Recommendations to Improve Employment Opportunities for New Haven Residents

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Executive Summary

The gap between the employment skills of many low-income New Haven job seekers, and the hiring needs of area employers must be addressed in order for New Haven residents to secure jobs that help build financial stability and lead to career growth. Solving the jobs crisis in New Haven requires that two problems be addressed simultaneously: on the demand side, employers must be willing to hire qualified New Haven residents. On the supply side, job seekers must develop the skills employers need. In practical terms, this means that workforce development services must prove effective at improving the low literacy and numeracy skills that keep many New Haven jobseekers out of entry-level positions and the training programs that will lead to better-paying employment. The root problem in New Haven's workforce development landscape has been and continues to be the low basic literacy and numeracy skills of many New Haven job seekers. While over two thousand New Haven residents were connected to a job through the Workforce Alliance's One Stop Career Center, fifty-eight percent (58%) of city residents who tested at the Career Center in 2013, were at or below a 6th grade literacy level, and according to the Literacy Coalition of Greater New Haven, 30% of adults in New Haven are at the lowest literacy levels. Other employment-related issues such as a felony history, adequate childcare, lack of soft skills, and transportation also present as barriers, but none are as severe as low basic skills[1]. An applicant's inability to complete a job application, navigate the instructions on a job application kiosk, or complete an assessment test relegates them to compete for the least desirable, lowest-paying jobs.

Both sides of the labor market have important roles to play: the "demand side" (employers) is where the jobs are so employers must help lead as partners to solve what is clearly a problem of unemployment and underemployment for New Haven residents that are reflected in the high poverty levels among its families. Among the many ways that employers and the business community can support better alignment of the demand and supply sides of the New Haven labor market are the following:

- Commit to working with local non-profits in order to help them better understand local employer needs, the jobs that are available, the jobs that will become available, and ultimately prepare qualified New Haven candidates for the better jobs.
- Supporting the city's effort by committing to the goal of economic development through increased employment;
- Give preference to hiring qualified New Haven residents for available jobs;
- Commit to "First Source"-type agreements such as those promoted by New Haven Works that provide advance notice of job openings to New Haven residents before they become publicly available;
- Fill posted jobs in a reasonable amount of time;
- Pay a competitive wage based on the job requirements and responsibilities;
- Review and repair hiring practices to remove unnecessary barriers; reduce reliance on technology (resume scanning, "Job Bots", personality testing, etc.) that in effect creates an "electronic fence" that excludes otherwise qualified candidates; and
- Articulate clear, consistent job descriptions and hire based on those descriptions; do not add new requirements as candidates are brought into the hiring process.

[1] DataHaven's recently released report, "How Transportation Problems Keep People Out of the Workforce in Greater New Haven", describes the numerous challenges caused by transportation, which it identifies as the number one barrier to employment (cited by 84% of CTWorks registrants).

On the "supply side", job seekers must be able to meet specified hiring requirements (education) and commit to becoming competitive job applicants by building the workplace skills that employers need. Workforce service providers have a pivotal role to play on the supply side by acting as intermediaries between employers, job seekers and public sources of job training and funding. Their services must be effective at bridging the gap between the needs of the job, and the low literacy and numeracy skills that shut out many New Haven job seekers from better-paying employment and training programs that would improve their skills.

New Paradigms Consulting (NPC) was hired to develop recommendations for improving employment opportunities for New Haven residents that Mayor Harp's leadership can bring to fruition. Mayor Harp is particularly interested in learning about the state of workforce development in the city and the region, and identifying 2-3 strategies that will make a difference for jobseekers. Much of the information in this report comes from state data, and a scan of New Haven-based nonprofits that offer employment services ranging from basic education skills to occupational training. The focus of the report was to understand the level of resources that exist, and recommend ways to improve coordination and collaboration among the providers in order to increase their impact as a group for the specific purpose of connecting more people to quality jobs and training opportunities. Among the questions New Paradigms was asked to address are:

- What resources exist in New Haven to provide employment services, and what services are offered?
- How effective is the network of workforce development providers and can they scale up their services to serve more people?
- Where are the opportunities to promote better coordination, stronger collaboration, and otherwise improve the impact New Haven service providers have on job seekers?
- What will it take to "move the needle" on unemployment among lower income city residents, and what are the 2-3 strategies that could us there?

New Paradigms estimated over $37 million flowing into New Haven to support employment programs from adult basic education to occupational skill training. Half that funding comes through the Workforce Alliance, the regional workforce investment board, which serves over 5,300 New Haven residents, and helped 2,238 find a job in 2014 (one third of all placements). The Workforce Alliance is by far the largest service provider; all other providers combined account for perhaps a third of the volume that comes through the Career Center[2]. The scale of services offered by the other nonprofit providers are low, and in need of improvement for more impact so that twice as many more program completers are prepared for a job, placement in an occupational training program, or pursue a credential at Gateway Community College.

This report recommends two core strategies for improving employment opportunities, and three goals as follows:

- Create a workforce intermediary who can work with providers, employers and the public system to better coordinate services, and will work with providers to improve service quality, coordination and impact;
- Mobilize the New Haven community around a campaign to "Skill UP New Haven" by focusing on reducing adult literacy as measured by increasing the number of adults who are proficient in math and literacy at a minimum 11th grade level; and

[2] Human Resource Agency (HRA) of New Britain actually operates the Career Center under contract to Workforce Alliance

- **Establish a target to increase New Haven's adult literacy rate by 5%** -- or 2,500 people – over the next five years, and connect those individuals to employment, college or training.
- **Establish a target to increase the employment rate among New Haven residents by 8%,** or 4,200 people by 2020.
- **Re-establish a Workforce Roundtable for local service providers** as a starting point to meet regularly, share information, and begin the process of better communications and collaboration.

The job market reality is that educational levels of available jobs has increased over the past decade, and the educational skills of the jobseeker have not kept pace such that a significant gap exists between literacy levels of New Haven adults and those required by available jobs. Increasingly, these jobs require some level of post-secondary education; either an Associate's Degree, or at minimum, an industry-recognized credential. Creating different pathways to improved literacy will open employment options for those who want those skills and make them more competitive job candidates. Putting those pathways in place will require service providers to work in new and different ways. Then these pathways have to produce literate adults at a pace far better than is currently the case. Today, at most there are 1200 adults in New Haven pursuing Adult Basic Education and/or a GED program, either at the Continuing Education Center, or at one of its satellite programs. *The net result of this effort is 44 persons prepared through the Continuing Education Center passed the GED test in 2014*. In order to close the gap and "begin priming a basic skills pipeline", New Paradigms estimates New Haven's service providers will need to produce a minimum of 632 adults each year that become proficient at a minimum 11th grade level!

The recommendations in this report align with the work of the New Haven Promise Zone (NHPZ) planning teams that is currently underway and lead by Martha Okafor, the City of New Haven's Community Services Administrator. The recommendations specifically align with the following Promise Zone goals:

Goal 1: Create a skilled workforce

- Sub-Goal 1.1: Increase access to lifelong career pathways and jobs in demand.
- Sub-Goal 1.2. Increase labor market success and financial security

Goal 3: Improve educational opportunities

- Sub-Goal 3.2. Increase the percentage of students graduating from high school prepared for college, apprenticeships and other postsecondary programs; increase the number of students who graduate from high school, attend and complete postsecondary programs.
- Sub-Goal 3.3. Increase the adult literacy rate

Regardless of HUD's decision regarding the New Haven Promise Zone, the plan produced under that community-driven process will serve as Mayor Harp's blueprint for community transformation.

Introduction

New Haven is big enough to have the look and feel of a "city" and yet its population is approximately 130,000. It is one of the nation's poorest cities, yet is home to Yale University, a world-class institution of higher learning. Census figures show that median household income in New Haven ($37,428) is 46% lower than the state median of $69,461. Over 26.5% of all families live below the poverty line, and in 2009, 32.3% of all city residents had an income below the federal poverty level[3]. Eighty-one percent (81%) of the living

[3] The Federal Poverty Level (FPL) in 2014 for a family of three was $19,500; and $23,350 for a family of four.

wage jobs in New Haven are held by workers who commute into the city from surrounding towns[4]. The data on family poverty is alarming: more than one-third of New Haven families are headed by single females with incomes below the Federal poverty level. According to DataHaven, the gap in earnings between the top fifth of Greater New Haven households and those at the bottom fifth of the income ladder increased by 20 percent from 2006 to 2012.

Mayor Toni Harp's campaign for office included a clear position on workforce and economic development goals to increase economic opportunity for city residents – particularly lower income residents – by using the Mayor's influence to support efforts that increase employment among city residents, reduce poverty, and prepare residents for family-sustaining employment. These include a commitment to:[5]

1. Prepare New Haveners with the basic educational, employment skills, and post-secondary credentials they need to secure good-paying, career-track jobs in the new knowledge-based economy, including "middle skill" jobs that require more than a high school diploma, but less than a four year college degree.
2. Reduce barriers to employment such as technology-driven hiring processes that seem impossible to navigate, or lack of childcare or transportation services, that prevent New Haveners from acquiring and maintaining employment.
3. Increase hiring of New Haven residents by businesses and organizations located in the city, particularly in growth industries such as biotech, healthcare, pharmaceuticals and solar/energy.
4. Increase support for small business hiring and entrepreneurial activities and the availability of apprenticeship opportunities.
5. Closely link workforce development to economic development so New Haven residents share and benefit from the City's renaissance.

Improving the system of training and job placement for New Haven-area residents starts with improving literacy and numeracy levels among the jobseekers so they are better prepared to fully benefit from available resources. Other employment-related issues such as transportation, a felony history, safe and adequate childcare, and lack of soft skills also present as barriers, but none as severely as low basic skills. Low educational attainment and limited work experience combine to create an individual with few marketable skills. The challenges such an individual faces when looking for a job, -- the difficulties completing a job application, navigating instructions on a kiosk, or completing an assessment test, relegates them to compete for the least desirable jobs in the market. All too often, it seems like these are the only jobs most low-income job seekers are competing for.

New Paradigms estimates conservatively that over $37 million is currently spent in New Haven from various sources to support employment-related services; this includes the $4.9 million budget of the Adult Education Division of the New Haven Public Schools. Excluding the Adult Education budget, half of the remaining $32 million (50.9%) comes from the Federal government and goes largely to the Workforce Alliance ($15.9m)[6], and Gateway Community College ($300,000). State funding accounts for 44% ($14m), and Foundations is the third largest source at 3% or $964,000. At least $5 million is funding programs that serve the formerly incarcerated returning to New Haven. The recommendations of the report seek to

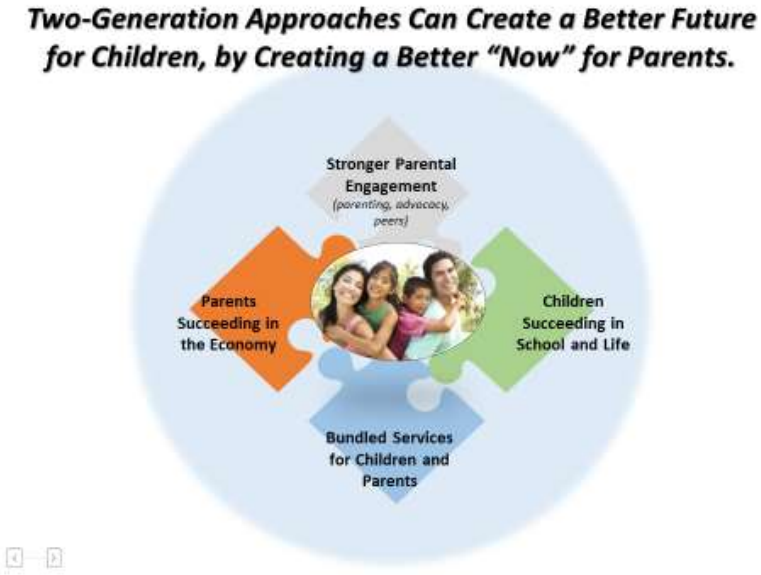
[4] DataHaven, How Transportation Problems Keep people Out of the Workforce In Greater New Haven, Dec 2014.
[5] Harp 2014 Transition Report, The First 100 Days
[6] As a regional entity, the Workforce Alliance spends its $15.9 million budget across a 30 town geographic territory. However, 40% of that budget ($6.36 million) is spent on New Haven residents, who comprise 18% of the total job seeking population in South Central Connecticut.

contribute to ensuring that such funding, and any new funding sought through the City's auspices, are used effectively, and have as much impact as possible with the intended groups.

The employment readiness of the New Haven resident-jobseeker is increasingly becoming dependent on their ability to compete for entry-level jobs that require more than high school skills in order to earn an industry-recognized credential, and/or a post-secondary certification. These "middle skill" jobs include occupations such as healthcare workers, technicians, mechanics, bricklayers, some administrative positons, and many others. These jobs pay better, often include employer-provided benefits, offer a career path to better-paying jobs, and are often with higher quality employers. Middle skill jobs also have higher entry-level education requirements, typically require more reading, an ability to locate and use information from multiple sources, and employers expect continuous learning in order for the employee to advance to higher level jobs. Most importantly, these jobs can be brought within the reach of New Haven jobseekers with targeted education and training. Because there are over 11,800 New Haven families headed by single women with children (24% of all New Haven family households)[7], these women should be a priority population for assistance in earning a post-secondary credential.

The Two-Generation Perspective for Better Employment

Helping parents improve their present financial circumstances can also lead to better outcomes for their children. Two-generation approaches explicitly target low-income parents and children from the same family, though their structure and content can vary widely. Two-generation approaches integrate high-quality educational opportunities for young children by providing the parents with financial services and evidence-based workforce development programs. Additional support services can include parenting classes, treating mental health issues, access to income supports like SNAP, assistance getting an industry-recognized credential, and employment coaching.



From external research, we know family income matters. Home environments with more resources often lead to richer learning environments for children, and improved children's cognitive outcomes such as

[7] 2010 U.S. Census, Table QT-P11Households and Families, 2010.

higher achievement levels in early and middle childhood.[8] In addition, we know parental education levels also impact the child's educational attainment, operating largely through parents' higher expectations of their children.[9] Two-generation programs attempt to break the poverty cycle across generations by combining services for parents and their children in an intentionally coordinated and simultaneous manner.

New Haven's K-12 educational reform efforts are nationally recognized, and numerous other stakeholders have partnered with the New Haven School System to continue efforts to improve the child's educational experience and outcomes. So while a lot of attention is going towards the second generation and improving a child's preparation for kindergarten, increasing childcare slots, and expanding universal pre-K, not much has been done to improve outcomes for the parents. Emerging research and evidence from two-generation approaches from the Annie E. Casey Foundation, The Aspen Institute, Urban Institute, and others, all indicate that effective two-gen approaches have to be intentional for both the parents and the children. Both have to be provided services and supports specific to their needs. Early stage two-gen thinking believed increasing financial outcomes for parents would have a trickle-down effect on the children. This theory was often articulated as follows: 'in order to improve future outcomes for children, we will need to improve the present for their parents'. If parents had more income, then they could be better prepared to weather financial crises, provide financial stability, and eventually move out of poverty. Research findings from efforts such as Opportunity Chicago, a large 3 year demonstration with the Chicago Housing Authority (CHA), and Heartland Human Care Services, suggests otherwise. The findings from the Chicago Demonstration indicated parent prosperity is not the rising tide that can lift adolescent performance, and that it does not necessarily lead to better outcomes for their kids. While there was a marginal increase in employment, the Chicago Demonstration, with no explicit interventions oriented to the children, found no improvements for kids in terms of school performance, attendance, mental health, behavior, etc.[10] At the other end of the spectrum are those who work to improve child outcomes by focusing exclusively on the child. These approaches often seek to improve access to quality daycare, increase access to pre-k, charter schools, etc. This approach often ignores the fact the children live in very poor households. It is unlikely that children will experience better life outcomes (emotional, educational, developmental) growing up in households suffering from persistent, chronic poverty.

Organization of the Report

The report reviews the state of the skills mismatch that we hear is so prevalent – both among the demand (jobs) and supply (jobseekers) sides of the job market. NPC looks at the current jobs available, and points out the job market is already trending towards jobs that use the higher level educational and cognitive skills employers are asking for. We then compare the skill characteristics of New Haven job seekers and highlight the significant barrier that exists in the form of low reading and math skills. Specifically, the large number of working age adults who lack 12th grade proficiency in reading and math. The "Closing the Gap" scenarios that are shown on pages 13-14 illustrate the scope of effort needed to "move the needle" on one of the recommendations.

The workforce service providers included in the scan are twelve (12) nonprofits, Gateway Community College and the Workforce Alliance, New Haven's regional Workforce Investment Board (WIB).

[8] Duncan, Greg and Jeanne Brooks-Gunn. 1997, *The Consequences of Growing Up Poor*. New York: The Russell Sage Foundation.
[9] Davis-Kean, P E. (2005). The influence of parent education and family income on child achievement: The indirect role of parental expectations and the home environment. Journal of Family Psychology, 19, 294-304.
[10] Opportunity Chicago: 2006-2010, MacArthur Foundation evaluation

- Career Resources STRIVE
- Columbus House
- Community Action Agency of New Haven
- Connecticut Center for Arts and Technology
- Construction Workforce Initiative 2
- Easter Seals Goodwill Industries
- EMERGE Connecticut
- Gateway Community College
- Junta
- Marrakech
- New Haven Family Alliance
- New Haven Works
- Project MORE
- Workforce Alliance

Detailed profiles of the organizations are included as appendices of the report. Four are incomplete for two reasons: in one instance, an outright refusal to meet with New Paradigms Consulting and provide the requested information. In the others, the organizations worked with New Paradigms and were cooperative in meeting to help us understand their work. However, NPC was unable to complete the profiles. Despite repeated requests, the organizations did not provide the requested data. Gateway Community College and the Workforce Alliance are also included in the analysis, though we hesitate to draw direct comparisons of them to the community providers given the significant differences in size, resources, and scope of services that would skew any meaningful conclusions.

The recommendation to create a workforce intermediary organization is based on the results of the scan, which shows that a significant amount of capacity building work is needed in order for community-based providers to improve their impact, as measured by traditional workforce development metrics such as the number of annual job placements, wage levels, or job retention rates. From our interviews and review of program data, New Paradigms concludes the majority of job-seeking clients are served with a mix of case management, very basic job readiness training, and job placement assistance. The number of placements is relatively low given the amount of investment; and few of the providers can accurately say how many of their clients are working six months after placement. Front-line workers lack basic training in human service functions, and the organizations need training in implementing effective practices, data management, and developing a management-level understanding of the workforce development field. In addition, there is little meaningful collaboration among the leadership of these organizations.

The recommendations of this report can serve as the "first generation" approach of a two-generation strategy for New Haven. While education reforms have been underway, nothing intentional has been done to help parents improve their financial circumstances. Increasing income and improving employment-related opportunities for the 11,800 women with dependent children (female-headed households) can lead to positive impacts for both generations. The underlying hypothesis of the report is that improving the reading and math levels of a significant number of working age New Haven job seekers, and providing them additional employment supports to prepare them, will make them more competitive job candidates with more options in terms of pursuing college, occupational training, or better employment. Ultimately, the belief is that better education leads to sustained employment, to rising employment rates, rising income levels, family economic security, and better social and life outcomes for children.

Recommendations

Many recommendations can be made from the scan of service providers. However, New Paradigms chose to focus on a few recommendations that it believes will yield the most significant benefits over the long-term, and can be included quickly as part of Mayor Harp's transformation vision for the City.

New Paradigms used the following criteria for its recommendations:

- **Meaningful.** Implementing this strategy will have a significant and positive impact on people in New Haven and there are data showing need.
- **Measurable.** It is possible to make a measurable change within 3 years.
- **Effective.** There is a research base showing effectiveness or promising models in other cities.
- **Feasible.** There is a realistic resource development strategy to accomplish this objective.
- **Ability to Implement.** There is leadership capacity, community interest and existing efforts.

Recommendation 1: Create a workforce intermediary organization whose role would include:

- Working with providers to improve the quality and impact of their employment programs.
- Building provider capacity to work together in a shared strategy to improve citywide workforce development outcomes for New Haven jobseekers.
- Provide technical assistance to Improve front line practice of provider staff.
- Secure employer hiring agreements on behalf of all providers.
- Work with employers, the Workforce Investment Board, and other stakeholders to build a more coordinated system that ensures employer hiring needs are met.

Recommendation 2: Launch a city-wide "Skill-Up New Haven" campaign that will produce over 600 working-age adults each year with high school-level reading and math proficiency. The campaign would have a specific focus on improving workforce literacy:

- Mobilizing job-seeking New Haven residents to skill-up their academic skills in order to become competitive for better quality employment;
- Creating a basic skills pipeline that Increases the number of working age adults proficient in 11th grade reading and math (as a minimum) and produces more GED completers;
- Connecting youth to jobs and college by providing opportunities for in-school and out-of-school youth to complete high school with the confidence, education and skills to succeed;
- Connecting pipeline completers to a workforce service provider for placement in a job or training opportunity.

Recommendation 3: Establish a target for increasing adult literacy by five percent (5%) – or 2,500 persons – over the next five years.

- Establish an initial target to increase the number of adults citywide who can read, write and compute math at a high school level by five percent (5%) – or 2,500 individuals – over the next five years.

Recommendation 4: Increase the employment rate among New Haven residents by 8%, or 4,200 people by 2020.

- Focus on effective candidate preparation and retention support once a job placement is made in order to add 4,200 *net new workers* who remain employed for at least one year after placement.

Recommendation 5: Re-establish a Workforce Development Roundtable for local service providers to meet, share information, and begin the process of better communications and collaboration.

- Provide a forum where service providers can connect to one another and explore opportunities to work together.

The results and number of people served by the network of Adult Education providers needs to improve. From the basic education skills perspective, New Haven is not producing enough working-age adults who

are high school literate and able to compete for the better-paying jobs that are available. As a city, we need to engage well over 1800 working-age adults who are specifically interested in improving their literacy and numeracy skills, so they could then be connected to occupational training, a better job, or a training course at Gateway Community College. Similarly, most of the workforce providers must improve their ability to connect clients to better than "survival level jobs" that pay $9 to $10 per hour. We understand that such low wage jobs have a place, and play a role in the job market. However, we also know the reasons why these jobs are insufficient and do not lead to job success. The providers need active assistance developing the capacity to improve their programs so they can better connect their participants to community college, occupational skill training, or jobs where starting wages are in the $12-$15 range and there are pathways to career growth. Placing participants in such jobs will require much better levels of preparation from the providers than is currently the case.

The Skills Mismatch between Job Seekers and Jobs

The major recommendations of this report focus on the supply-side of the labor market. The imbalance between the supply and demand sides of the labor market is well-known: lots of job seekers looking for jobs who lack the requisite skills and/or experience needed to be hired. From the employer's perspective, too many jobs go unfilled because they cannot find qualified candidates. The labor market trend – both nationally and in Connecticut – toward available jobs requiring higher education levels and computational skills exacerbates this situation.

Demand Side Labor Market Characteristics and trends to 2020

The two growth sectors of the labor market in the south central region of Connecticut are healthcare and construction. Healthcare-related employment projections to 2020 predict 20% growth in jobs, with construction projected to grow at a 14% rate to about 98,000 jobs by 2020. Connecticut has now recovered 96,300 positions, or 80.9% of the 119,100 seasonally adjusted total nonfarm jobs that were lost in the state during the March 2008 - February 2010 recession. A total of 6,800 additional private sector positions are needed to fully recover the private sector. According to data collected by Monster.com for the Workforce Alliance, New Haven as a region has a younger job applicant pool at a time when employers are generally seeking more experienced candidates. The City of New Haven has the lowest percentage of job seekers with a Bachelor's degree or higher (39% of resumes), and the highest percentage of employers seeking candidates with a Bachelor's degree or higher (70% of postings).

- By 2018, **65%** of jobs in Connecticut will require post-secondary education.
- This is **2** percentage points above the national average of **63%.**
- Connecticut ranks **11th** in post-secondary education intensity for **2018.**

It's worth noting that the largest employers in the New Haven area are a University, a hospital, and two former utility companies that were once headquartered in New Haven[11]. None of these employers behaves like a typical business enterprise such that when business is doing really well, they hire more employees. Also, their employees tend to be long-term so turnover is low. The same applies to other anchor employers in the New Haven area such as Southern Connecticut State University, University of New Haven, Quinnipiac University, Albertus Magnus College, Gateway Community College, and the Veterans Administration Hospital. In total, these anchor institutions

[11] Yale University, Yale New Haven Hospital, United Illuminating, and Frontier Communications (formerly AT&T)

employ over 25,000, including over 21,000 within the City limits of New Haven. This is a sizeable number for a city of 130,000. The vast majority of employees at these institutions live outside the city.

The trend toward jobs requiring higher educational and computational skills has been well underway nationally and in Connecticut since the recession. In 1973, 28% of all jobs nationally required some post-secondary education, today that number is about 59%, and it will grow to 67% by 2020[12]. Projections for Connecticut are that 67% of available jobs in 2020 will require some amount of post-secondary education; Connecticut is presently at 59%.[13] For many New Haven adults, this level of literacy probably seems like an insurmountable barrier. It is not.

As a result of this changed job market, by 2020, the projected number of available jobs in Connecticut for people without a high school diploma or GED will be approximately 45,000[14]. By comparison, jobs requiring a high school diploma are almost four times as many (168,000)[15], and post-secondary is three times as many (127,000). The numbers indicate that those without high school diploma or high school level skills will be competing with a growing pool of similar job seekers, for jobs that pay very low wages. These "survival jobs", which are increasingly found in the retail, food and service sectors, are characterized by low wages, low quality employment, high turnover, and frequent periods of layoff. Unfortunately, too often it seems these are the only types of available jobs within the reach of many New Haven jobseekers.

[12] U. S Department of Labor, Bureau of Labor Statistics
[13] U. S Department of Labor, Bureau of Labor Statistics
[14] U. S Department of Labor, Bureau of Labor Statistics
[15] For job seekers "having a high school diploma" increasingly means having to demonstrate high school levels skills on employer-administered assessments and aptitude tests.

The following table lists the top 20 demand occupations for Connecticut. Most of these jobs require a high school diploma/GED.

Select Connecticut Occupations with the Most Openings (Top 20)[16]

	Employment Projections		Number of Openings	Average Annual Wage
	2012	2020		
Retail Salespersons	53,799	57,267	2,187	$26,960
Cashiers	38,509	39,410	1,755	$21,901
Waiters and Waitresses	26,237	27,868	1,425	$21,916
Combined Food Preparation and Serving Workers, Including Fast Food	26,728	30,736	1,422	$21,685
Registered Nurses	35,985	41,234	1,223	$77,174
Personal Care Aides	23,244	32,090	1,051	$25,312
Customer Service Representatives	28,888	31,056	1,003	$38,974
General and Operations Managers	31,160	34,422	909	$142,588
First-Line Supervisors of Office and Administrative Support Workers	26,358	28,895	879	$59,600
Laborers and Freight, Stock, and Material Movers, Hand	21,474	23,303	848	$30,477
Secretaries and Administrative Assistants (except Legal, Medical, and Executive)	34,526	38,644	828	$40,250
Childcare Workers	18,300	21,167	825	$23,186
Janitors and Cleaners, Except Maids and Housekeeping Cleaners	28,848	31,219	780	$29,403
Office Clerks, General	28,986	29,930	703	$34,822
Accountants and Auditors	16,185	18,024	663	$77,148
Teacher Assistants	19,690	21,514	629	$29,572
Maids and Housekeeping Cleaners	17,804	20,555	628	$24,385
Landscaping and Groundskeeping Workers	17,516	19,295	620	$32,023
Stock Clerks and Order Fillers	18,746	18,353	566	$27,734
Nursing Assistants	22,781	23,921	547	$32,195
			19,491	

Note: Jobs requiring a high school diploma often test for high school level academic proficiency; it is not enough to have the diploma; the job seeker must demonstrate the academic aptitude.

Without higher levels of education, adults are often trapped in low wage jobs that are insufficient to support a family. Unlike youth who grow into better jobs as they get older and gain more *education and experience, working adults are often unable or* unwilling to go back to school, or simply do not get the guidance needed to navigate the maze of services and providers in their community. Those who are interested in more training often cannot afford the costs, find it difficult to manage the competing pressures of school, work, and parenting, or don't understand how to access available services.

One conclusion is that adults need high quality basic skills education and training – bundled with other employment supports – in order to benefit from education and training opportunities that lead to licenses,

[16] CT DOL website

certifications, industry-recognized credentials, apprenticeships and employer-sponsored training. Obtaining such credentials leads to employment that pays above poverty-level wages, and can include employer-provided benefits such as healthcare insurance, paid vacation, paid sick days and retirement plans. These occupations, referred to as "middle skill jobs", are those that require education levels beyond high school but less than a Bachelor's degree. The promising news is that these jobs account for almost one fifth of all current jobs (nationally) and are projected to be the growth areas for Connecticut employment between now and 2020. Much of this education and training is available through community colleges, and short-term training can be as short as two months. Many of these middle skill occupations can be brought within the reach of New Haven residents[17] if they improve their academic skills by a few grade levels.

Supply Side Characteristics of Adult New Haven Job Seekers

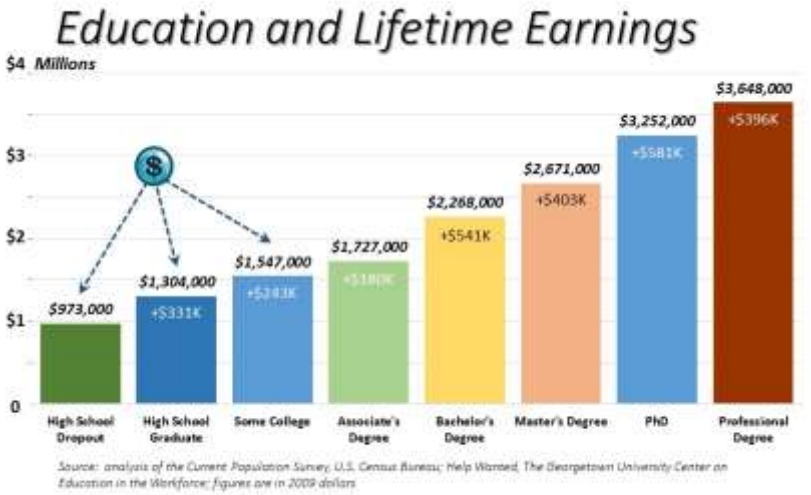
Education is the best indicator of employment and earning power. Labor market data and repeated research confirm the direct relationship between education and earning power. Those with more education work longer periods of time and earn more money than those with less education. The following chart illustrates the relationship between education, employment and earning power among Connecticut workers in 2011.

Similarly, having the basic skills necessary for continuous learning is crucial to career advancement, and makes a significant difference in terms of wages. Employers invest in employees who can learn new skills and technologies that make them more valuable

The labor market reality is that a high school diploma or General Equivalency Diploma (GED) has become less of a viable entry-level credential, and efforts to place people in jobs without a diploma or GED only continues the cycle of frequent periods of unemployment, very low wages, and low-quality employment.

[17] Examples of middle skill jobs include: bricklayers, technicians, plumbers, construction workers, Patient Care Associates, X-Ray Technicians, etc.

These in turn lead to depressed lifetime earnings, lower educational outcomes for their children, and increased levels of stress caused by constantly being on the precipice of financial instability or crisis. The nature of work has changed to jobs requiring basic job skills that include increased levels of cognition, communications, critical thinking, creativity and the ability to work with others – as well as higher levels of education. From the perspective of a low-skilled job seeker, the world of work comes down to two kinds of jobs: *"high school or less"* jobs, and *"high school or more"* jobs. High school or less jobs are characterized by increasing competition for low skill, low-wage jobs that are cratering into the retail, food & beverage, and service sectors. High school or less jobs are economic survival jobs that do not pay a living wage and leave the person susceptible to frequent periods of layoff. "High school or more" jobs are those where the incumbent can become financially stable if they stay employed long enough to progress through a sequence of jobs that lead to higher wages and benefits. These jobs generally require higher order critical skills such as computing, planning, interpreting data, etc., as well as higher literacy and numeracy skills.



As the above chart shows, the earnings over a working lifetime (ages 18-65) are directly related to education levels. Even at the lower tiers of high school graduate and individuals with "some college", the earnings differential is conservatively half a million dollars. Consider that persons who are high school dropouts will work in low-wage jobs, and will be subject to frequent periods of unemployment, and the lifetime earnings estimate of $973,000 or $20,700 per year seems generous.

Based on the lifetime earnings estimates shown above, the unrealized income and earnings potential of undereducated New Haveners is conservatively estimated at several billion dollars.[18]. Of the 80,000 New Haven residents over age 25, 47% or 38,011 have a high school diploma or less.[19] New Haven's Adult and Continuing Education Center ("Adult Ed") reports in its 2013 Program Profile there were 17,416 adults age 18 or older, without a high school diploma. This is 17.6% of the total population 18 and older. The Adult Education Center serves an estimated 2,500 students annually across all programs.[20] Clearly, there are a

[18] The earnings differential between a dropout and high school graduate is $331,000; multiplied by 38,011 who lack a high school diploma, and that figure is $12.5 billion.

[19] Table DP02: Selected Social Characteristics in U.S., 2009-2013 American Community Survey 5 year estimates. This means they dropped out by 9th grade, dropped out between 9 and 12th grade, graduated high school, or earned a GED.

[20] Includes Adult Basic Education (ABE), ESL, GED and National External Diploma Program; New Haven Adult and Continuing Education Program Profile for 2013, Connecticut State Department of Education

significant number of adults over the age of 18 who lack a high school diploma and would benefit from services to acquire one. The job prospects for this group are not promising. To make matters more challenging, the GED test was overhauled in 2014, when a new version was implemented in most states. The consensus is that the test is now much harder to pass, and more expensive to take.

Over the past three years[21], 2500 students annually come to Adult Education, and 94% of them are there to "Improve Basic Skills"[22] Over 42% of students reported their primary reason for attending Adult Ed was to "Enter Employment" or "Retain Employment".[23] No data was available to determine if such respondents received employment-related referrals or services. Of all the students enrolling in the GED program, the percent functioning below Adult Secondary Levels in literacy (55%) and math (98%) at the time of enrollment is extraordinarily high. On average over the past four years, only 45 students are passing the GED test each year.

Faced with a job market whose current and future needs demand that employees have higher levels of educational proficiency, and cognitive and critical thinking skills, the need to raise basic literacy and numeracy levels among New Haven is obvious. Accomplishing this at scale – perhaps as many as 1,800 adults per year – requires a coordinated city-wide campaign.

Closing the Gap

Launching a community-wide campaign to increase adult literacy should include a "Closing the Gap" target so we can measure success. "Closing the Gap" quantifies the scope of effort needed to move the needle to increase educational attainment among New Haven resident-jobseekers. A broad campaign to "skill up New Haven" would target increasing the number of residents over age 18 who read, write and do math at a 12th grade level. The hypothesis is that improving education levels, when bundled with additional employment-related supports, will create a more competitive job-seeker who can pursue career opportunities such as enrolling for a credential and/or degree at the community college, entry-level jobs in Connecticut's in demand sectors, or other occupational skill training through the American Jobs Center. The table below shows that among 18-24 year olds, there are approximately 8,512 with a high school diploma or less. In addition, there are 9,991 with some college or an Associate's degree. If we assume half of this group (4,500) needs basic skills improvement[24], there are over 13,000 (60.6%) people in the 18-24 year group that need to improve their reading and math skills.

Group	Total	Percentage
Population 18-24 years old	21,439	
• less than high school	2,766	12.9%
• HS Diploma/GED	5,746	26.8%
• some college/Associate's Degree	9,991	46.6%
• BA/BS or higher	2,937	13.6%

If we look at the educational attainment of all persons over age of 25, the data tells a similar story.

[21] Looking at data from Program Profiles for 2011-13 from the Connecticut State Department of Education
[22] ibid
[23] New Haven Adult and Continuing Education Program Profile for 2013, Connecticut State Department of Education
[24] The evidence for such an estimate comes from Gateway Community College, which reports that over the past five years, over 85% of incoming freshmen need at least one remedial education course before they can successfully do college-level work.

Educational Attainment	Total	Percentage
Population over 25	80,191	
• Less than 9th grade	6,255	7.8%
• 9-12 no diploma	8,741	10.9%
• High School graduate/GED	23,015	28.7%
• Some college, no degree	12,189	15.2%
Total	50,200	62.6%

Of the 80,000 New Haven residents over age 25, 47% or 38,011 of them have a high school diploma or less. Note that the high school diploma does not equate to 12th grade proficiency. Add those who have "some college, no degree" (another 15.2%, or 12,189 persons), and up to two thirds of this population segment (50,200) could benefit from improving basic education skills in order to earn a post-secondary credential, or at a minimum, get a better job. This represents 38.4% of all New Haven adults.

Closing the Gap Targets

Age Group	Need Basic Skills	Target # of People Achieving 12th grade	# of people trained at a 3 year pace	# of people trained at a 5 year pace
• 18-24	13,000	650 (5%)	217	130
		1300 (10%)	433	260
• 25 and over	50,200	2510 (5%)	837	502
		5020 (10%)	1673	1004

The table illustrates 5% and 10% targets in terms of reducing the number of job-seeking adults who are deficient in reading, writing and math. These are the number of people that would need to be brought up to 12th grade proficiency over a 3 and 5 year period. For adults 25 and over, a ten percent improvement in the number of adults with adequate basic skills would equate to 5020 people. At a three year pace, this would be 1673 people being served annually in multiple venues; given a five year pace this would drop to 1004 persons annually. NPC believes a five percent target over five years – 632 jobseekers each year – is a more realistic starting point given New Haven's existing provider capacity. Building this basic skills pipeline is the challenge. Once it is operational, and its partners better understand and improve their respective roles, the number of people served by the pipeline can be increased. NPC believes that *if five percent of this population (2,500 people) are successfully guided through a basic skills improvement pipeline in order to earn a post-secondary credential at Gateway Community College, such an achievement will lead to a significant change to the socio-economic landscape of the city.*

Existing Resources

NPC estimates that there are approximately 1,200 people currently served in New Haven's various adult basic education/GED programs (758 in the Adult and Continuing Education Center and its sites, and an estimated 500 among all other providers). There is no available data on the proficiency levels of these students. If the target need is to raise 632 adults to 12th grade level each year, then a skill up campaign will probably need to engage 1800 people – a 3:1 ratio – in order to meet our target.

In order to meet 5-10% targets illustrated above, *the existing New Haven service provider infrastructure would need to significantly increase its annual performance results and expand the number of people served.*

The minimum goal must be to improve an individual's academic skills to 12th grade proficiency – this includes persons with a high school diploma, but who are not proficient. For those who do not have a diploma, the added goal is a GED. A collaborative effort by the providers toward achieving this goal is an opportunity for them to develop closer working relationships, strategically share data, develop a common service strategy, standardize practices and outcome measures, and ensure participants reach an agreed upon standard for determining "success"[25].

Workforce Alliance

The Workforce Alliance is the regional entity responsible for coordinating and administering Federal and state funding streams for employment programs in the thirty town South-Central region. Services range from free access to self-directed resources (computers, printers, phones, etc.), occupational training programs and on-the-job (OJT) training. Services are actually provided through the Career Center by the Human Resource Agency of New Britain (HRA), under contract to the Workforce Alliance. The Workforce Alliance has been consistently among the top-performing Workforce Investment Board in Connecticut; it has ranked #1 for five of the previous six years. The profile in Appendix 1, Section "ff" provides more details of its performance, but of significant note is that the Workforce Alliance directs significant attention and resources to New Haven job seekers in particular, even though the City's population represents only 18% of the total population in its region. Notwithstanding, New Haven residents are one third of the 15,142 One-Stop customers in 2014 (35.1%), and one third of the total 6,808 job placements (33.5%). The result was 2,283 New Haven residents found a job through its services. The Workforce Alliance has also proven successful at attracting additional Federal funding beyond its core funding in order to provide more services. In the past three years it successfully brought in $9.5 million in additional funding. The change from the Workforce Investment Act (1998) to the newly-enacted Workforce Innovation and Opportunity Act (WIOA) should bring new opportunities to try different strategies.

Gateway Community College: ACE program

Gateway Community College offers a variety of career training programs. Gateway is currently a site in the national Accelerated Credentials to Employment (ACE) demonstration funded by the U.S Department of Labor. The model is an adaptation of Washington State's I-BEST Model for contextualized training. I-BEST is designed for individuals with or without a high school diploma or GED, who test academically around 9th -10th grade. The ACE model is designed for lower-skilled adults, including those who need ESOL, and test at the 7th-8th grade levels. Like I-BEST, ACE offers simultaneous, contextualized instruction in basic skills and occupational training. The goal is to provide the training needed to accelerate the individual's connection to a job they are interested in. While ACE is not a proven model – this DOL demonstration is intended to build evidence as to whether or not this model works -- Gateway has had strong results and completed five cohorts that include Patient Care Associates (Healthcare), small engine mechanic, WaitPro (restaurant servers), and community healthcare worker. The completion, job placement and retention numbers are strong.

ACE has a lot of relevance and potential to address the training barriers cited throughout this report. If the evidence from this demonstration project (which ends in 2016) continues to suggest that the ACE approach is effective, then it should be scaled to serve more students. Gateway's funding for the ACE program from the U.S. Department of Labor ends in 2016, so a source of funding will need to be identified in order to continue the program. Discussions with Dean Vicki Bozzuto are encouraging because she believes Gateway has the space and capacity to expand ACE once the demonstration ends. Gateway is already expanding

[25] One example may be that success is measured by the AccuPlacer test, which is used for community college enrollment.

ACE by including new occupational training courses in order to provide a variety of career options for students.

Gateway Community College: Basic Skills Boot Camp.

Gateway offers 3 and 6 week "Boot Camps" for improving basic academic skills that it has been using with a high degree of success for incoming freshmen at the college. Gateway recently received funding through the legislature to expand the model, and has partnered with the Adult and Continuing Education Program to reach more New Haven residents. For the period July 1, 2014 through June 30, 2015, Gateway will serve 400 students with its Boot Camps. Dean Bozzuto is confident the Boot Camps can serve 50% more students.

Adult Education

As the largest provider of adult basic education and GED preparation services, the New Haven Public Schools' Adult and Continuing Education Program (ACEP) is a critical partner to reaching scale. Building the infrastructure needed to mobilize around "skilling up" in New Haven should start with a review of current basic education programs in order to identify opportunities to strengthen the ABE provider network so it can have greater impact with the people it serves. Glen Worthy, Principal of the Continuing Education Center, is considering such a process as part of his vision for introducing new practices to the staff. While it serves approximately 2,500 students across all programs, over the past four years, an average of 45 students are earning a GED annually[26] through ACEP. Gateway and ACEP are partnering on the expansion of the Boot Camp approach.

Other Providers

This group includes all of the providers in the adult education network, some of the workforce service providers interviewed for this report, New Haven Literacy Volunteers, and members of the New Haven Literacy Coalition. This group will be the core of any basic skills strategy as they are already doing this work, so they should be brought into the planning phase if this recommendation is accepted for implementation. However, it is likely that individual organizations will need technical assistance, funding, volunteers, and other resources in order to perform at a much stronger level to meet the needs outlined by the closing the gap targets of 632 adults per year. The level of needed improvement is significant.

Technology Tools

Consideration should also be given to incorporating technology tools, on-line portals, and self-paced learning models into a skill up strategy. Local providers already use products like KeyTrain and Metrix Learning, and sites like Khan Academy to supplement their basic skills instruction. An assessment of which tools are available, and which seem the most effective, will be needed prior to service providers standardizing around a core set of technology products.

A Scan of New Haven's Workforce Development Providers

Understanding the capabilities of the organizations providing employment services is central to any strategy to improve employment outcomes for New Haven jobseekers. The workforce service providers included in the scan are twelve (12) nonprofits, Gateway Community College and the Workforce Alliance, New Haven's regional Workforce Investment Board (WIB).

[26] 45 is a four year average from 2011-2014 State Department of Education Program Profiles.

- Career Resources STRIVE
- Columbus House
- Community Action Agency of New Haven
- Connecticut Center for Arts and Technology
- Construction Workforce Initiative 2
- Easter Seals Goodwill Industries
- EMERGE Connecticut
- Junta
- Marrakech
- New Haven Family Alliance
- New Haven Works
- Project MORE

Methodology

The scan looks at the programs and providers to understand how robust they are. New Paradigms reviews funding, program models, program results, and breadth of program services and staff in order to develop an overall understanding of the organization's approach to workforce development. The scan is not a substitute for an in-depth program assessment, nor was it intended to be. New Paradigms did not review program files, interview clients, or audit the program's reported results. New Paradigms wanted to understand how each organization practices workforce development; understand the level of funding each organization is receiving and who it is intended to serve, the efficacy of the programs, and get a sense of how effective they are with the population they serve and other workforce providers. As these providers will form the nucleus of a workforce strategy in New Haven, it is critically important to conduct an honest assessment of their capabilities so we can build upon their strengths, and build up the areas where they need help. Each of the providers were contacted about the scan, and a subsequent meeting was scheduled. One organization, the Construction Workforce Initiative 2, refused to cooperate with New Paradigms. Multiple requests to contact and meet with the Executive Director were ignored, therefore no information was provided.

Eric Rey was the lead New Paradigms consultant on the interviews, and the process used was consistent across all the providers:

- In-person interviews were scheduled with the leadership of each organization; these interviews lasted about 90 minutes.
- The areas of inquiry were shared in advance so the interviewee could better prepare to respond to our questions. The objective was to have our questions serve as an outline for a conversation about the organization's programs, strategic approach, etc.
- Copies of program reports and data were requested in order to assess the organization's results and data management capabilities.
- The interviews were followed by telephone and email correspondence for additional and clarifying information not readily available at the time of the initial meeting.

Gateway Community College is not included in the written profiles largely because is it such a different institution from the others, and its profile would need to be very different in order to accurately show the scope of its workforce programs, funding sources, etc.

Dean Vicki Bozzuto was interviewed as part of the scan, and she provided program and labor market data that are included here as well. Gateway has the resources and expertise to use evidence-based assessment tools, it provides a growing amount of career and training options, it is bringing new and innovative teaching models to the school, and works very hard to ensure those stay within reach of New Haven residents. Notwithstanding, Dean Bozzuto reports that one several occasions she has run grant-funded training courses that were not full. With open slots in courses that are tuition-free, Dean Bozzuto has had little success in recruiting through the social service provider network to fill those open training slots. These

training courses were for positions such as Patient Care Associates, small engine repair mechanics, Community Healthcare Workers, etc. The lack of response from the providers is a source of frustration given that each course provides a certification/credential that leads to good-paying employment with annual incomes near $30,000. The College has become the workforce training provider of choice as it grows the number of post-secondary options it can offer students. Gateway has a strong working relationship with the Workforce Alliance, and it works at strengthening its connection to other groups in the city. The recommendations of this report count on Gateway Community College being a key partner.

Workforce Providers

Despite efforts from funders and various stakeholders to improve coordination of services among workforce development providers, New Haven lacks a systematic and comprehensive way to improve employment outcomes for its residents. The following section discusses crosscutting themes gathered from the interviews, follow-up inquiries, and reviewing program materials provided to New Paradigms. First are broad, crosscutting themes that are organizational in nature such as the providers' use of effective practices, the program models being used, employer relationships, knowledge management, and performance management. Second, is a group of program-level themes related to program components that may be common for multiple providers. These include how participants are screened at program entry, basic skills instruction, job readiness, job development, etc.

Theme: New Haven's workforce providers need to improve the front-line practice of staff

- Increase use of effective practices in local workforce programs
- Jobseekers need different types of workforce services
- Job Matching will rarely get clients past "survival jobs" that do not pay well

Workforce development programs in New Haven have become some combination of case management, very basic job readiness workshops, and job placement. In practice, most of the providers use a "job matching" approach, which is simply to find a job for the program participant. There are exceptions: ConnCAT, Easter Seals, EMERGE and Marrakech. ConnCAT uses a narrow version of a workforce model that uses contextualized instruction[27]. ConnCAT is targeting two specific jobs in healthcare, and packages occupational instruction with case management and a hiring commitment from Yale New Haven Hospital. Easter Seals has the most comprehensive variety of services and program models in place. It has distinct programs, models and staff to serve low-skilled adults, youth, persons with disabilities, the formerly incarcerated, and others. Easter Seals demonstrates the ability to respond to the persons coming through its doors with customized services to meet their needs. EMERGE uses a transitional employment (time limited employment) model to serve men returning to New Haven from incarceration. The EMERGE model includes a comprehensive set of wrap-around services, and can last as long as six months depending on the needs of the individual. Marrakech also employs several different models to serve youth and adults. Like Easter Seals, Marrakech serves low-skilled adults, at-risk youth, and persons with disabilities.

A job matching approach often pays little attention to mapping out a longer-term employment plan for the job seeker. The goal is straightforward: help the person get hired somewhere quickly! These are often called "Work First" or "Rapid Attachment" programs because the underlying belief is that getting a job –

[27] ConnCAT is a replication of the Manchester Guild-Bidwell Training Center developed by Bill Strickland in Pittsburg, Pennsylvania. Bidwell is one of the early pioneers of career pathway/sector approaches that works with different industries to train and connect low-income job seekers to family-sustaining employment. ConnCAT's current employment offerings are very limited (two jobs, one employer).

any job – will get the person started in the labor market and then lead to financial stability. Training should be minimal and focused on soft skills. There are numerous evaluations conducted by MDRC and others that repeatedly confirm such an approach does not lead to financial stability. Earnings are low, and people do not stay employed for the longer periods of time needed to engage and advance in the job market. While most of these evaluation studies were conducted with TANF recipients, the results are compelling to show that job matching doesn't lead to higher wages, higher income, or financial stability.

If we know job matching is ineffective, then the obvious question is why does this seem to be so pervasive among New Haven's workforce providers? Several reasons probably explain this. The first reason could be a simple lack of capacity and experience among provider staff; they do not know what works, no one has ever trained them on what effective practices look like, and they may not have the funding for anything more than helping people navigate the want ads. A second reason may be the funding source itself, which perhaps places more emphasis on job placements to the detriment of developing more permanent solutions for the job seeker. This is often the case with government contracts. A third reason why rapid attachment is so prevalent could be that the vast majority of people coming to the providers for services are in crisis mode and are desperate for any job. Admittedly, this individual is very challenging to serve properly because the desperate nature of their financial circumstances makes it very difficult to have a discussion with them about a long-term approach to their employment issues. This individual is looking for a "survival job" – one that typically pays a low wage, is low quality, and will likely lead to layoff in six months or less, and the provider staff may not be sufficiently experienced to persuade this person to address their employment barriers while they are working.

The workforce development field has made great progress over the past 20 years in evaluating different types of employment interventions, conducting rigorous random control evaluations, and documenting what seems to work in the field. Staying current with the research literature is one way to stay attuned to what we are learning as a field, and how those findings can be replicated locally to better serve the population coming to one's organization. For example, "bridge" programs that combine occupational skills training with contextualized basic skills instruction[28] work well for less-skilled individuals. Transitional employment programs work well for those with little or no job experience, and integrated instruction like Washington State's I-BEST model seems promising for quickly closing the gap between hard and soft skills for those around a 10th grade level. Sector strategies lead to higher skills, better-paying employment and career advancement. Given the relative diversity of New Haven's job-seeking population, we need better than one-size-fits-all approaches that may not serve all jobseekers well. Reading the literature will also stop someone from starting a program based on a model that has already been proven to be ineffective.

Theme: Most of New Haven's Workforce Providers lack deep Employer Relationships

- Redefine the Job Development function
- Partner with others to figure out an employer engagement strategy
- Increase the geographical range of the employers they target to work with
- Use sector approaches for preparing groups of job seekers
- Learn the language of the employers

[28] Contextualized instruction uses the language and numeracy of the targeted job(s) when teaching math and reading skills, so someone in a healthcare training could expect reading and math classwork to be very relevant to the work they will be doing

The "dual customer" approach is perhaps the most fundamental attribute of an effective workforce strategy. In contrast to training and placement focused on the job seeker, a dual customer approach deliberately addresses the needs of employers and incumbent workers or jobseekers at the same time. Employers and jobseekers are *equal customers*. Typically, the workforce organization or intermediary works closely with an employer, or group of employers, to understand their industry and the requirements of the jobs the employer(s) need to fill. This deeper understanding translates into customized training that addresses specific employer needs, workforce organizations can build relationships that lead to quality jobs, written hiring agreements, engage the employer in curriculum development, build a deeper understanding of the industry – and therefore of other employers, and contribute to the employer's competitive position by bringing value to their business.

Of all the providers, New Haven Works is furthest along in terms of using a dual customer approach. NHW seeks to sign "First Source" hiring agreements with area employers to hire people it refers to them. The Agreement process requires NHW to understand the requirements of each job opening offered by employers in order to make the best match among the job seekers it is serving. NHW has seventeen (17) signed agreements, and seeks to expand to more signed agreements, and cover broader content beyond new hires (i.e., incumbent worker training). In order to be successful, NHW will depend on workforce partners who can deliver high quality training that creates a competitive pool of job candidates.

Job Development is a sales function, and providers must learn to manage the Job Development function so that it effectively markets quality candidates ***and*** the organization's programs and training abilities. Provider staff must be able to speak the language of employers by crafting a business argument that shows how the provider can add value to the employer by bringing them well-trained candidates that meet their hiring requirements, thereby saving them time and money in the process. Job development, hiring priorities, and getting early leads on openings only happen when there is close engagement between the provider and employer. Most providers do not have such relationships with employers. Adding to the challenge is that providers need to develop meaningful employer relationships and cultivate sources of employment beyond New Haven's boundaries. According to Workforce Alliance 2014 program data, there is evidence that New Haven job seekers will travel outside New Haven County for employment. Of the 6,808 job placements made through the One Stop, 19% (1,294) were within the City of New Haven. Fifty-seven percent (57%), or 3,880 placements were within the Workforce Alliance's 30-town footprint; and another 24% (1,634) were placed throughout the rest of the state. Note that overall, New Haven residents are one-third of the 6,808 placements made through the Workforce Alliance in 2014. This suggests that approximately 1,000 New Haven residents found a job outside the city.

Theme: New Haven's workforce providers lack strong data and knowledge management skills.

- Becoming data-driven organizations
- Building a culture of continuous quality improvement
- Building performance management into the staff's operating culture
- Documenting what works, and what does not.

Several times providers were requested to provide copies of program reports, but few were able to provide them. New Paradigms often asked specific but basic program questions such as placement rates, number of program participants, completion rates, etc. Perhaps 3-4 of the 14 or so organization staff we met with could readily answer these questions. Almost all of the organizations report having a computerized client-tracking system, yet they could not readily produce program data, and often could not speak to their program's metrics with clarity.

More disconcerting was a trend we noted among workforce program managers who seem unable to speak about their programs in meaningful, quantifiable terms. More than half of these individuals could not, when asked, answer basic questions about program performance, number of participants served, targets, performance metrics, etc. One Executive Director stated directly, "I don't deal with those things – I let my staff handle that." This type of attitude is a red flag for a poorly managed program that is very likely to be ineffective. Workforce professionals live and breathe program data because it is so ingrained in the world they function in, so in our experience when a manager cannot speak about their program in concrete, quantifiable ways, something is wrong.

NPC concludes that despite having client tracking systems, few of these program managers use the software to actively manage their programs. The systems are probably used for compliance purposes to submit funder reports, rather than as a tool to manage and improve programs. Without the ability to track client services, monitor performance, and document results, there is no way for staff to improve the quality of the programs, and translate program data into usable information to inform program decisions.

Workforce Program Components

The purpose of workforce development is to help someone find a job, keep a job, and get ahead by staying employed over time and becoming financially stable. The core components of a workforce development program include:

- Participant Assessment
- Basic Skills Remediation
- Job Readiness
- Job Development
- Job Placement
- Retention Support

Participant Assessments:

Assessing an individual when they enroll in a program is fundamental to any program and is the vehicle for identifying specific learning parameters, barriers, personal and career interests, behavior issues, etc. Assessment affects decisions about grades, placement, advancement, instructional needs, curriculum, and, in some cases, funding. Changes in the skills base and knowledge that program participants need require new learning goals; these new learning goals change the relationship between assessment and instruction.

Comments:

- Only 2 or 3 of the organizations use an assessment process. The others use a form more accurately described as an enrollment or intake form that asks for demographic information, historical information, the last 2-3 employers, etc. This is not an assessment and it provides little useful information to determine the participant's program needs and develop their individualized plan.

Basic Skills Remediation:

Basic skills instruction is a fundamental part of most workforce development programs. It makes no sense to discuss employment and careers if the service provider does not know whether or not the jobseeker can read, or what literacy levels they are proficient at. This is particularly important given the high probability many individuals seeking employment services will also be low academic achievers. Yet, half of the providers (6 of 12) do not use a literacy assessment at all with their program participants. The most

common literacy assessment tools are the Test of Adult Basic Education (TABE) and the CASAS test; both are low-cost and easily administered in house with a short amount of training.

Comments:

- ***Basic skills approach.*** More needs to be done to meet the basic skill needs of program participants. In some cases, participants are referred to the Adult Education Center (from which many do no return), in others, the provider assumes literacy because the individual has a high school diploma (a faulty assumption). Easter Seals and EMERGE have robust in-house basic skills capacity designed to increase reading and math levels. EMERGE is the only provider we found with explicit targets for its literacy program: all participants show at least a two grade improvement; and they complete EMERGE's literacy component when they can "test out" by achieving a 245 score on the CASAS test (11th grade). It's also worth noting that EMERGE's Literacy program is made possible through its partnership with First Presbyterian Church of New Haven, who provides 6-8 tutors every week.
- ***Key Train®*:** STRIVE and Easter Seals are using the Key Train system with their participants to improve their basic skills. Key Train is part of the WorkKeys® system, a product of ACT, which also produces the pre-college test of the same name. Key Train is an interactive, cloud-based product that can work well given some important caveats the service provider must be aware of – and possibly compensate for. First, is that KeyTrain does not work well for those with low literacy levels – particularly 6th grade and below. This is because the system was designed for users above that level. Without a formal literacy assessment, it is difficult to determine who is right for Key Train and who is not. The provider can easily be using KeyTrain with participants for who it is not a good solution.

  Another drawback of Key Train is that its scores do not correlate to literacy and numeracy proficiency levels. The Key Train assessment test – whether it is the "baseline" test or an NCRC[29] test – cannot be used to determine a baseline literacy and numeracy level. So when someone starts KeyTrain, the provider must know whether or not that individual is literate above a sixth grade level. Similarly, when a KeyTrain user progresses to the point that they are able to take one of the NCRC tests, that would be a good opportunity to administer the TABE or CASAS in order to get an accurate read of how much the individual has progressed in terms of reading and math levels.

Job Readiness:

Job readiness is clearly an area where most providers can use improvement. The workforce field is evolving to better understand that effectively addressing the cognitive and behavioral needs of some job seekers is key to properly preparing them for success in the workplace. As a result we are seeing a growing use of professionally developed job readiness curricula that use cognitive behavioral therapy (CBT) and Mindfulness theory as the foundation for teaching behavior change.

Comments:

Traditional job readiness approaches have used an "inform and advise" paradigm that gives the workshop participant information about interviewing, resumes, and expected workplace behaviors such as coming to work on time and working with others, etc. Providers often used a collection of articles, handouts, exercises, and topics to craft a series of discussions and workshops that were bundled as a job readiness course. Then, having been told 'the rules of the workplace', the workshop participant was deemed "job ready" once they attended all the sessions. Issues such as participant fears, insecurities, self-esteem, and perhaps mental health issues are either ignored or unrecognized.

[29] NCRC is the National Career Readiness Credential offered through the WorkKeys system.

All of the providers will benefit from using a CBT-based job readiness curriculum designed for the population they are serving such as ex-offenders, women emerging from TANF, at-risk youth, etc. Using such a curriculum will also provide better quality instruction, as instructor training would be included in the implementation. There are a number of well-designed curricula on the market that can be purchased.

Job Development, Placement and Retention Support

This is the bottom line of any workforce organization: its ability to place participants into the jobs being trained for, and support them so they remain employed long enough to experience financial stability and progress. At the core is the ability of the provider's staff to connect with employers and engage with them to address their hiring needs. The best way to ensure job retention is to make a good match up front between the job seeker and the job. Aligning the jobseeker's interests and strengths with the needs of the job usually lead to a successful match, and repeat business from the employer.

Comments:

Putting the job development role aside momentarily, the number of placements, and the quality of those jobs is related to the quality of the candidate being produced by the programs. If the job candidate can complete a complex job application process, and demonstrate the appropriate reading and writing skills along the way, they will be competitive for jobs that pay better than $10 per hour. As a group, our workforce providers have to increase their ability to prepare participants for those better paying jobs.

Providers would benefit from training specifically designed to strengthen marketing and selling skills related to developing employer relationships. A couple have formal relationships with employers such as Yale New Haven Hospital and Yale University, and New Haven Works has multiple signed hiring agreements with area employers, but the universe of employers the New Haven providers work with must grow. The Workforce Alliance data are suggesting that New Haven residents already travel 20 miles or more to get to work, so the notion of finding jobs for people only in the city or on a bus route is self-limiting and outdated. Providers must be prepared to develop job opportunities in the Meriden area, the Shoreline, and Naugatuck Valley because that is where the jobs are.

Employment retention is the most significant measure of a workforce program. It is only through retention – the ability to stay employed over a longer period of time – that an individual will experience wage increases, income growth, and career advancement. Strong retention rates are also an indicator of how well a job candidate was prepared for the job, how well they have been supported after the placement, and whether or not the job was a good match with the job seeker. Standard retention metrics in the workforce field look at retention rates at one year after placement, with 30, 60, 90, and 180 day intervals. It is not uncommon for providers to lose track of participants after six months (180 days). This happens for many reasons. Improving retention rates is another area where providers need help. Most could not tell New Paradigms what their six month retentions rates were; one program told us in the interviews that it does not track retention!

What is a workforce intermediary and what does it do?

In 2002, Philadelphia's Regional Workforce Partnership (RWP), published a map of Pennsylvania's workforce system to illustrate what it believed was a core problem with workforce policy: the fragmented and disconnected nature of the public systems which anchored local and state efforts. RWP's map revealed how approximately $1.3 billion of state and federal workforce funding coming into the state was dispersed

through 49 different agencies, and 22 local Workforce Investment Boards (WIBs), with few common or explicit outcome measures.[30] At a time when the national workforce discussion was focused on worker shortages, skill gaps and stagnating wages, RWP's work put on a spotlight on the more basic problem of how to best use existing resources with more impact and effectiveness. The map became a call-to-arms that moved workforce policymakers, legislators, and advocates to improve state systems by improving coordination, establishing common practices such as sector strategies and industry partnerships, and instituting common performance measures for programs.

Workforce intermediaries (WI) can help employers improve their human resource systems, build career ladders, improve job quality, and sharpen their competitive edge. They provide training and support services to workers by integrating public and private sector programs and funding sources.. Many WIs have as their target population dislocated workers, disadvantaged adults, and the working poor. Workforce intermediaries are "homegrown" partnerships that bring together employers, workers, public and private funders, and other relevant entities to create – "to map out" – career pathways that lead to career track, family-sustaining employment for lower-income workers. Intermediaries come in all shapes and sizes, but it is their explicit focus on career advancement for lower-skilled workers that sets them apart from other types of workforce partnerships such as temp and for-profit job placement agencies, community colleges and vocational schools, and government agencies. *A workforce intermediary is not a single purpose or single function organization*, similar to the community-based agencies that operate stand-alone programs. In terms of connecting people to jobs, an intermediary does much more than job-matching with people who are ready to go to work. WIs implement strategies that coordinate and improve services for both employers and for job-seekers. Such improvements include better uses of labor market data, bringing employers into the system, clarification of job hiring and skill requirements, and building a network or providers and resources that can operate at scale with high quality. Since workforce intermediaries do come in all shapes and sizes, the following section attempts to provide a working definition of a "workforce intermediary" that describes a set of roles and responsibilities, and suggestions for potential next steps that take into account New Haven's current capacity and landscape.

Why New Haven needs an Intermediary focused on the Regional Labor Market

This report describes a service provider group that, for the most part, is struggling to deliver services. There are exceptions. The Workforce Alliance has been the top-performing workforce board in the state for 5 of the past 6 years, and it places over 2,200 New Haven residents to work each year. Gateway Community College is expanding its workforce offerings, introducing new teaching approaches, and attracting Federal grants to increase available resources and create more options for Gateway students. Exclude Gateway and the Workforce Alliance, and the remainder of the group offer a variety of small programs, so as a group they are not "moving the needle" on employment among city residents. Among the most pressing needs that programs share are the need for better assessment and diagnostic tools, standardizing practices and definitions (for example, how a "Job Placement" is measured will vary among providers; as will when a person is "enrolled"), and better preparation of job seekers so they are competitive for better jobs. The use of data needs to improve, as does the ability to develop meaningful collaboration with others for the explicit purpose of operating at higher scale.

Someone has to ***pay attention to both the supply and demand sides of the labor market, and take a lead in improving the quality and impact of the local workforce services providers***. This isn't the Workforce Alliance's role. It's not the community college or the City of New Haven's role. The fact no one has played this role

[30] Giloth, Workforce Intermediaries for the 21st Century

historically is why we find ourselves in this situation. New Haven Works is the obvious candidate to assume this role. It has a mission that is consistent with the intermediary role, and assuming the expanded role will add a lot of value to the work it already does.

An Operating Definition of a Workforce Intermediary

As a workforce intermediary New Haven Works would evolve to become a labor market expert who coordinates services for employers and job seekers. The intermediary is not a new competitor in a crowded field for scarce workforce resources. It enters the work in a spirit of partnership that seeks to meet local labor market needs, and leverage new training and service resources for its partners. New Haven Works' role and responsibilities could have it work with partners to:

- Provide or broker occupational skills training and a broad range of workforce services designed to prepare job-seekers – particularly low-skilled jobseekers – to enter employment and succeed over the long term.
- Play a dual customer role by being responsive to the needs of both employers and workers.
- Focus on systems-change strategies in order to improve the system for both employers and job-seekers.
- Organize efforts that target specific sectors of the labor market where there is opportunity for good jobs.
- Provide technical assistance to partner programs to improve their quality and impact.
- Secure grants on behalf of its partnerships that develop resources to serve broad segments of the New Haven population; this includes national foundation and federal government grants.
- Pursue other opportunities consistent with its role as a coordinating entity.

In his work on workforce intermediaries, national workforce expert Robert Giloth outlines five attributes that be believes are critical to their success:[31]

- A dual-customer approach that addresses employer and employee needs.
- Going beyond job-matching by offering interventions that change the supply side (job seekers) of the labor market, and improves how job seekers and employers are served by public systems.
- Acting as integrators of different types of funding streams to create more options and resources to better serve the needs of job-seekers, employers and partners.
- Generators of ideas and innovations about what workers, firms and communities need to prosper.
- Not being a single purpose or single function organization. Intermediaries should not operate solely as a stand-alone programs, or solely as a policy advocate.

As a workforce intermediary New Haven Works would play a very different role from that of our local Workforce Investment Board (WIB), the Workforce Alliance of South Central Connecticut. It is understandable that one reads the description of the workforce intermediary and asks, "Isn't that what the Workforce Board is supposed to do?" The answer is "not quite." While it is true that WIBs also provide services for employers and job seekers, they do so in fundamentally different ways. The mandate of the WIB to connect people to jobs means that services are provided on the basis of universal access (serve everyone eligible), and often in a "Work First" program environment that rewards job placements at the expense of education and training. This is the system it operates in; the new Federal Workforce Innovation

[31] Workforce Intermediaries for the Twenty-first Century, Robert Giloth, Temple University Press, 2004.

and Opportunity Act (WOIA) will hopefully change some of that. In contrast, the sector focus of workforce intermediaries, and their emphasis on career advancement means that they benefit select groups of people or employers. At the policy level, the Workforce Alliance and other WIBs address issues of governance, system integration, and accountability. The intermediary is more focused on policies that negatively impact individuals and/or undermine their programs. WIBs and workforce intermediaries are not competitors nor substitutes for one another. They can play complimentary roles that strengthen each other's work, and if done well will significantly contribute to strengthening New Haven's various workforce providers, and build a more coordinated system. New Haven Works would continue its work with employers, building relationships, etc., but in addition would work more closely with providers to build a stronger training system that works for larger numbers of people than is currently the case.

Opportunities for a workforce intermediary in New Haven

A workforce intermediary initially focused on construction and improving basic skills for jobseekers has the greatest potential to both benefit employers and job-seekers. There are two emerging opportunities that can be used to develop the workforce intermediary role if New Haven Works were interested in doing so. The first is to coordinate a citywide "***Skill Up"*** campaign to improve literacy and numeracy skills in order to make New Haven jobseekers more competitive in the job market. The second opportunity would target careers in construction.

In terms of jobs, the two growth sectors in New Haven are healthcare and construction. Healthcare is already crowded with providers that include ConnCAT, Gateway Community College, vocational schools, and for-profit, "proprietary" schools. Construction on the other hand, is a different opportunity. It can be seasonal work depending on the particular craft, sticking to a career path can be a difficult and constant challenge, and owning reliable transportation is key to building a career in the industry. Yet, it is an attractive job target for low-skilled males, including the formerly incarcerated, it is an "earn and learn" apprenticeship model that provides a good wage as the person progresses through the craft, and there are a limited number of training slots if the focus is on organized labor. Given the Mayor's commitment to implementing workforce solutions for the formerly incarcerated, construction is a sector to target because of its good-paying jobs that offer benefits and career advancement opportunities.

The Workforce Intermediary as a Catalyst for a Skill-Up Campaign

A partnership between New Haven Works, Gateway Community College, and the Adult Continuing Education Center would be a strong foundation for the citywide basic skills campaign. While we expect a large number of adults will attend basic skills training at the College, a significant number will continue to attend in the community sites operated by Adult Education, and at its Center on Ella Grasso Boulevard. The WI can be a partner in recruiting students, help with building instructional capacity among the sites, and bring others into the campaign such as members of the Literacy Coalition. More importantly, New Haven Works will be the glue that connects the basic skill instruction to a job. As students achieve the required proficiency levels, New Haven Works would connect them to the Workforce Alliance, Gateway, an apprentice slot, or other partner for training or in a job.

Gateway Community College already is a site for the SNAP-ET program run by the State Department of Social Services (DSS). SNAP-ET provides employment training services such as basic skills, job readiness, and job search assistance to food stamp recipients to help them build the skills they need to eventually get off food stamps. Gateway runs a modest program, but there is an opportunity to both grow the SNAP-ET program at Gateway, and bring in some workforce providers to offer services. Services provided under

SNAP-ET are the same as those to be provided in the citywide campaign, so there's an opportunity to tap into SNAP-ET funding for the basic skills campaign. DSS has applied for a Federal grant to run a three-year demonstration of a career-focused SNAP-ET program in Connecticut, using New Haven and Hartford as the sites. Gateway will be the lead site partner, but in its role as an intermediary New Haven Works can work with Gateway and the Adult Continuing Education Center to coordinate the growth of an infrastructure for SNAP-ET that can serve as a "basic skills pipeline."

The Workforce Intermediary as a Catalyst in the Construction Sector

The greater New Haven area will see over $1 billion in construction projects over the coming decade; a large part of that will be done under union contracts, or project labor agreements that pay workers the prevailing industry wage. The City Administration has a strong interest in ensuring that a large New Haven number of New Haveners share in this renaissance through direct employment. A workforce intermediary will maximize opportunities in the construction field that are not fully realized today for a number of reasons, including a continuing mismatch between contractors' needs and the skills of New Haven residents seeking to enter construction.

The Construction Workforce Initiative 2 (CWI) has operated a program since 2007 intended to prepare participants for careers in the construction building trades. However, there is little if any data on CWI's effectiveness, and repeated attempts by New Paradigms and other persons to obtain program data were unsuccessful. In the absence of transparency and accountability from CWI over an eight year period, it does not make sense to continue supporting it as the primary strategy for assisting New Haveners interested in construction careers. A substantial amount of money – literally millions of dollars – has been invested in the Construction Workforce Initiative over the past eight years, and no one seems to know what it has achieved. If the City determines it is appropriate to redesign the CWI and 'build a transparent pipeline into the construction trades', the City should work with the service providers, the unions, and other partners to redesign how the pipeline operates. New Haven Works could assume operational control of the pipeline and maximize opportunities for contractors and job-seekers by ensuring the training provided helps job seekers develop skills that meet the needs of the contractors. New Haven Works would also provide and coordinate support services to pipeline participants after placement into an apprenticeship to help them stay employed. New Haven Works would also help synchronize training schedules with contractor timetables for hiring. In assuming the workforce intermediary role, New Haven Works would agree to the following:

- It would operate with total transparency.
- It would be governed by a Board that includes representatives of government, business, labor, workforce professionals, and other partners.
- It would produce a quarterly report card publishing its results, performance against key metrics, and similar data for the public.
- It would coordinate and integrate services from providers in order to build a comprehensive network that supports those placed in construction jobs, including assisting with re-placements as necessary.

New Haven Works could re-launch the Construction Workforce Initiative by organizing a pilot project that would serve up to 150 people seeking careers in the organized building trades over a two-year period. One possible goal would be to help a large percentage of those placed in construction jobs get to Journeyman status within 3-5 years. Achieving such a goal also means the intermediary commits to supporting those

placed in jobs by working with them over a multi-year period as they progress through the union apprentice programs. This is typically a minimum of 6,000 hours (over 3 years) on the job.

Increasing New Haven's Employment Rate

One of the more important tenets of effective practice in workforce development is that there should be a job at the end of any training program. The recommendations of this report are intended to create pathways that can prepare many job seekers to become more competitive job candidates, regardless of whether or not they choose to pursue a post-secondary training. The desired result is that New Haven residents secure better-quality employment. Accordingly, it is obvious that one of the results Mayor Harp and her administration wish to see is an increase in employment rates among New Haven residents – particularly low-income residents who are challenged to find a job, or are stuck in low-wage work that does not provide for financial stability of the individual or their family.

The following offers a rationale for establishing a target number of new workers that will raise the city's employment rate. Rather than pick an arbitrary number, New Paradigms uses a "closing the gap" methodology similar to that for setting literacy reduction targets. In an employment scenario, we compare employment rates in the city, New Haven County, and the State of Connecticut, then ask the question: "How many people would need to go to work in order for the city's employment rate to be comparable to the region"? in order to calculate the number.

The concept of closing the gap with significant employment gains (saturation) is premised on implementing workforce strategies that lead to a notable increase in the employment rate of a defined geographic area over time by adding a significant *amount of net new workers to the local workforce*[32]. Net new workers is defined as someone who remains employed for one year after placement. The measures used to develop the target employment rates involve comparisons to neighborhood, city, and the region. Ultimately, if the effort is sustainable, the goal is to bring the city's employment rate up to a level that mirrors the employment rate of the region. So, why use the employment rate as the metric rather than the more well-known unemployment rate? The drawbacks of using official unemployment rates are well known: part-time workers wanting full-time work, and "discouraged workers" tend to make the unemployment rate lower than it would otherwise be because they are not counted in the official calculation. Unlike the unemployment rate, using an employment rate as a basis for calculating gains gives a more accurate picture of everyone who is available to work (the "labor force", which is everyone ages 16 to 65, with some discounting for students, people with disabilities, etc.).

'Closing the Gap' provides a framework for thinking about economic development through increased employment. Closing the Gap is not a scientific principle, nor does New Paradigms claim it to be. It has flaws in the sense that many things can happen over a multi-year period that impact employment scenarios in a community: a recession happens, a new Walmart opens, people find jobs on their own, a major employer relocates or goes out of business, people move in and out of locations, etc. So, in that sense, closing the gap is not fool-proof. What a closing the gap approach does accomplish is that *it quantifies the scope and intensity of the collective effort needed to move the needle on employment*. It removes the mystery around the number of people needed to go to work – and stay employed – in order to increase employment by a certain percentage. As the following calculations show, a coordinated, collective effort among workforce service providers could raise the city's employment rate by 8% over the next 5 years.

[32] For the purposes of this analysis, New Paradigms defines "net new worker" as a placement that achieves one year retention in the labor market; not necessarily the same job, but that the individual works for one year.

Table 1: Comparison of employment rates

The above table shows employment rates for the city, county and state based on comparisons of the labor force, defined as adults between the ages of 18-65. The calculation is straightforward: divide the number of employed persons 18-65 by the total number of persons ages 18-65. The range of employment rates spans 28.2 points.

	# of persons employed ages (ages 18-65)	Total size of labor force	Employment rate (A/B)
	A	B	C
State of Connecticut	1,782,800	1,906,900	93.4%
New Haven County	418,622	546,896	76.5%
City of New Haven	57,746	88,499	65.2%

Table 2: Calculating the target number of new workers in New Haven

This calculation looks at how many city residents would be employed if the city's employment rate mirrored the rate of New Haven County (76.5%) or the state (93.4%). We arrive at the target number by applying the applicable employment rate to the number of New Haven adults ages 18-65.

	New Haven Labor Force (Adults 18-65)	Employment Rate	Target # of Employed Adults (AxB)
To Reach the Level of:	A	B	C
State	88,499	93.4%	82,658
County	88,499	76.5%	67,701

Table 3: Calculating the number of new workers needed in New Haven

This calculation uses the target number of new workers obtained in Table 2, and compares it to the actual number of adults working in New Haven (57,746). The difference (Column E), are the number of new workers needed to equalize the city employment rate to that of the county or state.

	Target # of Employed Adults	# of Employed Adults in New Haven	Target # of new workers needed (C-D)
To Reach the Level of:	C	D	E
State (93.4%)	82,658	57,746	24,912
County (76.5%)	67,701	57,746	9,955

Table 4: Calculating an annual placement rate

Given the number of net new workers needed, how many placements does that equate to over a three and five year period?

	# of Net New Workers	Annual # employed at three year pace	Annual # employed at five year pace
To Reach the Level of:	E	F	G
State (93.4%)	24,912	8,304	4,982

County (76.5%)	9,955	3,318	1,991

Table 5: Setting a Target for New Haven

The data from this reports suggests that approximately 2,800 New Haveners find a job annually through the service provider network. The Workforce Alliance accounts for 78.5% of the total (2,200 placements), and New Paradigms estimates all others combined perhaps total an additional 600 placements. Yet, no one really knows what the one year retention rates are for these estimated 2,800 placements. The state's Department of Labor wage database provides imperfect data, and community-based providers are rarely funded to track placements at one year. Moreover, they typically lose track of individuals after six months. New Paradigms suggests a target of increasing New Haven's employment rate (also referred to as the Labor Market Participation Rate) by eight percent (8%) over the next 3-5 years. The rationale is as follows:

		Total Employed	Employment Rate
Current # Employed Adults	57,746		
Year 1 Net New Workers added	1,400	59,146	66.8%
Year 2 Net New Workers added	1,400	60,546	68.4%
Year 3 Net New Workers added	1,400	61,946	69.9%

Using half the number of known (estimated) annual placements (1,400), the challenge is to create a "net new worker" by achieving one year retention with these individuals, and doing so consistently.

Summary

New Haven is blessed with many assets: a lively and revitalized urban core, a thriving arts scene, a world-class university, an educated workforce, and an investment pipeline surpassing $1 billion, just to name a few. These assets lead to tremendous opportunities for residents and entrepreneurs, but also pose a challenge in terms of ensuring that all New Haven's residents participate in, and benefit from New Haven's economic engine. The issue of good jobs for New Haven residents has rightfully – and some would argue finally – taken its place at the forefront of public policy debate within the City.

The leaders of the New Haven Board of Alders Black and Hispanic Caucus recently called on the city's employers to "open the pipeline" and give priority to hiring city residents[33] in order to alleviate New Haven's under and unemployment problem. Specifically, the Board or Alders is responding to an estimated 500 job seekers registered with New Haven Works, that it believes are "job ready" but unable to find work. This situation is not unique to New Haven, as the national "jobless recovery" continues to be characterized by a weak hiring market, stagnant and dropping wages, and financial uncertainty in the business community – both domestically and internationally.

In his book, *Why Good People Can't Get Jobs*, Peter Cappelli offers several theories as to why the job market has become so difficult in the aftermath of the recession. One that has particular relevance to low-income workers is the overuse of technology by employers to weed out applicants. The use of electronic kiosks as the method of applying for a job, resume scanning software, "Job-bots", personality testing, and others, all serve to weed out applicants by creating an electronic barrier that even the most qualified applicants find

[33] New Haven Independent, Black And Hispanic Caucus: "Open The Pipeline", April 21, 2015.

challenging. Add in the effect of the Internet, which causes a "resume tsunami" for even the most entry level opening, and employers are swamped with a volume of resumes they cannot possibly read through. Cappelli also says the expansion of tools that can eliminate potential hires, like criminal background checks and credit checks, have enabled employers to be pickier.

In trying to answer the question of whether or not the level of hiring now is different than one would expect given high unemployment rates, Cappelli cites several studies conducted during this recession that seem to indicate that today's hiring situation was similar to previous recessions, but with one big difference: employers are taking much longer to fill job openings. In other words, vacancies are staying vacant for a very long time. This begs the question 'Why are employers not filling those open jobs?' Cappelli argues the popular explanation that there is something wrong with the applicants has no support given the numbers of people looking for work. Employers are often heard to say they receive hundreds of resumes for a job opening and are unable to find a qualified candidate. The thought that hundreds of people are not qualified for an entry or middle level position does not seem credible. The "failing schools" notion, even if it was true, couldn't explain the continued unemployment of the majority of job seekers who graduated years ago and had jobs before the recession. The more likely answer comes from the ways in which employer practices have made hiring more difficult.

The Great Recession caused a relentless squeeze on operating costs, and most of that squeeze was associated with labor. Cappelli says employers are spending far less to recruit and hire a candidate than before the recession, which may make it harder to find the right person. Line managers with profit-and-loss responsibility also have a big financial incentive to avoid adding new employees and the associated costs, so the pressure to hire often comes from overworked employees who demand more help when business and the workload picks up. Yet, even when managers give permission to hire, they may drag their feet about actually bringing someone on. Companies may take months to make hiring decisions, putting the candidates through round-after-round of interviews with long pauses in between, as the employer picks through the many worthy candidates, or is trying to find someone who will accept the position at a significantly reduced salary than the job is worth.

Cost-cutting eliminated Human Resource personnel in many companies. They were the people pushing back on hiring managers, asking "do you really need someone with a graduate degree to do this job?" or telling them, "you aren't going to find someone with 10 years of experience at that salary." Cappelli also cites the experience of outside recruiters who report that they often have to bring in many candidates who turn down a client company's job offers before the client is persuaded to raise its pay levels. Lastly, company cost-cutting also took out training and development capabilities, so hiring managers often have no choice but to wait for candidates who already have all the skills needed to do the job.

So where does this leave employers — and the unemployed? New Haven is well-served to resist the pressure to simply place more people in jobs because the reality is that the types of jobs too many job-seeking New Haveners can attain are low quality, low wage jobs that lead to frequent periods of un- and under employment, and do not lead to financial stability. The demographics of the community confirm this trend of underemployment as we can see that median income levels are almost half that of the state. It should also be noted that while the maximum benefit a participant can achieve comes from reaching proficiency at the post-secondary level, even those persons who improve their literacy and numeracy skills but do not reach post-secondary levels stand to benefit. Improving their basic reading, writing and math skills to the 10-12 grade levels, perhaps gaining a WorkKeys Career Readiness Certificate, and completing

a quality job readiness training will make them more employable and put better-paying jobs within their reach. For all participants, more education will lead to more choice of employment options.

The recommendations in this report account for several key New Haven realities:

- A fundamental premise is that no single entity has the capacity to address the scope of neighborhood joblessness. Building an organization large enough to handle a large-scale, multi-year project is impractical and undesirable, therefore, rethinking how workforce services can be re-packaged and delivered to low-skilled populations is a prerequisite for success. New Haven Works is the likely candidate to assume the role described in this report. There is already over $32 million in employment-related services in New Haven; the challenge is to use that funding in ways that are effective and have the most impact.
- If we are to move the needle on poverty in New Haven, the quality of our nonprofits and their impact on the people coming through their doors must improve. This is not intended to be, or should be viewed as a condemnation of our nonprofit providers. It is simply a recognition that our providers need a substantial amount of capacity building to improve their program models with evidence-based practices, use data to drive performance, and create real pathways to financial self-sufficiency for their participants. There is no entity – or funder – currently playing this capacity-building role, yet it is sorely needed to improve the programs so many jobseekers depend on.
- Workforce providers know that basic skills levels are a significant barrier, but continue to be challenged in implementing training strategies that make a difference for large numbers of people – especially when there is so little effective collaboration among them. There is a strong need to align and focus the work of the various providers in ways that enables them to operate at scale as a group (serve many more people successfully) and meets the needs of many more New Haven jobseekers such as youth, low-skilled adults, women, and the formerly incarcerated.

The hypothesis underlying the two main recommendations is that improving education levels, when bundled with additional employment-related supports, will create a more competitive job-seeker who can pursue career opportunities such as enrolling at the community college, entry-level jobs in Connecticut's in demand sectors, or occupational skill training. Working with New Haven Works to help them assume the role and responsibilities of workforce intermediary will create a coordinating entity that works with both employers, jobseekers, and service providers, and can anchor a community–wide campaign to increase basic skills among jobseekers. If done well, New Haven Works will be able to broker technical assistance, resources, and create new avenues of communication to facilitate data sharing, collaboration, and shared systems of accountability.

The workforce strategy of building basic educational skills accommodates a broad range of people with a range of educational and employment experience and needs. Some individuals will need intensive support over time, others may need a much lighter touch with short-term coaching. Therefore, rather than a focus on getting more people into more low-wage work, this plan opts to creates an alternative strategy to develop a better educated workforce by offering educational pathways that can lead to increased job opportunities and addresses the needs of New Haven residents. For those with an urgent need for a job and an income, a "Skill UP" campaign can accommodate the individual's need and support them with academic instruction while they work.

Our community and political view of workforce development should come from an understanding of the job-seeker's context within a family, and that family's ability to become financially stable. When providers

have a realistic understanding of what it takes for a family to become financially stable, they are better positioned to knit together the resources needed by the family as its members move along a path of parent or caregiver, to full-time worker in pursuit of career advancement.[34] The recommendations intentionally focus on building the basic educational skills of job seekers because that is what is required. There is ample research and evidence that confirms placing people in jobs when they have very low educational skills does not lead to labor force attachment, income growth, better employment, or financial stability. It only perpetuates their cycle of poverty as they experience frequent periods of un- and under-employment. Those who are unwilling to "skill up" are condemning themselves to a life of poverty where they face increased competition for low-wage, low-quality work.

[34] Giloth, Workforce Intermediaries for the 21st Century, Temple University Press, 2004.

Appendix 1: Organizational Profiles

- Career Resources Inc.-STRIVE
- Columbus House
- Community Action Agency of New Haven
- Connecticut Center for Arts and Technology
- Construction Workforce Initiative 2
- Easter Seals Goodwill Industries
- EMERGE Connecticut Inc.
- Junta Inc.
- Marrakech Inc.
- New Haven Family Alliance
- New Haven Works
- Project MORE, Inc.
- Workforce Alliance

Career Resources Inc.-STRIVE
746 Chapel Street, Suite 200
New Haven CT, 06510

Executive Director: Scott Wilderman

Contact Person: Kendrick Baker
203-777-1720
www.careerresources.org

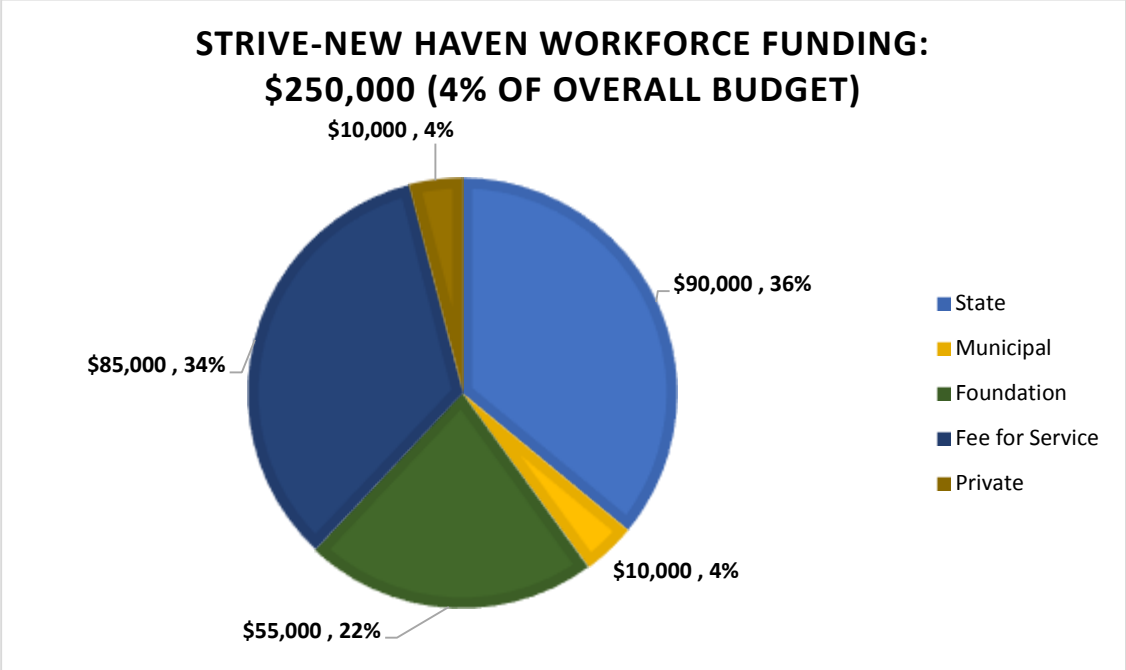
INCOMPLETE. THE ORGANIZATION WAS UNABLE OR UNWILLING TO PROVIDE THE DATA REQUESTED FOR THIS REPORT

Scope of Workforce Services:

STRIVE is a three-week attitudinal job readiness course in a simulated work environment, emphasizing personal accountability; and behavior change. It includes case management, job leads and two years of follow-up support.

Funding:

- *Annual Operating Budget:* $6,198,852



New Haven STRIVE is a program of Career Resources Inc. (CRI) from Bridgeport which also has STRIVE in Bridgeport and Hartford. CRI funds STRIVE with a mix of state, foundation, private and city funding. STRIVE gets most of its funding from the Connecticut Department of Labor ($90,000), and a subcontract with the New Haven Family Alliance for $50,000. These two grants account for 56% of the total budget.

Source of Funding	Amount	Percentage
Municipal	$10,000	4%
State	$90,000	36%
Foundations	$55,000	22%
Fee for Service	$85,000	34%
Private	$10,000	4%
Total	**$250,000**	**100%**

Services:

STRIVE-New Haven	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
• **Workforce Services**				
• Can assess/test for basic skill competencies	X			
• ESOL			X	
• Conducts client assessment and creates personalized development plan	X			
• Career Coaching	X			
• Career Planning	X			
• Job Development				X
• Job Readiness				X
• Occupational Skill Training	X			
• Job Placement				X
• Intensive, employment-focused case management				X
• Retention Support				X
• Other Support Services				X
• Key referral relationships are in place				X

New Haven STRIVE is an affiliate of a national organization of the same name, whose employment model is a three week job readiness workshop focused on behavioral change. STRIVE also offers job placement services for its clients.

STRIVE uses ACT's Key Train system as its primary strategy to help clients improve their basic literacy and numeracy skills. STRIVE prepares program participants for the successful completion of a National Work Readiness Credential (NCRC). and a Customer Service credential through the National Retail Federation.

Like the national model, New Haven STRIVE provides case management and up to two years of retention support to its participants, which is realistic to the needs of the population. STRIVE has also developed

strategic relationships with other community based organizations in order to refer clients to services it does not provide. STRIVE cultivates employer relationships including Target Stores, Yale University, Ikea, Stop & Shop, and others.

STRIVE uses the Efforts to Outcomes (ETO) database to track their clients.

Results for the most recent program year:

Fiscal Year 2013-2014	
# Clients Seeking Services	500 (est.)
Attended orientation	300 (est.)
Enrolled in Services/Program	300
Graduated/Completed Program	110
Placed	69
Part-time/ Temporary Job	
Full time job	
Average Wage	$11.17
Job Placements with benefits	
Retention at 90 days	
Retention at 180 days	

Comments:

STRIVE's data shows a significant attrition rate from the point of inquiry to enrollment. This drop-off can be attributed to factors including inappropriate referrals, clients with inaccurate ideas of what STRIVE can offer them, program intensity, and that some potential clients are in such desperate need for a job that they cannot go through the three week program. Another cause of the high attrition can be attributed to individuals self-selecting out or being dismissed for rule violations before they complete.

- STRIVE's intensive approach (120 hours over three weeks) works well for some though it is not appropriate for every jobseeker. In fact last program year about 1 in 3 or 33% of individuals that attended the initial orientation on the first day actually completed the program.
- STRIVE's use of the Key Train may put low academic achievers at a disadvantage because they are not properly assessed as low skill. Given the low level of academic achievement among the pool of potential participants STRIVE may be missing an important opportunity to help their clients take the first steps toward long term skills gain. However, STRIVE staff says this has not been a problem they have seen among program participants.
- STRIVE has a data system but struggles to readily produce data on its programs.
- STRIVE's use of KeyTrain merits closer examination as it reports an unusually high number of NCRC recipients, and it is not clear what happens to these graduates once they acquire the credential.

Columbus House Inc.
586 Ella T Grasso Boulevard
New Haven, CT 06519

Executive Director: Alison Cunningham

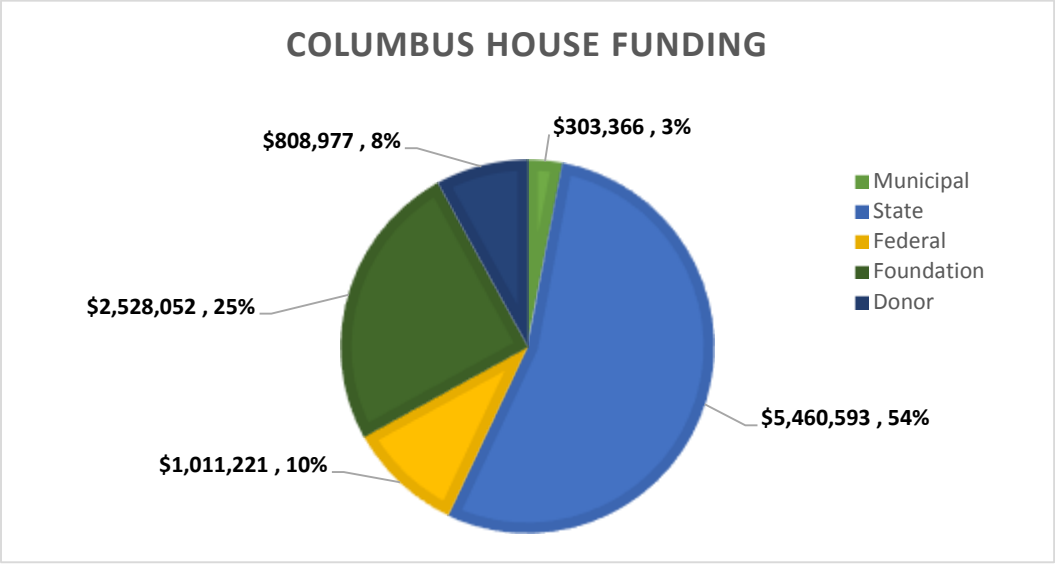
Contact Person:
Letticia Brown-Gambino, Director of Programs and Services
203-401-4400
www.columbushouse.org

Scope of Workforce Programs:
Employment services at Columbus House (CHI) support the overall goal of assisting homeless adults achieve a higher level of independence. Services include case management, job readiness, placement assistance, and retention services. Because of the nature of its target population, CHI's services are intensive and staff generally works with a customer client over a longer period of time.

Specific Programs:
There are three programs that deliver employment services to CHI clients.

- Employment and Enrichment Center (EEC): The EEC is a voluntary employment resource center at CHI. Case managers and Job developers work with clients on all aspects of obtaining employment. The EEC offers job readiness workshops, Key Train classes, resume writing, job search and placement services, and retention services.
- Supportive Services for Veteran Families (SSVF): Income and Employment Specialist work veterans in securing job training skills, vocational rehabilitation services, job search skills and job placement.
- Pathways to Independence (PTI): PTI uses a coordinated and multidisciplinary team to increase income and economic mobility for adults with disabilities experiencing homelessness.

Funding:
- *Annual Operating Budget:* $10,112,209 million



Source of Funding	Amount	Percentage of Total Budget
Municipal	$303,366	3%
State	$5,460,593	54%
Federal	$1,011,221	10%
Foundation	$2,528,052	25%
Donor	$808,977	8%
Total	$10,112,209	100%

- *Annual Workforce Budget:* 1.7% of annual budget ($170,000).
- *Funding Restrictions:* All funding serves homeless adults.
- *Workforce Services Staff:* Two staff dedicated to workforce development.

Columbus House Inc.	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
• Can assess/test for basic skill competencies	X	X		
• ESOL	X	X		
• Conducts client assessment and creates personalized development plan				X
• Career Coaching				x
• Career Planning				X
• Job Development				X
• Job Readiness				X
• Occupational Skill Training	X	X		
• Job Placement				X
• Intensive, employment-focused case management				X
• Retention Support				X
• Other Support Services				X
• Employer relationships in place				X
• Key referral relationships are in place				X

Comments:

Established in 1982, Columbus House provides services to homeless men and women. Services are intended to address underlying root problems leading to homelessness. CHI's employment services are an acknowledgement by the organization that all clients need some amount of consistent income. The primary vehicle for employment services at CHI is the Employment and Enrichment Center (EEC). Individuals are referred by a CHI case manager and while they are not required to attend the center, placement services are contingent on successful completion of the EEC curriculum. The six week EEC curriculum covers topics ranging from an introduction to computers to cover letter and resume writing, and other topics like wellness and emotional intelligence. The EEC also provides an opportunity to work with a job developer

and an employment services specialist to find a job. Staff assesses attendance, behavior, aptitude and attitude to help make a determination about which type of work an individual may find success with.

At this time CHI does not use a formal basic skills assessment. CHI staff do not feel this has been a problem for them, but we note that using a participant's self-reported proficiency levels may not be an accurate indicator of academic achievement.

CHI should collect baseline literacy data – especially because its use of the KeyTrain system to improve basic skills requires the program user have a minimum 6th grade literacy level. Using KeyTrain with someone with less than 6th grade literacy may work to the detriment of individuals. Without accurately assessing individuals CHI may not know for which individuals KeyTrain is an appropriate solution.

Results:

Program Year 2013-2014	
• # of clients seeking services	199
• Attended initial orientation	89
• Became enrolled members of CHI	n/a
• Completed program (Considered pre-screened and ready to hire)	63
• Placed	31
• Part-time/ Temporary Job	13
• Full time Jobs	18
• Employed after 90 days	n/a*
• Employed after 180 days	n/a*
• Average Wage	$10.25

**Note: Not all information was available at completion of this report.*

- Most of the population served by CHI present with unique and challenging barriers to employment including high instances of substance abuse; mental illness; criminal history; low academic skills, as well as homelessness. Given these barriers, the work required to get individuals ready for work is intensive. The small nature of the program allows individuals to get personal attention over a longer time period. It also means that the number of placements – 92 placements over 3 years or 31 per year – seems small when compared to a larger program. We note CHI only has two (2) staff devoted to employment services and these individuals "do it all" in terms of the services they already provide..

- The Employment Enrichment Center (EEC) is Columbus House's primary vehicle to move individuals to employment. The EEC is not supported by grant funding. Columbus House supports the EEC through its own fundraising. This reflects the organization's commitment to providing employment services to its clients. The unrestricted funds that come from CHI's fundraising also provide the flexibility needed to serve clients as holistically as possible. Flexible funding enables CHI to serve clients for longer, and change services as it sees emerging needs.

- The work readiness curriculum is a patchwork of resources gathered internally by CHI staff. While pulled from reputable sources (ACT, Microsoft Office Training Curriculum, and U.S. DOL ETA), the content is too informational and not enough of a structured training course. There are different approaches to work readiness strategies, but in general a work readiness training should strike a balance between building success getting the job, then success on the job. CHI may consider any number of "off the shelf products that are targeted to the most difficult to serve populations.

- High quality job development is difficult and rare. Carl Reynolds performs several program functions, one of which is Job Development. Mr. Reynolds' philosophy that job development is not an event, but a practice, serves him well in this role. As he explains it, he is able to develop employer relationships with the decision makers of an organization because he makes a good match between his client's strengths and challenges, and the job. Carl believes better connecting clients with suitable employment is important to helping them stay employed. He is persistent and consistent, and this reflects in his placement numbers. While those numbers may seem small, the size of CHI staff (2), and understanding the complex nature of moving an individual from homelessness to employment, provides the context with which to view this outcome.

- Not all EEC clients end up with a job. In 2014, approximately 33% or 67 people that were referred to the EEC were subsequently referred to other development resources like GED preparation, occupational skills training, Gateway Community College, and others, to receive services not offered at CHI. Of the individuals that completed (63) nearly half (31) were employed. This results in a placement rate of 49%, which is good considering the high barriers to employment many at CHI face.

Community Action Agency of New Haven

Executive Director: Amos Smith

419 Whalley Avenue
New Haven, CT 06511

Contact Person: Amos Smith
203-387-7700
www.caanh.net

Scope of Workforce Programs:

The Community Action Agency of New Haven (CAANH) is a regional provider of a range of services aimed at assisting low income individuals. The services offered include healthcare enrollment, energy assistance, and youth workforce development as well as others outlined below. The region serviced by CAANH includes the towns of New Haven, West Haven, East Haven, North Haven, and Hamden. CAANH has very limited workforce programing; rather, workforce development is a component of several of their programs for women and youth.

Specific Programs:

- Manage Your Future: CAANH provides youth aged 14-18 from low income households with job readiness workshops as well as a part-time job and other services.
- Multi-Family Group Program: This program is built on the evidenced-based multiple family group therapy model. It is meant to assist individuals with multiple barriers to employment including mental illness, long term unemployment, housing instability and others.
- S.M.A.R.T. Women: This initiative helps single mothers increase their self-sufficiency through educational workshops, and intensive case management.

Funding:

- *Annual Operating Budget:* $8.5 Million

Source of Funding	Amount	Percentage
Federal	$8,075,000	95%
Private	$255,000	3%
Other	$170,000	2%
Total	**$8,500,000**	**100%**

- *Workforce funding:* is .5% of the Annual Operating Budget ($42,500).

CAANH has an $8.5 million dollar annual operating budget. The overwhelming majority of funding comes from the federal government. One half of one percent of this budget goes to support workforce development activities at CAANH. Workforce development activities are folded into other services as a component of a broader personal development strategy. This approach works well for low income individuals who are more likely to have multiple barriers to employment and thus require a more comprehensive and robust mix of services. The multi-family group and SMART Women initiative are examples of how CAANH embeds workforce development into its programs.

Services:

Community Action Agency of New Haven	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
Can assess/test for basic skill competencies				
ESOL				
Conducts client assessment and creates personalized development plan				
Career Coaching				
Career Planning				
Job Development				
Job Readiness				
Occupational Skill Training				
Job Placement				
Intensive, employment-focused case management				
Retention Support				
Other Support Services				
Key referral relationships are in place				

CAANH has limited employment and training programs in their mix of services, so it chose to not complete the service grid.

Connecticut Center for Arts and Technology
4 Science Park
New Haven, CT 06511

Executive Director: Erik Clemons

Contact Person:
203-823-9823
info@conncat.org

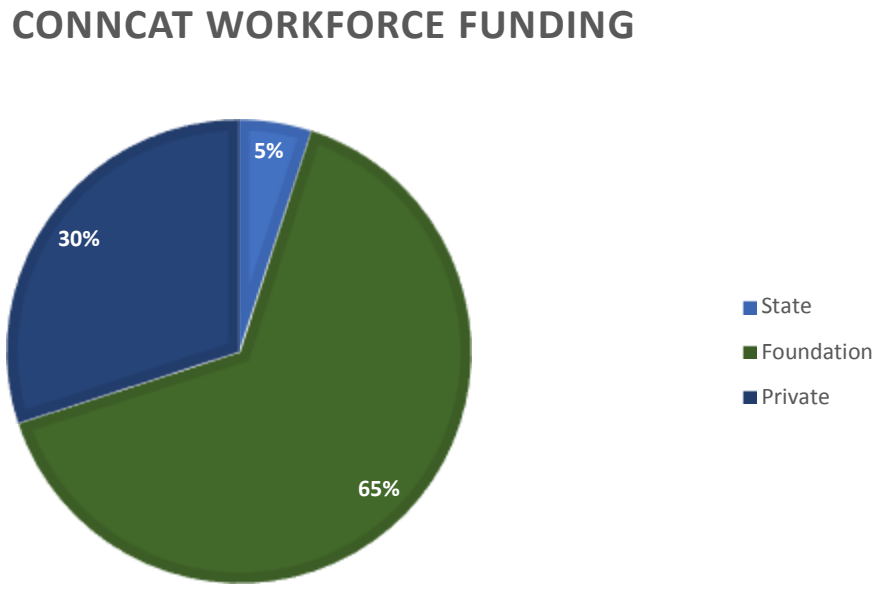
INCOMPLETE. THE ORGANIZATION WAS UNABLE OR UNWILLING TO PROVIDE THE DATA REQUESTED FOR THIS REPORT

Scope of Workforce Programs:
ConnCAT has four primary programs with three of these programs offering varying levels of workforce development services ranging from occupational skills training to resume and interview workshops.

Specific Programs:

- Occupational Skills Training: ConnCAT currently offers training courses in Phlebotomy and Medical Coding. Both result in an industry recognized credential upon passing the state license exam.
- ConnCAT Center at Lincoln-Bassett: The center offers various workshops including resume writing, interviewing, and financial literacy for parents of Lincoln-Bassett students.

Annual Operating Budget:



Source of Funding	Amount	Percentage
State		5%
Foundation		65%
Private		30%
Total		100%

Workforce Funding:

Workforce Services Staff:

Target Population: ConnCAT serves low-income youth and adults

ConnCAT	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
• Can assess/test for basic skill competencies				x
• ESOL	x	x		
• Conducts client assessment and creates personalized development plan				x
• Career Coaching				x
• Career Planning				x
• Job Development	x			
• Job Readiness				x
• Occupational Skill Training				x
• Job Placement				x
• Intensive, employment-focused case management	x			
• Retention Support				x
• Other Support Services				x
• Employer relationships in place				x
• Key referral relationships are in place				x

Results for most recent program year:

Fiscal Year 2013-2014	
# Clients Seeking Services	
Attended Orientation	
Enrolled in Services/Program	
Completed Program	
Placed in a Job	
Part-time/Temporary Job	

Full time job (+32 hours)	
Average Wage at Placement	
Job Placements with benefits	
Retention at 90 days	
Retention at 180 days	

Comments

- ConnCAT recently had a grant from the state Department of Social Services cut by 75% (-$120,000) due to lack of performance.

Construction Workforce Initiative 2

316 Dixwell Avenue
New Haven, CT 06511

Contact Person:

Scope of Workforce Programs:

THIS ORGANIZATION REFUSED TO COOPERATE WITH NEW PARADIGMS AND DID NOT PROVIDE ANY INFORMATION FOR THIS REPORT.

Construction Workforce Initiative 2	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
• Can assess/test for basic skill competencies				
• ESOL				
• Conducts client assessment and creates personalized development plan				
• Career Coaching				
• Career Planning				
• Job Development				
• Job Readiness				
• Occupational Skill Training				
• Job Placement				
• Intensive, employment-focused case management				
• Retention Support				
• Other Support Services				
• Key referral relationships are in place				

Easter Seals Goodwill Industries
432 Washington Avenue
North Haven CT, 06473

President: H. Richard Borer Jr.

Contact Person: Joseph Parente, Vice President, Programs
203-777-2000
www.eastersealsgoodwill.org

Scope of Workforce Programs:
The workforce programs at Easter Seals Goodwill Industries (ESGI) are designed to serve a broad range of individuals. These include individuals with developmental/intellectual disabilities, physical limitations, and auditory or visual impairments, to those with substance abuse and individuals coming out of incarceration. Workforce services include case management, job development, on-the-job vocational coaching, transitional employment, placement and retention services.

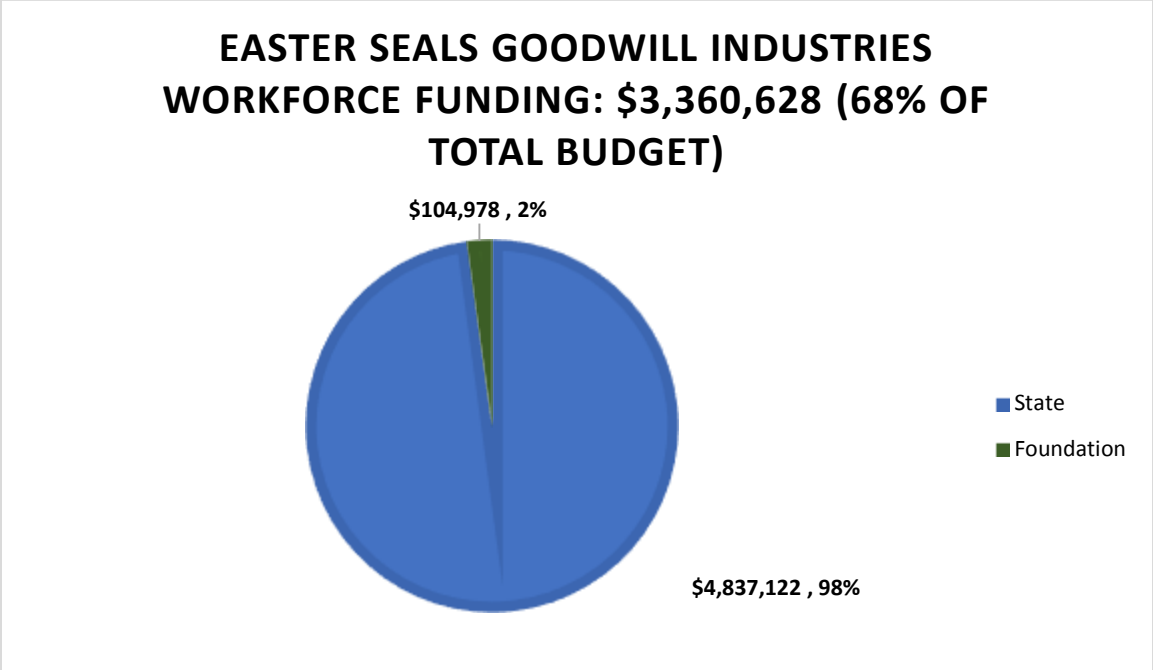
Specific Programs:
ESGI offers a group of programs that are tailored to meet the needs of distinct populations. ESGI uses different workforce program models for its services; these include the use of supported work, transitional employment, and bridge learning. These approaches work well for people with physical and/or mental disabilities, as well as less-prepared adults with low basic skills (literacy and numeracy).

- Community Employment Services (CES): provides supported work opportunities for adults with development disabilities. Individuals work in a variety of business settings and work with a Job Coach who provides support and training.
- Family First Initiative (FFI): is a family economic success program model meant to assist low-income families with a range of financial, social, and workforce development services. Services are flexible, strength-based and family-focused.
- Individual Employment Services: assists people in identifying vocational skills and interests, and matching those with training and employment opportunities within the community.
- Supported Housing Program: provides workforce development services to individuals with a history of homelessness and or co-occurring disorders. A full range of vocational assessment, training, and supports are available including job search skills, job development, placement and job coaching.
- Individually Developed Employment Assistance (IDEA): is a vocational program which assists mental health consumers in entering or re-entering the work place.
- Community Re-Entry Services (CRS): offers services designed to provide support and skill development leading to employment for those with a criminal history.
    - *Transitional Employment Program:* This is a training/employment program designed for participant to gain retail work experience, develop team building skills, customer relation skills and financial management.

- New Haven Re-Entry Service Center: a non-residential program providing workforce development services as well as other supports to men and women returning to New Haven after incarceration.

Funding:
Annual Operating Budget: $4,942,100

Annual Workforce Budget: *$3,360,628* (68%)



Source of funding	Amount	Percentage
State	$4,837,122	98%
Foundation	$104,978	2%
Total	**$4,942,100**	**100%**

- ***Workforce Services Staff:*** There are 12 employment specialist staff spread among the various programs.

- *Target Population:*
  There are various demographics that ESGI services based on the requirements of the funding source. In general, ESGI serves low-skilled individuals, individuals with disabilities, and individuals coming out of incarceration.

Services:

Easter Seals Goodwill Industries	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
Can assess/test for basic skill competencies	X		X	
ESOL	X	X		
Conducts client assessment and creates personalized development plan				X
Career Coaching				X
Career Planning				X
Job Development				X
Job Readiness				X
Occupational Skill Training	X	X		
Job Placement				X
Intensive, employment-focused case management				X
Retention Support				X
Other Support Services				X
Employer relationships in place				X
Key referral relationships are in place				X

Comments:

Employment is an important part of what ESGI does. Workforce development services are incorporated into most of the programs offered, and ESGI works closely with the state, community based organizations and the business community to provide a comprehensive approach for its consumers. ESGI has developed formal MOU-defined relationships with employers – particularly those employers that work with individuals who require a job coach. Well over 4200 hours of job development activities were logged last year resulting 425 businesses being developed as new or potential employers.

ESGI incorporates best practices with its programs, and uses a variety of workforce training models that are appropriate to the needs of the program participant. ESGI uses supported work, transitional employment, bridge programs and traditional job readiness and placement models. Informal relationships with other service providers as well as community based organizations ensure that their consumers have access to the resources that they will need to find and maintain a job and more broadly stabilize their lives.

ESGI is the lead agency in the Second Chance Demonstration with the State Department of Correction. The Demonstration is a four year project in New Haven that is testing new approaches to serving the formerly incarcerated when they are released to the community.

ESGI is also able to offer a transitional employment program (TEP) as part of its program mix. Through its TEP program, individuals gain valuable work experience while learning new skills in a workplace

environment. The TEP model also provides individuals with real-time on-the-job feedback about their performance, which is typically effective at helping people with behavior modification.

Results for Most Recent Program Year:

Fiscal Year 2013-2014	
# of clients seeking or referred for services	1536
Attended initial orientation	N/A
Became enrolled members	1536
Completed program	N/A
Placed	217
Part-time/ Temporary Job*	51%
Full time Jobs*	47%
Percent still employed after 180	76%
Employed after 180 days	164
Average Wage	$11.34

**Totals may not equal 100% as these number may reflect re-placements or individuals with more than one job.*

Comments:

- The populations served by ESGI's workforce programs often require intensive services in order to reach their employment goal. So in terms of results, we will see programs with low placement rates, higher per-person costs to serve, and many being actively served in ESGI programs. This is misleading because it is a function of the high-need population being served – especially individuals with handicaps or brain trauma. The higher cost of the intensive services, and the supported work model, drives up the total program costs, leading to per person calculations that are higher than one might find in other workforce organizations. Also, wage costs, and costs for an on-site Job Coach, are often part of ESGI's per person cost, which would not be the case for most workforce organizations.
- ESGI has a strong six month retention rate of 76%, but this also includes part-time workers. Again, holding part-time work is an employment goal for some ESGI participants, so from that perspective, it is a good outcome (whereas it might not be the case in a more traditional program).
- ESGI maintains a 52% average placement rate among the reentry programs that they offer. The 52% is about 10 percentage points lower than many re-entry programs that achieve a 60%-65% placement rates.
- The average wage at placement of $11.34 is good, but barely enough to sustain an individual working a full 40 hour week.

EMERGE Connecticut Inc.
830 Grand Avenue
New Haven CT, 06511

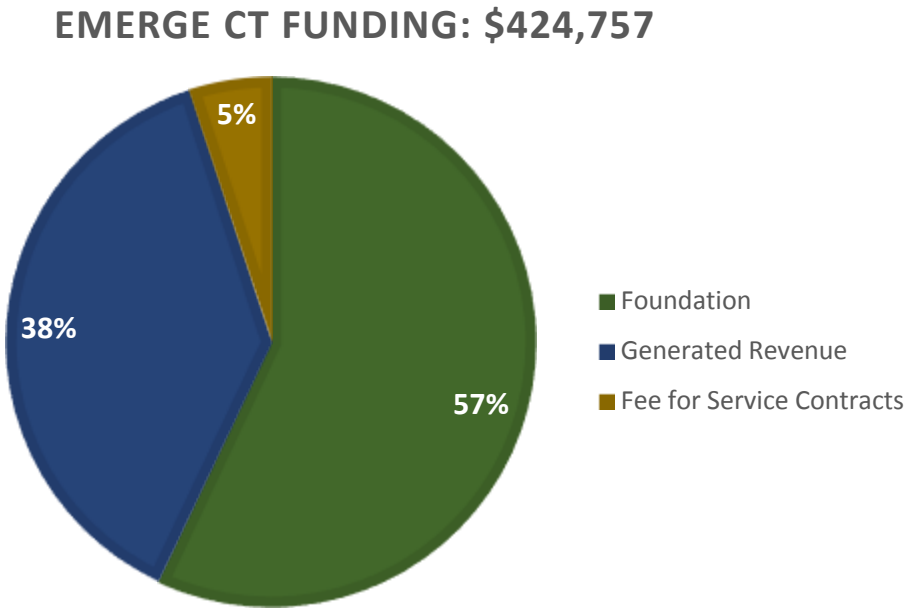
Executive Director: Dan Jusino

Contact Person: Dan Jusino
(203) 562-0171
www.emergect.net

Scope of Workforce Programs:
EMERGE uses an "earn and learn" transitional employment model as its core strategy and provides each participant the experience of learning marketable work skills, appropriate employment behaviors, and improving their basic educational skills within a workplace environment.

Funding:

Annual Operating Budget: Same as workforce budget shown below.



Workforce Funding:
One hundred percent (100%) of the organization's budget pays for workforce services. EMERGE's funding profile is diverse: it includes foundations, United Way, individual donors, sub-contracts, and self-generated revenue. Almost 40% of EMERGE's revenue is generated through the light construction, property management, deconstruction, and the other construction related business that it does in the community.

EMERGE is a 501 (c)(3) nonprofit corporation *that operates as a social enterprise*. As a social enterprise EMERGE has three characteristics that distinguish it from other types of businesses, nonprofits or government agencies:

- EMERGE directly addresses an intractable social need and serves the common good with a "double bottom line" that places equal emphasis on services and revenue generation as the way to sustain and expand the volume and quality of services to its clients.
- EMERGE employs program participants through direct employment of program participants on work crews where they earn an income while learning marketable skills.
- EMERGE's commercial activity is both a distinctive feature and strong revenue driver, and leads to a high level of earned income within our operating budget (38%). The dependence on earned revenue also signals EMERGE's dual customer focus as it depends on a base of steady, repeat customers that it must continually satisfy, while providing support services that meet the needs of its participants.

Workforce Services Staff: There are seven (7) staff members at EMERGE that include three (3) Managers, and four (4) Crew Supervisors.

Target Population: EMERGE CT targets individuals released from incarceration within the last six months, who are New Haven residents, or returning to a New Haven address. Many of these individuals have little to no work experience, low academic skill levels, and a history of substance abuse.

Services:

EMERGE CT Inc.	Does not to Provide	Refers Participant to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
Can assess/test for basic skill competencies				X
ESOL	X			
Conducts client assessment and creates personalized development plan				X
Career Coaching				X
Career Planning				X
Job Development	X	X		
Job Readiness				X
Occupational Skill Training	X	X		
Job Placement	X			
Intensive, employment-focused case management				X
Retention Support	X			
Other Support Services				X
Employer Relationships in place	X			
Key referral relationships are in place				X

EMERGE CT is an enhanced transitional work program that offers an "Earn and Learn" model leading to rapid attachment to work and an income. Transitional employment models are effective for teaching and

modeling proper workplace behaviors, and they create an environment where accountability becomes a core value for participants. EMERGE is the employer of record for up to six months.

EMERGE uses a job readiness curriculum[35] that is a behavioral intervention focused on behavior change and personal accountability. EMERGE is the only provider identified that uses CBT for job readiness.

Applied skill training in areas such as painting, weatherization, sheetrock installation, light construction and deconstruction provide crew members with industry standard skill sets at the same time they are re-building their employment history, and demonstrating their employability.

EMERGE is one of the few organizations that use an evidence-based tool to test for basic skill competencies. EMERGE has a mandatory literacy component intended to improve the basic reading, writing and math skills of program participants. If a participant does not fully participate in literacy classes and demonstrate progress, they are unable to work (and earn a paycheck) until they are back in good standing. EMERGE uses volunteers from the United Presbyterian Church to tutor participants. Over 62% of participants in the literacy component reached the target 245 literacy score on CASAS, which greatly improves their employability.[36]

EMERGE also uses a peer-lead support group referred to as "Real Talk" that helps to address personal and professional challenges that individuals are facing. Real Talk also helps build an atmosphere of support that many program participants have not often experienced.

EMERGE uses a Results-based Accountability (RBA) framework for its performance management. Program data is used to answer three overarching questions: (1) How much did we do?, (2) How well did we do it?; and (3) Who is better off as a result of our services?

Results for Most Recent Program Year:

Calendar Year 2014	
# Clients Seeking Services	N/A
Attended Orientation	159
Enrolled in Services/Program	38
Completed Program	37
Placed in a Job	20*
Part-time/Temporary Job	9
Full time job (+32 hours)	11
Average Wage at Placement	$10.85
Job Placements with benefits	50%
Retention at 90 days	N/A
Retention at 180 days	75%

[35] Cognitive Behavioral Therapy (CBT) job readiness is focused on skill building to help participants with skills like prioritization, planning, organization, starting and completing tasks on schedule, etc.

[36] CASAS is the Comprehensive Adult Student Assessment System widely used in Connecticut. A 245 score equates to an 11th-12th grade reading level.

- *EMERGE had 24 positive exits last year including training, education, and employment outcomes. 20 of those positive exits were for employment.
- EMERGE does not employ a Job Developer whose specific responsibility is to help participants find a job when they are ready to move on from EMERGE. Mr. Jusino attempted a partnership with STRIVE to share a Job Developer who would work with program participants from both organizations, but that was not successful. EMERGE staff struggles to develop employer relationships because it is stretched thin, but they continue to assist participants with their job search.
- EMERGE's placement rate of 65% is above average for employment programs working with former offenders. The U.S. Department of Labor's Employment and Training Administration expects their grantees to achieve at least a 60% placement rate.
- The data shows a sharp drop off in clients from the orientation to enrollment. This is due to an intensive screening process that begins at orientation. The EMERGE model is not for everyone, and staff is very clear about that at the orientation. The screening process involves an academic and behavioral assessment, interview with staff and participants, and a demonstrated willingness to change behavior. New enrollees complete a week-long employability workshop and a 16 hour community service component prior to being placed on a work crew. This helps determine if EMERGE is the right fit for the individual.
- The 97% completion rate suggests that EMERGE has done a good job at identifying individuals that are a good fit and the program is effective at moving people through the process.
- The $10.85 average wage at placement is consistent with other providers, but is barely enough for an adult working full-time (40 hours) to sustain themselves.
- It's significant that 50% of EMERGE's placements are for jobs with employer-provided benefits. This is very good, especially considering that former offenders are being hired.
- EMERGE staff is at capacity. According to Dan Jusino, EMERGE Executive Director, they do not have additional capacity to serve the men who come into the office every day. EMERGE currently serves about 60-70 persons per year; it would need to add 3-4 additional staff in order to be able to double the number of participants served.

Junta Inc.
169 Grand Avenue
New Haven, CT 06513

Executive Director: Sandra Trevino

Contact Information:
(203) 787-0191
www.juntainc.org

Description:

Junta serves low-income clients in the greater New Haven area with services ranging from reduced cost furniture, benefits screening, to information dissemination and referral. Junta does not have a formal employment program. As clients present a need for employment they are assisted on a one-on-one basis with resume and interview assistance and occasional job leads.

NPC has not included Junta in this scan.

Marrakech Inc.
526 Whalley Avenue
New Haven CT, 06511

Executive Director: Heather LaTorra

Contact Person: various
203-389-2970
www.marrakechinc.org

Scope of Workforce Programs:
Marrakech provides services to adults and youth (18-25) with developmental and acquired disabilities, mental illness and/or substance abuse. Workforce development is a part of a larger strategy to help their participants achieve a higher level of self-sufficiency.

Specific Programs:

- *Supported Employment Services:* These services are utilized when an individual has paid employment, but due to their disabilities, will need ongoing, intensive support to perform in a work setting. This also includes activities needed to sustain paid work by individuals receiving waiver services, including supervision and training. Supported employment is conducted in a variety of settings, including integrated work sites where there are persons without disabilities.
- ***Pre-Vocational Services***: These services provide assistance in acquiring skills to facilitate employment in the future. This may include but is not limited to compensatory memory strategies, stamina building, keyboard and computer skills, career exploration, volunteerism, interviewing skills, and any other area that increases workforce competitiveness and productivity.
- ***Job Coaching Services*** - When an individual is placed in a job, on the job supports are provided to assist the individual in becoming competent at his or her job, learning new skills and negotiating the work place.
- *Academy for Human Service Training*: The Academy for Human Service Training (AHST) prepares individuals for entry-level careers in the Human Service or Customer Service fields through a combination of classroom and hands-on training. The program provides occupational skills training, assistance with basic education needs, case management, job placement and retention activities
- *Work to Learn*: This program provides educational, vocational, employment, financial literacy, life skills, personal and community connections, and other support services to youth, ages fourteen to twenty-three years old, who are currently in or transitioning from foster care services.
- *The Village Café*: The Village Café is a fully functioning café and catering business, which also serves as a food service training program for consumers of Marrakech. The Food Service Training program is a transitional program that teaches basic food service skills to individuals with a stated desire to work in the food service industry.

Funding:

- *Annual Operating Budget:* $32,997,112

- *Workforce Funding:* $2,360,828 (7% of Annual Budget)

All of the funding for the workforce development programs comes from the state through Department of Mental Health and Addiction Services, Department of Labor, Department of Developmental Services, and the Bureau of Rehabilitation Services.

Source of Funding	Amount	Percentage
State	$32,077,687	97%
Foundation	$69,655	>1%
Fundraising (Individual Donations)	$197,297	>1%
Other	$652,473	2%
Total	$32,997,112	100%

- *Funding Restrictions:*
  Marrakech's funding is categorical in terms of the individuals they serve. Though the services are available to individuals statewide, the services are delivered primarily in New Haven.
- Workforce services staff:
  15 staff members support the various programs at Marrakech. Many of them are clinicians.
- *Target Population:*
  Marrakech serves individuals with disabling conditions including those with developmental delays, acquired brain injury, mental health issues and other co-occurring disorders. The majority of the workforce funding goes to support youth

Services:

Marrakech Inc.	Does not to Provide	Refers Participant to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
Can assess/test for basic skill competencies	X	X		
ESOL	X	X		
Conducts client assessment and creates personalized development plan				X
Career Coaching				X
Career Planning				X
Job Development				X
Job Readiness				X
Occupational Skill Training				X
Job Placement				X
Intensive, employment-focused case management				X
Retention Support				X
Other Support Services				X
Key referral relationships are in place				X

The services offered at Marrakech reflect group and individualized supported employment, vocational rehabilitation, and "work to learn" programs that help people get and maintain employment. The various programs each have their own suite of services based on the specific challenges of the individuals and the desired outcomes. This chart reflects an aggregate of all the services offered across programs. Not all of these services are offered in each program. The Marrakech staff is experienced and professional, many are clinicians and receive training from the organization in job coaching. Specific programs come with specific training opportunities for example the staff that work under the DHMAS funding receive training in a host employment related areas. The organization fosters relationships with many community based organizations for the purposes of ensuring their participants have the best opportunity for a positive outcome and employment. Almost all the clients at Marrakech are referred to the organization by the state. Though they have a modest program for adults Marrakech is not a walk-in center.

Results from most recent program year:

Fiscal Year 2013-2014	
# Clients Seeking Services	N/A**
Attended Orientation	N/A
Enrolled in Services/Program	315
Completed Program	N/A
Placed	62*
Part-time/Temporary	N/A
Full time job	N/A
Average Wage at Placement	$10.60*
Job Placement with Benefits	66%
Retention at 90 days^	N/A
Retention at 180 days^	83%

*These number are across several programs serving youth, adults, and disabled.
^Retention is not tracked across all programs. The retention at 180 days is an average taken across programs for adults and youth.
**Many of the programs at Marrakech do not have outcomes that fit into one of the categories. For example the overwhelming majority of their client are referrals directly from the state. Another example is that for many the program is ongoing and does not have a completion. Marrakech staff continue to support client even if they are working.

- Similar to Easter Seals the per person cost of services is high because of the unique and intensive needs of the individuals serviced by Marrakech.
- The organization may serve residents from across the state however service delivery is primarily in New Haven.
- Typically individuals that are referred to Marrakech live in New Haven or are in the greater New Haven area.
- The Work to Learn program at Marrakech takes a long term view at workforce development for youth. Different from a job matching strategy Marrakech seeks to prepare individuals for long term success by creating an environment of hands-on exploration.
- The adult programming is modest. The Human Services Training has 10 slots for adults.

New Haven Family Alliance
230 Ashmun Street
New Haven CT, 06511

Executive Director: Barbara Tinney

Contact Information:
203-786-5970
www.nhfamilyalliance.net

INCOMPLETE. THE ORGANIZATION WAS UNABLE OR UNWILLING TO PROVIDE THE DATA REQUESTED FOR THIS REPORT

Scope of Workforce Programs:
New Haven Family Alliance offers several programs geared to help families in the greater New Haven area. The organization offers workforce development as a component of some of their programing for adults and youth.

Specific Programs:
- Male Involvement Network: This group provides support to non-custodial fathers in the form of case management, parenting classes, employment services, and advocacy.
- Intensive Family Preservation: This program works with mothers that are involved with the Department of Children and Families. NHFA works with mothers to help them address the issues that precipitated DCF involvement including employment.
- Move to Work: This program works with mothers referred by the Department of Social Services. Client move through a 7 week curriculum that teaches life skills, soft skills and provides case management services.
- Project Success: Is a program for youthful offenders (Age 15-21) that includes case management, employability skills and mentorship.

Funding:
- *Annual Operating Budget:*

Source of Funding	Amount	Percentage
Total:		

- *Workforce Funding*:

- *Funding Restrictions*:

- Workforce Services Staff: 2.5

Though NHFA has a limited workforce development program Ms. Tinney estimates that they have the equivalent of 2.5 workforce staff.

- *Target Population:*

Residents of the greater New Haven area though Ms. Tinney report that 85% - 90% of clients are New Haven residents.

Services:

New Haven Family Alliance	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
Can assess/test for basic skill competencies				x
ESOL	x	x		
Conducts client assessment and creates personalized development plan				x
Career Coaching				x
Career Planning				x
Job Development				x
Job Readiness				x
Occupational Skill Training				x
Job Placement				x
Intensive, employment-focused case management				x
Retention Support				x
Other Support Services				x
Key referral relationships are in place				x

Comments:

New Haven Family Alliance is an organization aimed at assisting families. Their employment services are embedded in a larger family development strategy.

Results for Most Recent Program Year:

# Clients Seeking Services	
Attended Orientation	
Enrolled in Services/Program	
Completed Program	
Placed in a Job	
Part-time/Temporary Job	
Full time job (+32 hours)	
Average Wage at Placement	
Job Placements with benefits	
Retention at 90 days	
Retention at 180 days	

New Haven Works
205 Whitney Avenue, 1st Fl. Suite 106
New Haven, CT 06511

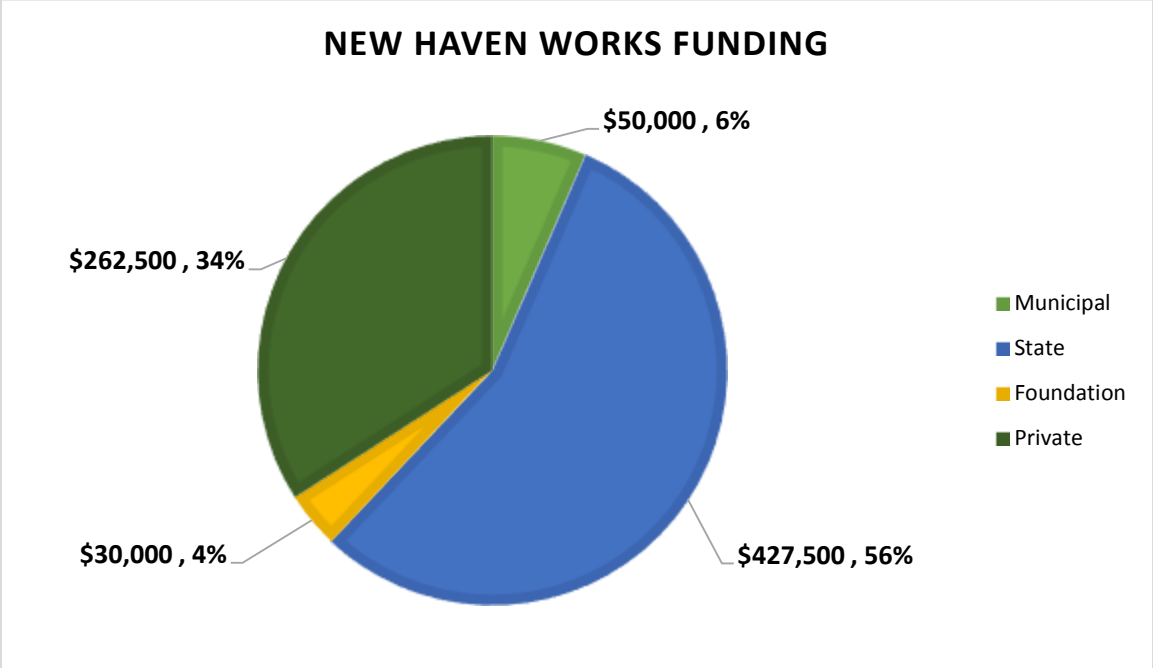
Executive Director: Mary Reynolds

Contact Person: Mary Reynolds
(203) 562-9000
www.newhavenworkspipeline.org

Scope of Workforce Programs:
New Haven Works (NHW) is a coordinating agency that helps New Haven residents find employment. NHW recruits, enrolls and provides referrals and/or job leads to clients looking for a job. NHW's services include case management, job development, job readiness.

Funding:

- *Annual Operating Budget:* $770,000.



Source of Funding	Amount	Percentage
State	$427,500	56%
Private	$262,500	34%
Municipal	$50,000	6%
Foundation	$30,000	4%
Total	**$770,000**	**100%**

- *Workforce Funding:* 100% of Annual Budget ($770,000)

All of New Haven Works' funding supports services that help people find employment. NHW's initial budgets are largely funded through a two-year commitment from the State of Connecticut, and significant support from organized labor and local businesses.

- *Funding Restrictions:*
  New Haven Works only serves New Haven residents, 18 years of age or older, and able to legally work in the United States. There are no other restrictions for NHW clients.

Workforce Services Staff:

- Nine (9) staff, not including executive director. Six (6) are Job Coaches, one (1) Front Desk Administrative Assistant, one (1) Finance and Data Collection Staff, one (1) IT and Communications Staff
- New Haven Works also uses approximately twenty (20) volunteers to help them complete the work.

Target Population:
New Haven residents, 18 years of age or older, and able to legally work in the United States.

Services:

New Haven Works	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
• Can assess/test for basic skill competencies	X	X		
• ESOL	X	X		
• Conducts client assessment and creates personalized development plan				X
• Career Coaching			X	
• Career Planning				X
• Job Development				X
• Job Readiness				X
• Occupational Skill Training	X	X		
• Job Placement				X
• Intensive, employment-focused case management				X
• Retention Support				X
• Other Support Services				X
• Employer relationships in place				X
• Key referral relationships are in place				X

Comments:

New Haven Works (NHW) was formed in 2012 to address New Haven's chronic joblessness by providing counseling and intensive case management to local job seekers. Services are focused on screening, soft skills training and referrals. NHW's staff has been in place less than two years, and does not have a lot of direct experience working with low-skilled, multi-barriered adults seeking employment.

NHW uses First Source Agreements with employers as a core strategy for connecting New Haven residents to work. Such agreements generally involve an employer providing advance notice of potential openings to the organization (perhaps 5 business days), and making a good-faith effort to hire jobseekers from a target group. NHW has negotiated 17 such formal agreements with area employers. NHW also maintains informal relationships with area community-based organizations where they refer participants that require services not offered at NHW.

- NHW staff splits their time between case management and job development, with all but one staff interacting with clients.
- NHW uses its' Job Coaches (Job Developers) as a conduit to the employers it works with, and assigns them to specialize in particular industries as a way to build high levels of industry knowledge, and develop relationships with employers.
- NHW also offers support and retention services meant help remove a barrier to employment or keep individuals on the job they have. These services range from transportation (bus passes), equipment (steel toe boots), to small one-time payments of professional licensing or credentialing fees.
- NHW is also results driven in that clear program targets are set, and weekly meetings are used to assess overall program and staff performance. This is a good management practice that fosters accountability, and builds staff knowledge about what is happening in the programs, and what is working and what is not. Ultimately, they will lead to improved program quality.

NHW's first year of operations saw staff capacity quickly overwhelmed by the volume of people expressing interest in its services. This is understandable when people are responding to a pressing community need –the possibility of a job. NHW re-grouped, re-tooled, and responded to the challenge of trying to meet the needs of a large, and at times difficult to employ population. NHW will continue to adapt as it fine tunes its services to figure out how to best serve the people coming through its doors.

Results for Most Recent Program Year:

Fiscal Year 2013-2014	
# of clients seeking services	n/a
Attended initial orientation	2319
Became enrolled members of NHW	1526
Completed program (Considered pre-screened and ready to hire)	674
Placed	323
Part-time/ Temporary Job	42%
Full time Jobs	58%
Percent still employed as of November 2014	83%
Employed after 180 days	63
Average Wage	$16.92

Program Attrition

The program performance data from New Haven Works raises questions about the efficacy of its strategy, and points to areas for improvement. The data shows a precipitous drop in NHW participants at each stage of service. This is not unusual per se, and indeed, is something workforce organizations in particular have to learn to manage if they are to run quality programs. From a continuous improvement perspective, it is important that the organization understands the root causes of such drop-off. The root cause analysis informs the staff effort to adjust practices and policies to more effectively meet the needs of the community by keeping more people engaged in the program, and losing fewer along the way.

- The first drop occurs when 2319 people attended an NHW orientation, then only 1526 (66%) actually enrolled in NHW. This drop-off of 793 people, while large can be accounted for by a number of reasons: people may come and conclude they need something other than what NHW is offering, their need for a job may be at a point of desperation such that they need a job immediately; prospective clients are not willing to go to services they are referred to, or many were simply curious about the early publicity around NHW. For all these reasons, the orientation's success rate is 66%.
- Of the 1526 who enrolled, 674 (44%) completed the program and were deemed "pre-screened and ready to hire". From a program perspective, this is a low completion rate with less than half of the enrollees completing the work needed to be "ready to hire". It is not clear what happened to the other 852, or 56% of NHW enrollees. Are they still in the program and on their way to becoming ready to hire? Or have they dropped out?
- Next we look at 674 deemed "ready to hire", of which 323 (48%) were placed in a job. There is no data indicating what is being done with the other 351 enrollees who are "ready to hire" but have not yet been placed. A second concern regarding job placements is the high percentage of placements that are part-time or temporary jobs. Forty-two percent (42%), or 136 job placements, were either part-time work, or temporary work through the State's Step-Up program, which subsidizes an employer to hire an unemployed individual. No data was available on the number of Step-Up clients who were hired by the employer they were placed with.
- Lastly, NHW's six month employment retention rate for the persons it placed in a job is a very low 19%. At six months, which is a standard performance measure in the workforce world, only 63 NHW clients were still working. Such a low retention rate raises questions about the quality of job placements because it is a direct result on the prevalence of temporary and subsidized jobs that New Haven Works relied on in its first year. NHW should strive to improve this to at least a 60% retention rate at six months.
- Of all the New Haven providers, NHW has the highest average wage at placement ($16.92). This is directly related to its partnership with Yale, and the fact it has placed many people who are job ready and have a college degree.

Project MORE, Inc.
830 Grand Avenue
New Haven, CT 06511

President/CEO: Dennis W Daniels

Contact Person:
Morris Moreland, Vice President of Administration & Social Services Programs
203-865-5700
www.projectmore.org

Scope of Workforce Programs:
Project MORE (PMI) administers programs that transition individuals returning home from incarceration. These include halfway houses, supported living houses, group interventions and community service programs. Alternatives in the Community (AIC) is PMI's major employment program. The AIC offers job development, employment readiness, job placement, and other services.

Specific Programs:

- Alternatives in the Community (AIC): The AIC is program designed to monitor individuals referred by Connecticut Superior Court and Adult Probation. Assessments to determine level of need and risk are used to help develop an Individual Service Plan to address those needs and court ordered stipulations. The AIC offers case management services and the group interventions listed below.
  - -Start Now: This is a group for dually diagnosed clients.
  - -Reasoning and Rehabilitation: This is a cognitive behavioral therapy group.
  - -Treating Addictive Disorders: This is a relapse prevention group.
  - -Moving On: This gender responsive group is cognitive behavioral therapy for women.
  - -Employment Services: The AIC provides a 9 session employment skills group.
  - -Community Service Labor Program: Some individuals are referred specifically to complete court ordered community service hours.
- Basic Needs Services: Project MORE is able to assist their clients with basic needs services consisting of but not limited to emergency food and clothing. There are also funds available for employment supporting needs such as work boots, transportation (bus passes), and licensing fees.
- Residential Facilities: Project MORE operates several residential facilities. One of those facilities, Walter Brooks House is a work release program. It have the most intensive work related services.

Funding:

Annual Operating Budget: $5,185,279

Source	Amount	Percentage
State	$5,172,779	99%
City	$12,500	>1%

Workforce Funding: 4% of Annual Budget ($241,275)
PMI did not have an estimate of what is spent on employment services. The workforce development budget comes almost entirely from the state (99%).

Workforce Services Staff: 3
The AIC and the Walter Brooks House have 3 staff members between them that are dedicated to employment services. Walter Brooks House is a work release residential facility; a condition of parole is that the individual remain employed.

Target Population:
Project MORE serves ex-offenders. They are a state contracted service provider and their clients are referred by Probation, Parole and directly from the court.

Services:

Project MORE	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
• Can assess/test for basic skill competencies	X	X		
• ESOL	X	X		
• Conducts client assessment and creates personalized development plan				X *
• Career Coaching			X	
• Career Planning				X
• Job Development				X
• Job Readiness				X
• Occupational Skill Training	X **	X		
• Job Placement				X
• Intensive, employment-focused case management	X	X		
• Retention Support				X
• Other Support Services				X
• Employer relationships in place				X
• Key referral relationships are in place				X

*A risk and needs assessment is conducted by probation which facilitates the development of an Individual Service Plan or ISP by a Project MORE case manager. The ISP may include employment services as a part of an overall development strategy.
**Project MORE offers an OSHA 10 Certification.

- The most robust employment services that Project MORE offers is through their AIC program. The curriculum used by the AIC consists of nine facilitator lead sessions spread over 3 weeks, followed by a more self-directed Active Job Search period.
- AIC's job readiness curriculum was created by CSSD, one of Project MORE main funders. Each session covers different aspects of the job search process ranging from personal hygiene and presentation, to interviewing and addressing a conviction with a potential employer. The employment skills curriculum is not evidenced-based but rather a general aggregation of job search skills and principals put together by CSSD staff.

- The Employment Services group struggles to address fundamental challenges to gaining employment that many of their clients face. Limited or no prior work experience and poor literacy and numeracy skills are barriers not likely to be overcome utilizing the current employment services model.
- There is a clear commitment to staff development and using evidence-based practices like Motivational Interviewing. Staff attend regularly scheduled professional development workshop sessions, in fact training is a funder mandated quality metric for PMI.
- The Employment Specialists seem stretched thin in their responsibilities. They facilitate groups, document case files and develop jobs. Effective job development strategies use deep industry knowledge and strong employer relationships to uncover a hidden job market. It is a full time job on its own and is challenging to do well given the other demands on th the Employment Specialists.

Results from the most recent program year:

Program Year 2014	AIC	Walter Brooks
# Clients Seeking Services	1591	177
Attended Orientation	N/A	N/A
Enrolled in Services/Program	224	177
Completed Program	129	138
Placed in a Job	54	155
Part-time/Temporary Job	2	N/A
Full time job (+32 hours)	52	
Average Wage at Placement	N/A	$10.12
Job Placements with benefits	N/A	18
Retention at 90 days	N/A	N/A
Retention at 180 days	N/A	N/A

Comments:

The data shown above is from the two Project MORE programs that offer the most intensive employment related services. The client seeking services metric reflects the total number of people referred to the AIC not employment services specifically. As mentioned prior, probation officers determine if and individual should be referred to employment services based on a risk and needs assessment that they conduct. The follow up retention work is not funder mandated.

AIC

- The data show that the employment service group at AIC has a 57% completion rate. Some factors that contribute to the low rate include clients that don't complete because they violate the terms of their probation or do not engage. In all cases clients are referred back to their probation officers if they do not achieve their goals.
- The AIC employment services group maintained a 42% placement rate last program year which is low.
- Retention is not a funder mandated metric and as such PMI has not tracked this outcome. This is area of opportunity for Project MORE.

Workforce Alliance

President/CEO: William Villano

560 Ella T. Grasso Boulevard
New Haven CT, 06510

Contact Information:
203-624-1493
www.workforcealliance.biz

Scope of Workforce Services:
The Workforce Alliance is the Workforce Investment Board (WIB) serving the south central region of the state. The WIB directs federal, state, and local funding to workforce development programs, and oversee the American Jobs Center, formally referred to as the One Stop Career Center.

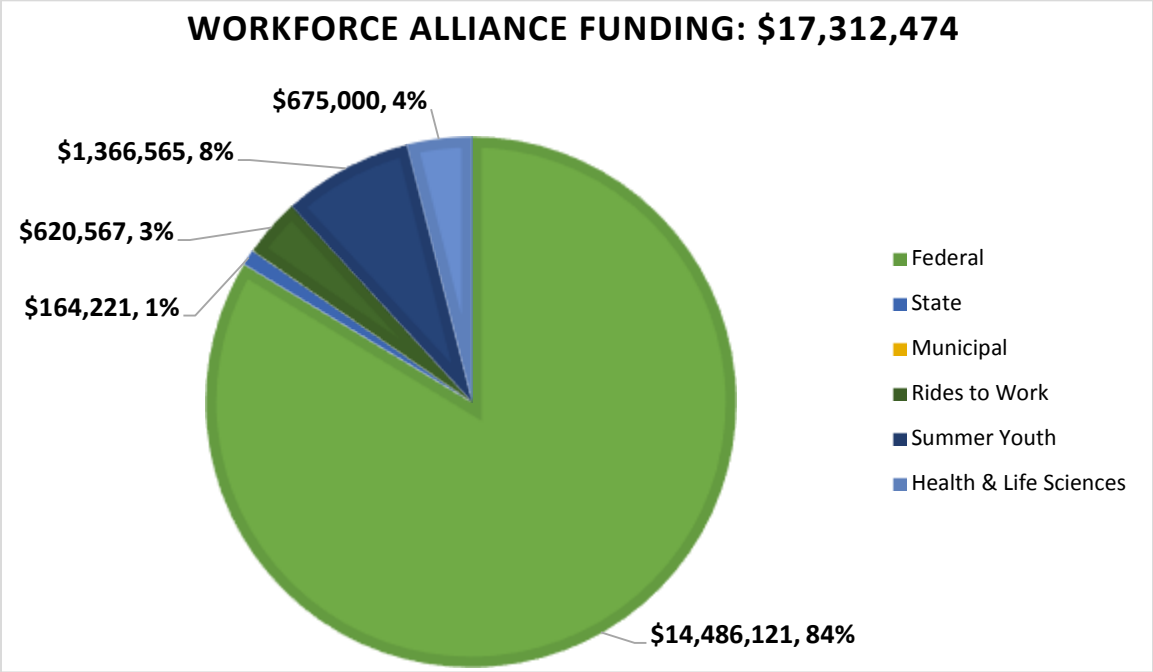
The Jobs Center is run by the Human Resource Agency (HRA) of New Britain, who operates the Center under contract to the Workforce Alliance. Workforce Alliance offers a broad array of services ranging from access to workshops and a computer lab for self-directed job search, to more intensive one-on-one consultations. As the local WIB, Workforce Alliance is also tasked to improve the delivery of workforce services in close collaboration with business, education and training providers, and local elected officials. Workforce Alliance has locations in New Haven, Meriden, and Hamden which serve the 30 towns in its region.

Specific Programs:

- Universal Services: Workforce Alliance provides workforce development workshops aimed at assisting individuals with job search, resume writing, using the Center's services effectively, using social media to get a job, and other employment related topics. A self-service computer lab gives jobseekers the ability to use the internet to expand their job search.
- Workforce Investment Act (WIA): Recently replaced by the Workforce Innovation and Opportunities Act (WIOA), WIA provides funding from the federal government for occupational skills training. Consumers must qualify on an income or displaced worker basis, after which they are allocated money for training using an Individual Training Account (ITA). Once trained Workforce Alliance and the training provider work together to place the consumer in the employment they trained for.
- Jobs First Employment Services (JFES): The WIB administers the JFES program, whose referrals come from the Department of Social Services (DSS). JFES participants are women in the TANF program, and are required to engage in a range of activities to help them become employed and independent of cash assistance. JFES employment plan activities and services may include job search assistance, vocational education, subsidized employment, adult basic education and/or employment-related support services such as transportation and child care assistance.
- Next Steps Program: works with individuals with a felony history to help them gain employment. The program includes intensive workshops, presentations, job club and skills development.
- Subsidized Training and Employment Program (STEP UP): Is a subsidized employment program where employers receive a training and wage subsidy to employ previously unemployed individuals from the areas hardest hit by the economic downturn.
- Technical Skills Training Initiative: Employers receive a wage subsidy to hire a previously unemployed individual and provide on the job training in technical fields such as Information Technology, Engineering or Advanced Manufacturing.

Funding:

Annual Operating Budget: Same as workforce budget shown below.



Workforce Funding: 100%

As the local WIB all of the Workforce Alliance funding goes to support workforce development in the region.
Workforce Services Staff: 22

Most staff members are administrators working in New Haven; only 6 staff members work directly with clients.

Target Population:

Almost all Workforce Alliance funding is categorically restricted in one way or another. Some programs are income eligible, some are restricted by employment status (for example, someone who has recently lost their job, or has been notified they will be losing their job), age (youth programs) or geography. All individuals served by the Workforce Alliance must live within its 30 town catchment area.

Services:

Workforce Alliance	Does Not Provide	Refers Participants to Another Provider	Working on Providing In-House Within 6-12 months	Currently Provided with In-House Capacity
Workforce Services				
• Can assess/test for basic skill competencies				X
• ESOL		X		
• Conducts client assessment and creates personalized development plan				X
• Career Coaching	X			
• Career Planning	X			
• Job Development				X
• Job Readiness				X
• Occupational Skill Training		X		
• Job Placement				X
• Intensive, employment-focused case management				X
• Retention Support	X			
• Other Support Services				X
• Key referral relationships are in place				X

Results from most recent program year:

See Appendix 2 for the Workforce Alliance's 2014 program performance.

Comments:

- The Workforce Alliance has been the top-ranked WIB in Connecticut for 5 of the past 6 years.
- Navigating the systems and programs of Workforce Alliance can be challenging and intimidating to a potential job seeker. To that end Workforce Alliance offers an orientation intended to provide instruction on how to use the services.
- The Workforce Alliance is by far the largest workforce development provider in New Haven. They cover a 30 town region yet New Haven residents make up about 33% to 45% of clients served across all programs, so the Workforce Alliance is focused on the areas with the most need.
- Workforce Alliance has been pursuing additional Federal resources over the past 3 years to bring new programs and training resources to New Haven; these include an H1B program, STEP-UP (state funding), and ACE.
- The "Accelerating Connections to Employment" (ACE) demonstration is an example of a strategic partnership between the Workforce Alliance and Gateway Community College designed to provide short term training that results in a credential to an in-demand occupation.

Appendix 2: Workforce Alliance Customer Service Summary, FY 2013-14

Workforce Alliance Customer Service Summary
Fiscal Year 2013 - 2014

Individualized Service Customers	Total	New Haven Resident	Percent
Jobs First Empl Serv Clients	3,010	1,504	50.0%
WIA Adults	501	219	43.7%
WIA Dislocated Workers	360	47	13.1%
WIA Youth	235	98	41.7%
ACE	62	35	56.5%
H1B	167	8	4.8%
STEP UP	143	52	36.4%
Summer Youth 2013	1,380	642	46.5%
total	5,858	2,605	44.5%

Universal Service Customers	Total	New Haven Resident	Percent
Comp Lab/Resource Rm/Wkshops	7,262	2,715	37.4%
Customers From Outside WA Region	2,022	***	***

Total Unique Customers	Total	New Haven Resident	Percent
All Services	15,142	5,320	35.1%

WIA & JFES Orientation Sessions*	4,469	2,083	46.6%

Job Placements	Total	New Haven Resident	Percent
JFES	619	232	37.5%
WIA Youth	105	48	45.7%
WIA Adult	308	155	50.3%
WIA Dislocated Worker	274	38	13.9%
ACE	18	6	33.3%
H1B	167	8	4.8%
STEP UP	143	52	36.4%
total	1,634	539	33.0%

Job Placements	Total	New Haven Resident	Percent
Universal Service Customers	5,174	1,744	33.7%

Job Placements	Total	New Haven Resident	Percent
All Customers	6,808	2,283	33.5%

Summer Youth	1,380	642	46.5%

WIA Youth Credential Attainment **	110	51	46.4%

Transportation Services*	292	237	81.2%

* included in Individualized Service Summary above

** summer employment - not included in total placements

Workforce Alliance
Delivering Employment Solutions

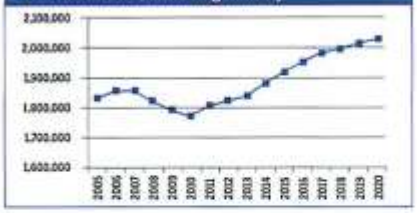
Appendix 3: Projections of Jobs and Education Requirements through 2020

OCCUPATION	2020 TOTAL JOBS BY OCCUPATION AND EDUCATION LEVEL					
	Less than high school	High school diploma	Some college/ no degree	Associate's degree	Bachelor's degree	Master's degree or better
Managerial and Professional Office: Management	3,790	22,960	28,070	12,610	69,960	47,970
Business operations	640	6,480	7,460	5,230	25,180	12,330
Financial services	-	2,860	5,420	3,060	49,060	28,060
Legal	-	790	2,040	730	2,200	13,420
STEM: Computers & mathematical sciences	-	2,370	5,320	4,160	24,440	13,150
Architecture	-	640	1,080	620	2,290	1,650
Engineering	-	3,130	3,200	2,040	10,260	8,630
Life & physical sciences	-	90	1,340	90	1,950	6,290
Social Sciences	-	-	-	-	4,570	8,070
Community Services and Arts: Community & social services	640	3,100	2,270	1,210	14,960	16,900
Arts, design, entertainment, sports & media	270	5,130	9,230	6,920	38,310	7,240
Education, Training & Library	540	5,790	7,880	5,750	32,090	86,580
Healthcare Professional & Technical	-	6,270	12,840	16,240	28,130	38,200
Healthcare Support	5,460	23,210	21,800	7,350	1,170	2,520
Food and Personal Services: Food preparation & serving related	38,010	40,630	19,790	5,640	8,970	710
Building and grounds cleaning & maintenance	24,540	35,980	12,330	1,960	4,120	1,010
Personal care & services	7,290	31,230	20,660	4,110	17,210	2,960
Protective services	780	6,880	11,260	3,720	8,600	2,070
Sales and Office Support: Sales & related	8,560	65,470	57,910	19,240	95,980	28,760
Office & administrative support	7,450	77,470	80,450	41,020	46,240	9,670
Blue Collar: Farming, fishing & forestry	240	1,700	600	190	640	950
Construction & extraction	9,440	45,200	12,860	6,680	4,020	1,250
Installation, maintenance & repair	3,400	30,460	13,260	3,530	4,570	980
Production	14,480	44,590	20,310	4,850	8,850	3,010
Transportation & material moving	9,800	42,570	24,790	3,450	5,860	410

RECOVERY:
Projections of jobs and education requirements through 2020 23

CONNECTICUT
2010-2020 Total Job Openings 672,000

CT TOTAL JOBS, excluding military



OCCUPATION	2010 jobs	2020 jobs	Growth rate (%)
Managerial and Professional Office	291,370	350,340	20
STEM	80,100	92,610	16
Social Sciences	10,400	12,770	23
Community Services and Arts	89,630	106,170	18
Education	120,220	138,720	15
Healthcare Professional and Technical	85,280	101,310	19
Healthcare Support	50,200	61,880	23
Food and Personal Services	274,470	310,470	13
Sales and Office Support	479,180	538,210	12
Blue Collar	295,880	322,940	9
TOTAL	1,776,720	2,035,420	15

INDUSTRY	2010 jobs	2020 jobs	Growth rate (%)
Agriculture, Forestry, Fishing and Hunting	9,330	10,150	9
Mining, Quarrying, and Oil and Gas Extraction	2,360	3,270	38
Utilities	5,470	5,820	6
Construction	85,740	97,920	14
Manufacturing	144,330	151,150	5
Wholesale Trade	57,660	63,450	10
Retail Trade	177,020	189,890	7
Transportation and Warehousing	48,860	51,330	5
Information	31,470	35,990	14
Finance and Insurance	163,650	204,740	25
Real Estate and Rental and Leasing	87,490	108,830	24
Professional, Scientific, and Technical Services	126,200	149,130	18
Management of Companies and Enterprises	25,250	28,750	14
Administrative and Support and Waste Management and Remediation Services	91,790	109,380	19
Educational Services	65,180	80,380	23
Healthcare and Social Assistance	233,380	280,000	20
Arts, Entertainment, and Recreation	40,030	47,180	18
Accommodation and Food Services	99,810	109,060	9
Other Services (except Public Administration)	82,180	92,880	13
Government	199,520	216,120	8
TOTAL	1,776,720	2,035,420	15

	JOB OPENINGS BY OCCUPATION AND EDUCATION LEVEL (IN THOUSANDS)					
OCCUPATION	Less than high school	High school diploma	Some college/ no degree	Associate's degree	Bachelor's degree	Master's degree or better
Managerial and Professional Office	1	11	14	7	49	34
STEM	0	2	4	2	13	10
Social Sciences	0	0	0	0	2	3
Community Services and Arts	0	3	4	3	18	8
Education	0	2	3	2	11	29
Healthcare Professional and Technical	0	2	4	5	9	13
Healthcare Support	2	8	7	2	0	1
Food and Personal Services	24	38	21	5	13	2
Sales and Office Support	5	48	46	20	47	13
Blue Collar	12	55	24	6	8	2
TOTAL	45	168	127	53	170	114

RECOVERY:
22 Projections of jobs and education requirements through 2020

Appendix 4: List of Persons Contributing Information to the Report

The following persons were contacted either by phone, email, or in-person and they contributed information used in this report.

Name	Title	Organization
Scott Wilderman	President/CEO	Career Resources Inc.
Kendrick Baker	Program Manager	Career Resources Inc.
Althea Marshall Brooks	Program Director	Career Resources Inc.
Amos Smith	President/CEO	Community Action Agency of New Haven
Christina M. Ciociola	Senior VP, Grantmaking and Strategy	Community Foundation for Greater New Haven
Erik Clemons	Executive Director	Connecticut Center for Arts and Technology
Peter Palermino	Program Manager	Connecticut State Department of Social Services
Stephen Grant	Executive Director	Court Support Services Division (CSSD)
Joseph Parente	V.P. Workforce Development	Easter Seals Goodwill Industries
Dan Jusino	Executive Director	EMERGE Connecticut
Alden Woodcock	Director Program Services	EMERGE Connecticut
Vicki Bozzuto	Dean, Workforce Development	Gateway Community College
Sandra Trevino	Executive Director	Junta
Heather Latorra	President	Marrakech Inc.
Gerry Zarra	Workforce Development Services	Marrakech Inc.
Marissa Rivera-Artis	Behavioral Health & Voc. Rehab Svcs.	Marrakech Inc.
Elise Quaranta	Behavioral Health Services	Marrakech Inc.
Barbara Tinney	Executive Director	New Haven Family Alliance
Greg Worthy	Principal, Continuing Education Center	New Haven Public Schools
William Villano	President	New Haven Workforce Alliance
Mary Reynolds	Executive Director	New Haven Works
Kathy Marioni	Executive Director	Office of Workforce Competitiveness
Morris Moreland	Vice President	Project MORE Inc.
Amy Casavina Hall	V. P.-- Income and Health Initiatives	United Way of Greater New Haven