCOs for help because the FBCOs are accessible and familiar. In some cases, One-Stops are geographically distant; in other cases, people are uncomfortable using unfamiliar government services. Through partnerships, the public workforce system can work with FBCOs to ensure that each jobseeker has full access to the training and employment opportunities that the One-Stops offer.

Second, FBCOs can aid One-Stops in providing complementary services to customers with multiple employment-related needs. For example, One-Stop customers who lack employment history may need mentoring that the One-Stop career counselor may not provide. In addition, ETA encourages state and local workforce system administrators to maximize the amount of money available for training and minimize the amount of money spent on supportive services. Therefore, to be most effective, more One-Stops should utilize local FBCOs as partners in serving their customers.

> “Referral between FBCOs and One-Stop centers worked most smoothly when One-Stop centers designated specific points of contact for FBCOs, when partners created an efficient process that placed minimal burden on the person being referred, and when communication between FBCO and One-Stop center staff was frequent.”[16]

Third, many business leaders rely on FBCOs for contributions to the well-being of the community. One-Stops can strengthen alliances with those business leaders by partnering with more FBCOs.

CFBCI has worked with ETA to develop innovative strategies that enable the public workforce system to partner with FBCOs to better serve Americans in need. In 2002, ETA invested $17.3 million in a series of pilot grants to increase universal access to One-Stop services and engage FBCOs as committed and active partners in the public workforce system. ETA awarded grants to 12 states, nine intermediary FBCOs, and 20 grassroots FBCOs to achieve these goals. Each state and intermediary grantee designed their own programs to increase access to the public workforce system and to increase the number of active and committed partners delivering services. The intermediary FBCO grant sites were larger nonprofits that sub-awarded grants to local FBCOs, helped FBCO partners increase their workforce-related services, and assisted FBCOs in building partnerships with the local workforce system. Each of ETA’s early pilot grant programs produced positive results and practical lessons for how to strengthen FBCO services and create new strategies for expanding access to One-Stop resources.

HELPING YOUTH SUCCEED: JOB CORPS–FBCO DEMONSTRATION PROJECT

Philadelphia Job Corps Center

Job Corps is one of DOL’s most important programs for assisting at-risk youth who need job training outside traditional educational and vocational settings. This vulnerable population faces a myriad of challenges, and, without structured and effective community support, these youth often face a high risk of failure. In response, ETA and CFBCI launched a two-year demonstration project that paired six local Job Corps Centers with FBCOs to spark real change in students’ lives through streamlined processes, more effective service delivery, and greater access to a broader set of services.

The results of the two-year project were positive and demonstrated that committed, intentional partnerships between local Job Corps Centers and FBCOs can be successful in providing at-risk youth with opportunities for education, job training, and job placement that otherwise might not be available. For example, youth who participated in the demonstration project were seven times more likely to complete the lengthy Job Corps application process than the national average. The project also improved Job Corps’ access to community leaders and at-risk youth.

In addition to the practical results, the Job Corps-FBCO project yielded important lessons for both partners. Like any good partnership, regular communication was critical for successful collaboration. Job Corps Centers changed their dismissal policy so that students who left the program early received immediate follow-up services from FBCO partners, and youth who were initially ineligible for Job Corps were referred to appropriate services that FBCO partners provide. The project sites also collaborated to allow youth with “open” court cases to complete the application process.

The lessons from the Job Corps-FBCO demonstration project were also incorporated into DOL’s successful Ready4Work prisoner reentry program for juveniles, which built relationships between many Ready4Work sites for juveniles and Job Corps Centers to improve training and employment opportunities for youth offenders.

Brooklyn Job Corps Center

Potomac Job Corps Center

South Bronx Job Corps Center

Detroit Job Corps Center

North Carolina: Bringing Hope to Rural Communities

"We helped the small, rural town of Enfield, North Carolina establish an Access Point. Enfield is thirty miles from the nearest One-Stop. Through community volunteers, the Access Point has been a tremendous success! In the first two months, more than 114 people visited the Access Point who had never visited the One-Stop before and we tracked more than 75 people obtaining jobs!"

—Pam Whitaker, Director, Turning Point Workforce Investment Board, Rocky Point, North Carolina

One state and one intermediary pilot grant in 2002 produced easy-to-replicate innovations enabling the One-Stop system to draw more effectively upon the unique strengths of local FBCOs. First, Job Service North Dakota (JSND) used its ETA state grant to create the Project SHARE Web-Based Resource Directory, which enables the public workforce system in North Dakota to refer jobseekers to employment-related social services statewide. In a period of 18 months, JSND went from three formal relationships with FBCOs to more than 300 through the enrollment of FBCOs as members of its Project SHARE Web-Based Resource Directory.

Second, the United Way of Brevard (UWB) in Florida used part of its ETA intermediary grant to partner with the Brevard WIB in order to place 20 Mini-Brevard Job Links, or Access Points, at local FBCOs in targeted, low-income communities. Together, UWB and the Brevard WIB trained the local FBCOs to help individuals conduct online job searches and use the One-Stop's virtual job search tools. Together, these Access Points served nearly 2,500 customers in their first year of service.

Sharing How Access to Resources Empowers (SHARE) Network

In 2005, CFBCI combined the JSND Web-Based Resource Directory and the UWB Access Points and launched the Sharing How Access to Resources Empowers (SHARE) Network. For a modest investment of approximately $500,000, DOL has trained local workforce areas in 13 states (Arkansas, Delaware, Indiana, Iowa, Kansas, Michigan, Mississippi, Missouri, New Mexico, North Carolina, Ohio, Tennessee, and Virginia) and two cities (Buffalo, New York and Columbia, South Carolina) to replicate Access Points and/or Web-based Resource Directory strategies. DOL helps states replicate the SHARE Network strategies by providing training and coaching through its SHARE Network technical assistance team. DOL also provides a free, two-year license for a web-based resource directory to those areas that request one. Areas participating in SHARE Network do not receive direct funding. They participate because they recognize the value FBCOs provide in serving individuals within the One-Stop system.

ACCESS ON WHEELS: MOBILE ONE-STOP

"This is bringing job information right to the people, in a place that we can get to."

—Jacqueline, a beneficiary of the Mobile One-Stop

Funded through one of ETA's pilot grants to states in 2002, the District of Columbia launched a Mobile One-Stop Career Center. Equipped with job counselors, ten computers, Internet access, and a citywide job database, the Mobile One-Stop expands the accessibility of the One-Stop system. In addition to launching the summer job search for hundreds of the city's youth, churches and community groups also utilize the Mobile One-Stop. FBCOs in 14 high-need neighborhoods have organized job fairs with the Mobile One-Stop parked outside. Agencies that help the homeless also utilize the Mobile One-Stop, and it has helped connect the customers of these agencies with the resources they need to increase their employability and secure a job.

CFBCI provided nine states with free, customized SHARE Network Web-Based Resource Directories, in addition to North Dakota, which continues to offer the Resource Directory funded by its 2002 grant. The online directories create cross-referral systems between One-Stops and FBCOs that provide extra support for high-need individuals seeking employment, enabling the customers of either government or nonprofit services to access the resources of both. An excellent example of a SHARE Network Resource Directory is in Missouri—the state's directory gives jobseekers access to services at more than 5,000 nonprofit and government agencies.

Through SHARE Network, CFBCI also trained public workforce system staff in more than 48 local areas to adapt and replicate the UWB's Access Point model. This model requires participating states and local WIBs to provide computers to FBCOs acting as Access Points in targeted communities and to train those FBCOs how to help individuals search job banks and prepare for employment using the One-Stop system's web-based tools. Access Points serve as satellite offices for One-Stops in communities that lack access to One-Stop services. As of April 2008, more than 95 FBCOs are acting as Access Points and more than 51 FBCOs are preparing to open Access Points by June 2008.

Building Networks of FBCO Partners

In addition to pilot grants for states and nonprofits and the SHARE Network Initiative, ETA has invested in several other demonstration projects designed to show how local workforce system administrators and staff can utilize the strengths of FBCOs to better serve One-Stop customers, as well as the local community.

The 2002-2004 Touching Lives and Communities (TLC) pilot project worked with the local WIBs in Memphis, Tennessee and Milwaukee, Wisconsin to build their connections with FBCOs. The project in Memphis revealed a common problem: a major employer, Marriott Hotels, was seeking employees. In order to solve its labor shortage, Marriott brought employees into Memphis from outside

HAWTHORNE PLACE APARTMENTS COMMUNITY CENTER—INDEPENDENCE, MISSOURI

Hawthorne Place Apartments Community Center, a new SHARE Network Access Point

Hawthorne Apartments' Neighborhood Network Center's food pantry and rental utilities assistance served as a revolving door for residents. "We have 2,500 residents at Hawthorne Apartments and many are Temporary Assistance for Needy Families recipients. Many residents get food from the food pantry and money for utilities assistance regularly. I had to create a plan of action for the residents that would empower them to become economically self-sufficient and not rely on the food pantry for assistance," recognized Ann Winston, Residential Services Manager at Hawthorne Apartments.

Ann learned about the SHARE Network Access Point Program when she attended a monthly meeting that nonprofit organizations sponsored in Independence, Missouri. As a SHARE Network Access Point, Ann and her colleagues received a computer to dedicate for job searching, training on how to assist residents with their job searches, and extensive information about programs available for residents through the local WIB and One-Stop. Through the SHARE Network Access Point, Ann has revamped her food and rental utilities assistance program. Now, when receiving a food allotment, residents must complete a Resident Goal Plan, which involves a career development search. Each time residents ask for assistance, they must demonstrate how they utilize training and education to further their career opportunities.

More than 200 Hawthorne Apartment residents received job assistance services between November 2007 and March 2008, and momentum is continuing to build. While the changes to the food and rental utilities assistance program were initially met with resistance, residents are embracing the new opportunities to connect with employment. Data is still incomplete, however, nine people received jobs in March 2008 alone.

The Missouri Department of Employment and Economic Development (MDEED) began its SHARE Network Access Points program in late 2006, and, by working with local WIBs, has opened approximately 36 Access Points across the state. MDEED plans to open a total of 75 Access Points by November 2008.

CREATING ACCESS AND PARTNERSHIP IN MICHIGAN

When leaders at the Michigan Department of Labor and Economic Growth decided to participate in SHARE Network, they gave local areas the choice to participate. Washtenaw County Employment Training and Communities Services (ETCS) helped lead the way. Since December 2006, ETCS has identified 28 FBCOs—including libraries and urban religious congregations—that want to become Access Points to the Washtenaw Michigan Works! and Community Services Center (Michigan Works!). The Michigan Works! staff has trained more than 30 volunteers or "ambassadors" from FBCO Access Points in Ypsilanti, Ann Arbor, and the surrounding areas. The ambassadors help jobseekers access online resources to broaden their job search, assist with resume writing, and provide information about educational and training opportunities. The ambassadors provide services at their respective FBCOs. Through this project, ETCS staff has learned to build new, effective, and lasting connections with their community partners.

BethAnn Ciuk, looks over job postings at the Ypsilanti District Library. Ciuk, a Belleville, MI native, is searching for a job in shipping and receiving.

"Our faith-based and community 'ambassadors' are a marketing investment—except the return is exponentially bigger than the investment! By training more than two dozen faith-based and community organizations to act as Access Points, we are expanding our system's access to workers who might never have come to us otherwise. We are even expanding our access to businesses. A Toyota Human Resources Director made contact with one of our ambassadors and let him know about 100 positions that need to be filled! Now ETCS and our Access Points are working with Toyota to make it happen."

—Trenda Rusher, Executive Director, Washtenaw County Employment Training and Community Services

An example of Michigan's successful implementation of the Access Point model is found in New Creed Missionary Baptist Church, a small congregation located in the most impoverished census track in inner city Ypsilanti. Prior to becoming an Access Point in 2007, no one in the congregation aside from the pastor was employed, and the pastor had a second job to make ends meet. Where before members of the congregation had little hope about employment—historically, the neighborhood has a high level of unemployment—the church's Access Point now fosters hope among the members of the congregation. Since the church began serving as an Access Point, eight people from the congregation have found jobs. Transforming these eight lives did not take a large government grant; instead, it just took the investment of time by leaders in the congregation and Michigan Works! in order to share the One-Stop's resources with the church's Access Point ambassadors. New Creed's Pastor Swanson acknowledged, "The Access Point is helping me bring hope to my congregation and my community."

Tim Perrins (right) of Ann Arbor listens to career advice from Greg Jones (left), director of the Access Points program at the Mt. Olive Church in Ypsilanti, MI. Perrins is looking to start a career in trucking.

VALUE OF SHARE NETWORK ACCESS POINTS:
WHY ARE STATE AND LOCAL LEADERS CHOOSING TO CREATE ACCESS POINTS?

Return on Investment
One-Stops are able to serve more people with fewer resources because the amount of time that Access Points spend serving customers far exceeds the amount of time it takes to train and check in with each Access Point.

Increase Reach
Access Points are often located in neighborhoods in which One-Stops are not easily accessible and are able to serve customers during times when the One-Stops are not open (weeknights and weekends). The Access Points are also capable of reaching communities that traditionally do not utilize government services and customers who would not otherwise post resumes in the state's job matching system.

Flexibility
Access Points can be used to increase the job-readiness of customers visiting the local One-Stop and/or to increase the number of alternative locations where jobseekers can access core, One-Stop services. States can train Access Points to steer jobseekers into the most relevant service or employment options through general One-Stop visits, measured One-Stop services (if eligible), or directly to potential job opportunities.

Raise Awareness of and Increase Access to the One-Stop System
States participating in the SHARE Network believe that building relationships with FBCOs will increase a targeted community's knowledge, respect, and use of the One-Stop system and its web-based tools. In particular, these public-private partnerships do the best job of serving individuals who have the highest number of barriers to self-sufficiency.

WHY ARE STATE AND LOCAL LEADERS CHOOSING TO REPLICATE THE WEB-BASED RESOURCE DIRECTORY?

Consistency
The directory creates consistent information for One-Stop staff to use in making referrals to meet the needs of One-Stop customers.

Current Information
Organizations that list themselves are responsible for updating their own information in the directory, which means that it is more up-to-date than static paper directories.

Increased Knowledge
The directory is a vehicle to increase One-Stop staff's knowledge of services outside the One-Stop system, as well as increase the knowledge of other agencies about the One-Stop system.

the country. At the same time, only a few neighborhoods away, the unemployment rate was more than 10 percent. Through the TLC project, a local FBCO helped bridge the opportunity gap by providing training classes in customer service and job readiness to individuals from Memphis so they could compete as candidates for the Marriott jobs.

ETA Grants for Workforce Investment Boards (WIBs)

Based on the Memphis-Milwaukee TLC pilot experience, ETA designed a pilot grant program for local WIBs in 2004 and 2005. ETA awarded $10.7 million to 22 local WIBs to solicit grassroots FBCOs as contracted partners and work with them to transition individuals from high-poverty areas to high-demand occupations. Collectively, these 22 WIB grantees sub-awarded more than $6.3 million of the $10.7 million they received to 155 FBCOs for their projects, which ranged from 18 to 24 months in length. To better connect with their local FBCO partners, 14 of these WIB grantees also sub-awarded funds to 17 intermediary organizations that served a range of functions, from outreach to technical assistance.

These WIBs, in partnership with their FBCO sub-award sites, served close to 12,000 individuals. The program participants received job readiness training and placement services, including skills assessment, ESL and GED education, computer skills, life skills training, mentoring, and job search support. In addition, 3,686 individuals were placed in jobs, and 527 individuals were enrolled in advanced training or post-secondary education. Further, volunteers logged 44,213 hours serving FBCOs in these grants (equivalent to 1,105 40-hour work weeks).

The WIB grantees reported positive feedback in terms of forging long-term relationships with FBCOs, including anticipating regular referrals from FBCOs and ongoing coordination to serve the needs

Grants for Workforce Investment Boards (2004–2005)

Number of sub-awards to FBCOs	155
Number of participants that received services	11,944
Number of participants referred to One-Stops	4,911
Number of One-Stop clients referred to FBCO sites	1,945
Volunteer hours committed to project	44,213
Number of job placements	3,686
Retention rate (6 months)	1,414

value

CHAMPION OF COMPASSION

The Lamb Center—Fairfax City, Virginia

As a walk-in center

for the homeless, the Lamb Center in Fairfax City, Virginia provides food, safety, drug and alcohol counseling, and personal support to hundreds of homeless individuals each year. More than 50 local churches contribute to the success of the Lamb Center. In 2006, the Lamb Center received a $23,068 sub-award from the Northern Virginia WIB/SkillSource Group, Inc. as part of a DOL pilot WIB Grant. The Lamb Center used this small investment to transform the direction of the organization with its Striving Towards Employment Program (STEP).

"Each person who comes to the Lamb Center is different, has their own story and their own set of problems. One thing that virtually all of them have in common is that they do not believe in themselves. They've lost all hope… And how is somebody who has lost all hope going to present themselves to an employer and say 'Hire me, I have value' if they don't value themselves? The first thing we are able to do is to help these people begin to understand that we care… through the Striving Towards Employment Program we were able to say not only do we care, but our partners care… this program proved to us we can work with the government and lives were transformed out of these partnerships."

—Bob Wyatt, Executive Director, The Lamb Center

From L to R: Jedd Medefind, Deputy Director of the White House OFBCI; Bob Wyatt, Director of Lamb Center; Angela Peterson, STEP participant, Lamb Center; Patti Brown, Job Coach and Facilitator, the Lamb Center; Jay Hein, Director of the White House OFBCI; David Hunn, Director of the Skill Source Group.

Through STEP, participants meet with the program coordinator at the Lamb Center to design a personalized plan, attend group mentoring sessions, and search for employment. Participants also receive incentive vouchers of $50 after 30 days of employment and $100 after six months of employment. Under the initial small sub-award, the Lamb Center placed more than 25 homeless adults and ex-prisoners in jobs at an average wage of $10 per hour and began the process of job placement with more than 40 other participants. While the sub-award ended in March 2007, the Lamb Center secured private funding adequate to sustain the STEP program.

Through its WIB Grant, the Northern Virginia WIB invested in other FBCO partners, including organizations representing Korean, Pakistani, Vietnamese, and other ethnic communities.

of jobseekers and employers. Further, WIBs helped FBCOs locate and access other sources of funding, including local foundations, corporations, and local governments, to sustain the programs they began under the WIB Grants.

Even though the grant funding was short-term, most WIBs continued their relationships with FBCOs long after the grant program because they recognized and appreciated the high value FBCOs provide as One-Stop partners.

Project Reach Out

One-sixth of all local WIBs applied for ETA's pilot WIB grant in 2004 and 2005. After the grants were awarded, some applicants remained committed to working with DOL and FBCOs—without grant funds—to improve their service capacity. In response, CFBCI launched Project Reach Out (PRO) in 2005 to provide technical assistance and training to local WIBs and One-Stops on how to create and manage formal networks of FBCO partners. ETA selected Seedco, Inc. (Seedco), a national nonprofit organization and One-Stop operator in New York City, to guide five WIBs through the process of building and strengthening partnerships with local FBCOs.

Seedco was uniquely suited to lead PRO given its innovative work over the past ten years to make networks of FBCOs a crucial component of its successful performance-based service delivery model. Over an 18-month period, Seedco worked with the participating WIBs to implement an eight-step process for developing their own FBCO networks. Those steps focused on identifying the types of FBCO partnerships that would best meet One-Stop goals; assessing the WIBs' readiness to develop formal FBCO partnerships; researching, reaching out to, assessing, and selecting potential community partners; and formalizing, implementing, and managing the performance-based FBCO partnerships. After PRO concluded in 2007, Seedco produced *Project Reach*

> “One of the things we were initially trying to do with the project was to connect the faith-based and community groups with the One-Stop. Now, because of this program, they know the One-Stop, they know we are here, and they know the process. This project brings us people that, for whatever reason, weren’t coming in the door before… Now, when the FBCOs have someone in their congregation or in their local community who is looking for a job, they steer them to the One-Stop. That is true sustainability… the sustainability factor is that the connection has been institutionalized.”

—Charles Casey, Pima County One-Stop Administrative Manager

Out Guide and Toolkit, a toolkit designed to help other One-Stops integrate FBCO networks into the design of their service delivery.

Many of PRO’s successes and challenges paralleled Seedco’s own experiences in New York City and elsewhere. PRO also demonstrated the unique role that FBCOs can play in expanding One-Stop service delivery, as well as the growing need to organize and coordinate public and private resources to meet the increasingly complex workforce needs of many local and regional economies.

3 MODELS FOR FBCO AND ONE-STOP PARTNERSHIPS

1. **Recruit-and-Refer Model**
   FBCOs conduct outreach to target populations, provide jobseekers with basic supportive services, and refer them to the One-Stop for job placement.
2. **Specialized Job Readiness Training Model**
   FBCOs provide specialized job readiness training courses tailored to the needs of the target population, then provide job placement services or refer jobseekers to the One-Stop.
3. **Comprehensive Services Model**
   FBCOs provide comprehensive employment and social services to jobseekers in accessible locations.[17]

ENSURING A SAFE WORKPLACE

Because of the high number of injuries reported among Hispanic workers in the United States each year, CFBCI partnered with the Occupational Safety and Heath Administration (OSHA) to launch a new outreach project to educate Hispanic workers about workplace safety issues. In July 2004, CFBCI and OSHA staff met with a number of community and faith-based leaders at DOL’s Hispanic Safety and Health Summit to develop an outreach strategy for ways that DOL can assist FBCOs with their outreach and education in Spanish-speaking communities. OSHA implemented the strategies developed at that Summit and continues to conduct outreach to educate Hispanic workers about workplace safety issues.

WORKFORCE INNOVATION IN REGIONAL ECONOMIC DEVELOPMENT (WIRED) INITIATIVE

Regional, integrated partnerships between private and public sectors are the backbone of the Workforce Innovation in Regional Economic Development (WIRED) initiative, a groundbreaking approach to workforce and economic transformation developed by ETA. FBCOs are both contributing businesses and conduits of talent development in this regional workforce system that embraces the collective resources of regions to generate and sustain hope, innovation, productivity, and prosperity. FBCOs leverage their leadership skills, serve as a source of human capital, connect vital community resources to the system, contribute their innovative service delivery infrastructure, utilize staff competencies to bring individuals with barriers into the labor market, establish and maintain relationships with businesses, and leverage a vast range of resources to talent development. A total of 39 regions across the nation are participating in the WIRED initiative. The strategies and objectives of these jurisdictions are outlined at www.doleta.gov/wired.

Expanding Resources for Customers

"Creating a consistent method to assess customers and to make referrals to faith-based and community partners is crucial for high quality customer service at the WorkOne Center. Tracking our community referrals provides a window into understanding the needs of customers. It provides an opportunity for continuous improvement."

—Linda Woloshansky, Director, Center for Workforce Innovations, Valparaiso, Indiana

***Building Your Community Network* Mini-Events**

As another means of integrating FBCOs into the public workforce system, DOL developed a program providing mini-grants of $5,000 to $10,000 to state or local WIBs to host *Build Your Community Network* conferences. At these events, WIBs bring together FBCOs from a region or local workforce area that share a commitment to serve individuals with employment challenges. The objective is to create dialogue and new collaboration between WIBs and FBCOs that leads to practical workforce solutions for the unemployed and underemployed. Material covered at the events ranges from how WIBs function to suggestions on working with customers' potential employers to ways eligible beneficiaries can receive educational funding through WIBs. As many as 30 *Build Your Community Network* conferences will be funded in 2008.

CFBCI utilizes other new, innovative grant programs to enhance DOL partnerships with FBCOs. These programs include grassroots mini-grants, intermediary grants, and beneficiary-choice contracting, which will be discussed in Section II.

"The successes here really have to do with overcoming the challenge of building capacity while delivering services. Although our FBCOs were tasked with doing the seemingly impossible, they are built for collaboration and coordination and were hungry for learning and building. This, I see is the greatest success as it leads to creating new services and enhancing existing services for the populations they serve."

—Jackie McGravey, Capitol Workforce Partners (Hartford, Connecticut WIB) Grantee

MEETING GOALS: THE PRESIDENT'S MANAGEMENT AGENDA

DOL achieved all of the goals set for the FBCI by the Office of Management and Budget (OMB), which measures DOL's success in reaching the standards set out in the President's Management Agenda (PMA). The PMA is the authoritative management document for implementation of the FBCI at Federal departments, including DOL. To demonstrate success based on measurable progress and real results, the PMA sets clear objectives and measurable standards for DOL in key areas to ensure effective governance. Every quarter, OMB evaluates DOL on both "progress" over the prior quarter and overall "status" in achieving the PMA's primary measures of success. **On June 30, 2006, DOL met all of OMB's requirements and achieved green status. DOL has maintained its green status since 2006.**

OMB Standards for Success	Status	Progress
1. Enhance outreach and technical assistance to FBCOs	●	●
2. Improve equal treatment understanding and oversight	●	●
3. Provide accurate and timely data to the White House and OMB	●	●
4. Implement pilot programs that strengthen partnerships with FBCOs	●	●
5. Undertake evaluation and analysis of pilot projects that incorporate FBCOs	●	●
6. Implement aggressive strategies to expand partnerships with grassroots FBCOs	●	●

Faith-Based and Community Organizations: Utilizing Strengths and Building Capacity

President Bush projected a vision for a new government strategy to address human need, rooted in the idea that the most effective way to address the deepest needs of our communities is to harness the unique strengths of every willing community and faith-based partner.

> "[The FBCI is a] comprehensive… effort to enlist, equip, enable, empower and expand the work of faith-based and other community organizations…"
>
> *—President Bush's Executive Order 13199, January 29, 2001*

He charged DOL, and other departments, with developing pilot programs that highlight the ways FBCOs can work with the government to touch lives and communities. As the capabilities of nonprofits grow, their community's ability to solve problems and meet needs expands. Promoting this growth has stood as a pillar of the CFBCI, from increasing FBCO access to Federal funds to in-depth training on specific issues like outcomes tracking. Whether a volunteer association of rural citizens united against a community crisis or a major urban nonprofit capable of multi-million dollar development deals, communities and individuals benefit greatly as the nonprofits that serve them grow in effectiveness and reach.

Innovative Grant Programs

CFBCI has worked closely with DOL agencies to shape innovative grant programs to utilize the unique strengths of FBCOs—holistic services, committed staff and volunteers, cultural competency, flexibility—to serve thousands of individuals struggling to obtain employment and reach their career goals. These programs also utilize the unique role that FBCOs play in communities, which is distinct from government's role.

Grassroots Mini-Grants: Grants for Small Grassroots Organizations Connecting with the One-Stop Delivery System (Grassroots Grants)

CFBCI has worked with ETA since 2002 to create manageable, direct, Federal mini-grants with streamlined application and reporting requirements to fund small, grassroots FBCOs providing a wide range of employment-related services. Many traditional DOL grants are far larger than most grassroots FBCOs can manage effectively. A grassroots organization is one that has only a few staff, dedicated volunteers, and a small budget that would be likely to become overwhelmed by

DOL Grants for Strengthening Partnerships with FBCOs

Agency	Program Name	Year
ETA	Preparing Ex-Offenders for the Workplace Through Beneficiary-Choice Contracting	2007–2008
ETA	Small Grassroots FBCOs Connecting with the One-Stop Delivery System	2002–2007
ETA	Prisoner Reentry Initiative	2004–2006
ETA	Ready4Work	2003–2005
ETA	Preparing Youth Offenders to Enter High-Growth and High-Demand Industries	2005
ETA	Grants for Workforce Boards Partnering with FBCOs	2004–2005
ETA	Grants for Intermediary Nonprofits	2002–2004
ETA	Grants for States	2002
ILAB	Combating Exploitive Child Labor Through Education	2002–2007
VETS	Homeless Veterans' Reintegration Program	2001–2007
VETS	Veterans' Workforce Investment Program	2003–2007
ODEP	Improving Transition Outcomes for Youth with Disabilities Through the Use of Intermediaries	2003–2006
ODEP	Home Modification Grant	2003
ODEP	Grants to Community and Faith-Based Organizations	2002

role model

CHAMPION OF COMPASSION

Turning the TIDE, Inc.—Philadelphia, Pennsylvania

Turning the TIDE, Inc.

(TIDE) is a faith-based, community technology-training center located in Philadelphia, Pennsylvania. With support from ETA's Grassroots Grant, TIDE now offers technology training, employment services, and other supportive services to ex-prisoners, helping them secure employment and build successful lives. Between 2005 and 2007, TIDE received $165,000 from DOL through ETA's Grassroots Grants. With the grant, the organization served 629 people.

Phillip* is one of many ex-prisoners who found successful employment and support in building his new life at TIDE. Phillip has been employed for more than six months, and his boss reports that Phillip is not only a tremendous employee, but also that younger employees with difficult backgrounds look to him as a strong role model.

Phillip moved out of shared living quarters and now leases a one-bedroom apartment. He also opened his own checking account and established credit at a local furniture store to purchase a few items for his home. Phillip is learning how to balance his checkbook for the first time. With a solid career ahead and a good place to live, Phillip placed his life on an entirely different track than it was on less than one year before.

In addition to helping ex-prisoners attain successful employment and life skills, TIDE is an important part of Project ECHO, a collaborative initiative between the City of Philadelphia and the Philadelphia WIB. Project ECHO is designed to build an infrastructure that links ex-prisoners to the Pennsylvania CareerLink System via FBCOs. The project was started under the 2002 ETA State Grant to the Pennsylvania State WIB.

TIDE plays an integral role in the CareerLink Access Site's efforts to reach and serve ex-prisoners. While TIDE has served as a CareerLink Access Site for a number of years, its partnership has grown tremendously through its ETA Grassroots Grant.

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

Turning the TIDE, Inc. community technology-training center

a sudden, large influx of Federal grant dollars. An organization like this could have a far greater impact with $25,000 to $75,000 grants than others could have with four times that amount. Mini-grants are appropriately sized for the management capabilities and capacity of grassroots FBCOs.

In addition to right-sized grants, effective mini-grant programs contain substantive technical support for grantees. This assistance is designed not only to help first-time Federal grantees meet all government performance standards, data reporting, and other requirements, but also to hone their programs and operations in ways that will increase their capacity to provide quality services to their community long after the grant is over. DOL pioneered this program to partner small FBCOs with local One-Stops to help reach high-need individuals, including high school drop-outs, immigrants, people with limited capabilities in the English language, veterans, individuals with disabilities, single working mothers, the homeless, the chronically unemployed, and ex-prisoners. Often, small FBCOs are uniquely equipped to provide the complementary, highly personalized

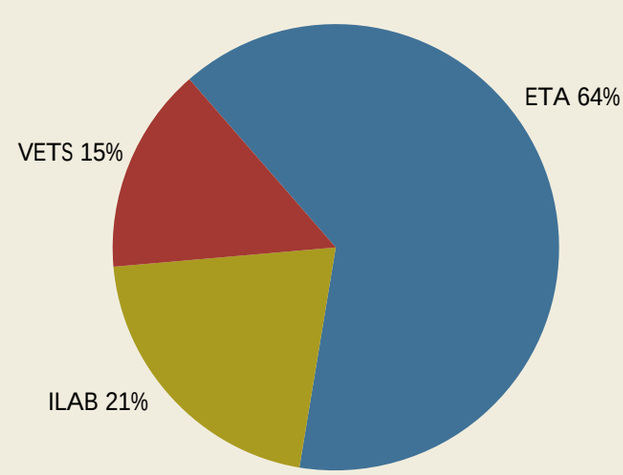
INVESTING IN LIVES, INVESTING IN CHANGE

From 2002-2007, DOL awarded 1,365 grants worth $742,157,109 to FBCOs, states, and WIBs as part of its ongoing effort to improve services for Americans in need.

Grant Funding by DOL Agencies for FBCOs

Agency	Grants	Total Grant Amount
ETA	865	$471,347,574
ILAB	39	$158,863,099
VETS	443	$108,619,978
ODEP	18	$3,326,458
Total	1,365	$742,157,109

Total Funding for FBCOs by Agency (2002–2007)



ETA Grants to Grassroote FBCOs

ETA awarded Grassroots Grants to 247 small FBCOs from 2002 to 2007.
Please note that some grant sites received 1st and 2nd year funding over the 2002 to 2007 period.

services and support these high-need individuals require to succeed in employment.

Since 2002, ETA's Grassroots Grants have provided $10.9 million to help 247 urban, suburban, and rural grassroots FBCOs serve jobseekers in their neighborhoods and build links with the local One-Stop system. DOL spent several years refining this project, which achieved a balance between the complexity of managing Federal grants and the simplicity of retaining organizations' grassroots character. Notably, halfway through their grants cycle, the 78 active Grassroots Grant sites from 2006 leveraged nearly 50,000 volunteer hours through their grant programs and placed more than 4,330 high-need individuals in jobs and 1,712 in post-secondary education or training. In addition, 49 grantee organizations reported that they had a working relationship with more than 1,154 employers. In total, between 1,500 and 2,000 FBCOs applied for the Grassroots Grants from 2002 to 2007. Many of these organizations had not partnered with their local One-Stop system in the past. Many of the unsuccessful applicants found this initial engagement during the application preparation process a vital one and continued collaboration with the local One-Stop after the competition closed.

STRENGTHS OF THE INTERMEDIARY MODEL

- Alleviate much of the administrative grant burden by sub-awarding to smaller FBCO partners, which frequently are ill-equipped to manage large Federal grants, leaving these organizations free to focus on service delivery
- Aggregate and focus the work of FBCO partners around specific social service needs, like workforce development, prisoner reentry, and assisting limited English populations
- Improve coordination of services among FBCO partners by developing networks of small FBCOs that provide complementary services, improving the overall efficiency of service delivery
- Assist and provide guidance to FBCO partners in interpreting and complying with the legal and programmatic requirements governing Federal financial assistance
- Leverage multiple sources of public and private funding
- Share the burden of "performance-based" contracting with smaller FBCOs that may not be able to cover the upfront costs of performance-based contracts

Breaking Ground: The Intermediary Model

Recognizing that smaller FBCOs could benefit from outside expertise in program management, administration, and implementation, DOL developed a model where these organizations could partner with larger intermediary organizations to link with government. Even though mini-grants can be highly effective in tapping into the strengths of small FBCOs, they carry a higher administrative burden for DOL. To fill the gap between service delivery and administrative capacity, DOL designed the intermediary grant model, in which larger organizations—FBCOs, WIBs, state workforce agencies, and other capable entities—provide administrative and program experience to support smaller FBCOs that provide direct services.

These intermediary organizations, in turn, use their grant funds to provide smaller awards to grassroots FBCOs. In addition to the

sub-awards, intermediary organizations are also responsible for providing technical support to sub-awardees and ensuring their full compliance with all government regulations, performance reporting, and other requirements. In many cases, intermediaries provide training to help build the organizational strengths and program performance of sub-awardees.

This innovative model allows DOL to extend its reach to FBCOs beyond the confines of direct grant programs. Specifically, 65 intermediaries have worked with more than 500 grassroots FBCOs since 2002.

By linking the administrative and reporting expertise of intermediary organizations to the human and program resources of smaller FBCOs, CFBCI has helped provide workforce development and other essential human services to populations that DOL programs had not previously reached. This intermediary model has empowered FBCOs to focus on the delivery of their vital services rather than on administrative paperwork, resulting in more effective programs. Over time, it has become clear that this strategy is the most efficient and effective way to utilize the resources and expertise of small FBCOs and bring them into partnership with DOL programs.

Beneficiary-Choice Contracting Grants

Participants learn at a class operated through Indianapolis' Beneficiary-Choice Grant, Apollo 13.

Choice-based program models, such as those that use vouchers, allow government to utilize the broadest possible diversity of service styles and approaches. Under any variation of the basic choice-based model, government does not provide funds directly to a service provider; rather, an organization acting on behalf of the government provides a voucher to the individual beneficiary, who may choose to redeem the voucher for services at any number of approved service providers. This choice-based delivery system allows flexibility and freedom to both recipients and providers and enables more diverse groups to partner with government. The fact that participants are allowed choice encourages recipients of aid to exhibit greater engagement in their own life changes because they are expected to take ownership in choosing the services they will receive. In addition, jobseekers, not government, are making the choice as to which organizations will receive the funds.

In 2007, DOL launched the pilot grant program Preparing Ex-Offenders for the Workplace Through Beneficiary-Choice Contracting, which blends performance-based contracting with individual beneficiary choice. This program competed and awarded $1 million to each of the five grant recipients to address the specific workforce challenges of ex-prisoners and to produce positive outcomes with a particular focus on securing and retaining employment and reducing recidivism. The grantees draw upon the strengths of many local FBCOs to provide these services. The program serves ex-prisoners between the ages of 18 and 29 who are returning from Federal or state institutions.

Each of these innovative models represents an important and sustainable contribution of the FBCI in building public-private partnerships between government and FBCOs.

Building FBCO Capacity Through Training and Technical Assistance

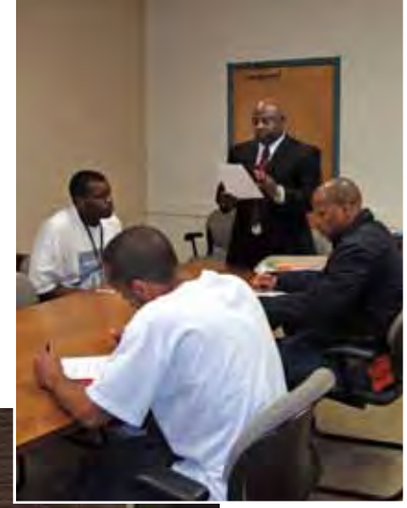
CFBCI has worked with grant-making agencies to provide practical training and clear, consistent, legally accurate guidance designed to strengthen the capacity of grant recipients and increase the range and quality of DOL-funded services.

The training and technical assistance that CFBCI provides informs FBCOs about partnership opportunities, equips FBCOs to compete effectively for funding, and helps FBCOs develop competencies in

TOUCHING LIVES AND COMMUNITIES TECHNICAL ASSISTANCE VIDEO WORKSHOPS

DOL's *Touching Lives and Communities Technical Assistance Video Workshops* (TLC Video Workshops) deliver nine hours of training for nonprofit organizations seeking to expand the impact and reach of their programs. The five TLC Video Workshops feature subject-matter experts on the following topics: Capacity Building and Strategic Planning; Corporation and Foundation Giving; Board Development and Individual Giving; Government Grant Applications; and Grant Management and Program Evaluation. The TLC Video Workshops are available both online and on DVD. As of April 2008, DOL has distributed more than 15,000 copies of the TLC Video Workshops on DVD, and more than 6,500 people have viewed the online version.

> “I believe this training will assist us in truly taking our organization to the next level.”
>
> *—Results-Based Management Participant Evaluation*



employment-related services. To ensure that grantees meet all legal, fiscal, and programmatic requirements, DOL has also developed training and guidance to assist FBCOs in managing their grants.

In addition, CFBCI has educated FBCOs and key Federal, state, and local workforce system staff about implementing DOL's regulations and the broader principles of equal treatment. To aid in that effort, CFBCI produced new guidance documents for FBCOs and workforce system staff on updating their policies and program practices. These materials have been distributed through in-person and web-based training.

Technical Assistance and Training for Grassroots Grantees

While DOL regional staff provided day-to-day oversight of grantee projects, including technical assistance, CFBCI provided educational training to grantees to help them build the capacity of their organizations to deliver services and achieve their service goals. CFBCI provided the training through conference calls and webinars. The grantees selected the training topics, which included information on managing a DOL grant, sustaining programs past the life of the grant, increasing employee retention, increasing grantees' value to businesses, and working with ex-prisoners and their future employers.

To ensure grantees understood how to manage their DOL grant and maximize their funds and partnership opportunities with DOL and other local entities, CFBCI co-hosted an annual Grantee Orientation Conference for grassroots organizations that received a Grassroots Grant. At the conference, CFBCI and ETA educated grantees on such topics as: Results-Based Program Development; Federal Equal Treatment and Religion-Related Regulations; Strategies for Measuring Program Effectiveness; Sustainability Strategies: How To Continue Your Program Beyond the Life of the DOL Grant; and Financial and Grant Management. In addition, CFBCI hosted webinars that provided follow-up training on several of these topics.

Results-Based Management Training for FBCOs

Among the most important—and underdeveloped—skills a small nonprofit can have is the ability to effectively measure customer services and outcomes. A ready grasp of outputs and outcomes allows an organization to focus on the effectiveness of its programs to ensure results, not merely compassionate intentions. Equally important, measured outcomes demonstrate the viability of the organization to potential government, foundation, corporate, and individual funders. Recognizing the need for small nonprofits to learn effective methods for measuring results, CFBCI launched a one-year case management pilot for recipients of ETA's Grassroots Grants.

The successful, one-year case management pilot grew into four, three-day Results-Based Management Training events in 2007 and 2008. The objectives of the training events were to help the participating FBCOs answer three questions: (1) how has our program improved the skills, behaviors, or attitudes of our population?; (2) in what ways are people better off for having participated in our program?; and (3) how has our program benefited our community? To answer these questions, participants of the Results-Based Management training events engaged in lecture, discussion, and group exercises on the elements of results-focused evaluation. Each group then produced a program evaluation plan that represented one of their organization's programs. Then, in order to move from theoretical outcomes to measured outcomes, the program provided software systems designed to facilitate the input of customer data, process, and outcomes.

> “Results-based management uses audience-focused needs as the basis for program development, measurement, and program reporting in order to implement a process of continual program improvement.”
>
> *—Claudia Horn, President, Result Technology Solutions*

Early results showed that a few hours of case management software training and follow-up technical assistance greatly improved a participating nonprofit's ability to measure and manage its program results. By February 2008, CFBCI provided training and outcomes tracking software to 83 grassroots FBCOs that provide employment-related services. The progress of participants will be tracked for one year to ensure they analyze their programs using the techniques they learned at the three-day training.

Teleconferences and Webinars

CFBCI has made extensive use of teleconferences to train FBCOs, particularly in skills that improve their employment-related services.

GOVERNMENT HELPING AN FBCO GROW: CONNECTIONS TO SUCCESS — ST. LOUIS, MISSOURI; KANSAS CITY, MISSOURI

In 1998, the husband and wife team of Kathy and Brad Lambert founded Connections to Success (CtS), a faith-based organization dedicated to breaking the cycle of poverty, one family at a time. CtS accomplishes its mission by empowering determined individuals with an employment plan and providing the necessary resources to achieve economic self-sufficiency. CtS is dedicated to addressing homelessness, welfare dependency, incarceration, and other social ills through educating, training, mentoring, and supporting individuals in need. Part of CtS's program includes "mentor teams," which support individuals rising out of poverty.

Notably, CtS grew from six staff and 50 volunteers in 2002 to 18 staff and 300 volunteers in 2008. Primarily supported by private funds, CtS applied for more than six government grants before receiving any government assistance. Co-Director Brad Lambert believes that his organization benefited greatly from the training that the White House OFBCI, the DOL CFBCI, and other Federal departments provided on grant writing, collaboration, and service provision. In 2005, CtS competed for and was awarded one of 30 ETA grants to implement the President's Prisoner Reentry Initiative (PRI). CtS has achieved promising results through its prisoner reentry program, including enrolling 410 ex-prisoners returning to Kansas City. Of those enrolled, 278 were employed within 90 days, and 64 percent retained employment after nine months. Through two years of services under the PRI, only 16 percent of CtS participants have recidivated at one year post-release—less than half the national average of 44 percent.

Teleconference topics ranged from helping ex-prisoners find work to effective partnerships with the public workforce system, and often included a series of events over weeks or months. For example, the *Building Business Partnerships* series included five teleconferences that trained FBCOs on how to form alliances that enable business owners to meet their bottom line and provide employment opportunities for nonprofit program participants. Speakers included human resource consultants and employer representatives from four high-growth industries. Overall, more than 1,000 FBCO staff participated in DOL's teleconferences.

In addition, in 2004, CFBCI hosted its first web-based conference, *Dreams, Stories, and Opportunities: Community and Faith-Based Solutions for the 21st Century Workforce*, for FBCO and public workforce system staff. The virtual conference attracted 1,100 attendees over one month, included online discussion rooms and teleconferences, and featured three primary themes: Creating the 21st Century Workforce, Creating Access to Opportunity, and Building Capacity.

Distribute Information for FBCOs via Email Database

CFBCI maintains an email database of organizations interested in FBCI-related information. Content delivered through the list ranges

> “We feel it is important for the FBCOs to be full members of their community, including local employers and businesses. These local employers can likewise benefit from connecting with their community through these FBCOs and others.”
>
> *—Staff Member, Ottawa County Michigan Works!, DOL WIB Grantee*

Exodus Transitional Community, Inc.

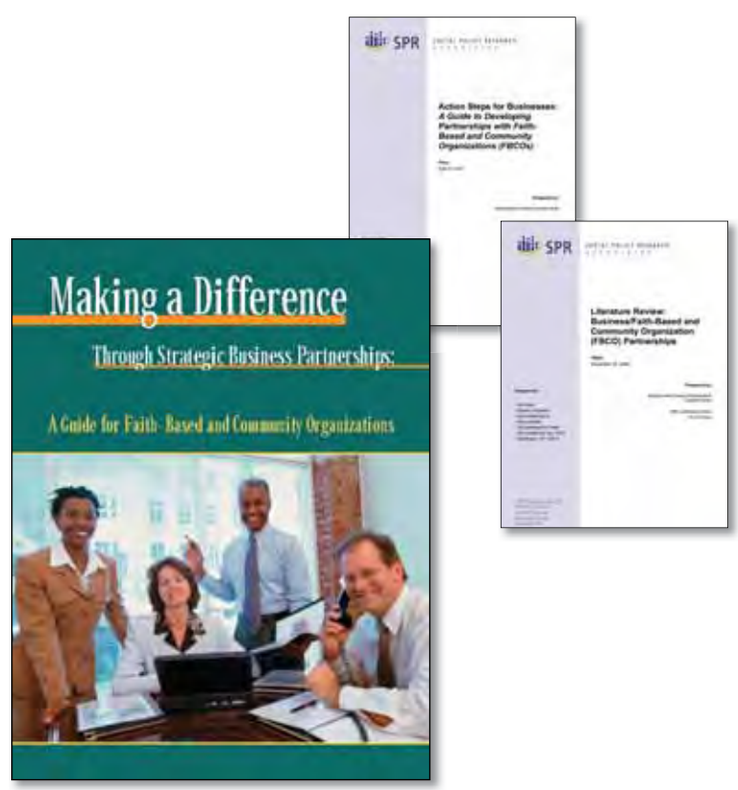
from recently available grant opportunities to resources focused on specific areas of service. The CFBCI database delivers information to more than 19,000 email addresses. Participants who signed-up to receive CFBCI emails include nonprofit, business, and government leaders and private individuals.

Partnering with Employers

FBCOs have a variety of relationships with businesses. Businesses may be represented on their boards or as part of their congregations, or businesses may have formal agreements to hire jobseekers directly from FBCOs. For FBCOs committed to connecting their customers with jobs, it is crucial that they effectively collaborate with businesses. Some FBCOs provide mentoring and other services during the post-employment period that are extremely valuable to employers to help minimize costs due to turnover. These services can help individuals stay employed, develop their careers, and move through career pathways. CFBCI has created several toolkits to help FBCOs connect with employers, including *Making A Difference Through Business Partnerships: A Guide for Faith-Based and Community Organizations*, *Action Steps for Businesses: A Guide to Developing Partnerships with Faith-Based and Community Organizations (FBCOs)*, and *Literature Review: Business/Faith-Based and Community Organization (FBCO) Partnerships.* These guides demonstrate different types of partnerships between businesses and FBCOs and provide action steps that employers can take to partner with FBCOs.

Conference Training for FBCOs

Since 2001, the White House OFBCI has hosted conferences in 34 U.S. cities and trained more than 30,000 nonprofit leaders on how to partner with Federal departments, access public and private funding, improve outcome tracking, comply with Federal legal requirements, and much more. DOL's CFBCI has provided training at each White House conference on how to apply for DOL grants and partner with the public workforce system. CFBCI has taken a leading role in training FBCOs on how to implement effective, employment-based prisoner reentry programs and in training state government officials on how to incorporate innovative models for partnering with FBCOs into state programs.



Transforming Lives Through Government Partnerships with Faith-Based Community Organizations

This section presents, in human terms, the real difference DOL-supported programs have made and the strategies that underlie their success. It introduces the beneficiaries themselves, as well as family members, employers, community leaders, and others whose lives have been affected through DOL's partnerships with FBCOs. As beneficiaries change their lives for the better, their families and communities also benefit.

> "The measure of compassion is more than good intentions, it is good results."
>
> *— President George W. Bush, April 30, 2002*

Julio Medina outside Exodus Transitional Community, Inc.

These highlighted programs and personal stories demonstrate how the highly personalized services of FBCOs, including mentoring, case management, and coaching in life skills, when partnered with the public workforce system, help jobseekers break down barriers to employment and seize new opportunities. These programs and stories are only a snapshot of the thousands of lives and organizations that have been impacted by the FBCI's implementation at DOL. They represent only some of the programs DOL has implemented to serve the neediest in our communities and only some of the services those programs provide to individuals on a daily basis.

> "The paramount goal is compassionate results… The delivery of social services must be results-oriented."
>
> *— President George W. Bush, January 29, 2001*

One of the central tenets of the FBCI is that noble aspirations are not enough; rather, what ultimately matters is delivering tangible outcomes: new government policies, strengthened FBCOs, and changed lives.

Prisoner Reentry Initiative (2005–2007)	
Number of ex-prisoners enrolled	13,144
Percent of ex-prisoners receiving employment services	89%
Percent of ex-prisoners receiving mentoring	51%
Number of job placements	8,228 (63%)
Retention Rate (9 months)	66%
1-Year Recidivism Rate	15%

The President's Prisoner Reentry Initiative

Julio was arrested as a young adult for selling drugs and received a 12-year prison sentence. While in prison, Julio's own experience helped him relate to the challenges other prisoners face. He also earned a Masters of Professional Studies from New York Theological Seminary during his incarceration.

> “Working together, we can continue to ensure that everyone in our society has a second chance, and the tools they need to build lives of independence and dignity.”

—Elaine L. Chao, U.S. Secretary of Labor, March 22, 2007

Julio vowed to create safer communities and to instill hope in men and women returning home from prison. He never heard anyone remark that he or she could not wait to come back to prison; instead, he heard many say that they wanted to be good fathers, mothers, brothers, sisters, and friends and return to heal some of the damage they had caused in the impoverished communities from which most came. Even though many left prison with good intentions, they soon returned for a variety of reasons, including lack of employment and housing opportunities and untreated substance abuse.

> “America is the land of the second chance, and when the gates of the prison open, the path ahead should lead to a better life.”

—President George W. Bush, January 20, 2004

In 1999, after working through many of his own reintegration issues, Julio founded Exodus Transitional Community, Inc. (Exodus), a nonprofit organization in East Harlem, New York focused on working with men and women transitioning from incarceration to society. Julio established Exodus to help ex-prisoners secure employment and develop the attitudes necessary to succeed in their jobs, reconnect with their families, and fully integrate into their communities. Under the leadership of Julio, Exodus fulfills this mission daily. Exodus has served more than 5,000 men and women since 1999 and is one of the most successful reentry programs in the United States.

Julio often visits prisons to meet with and listen to the men and women there. Their faith and encouragement have sustained Exodus's mission and have inspired Julio's continued personal transformation.

Notably, Exodus was selected to participate in DOL's Ready4Work pilot program. This DOL funding allowed Julio to expand his program and provide more reentry services for ex-prisoners. Then, Julio received the highest honor when President Bush recognized his good work and highlighted his successful reentry program during the 2004 State of the Union address.

Julio and the lives Exodus has transformed are only a few of the many lives transformed through DOL's prisoner reentry programs.

Each year, more than 650,000 inmates are released from prison and reunited with their families and communities. Released inmates face a myriad of challenges that sometimes contribute to their return to criminal activity, re-arrest, and re-incarceration, including joblessness, substance abuse, mental illness, lack of education, lack of identification (*e.g.*, driver's license or state-issued IDs), lack of stable housing, and

FINDING DIRECTION THROUGH MENTORING: ARIZONA WOMEN'S EDUCATION AND EMPLOYMENT, INC.—PHOENIX, ARIZONA

Teresa came to the Paths to Living Free (PLF) program after a two-and-a-half-year sentence for her third driving-under-the-influence conviction. Before prison, she worked as an administrative assistant at Scottsdale Culinary School, had no desire to move beyond the status quo, and attributed her drinking to a lack of direction in her life. While still in prison, she began planning her life beyond incarceration. She explored programs available through the Arizona Department of Corrections' partnership with Rio Salado Community College. Teresa discovered a passion for the electrician trade and began the necessary training to become a licensed electrician.

Teresa is an excellent example of the benefits FBCOs provide in serving ex-prisoners. Teresa, who has been enrolled in the PLF program since July 2007, accomplished her employment goal. She wanted a job earning at least $14 an hour, and she exceeded that goal earning $15 an hour at Construction Secretaries. Since that time, she was hired at Banner Desert Medical Center and now makes $21.50 an hour. She is also applying for Federal student-aid funding and scholarship opportunities to attend school at Mesa Community College. Teresa wants to complete her training and education so she can work full-time as an electrician.

Teresa embraced the PLF program from the beginning of her enrollment. She actively participated in the program and mentoring workshops, and she maintained contact with her two mentors as an integral part of her support system. Their efforts inspired Teresa to become a mentor in March 2008 when she got her vehicle and driver's license back. Teresa shows a commitment to replace old behaviors with new ones and to ultimately fulfill her career aspirations.

perserverance

CHAMPION OF COMPASSION

The Jericho Program—Baltimore, Maryland

Thomas spent more than 20 years of his life going back and forth between jail and prison. His most recent incarceration was for a drug conviction. He was released on September 14, 2007.

Thomas was tired of going to detox and recovery houses and then back to prison again. He heard about the Jericho Program while he was in prison. Three days after his release, Thomas enrolled in the Jericho Program and completed two weeks of Employment Readiness Training. During the training, he learned techniques to search for jobs and prevent relapses and ways to address barriers to employment. After this training, Thomas created a resume, received new interview clothing, and participated in a mock employment interview. The practice paid off. Park America, Inc., a 24-hour parking facility in downtown Baltimore had an opening for a security guard. Thomas applied, interviewed, and got the job. He has worked the night shift since October 2007. He loves his job and is proud of the new life the Jericho Program helped him build.

On January 29, 2008, President Bush and U.S. Secretary of Labor Elaine L. Chao visited the Jericho Program, which Episcopal Community Services of Maryland runs in order to serve nonviolent, adult, male offenders who have been released from prison within the previous six months. Episcopal Community Services assists ex-prisoners by providing job training, placement, retention, and mentoring services.

In his speech, the President acknowledged, "I'm honored to have been with those who have worked hard to deal with their circumstances in such a way that they become productive citizens. …These are men who were, in some ways, lost and lonely, and found love and redemption at Jericho… We don't want people going back to prison. We want to help them readjust to society."[18]

As of April 25, 2008, Episcopal Community Services has received over $1.8 million from DOL through the President's Prisoner Reentry Initiative (PRI). Through the first two years of services under the grant, Episcopal Community Services has enrolled over 400 participants in its PRI program and has placed 68 percent of its participants in jobs. The one-year recidivism rate for program participants is currently less than half the national average.

President George W. Bush with Thomas Boyd (on his left) and another Jericho participant

poor family connections. In the absence of intervention, a majority of ex-prisoners relapse into criminal activity. According to the U.S. Bureau of Justice Statistics (BJS), two out of three released inmates will be re-arrested for new crimes within three years of their release from prison, and more than half will be re-incarcerated.[19]

Without stabilizing influences, crime, substance abuse, and revolving prison doors continue to ravage the most distressed areas across the nation.

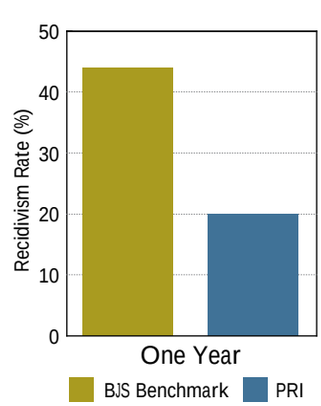
In response to this cycle of crime and re-incarceration, President Bush announced the Prisoner Reentry Initiative (PRI) in his 2004 State of the Union address. Expanding on the elements of DOL's successful Ready4Work prisoner reentry pilot program, PRI is a collaborative effort between DOL and DOJ to assist ex-prisoners by linking them to FBCOs, which, in turn, help them find work and avoid relapse into a life of criminal activity. PRI programs rely on FBCOs to deliver a wide range of social services to help ex-prisoners reintegrate into their communities successfully. Moreover, the programs draw on the strength of FBCOs as trusted and influential institutions in the urban neighborhoods to which the majority of ex-prisoners return. Through this four-year program, the grant sites are helping provide services to approximately 6,250 ex-prisoners each year.

To implement the President's PRI, DOL competitively awarded 30 grants to employment-centered FBCOs in urban areas across the country (see map on page 29). Each grant site works to reduce recidivism by helping return nonviolent prisoners to work through a program that incorporates mentoring, job placement, job training, and other holistic transitional services. Working in collaboration with DOL, DOJ also awarded funds to state criminal justice agencies to provide pre-release services to prisoners who DOL grantees also serve.

Since spring 2006, 30 FBCO sites were operating in 20 states through PRI, and this number continues to grow as PRI demonstrates sustained success in reintegrating ex-prisoners into society. As of April 2008, 13,144 PRI participants had been enrolled in the program, and 8,228 participants had been placed in jobs. Sixty-six percent of those placed retained their jobs for nine months. Notably, the recidivism rate

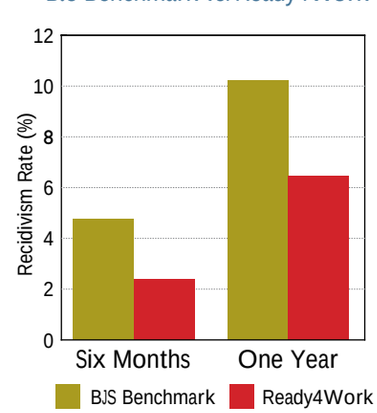
PRI Recidivism Rates

BJS Benchmark vs. PRI

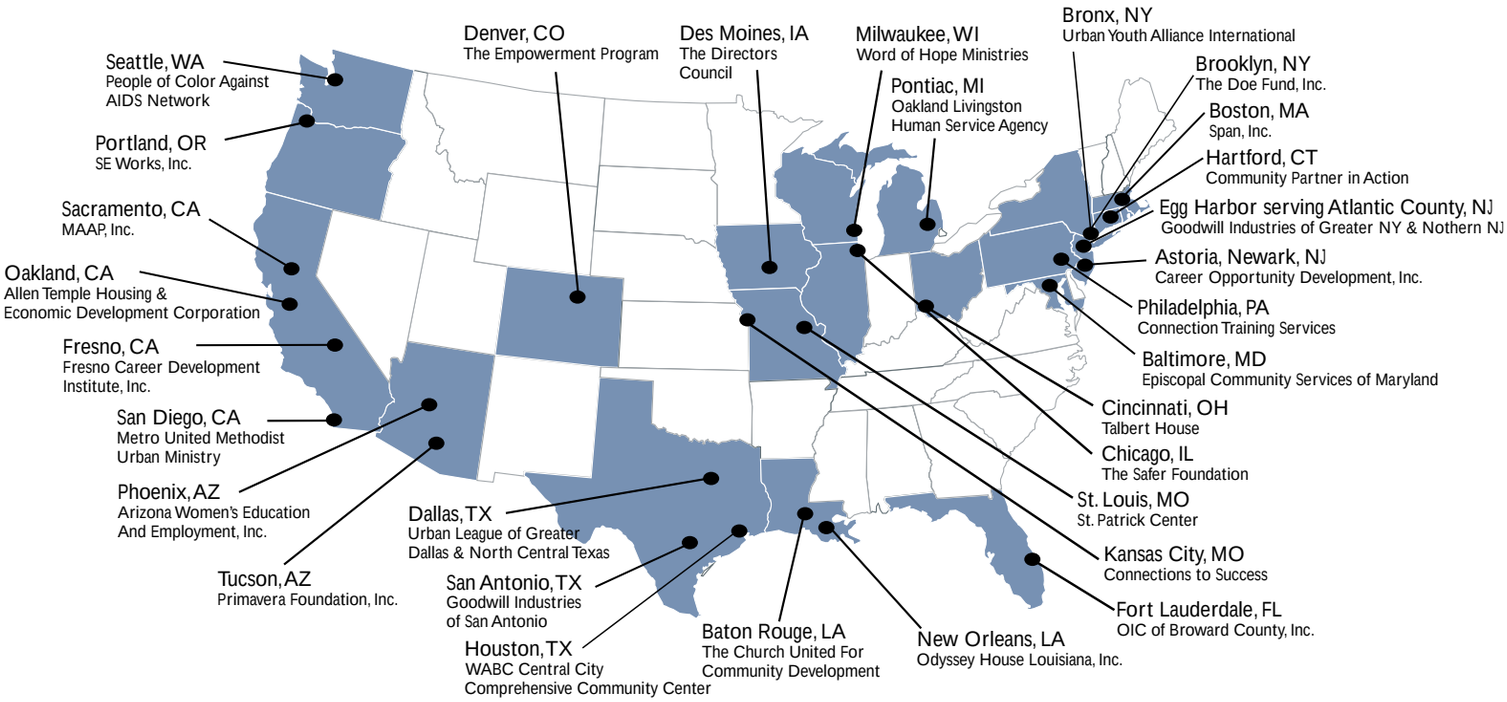


R4W Recidivism Rates

BJS Benchmark vs. Ready4Work



Prisoner Reentry Initiative (PRI) Grants



of PRI participants (15 percent) is currently less than half the rate of the BJS national benchmark (44 percent) at one year post-release.

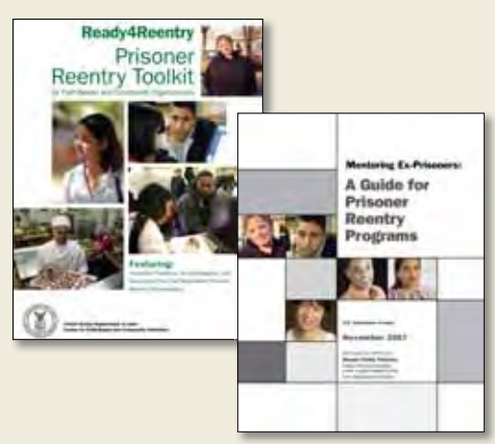
DOL's PRI program has shown promising results. By the fall of 2008, more than $115 million will be awarded under PRI—73 grants awarded to FBCOs and 63 grants awarded to criminal justice agencies.

U.S. Secretary of Labor Elaine L. Chao visiting the East of the River Clergy Police Community Partnership Ready4Work site in Washington, D.C.

MENTORING IN READY4WORK

Participants who met with a mentor at least once demonstrated stronger outcomes than those who did not participate in mentoring in the following ways:

- Mentored participants remained in the program longer than unmentored participants (10.2 months versus 7.2 months).
- Mentored participants were twice as likely to obtain a job. After the first encounter, an additional month of meetings between the participant and mentor increased the participant's likelihood of finding a job by 53 percent.
- Mentored participants were 56 percent more likely to remain employed for three months than unmentored participants.



> “One of our participants recently called us. He had been promoted to supervisor and was in a hiring position. He had several openings and asked the life coach to provide him with qualified PRI participants.”

—Career Opportunity Development, Inc., Egg Harbor City, New Jersey

ACCESSING HOPE AND OPPORTUNITY: READY4WORK

Kaya grew up on the South Side of Chicago, Illinois. He finished high school but soon started selling drugs. Kaya was arrested for drug possession and sentenced to four years in prison. Shortly after his release from prison, Kaya entered the SAFER Foundation (SAFER)'s Ready4Work (R4W) program through St. Sabina's Church in Chicago. SAFER received a $1,050,000 R4W grant over three years. Kaya was a faithful participant in SAFER's reentry counseling (weekly case management) and St. Sabina's biweekly group-mentoring program. Through his efforts in the R4W program, Kaya obtained full-time employment at Johnson Construction as a laborer. Kaya knew he had the potential to do more, so he enrolled in SAFER's Workforce Investment Act program and was accepted into an electrician program.

Kaya's is one success story among many in which FBCOs have served ex-prisoners and addressed the more general effects of crime, joblessness, and recidivism by helping them access stable employment and develop strong social bonds.

DOL's ETA and CFBCI initiated R4W in 2003 as a three-year, $19.5 million national demonstration project to build partnerships between local FBCOs, the public workforce system, businesses, and criminal justice agencies in order to provide ex-prisoners with job training and placement, voluntary mentoring, and case-management services. This pilot program was designed to reduce recidivism and to meet the complex needs of ex-prisoners returning to their communities by identifying and addressing the many barriers they face to successful reentry. R4W received funding jointly from DOL, Public/Private Ventures, and the Annie E. Casey Foundation. DOJ also provided $5.5 million for six sites to serve juvenile offenders.
R4W sought to:

- Strengthen the social networks of returning ex-prisoners by giving them mentors who provided employability skills and job training assistance;
- Improve educational outcomes and/or increase employment placement for ex-prisoners;
- Provide a range of case-managed, wrap-around direct and referral services to address holistically the needs of ex-prisoners; and
- Offer these services through local FBCOs partnered with corrections and business organizations.

Through partnerships among local faith, justice, business, and social service community organizations, the 11 R4W sites provided ex-prisoners with case management, life skills, job training and placement, and mentoring. Specifically:

- Adult sites served 100 to 125 ex-prisoners per year, while juvenile sites served 80 returning juveniles per year;
- Over the three years, a total of 4,482 ex-prisoners enrolled, and 2,543 were placed in jobs;
- Sixty-three percent of those placed retained their job for at least three months;
- Of the 4,482 participants, 97 percent received comprehensive case management services, 86 percent received employment services, and 63 percent received mentoring services; and
- R4W recidivism rates were half the national average after six months and 34 percent lower after one year post-release.
- These results were also compared against a BJS subset of data on a group of ex-prisoners more similar to R4W participants—18- to 34-year-old, African-American, nonviolent felons—which provides a more relevant comparison point. Just 2.9 percent of African-American, nonviolent felons participating in R4W returned to state prison with a new offense within six months, and 7.6 percent did so within one year. These rates are, respectively, 48 and 43 percent lower than those for the sub-sample of ex-prisoners provided by BJS.

Ready4Work (2004–2006)

Number of ex-prisoners enrolled	4,482
Percent of ex-prisoners receiving employment services	86%
Percent of ex-prisoners receiving mentoring	63%
Number of job placements	2,543 (57%)
Retention Rate (3 months)	63% (of job placements)
1-Year Recidivism Rate	43% below BJS average (similar population)

STRENGTHENING FAMILIES: THE EMPOWERMENT PROGRAM — DENVER, COLORADO

Joe enrolled in the Empowerment Program's Prisoner Reentry Program (PREP) in April 2007. When he came to PREP, he had served more than 12 years in prison. At the time of enrollment, he worked full-time at Environmental Stone Works, where he made $6.85 per hour as a mold fabricator.

Because of Joe's determination and hard work, he achieved success in the PREP program. Utilizing its training funding, PREP sent Joe to Environment Safety, Inc., where he trained as an asbestos-removal supervisor. He now works for Prestige Environmental, Inc. and earns $15 per hour working full time. Joe regularly attends PREP's mentoring programs, has stable housing, and plans to find a place to live with his wife in Denver.

Joe's wife expressed her gratitude for the PREP reentry program:

"I just wanted to send you a quick e-mail and let you know how much I appreciate your help that you have provided my husband. My living in another city has left us unable to spend as much time helping out Joe like he needs.

When he was first sent to the halfway house, I was unsure how he was going to be able to find the resources he needed to acclimate himself to society. Because of… [PREP], I see a major change in him. He has never been so determined to make it, and I think that is going to be the determining factor in him staying out [of prison]. Basically, I want to thank you from the bottom of my heart."

CHAMPION OF COMPASSION

Spectrum Resource—Des Moines, Iowa

Francine had been a substance abuser for most of her adult life. Her substance abuse eventually led to her mother-in-law taking custody of her children. After serving multiple prison terms, she was released in April 2006. Her parole officer required Francine to participate in Spectrum Resources' (Spectrum) prisoner reentry program.

In September 2006, Francine started working for Des Moines Area Regional Transportation—a job she held for more than one year. She used this job to transition into a custodial job, which now allows her the flexibility to both go to school and take care of her family. Spectrum also helped Francine address her substance abuse. Eventually she was able to regain custody of her children.

Francine received her GED and is now in her third semester of college at Des Moines Area Community College. Last semester she received straight A's and was placed on the Dean's List.

Spectrum is a nonprofit organization dedicated to giving men and women the tools they need to rebuild their lives and become independent, productive members of society through basic job training and trade skills. The organization provides services that enhance intellectual, social, physical, and economic development. Spectrum won a competitively awarded DOL grant in 2005 to provide transitional services to ex-prisoners under the President's Prisoner Reentry Initiative.

Spectrum works with many community partners to provide services to ex-prisoners, including mentoring, job training, job placement, and life skills. As of April 1, 2008, Spectrum has received more than $1.8 million from DOL through its prisoner reentry programs. Through the first two years of services under the DOL PRI grant, Spectrum enrolled nearly 400 participants in its prisoner reentry program and placed 83 percent of its participants in jobs. The one-year recidivism rate for program participants is currently less than half the national average.

Jerald Brantley, CEO of Spectrum Resources, and his staff in March 2008

rebuild

"At first I was just looking for someone to help me find a job—I thought that I was ready. But I found that being an ex-offender and being a recovering addict, well, there were a lot more issues that came into play. Jericho not only helped me to find employment, but they helped me to address these issues, so that I could keep a job."

— Antoine, Successful Graduate, Jericho Program, Episcopal Community Services of Baltimore, Maryland

CELEBRATING TRANSFORMATION: SE WORKS, INC.—PORTLAND, OREGON

This is the personal account of John—a life transformed at SE Works, Inc.:

"I started getting into trouble at a young age. My parents divorced when I was seven. By 12, I used drugs and alcohol and had been convicted of a felony. By 18, I had spent time in group homes, foster homes, and the Mac Larne School for boys.

Within two weeks of my release from Mac Larne after my 18th birthday, I was arrested and charged with my first adult felony. Within a year, I was in prison. That first prison sentence was followed by five more. During that time, I was never out of prison for more than two months before I had a warrant out for my arrest for committing new crimes or not reporting to my parole officer.

I became addicted to methamphetamine 13 years ago. Within that time, I had systematically destroyed every relationship I had with my family and my friends. I became a father to a little girl who wouldn't hold as much importance to me as feeding my addiction. And I had gotten to a point where I didn't care about anyone or anything. I didn't care if I lived or died as long as I was intoxicated.

In 2006, while serving my sixth sentence in the Oregon Department of Corrections, the Alternative Incarceration Program at the Powder River drug treatment group accepted me. This experience changed my thoughts about me, my life, and my future. For the first time, I had hope that I would break this cycle and do something with myself. With no job skills or job history, this was going to be a challenge for me.

I contacted SE Works shortly before my release. Counselors told me that SE Works would help me with housing, clothes, looking for work, and getting my license.

Within the first week of my release, I went to SE Works . . . . I had no clothes upon my release except for the clothes that I was arrested in, but [SE Works]. . . helped me to get some clothes.

I took classes about looking for jobs on the internet, how to build a resume, and how to conduct myself during an interview. SE Works helped me with bus passes for transportation. The day after my last class, a friend of mine got me an interview at his job. I used the skills I learned in the classes during my interview, and I got the job. I have worked there now for ten months. I signed up for the glazier apprenticeship program for my company, and I'm on the waiting list to be hired and start my schooling.

SE Works helped me with housing assistance at Oxford House. I got my license for the first time at 33 and saved enough money to take my 11-year-old daughter shopping for the first time. We bought school clothes.

For the first time I am fully employed and my employer is happy with my work. I have a car, license, and I'm insured. I have reestablished a relationship with my father and mother. I have a healthy relationship with the woman I love. I am building a relationship with my daughter and am able to provide support for her as well as health insurance that she didn't have before. For the first time I am finally a positive role model for my sister, showing her that no matter how bad things have gotten in the past, there is hope. I am clean and sober and have never felt more confident or positive about my future. I believe in myself today, and so does my family."

SE Works, Inc. is a PRI grantee that has helped many ex-prisoners reentering society—like John—attain not only success in finding a job, but success in reaffirming their lives.

WHITE HOUSE NATIONAL SUMMIT ON PRISONER REENTRY—LOS ANGELES, CALIFORNIA

On November 27–28, 2007, the White House hosted the first national Prisoner Reentry Summit in Los Angeles, California to highlight the lessons of PRI and Ready4Work and to chart the next steps for addressing prisoner reentry in America. More than 1,000 representatives from FBCOs gathered for two days of training and workshops, joining leaders from both the private and public sectors, including White House personnel and officials from DOL and DOJ. Highlighting the key role of FBCOs in helping ex-prisoners build successful lives, U.S. Secretary of Labor Elaine L. Chao recognized, "We know that the long-term financial costs of re-incarceration far exceed the cost of reentry programs. But that isn't even the most important reason. The heaviest cost is the loss of human dignity when people are living lives of poverty, addiction, and despair. We must—and we can—break the cycle. And faith-based and community organizations posses unique and invaluable strengths to help us reach out to those most in need."

On April 9, 2008, President George W. Bush signed H.R. 1593, the Second Chance Act of 2007, during a ceremony at the Eisenhower Executive Office Building. The Second Chance Act aims to reduce prison populations and correction costs by reducing the national recidivism rate. The Second Change Act also authorizes the President's Prisoner Reentry Initiative—formalizing this effective program.

ETA Grants for Small Grassroots Organizations Connecting with the One-Stop Delivery System (Grassroots Grants)

Kim,* a single mom, came to the Christian Workplace Mentoring Ministry's Jobs & More program with many family issues to overcome. After committing to heal those family issues, she entered the Jobs & More program, which provides employability skills training, job placement and retention assistance, and mentoring services to help individuals find and retain employment. Through Jobs & More's program, Kim successfully completed 48 hours of employability and life skills training, and, upon completion, she was assigned a mentor and began her job search. With encouragement from the Jobs & More staff and her mentor, Kim found a job as a nurse's aide. In addition, she worked part time for a local food store. Kim stayed employed for six months, which was one of the program goals she established through Jobs & More.

After one year of working, Kim wanted more for herself and her family, so she set another goal—to get a degree in social work. Kim applied to Clark State Community College in order to obtain her degree. During her time at Clark State, Kim worked as a nursing home resident aide and completed two student practicums at McKinley Hall Women's and Men's Program, an alcohol and drug treatment program. Kim obtained her Associates Degree of Applied Science in Social Services from Clark State and graduated with a 3.1 GPA.

Kim and her family are a few of the many lives transformed through ETA's Grassroots Grants program.

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

Grassroots Grants (2002–2007)	
Individuals that received job-related services	37,702
Volunteer hours committed to project	89,875
Individuals placed in a job	15,376
Individuals placed in education/training	2,518
Retention rate (6 months)	5,831

From 2002 to 2007, ETA and CFBCI developed, implemented, and refined the Grassroots Grants program to enlist and maintain the membership of these important organizations in the public workforce system. Through these Grassroots Grants, ETA and CFBCI sought to leverage the programs, resources, and committed staff of grassroots FBCOs in existing state and local workforce investment strategies. In addition, the grassroots FBCO grantees frequently cited the grants as lending credibility to their work as FBCOs, enabling them to use the grant as a springboard to attract other community support, including raising additional public and private resources to purchase new facilities, expand their services, and to meet other service-oriented goals.

Because the grassroots grantees are focused on transforming lives, participants frequently reveal the deep life transformation that these grants foster. Their stories demonstrate that the highly personalized services provided can help break harmful cycles and give jobseekers the tools to seize job and life opportunities. This is the role FBCOs fulfill utilizing the resources of government, while providing the personal time and commitment individuals need to transform their lives and remain committed to living a transformed life.

The Grassroots Grants program has been successful, dedicating $10.9 million in DOL funds to 247 grassroots FBCOs in 42 states, which served more than 37,700 hard-to-serve individuals and placed 15,376 of those individuals in jobs. Grant sites also committed 89,875 volunteer hours (equivalent to 2,246 40-hour work weeks) to their DOL-funded programs.

THE POWER OF PARTNERSHIPS: PHARR LITERACY PROJECT—PHARR, TEXAS

The Pharr Literacy Project serves many impoverished areas of Hildalgo County. Pictured are homes located in the South Towers Colonia. It is not uncommon for homes in the many colonias (neighborhoods) to be without running water and electricity.

The Department provided technical assistance to help the Pharr Literacy Project increase its effectiveness in reaching the neglected *colonias* population.

Pharr's Story

Some 500,000 people live in dilapidated conditions inside the United States in *colonias*—border towns with Mexico. Pharr Literary Project is active among the *colonias* in Hidalgo County—the poorest county in America. Seventy percent of *colonias* residents never graduate from high school. According to a PBS project, *The Forgotten Americans*, employed *colonias* residents earn only $3,000 to $6,000 annually.

Pharr Literacy Project partners with *colonias* residents to improve their socio-economic prospects by gaining language competency in English. Pharr's approach is holistic—the program integrates a health and wellness component, computer literacy classes, and parent support groups, in addition to other services. Participants progress through academic assistance and through the fellowship with and emotional support of their peers.

Pharr received $150,000 total from the ETA Grassroots Grants between 2006 and 2007. With these funds, they served more than 800 people.

Dahlia's Story

In 2004, Dahlia began ESL classes at Pharr to improve her English skills, and she became functionally bilingual within several months. She then enrolled in GED classes and passed the exam to obtain her GED. As a single mother of two young children with no job experience or specialized training, however, she had limited, part-time, minimum-wage job opportunities.

Dahlia enrolled in Pharr's 10-week computer literacy class. Three months after completing the computer class, Dahlia received a promotion at work. After watching her excel at data entry and other basic computer skills, the company promoted Dahlia to a full-time, day position as a data entry clerk with full benefits and an increase in pay.

"Our classes are small, allowing teachers, tutors, and volunteer helpers to work closely with the students, and to know their [personal] needs and goals. Our conviction that every person has great worth creates an environment in which positive attitudes grow. The relationships that [then] develop result in strong personal motivation, more self-confidence, and increased academic achievement."

—Elva Michal, Ph.D., Pharr Shalom Site Coordinator

The Power of Partnerships

Through multiple collaborations and a thriving volunteer force, Pharr is able to serve many families at a very modest cost. Pharr's partners aid its efforts by providing funding, referrals, free program space, educational materials, and volunteers.

Pharr's positive impact in its community and the success of its programs in helping participants achieve goals beyond all expectations drives Pharr's continued growth and serves as an excellent example of how FBCOs transform lives daily in America's local communities.

Martha Hernandez, Mayra Mendez, and Aurora Bernal prepare for their final exam during class held at the Pharr Literacy Project..

A CLOSER LOOK: WHAT CAN YOU GET FOR $25,000?

In 2005, ETA awarded 48 $25,000 grants to local FBCOs across the country. A central objective of these Grassroots Grants was to partner the distinct capabilities of One-Stops with those of local FBCOs, enabling both government and nonprofits to draw upon the unique strengths and resources of the other.

Who was served?
For the period of one year, an estimated 4,143 participants were served across the 43 reporting Grassroot Grant sites, for an average of 33 individuals served per site per quarter in 2005. Most participants (64 percent) were unemployed at the time of program entry. Participant demographics revealed a population with significant needs and major barriers to employment: 15 percent were homeless, 30 percent were receiving public assistance, 21 percent were ex-prisoners, and 15 percent had disabilities. The overall population served was racially and ethnically diverse.

How were services provided?
Grant sites were expected to establish relationships with their local One-Stops and partnerships with other local FBCOs, making use of their volunteer pools. Sites leveraged their grants to use a total of 14,275 volunteer hours over the four quarters of the program. One-Stops referred 699 participants to the sites, and nonprofit organizations referred 2,219 participants to One-Stops. At a typical site, participants received such services as skills assessment, employability training, support services, mentoring services, and computer training.

What were the outcomes?
Across all Grassroot Grant sites over the one year period, 1,460 participants who received some service were placed in jobs where wages averaged $11.50 per hour, and 1,007 of those participants who received some service remained in the same job for at least six months. In addition, of those participants not placed in jobs, 181 undertook post-secondary education or advanced training.

REBUILDING A COMMUNITY: HOPE CENTER, INC.—GRETNA, LOUISIANA

On August 29, 2005, Hurricane Katrina made landfall on the Gulf Coast, destroying lives, leveling homes, and leaving thousands of survivors with the same story: We lost everything. Included in those who lost everything were the beneficiaries of Hope Center, Inc. (HCI), in Gretna, Louisiana, many of whom also lost their jobs because of Hurricane Katrina. As businesses re-opened, HCI used its $75,000 ETA Grassroots Grant to provide participants with links to employment within the hospitality industry, retail sales, and recovery work positions. HCI's participants face many barriers, including lack of affordable housing, quality education, daycare services for their children, and quality physical and mental health services for their families. HCI has networked with a host of providers and other agencies to meet the needs of beneficiaries as they seek sustainable employment opportunities to support them in their recovery efforts. Beneficiaries are gaining and retaining employment as a result of HCI's comprehensive services and HCI's close relationship with its local One-Stop.

ETA At-Risk and Adjudicated Youth Grants

Mari, at 17 years old, was the first person in her extended family to earn her high school diploma. She came to Neighborhood Ministries, a 2004 recipient of the Latino Coalition for Faith and Community Initiatives (Latino Coalition) At-Risk and Adjudicated Youth Grant in Phoenix, Arizona, in sixth grade as a child from a Mexican immigrant family. Her home life was stressful, and she struggled to overcome the barriers faced by all immigrants—most notably, difficulty learning English. Mari felt alienated from other children and had difficulty doing well in school without English language proficiency.

When Mari joined Neighborhood Ministries "I Can Do It Program" she was failing in school. Her mentors encouraged and inspired her by offering incentives, such as earning financial rewards for her improved grades. By eighth grade, Mari developed a strong sense of confidence in learning English and succeeding in school. Thereafter, her grades vastly improved, and she decided to go to college to prepare to enter the field of medicine.

Mari began her journey from adolescence to adulthood by graduating from high school in 2005. She then enrolled in the Medical Magnet Program and the ACE Plus Program to prepare for her studies in medicine. In addition, she gave back to the organization that provided her with a future by volunteering at the Neighborhood Ministries' Christian Health Clinic as a translator. Mari entered college in the fall of 2005, with the goal of becoming a certified nurse midwife. She obtained 21 hours of college credit before she took time off from school to get married. Then, Mari and her husband welcomed

a baby girl into their family. Mari's dream of becoming a midwife has only deepened as she experiences life with her own child and as she desires to reach out to other women and empower them the way she was empowered through Neighborhood Ministries.

Mari and her family are a few of the many lives transformed through ETA's At-Risk and Adjudicated Youth Grants.

The Latino population in the United States continues to grow at high rates, bringing a large number of Latino youth into the workforce. These youth, however, face many barriers to their success, including inadequate education and skills training and language and other cultural barriers.

Recognizing that Latino youth could greatly benefit from skills development that would enhance their employability, DOL awarded a three-year, $10 million grant to the Latino Coalition, a national

LONG-TERM COMMITMENT LEADS TO SUCCESS: JEREMIAH PROJECT—PHOENIX, ARIZONA

Verenice was only 15 years old when she became pregnant with her first baby. Because of her pregnancy and other health issues she dropped out of high school.

Verenice turned to the Jeremiah Project, a sub-awardee of the Latino Coalition's RNF project, to help her learn how to care for her young family. The Jeremiah Project staff found that Verenice presented herself well and was generally successful in obtaining a job, but she had not been able to stay in a job longer than four months. The Jeremiah Project helped Verenice overcome the obstacles she faced in keeping a job. The staff encouraged her to believe in herself and in her abilities and gave her the support and skills she needed to retain a job and complete her education.

The Jeremiah Project helped Verenice find employment at a company that provides services to the Spanish-speaking community for the Motor Vehicle Division. After becoming employed, she passed a series of tests that enabled her to administer titles and registrations. As of May 2008, Verenice is working toward a certification that will enable her to conduct inspections.

In addition, Verenice enrolled in a GED program in the summer of 2007. This program allows her to take her daughter and son to the Head Start program while she attends GED classes four times a week. She hopes to receive her GED in 2008.

Verenice is a model example of the long-term care and commitment that FBCOs provide to those they serve. The Jeremiah Project has been assisting Verenice for three years. By offering support and teaching Verenice how to address her employment and educational obstacles, the Jeremiah Project helped her find and keep a good job and recommit to her education, which has provided stability and hope for her and her children.

nonprofit organization made up of small Latino FBCOs. Through the grant, the Latino Coalition developed educational and workforce development services and delivered these services to at-risk and adjudicated Latino youth, between the ages of 14 and 21, annually. The Reclamando Nuestro Futuro (RNF) project provided capacity building and support to 22 sub-awardees in six cities—Dallas, Denver, Houston, Los Angeles, Phoenix, and San Diego. In these cities, FBCOs provided skills training, community service, subsidized and unsubsidized work experience and internships, job preparation, college preparation, GED preparation, basic and remedial education, language proficiency, substance abuse services, and mentoring to at-risk and adjudicated Latino youth. The grant encouraged long-term partnerships between Hispanic FBCOs, local WIBs, One-Stops, juvenile justice systems, and local business communities.

According to results from the Latino Coalition, the service efforts and capacity-building activities of the RNF project produced the following results:

- A total of 2,951 at-risk and adjudicated youth were served;
- A total of 1,214 at-risk or adjudicated youth either entered the workforce for the first time, entered the military, entered and/or completed long-term occupational training, or entered full-time post-secondary school;
- A total of 214 at-risk or adjudicated youth received their high school diploma, GED, and/or a certificate;
- Forty-one percent of sub-awardees acquired additional funding, averaging $244,400 over the next five years, as a result of the technical assistance and coaching the sub-awardees received; and
- Twenty-two sub-awardees implemented database tracking and reporting systems to support and expand their programs.

In 2004, ETA provided a three-year, $2.7 million grant to Esperanza USA, a subsidiary of Nueva Esperanza, Inc. These funds supported the implementation of Esperanza Trabajando, an initiative designed to utilize a Latino FBCO network to provide at-risk and adjudicated Latino youth with workforce development, education, and supportive services. This was done in partnership with local One-Stops, WIBs, and other community service providers. Esperanza Trabajando

INSPIRING YOUTH: ESPERANZA TRABAJANDO—MIAMI, FLORIDA

Mario was a homeless youth who went between living in a shelter and sleeping on the streets. When he arrived at the Esperanza Trabajando grantee site, Ser-Jobs for Progress, in Miami, Florida, he was immediately assigned a case worker who walked him through his assessments and helped him complete an online job application to Home Depot. The case manager also provided Mario with a bus pass and referred him to another local service provider for additional services.

Early the next day, Mario came back to Ser-Jobs for Progress eager to work. The case manager called Home Depot and spoke with one of the human resources representatives, who scheduled an interview with Mario for later that day. Mario's interview went well, and since that day he has been working for Home Depot earning $9 per hour plus benefits. Through employment, Mario has developed a different outlook on life, and he is on his way to realizing his dreams and goals.

Esperanza Trabajando continues to help Mario work through difficulties that arise in building and sustaining a successful future. Despite these difficulties, Mario has proven to be an excellent employee at Home Depot and recently started a vocational training program to continue building a successful future.

On November 26, 2007, U.S. Secretary of Labor Elaine L. Chao and White House OFBCI Director Jay Hein visited the Escalera Youth Visionaries program operated by Altamed—a Latino Coalition sub-awardee.

operates in Tucson, Arizona; Santa Ana, California; Sacramento, California; Orlando, Florida; Miami, Florida; Tampa, Florida; Chicago, Illinois; Boston, Massachusetts; New York City, New York; Philadelphia, Pennsylvania; and Tacoma, Washington. Through this project, ETA and CFBCI are helping provide Latino youth with the skills necessary to gain meaningful employment and pursue higher education goals.

According to results from Nueva Esperanza, this grant produced the following results after three years of service:

- A total of 3,214 at-risk and adjudicated youth have been served;
- A total of 2,806 (87 percent) participants have received education or job training assistance;
- A total of 2,042 (64 percent) participants have been placed in jobs;
- Eighty-seven percent of those placed retained these jobs for three months; and
- A total of 71 (4 percent) participants have recidivated.

Veterans' Employment and Training Service (VETS) Homeless Veterans' Reintegration Program Grants

Josephine is a veteran and a grandmother who came to St. Patrick Center, a 2002 and 2003 Homeless Veterans' Reintegration Program (HVRP) grantee in St. Louis, Missouri, after she saw a story about the Center on the evening news. Josephine served in the Army National Guard for six years. After her honorable discharge in 1984, Josephine worked many jobs, but in 2002, the job opportunities dried up. She had been unemployed for nine months when she entered St. Patrick Center's HVRP Program. After attending the program, Josephine attained employment as a data entry clerk at a document imaging firm. Her boss told St. Patrick Center that Josephine's attitude is always positive and her productivity is above average. Because of his experience with Josephine, he is planning to employ two more St. Patrick Center beneficiaries. According to Josephine, "St. Patrick Center saved my life. I'd be homeless right now if I hadn't seen that story and asked for help. I tell every veteran I know to come see for themselves. St. Patrick Center changed my life. I am forever grateful."

Josephine and her family are a few of the many lives transformed through VETS' HVRP program.

Homeless Veterans' Reintegration Program Grants (2002–2007)

Participants enrolled in program	81,125
Participants placed in transitional/permanent housing	48,408
Participants placed in employment	52,660
Average hourly wage at placement	$9.81
Placement rate	64.90%
Cost per participant	$1,475
Cost per placement in employment	$2,273

"...[W]e are committed to helping our men and women in uniform when they leave the service." *—Elaine L. Chao, U.S. Secretary of Labor*

Many of America's veterans face challenges when reintegrating into society after they serve our country, including unemployment and homelessness. In partnership with CFBCI, VETS has worked to meet these challenges by supporting and promoting programs offering comprehensive services to veterans. The mission of VETS is to provide veterans with the resources and services to succeed in the 21st century workforce by maximizing their employment opportunities, protecting their employment rights, and meeting labor market demands with qualified veterans.

Specifically, HVRP grants set out to (1) provide services to assist in reintegrating homeless veterans into meaningful employment within the workforce system and (2) stimulate the development of effective service-delivery systems that will address the complex problems facing homeless veterans.

From 2002 to 2007, VETS awarded more than $100 million in HVRP grants to FBCOs across the nation that are helping veterans overcome multiple barriers to stability and employment. From work with homeless veterans to those with remedial education needs, VETS works to improve the lives of thousands of veterans emerging from homelessness and incarceration, or who are at risk of becoming homeless. Specifically, HVRP grants are awarded to nonprofit organizations, including FBCOs, state and local WIBs, and public agencies familiar with the geographic area and populations needing services. In addition, VETS created a special competition for organizations serving homeless veterans that had never received Federal funding before. HVRP grantees provide a variety of services to veterans, including job search and placement assistance, career counseling,

remedial education, classroom and on-the-job training, and supportive services such as transportation assistance, to ensure veterans retain the jobs they secure through HVRP.

HVRP grants have been incredibly successful. Grant sites in 32 states have served more than 81,100 homeless veterans, placed 48,408 veterans in transitional or permanent housing, and helped 52,660 find employment.

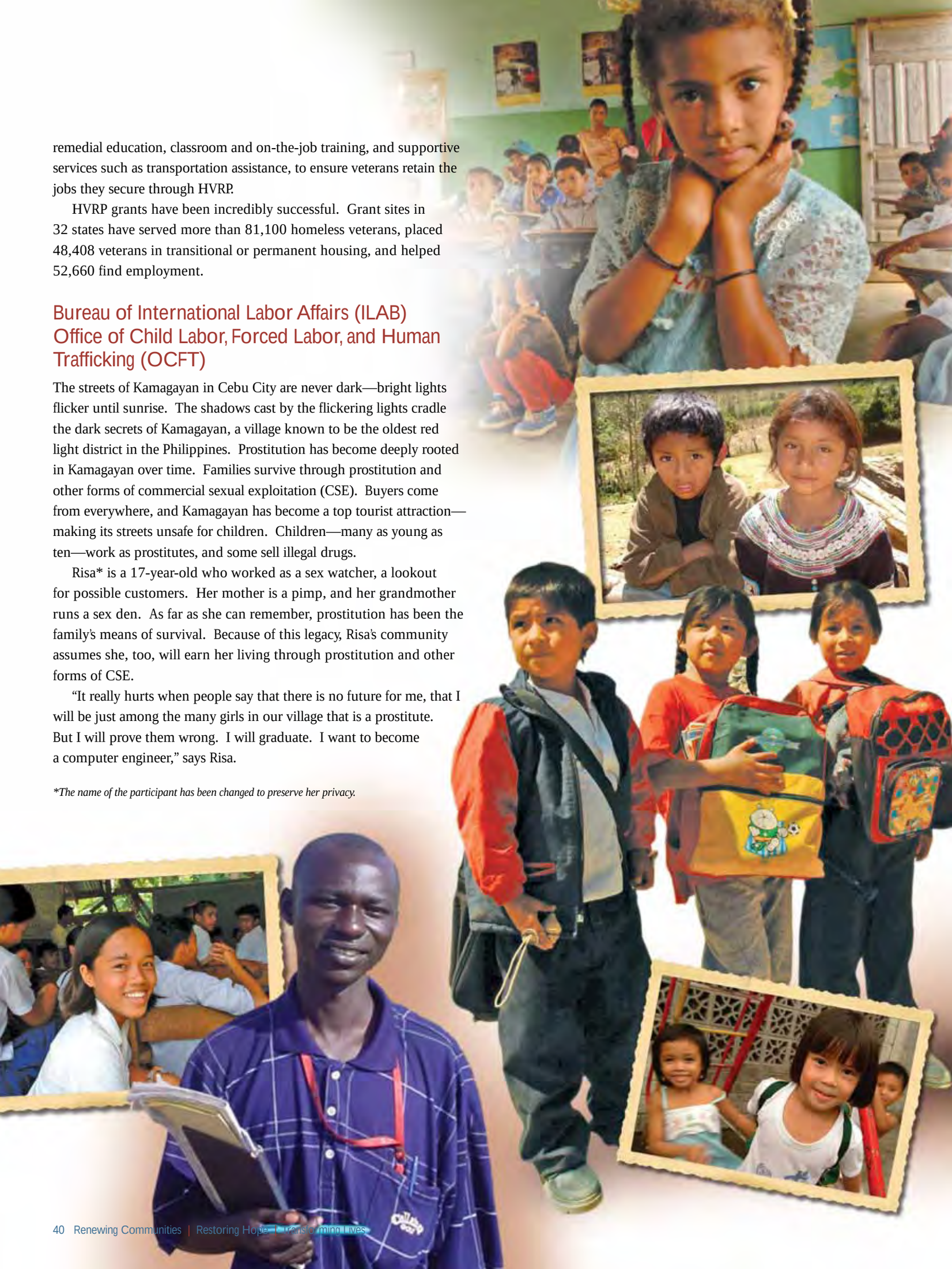
Bureau of International Labor Affairs (ILAB) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT)

The streets of Kamagayan in Cebu City are never dark—bright lights flicker until sunrise. The shadows cast by the flickering lights cradle the dark secrets of Kamagayan, a village known to be the oldest red light district in the Philippines. Prostitution has become deeply rooted in Kamagayan over time. Families survive through prostitution and other forms of commercial sexual exploitation (CSE). Buyers come from everywhere, and Kamagayan has become a top tourist attraction—making its streets unsafe for children. Children—many as young as ten—work as prostitutes, and some sell illegal drugs.

Risa* is a 17-year-old who worked as a sex watcher, a lookout for possible customers. Her mother is a pimp, and her grandmother runs a sex den. As far as she can remember, prostitution has been the family's means of survival. Because of this legacy, Risa's community assumes she, too, will earn her living through prostitution and other forms of CSE.

"It really hurts when people say that there is no future for me, that I will be just among the many girls in our village that is a prostitute. But I will prove them wrong. I will graduate. I want to become a computer engineer," says Risa.

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



ADDRESSING CHILD LABOR THROUGH QUALITY EDUCATION FOR ALL—SAVE THE CHILDREN

In the Kasur District of southwest Pakistan, a young man is walking to work with a smile on his face. Earlier in his childhood, Haseeb* dreaded his walk to work, a walk that should have been a walk to school. As a young boy, Haseeb's family could not afford his education; instead, they depended on his daily wages as a brick kiln worker to help support the family.

Haseeb's brothers worked in the brick kiln alongside him, also forgoing an education to support their family. His oldest brother, having dreamed of an education for himself, would not allow his younger brother to suffer a similar fate. He decided to work extra hours in the kiln in order to pay for both his brother's education and to support his family.

Haseeb traded his difficult labor in the kilns for hard work at school. He soon excelled at his studies, won a scholarship, and finished near the top of his class. Haseeb's enthusiasm for learning did not stop at the completion of his studies; he became a passionate advocate of education for other children in his village in the hope that they, too, would enjoy such opportunities.

Haseeb's energy and enthusiasm for children's education and for protecting and removing children from exploitive child labor have made him an excellent literacy teacher, the job to which he walks now. His work with the Chanan Literacy Center is part of the DOL-funded project implemented by Save the Children–UK (United Kingdom) called Addressing Child Labor through Quality Education for All.

The opportunities for education and vocational training that the project provides are a novelty for working children, most of whom never have experienced an education-centric environment. Their new knowledge, thanks to dedicated staff like Haseeb, will give them a chance at a better future and a childhood free of hazardous labor as they follow in Haseeb's footsteps.

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

> "Without education, children are destined to repeat their parents' struggle for survival, and hinder their country's efforts to benefit from the positive aspects of globalization."

In Kamagayan, children are unprotected from the worst ills of society. Most are unaware of their rights and are lured into prostitution. They are among the millions of children prostituted and forced into CSE whose cries are only beginning to be heard.

Risa is one of the lucky ones. The "Pag-aaral ng Bata para sa Kinabukasan" (ABK) Initiative, a DOL-funded, World Vision-led initiative to combat child labor through education, heard her cry. She considers herself lucky that she has a way to escape the main economy in Kamagayan. With the help of World Vision, she looks forward to a bright future in a reputable career, staying far away from the prostitution and CSE that have corrupted her village.[20]

Risa and her community represent some of the many lives transformed through ILAB-OCFT's child labor technical cooperation projects.

Combating Child Labor (2002–2007)

Number of Project Countries	>75
Number of children withdrawn or prevented from exploitive child labor	>1,000,000
Number of countries with increased capacity to address exploitive child labor	>50

Since 1995, more than 200 DOL-funded child labor projects in more than 75 countries have helped withdraw or prevent children from exploitive labor and enroll them in schools. The International Labor Organization (ILO) estimated that in 2004 there were approximately 165 million child laborers, ages 5 to 14, around the world. For millions of child laborers, work conditions threaten their health, safety, and ability to receive an education.

Since 2001 through its Child Labor Education Initiative (EI) and other competitively bid funds, ILAB-OCFT has awarded approximately $235 million to FBCOs and other non-government organizations (NGOs), which in turn sub-contract to smaller FBCOs in order to help countries combat the worst forms of child labor and reduce the trafficking of children.

In 2001, ILAB launched EI, focusing on education as a means of withdrawing and preventing children from engaging in exploitive child labor. Through EI, ILAB awards cooperative agreements to any commercial, international, educational, or nonprofit organization, including any faith-based, community-based, or public international organization, capable of successfully developing and implementing education programs for working children or children at risk of entering exploitive work in a select group of countries each year. Funding for EI is awarded through a competitive process. Partnerships of more than one organization are eligible, and

applicants are strongly encouraged to work with organizations already undertaking projects in the countries of interest, particularly local NGOs, including FBCOs.

EI projects work to raise parents' and community leaders' awareness of the importance of education and to strengthen education systems. The cooperative agreements strive to incorporate the needs of child laborers into national policies and increase the capacity of national and local entities to sustain efforts to combat exploitive child labor. ILAB-OCFT's EI is also spurring innovation by funding small, locally-based education pilot projects.

Through EI and other ILAB-OCFT technical assistance funding, more than one million children have been withdrawn or prevented from entering exploitive child labor. All of these children are provided with formal or non-formal education opportunities—many for the first time. In addition to withdrawing children from hazardous work, EI works to protect children at-risk from engaging in similar exploitive labor. Through EI projects, more than 50 countries have increased their capacity to reduce exploitive child labor.

In country after country, ILAB has witnessed how parents respond to the effects that education has on their children. The children's new-found self-confidence, ability to acquire new skills, and excitement about learning make parents realize their children can have a better life. ILAB has discovered that a family-wide commitment to education often precedes withdrawal from child labor. Because it is instrumental in eliminating child labor, education is a fundamental intervention strategy in EI projects.

The full force of these child labor initiatives lies in the stories and faces of those children whose lives have been transformed. As DOL continues to support these projects to combat global child labor, the programs will continue to grow in size and scope. In addition, many new projects are being initiated that will have a positive impact on children, their families, their communities, and their countries in the years ahead.

Most importantly, these initiatives have helped build the momentum for change that will continue to transform children's lives after these particular projects conclude. By reaching into nations, engaging leaders, and touching communities and families, these initiatives are building a foundation for nations and communities to continue rescuing children from harmful and exploitive labor.

ORACLE: REBIRTH OF A UGANDAN FAMILY—INTERNATIONAL RESCUE COMMITTEE

Since the beginning of the civil war in northern Uganda 20 years ago, more than 1 million people have been displaced from their homes. Tens of thousands of children, once abducted by militias, have had to serve as soldiers, porters, personal assistants, and sex slaves, often enduring unspeakable suffering. Many other children, orphaned or displaced from their villages, have had no choice but to abandon their studies and work to support themselves and their siblings. The Opportunities for Reducing Adolescent and Child Labor through Education (ORACLE) project, funded by DOL and implemented by the International Rescue Committee, works to provide educational opportunities, vocational training, and a chance of renewal for Uganda's "lost generation" of war-affected children.

Six kilometers from Kitgum town in northern Uganda, 18-year-old Grace* lives with her nine younger brothers and sisters in an area hit hard by the brutal civil war. Her family, like so many others, has suffered the ravages of the conflict. When she was only ten, Grace's father was killed by rebels of the Lord's Resistance Army (LRA). The militia held her in captivity for three months until she escaped and found her way home to a family shattered by personal loss and war.

Grace made her way through primary school while helping her mother with domestic chores and taking on casual labor to supplement her mother's income. Secondary school, however, was not an option. Grace began to work long hours in other people's gardens to support her younger siblings. After a stroke left her mother paralyzed, Grace became a domestic servant.

With the support of ORACLE, Grace enrolled in Modern Tailoring School in Kitgum Town Council. Within one year, Grace became an expert tailor with training in business management. Once she graduated, she received a sewing machine and six yards of materials to start her own business. She soon sold what she made from those first supplies and used the proceeds to rent a market kiosk. Today, Grace plans to expand her textile business and speaks with dignity and pride about her abilities to keep her family together and support her siblings in school.

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

Office of Disability Employment Policy (ODEP) Grants

Tamera is a 28-year-old woman with cerebral palsy. When she was laid off from a credit card company where she had worked for five years, she began looking for other work that could utilize her computer and communication skills.

In order to live independently, Assist, Inc., in Salt Lake City, Utah—a 2003 recipient of a $100,000 ODEP Home Modifications Grant—provided Tamera with modifications to her home that converted two small bedrooms into one large room to meet her needs for easier access to her equipment. It also installed a new, wider bedroom doorway to allow access directly across the hall to the bathroom via a track system. These modifications enhanced her employability by providing Tamera the means to prepare to leave for a job by herself. Because she is no longer dependent on others' schedules to assist in her daily activities, Tamera is now able to perform major life activities essential to finding and sustaining work in a timely manner.

Tamera and her family are a few of the many lives transformed through ODEP's grants.

ODEP's mission is to increase employment opportunities for adults and youth with disabilities. For people with disabilities, equal access to the same opportunities that are present for all citizens is critical to reaching their full potential, both in the workplace and in their lives. Responding to the needs of this community, ODEP and CFBCI have worked to empower FBCOs to support people with disabilities in becoming full participants in the public workforce system. Toward this goal, ODEP awarded more than $2.8 million to FBCOs in 2002 to 2003 that supported career mentoring for youth with disabilities and home modifications that helped men and women with disabilities access work. The grants also provided FBCOs with the technical abilities to offer employment training and related services to people with significant disabilities in partnership with local One-Stops. ODEP and other DOL agencies continue to rely on the work of FBCOs to help disabled Americans find work and independence.

Sustaining Transformation

Since 2001, CFBCI has worked to eliminate barriers to public-private partnerships and foster collaboration between effective FBCOs and Federal, state, and local government. As a result, DOL and its agencies have invested significant resources in pilot and long-term programs with FBCOs.

These organizations have proven themselves capable in a wide range of partnerships, particularly in efforts focused on serving individuals with significant needs, such as the chronically unemployed, the homeless, ex-prisoners, immigrants, at-risk youth, and others. DOL sees value in continuing to pursue these dynamic partnerships. Many state and local workforce system leaders are now advancing this work as well, developing their own models of partnerships with FBCOs to achieve common goals.

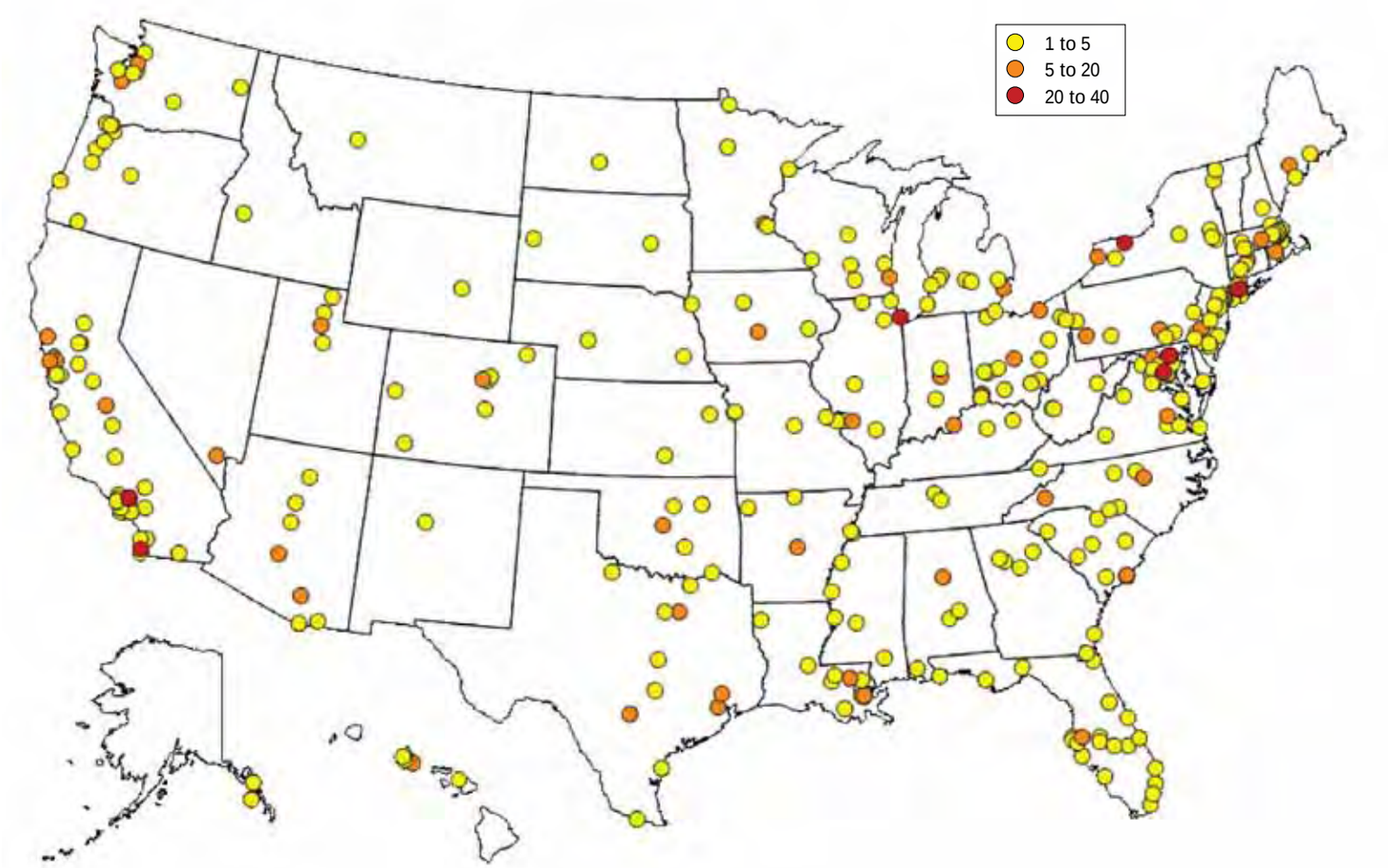
Through DOL's partnerships with FBCOs, many of those who face the highest hurdles to becoming part of the American workforce are given a holistic approach to address their individual needs. This approach emphasizes the essential services needed to develop the necessary skills for success in securing and retaining employment. From these partnerships, FBCOs are well-positioned to provide this holistic treatment that is often required for hard-to-serve individuals to benefit from vocational and technical training and thus find and maintain sustainable employment.

It has also become evident that individuals who were served often desire to serve others—sustaining the cycle of volunteerism that has developed through the FBCI's implementation at DOL.

As faith-based and community initiatives continue to provide essential services for Americans in need, Federal, state, and local

Faith-Based
Community

Investing in the Future



DOL has invested in 1,365 grants across America, from 2002 to 2007, to empower FBCOs and the individuals they serve.

governments should continue to meet the following objectives in designing new programs and in sustaining current programs and policies:

- Utilize the updated regulations and grant-making practices to ensure equal treatment for FBCOs competing in grant competitions or otherwise seeking to collaborate with government.
- Open government grant competitions to nonprofit organizations with little or no experience working with government in order to diversify the pool of capable partners.
- Increase access to employment opportunities for jobseekers by building partnerships between local FBCOs, the public workforce system, and employers.
- Build formal networks of FBCOs to increase coordination and mobilization of services across broader service areas.
- Replicate innovative programs that have already helped thousands of people in need enter and advance in the workforce by utilizing the strengths of grassroots FBCOs.
- Help grassroots FBCOs expand their programs by providing training and information to build their capacity.

The development of working partnerships between FBCOs and the public workforce system enable both the FBCOs and the workforce system to serve more individuals together than they otherwise could serve alone and to contribute collaboratively to creating a prepared, competitive, safe, and secure workforce. To be most effective in addressing the challenges of homelessness, joblessness, recidivism, child labor, and other social challenges, communities must continue to encourage public-private partnerships on a grand scale to meet the needs of their community members—building partnerships among FBCOs, One-Stops, state and local WIBs, state and local government agencies, other nonprofits, businesses, and individuals who once were beneficiaries and now seek to serve as volunteers.

TAKING ROOT AT THE STATE AND LOCAL LEVEL

As of 2008, 35 governors' (19 Democrats and 16 Republicans) and more than 100 mayors' offices are dedicated to expanding faith-based and community initiatives, strengthening FBCOs, and extending their vital work. Twelve of these states changed governors in 2006—some across party lines—but no state ended the faith-based and community initiatives. Even in states that lack a formal office for FBCO work, the FBCI is active. For example, California does not currently have an official FBCI, but, in 2006, its nonprofit organizations won more than 1,550 competitive Federal grants totaling nearly $1.1 billion dollars to serve their neighbors in need.

Appendix

Publications

- *Access Point Toolkit: Sharing How Access to Resources Empowers* is a step-by-step guide that provides WIBs and One-Stops everything necessary to train FBCOs in high-poverty areas to act as Access Points based on implementation of the Access Point model in nearly 50 locations across the country.
- *Action Steps for Businesses: A Guide to Developing Partnerships with Faith-Based and Community Organizations* is a detailed guide that provides valuable information to businesses regarding FBCOs and partnering with FBCOs. This guide includes an outline of FBCOs and their characteristics, a step-by-step guide to developing partnerships with FBCOs, and effective models of business-FBCO partnerships.
- *Bridging the Gap: Meeting the Challenge of Universal Access Through Faith-Based and Community Partnerships* is a compelling case study of two successful grants (United Way of Brevard and Job Service North Dakota) that created partnerships between WIBs or One-Stops and FBCOs aimed at creating universal access to the One-Stop system.
- *Collaborating with Faith- and Community-Based Organizations: Lessons Learned from 12 Workforce Investment Boards* is a 2006 report, where Mathematica Policy Research, Inc. evaluated the $10 million 2004 WIB grant program. The report describes three different models for integrating FBCOs into the public workforce system, each of which represents a different combination of possible FBCO roles. The report also presents information on the employment outcomes of project participants and resources leveraged from the community by the FBCOs. Finally, the report provides lessons learned from the experiences of the grantees.
- *Employment Assistance is One-Stop Away* is a guide for nonprofit organizations discussing how to partner with their local One-Stop and with DOL generally.
- *Just Out* provides a promising practices guide that examines the early implementation of Ready4Work and reports on the best emerging practices in four key program areas.
- *Literature Review: Business/Faith-Based and Community Organization Partnerships* provides an in-depth literature review analyzing data regarding issues and trends of business and FBCO partnerships and looks at the benefits of partnerships, challenges to businesses, and effective models of business-FBCO partnerships.
- *Making a Difference Through Strategic Business Partnerships: A Guide for Faith-Based and Community Organizations* provides FBCOs with an overview of the needs of local workforce and business communities, as well as how to build partnerships with local employers.
- *Mentoring Ex-Prisoners: A Guide for Reentry Programs* provides guidelines and recommendations to address the challenges and increase the benefits of mentoring adult ex-prisoners as part of their involvement in reentry programs.
- *Project Reach Out Guide and Toolkit* is a toolkit produced by Seedco, Inc., based on its experience in the Project Reach Out program, to help other One-Stops integrate FBCO networks into their service delivery design.
- *Ready4Reentry: A Prisoner Reentry Toolkit* is a guide for faith- or community-based organizations interested in establishing or enhancing their prisoner reentry programs. This document covers a variety of topics, such as recruiting, case management, job placement, mentoring, and forming successful partnerships.
- *What Can You Get for $25,000? Grassroots Organizations in Partnership With One-Stop Employment Centers Summary Report of Data from the DOL Grant Program* provides an in-depth analysis of the 48 $25,000 Grassroots Grants ETA awarded to local FBCOs in 2005. A central objective of the Grassroots Grants was to partner the distinct capabilities of One-Stops with those of local FBCOs, enabling both government and nonprofits to draw upon the unique strengths and resources of the other.

Endnotes

[1] *Rallying the Armies of Compassion* Foreword, 2001, available at http://www.whitehouse.gov/news/reports/faithbased.pdf.

[2] *Rallying the Armies of Compassion* Foreword, 2001, available at http://www.whitehouse.gov/news/reports/faithbased.pdf.

[3] Throughout this Report, we use the term "public workforce system," as "the workforce investment system" is commonly known. The $15 billion public workforce system was established by the 1998 Workforce Investment Act (WIA). Through WIA, DOL distributes its funding to state and local Workforce Investment Boards, which in turn fund local One-Stop Career Centers.

[4] For more information see *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, 2001, available at http://www.whitehouse.gov/news/releases/2001/08/unlevelfield.html.

[5] *Unlevel Playing Field: Barriers to Participation by Faith-Based and Community Organizations in Federal Social Service Programs*, 2001, available at http://www.whitehouse.gov/news/releases/2001/08/unlevelfield.html.

[6] Executive Order 13279, "Equal Protection of the Laws for Faith-Based and Community Organizations," 2002, available at http://www.whitehouse.gov/news/releases/2002/12/20021212-6.html.

[7] 41 C.F.R. Part 60-1.5.

[8] See 29 C.F.R. Part 2, Subpart D; see also 29 C.F.R. 37.6(f) and 20 C.F.R. 667.266 and 667.275.

[9] 29 C.F.R. Part 2.33(b)(3).

[10] 29 U.S.C. § 2938 (2000).

[11] 42 U.S.C. § 2000e-1 (2000).

[12] 42 U.S.C. § 2000bb (2000).

[13] 29 C.F.R. Part 2, Subpart D.

[14] 29 C.F.R. 37.6(f) and 20 C.F.R. 667.266 and 667.275.

[15] 29 U.S.C. § 2801 et seq. (2000).

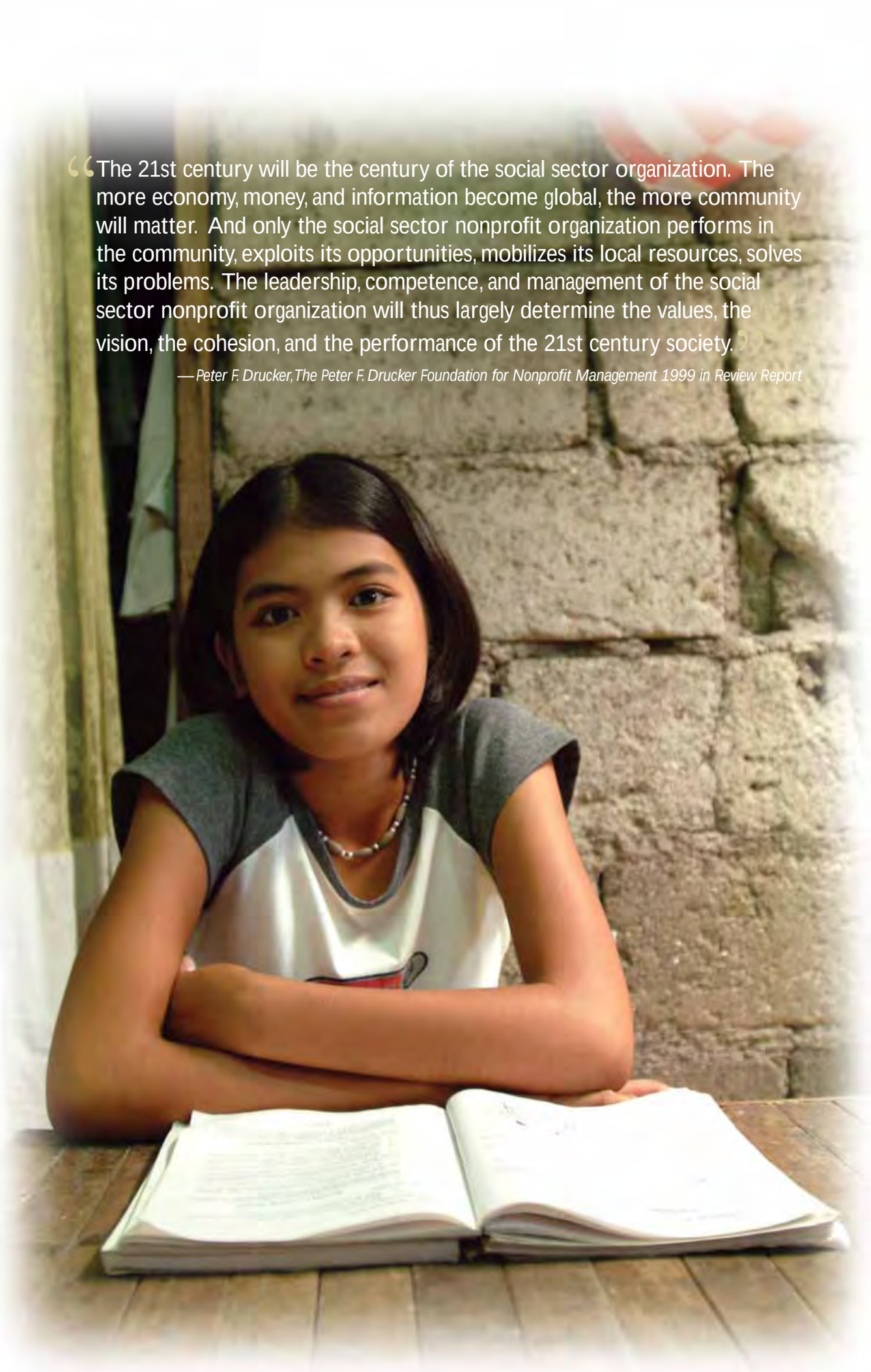
[16] *Collaborating with Faith and Community-Based Organizations: Lessons Learned from 12 Workforce Investment Boards*, Final Report, p. 49, May 15, 2007.

[17] *Collaborating with Faith and Community-Based Organizations: Lessons Learned from 12 Workforce Investment Boards*, Final Report, p. 49, May 15, 2007.

[18] President George W. Bush, *President Bush Discusses the Faith-Based and Community Initiative*, Jericho Program, Baltimore, Maryland, Jan. 29, 2008, available at http://www.whitehouse.gov/news/releases/2008/01/20080129-1.html.

[19] Langan, Patrick A. and David J. Levin, *Recidivism of Prisoners Released in 1994*, Washington, DC: Bureau of Justice Statistics, 2002.

[20] This story was excerpted from Diwa Aquino-Gacosta, "We Need Protection and Equal Opportunities," April 2007.



"The 21st century will be the century of the social sector organization. The more economy, money, and information become global, the more community will matter. And only the social sector nonprofit organization performs in the community, exploits its opportunities, mobilizes its local resources, solves its problems. The leadership, competence, and management of the social sector nonprofit organization will thus largely determine the values, the vision, the cohesion, and the performance of the 21st century society."

—Peter F. Drucker, The Peter F. Drucker Foundation for Nonprofit Management 1999 in Review Report

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