City of Seattle
Office of Economic Development

Memorandum

Date: February 1, 2013

To: Economic Resiliency and Regional Relations Committee
Chair, Councilmember Sally Clark
Co-Chair, Councilmember Tom Rasmussen
Councilmember Richard Conlin
Councilmember Jean Godden

From: Steve Johnson, Director, OED
Dannette Smith, Director, HSD
Marie Kurose, Strategic Advisor HSD
Nancy Yamamoto, Sr. Policy Advisor, OED

Subject: SLI 120-1-A-1 Request for Additional Information on the Career Bridge Program

---

In SLI 120-1-A-1, the Council requested the Office of Economic Development (OED) to provide additional information about the Career Bridge program. This memo provides our response to the request to provide further clarification on the following:

- **Career Bridge Development & Data Framework**. Information about how the framework for Career Bridge was shaped by existing research and established best practices related to the provision of workforce development services for extremely disadvantaged individuals. If the program's design is informed primarily by innovation, a description of any influential theories or local experiences should be provided.

- **Career Bridge Program Design**. A detailed description of the Career Bridge program, including its proposed organizational design and service delivery models.

- **Expected Timelines for Partner Selection.** Expected timelines for any competitive processes that would be initiated in 2013 or 2014 to select contractual program partners. A list of any existing program partners and information about how they were selected should also be provided.

A second report will be submitted by July 1, 2013 to provide additional information on the Career Bridge annual reporting plan, outcomes to date, and proposed program budget.

Background

Following the spate of gun violence and deaths (10 aggravated assaults and 9 murders) occurring in Seattle during early 2012, the Mayor's Office asked the Human Services Department (HSD) and the Office of Economic Development (OED) to collaborate on a response to increase safety and stability in the community. Most of the individuals involved and affected by these crimes were men of color between the ages of 18 and 41 years, and 6 of the 9 murder victims are African-American.

Communities and families of color – particularly African-American and Latino – suffer disproportionately from gun violence. The national gun-homicide rate for black males is 2.4 times as high as that of Latino males, and it is 15.3 times as high as the rate for non-Hispanic white males.[1]

Research suggests that the disparities related to violence result largely from a cumulative set of factors. Boys and men of color—in particular, African-American and Latino—have fared worse than their white peers across a broad range of social, economic, health, educational, criminal justice, family and housing measures. For most indicators, the scale of the disparities is greatest for African-Americans, as evidenced by rising high school dropout rates, declining enrollment in post-secondary education, increasing rates of incarceration, and unemployment. [2]

While the reasons for these disparities are many, some key facts are relevant to an effective human services/ economic development response to violence and recidivism:

- Incarceration disproportionately affects African-American men, who are 3.72 times more likely to be arrested than Whites.[3]
- There is a strong correlation between low educational attainment and crime/incarceration.[4]
- There is a strong correlation between unemployment and crime/incarceration.[5]
- Education/employment reduces recidivism (repeat-offenses).[6]

---

[1] *Health Disparities in Homicides, Findings from the CDC Health Disparities and Inequalities Report – United States, 2011*. http://www.cdc.gov/minorityhealth/reports/CHDIR11/FactSheets/Homicide.pdf

[2] A Way Out: Creating Partners for our Nation's Prosperity by Expanding Life Paths of Young Men of Color; Better Health Through Stronger Communities; Dellums Commission: Joint Center for Political and Economic Studies Health Policy Institute (2006), http://www.jointcenter.org/hpi/files/manual/A%20Way%20Out.pdf

[3] Task Force on Race and Criminal Justice System: Preliminary Report on Race and Washington's Criminal Justice System, 2011, http://www.law.washington.edu/About/RaceTaskForce/preliminary_report_race_criminal_justice_030111.pdf

[4] A recent study of the Washington State correctional population found that about 59% had less than a 12th grade education, compared to only 10% of the state's general population. U.S. Census Bureau, http://www.census.gov/population/www/socdemo/educ-attn.html

[5] In Washington State, the unemployment rate among the correctional population one year prior to incarceration was 28% in 2001 and 67% in 2008. Washington State Department of Corrections, Tracking Washington State Offenders Pilot Study: *Do Education Programs Affect Employment Outcomes?* Principal author Michael Evans, Research Analyst Susan Koenig (March 2011).

[6] See, e.g. Lichtenberger, E., O'Reilly, P., Miyazaki, Y., & Kamulladeen, M. (2010). *Direct and Indirect Impacts of Career and Technical Education on Post-Release Outcomes.* Virginia Tech Center for Assessment, Evaluation, and Educational Programming: Blacksburg, VA; Visher, Christy, Winterfield, Laura, and Coggeshall, Mark. 2005. *Ex-Offender Employment Programs and Recidivism; A Meta-Analysis.* Journal of Experimental Criminology 1:295-315;

An underlying fact is the disproportionate rates of poverty and unemployment for many Seattle residents, particularly for African-American and Latino residents.[7] While the Seattle Metro area has the fourth-highest GDP per capita among national and international metro areas, fully one-quarter of Seattle's residents live below 200% of the federal poverty level (FPL).[8] These residents typically lack the skills and education required to be competitive for jobs that can lift them out of poverty. Seattle's low-income working population is more likely to have lower levels of educational attainment, with 56% of these individuals reporting education less than an AA degree. [9]

This preliminary data underscored that HSD & OED's primary intervention for violence prevention needed to focus on the development of a pathway to economic opportunity for individuals who have been historically disadvantaged.

Career Bridge Development

OED & HSD immediately began to discuss a joint strategy to help low-income individuals access job opportunities and/or employment and training programs as a way to mitigate involvement in criminal activities. Based on the demographic profile of the population most impacted by Seattle's recent wave of violence, the focus was on men with criminal histories or juvenile record, and with limited education and job history. Additionally, the response needed to be built upon current City capacity, as well as an assessment of the efficacy of existing interventions on populations with significant barriers to employment/training.

HSD & OED held a number of exploratory dialogues with community members to share potential program elements of Career Bridge. During the first two focus groups on July 10 and 25, 2012, nearly 50 community members attended representing community resource networks, faith-based institutions, and organizations who provide informal and formal support to African-American men, formerly incarcerated people, and their families; constituents, men of color, who are seeking economic, educational, and other opportunities to support their ability to achieve economic stability, self sufficiency, and strengthen the success of their families and communities; and other community resource networks and organizations working to support men of color who face multiple barriers to educational and economic opportunities.

Community members raised issues and concerns about personal as well as system/policy barriers and the need to understand and address them in order to make an impact and sustain this work. The conversation validated the need for a comprehensive and integrated approach to address the myriad of institutional, service delivery and personal barriers faced by men of color, particularly African-American

---

American Correctional Association, 135th Congress of Correction, Presentation by Art Lurigio (Loyola University) *Safer Foundation Recidivism Study* (August 8, 2005).

[7] See generally, *A Portrait of Seattle's Low-Income Working Population,* Seattle Jobs Initiative (December, 2011) www.**seattle**jobsinitiative.com/wp-content/uploads/SWPDraftII.pdf While African-Americans constitute just 5.1% employed Seattle residents aged 18+, they make up 11.3% of employed Seattle residents living under 200% of Federal Poverty Level (FPL). While Hispanics constitute just 5.9% of employed Seattle residents age 18+, they make up 12.3% of employed Seattle residents living under 200% of FPL. 2009 American Community Survey

[8] American Community Survey 2010 (U.S. Census Bureau). 162,163 residents lived below 200% FPL out of a total population in Seattle of 588,062 (27.6%). While 100% FPL is defined to be at the poverty line, most public benefit programs (such as Basic Food) use 200% FPL because it is still below a living wage, especially in high cost of living areas. For a family of four, 200% FPL would equate to $46,000 annually.

[9] Id., *A Portrait of Seattle's Low-Income Working Population.*

men with criminal histories. It also pointed to the lack of culturally-relevant, integrated services available to support formerly incarcerated individuals and their families and the need for a community-driven solution. Community members spoke to the impact of violence and incarceration on children, families and the community and the importance of designing the program based on community experiences and firsthand knowledge of the cultural importance of relationships to sustain the efforts over time.

Since July 2012, OED & HSD continue to meet with community members and potential participants on a weekly basis in an ongoing partnership to develop processes, implement the initiative and apply a continuous improvement process for Career Bridge.

Career Bridge Data Framework

1. Unique Challenges of Formerly Incarcerated

The number of individuals that are being incarcerated has grown substantially over the years. As a result, there is a growing population of formerly incarcerated individuals who face serious challenges to reentering society following release. Failure to successfully reintegrate contributes to recidivism and profound economic and social impacts on community health. The formerly incarcerated population is overwhelmingly poor, have low levels of education and limited job experience. Along with the usual challenges faced by job seekers, the formerly incarcerated are also likely to face housing instability, debt challenges from court fees, restitution and/or child support, and suffer from the psychological effects of incarceration. Employers are often unwilling or, by law, unable to hire individuals with a former criminal history and, even after finding work, these individuals usually experience life-long reductions in earnings.[10] In addition to these obstacles, individuals with a former criminal history often lack the social and/or work soft skills needed to succeed in the workplace.

2. Impact on Children, Families, and Community

While the impact of incarceration on individuals can be quantified to a certain extent, the wide-ranging effects on African-American communities in particular are only beginning to be investigated. Key issues are the consequences on the family and community fabric, as well as the images and perceptions that are communicated to the community's youth who see a substantial proportion of its young men involved in the criminal justice system. [11]

It is important to note that the cumulative impact of those disparities has had deep and far-ranging consequences to the well-being of the children, families and the community as a whole. Incarceration of a family member impacts the economic, social-emotional, and educational outcome. Within the African-American community, the impact is significant: one in nine children has an incarcerated parent.[12]

3. Benefits of a Skill Development Model

---

[10] Travis, Jeremy, *But They All Come Back: Facing the Challenges of Prisoner Reentry,* 1st Ed., Washington, D.C., Urban Institute Press, 2005.
[11] Mauer, Marc, *Race to Incarcerate*, The Sentencing Project, January, 2006.
[12] Reentry: Helping Former Prisoners Return to Communities; Part of a series from the Technical Assistance Resource Center of the Annie E. Casey Foundation; (2005) http://www.aecf.org/upload/publicationfiles/ir2980d32.pdf)

Evidence-based research from national organizations, such as the Aspen Institute and Public Private Ventures, as well as the City's fifteen years of experience with the Seattle Jobs Initiative, demonstrates that providing low-income, low-skilled residents with skills training linked to a career path will increase their likelihood of securing jobs beyond minimum wage and can put them on a path toward higher-wage jobs. By focusing on skills needed in high demand industry sectors, such as that offered in the City's Pathways to Careers Initiative, graduates earn greater wages, are more employable, and are better positioned for career advancement.[13] It has also been shown that education reduces recidivism[14], with the key influencing factor being the increase in levels of employment for ex-offenders with greater skills and education.

4. Employment & Training Best Practices

For many low-income residents, the need for an immediate job to meet basic needs takes precedent over the acquisition of further education and skills. Recognizing this reality, the City has historically invested in a short-term employment and training (E&T) strategy to help people prepare and secure work that match their skills. Since 1996, 7,179 participants have been enrolled in the E&T program with 58% (4,143) placed in jobs. The strategy is made up of five core components:

1) a personal assessment of an individual's skills, job interests and barriers to employment;
2) a written plan that addresses barriers and outlines a job search strategy;
3) 20-hour job readiness training that covers workplace expectations, what employers are looking for, interview training, networking skills, and resume writing;
4) personal referrals to employers by a job developer; and
5) regular follow up with the job seeker to encourage, coach and support them in securing full-time employment with benefits.

Two years ago, a sixth component was added help individuals learn about the labor market in an effort to help participants not only secure a job that meets their immediate needs, but also allows them to pursue better paying jobs in high demand careers.

Nationally, a number of programs target the formerly incarcerated. Best practices to connect the formerly incarcerated with jobs have been well documented and applied by many of the organizations providing work skills training, combined with the development of soft skills and life skills, with employment placement services.[15] Generally, sector-focused workforce development programs for this

---

[13] *Jobs and the Urban Poor: Privately Initiated Sectoral Strategies* by Peggy Clark and Steven L. Dawson with Amy J. Kays, Frieda Molina and Rick Surpin, November 1995, The Aspen Institute; *Benefits of a Sector Based Approach by* Sunny Schwartz and Johan Uvin, August 2004, The Center for Research and Evaluation, Vol 2, Issue 3.; *Job Training That Works: Findings from the Sectoral Employment Impact Study, b*y Sheila Maguire, Joshua Freely, Carol Clymer and Maureen Conway, May 2009, Public Private Ventures, In Brief, Issue 7; *Courses to Employment: Partnering to Create Paths to Education and Careers* by Maureen Conway, Amy Blair and Matt Helmer May 2, 2012, The Aspen Institute, Workforce Strategies Initiative.

[14] Washington State inmates receiving vocational education in prison have roughly a 10% reduced change of recidivating. Drake, E., Aos, S., and Miller, M., *Evidenced-Based Public Policy Options to Reduce Crime and Criminal Justice Costs: Implications in Washington State. Olympia: Washington State Institute for Public Policy. (2009)*

[15] Wallace, Dee and Wyckoff, Laura, *Going to Work with a Criminal Record, Lessons from the Fathers at Work Initiative,* Public/Private Ventures. (May, 2008)

population has a positive impact on employment and reducing recidivism rates.[16] A partnership between corrections and college programming in Oregon recently posted 0% recidivism for their formerly incarcerated participants[17]. Impact Services of Philadelphia also attempts to evaluate its success on family reunification, community engagement, and the participant's acknowledgement of personal responsibility.[18]

The positive role of community and faith-based organizations to meet the needs of the growing formerly incarcerated population has also been documented by Public/Private Ventures (P/PV) in its Ready4Work strategy funded by the US Department of Labor, the Annie E. Casey and Ford Foundations. P/PV designed Ready4Work to test whether a reentry program could be successfully implemented through a partnership of local community and/or faith-based organizations to provide ex-prisoners with targeted case management, employment services and mentoring. Services consisted of employment-readiness training, job placement and intensive case management, including referrals for housing, health care, drug treatment and other programs. Ready4Work also involved a unique mentoring component—including one-to-one and group mentoring—in the belief that mentors can help ease ex-prisoners' reentry by providing both practical and emotional support. The Ready4Work program served adult former prisoners in 11 cities around the country.

P/PV reports that its analysis of the initiative demonstrates the promise of this model: Participants stayed in the program and many found jobs and avoided recidivism. Through Ready4Work, P/PV reports it has demonstrated the power of social capital, and more specifically relationships, in ex-prisoners' lives.[19]

5. Data/Evidence Based Implications for Career Bridge Program

Based on this research and established practice, Career Bridge is built on a strategy to meet individuals' current needs, which often involve addressing immediate employment, while preparing them to transition onto a career path. The added component is the full circle of support from members of the community while participants work on employability skills and network with potential employers. As a consequence, community members are designed to be core team members and partners in the service delivery. Community member participation enhances the Career Bridge program through:

- Outreach & Recruitment – trusted community members are involved in identifying and connecting new participants with the Career Bridge program. Because these community members continue to support the individuals they connect with the program, the ability to build and sustain the community/participant relationship is a crucial component of our model.

---

[16] Four leading workforce development programs that focus on formerly incarcerated individuals were evaluated to identify best practices and common approaches. Prince, Troy, *Employment & Training Best Practices for Ex-Offender Men of Color*, Seattle Jobs Initiative (January, 2013)

[17] Chemeketa Community College report to the Board of Education (December 12, 2012), http://www.chemeketa.edu/about/aboutchemeketa/learnaboutus/documents/2012-12-19.pdf

[18] Prince, Troy, *Employment & Training Best Practices for Ex-Offender Men of Color. Date?*

[19] Bauldry, Shawn and Wendy McClanahan, Public/Private Ventures, September 2008 "*Ready4Work: Final Research Report"* U.S. Department of Labor http://wdr.doleta.gov/research/FullText_Documents/Ready4Work%20Final%20Research%20Report.pdf

- Wraparound Support & Resources – to provide flexible and individualized support to meet barriers, such as housing, transportation, and childcare, and to complete a job training and/or education program.
- Systems Barriers & Policy Work – to address other barriers, such as criminal records, drivers license reinstatement, and credit/asset building.
- Community Ownership – to become partners in program design and implementation, and for long-term sustainability.

Career Bridge Program Design

1. Program Overview & Goals

   Career Bridge is a comprehensive approach focused on integrating pathways to economic opportunity with family support and reunification, strengthening community and building support networks. It builds and expands on employment & training models to help low-income residents access the first step on a career path. The course curricula and components are modeled on the short-term training provided by the Seattle Jobs Initiative to springboard participants to a job and/or further college attainment. In addition, essential elements of the Career Bridge program are designed to meet the increased challenges faced by highly disadvantaged individuals with significant barriers to gaining and maintaining employment, more so than similar employment and training efforts aimed at low-income adults:

   - Integrating access to wrap-around services into employment and training programs to increase completion and successful placement. Problems with housing, transportation, and childcare are among the major reasons why low-income adults do not enter or fail to complete programs aimed at improving their employment status. Career Bridge will address this by including some funding to help with small emergencies and aggressively connecting participants with other programs that provide these supplementary services.
   - Formalizing the role of a "community sponsor" that will also help support completion and ongoing success. The sponsors are organizations who will provide a network of support as individuals struggle with the challenge of stabilizing their lives, completing training, and securing a job. The sponsors will be selected based on their commitment and connections to the communities in which the participants live. Formalizing this role will entail small service contracts, as Career Bridge is transitioned to community-based development organizations.
   - Building community capacity, including involvement in program design, decision making, accountability and implementation to develop community-based infrastructure for ongoing program effectiveness and sustainability.
   - Training module tailored to individuals with criminal records, including addressing gaps in employment history, job search implications, social media, as well as addressing personal barriers to success.

The long-term goal of the program is to create a more aligned strategy between workforce training investments and social service supports that improves work and education readiness among individuals with significant barriers. With better connections to other resources, including the Human Services Department, Office of Economic Development, educational institutions, training providers and community groups, Career Bridge provides the opportunity to implement a more coherent and

comprehensive approach to supporting individuals along the path to self-sufficiency, as well as building community capacity to address these needs.

The initiative intends to bring to scale existing interventions to address the employment and training needs of extremely disadvantaged individuals, focusing on men of color and limited-English speakers, resulting in more individuals directly served. Better career outcomes are expected for participants over the long-term, with the initiative's emphasis on career and skill development. This improvement to work and education readiness bears directly on the success of the City's workforce strategy of preparing individuals through postsecondary education/training for higher-wage, in-demand jobs.

2. Targeted Population

Career Bridge concentrates on those who face significant barriers to employment so they can begin on a pathway to a living-wage job and career. Examples of those barriers include:

- Limited work experience
- Lack of post-secondary credential
- Low basic skills
- Lack of housing or access to stable housing
- Criminal history (including juvenile record)
- Need for other basic supports (food, transportation, childcare, counseling, family support, financial counseling) to maintain stability
- Limited-English, and/or immigrant/refugee
- Financial obligations and need for immediate income

Career Bridge is currently providing services to men of color who face multiple barriers, including a history of former incarceration, limited work history and low levels of education. In addition, the Career Bridge program intends to serve immigrant/refugee and/or limited English speakers who also have low levels of education and a limited work history. Because of the complexity of barriers, these individuals are also in need of a range of comprehensive services and supports to prepare for and access well-paying jobs with long-term career pathways. These services may address similar needs for housing, transportation, childcare, as well as other services such as English-language instruction
The focus is to develop skills and tools that support an individual's transition into a job and/or training program. The scaling in 2014 is to develop a comprehensive and coherent approach to meet the spectrum of need for individuals who need immediate employment assistance and skill development to be successful in an educational/career pathway. The goal is to develop a comprehensive approach for these populations to prepare them to 'bridge' into college-level training programs, like Pathways to Careers, and into living wage careers. Given the distinct needs of the two target populations, the job training is anticipated to be carried out by one or two organizations with strong linkages to communities of color and the immigrant/refugee communities.

3. Program Components

Career Bridge is designed to allow individuals to assess their needs for a job and/or education and training. Participants are supported through an assessment of options and the development of an actionable plan that they can use to build a pathway to jobs and a career. Individuals are exposed to the local labor market and an assessment of their skills, interests and experience. Finally, participants are connected to training programs and/or job placement services. Program components include:

- Community Sponsors: Partnering with community networks to identify, refer, and provide ongoing support to (sponsor) individuals. These community partners will be those networks, groups within the community that are committed to providing the mentoring, case management, and ongoing support to participants.

- Enhanced Wraparound Supports & Resources: Connection to wraparound supports and resources, including housing, transportation assistance, mental health and drug and alcohol counseling, child care assistance, and other basic supports. A Career Investment fund will be established to provide flexible funding to address employment or training barriers that cannot be otherwise met. These resources are intended to be a fund of last resort and address those critical needs (such as housing, transportation, work clothes and fees) that are required for employment and/or training.

- Career Bridge Workshop: Twenty hours of career building and personal development training and planning. At the end of the Career Bridge workshop, participants will have a Personal Career and Job Plan of Action, identifying short-term and long-term goals and actions; a portfolio - resume and cover letter; and network of support.

- Cohort Model: Individuals enter and progress through the program as a group. Participants benefit from the mutual motivation, encouragement and collaborative learning that occurs within a cohort model. Importantly, a participant's peers also become a critical component of the network of support created, in addition to the community and organizational sponsors.

- Job Developer: A "job developer" to cultivate targeted employer networks with sectors and industries that could provide opportunities for the targeted population and identify appropriate job opportunities; and work with the participant in targeting a job search and building an informal hiring network.

- Training Referrals: Participants who have identified a training area, and are ready, will be connected to other programs for basic skills and/or post-secondary training programs.

- Advocacy and Policy Work: to identify internal and external policy barriers and potential system partners and opportunities to support the program.

- Personal Empowerment: to provide participants the skills, confidence and support to be successful in a competitive job market, especially challenging for individuals with criminal histories, as well as their roles as leaders in their family and community.

4. Service Delivery - See attachment: "Career Bridge Program Flow Chart"

Potential participants are initially referred through a community sponsor network. Many of these sponsors, including The Men of Color Group, G.A.M.E., 4-C Coalition and FAVOR, have been active in the African-American community, providing mentorship, advocacy and access to resources. Other organizations are also involved (e.g., the Urban League) to support participants with other needed services (e.g., expungement of criminal records). Prior to referral, community sponsors are expected to connect with the participants to begin the mentorship/support relationship, determine the participant's

ability to benefit from the Career Bridge program, and begin to identify and address employment and training barriers, such as housing, childcare and transportation.

Once individuals' eligibility and readiness are confirmed, participants engage with their cohort through a pre-training orientation facilitated by community sponsors that is designed to create shared responsibility and accountability for success. Elements include preparing individuals for the job readiness workshop, ensuring that basic needs and barriers to success are being addressed, and providing mentorship and counsel to participants.

The actual Career Bridge Workshop is a one week, 20-hour employment readiness and performance skills training course, followed by a networking lunch and appointments with a job developer from the training organization. The training curricula includes an overview of the labor market and career options, job search skills and resources, resume and cover letter writing, interview training & practice, computer skills assessment, workplace culture & expectations, and college knowledge. The resume and cover letter will become part of a participant's portfolio. Each participant also creates a personal plan to define goals, career interests, a plan that outlines their job or training action items, as well as identify how they will meet the commitment to "give back" to their community. The job search action plan is shared with the community sponsor and the job developer for accountability and support. Each workshop ends with a graduation and a networking event to put participants in contact with referral agencies and employment and training programs.

Following completion of the workshop, participants either are linked to a training program and/or a job developer. The job developer maintains regular contact with the participant and sponsor, works to empower/encourage the participant to lead their own job search and provide the critical access to the "informal hiring network" via the job developer's connections to hiring managers. This is especially critical for participants with criminal histories and the job developer can make personal recommendations.

During this entire process community sponsors commit to supporting the participant through ongoing assistance, mentorship and guidance, providing personal and family support, assist in accessing resources and other community supports, engaging in an authentic relationship with access and availability, and helping to make good decisions.

Participants remain connected to their community sponsor and service providers through their progress on a career pathway. This entails an ongoing sponsor/participant relationship that does not end with a job placement and/or training enrollment. Many of the participants may also elect to stay engaged with Career Bridge, by joining the network of support for future participants.

5. Experience of Career Bridge's First Cohort

Career Bridge began to apply these program elements in late October 2012 with an initial cohort of eighteen individuals. All eighteen were connected with one of six community sponsors, who agreed to provide participants with support and connection to community resources. All of the participants in the first cohort are African-American men. Nearly two-thirds did not have stable housing; one-third identified as homeless and another one-third were in transitional housing or staying with families or friends. Nearly 90% of the participants had a criminal history and two-thirds of the participants were earning less than $10,000 per year.

Each of the participants completed the Career Bridge Workshop and sixteen of the eighteen still remain active in the program. In a post-workshop survey, the participants reported that they were better prepared to advance their career goals and that they felt supported to enter into the Career Bridge program. The active participants are working with a job developer and/or being connected to training. Four are now working and two are pursuing additional career training. For the two participants who have been inactive, the community sponsors and other participants have been working to reconnect with these individuals and assess their readiness to resume their personal action plans. OED and HSD will continue to examine the outcomes of the first cohort to inform program design and delivery.

6. Organizational Structure & Roles

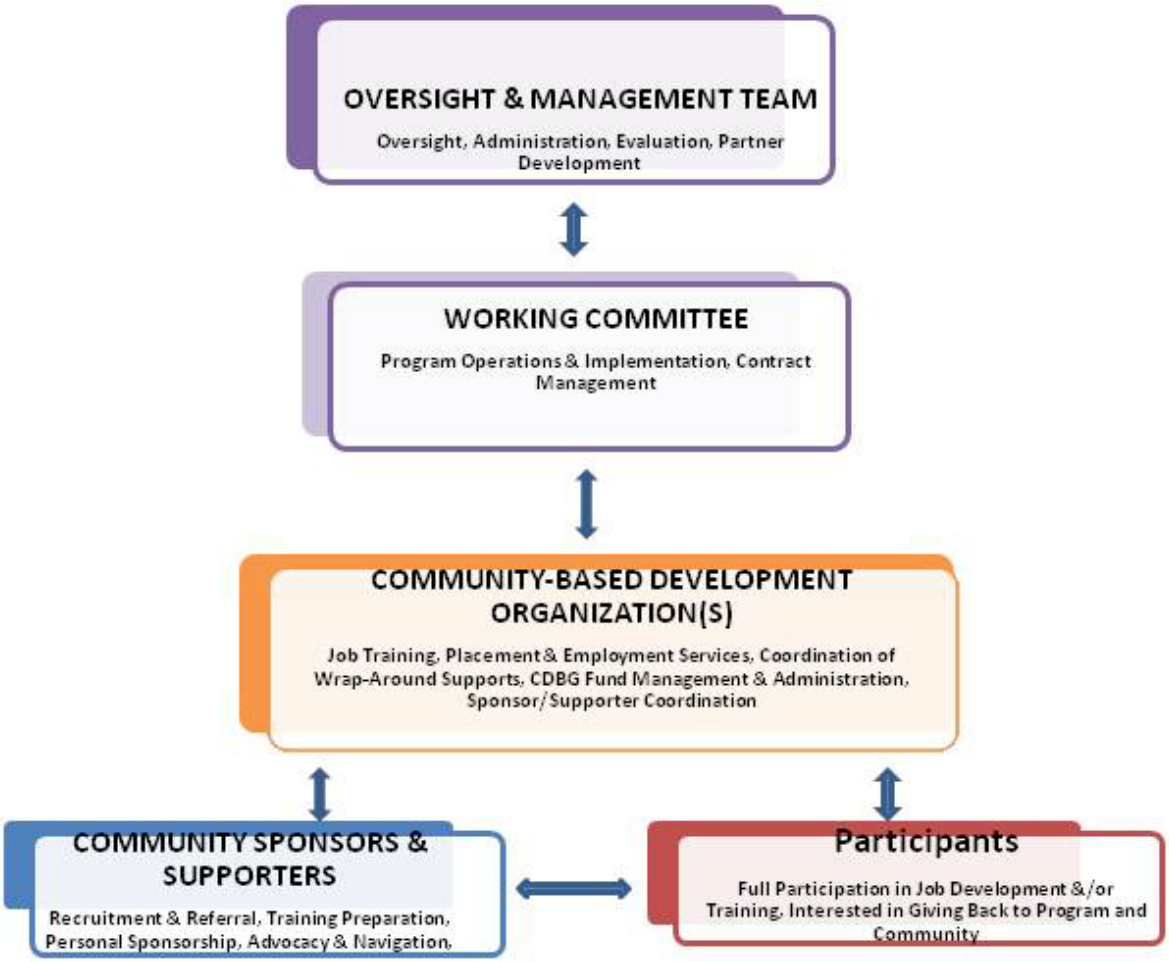
The Career Bridge organizational structure is depicted in the chart below. The Oversight Team provides overall financial, program, evaluation and tracking administration, as well providing program accountability to the Executive and Council. This team is led by the Human Services Department and the Office of Economic Development, with staff support from the Seattle Jobs Initiative.

The Working Committee is involved in the development, oversight, and administration of the operational processes and policies for Career Bridge. Once the Community Based Development Organization(s) is/are selected, this group will also provide contract oversight and management. The Working Committee is comprised of staff from OED, HSD, SJI and representatives from the community sponsors.

Community Based Development Organizations (CBDO) will assume the role currently filled by SJI in program delivery and oversight for Career Bridge. Job training, placement, and other employment services are expressly permitted activities under CDBG rules when they are carried out by an eligible CBDO. It is anticipated that one or two CBDOs will be selected with strong linkages to communities of color and immigrant/refugee communities. The CBDOs will be trained by SJI to directly administer the training curriculum. OED and HSD have already begun to discuss Career Bridge with several organizations that might be able to fill the CBDO role, and an assessment of capacity and interest will begin in 2013.

Community sponsors and supporters are those informal networks, grassroots organizations, churches, and other groups who are on the ground to provide critical connection points to refer and support program participants. In addition to “walking the path” with participants, community sponsors will also be enlisted to support program graduates with job connections, case management, and wrap around services. This partnership will begin to build community capacity and the social service network needed to help individuals access, progress and complete job and training programs leading to self-sufficiency.

Career Bridge Organizational Structure



Expected Timelines for Partner Selection & Existing Program Partners

Seattle Jobs Initiative has been a partner in the development of Career Bridge and participated in the program development, design and initial implementation of the program. SJI is facilitating the 20-hour job readiness training session and has contracted with a job developer to provide job placement and employer connections. While SJI has allowed the City to jump-start Career Bridge in 2012 and support its implementation in 2013, the service delivery function will be moved out of SJI and housed entirely within the community. Beyond 2013, SJI will continue to provide mentorship to the community entity(ies) and link its training and educational pathways to program participants.

Community Development Block Grant funds are particularly well suited to provide the kinds of services included in the Career Bridge program. However, a number of technical issues are being worked through with the Human Service Department and City Budget Office to ensure that the City can navigate the appropriate deployment activity given the Public Services and Planning Caps for CDBG. The eligibility and organizational requirements to utilize CDBG funding for the employment and training activities within the Career Bridge model have been reviewed. Based on the initial assessment, the most practical approach is to establish CBDO status for one or more existing organizations that are currently engaged in the employment and training of low-income individuals. This requires both a focus and

mission to improve the physical, social or economic conditions within an identified geographic area. There are a number of existing non-profit organizations whose mission and work can readily meet these requirements, but it requires a review of board composition and bylaws for a demonstration of geographic focus. Part of the work in 2013 is to continue the organizational assessment and begin discussions with those who have the capacity to implement an expanded employment and training program for individuals with significant barriers.

Career Bridge CBDO Selection Process and 2013/2014 Workplan

ACTIVITY	TARGETED DATE(S)	DESCRIPTION
2013 Workplan		
Continue Employment & Training Services for Limited-English clients	**Ongoing thru 2013**	OED will continue to contract (via SJI) with Asian Counseling and Referral Service to provide direct employment and training services to Limited-English population
Ongoing Training Cohorts	**February 23, 2013**, followed by cohorts in March, May, July, September, November	Six cohorts are to be offered in 2013 for up to 120 individuals
Career Bridge Sponsor Meetings	**Weekly**	2013 Cohort Support & Program Implementation - facilitate community sponsor/participant enrollment and follow-up.
Program Evaluation	Internal Evaluation – **ongoing**	Evaluation initial implementation outcomes and lessons Assess community sponsors
Begin Community & Partner Discussions on Needs of Limited English & Immigrant/Refugee Population	**1st Qtr (Jan-Mar)** and throughout first half of 2013	Discuss Career Bridge approach to this population with community, CBOs and potential implementation partners
Finalize Scalable Program Budget & CDBG Requirements	**1st Qtr**	
Organizational Assessment	**1st Qtr**	Continue organizational assessment of alignment and capacity to implement Career Bridge Program.
Convene RFQ/RFP Selection Team	**2nd Qtr (Mar-June)**	Develop Scope of Work
Finalize Evaluation & Reporting Mechanism	**July 1, 2013**	Workplan and report to Council as requested by Green Sheet 120-2-A-1
RFI/RFQ/RFP Process	**3rd & 4th Qtr**	Establish are able to meet CBDO eligibility requirement and initiate competitive bidding process
CBDO Selection	**4th Quarter (Oct – Dec)**	Finalize funding decisions and contracts and community engagement and partnership agreement
Establish CBDO Status	**Following Selection**	CBDO status requires a focus and mission to

	and continuing in early 2014	improve the physical, social or economic conditions within an identified geographic area. This may require a review of board composition and bylaws to meet these requirements.
2014 Workplan		
Transition Job Readiness and Employment Services to CBDO(s)	**1st Qtr (Jan-Mar)**	Services currently provided by SJI (Employment & Training Curricula and Job Development) will be transitioned to CBDO
CBDO implementation of employment training program for Men of Color	**1st Qtr (Jan-Mar) and ongoing**	At least six cohorts are to be offered for at least 120 individuals
Community Sponsor Outreach for Immigrant/Refugee Community	**1st Qtr and ongoing**	Similar to Men of Color process, assess existing community capacity & resources to provide wraparound supports
CBDO implementation of employment/training program for Immigrant/Refugee	**2nd Qtr and ongoing**	Phased implementation of employment/training program for individuals with Limited-English to allow for community network development; Up to six cohorts are to be offered for up to 120 individuals
Completion of City Auditor's Evaluation of Career Bridge Program	**July 1, 2014**	City Auditor evaluation of Career Bridge Program due to Council

Career Bridge SLI Subsequent Reporting & Evaluation

By July 1, 2013, OED & HSD, in coordination with the Office of the City Auditor, will provide:

- A detailed annual reporting plan, including specific, measurable, target program outcomes.
- A preliminary report on Career Bridge outcomes,
- Estimates of Career Bridge's fixed and scalable costs.

Additionally, OED and HSD will also report on the evaluation methodology for the Career Bridge program, in partnership with the Auditor's Office as outlined in Green Sheet 120-2-A-1.

OED and HSD have already met with the Auditor's Office to discuss the evaluation methodology and to provide an orientation to the Career Bridge program and the Seattle Jobs Initiative.

Career Bridge Internal Evaluation Plan

Comprehensive data collection and culturally relevant evaluation methods are integral components in the structural design of Career Bridge. An internal evaluation effort is being lead by Dr. Tracy Hilliard, Human Services Department's Director of Data Integrity. Dr. Hilliard has extensive experience in survey design, qualitative and quantitative research methods, data analysis, community-based research and programming, and program evaluation.

Data collection is implemented using a mixed methods approach which incorporates both quantitative and qualitative measures to obtain substantive information regarding what works well and what can be improved. Thorough analysis of data collected from participants, community sponsors, community supporters, and the Oversight Committee provides a mechanism for identifying key facilitators of success, and informing any necessary modifications to the Career Bridge design. Data collection is ongoing between participant cohorts for continuous quality improvement to identify lessons learned. The initiative will be refined as needed, according to what the data suggests.

Quantitative data is collected via the Seattle Jobs Initiative (SJI) using the standard enrollment form used for all SJI clients. Career Bridge participants, community sponsors, community supporters, and the Oversight Committee have collectively identified measures, in addition to the standard SJI enrollment form, to also collect to ensure participants' success upon intake and completion of Career Bridge.

Qualitative data is collected to capture information that cannot be reflected through counts or statistics, and instead highlights vignettes from participants, community sponsors, community supporters, and the oversight committee. This qualitative data is collected via informal focus groups and in-depth, semi-structured interviews. The stories shared via the qualitative inquiries are critical to highlighting the importance of the relational model of the initiative and the culturally relevant components which may not be identified using quantitative measures.

The Career Bridge design and evaluation strategy allows all involved parties to collaborate in the process of developing the data collection and evaluation processes. This approach is critical for community capacity building, which has been clearly identified as key goal for Career Bridge among all stakeholders. Many elements of the Career Bridge design and evaluation are more culturally relevant than what exists from evidence based models, which often do not account for the specific needs of diverse communities, who are often underrepresented in research.

An external evaluation will also be conducted on behalf of the City Auditor which will serve as a second forum to identify Career Bridge successes and areas for improvement.

CC: Ben Noble, Director, Council Central Staff
Sara Belz, Council Central Staff
Susana Serna, Council Central Staff
Beth Goldberg, City Budget Office
Becky Guerra, City Budget Office
Jeff Muhm, City Budget Office
Jeanette Blankenship, City Budget Office
Jaline Quinto, Mayor's Office

Attachment: Career Bridge Program Flow Chart

Career Bridge Program Flow Chart

RELATIONSHIP BUILDING; STABILIZATION & SUPPORT

- Ongoing engagement & relationship building with individuals
- Identify potential participants
- Provide program information
- Identify potential barriers & supports needed
- Develop & initiate plan to address barriers
- Connect with resources, and supports
- Relationship and trust building
- Mentoring & Support

Community Sponsors

Interest in Career Bridge-

Not Ready

CONFIRM ELIGIBILITY & READINESS

- Determine interest
- Determine eligibility
- Assess readiness to participate
- Client expectations
- Identify unmet barriers & connect participants to service/supports

Complete:

- **Letter of Commitment Form**
- **Intake Form**
- **Resume or Worksheet**

Meets Eligibility & Readiness

PRE TRAINING ORIENTATION

- Preparing for the Training
- Team building, Peer Support
- Prepare for learning, Goal Setting
- Ownership and Accountability
- Community Building & Responsibility
- Leadership Development
- Collective Problem Solving.

CAREER OPTIONS WORKSHOP

Seattle Jobs Initiative
20 hour training
Monday-Friday, 8 am – 1 pm

Individuals will learn about opportunities in the labor market, consider career options, develop a career and education plan, practice interview and networking skills, identify community give back actions, and determine next steps. The final hour of the day is a networking lunch and appointments with a job developer.

PLACEMENT, TRAINING & SUPPORT

SEATTLE JOBS INITIATIVE

- Transitional Job
- SJI Technical Training
- Career Path Job

REFERRAL TO OTHER TRAINING

- Basic Skills Training
- Bachelor's Degree
- FareStart, Pioneer, Other
- Other Technical

PARTICIPANT READINESS

- Can benefit from program
- Stable housing, access to transportation, personal and community supports needed to attend/participate in program
- Ability & Commitment to attend training every day, on time
- Participants have understanding of the goals of the program; team/cohort expectations
- Clean and sober
- Understand and commitment to program goals and expectations.

Stabilization and Support

Identify and address immediate barriers such as housing, child care, transportation, substance abuse counseling, mental health counseling, etc.

Ongoing Stability and Support

Community Sponsors will provide client advocacy and connection to resources and supports needed for participation in Career Bridge training, and to get and maintain employment or enter into training.

COMMUNITY SPONSOR'S COMMITMENTS:

Personal Sponsorship: Provide ongoing assistance, mentoring, and guidance to support the participant's success.

Personal and Family Support: Assist participants and their families – strengthening families, and communities.

Empowerment & Accountability: Provide mentorship, guidance, healing, and counsel to participants - Help them make healthy choices

Family & Community Reunification

Community Sponsors: 4C Coalition, FAVOR, GAME, Got Green, Men of Color, True Chance, True Change (Truevine Church), Urban League of Metropolitan Seattle

2013 - 2014 Seattle City Council Statement of Legislative Intent

Approved

Tab	Action	Option	Version
120	1	A	1

Budget Action Title: Request for additional information on the Career Bridge program

Councilmembers: Burgess; Clark; Conlin

Staff Analyst: Sara Belz

Budget Committee Vote:

Date	Result	SB	BH	TR	RC	TB	NL	JG	SC	MO
11/09/2012	Pass 9-	Y	Y	Y	Y	Y	Y	Y	Y	Y

Statement of Legislative Intent:
The Office of Economic Development (OED) and the Human Services Department (HSD) are requested to provide the Council with additional information about the Career Bridge program before the delivery of the 2014 Proposed Budget. The content of OED's response to this Statement of Legislative Intent will help inform the Council's decision about whether to provide ongoing funding to the Career Bridge program.

By February 1, 2013, OED and HSD are requested to deliver the following to the Council's Committee on Economic Resiliency and Regional Relations (CERRR):

- A detailed description of the Career Bridge program, including its proposed organizational design and service delivery models.

- Information about how the framework for Career Bridge was shaped by existing research and established best practices related to the provision of workforce development services for extremely disadvantaged individuals. If the program's design is informed primarily by innovation, a description of any influential theories or local experiences should be provided.

- Expected timelines for any competitive processes that would be initiated in 2013 or 2014 to select contractual program partners. A list of any existing program partners and information about how they were selected should also be provided.

By July 1, 2013, OED and HSD, in coordination with the Office of the City Auditor (Auditor), are requested to deliver the following to CERRR:

- A detailed annual reporting plan that identifies specific, measurable, target program outcomes, such as the numbers of individuals expected to annually enroll in Career Bridge, complete education and job readiness training, and be placed in a post-secondary instructional program or stable employment. Outcomes related to the jobs obtained by program participants (e.g. position type, wages, benefits, length of time in job) should also be

identified. In addition, the reporting plan should include information about how target program outcomes were identified and, if applicable, how they compare to the outcomes associated with employment and training programs serving similar populations in other jurisdictions.

- A preliminary report on Career Bridge outcomes using data collected from the first three cohorts of program participants.

- Estimates of Career Bridge's fixed and scalable costs and information about how potential changes to the City's annual CDBG allocations could impact the program's scope and capacity.

A companion green sheet (120-2-A-1) would add $50,000 in General Subfund (GSF) support to the Auditor's Performance Evaluation Program in 2013 and 2014 for a comprehensive evaluation of Career Bridge's effectiveness in moving participants into employment training or steady jobs. Consistent with that green sheet, the independent consultant selected by the Auditor to complete the evaluation would also be tasked with assisting OED and HSD with the work described above that would be due to CERRR by July 1, 2013.

Background:
Career Bridge would provide extremely disadvantaged individuals facing multiple barriers to employment with access to mentoring support, education and job readiness training, and the wrap-around social services they need (e.g., housing, childcare, transportation) to succeed as students and in the workforce. The population groups that Career Bridge would seek to assist include low-income men of color, the previously incarcerated, and limited English speakers. Career Bridge is intended to serve as a precursor and supplement to the employment training and placement services the Seattle Jobs Initiative (SJI) supports for jobless and underemployed adults. Together with OED and HSD, SJI would be a critical partner in developing and implementing Career Bridge over the next two years.

The Proposed Budget provides $210,000 for Career Bridge in 2013 and $800,000 in 2014. The 2013 funding includes $150,000 GSF from OED's 2013 contract with SJI and $60,000 in Community Development Block Grant (CDBG) funds that would be allocated through HSD. In 2014, a total of $800,000 in HSD CDBG funding is proposed.

Responsible Council Committee(s): Economic Resiliency and Regional Relations

Date Due to Council: February 1, 2013 and July 1, 2013

City of Seattle
Office of Economic Development

Memorandum

Date: February 1, 2013

To: Economic Resiliency and Regional Relations Committee
Chair, Councilmember Sally Clark
Co-Chair, Councilmember Tom Rasmussen
Councilmember Richard Conlin
Councilmember Jean Godden

From: Steve Johnson, Director, OED
Dannette Smith, Director, HSD
Marie Kurose, Strategic Advisor HSD
Nancy Yamamoto, Sr. Policy Advisor, OED

Subject: SLI 120-1-A-1 Request for Additional Information on the Career Bridge Program

---

In SLI 120-1-A-1, the Council requested the Office of Economic Development (OED) to provide additional information about the Career Bridge program. This memo provides our response to the request to provide further clarification on the following:

- **Career Bridge Development & Data Framework**. Information about how the framework for Career Bridge was shaped by existing research and established best practices related to the provision of workforce development services for extremely disadvantaged individuals. If the program's design is informed primarily by innovation, a description of any influential theories or local experiences should be provided.

- **Career Bridge Program Design**. A detailed description of the Career Bridge program, including its proposed organizational design and service delivery models.

- **Expected Timelines for Partner Selection.** Expected timelines for any competitive processes that would be initiated in 2013 or 2014 to select contractual program partners. A list of any existing program partners and information about how they were selected should also be provided.

A second report will be submitted by July 1, 2013 to provide additional information on the Career Bridge annual reporting plan, outcomes to date, and proposed program budget.

Background

Following the spate of gun violence and deaths (10 aggravated assaults and 9 murders) occurring in Seattle during early 2012, the Mayor's Office asked the Human Services Department (HSD) and the Office of Economic Development (OED) to collaborate on a response to increase safety and stability in the community. Most of the individuals involved and affected by these crimes were men of color between the ages of 18 and 41 years, and 6 of the 9 murder victims are African-American.

Communities and families of color – particularly African-American and Latino – suffer disproportionately from gun violence. The national gun-homicide rate for black males is 2.4 times as high as that of Latino males, and it is 15.3 times as high as the rate for non-Hispanic white males.[1]

Research suggests that the disparities related to violence result largely from a cumulative set of factors. Boys and men of color—in particular, African-American and Latino—have fared worse than their white peers across a broad range of social, economic, health, educational, criminal justice, family and housing measures. For most indicators, the scale of the disparities is greatest for African-Americans, as evidenced by rising high school dropout rates, declining enrollment in post-secondary education, increasing rates of incarceration, and unemployment. [2]

While the reasons for these disparities are many, some key facts are relevant to an effective human services/ economic development response to violence and recidivism:

- Incarceration disproportionately affects African-American men, who are 3.72 times more likely to be arrested than Whites.[3]
- There is a strong correlation between low educational attainment and crime/incarceration.[4]
- There is a strong correlation between unemployment and crime/incarceration.[5]
- Education/employment reduces recidivism (repeat-offenses).[6]

---

[1] *Health Disparities in Homicides, Findings from the CDC Health Disparities and Inequalities Report – United States, 2011*. http://www.cdc.gov/minorityhealth/reports/CHDIR11/FactSheets/Homicide.pdf

[2] A Way Out: Creating Partners for our Nation's Prosperity by Expanding Life Paths of Young Men of Color; Better Health Through Stronger Communities; Dellums Commission: Joint Center for Political and Economic Studies Health Policy Institute (2006), http://www.jointcenter.org/hpi/files/manual/A%20Way%20Out.pdf

[3] Task Force on Race and Criminal Justice System: Preliminary Report on Race and Washington's Criminal Justice System, 2011, http://www.law.washington.edu/About/RaceTaskForce/preliminary_report_race_criminal_justice_030111.pdf

[4] A recent study of the Washington State correctional population found that about 59% had less than a 12th grade education, compared to only 10% of the state's general population. U.S. Census Bureau, http://www.census.gov/population/www/socdemo/educ-attn.html

[5] In Washington State, the unemployment rate among the correctional population one year prior to incarceration was 28% in 2001 and 67% in 2008. Washington State Department of Corrections, Tracking Washington State Offenders Pilot Study: *Do Education Programs Affect Employment Outcomes?* Principal author Michael Evans, Research Analyst Susan Koenig (March 2011).

[6] See, e.g. Lichtenberger, E., O'Reilly, P., Miyazaki, Y., & Kamulladeen, M. (2010). *Direct and Indirect Impacts of Career and Technical Education on Post-Release Outcomes.* Virginia Tech Center for Assessment, Evaluation, and Educational Programming: Blacksburg, VA; Visher, Christy, Winterfield, Laura, and Coggeshall, Mark. 2005. *Ex-Offender Employment Programs and Recidivism; A Meta-Analysis.* Journal of Experimental Criminology 1:295-315;

An underlying fact is the disproportionate rates of poverty and unemployment for many Seattle residents, particularly for African-American and Latino residents.[7] While the Seattle Metro area has the fourth-highest GDP per capita among national and international metro areas, fully one-quarter of Seattle's residents live below 200% of the federal poverty level (FPL).[8] These residents typically lack the skills and education required to be competitive for jobs that can lift them out of poverty. Seattle's low-income working population is more likely to have lower levels of educational attainment, with 56% of these individuals reporting education less than an AA degree. [9]

This preliminary data underscored that HSD & OED's primary intervention for violence prevention needed to focus on the development of a pathway to economic opportunity for individuals who have been historically disadvantaged.

Career Bridge Development

OED & HSD immediately began to discuss a joint strategy to help low-income individuals access job opportunities and/or employment and training programs as a way to mitigate involvement in criminal activities. Based on the demographic profile of the population most impacted by Seattle's recent wave of violence, the focus was on men with criminal histories or juvenile record, and with limited education and job history. Additionally, the response needed to be built upon current City capacity, as well as an assessment of the efficacy of existing interventions on populations with significant barriers to employment/training.

HSD & OED held a number of exploratory dialogues with community members to share potential program elements of Career Bridge. During the first two focus groups on July 10 and 25, 2012, nearly 50 community members attended representing community resource networks, faith-based institutions, and organizations who provide informal and formal support to African-American men, formerly incarcerated people, and their families; constituents, men of color, who are seeking economic, educational, and other opportunities to support their ability to achieve economic stability, self sufficiency, and strengthen the success of their families and communities; and other community resource networks and organizations working to support men of color who face multiple barriers to educational and economic opportunities.

Community members raised issues and concerns about personal as well as system/policy barriers and the need to understand and address them in order to make an impact and sustain this work. The conversation validated the need for a comprehensive and integrated approach to address the myriad of institutional, service delivery and personal barriers faced by men of color, particularly African-American

---

American Correctional Association, 135th Congress of Correction, Presentation by Art Lurigio (Loyola University) *Safer Foundation Recidivism Study* (August 8, 2005).

[7] See generally, *A Portrait of Seattle's Low-Income Working Population,* Seattle Jobs Initiative (December, 2011) www.**seattle**jobsinitiative.com/wp-content/uploads/SWPDraftII.pdf While African-Americans constitute just 5.1% employed Seattle residents aged 18+, they make up 11.3% of employed Seattle residents living under 200% of Federal Poverty Level (FPL). While Hispanics constitute just 5.9% of employed Seattle residents age 18+, they make up 12.3% of employed Seattle residents living under 200% of FPL. 2009 American Community Survey

[8] American Community Survey 2010 (U.S. Census Bureau). 162,163 residents lived below 200% FPL out of a total population in Seattle of 588,062 (27.6%). While 100% FPL is defined to be at the poverty line, most public benefit programs (such as Basic Food) use 200% FPL because it is still below a living wage, especially in high cost of living areas. For a family of four, 200% FPL would equate to $46,000 annually.

[9] Id., *A Portrait of Seattle's Low-Income Working Population.*

men with criminal histories. It also pointed to the lack of culturally-relevant, integrated services available to support formerly incarcerated individuals and their families and the need for a community-driven solution. Community members spoke to the impact of violence and incarceration on children, families and the community and the importance of designing the program based on community experiences and firsthand knowledge of the cultural importance of relationships to sustain the efforts over time.

Since July 2012, OED & HSD continue to meet with community members and potential participants on a weekly basis in an ongoing partnership to develop processes, implement the initiative and apply a continuous improvement process for Career Bridge.

Career Bridge Data Framework

1. Unique Challenges of Formerly Incarcerated

The number of individuals that are being incarcerated has grown substantially over the years. As a result, there is a growing population of formerly incarcerated individuals who face serious challenges to reentering society following release. Failure to successfully reintegrate contributes to recidivism and profound economic and social impacts on community health. The formerly incarcerated population is overwhelmingly poor, have low levels of education and limited job experience. Along with the usual challenges faced by job seekers, the formerly incarcerated are also likely to face housing instability, debt challenges from court fees, restitution and/or child support, and suffer from the psychological effects of incarceration. Employers are often unwilling or, by law, unable to hire individuals with a former criminal history and, even after finding work, these individuals usually experience life-long reductions in earnings.[10] In addition to these obstacles, individuals with a former criminal history often lack the social and/or work soft skills needed to succeed in the workplace.

2. Impact on Children, Families, and Community

While the impact of incarceration on individuals can be quantified to a certain extent, the wide-ranging effects on African-American communities in particular are only beginning to be investigated. Key issues are the consequences on the family and community fabric, as well as the images and perceptions that are communicated to the community's youth who see a substantial proportion of its young men involved in the criminal justice system. [11]

It is important to note that the cumulative impact of those disparities has had deep and far-ranging consequences to the well-being of the children, families and the community as a whole. Incarceration of a family member impacts the economic, social-emotional, and educational outcome. Within the African-American community, the impact is significant: one in nine children has an incarcerated parent.[12]

3. Benefits of a Skill Development Model

---

[10] Travis, Jeremy, *But They All Come Back: Facing the Challenges of Prisoner Reentry,* 1st Ed., Washington, D.C., Urban Institute Press, 2005.
[11] Mauer, Marc, *Race to Incarcerate*, The Sentencing Project, January, 2006.
[12] Reentry: Helping Former Prisoners Return to Communities; Part of a series from the Technical Assistance Resource Center of the Annie E. Casey Foundation; (2005) http://www.aecf.org/upload/publicationfiles/ir2980d32.pdf)

Evidence-based research from national organizations, such as the Aspen Institute and Public Private Ventures, as well as the City's fifteen years of experience with the Seattle Jobs Initiative, demonstrates that providing low-income, low-skilled residents with skills training linked to a career path will increase their likelihood of securing jobs beyond minimum wage and can put them on a path toward higher-wage jobs. By focusing on skills needed in high demand industry sectors, such as that offered in the City's Pathways to Careers Initiative, graduates earn greater wages, are more employable, and are better positioned for career advancement.[13] It has also been shown that education reduces recidivism[14], with the key influencing factor being the increase in levels of employment for ex-offenders with greater skills and education.

4. Employment & Training Best Practices

For many low-income residents, the need for an immediate job to meet basic needs takes precedent over the acquisition of further education and skills. Recognizing this reality, the City has historically invested in a short-term employment and training (E&T) strategy to help people prepare and secure work that match their skills. Since 1996, 7,179 participants have been enrolled in the E&T program with 58% (4,143) placed in jobs. The strategy is made up of five core components:

1) a personal assessment of an individual's skills, job interests and barriers to employment;
2) a written plan that addresses barriers and outlines a job search strategy;
3) 20-hour job readiness training that covers workplace expectations, what employers are looking for, interview training, networking skills, and resume writing;
4) personal referrals to employers by a job developer; and
5) regular follow up with the job seeker to encourage, coach and support them in securing full-time employment with benefits.

Two years ago, a sixth component was added help individuals learn about the labor market in an effort to help participants not only secure a job that meets their immediate needs, but also allows them to pursue better paying jobs in high demand careers.

Nationally, a number of programs target the formerly incarcerated. Best practices to connect the formerly incarcerated with jobs have been well documented and applied by many of the organizations providing work skills training, combined with the development of soft skills and life skills, with employment placement services.[15] Generally, sector-focused workforce development programs for this

---

[13] *Jobs and the Urban Poor: Privately Initiated Sectoral Strategies* by Peggy Clark and Steven L. Dawson with Amy J. Kays, Frieda Molina and Rick Surpin, November 1995, The Aspen Institute; *Benefits of a Sector Based Approach by* Sunny Schwartz and Johan Uvin, August 2004, The Center for Research and Evaluation, Vol 2, Issue 3.; *Job Training That Works: Findings from the Sectoral Employment Impact Study, b*y Sheila Maguire, Joshua Freely, Carol Clymer and Maureen Conway, May 2009, Public Private Ventures, In Brief, Issue 7; *Courses to Employment: Partnering to Create Paths to Education and Careers* by Maureen Conway, Amy Blair and Matt Helmer May 2, 2012, The Aspen Institute, Workforce Strategies Initiative.

[14] Washington State inmates receiving vocational education in prison have roughly a 10% reduced change of recidivating. Drake, E., Aos, S., and Miller, M., *Evidenced-Based Public Policy Options to Reduce Crime and Criminal Justice Costs: Implications in Washington State. Olympia: Washington State Institute for Public Policy. (2009)*

[15] Wallace, Dee and Wyckoff, Laura, *Going to Work with a Criminal Record, Lessons from the Fathers at Work Initiative,* Public/Private Ventures. (May, 2008)

population has a positive impact on employment and reducing recidivism rates.[16] A partnership between corrections and college programming in Oregon recently posted 0% recidivism for their formerly incarcerated participants[17]. Impact Services of Philadelphia also attempts to evaluate its success on family reunification, community engagement, and the participant's acknowledgement of personal responsibility.[18]

The positive role of community and faith-based organizations to meet the needs of the growing formerly incarcerated population has also been documented by Public/Private Ventures (P/PV) in its Ready4Work strategy funded by the US Department of Labor, the Annie E. Casey and Ford Foundations. P/PV designed Ready4Work to test whether a reentry program could be successfully implemented through a partnership of local community and/or faith-based organizations to provide ex-prisoners with targeted case management, employment services and mentoring. Services consisted of employment-readiness training, job placement and intensive case management, including referrals for housing, health care, drug treatment and other programs. Ready4Work also involved a unique mentoring component—including one-to-one and group mentoring—in the belief that mentors can help ease ex-prisoners' reentry by providing both practical and emotional support. The Ready4Work program served adult former prisoners in 11 cities around the country.

P/PV reports that its analysis of the initiative demonstrates the promise of this model: Participants stayed in the program and many found jobs and avoided recidivism. Through Ready4Work, P/PV reports it has demonstrated the power of social capital, and more specifically relationships, in ex-prisoners' lives.[19]

5. Data/Evidence Based Implications for Career Bridge Program

Based on this research and established practice, Career Bridge is built on a strategy to meet individuals' current needs, which often involve addressing immediate employment, while preparing them to transition onto a career path. The added component is the full circle of support from members of the community while participants work on employability skills and network with potential employers. As a consequence, community members are designed to be core team members and partners in the service delivery. Community member participation enhances the Career Bridge program through:

- Outreach & Recruitment – trusted community members are involved in identifying and connecting new participants with the Career Bridge program. Because these community members continue to support the individuals they connect with the program, the ability to build and sustain the community/participant relationship is a crucial component of our model.

---

[16] Four leading workforce development programs that focus on formerly incarcerated individuals were evaluated to identify best practices and common approaches. Prince, Troy, *Employment & Training Best Practices for Ex-Offender Men of Color*, Seattle Jobs Initiative (January, 2013)

[17] Chemeketa Community College report to the Board of Education (December 12, 2012), http://www.chemeketa.edu/about/aboutchemeketa/learnaboutus/documents/2012-12-19.pdf

[18] Prince, Troy, *Employment & Training Best Practices for Ex-Offender Men of Color. Date?*

[19] Bauldry, Shawn and Wendy McClanahan, Public/Private Ventures, September 2008 "*Ready4Work: Final Research Report"* U.S. Department of Labor http://wdr.doleta.gov/research/FullText_Documents/Ready4Work%20Final%20Research%20Report.pdf

- Wraparound Support & Resources – to provide flexible and individualized support to meet barriers, such as housing, transportation, and childcare, and to complete a job training and/or education program.
- Systems Barriers & Policy Work – to address other barriers, such as criminal records, drivers license reinstatement, and credit/asset building.
- Community Ownership – to become partners in program design and implementation, and for long-term sustainability.

Career Bridge Program Design

1. Program Overview & Goals

   Career Bridge is a comprehensive approach focused on integrating pathways to economic opportunity with family support and reunification, strengthening community and building support networks. It builds and expands on employment & training models to help low-income residents access the first step on a career path. The course curricula and components are modeled on the short-term training provided by the Seattle Jobs Initiative to springboard participants to a job and/or further college attainment. In addition, essential elements of the Career Bridge program are designed to meet the increased challenges faced by highly disadvantaged individuals with significant barriers to gaining and maintaining employment, more so than similar employment and training efforts aimed at low-income adults:

   - Integrating access to wrap-around services into employment and training programs to increase completion and successful placement. Problems with housing, transportation, and childcare are among the major reasons why low-income adults do not enter or fail to complete programs aimed at improving their employment status. Career Bridge will address this by including some funding to help with small emergencies and aggressively connecting participants with other programs that provide these supplementary services.
   - Formalizing the role of a "community sponsor" that will also help support completion and ongoing success. The sponsors are organizations who will provide a network of support as individuals struggle with the challenge of stabilizing their lives, completing training, and securing a job. The sponsors will be selected based on their commitment and connections to the communities in which the participants live. Formalizing this role will entail small service contracts, as Career Bridge is transitioned to community-based development organizations.
   - Building community capacity, including involvement in program design, decision making, accountability and implementation to develop community-based infrastructure for ongoing program effectiveness and sustainability.
   - Training module tailored to individuals with criminal records, including addressing gaps in employment history, job search implications, social media, as well as addressing personal barriers to success.

The long-term goal of the program is to create a more aligned strategy between workforce training investments and social service supports that improves work and education readiness among individuals with significant barriers. With better connections to other resources, including the Human Services Department, Office of Economic Development, educational institutions, training providers and community groups, Career Bridge provides the opportunity to implement a more coherent and

comprehensive approach to supporting individuals along the path to self-sufficiency, as well as building community capacity to address these needs.

The initiative intends to bring to scale existing interventions to address the employment and training needs of extremely disadvantaged individuals, focusing on men of color and limited-English speakers, resulting in more individuals directly served. Better career outcomes are expected for participants over the long-term, with the initiative's emphasis on career and skill development. This improvement to work and education readiness bears directly on the success of the City's workforce strategy of preparing individuals through postsecondary education/training for higher-wage, in-demand jobs.

2. Targeted Population

Career Bridge concentrates on those who face significant barriers to employment so they can begin on a pathway to a living-wage job and career. Examples of those barriers include:

- Limited work experience
- Lack of post-secondary credential
- Low basic skills
- Lack of housing or access to stable housing
- Criminal history (including juvenile record)
- Need for other basic supports (food, transportation, childcare, counseling, family support, financial counseling) to maintain stability
- Limited-English, and/or immigrant/refugee
- Financial obligations and need for immediate income

Career Bridge is currently providing services to men of color who face multiple barriers, including a history of former incarceration, limited work history and low levels of education. In addition, the Career Bridge program intends to serve immigrant/refugee and/or limited English speakers who also have low levels of education and a limited work history. Because of the complexity of barriers, these individuals are also in need of a range of comprehensive services and supports to prepare for and access well-paying jobs with long-term career pathways. These services may address similar needs for housing, transportation, childcare, as well as other services such as English-language instruction
The focus is to develop skills and tools that support an individual's transition into a job and/or training program. The scaling in 2014 is to develop a comprehensive and coherent approach to meet the spectrum of need for individuals who need immediate employment assistance and skill development to be successful in an educational/career pathway. The goal is to develop a comprehensive approach for these populations to prepare them to 'bridge' into college-level training programs, like Pathways to Careers, and into living wage careers. Given the distinct needs of the two target populations, the job training is anticipated to be carried out by one or two organizations with strong linkages to communities of color and the immigrant/refugee communities.

3. Program Components

Career Bridge is designed to allow individuals to assess their needs for a job and/or education and training. Participants are supported through an assessment of options and the development of an actionable plan that they can use to build a pathway to jobs and a career. Individuals are exposed to the local labor market and an assessment of their skills, interests and experience. Finally, participants are connected to training programs and/or job placement services. Program components include:

- Community Sponsors: Partnering with community networks to identify, refer, and provide ongoing support to (sponsor) individuals. These community partners will be those networks, groups within the community that are committed to providing the mentoring, case management, and ongoing support to participants.

- Enhanced Wraparound Supports & Resources: Connection to wraparound supports and resources, including housing, transportation assistance, mental health and drug and alcohol counseling, child care assistance, and other basic supports. A Career Investment fund will be established to provide flexible funding to address employment or training barriers that cannot be otherwise met. These resources are intended to be a fund of last resort and address those critical needs (such as housing, transportation, work clothes and fees) that are required for employment and/or training.

- Career Bridge Workshop: Twenty hours of career building and personal development training and planning. At the end of the Career Bridge workshop, participants will have a Personal Career and Job Plan of Action, identifying short-term and long-term goals and actions; a portfolio - resume and cover letter; and network of support.

- Cohort Model: Individuals enter and progress through the program as a group. Participants benefit from the mutual motivation, encouragement and collaborative learning that occurs within a cohort model. Importantly, a participant's peers also become a critical component of the network of support created, in addition to the community and organizational sponsors.

- Job Developer: A "job developer" to cultivate targeted employer networks with sectors and industries that could provide opportunities for the targeted population and identify appropriate job opportunities; and work with the participant in targeting a job search and building an informal hiring network.

- Training Referrals: Participants who have identified a training area, and are ready, will be connected to other programs for basic skills and/or post-secondary training programs.

- Advocacy and Policy Work: to identify internal and external policy barriers and potential system partners and opportunities to support the program.

- Personal Empowerment: to provide participants the skills, confidence and support to be successful in a competitive job market, especially challenging for individuals with criminal histories, as well as their roles as leaders in their family and community.

4. Service Delivery - See attachment: "Career Bridge Program Flow Chart"

Potential participants are initially referred through a community sponsor network. Many of these sponsors, including The Men of Color Group, G.A.M.E., 4-C Coalition and FAVOR, have been active in the African-American community, providing mentorship, advocacy and access to resources. Other organizations are also involved (e.g., the Urban League) to support participants with other needed services (e.g., expungement of criminal records). Prior to referral, community sponsors are expected to connect with the participants to begin the mentorship/support relationship, determine the participant's

ability to benefit from the Career Bridge program, and begin to identify and address employment and training barriers, such as housing, childcare and transportation.

Once individuals' eligibility and readiness are confirmed, participants engage with their cohort through a pre-training orientation facilitated by community sponsors that is designed to create shared responsibility and accountability for success. Elements include preparing individuals for the job readiness workshop, ensuring that basic needs and barriers to success are being addressed, and providing mentorship and counsel to participants.

The actual Career Bridge Workshop is a one week, 20-hour employment readiness and performance skills training course, followed by a networking lunch and appointments with a job developer from the training organization. The training curricula includes an overview of the labor market and career options, job search skills and resources, resume and cover letter writing, interview training & practice, computer skills assessment, workplace culture & expectations, and college knowledge. The resume and cover letter will become part of a participant's portfolio. Each participant also creates a personal plan to define goals, career interests, a plan that outlines their job or training action items, as well as identify how they will meet the commitment to "give back" to their community. The job search action plan is shared with the community sponsor and the job developer for accountability and support. Each workshop ends with a graduation and a networking event to put participants in contact with referral agencies and employment and training programs.

Following completion of the workshop, participants either are linked to a training program and/or a job developer. The job developer maintains regular contact with the participant and sponsor, works to empower/encourage the participant to lead their own job search and provide the critical access to the "informal hiring network" via the job developer's connections to hiring managers. This is especially critical for participants with criminal histories and the job developer can make personal recommendations.

During this entire process community sponsors commit to supporting the participant through ongoing assistance, mentorship and guidance, providing personal and family support, assist in accessing resources and other community supports, engaging in an authentic relationship with access and availability, and helping to make good decisions.

Participants remain connected to their community sponsor and service providers through their progress on a career pathway. This entails an ongoing sponsor/participant relationship that does not end with a job placement and/or training enrollment. Many of the participants may also elect to stay engaged with Career Bridge, by joining the network of support for future participants.

5. Experience of Career Bridge's First Cohort

Career Bridge began to apply these program elements in late October 2012 with an initial cohort of eighteen individuals. All eighteen were connected with one of six community sponsors, who agreed to provide participants with support and connection to community resources. All of the participants in the first cohort are African-American men. Nearly two-thirds did not have stable housing; one-third identified as homeless and another one-third were in transitional housing or staying with families or friends. Nearly 90% of the participants had a criminal history and two-thirds of the participants were earning less than $10,000 per year.

Each of the participants completed the Career Bridge Workshop and sixteen of the eighteen still remain active in the program. In a post-workshop survey, the participants reported that they were better prepared to advance their career goals and that they felt supported to enter into the Career Bridge program. The active participants are working with a job developer and/or being connected to training. Four are now working and two are pursuing additional career training. For the two participants who have been inactive, the community sponsors and other participants have been working to reconnect with these individuals and assess their readiness to resume their personal action plans. OED and HSD will continue to examine the outcomes of the first cohort to inform program design and delivery.

6. Organizational Structure & Roles

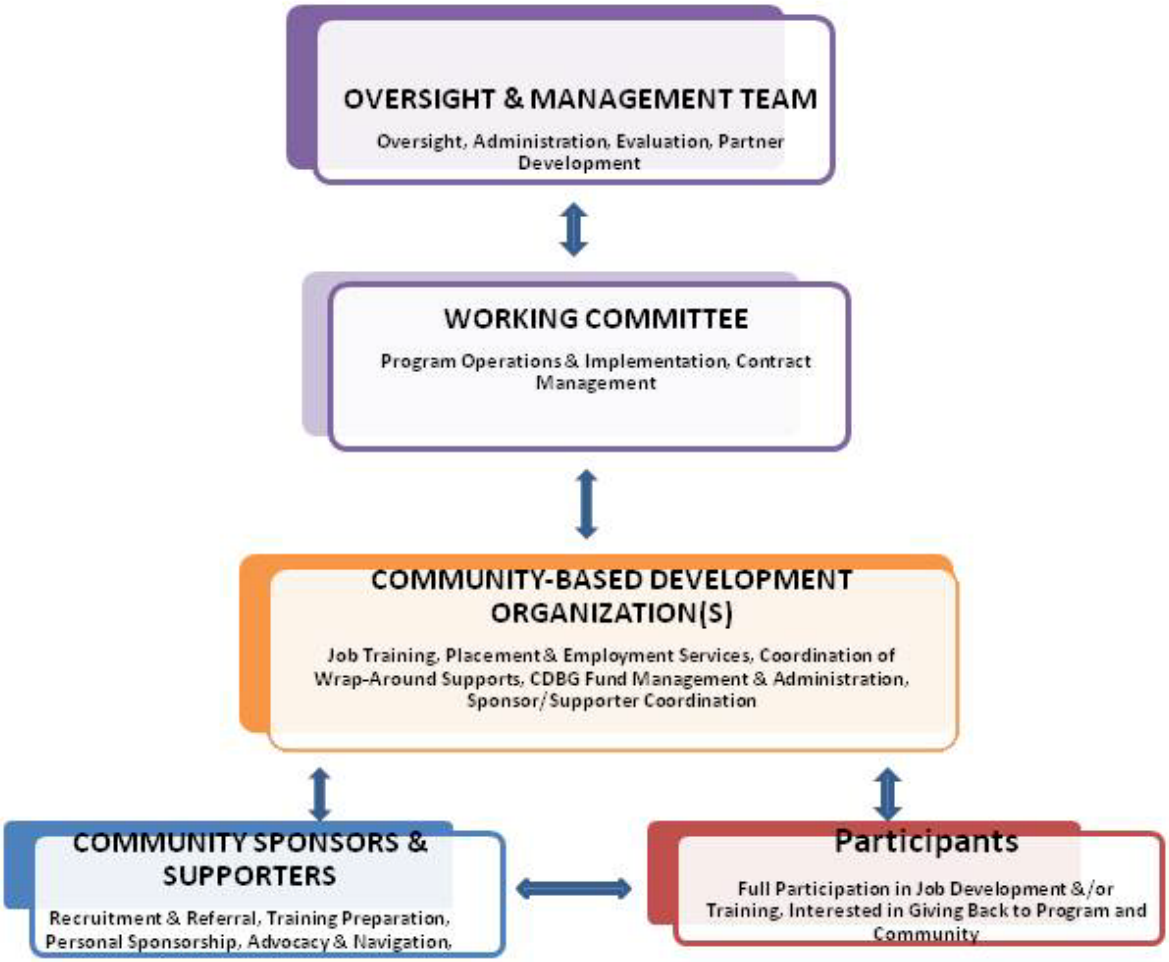
The Career Bridge organizational structure is depicted in the chart below. The Oversight Team provides overall financial, program, evaluation and tracking administration, as well providing program accountability to the Executive and Council. This team is led by the Human Services Department and the Office of Economic Development, with staff support from the Seattle Jobs Initiative.

The Working Committee is involved in the development, oversight, and administration of the operational processes and policies for Career Bridge. Once the Community Based Development Organization(s) is/are selected, this group will also provide contract oversight and management. The Working Committee is comprised of staff from OED, HSD, SJI and representatives from the community sponsors.

Community Based Development Organizations (CBDO) will assume the role currently filled by SJI in program delivery and oversight for Career Bridge. Job training, placement, and other employment services are expressly permitted activities under CDBG rules when they are carried out by an eligible CBDO. It is anticipated that one or two CBDOs will be selected with strong linkages to communities of color and immigrant/refugee communities. The CBDOs will be trained by SJI to directly administer the training curriculum. OED and HSD have already begun to discuss Career Bridge with several organizations that might be able to fill the CBDO role, and an assessment of capacity and interest will begin in 2013.

Community sponsors and supporters are those informal networks, grassroots organizations, churches, and other groups who are on the ground to provide critical connection points to refer and support program participants. In addition to “walking the path” with participants, community sponsors will also be enlisted to support program graduates with job connections, case management, and wrap around services. This partnership will begin to build community capacity and the social service network needed to help individuals access, progress and complete job and training programs leading to self-sufficiency.

Career Bridge Organizational Structure



Expected Timelines for Partner Selection & Existing Program Partners

Seattle Jobs Initiative has been a partner in the development of Career Bridge and participated in the program development, design and initial implementation of the program. SJI is facilitating the 20-hour job readiness training session and has contracted with a job developer to provide job placement and employer connections. While SJI has allowed the City to jump-start Career Bridge in 2012 and support its implementation in 2013, the service delivery function will be moved out of SJI and housed entirely within the community. Beyond 2013, SJI will continue to provide mentorship to the community entity(ies) and link its training and educational pathways to program participants.

Community Development Block Grant funds are particularly well suited to provide the kinds of services included in the Career Bridge program. However, a number of technical issues are being worked through with the Human Service Department and City Budget Office to ensure that the City can navigate the appropriate deployment activity given the Public Services and Planning Caps for CDBG. The eligibility and organizational requirements to utilize CDBG funding for the employment and training activities within the Career Bridge model have been reviewed. Based on the initial assessment, the most practical approach is to establish CBDO status for one or more existing organizations that are currently engaged in the employment and training of low-income individuals. This requires both a focus and

mission to improve the physical, social or economic conditions within an identified geographic area. There are a number of existing non-profit organizations whose mission and work can readily meet these requirements, but it requires a review of board composition and bylaws for a demonstration of geographic focus. Part of the work in 2013 is to continue the organizational assessment and begin discussions with those who have the capacity to implement an expanded employment and training program for individuals with significant barriers.

Career Bridge CBDO Selection Process and 2013/2014 Workplan

ACTIVITY	TARGETED DATE(S)	DESCRIPTION
2013 Workplan		
Continue Employment & Training Services for Limited-English clients	**Ongoing thru 2013**	OED will continue to contract (via SJI) with Asian Counseling and Referral Service to provide direct employment and training services to Limited-English population
Ongoing Training Cohorts	**February 23, 2013**, followed by cohorts in March, May, July, September, November	Six cohorts are to be offered in 2013 for up to 120 individuals
Career Bridge Sponsor Meetings	**Weekly**	2013 Cohort Support & Program Implementation - facilitate community sponsor/participant enrollment and follow-up.
Program Evaluation	Internal Evaluation – **ongoing**	Evaluation initial implementation outcomes and lessons Assess community sponsors
Begin Community & Partner Discussions on Needs of Limited English & Immigrant/Refugee Population	**1st Qtr (Jan-Mar)** and throughout first half of 2013	Discuss Career Bridge approach to this population with community, CBOs and potential implementation partners
Finalize Scalable Program Budget & CDBG Requirements	**1st Qtr**	
Organizational Assessment	**1st Qtr**	Continue organizational assessment of alignment and capacity to implement Career Bridge Program.
Convene RFQ/RFP Selection Team	**2nd Qtr (Mar-June)**	Develop Scope of Work
Finalize Evaluation & Reporting Mechanism	**July 1, 2013**	Workplan and report to Council as requested by Green Sheet 120-2-A-1
RFI/RFQ/RFP Process	**3rd & 4th Qtr**	Establish are able to meet CBDO eligibility requirement and initiate competitive bidding process
CBDO Selection	**4th Quarter (Oct – Dec)**	Finalize funding decisions and contracts and community engagement and partnership agreement
Establish CBDO Status	**Following Selection**	CBDO status requires a focus and mission to

	and continuing in early 2014	improve the physical, social or economic conditions within an identified geographic area. This may require a review of board composition and bylaws to meet these requirements.
2014 Workplan		
Transition Job Readiness and Employment Services to CBDO(s)	**1st Qtr (Jan-Mar)**	Services currently provided by SJI (Employment & Training Curricula and Job Development) will be transitioned to CBDO
CBDO implementation of employment training program for Men of Color	**1st Qtr (Jan-Mar) and ongoing**	At least six cohorts are to be offered for at least 120 individuals
Community Sponsor Outreach for Immigrant/Refugee Community	**1st Qtr and ongoing**	Similar to Men of Color process, assess existing community capacity & resources to provide wraparound supports
CBDO implementation of employment/training program for Immigrant/Refugee	**2nd Qtr and ongoing**	Phased implementation of employment/training program for individuals with Limited-English to allow for community network development; Up to six cohorts are to be offered for up to 120 individuals
Completion of City Auditor's Evaluation of Career Bridge Program	**July 1, 2014**	City Auditor evaluation of Career Bridge Program due to Council

Career Bridge SLI Subsequent Reporting & Evaluation

By July 1, 2013, OED & HSD, in coordination with the Office of the City Auditor, will provide:

- A detailed annual reporting plan, including specific, measurable, target program outcomes.
- A preliminary report on Career Bridge outcomes,
- Estimates of Career Bridge's fixed and scalable costs.

Additionally, OED and HSD will also report on the evaluation methodology for the Career Bridge program, in partnership with the Auditor's Office as outlined in Green Sheet 120-2-A-1.

OED and HSD have already met with the Auditor's Office to discuss the evaluation methodology and to provide an orientation to the Career Bridge program and the Seattle Jobs Initiative.

Career Bridge Internal Evaluation Plan

Comprehensive data collection and culturally relevant evaluation methods are integral components in the structural design of Career Bridge. An internal evaluation effort is being lead by Dr. Tracy Hilliard, Human Services Department's Director of Data Integrity. Dr. Hilliard has extensive experience in survey design, qualitative and quantitative research methods, data analysis, community-based research and programming, and program evaluation.

Data collection is implemented using a mixed methods approach which incorporates both quantitative and qualitative measures to obtain substantive information regarding what works well and what can be improved. Thorough analysis of data collected from participants, community sponsors, community supporters, and the Oversight Committee provides a mechanism for identifying key facilitators of success, and informing any necessary modifications to the Career Bridge design. Data collection is ongoing between participant cohorts for continuous quality improvement to identify lessons learned. The initiative will be refined as needed, according to what the data suggests.

Quantitative data is collected via the Seattle Jobs Initiative (SJI) using the standard enrollment form used for all SJI clients. Career Bridge participants, community sponsors, community supporters, and the Oversight Committee have collectively identified measures, in addition to the standard SJI enrollment form, to also collect to ensure participants' success upon intake and completion of Career Bridge.

Qualitative data is collected to capture information that cannot be reflected through counts or statistics, and instead highlights vignettes from participants, community sponsors, community supporters, and the oversight committee. This qualitative data is collected via informal focus groups and in-depth, semi-structured interviews. The stories shared via the qualitative inquiries are critical to highlighting the importance of the relational model of the initiative and the culturally relevant components which may not be identified using quantitative measures.

The Career Bridge design and evaluation strategy allows all involved parties to collaborate in the process of developing the data collection and evaluation processes. This approach is critical for community capacity building, which has been clearly identified as key goal for Career Bridge among all stakeholders. Many elements of the Career Bridge design and evaluation are more culturally relevant than what exists from evidence based models, which often do not account for the specific needs of diverse communities, who are often underrepresented in research.

An external evaluation will also be conducted on behalf of the City Auditor which will serve as a second forum to identify Career Bridge successes and areas for improvement.

CC: Ben Noble, Director, Council Central Staff
Sara Belz, Council Central Staff
Susana Serna, Council Central Staff
Beth Goldberg, City Budget Office
Becky Guerra, City Budget Office
Jeff Muhm, City Budget Office
Jeanette Blankenship, City Budget Office
Jaline Quinto, Mayor's Office

Attachment: Career Bridge Program Flow Chart

Career Bridge Program Flow Chart

RELATIONSHIP BUILDING; STABILIZATION & SUPPORT

- Ongoing engagement & relationship building with individuals
- Identify potential participants
- Provide program information
- Identify potential barriers & supports needed
- Develop & initiate plan to address barriers
- Connect with resources, and supports
- Relationship and trust building
- Mentoring & Support

Community Sponsors

Interest in Career Bridge-

Not Ready

CONFIRM ELIGIBILITY & READINESS

- Determine interest
- Determine eligibility
- Assess readiness to participate
- Client expectations
- Identify unmet barriers & connect participants to service/supports

Complete:

- **Letter of Commitment Form**
- **Intake Form**
- **Resume or Worksheet**

Meets Eligibility & Readiness

PRE TRAINING ORIENTATION

- Preparing for the Training
- Team building, Peer Support
- Prepare for learning, Goal Setting
- Ownership and Accountability
- Community Building & Responsibility
- Leadership Development
- Collective Problem Solving.

CAREER OPTIONS WORKSHOP

Seattle Jobs Initiative
20 hour training
Monday-Friday, 8 am – 1 pm

Individuals will learn about opportunities in the labor market, consider career options, develop a career and education plan, practice interview and networking skills, identify community give back actions, and determine next steps. The final hour of the day is a networking lunch and appointments with a job developer.

PLACEMENT, TRAINING & SUPPORT

SEATTLE JOBS INITIATIVE

- Transitional Job
- SJI Technical Training
- Career Path Job

REFERRAL TO OTHER TRAINING

- Basic Skills Training
- Bachelor's Degree
- FareStart, Pioneer, Other
- Other Technical

PARTICIPANT READINESS

- Can benefit from program
- Stable housing, access to transportation, personal and community supports needed to attend/participate in program
- Ability & Commitment to attend training every day, on time
- Participants have understanding of the goals of the program; team/cohort expectations
- Clean and sober
- Understand and commitment to program goals and expectations.

Stabilization and Support

Identify and address immediate barriers such as housing, child care, transportation, substance abuse counseling, mental health counseling, etc.

Ongoing Stability and Support

Community Sponsors will provide client advocacy and connection to resources and supports needed for participation in Career Bridge training, and to get and maintain employment or enter into training.

COMMUNITY SPONSOR'S COMMITMENTS:

Personal Sponsorship: Provide ongoing assistance, mentoring, and guidance to support the participant's success.

Personal and Family Support: Assist participants and their families – strengthening families, and communities.

Empowerment & Accountability: Provide mentorship, guidance, healing, and counsel to participants - Help them make healthy choices

Family & Community Reunification

Community Sponsors: 4C Coalition, FAVOR, GAME, Got Green, Men of Color, True Chance, True Change (Truevine Church), Urban League of Metropolitan Seattle

City of Seattle

Date: July 1, 2013

To: Economic Resiliency and Regional Relations Committee
Councilmember Sally Clark, Chair
Councilmember Tom Rasmussen, Co-Chair
Councilmember Richard Conlin
Councilmember Jean Godden

From: Steve Johnson, Director, OED
Catherine Lester, Interim Director, HSD
Tracy Hilliard, Director of Data Integrity, HSD
Marie Kurose, Strategic Advisor, HSD
Nancy Yamamoto, Sr. Policy Advisor, OED

Subject: SLI 120-1-A-1 Request for Additional Information on the Career Bridge Program

---

In Green Sheet 120-1-A-1, the Council requested the Office of Economic Development (OED) and the Human Services Department (HSD) to submit to Council two reports containing additional information about the Career Bridge Program. The February 1, 2013 response provided a description of the Career Bridge program design, its data framework and expected timelines for selecting the contracted implementation partners for 2014. This report serves as the second response to Council's request and contains clarification on the following:

- **Annual Reporting Plan**. Identifying expected specific, measurable program outcomes, including enrollment targets, jobs outcomes, and how they compare, if applicable, to the outcomes achieved by similar programs.
- **Preliminary Program Outcomes**. Summarizing preliminary outcomes from the initial cohorts of program participants.
- **Estimated Career Bridge Costs.** Estimating Career Bridge's fixed and scalable costs and how changes to the City's annual Community Development Block Grant (CDBG) allocations could impact the program's scope and capacity.

CC: Ben Noble, Director, Council Central Staff
Peter Harris, Council Central Staff
Christa Valles, Council Central Staff
Susana Serna, Council Central Staff
Beth Goldberg, City Budget Office
Jeff Muhm, City Budget Office
Jeanette Blankenship, City Budget Office
Jaline Quinto, Mayor's Office

Attachments: Career Bridge Outcome Map
Career Bridge Mid-Year Evaluation Report
Career Bridge SLI Response, Part 1, February 1, 2013

I. BACKGROUND

Career Bridge is a new collaborative effort between the Human Services Department (HSD), the Office of Economic Development (OED), and the local community to create a more aligned strategy between workforce training investments, social service supports and community networks for low-income individuals seeking economic independence. By intentionally connecting these resources and education/training to individuals, Career Bridge is designed to provide a more coherent and comprehensive approach to facilitate an individual's journey to self-sufficiency.

a. Program Development

As described in the February 1, 2013 SLI Response, Career Bridge began with HSD and OED assessing how best to meet the needs of men of color who face multiple barriers to employment and/or education. Following initial and ongoing community conversations, it also became evident that there is a critical need to address the myriad of institutional, service delivery and personal barriers faced by men of color, particularly African-American men with criminal histories. Community members spoke to the importance of designing the program based on community experiences and knowledge, as well as ongoing community ownership of the program. Consequently, Career Bridge enhances a traditional employment and training model with a focus on connecting participants to wrap-around services (e.g., housing, transportation, childcare resources) and stable community/family networks.

With five new cohorts being launched since October 2012, much of our attention has focused on how to embed the essential elements of meeting the increased challenges faced by individuals with multiple barriers by:

- Integrating access and increasing availability of wrap-around services to participants. Housing, transportation, financial debt and legal obligations are the major barriers faced by the Career Bridge participants and remain significant impediments for entry into employment and training. A Career Investment Fund has been established, with fiscal sponsorship from the White Center Community Development Association, to help individuals with unmet needs, including rental assistance, car repairs and work supplies, at an average of $250 per participant.

- Solidifying the role of community sponsor and building community capacity to provide a network of support to individuals who are working to stabilize their lives, complete training and secure a job.

- Planning for the upcoming selection of a Community Based Development Organization (CBDO) that integrates Career Bridge's program design with organizational/community accountability structures and systems.

The departments continue to meet twice weekly with community members, current and potential participants to launch new cohorts, discuss the status and needs of current participants, and discuss process improvements for ongoing implementation.

b. Career Bridge External Evaluation Process

Concurrently, an external evaluator, MEF & Associates, has been hired by the Office of the City Auditor to complete a comprehensive evaluation of the Career Bridge program by July 1, 2014. The first phase of the evaluator's work is to complete a work plan proposal that describes the methodology for evaluating Career Bridge outcomes in relation to similar programs. OED and HSD staff are currently working with MEF to provide program data and connect them with participants, community sponsors and other stakeholders to inform the evaluator's initial report. It is our understanding that the evaluator will complete this initial phase by July 31, 2013.

c. Expansion of Career Bridge for Immigrant & Refugee Populations with Limited English

From its inception, Career Bridge is intended to serve immigrant/refugee individuals who have limited opportunities for employment and/or educational attainment due to low levels of English language competency, low basic skills and limited work experience. Similar to the strategy to serve men of color, the complexity of barriers for immigrants and refugees require a comprehensive range of services and supports to help bridge an individual's transition into a job and/or training program. In addition to English-language instruction, there may be similar needs for housing, transportation, and childcare. OED and HSD are currently evaluating best practices for connecting individuals with low levels of English to employment and skill attainment for a convening of community stakeholders this summer.

II. ANNUAL REPORTING PLAN

a. Theory of Change

The primary purpose of the evaluation framework for Career Bridge is to answer the initial question of how to build an effective program and strategy in three main areas:

- **Changes in Individuals** – toward increased readiness, with a corresponding decrease in barriers, for skill attainment and advancement into family supporting jobs and career pathways.

- **Changes in Communities** – toward improved capacity and integration of community support network.

- **Changes in Systems** – toward improved coordination in the multiple systems in which these individuals interact.

The ultimate goal is to achieve lasting change for individuals facing multiple barriers to self-sufficiency, through an aligned strategy between workforce training, social service, and community that improves outcomes for these individuals. An underlying assumption is that by building better alignment and linkages across systems, including HSD, OED, non-profit organizations, community groups and training providers, Career Bridge will create a more coherent and effective approach to supporting individuals to self-sufficiency.

b. Outcomes Map

OED and HSD have prepared the attached Outcome Map that depicts the relationship between the Career Bridge initiative, its strategies and its intended outcomes and goals. The theoretical assumptions underlying the Outcome Map were discussed in the February 1, 2013 SLI response (attached), which are illustrated in a logic model of how Career Bridge resources, strategies and activities are intended to lead to specific outcomes. The Outcome Map also suggests the monitoring and performance measures to assess strategies and is an important part of continuous learning and improvement.

c. Implications for Evaluation and Annual Reporting Plan

As Career Bridge is currently in the midst of making operational and organizational decisions (e.g., selection of CBDO), the evaluation framework is structured towards continuous learning and improvement that will help answer key questions around program design, scalability and program sustainability. Similarly, measuring incremental community, system and individual change will be important in assessing progress within the context of a complex, long-term effort; and inform strategic decisions on the City's strategies and investments. The evaluation framework therefore recognizes and documents the achievement of certain milestones along the way. For an individual, this might mean tracking placement in a transitional job or entry into a training/education program until they reach self-sufficiency. Assessing progress on systems, both internal and external to the City, key measurements could include alignment around policies and practices, changes in investments, and greater effectiveness in meeting client needs.

The evaluation approach will help us understand why the expected individual and community changes did or did not occur, the merit and worth of a particular strategy or approach and what will be required to expand, replicate or refine certain strategies.

The following outcomes have been identified by HSD, OED and community partners as a high priority for evaluation and measurement under an annual reporting plan. All are part of an internal evaluation framework and are illustrated in the Outcome Map (attached).

PRIORITY INDIVIDUAL OUTCOMES	MEASURES	DATA SOURCES
Increased readiness for employment and/or training and education programs	• Number/proportion placed in jobs, training, or educational programs • Job Retention/Duration • Average Wage • Number/proportion who complete programs that result in readiness (i.e. competency levels) to attend postsecondary education and training	• Participant data in JobStat or similar client tracking system • Participant pre and post surveys
Increased connection to supportive communities, including families/ children	• Number/proportion who remain engaged in the Career Bridge program • Proportion reporting improved connection to community networks	• Interviews and focus groups with participants • Community sponsor reports
Increased advancement into career and/or training pathways	• Number/proportion in jobs with family supporting wages • Number/proportion enrolled in and complete postsecondary education and training programs	• Participant data in JobStat or similar client tracking system
Increased access to support services and a decrease in barriers	• Number/proportion of participants who access Career Investment Fund • Number/proportion of participants who report a reduction in barriers	• Participant data in JobStat or similar client tracking system • Career Investment Fund records
Improved confidence and readiness to balance life responsibilities and challenges	• Number/proportion of participants who report an improved readiness • Rate of Recidivism for participants who have a prior criminal history	• Interview and focus groups with participants. • Participant tracking system
PRIORITY COMMUNITY OUTCOMES	**MEASURES**	**DATA SOURCES**
Improved community infrastructure to partner across systems to implement Career Bridge	• Number of community sponsors who provide effective guidance, mentorship and leadership. • Improved sense of community support from participants	• City data (contracting) • Interviews and focus groups with participants and community sponsors reports
Increased implementation (scale) and improved delivery of community sponsorship model	• Increase in number and diversity of participants served by Career Bridge	• Participant data in JobStat or similar client tracking system
PRIORITY SYSTEMS OUTCOMES	**MEASURES**	**DATA SOURCES**
Improved availability and access to support services	• Increase in support services that better accommodates needs of individuals with significant barriers to employment & training • Perceptions of participants of how well Career Bridge met their support service needs and/or reduced barriers	• City data • Interviews and focus groups with participants
Improved organizational infrastructure and coordination within and across systems	• Changes in service delivery practice that support progress along a skills continuum • Perceptions of participants of how well Career Bridge met their needs	• City data • Interviews and focus groups with participants
Comprehensive and cohesive education and training system that address the needs of diverse populations at varying levels of the skills continuum	• Number of individuals served by Career Bridge • Amount of aligned public investment	• Career Bridge documentation

OED and HSD recommend that these measures of individual, community and systems change be key components of an annual reporting plan that will be collected by the City and the CBDO selected to implement Career Bridge in 2014.

c. Assessing Individual Level Outcomes Versus Other Programs

The formative focus of this evaluation approach does not specifically measure Career Bridge outcomes against other programs. As noted in the February SLI response, our initial research did not reveal a comparable program. However, many of the best practices described in the research (e.g. cohort model, network of support, wrap around services) are key aspects of Career Bridge's design and theoretical underpinnings.

An evaluation of Career Bridge's performance relative to other programs is the stated purpose of the evaluation funded by Green Sheet 120-2-A-1, which is to include a comparison of outcomes with a similar population not involved in the program and in comparison with SJI's employment and training services. The workplan and methodology for such an evaluation is scheduled to be provided to the Council be July 31, 2013 and will be cross referenced with the departments' annual reporting and data collection plans. In the interim, OED and HSD staff have been participating with MEF & Associates in their document collection and stakeholder interviews.

d. Data Collection

Data collection has been implemented using a mixed methods approach which incorporates both quantitative and qualitative measures to obtain rich information regarding what is working well and what can be improved. Analysis of data collected from participants, community sponsors, community supporters, and the implementation partners is providing a mechanism for identifying key facilitators of success, and informing any necessary modifications to the Career Bridge design. Data collection has been an ongoing process between participant cohorts for continuous quality improvement as issues are identified and lessons learned. The Career Bridge strategies will be refined as needed, according to what the data suggests.

Quantitative data is being collected via SJI using the standard enrollment form used for all SJI clients and is maintained in SJI's JOBSTAT MIS system. To date, JOBSTAT has housed the demographic, training, placement and retention information for all Career Bridge Participants. Following CBDO selection, we will assess their data capacities and whether we can continue to utilize JOBSTAT to provide a centralized source of data. Career Bridge participants, community sponsors, community supporters, and the Oversight Committee have collectively identified measures, in addition to the standard SJI enrollment form, that are now also collected to ensure participants' success upon intake and completion of Career Bridge. SJI also implements a written pre- and post-survey to collect quantitative data from participants at the beginning and end of the five-day job readiness training.

Qualitative data is also being collected to capture information that cannot be reflected through counts or statistics, and instead highlights vignettes from participants, community sponsors, community supporters, and the Oversight Committee. This qualitative data has been collected via focus groups conducted at both the conclusion of the five-day job readiness training (beginning with Cohort 2) and the Community Partners' Meetings. The stories shared via qualitative inquiries are critical to highlighting the importance of the relational model of the Career Bridge initiative and the culturally relevant components which may not be identified otherwise via quantitative measures.

The Career Bridge design and evaluation strategy allow all involved parties to collaborate in development of the data collection and evaluation processes. The emphasis on input from all stakeholders ensures cultural relevance beyond what exists from evidence-based models, which often do not account for the specific needs of diverse communities often underrepresented in research. This approach is critical for community capacity building, which has been clearly identified as a key goal for Career Bridge among all stakeholders. Many elements of the Career Bridge design and evaluation have been tailored to be more comprehensive and culturally relevant than models which exist in the literature on best practices for similar efforts.

III. PRELIMINARY PROGRAM OUTCOMES

a. Participant Outcomes

The City Council's SLI requested preliminary program outcomes from the first three cohorts of Career Bridge. A Career Bridge Mid-year Evaluation Report, completed in May, 2013, is attached and details the key findings from the first three cohorts. Highlights from these cohorts are provided here:

- **Total Enrolled in First Three Career Bridge Cohorts**: 32
  Cohort 1 – October, 2012
  Cohort 2 – February, 2013
  Cohort 3 – March, 2013

- **Training & Job Placements**: 68% have been placed in jobs, training, or educational programs
  - 17 are working (10 full-time, 7 part-time)
  - 3 are in training
  - 2 are in community college

- **Average Wage for all Placements:** $15.12/hr.

- **Increased Readiness for Employment and/or Training**:
  - 96% of men surveyed report they are prepared to take the next step after Career Bridge workshop
  - 71% of men surveyed report they learned new skills for balancing work, school, training and family responsibilities following Career Bridge workshop

- **Connection with the Program and Community Sponsors**
  - The vast majority of participants remain connected to the program and community sponsors, even those who have taken a pause on their job search and/or training due to illness or other life circumstances.
  - Participants are the leading referral source for future cohort participants.

Two additional cohorts, the Cohort 4 beginning at the end of May and Cohort 5 beginning at the end of June, have enrolled 16 new participants.

b. Program Development and Continuous Improvement

Biweekly meetings with participants, community sponsors, and staff have provided an ongoing opportunity to evaluate the Career Bridge activities and implement process improvements. Since the initial cohort in October, 2012, we see further process improvement and program development in a number of areas:

- Increased Clarification of Community Sponsor Roles and Responsibilities. A drawback has been a reduction in the number of community sponsors who are actively engaged. However, we continue to see new interest across many new individuals and organizations who have expressed interest in taking on a community sponsor role.
- Completion of policies and procedures for access to Career Investment Fund in April, 2013. The Career Investment Fund provides a small source of funds to support individuals address barriers to employment. A fiscal sponsor was secured to manage and expedite support provided through this fund. To date, $4,361 has been accessed from this fund.
- Continued challenges in accessing supports services once barriers are identified. Many of participants experience housing insecurity, transportation challenges, and outstanding legal financial obligations which remain ongoing challenges to securing employment or entering a training program. In response, community sponsors and staff have improved follow-up with participants and formed a Success Team to identify and address ongoing barriers and needs. We have found that housing resources are particularly difficult to access, especially for individuals with a history of former incarceration.

IV. ESTIMATED CAREER BRIDGE COSTS

a. Background

City Council's approved budget provided $210,000 for Career Bridge in 2013 and $800,000 in 2014. In 2013, the budget includes $150,000 in General Funds from OED's contract with the Seattle Jobs Initiative (SJI) and $60,000 in new HUD Community Development Block Grant (CDBG)funding to HSD. In 2014, $800,000 in CDBG funding is proposed which will all be allocated to HSD.

As CDBG funds become the primary fund source in 2014, an eligible Community Based Development Organization (CBDO) will assume the job training, placement and other employment services. These are expressly permitted activities under CDBG regulations as long as they are provided by a CBDO. While we have not selected a CBDO to date, the organization is required to have a primary purpose to serve low-income individuals in a focused low-income neighborhood. We will also require the organization to have strong linkages to communities of color and immigrant/refugee communities. We are currently in the process of developing the proposed scope of work and Request for Proposals to select a CBDO later this summer, subject to funding availability, so that Career Bridge can begin to be transitioned for full implementation by a CBDO in 2014.

In the interim, Seattle Jobs Initiative has been a start-up partner in the initial design and development of Career Bridge. It has provided staffing for the Career Bridge training and job development services, as well as tracking client data in its JobStat system (a proprietary software program for client tracking). In addition, HSD and OED staff are also filling other functions during this start-up phase, including community sponsor coordination, case management and community outreach. Beginning later this fall and following its selection through an RFP process, a CBDO will manage and implement the Career Bridge program, including

the employment and training services, case management, and outreach and coordination of community sponsors.

In 2014, Career Bridge will also expand its services beyond the participants currently served; men of color who face multiple barriers, including a history of former incarceration, limited work history and low levels of education to immigrant/refugee and/or limited English speakers who also have low basic skills and limited work history. The inclusion of a new population focus also has budget implications because of the complexity of barriers, both similar and dissimilar, and the total increase in the number of individuals served. Since the education and training component, as well as the community sponsor network, is likely to be different for these two target populations, we anticipate that there will be separate program providers under a single umbrella CBDO or potentially two separate CBDOs.

b. Cost Assumptions & Estimates

As Career Bridge is transitioned to the community and with the addition of a second population of individuals who also have significant barriers to employment and training, there are core functions which will need to be filled to ensure the effective transition and implementation of Career Bridge. The cost assumptions are built around these set of functions which we believe will be critical to Career Bridge's successful implementation and transition in 2014.

In 2013, total funding allocated to Career Bridge is $210,000, of which $150,000 was directed from OED's existing workforce funding with SJI. However, SJI's actual costs during 2013 will be twice this amount and are projected below. Since OED contracts with SJI on a base pay/milestone method, the 2013 budget is a combination of direct expense and an allocation of staffing costs. These costs are provided to give Council a sense of what Career Bridge is likely to cost given the experience of SJI to fill key functions necessary for program start-up and implementation. However, it does not include the "value" of functions filled by OED, HSD and Community Sponsors, which will transition to a CBDO in 2014. The expenses also do not include the many volunteer hours that were spent on Tuesday evening and Saturday morning meetings by City and SJI staff, and Community Sponsors.

In 2014, the projected budget is built on the experience in 2013 to fill program functions and assumes that these activities will be filled almost entirely by a CBDO. The 2014 budget also contemplates an expansion of Career Bridge to the limited-English population, which would essentially double the number of clients anticipated to be served from 100 individuals in 2013 to 200-240 in 2014, requiring a comparable increase in staffing capacity.

2013 PROJECTED EXPENSE		2014 PROJECTED BUDGET		NOTES
PROGRAM DEVELOPMENT & STARTUP COSTS				
Description	Cost	Description	Cost	
Development & Planning Costs - Research & development - Program design - Partner outreach - Policies & procedures development	$79,000	Development & Planning Costs - CBDO Development - Program Transition - Budget Development - Program Integration	$70,000	In 2013, based on SJI staff time and does not include the value of City staff or Community Sponsor services estimated to be well in excess of $200,000. In 2014, this includes CBDO program staff, SJI staff to support transition, as well as consulting services to integrate Career Bridge's model into a CBDO structure.

PROGRAM IMPLEMENTATION COSTS					
Description	Cost		Description	Cost	
Program Management, Oversight and Partner Coordination	$34,000		Program Management, Oversight and Partner Coordination	$130,000	In 2013, based on SJI staff time and does not include value of City staff or Community Sponsor services. HSD has requested position authority to hire a Career Bridge Program manager in 2014. The cost is based on the salary, benefits and shared cost for a Strategic Advisor position. Position could also be filled by a CBDO Program Manager.
Program Trainer Costs (2 Trainers for 6 cohorts)	$31,000		Program Trainers (2 Trainers for 12 cohorts)	$62,000	Budget is based on an hourly cost for two trainers, at an average rate of $50/hr, that includes the actual time in training and preparatory time.
Orientation & Training Costs (room rental, refreshments, supplies, etc)	$19,000		Orientation & Training Costs (room rental, refreshments, supplies, etc)	$38,000	Assumes six cohorts in 2013 and 12 cohorts in 2014 (averaging about $3,100 per cohort)
Community Sponsor Contracts - Community Outreach - Training facilitation - Participant Referral - Mentoring & Support	$0		Community Sponsor Contracts Community Outreach - Training facilitation - Participant Referral - Mentoring & Support	$50,000	In 2013, Community Sponsors have volunteered their time and services. In 2014, we propose small service contracts of between $5-$10,000 per community sponsor.
Job Developer (1 FTE)	$70,000		Job Developer (2 FTE)	$140,000	In 2013, a Job Developer has been contracted with to provide employment connections services to participants. This amount includes salary and benefits. In 2014, we anticipate that 2 FTE will be dedicated to this function through the CBDO.
Case Mgmt & Navigation	$0		Case Mgmt & Navigation	$140,000	In 2013, this function has been filled by a combination of HSD & SJI staff. In 2014, we anticipate that 2 FTE will be dedicated to this function. The salary is commensurate with the job development function.
Career Investment Fund	$25,000		Career Investment Fund	$60,000	Average of $250.00 per participant (@ 100 participants in 2013 and 240 participants in 2014)

ADMINISTRATION, MANAGEMENT & EVALUATION COSTS				
Description	Cost		Description	Cost	
Data Collection & Reporting	$20,000		Data Collection & Reporting	$20,000	This amount may increase in 2014 due to the increase in participants and the possible need for technology enhancements if JOBSTAT is not utilized.
Shared Costs & Administrative Overhead	$85,000		Shared Costs & Administrative Overhead		In 2013, this includes occupancy, insurance equipment and proportion of administrative costs. Rate is unknown in 2014; however, it is assumed in CBDO Admin costs below.
CBDO Administration	$0		CBDO Administration	$90,000	15% of program costs, and includes a proportion of shared costs and administrative overhead.
TOTALS	**$363,000**			**$800,000**	

The experience in 2013 in implementing the Career Bridge program affirms a program cost of approximately $400,000 to serve a single population group. Although some of the 2013 cost was start-up costs by SJI and others, additional administrative costs provided in-kind by HSD, OED and Community Sponsors are not included. As Career Bridge is scaled in 2014 to address the needs of low-income individuals with low-basic skills and limited-English, the community-based model would require additional staffing and tailoring of services to meet differing needs and is estimated to be about $800,000. As noted above, the 2014 budget contemplates CDBG funding for the Career Bridge program after the program is transitioned to a CBDO.

The funds for the Career Bridge program come from CDBG program. In 2014, CDBG is anticipated to have a slight decrease in funding. Current CDBG allocations will be evaluated during the 2014 budget process, but reductions are not expected in the commitment to Career Bridge.

May 2013

Career Bridge Mid-year Evaluation Report

Prepared by

Tracy M. Hilliard, PhD, MPH

Director of Data Integrity

City of Seattle

Human Services Department

Introduction

Career Bridge is a collaborative effort between the Human Services Department (HSD) and Office of Economic Development (OED) at the City of Seattle, and the Seattle Jobs Initiative (SJI), in partnership with members of the local community. The purpose of Career Bridge is to connect men of color with multiple barriers to employment to jobs and education by linking grassroots community support with job readiness, career planning (short-and long-term), job development, and/or further training to help individuals access the critical steps on the pathway toward living wage careers. The eligibility criteria include being: 1) 18+ years of age, 2) a Seattle resident, and 3) low-income and facing multiple barriers to employment which may include: limited work experience, lack of education, low basic skills, lack of housing, criminal history, lack of basic needs, and outstanding legal/financial obligations. From its' inception, Career Bridge is unique in that it is more than a jobs program, by design. It is a more comprehensive model for a process created to build a sustainable infrastructure to bring about lasting, positive changes and increased capacity in the local community with regard to employment, economic stability, violence prevention, and community cohesion. Launched in 2012, Career Bridge was designed to focus on African American men through 2013, and expand to serve immigrant and refugee communities in 2014. Key outcomes include job placement, development of pathways to upward mobility, development of viable connections/networks, and leadership development.

Evaluation Methodology

Data collection has been implemented using a mixed methods approach which incorporates both quantitative and qualitative measures to obtain rich information regarding what is working well and what can be improved. Thorough analysis of data collected from participants, community sponsors, community supporters, and the Oversight Committee is providing a mechanism for identifying key facilitators of success, and informing any necessary modifications to the Career Bridge design. Data collection has been ongoing between participant cohorts for continuous quality improvement to identify lessons learned. The initiative will be refined as needed, according to what the data suggests.

Quantitative data is being collected via SJI using the standard enrollment form used for all SJI clients. Career Bridge participants, community sponsors, community supporters, and the Oversight Committee have collectively identified measures, in addition to the standard SJI enrollment form, that are now also collected to ensure participants' success upon intake and completion of Career Bridge. SJI also implements a written pre- and post-survey to collect quantitative data from participants at the beginning and end of the five-day job readiness training.

Qualitative data is also being collected to capture information that cannot be reflected through counts or statistics, and instead highlights vignettes from participants, community

sponsors, community supporters, and the Oversight Committee. This qualitative data has been collected via focus groups conducted at both the conclusion of the five-day job readiness training (beginning with Cohort 2) and the Community Partners' Meetings. The stories shared via qualitative inquiries are critical to highlighting the importance of the relational model of the Career Bridge initiative and the culturally relevant components which may not be identified otherwise via quantitative measures.

The Career Bridge design and evaluation strategy allow all involved parties to collaborate in development of the data collection and evaluation processes. The emphasis on input from all stakeholders ensures cultural relevance beyond what exists from evidence-based models, which often do not account for the specific needs of diverse communities often underrepresented in research. This approach is critical for community capacity building, which has been clearly identified as a key goal for Career Bridge among all stakeholders. Many elements of the Career Bridge design and evaluation have been tailored to be more comprehensive and culturally relevant than models which exist in the literature on best practices for similar efforts.

Key Findings

Participant Profiles

The participants are thirty-two, English-speaking, African American males—over half of whom are over age 35 (17/32) (see Figure 1). Eighty-eight percent (28/32) reported having a criminal background (see Figure 2). The majority reported household incomes less than $10,000 (22/32, 69%) (see Figure 3). Sixty-nine percent (22/32) were receiving some form of public assistance upon enrollment in Career Bridge; and, food stamps were the primary form of assistance received (21/32, 66%) (see Figure 4). Nearly sixty percent (19/32, 59%) reported marginal housing as a barrier with thirty-four percent living with someone temporarily (11/32, 34%), twenty-two percent experiencing homelessness upon enrollment (7/32, 22%), and one individual in transitional housing (1/32, 3%) (see Figure 5). Thirty-four (11/32, 34%) percent of participants had children living at home (see Figure 6), the majority of whom were under age 4 (9/32, 29%). Twenty-two percent (7/32, 22%) of participants had less than a high school diploma or equivalent, thirty-one percent had a high school diploma or GED (10/32, 31%), twenty-eight percent had some post-secondary training (9/32, 28%), nine percent had earned vocational or technical certification (3/32, 9%), one man had an associate's degree, one had a bachelor's degree, and one had a master's degree (see Figure 7).

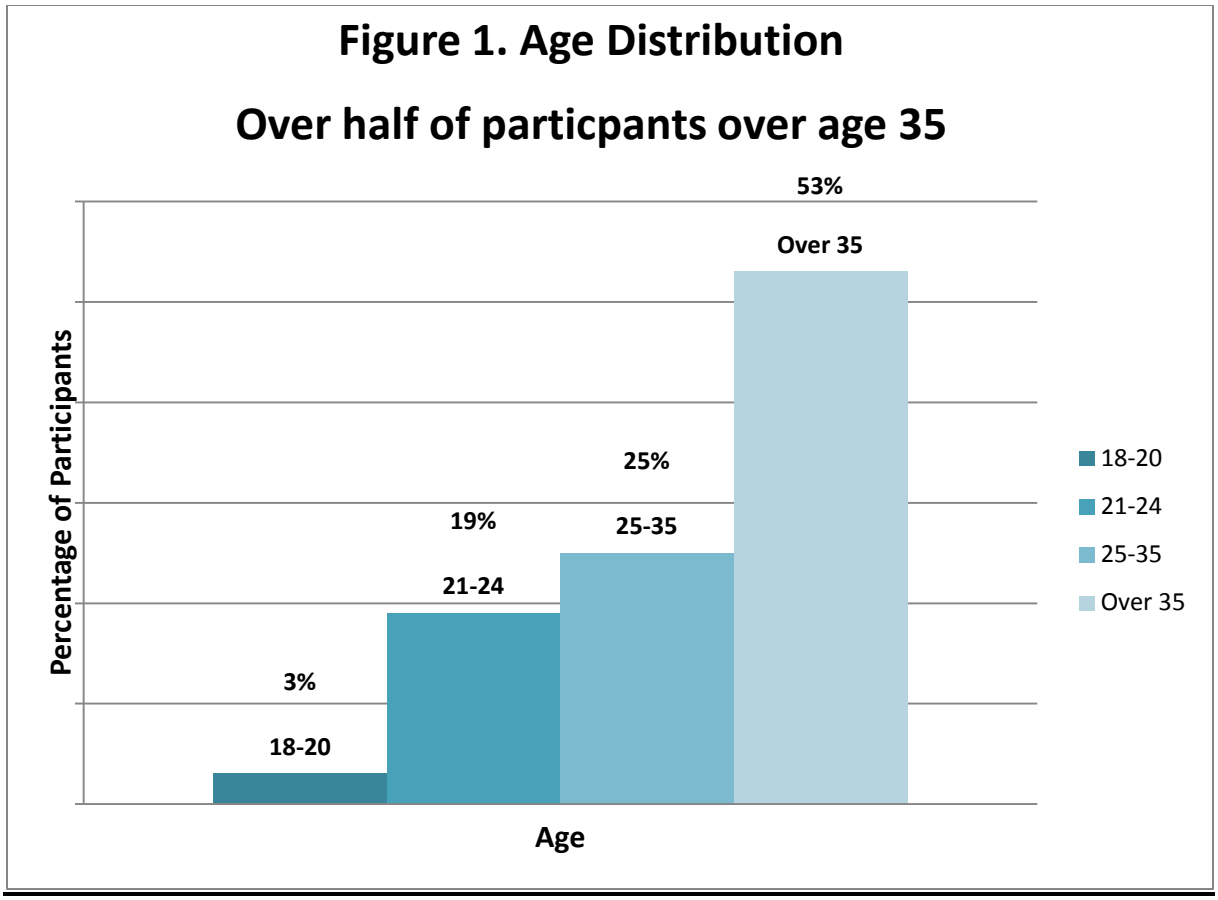


Figure 1. Age Distribution
Over half of particpants over age 35
53%
Over 35
25%
25-35
19%
21-24
3%
18-20
Percentage of Participants
Age
18-20
21-24
25-35
Over 35

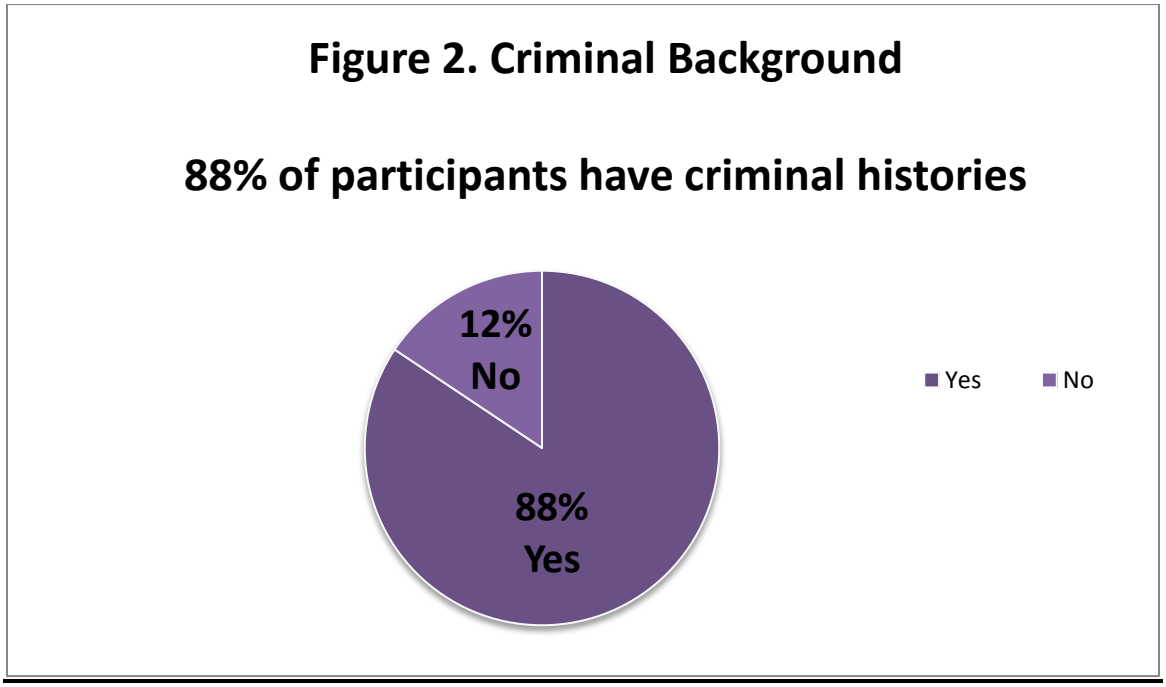


Figure 2. Criminal Background
88% of participants have criminal histories
12%
No
88%
Yes
Yes
No

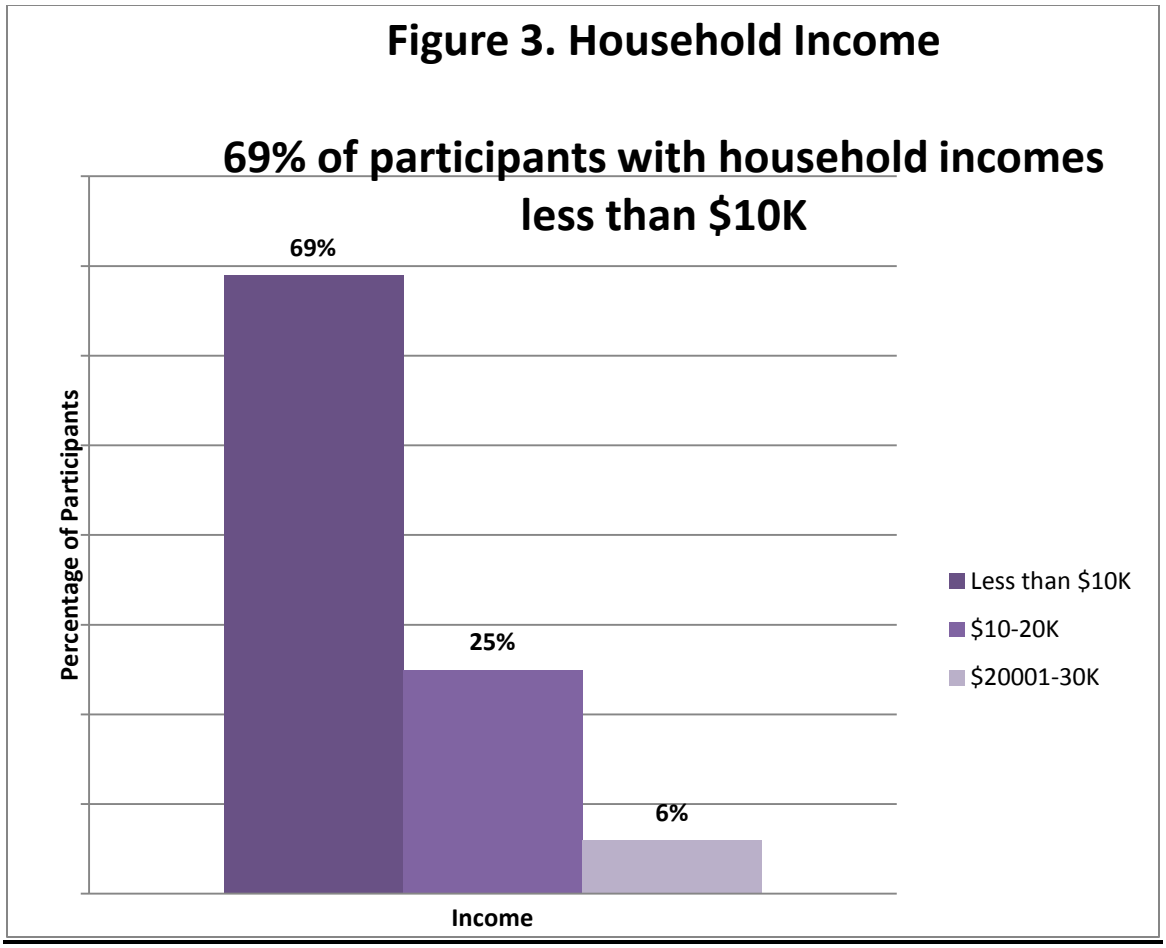


Figure 3. Household Income
69% of participants with household incomes less than $10K
69%
25%
6%
Percentage of Participants
Income
Less than $10K
$10-20K
$20001-30K

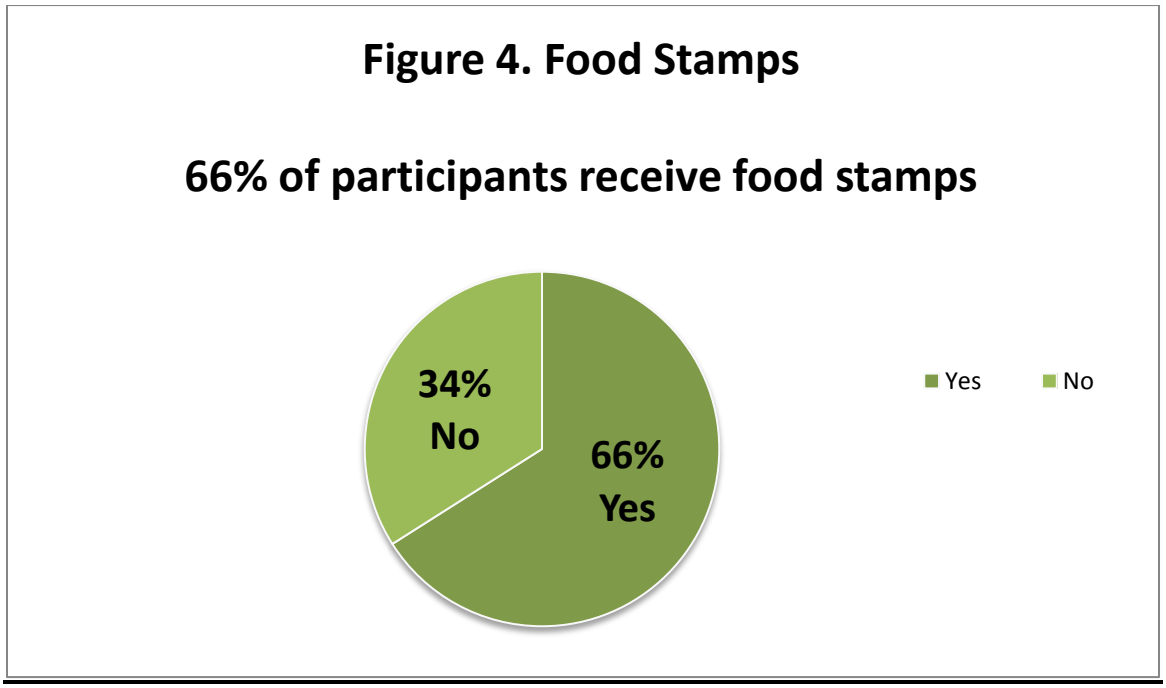


Figure 4. Food Stamps
66% of participants receive food stamps
34% No
66% Yes
Yes
No

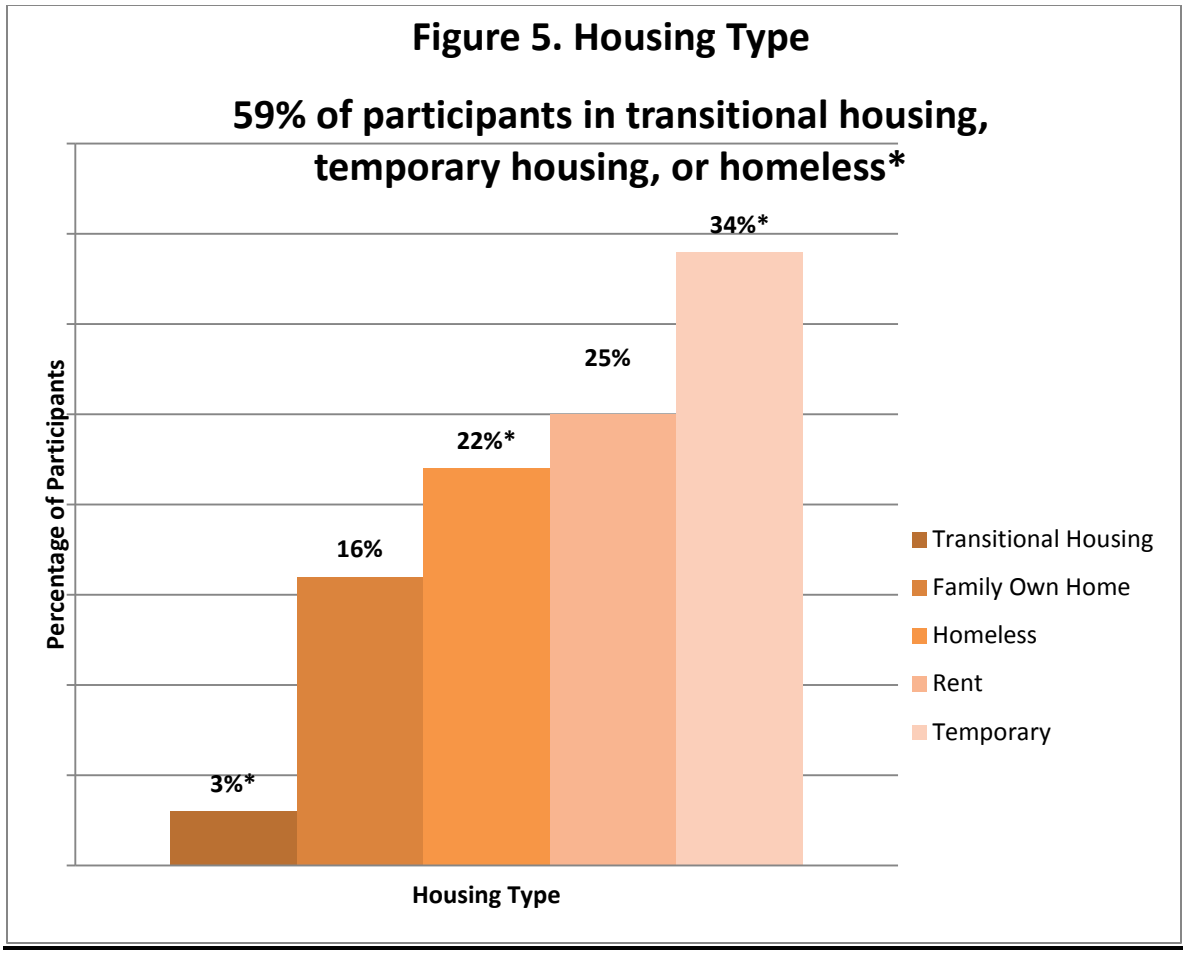


Figure 5. Housing Type
59% of participants in transitional housing, temporary housing, or homeless*
Percentage of Participants
3%*
16%
22%*
25%
34%*
Housing Type
Transitional Housing
Family Own Home
Homeless
Rent
Temporary

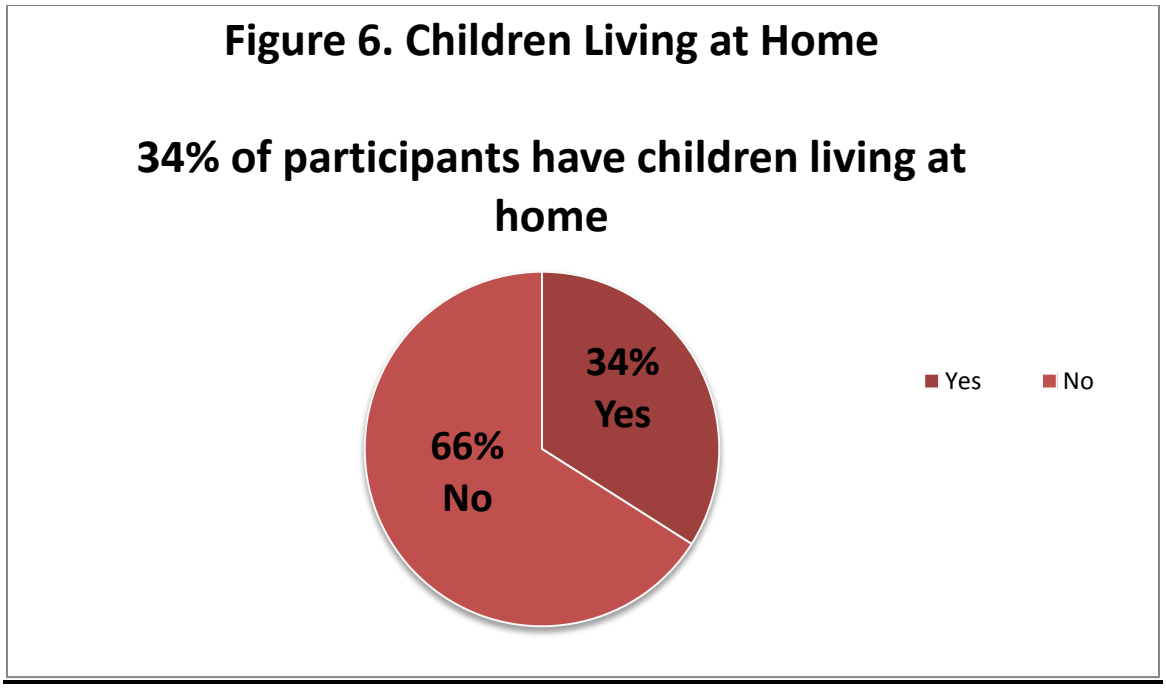
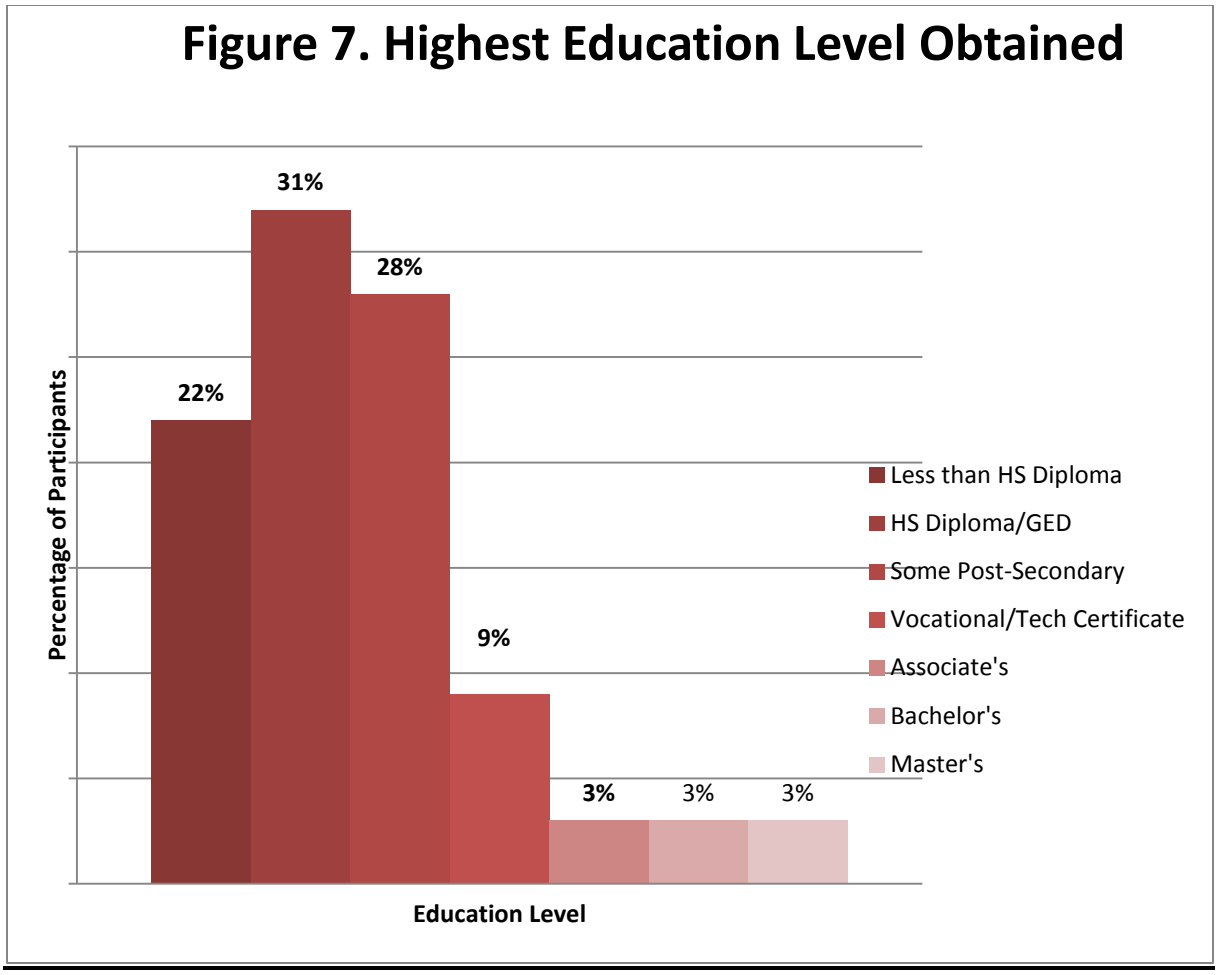


Figure 6. Children Living at Home
34% of participants have children living at home
34% Yes
66% No
Yes
No



Pre-training versus Post-training Survey Results

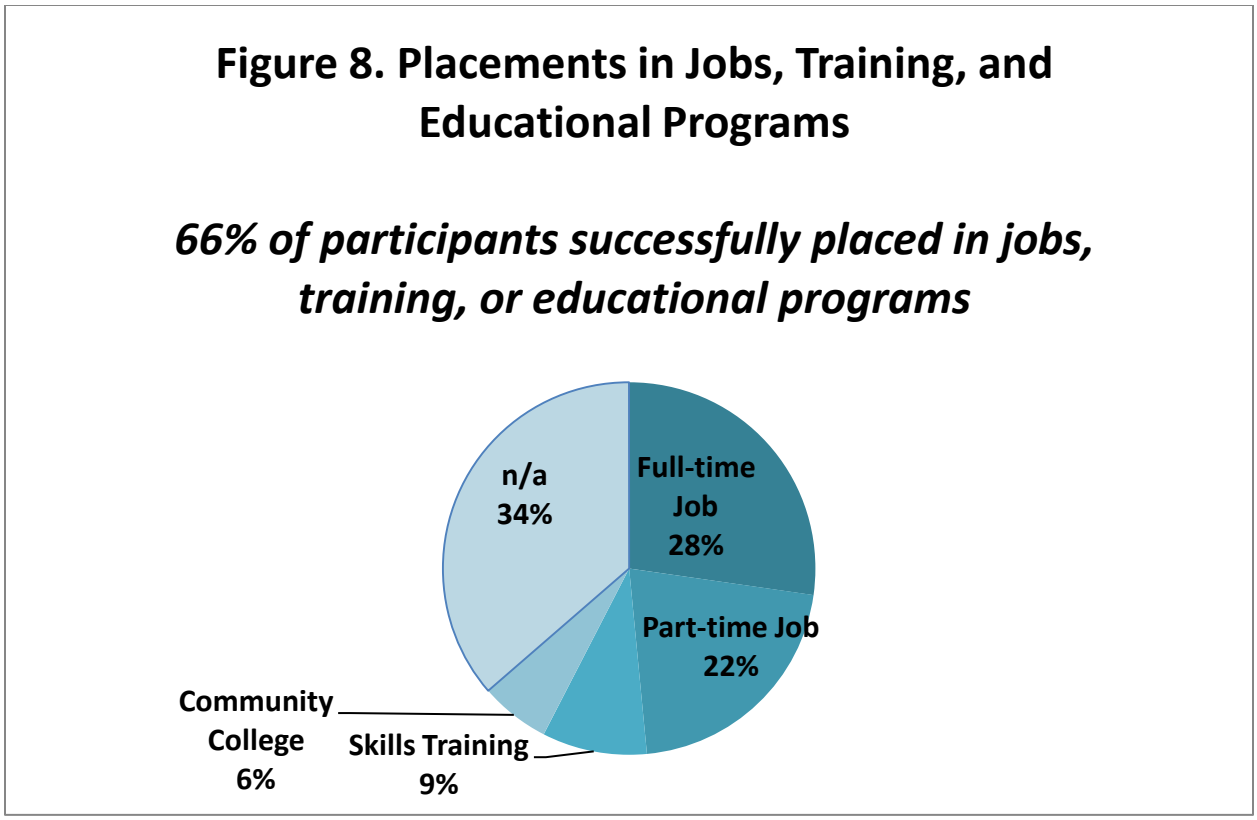
After completing the five-day Career-Bridge Job Readiness Training the participants' responses reflect increases across all measures of job-readiness.

- 77% of respondents felt they received guidance and support to prepare for Career Bridge when asked prior to the training.
- Approximately half (53%) of respondents reported knowing how to write a resume and cover letter prior to the training.
- After completion, 100% of respondents reported they would recommend the Job Readiness Training to others.
- 96% of respondents reported they are prepared to take the next step after completing the Career Bridge Orientation and Job Readiness Training.
- 93% of respondents reported they learned how to be a better team player and are more comfortable working on a team.
- 93% of respondents reported they had a better understanding of professional communication online, by phone and through social media.

- 93% of respondents reported the goal setting and planning exercises were useful in helping them identify their next steps.
- 86% of respondents reported they are more comfortable with networking and how it can lead to a job.
- 71% of respondents reported they learned new skills or improved their skills (36%) for balancing life responsibilities like work, school, training, and family.
- 70% of respondents reported they learned new skills or improved skills (26%) needed for online job search.
- 68% of respondents reported they learned new skills, or improved their job interview skills (36%).

Placement in Jobs, Training, and Educational Programs

As of May 15, 2013, sixty-six percent (21/32) of Career Bridge graduates were either successfully employed or enrolled in skills training or educational programs (see Figure 8). Fifty percent (16/32) of Career Bridge graduates were employed. Three graduates were enrolled in training programs to which they were referred by the SJI Job Developer. Among the trainees, two men were in paid trainings and the other works part-time. Two other graduates were enrolled in community college. It is remarkable that forty-two percent (8/19) men working or enrolled in training or educational programs are graduates of the most recent Cohorts 2 and 3 who have been placed in one to two months—a more rapid placement rate than that experienced by most graduates of Cohort 1. This more rapid placement rate for Cohorts 2 and 3 may be due to the process improvements made in response to the internal evaluation effort. Some of those employed (7/16, 43%) were in part-time and/or temporary jobs and are thus actively seeking full-time opportunities and/or those which may provide more stability. The Job Developer, Ms. Gloria Baker, has reported she is best equipped to assist those graduates with whom she has been able to develop a relationship, so she may best identify appropriate opportunities for employment, training, and/or education. Her network includes a roster of over 1500 employers. Ms. Baker contacts all graduates seeking employment opportunities weekly. Several of the graduates continue to meet with her in-person on a regular basis. Six barriers were identified as the most prominent challenges Ms. Baker faces in her efforts assist the graduates with placement opportunities: 1) lack of access to stable telephone and computer resources, 2) licensing, 3) transportation, 4) housing, 5) childcare, and 6) literacy.



Conclusions and Next Steps

The quantitative and qualitative data collected suggest Career Bridge is having the intended, positive impact on the Seattle community. Not only have intermediate benchmarks been achieved as mid-year assessments are evaluated; but, more long-term impacts are also resulting from this pilot effort. Nearly two-thirds of Career Bridge graduates are employed, or enrolled in training or educational programs. The graduates cite multiple examples of having developed pathways to upward mobility, viable connections and networks, and leadership skills and confidence that will prepare them for success. They cite the unique Career Bridge community of peers, community members, and staff as an unparalleled network of caring role-models, which despite any shortcomings motivate them to continue on a new and positive pathway.

In addition to the quantitative reports of successes via the job readiness training and placement with career and educational opportunities, the qualitative reports demonstrate the increased capacity being established in the community through a network of leaders being developed simultaneously with the Career Bridge process (see appendix). This is evident in that there has been no recidivism among those participants who have prior criminal background. The program's successful reputation in the community has also led to a waiting list of African American women who hope to participate, and planning to facilitate the program for a cohort in partnership with the State of Washington's Monroe Prison and its' Black Prisoner's Caucus. In

addition, the graduates continue to assume positions of leadership with tasks of developing the Career Bridge infrastructure. After the first focus group conducted for all cohorts, the graduates implemented a plan to engage in a weekly meeting of the participants and graduates incorporated into the weekly meeting of community partners. In addition, six graduates have volunteered to serve on the committee to review and disburse emergency funds. Another graduate has taken responsibility to call all prior graduates to keep them engaged. Before funding became available, two graduates volunteered to gather clothing supplies needed for men entering the workforce.

The graduates have clearly articulated the components of Career Bridge that should be improved. They especially need assistance with licensing issues, transportation, childcare and child support, housing, expungement, and financial assistance despite earning wages. They would like to see more computer-based time incorporated into the training, and would like more targeted job and internship opportunities secured for Career Bridge graduates. With regard to leadership development, the graduates have also expressed the need for exposure to entrepreneurial skill development built into some aspect of Career Bridge.

The data collected and feedback provided are being closely reviewed by the Career Oversight Committee to make changes and revisions for continuous process improvement based on lessons learned from the evaluation. A fiscal sponsor has been identified and the process is moving forward to begin providing funding to address the barriers identified related to licensing, transportation, childcare and child support, housing, expungement, and financial assistance. A Community-based Development Organization will be identified next to assume oversight for the process and continue to incorporate the information obtained about how to refine Career Bridge to make it the most successful effort possible with the resources available. Assessments will continue for evaluation with the addition of each new cohort and at bi-monthly intervals to continue to gauge feedback from participants, community members and staff to make any necessary course corrections. In addition, an external evaluation will be conducted by a consultant hired by the City of Seattle Auditor's Office, which will likely provide additional information about what is working well and what might be improved.

APPENDIX

Qualitative Data Summary

Initial Post-training Focus Group

Cohort 2

The following recurring themes emerged from the focus group conducted with members of Cohort 2 at the end of their job readiness training:

- Bond established between participants with the facilitators, Mr. Sherman Wilkins and Mr. William Castillo,

  "You've got to keep those two, Sherman and William."

- Valuable connection to the community sponsors as they walk with participants through the Career Bridge process,

  "My sponsor brought me into this and has been there for me the whole time."

- Value and experience of Career Bridge as an unparalleled, positive environment comprised by role-models who are caring individuals,

  "I had to leave my past behind. I changed my phone number…this is all I have to be around positive people."

- Desire to improve one's life, especially for the benefit of their families,

  "I just want to be better for my children so they can be proud of their dad."

- Cohesiveness and shared experience among the cohort,

  "This is a brotherhood, we're like a family."

- Commitment to give back to others, especially to youth, and

  "We need to be role-models for the kids coming after us since we didn't have any."

- Spiritual transition experienced during the training.

  "My spirit has changed. I want to be better."

Cohort 3

The following recurring themes emerged from the focus group conducted with members of Cohort 3 at the end of their job readiness training:

- Effectiveness of facilitators, Mr. Sherman Wilkins and Mr. William Castillo,

"I can relate to Sherman and Mr. Castillo"

- Value of Career Bridge network,

"You get into this what you put out of it…there is so much to offer"

- Value and experience of Career Bridge as an unparalleled, positive environment comprised by role-models who are caring individuals,

"People from the community are looking out for you…they really care."

- Desire to improve one's life, especially for the benefit of their families,

"I want to be better for my family."

- Commitment to give back to others, especially to youth,

"I wanna work with kids to help keep them out of trouble like I got into."

- Leadership development,

"Can we get involved to make this happen…?"

- Confidence development,

"My confidence has definitely increased."

- Skill development, and

"I have new skills now, I never worked before."

- Need for more computer-based time during training.

"If we could have one more day on the computer that would be great."

Follow-up Focus Groups

Cohort 1

The following recurring themes emerged from the focus group conducted with members of Cohort 1 as a follow-up assessment in March 2013:

- Value of Career Bridge as more than a jobs program,

  "Career Bridge is different from other programs because it's about more than just jobs. This is a family."

- Importance of relationships and the relational model

  "I can count on my sponsor to call and check on me, even just to see how I'm doing."

- Mentorship,

  "My sponsor has become a mentor to me."

- Commitment to give back to others, especially to youth, and

  "I want to give back to my community. If I can help kids not go down the path I did, that would be great."

- Value and experience of Career Bridge as an unparalleled, positive environment comprised by role-models who are caring individuals,

  "I've never been a part of anything with so many people that care."

- Commitment to give back,

  "I want to give back to my community, and be a role-model for my children to look up to."

- Bond established between participants with the facilitators, Mr. Sherman Wilkins and Mr. William Castillo,

  "Wilkins and Castillo are the best…I can really relate to them and where they are coming from."

- Cohesiveness and shared experience among the cohort,

  "This is a brotherhood."

- Value of resume and cover letter development,

  "I never had a resume before Career Bridge."

- Leadership development,

  "I want to do what Mr. Wilkins and Mr. Castillo are doing."

- Need for support resources to address barriers,

  "I am really struggling. It is hard times."

- Need to reengage graduates who are not staying connected to the network, and

  "Where are the other guys from our cohort. Let's get them here."

- Need for more employers involved.

  "We need more employers at the table."

<u>All Cohorts</u>

The following recurring themes emerged from the focus group conducted with members of all Career Bridge Cohorts 1, 2 and 3, as a follow-up assessment in April 2013:

- Value of Career Bridge as more than a jobs program,

  "Career Bridge is about more than just a job…"

- Value staying connected to the network,

  "This is a great network of people to be a part of…"

- Need for internships, a job fair, and/or and jobs targeted to Career Bridge graduates,

  "Can we get some internships or a job fair just for us?"

- Ongoing barriers identified and addressed in some cases:
  - Transportation, childcare, child support, housing, criminal backgrounds, finances; licensing, with key emphasis on need for re-licensing, and

  "If I get caught driving to work…it's over."

- Value and experience of Career Bridge as an unparalleled, positive environment comprised by role-models who are caring individuals.

  "People here are doing positive things with their life… and people really care."

- Interest in entrepreneurial opportunities

  "If we can't get jobs working for someone else, let's create our own jobs and support each other."

Indicates prioritized outcome

Career Bridge Theory of Change Outcome Map – Three-Year Timeline

OED, HSD and the community have created in partnership a program that addresses root causes of violence and works towards a joint goal of broadly shared prosperity and healthy communities. The Career Bridge effort combines an economic development model based in existing best practices with a participatory, relationship-based approach that engages community differently to eliminate barriers, partnering with communities most impacted to build systems that support individual and community strengths, assets and potential.

Resources

Community
- Sponsors/Mentors
- CBDOs
- In-kind support
- Services and resources
- Participants

Best Practices
- Local expertise
- Relational model
- Educational reform efforts

City of Seattle
- HSD and OED staff
- Mayor's office
- Community Development Block Grants
- City Council
- SJI

Employers
- Sectors and industries that can provide opportunities

Strategies

- **Develop Individual Attachment to a Network of Support**
- **Skill Building**—job training in marketable industries, skill development, mentoring, job search, ongoing support
- **Build Community/Organizational Capacity to Provide Leadership to Career Bridge**
- **Strengthen Community Services, Resources and Networks**—Wraparound services, community sponsorship
- **Scale Model**—cost benefit analysis, ongoing evaluation, CPI, expand number of people reached, develop fiscal sponsor
- **Empower Community and Break Down Barriers to Systems**—to improve service access and capacity
- **Develop Connections to Employers**

Interim Outcomes

CHANGES IN INDIVIDUALS

- **Decreased individual barriers to work**
- **Increased access to basic needs**
- Increased connection/attachment to a community network of support including family reunification
- Increased stability of housing
- Increased family stability
- **Increased readiness to benefit from training and education program**
- Increased participation in training and education program

- Increased employability skills
- Increased employment experience
- Increased basic skills and/or credentials in marketable areas associated with in-demand jobs
- Increased connections and networks for employment
- Increased confidence
- Increased voice and influence both downtown and in their community
- Increased 'giving back'
- Decreased recidivism
- **Take steps towards a long-term plan and self-sufficiency**
- Increased understanding of systems
- More "healthy" relationships

CHANGES IN COMMUNITIES

- Increased practices that demonstrate community engagement with and ownership of Career Bridge
- Improved connections and networks for employment (e.g., create "good 'ole boys network" in community)
- Improved connectedness within the community
- Increased connection between city and community
- Increased empowerment of community networks to respond to community need
- "Street Level" changes for people
- Increased expertise inside community about how systems work
- **More authentic networks of community-based support**

CHANGES IN SYSTEMS

- Increased availability of high quality outcome data
- Improved processes for learning and feedback
- Evidence of effectiveness and efficiency of model
- Shift in understanding "The Story" (e.g., connected to culture, builds on strengths, awareness of complexity, unification of vision)
- Increased connection between city and community
- Strengthened relationship/connection between OED and HSD
- Improved access to quality, effective education and career training
- Increased accountability of city/system to communities that have been historically disenfranchised
- Increased trust among employers that city and community are preparing individuals to succeed
- Increased hiring and promoting of individuals that have been historically disenfranchised
- **Improved policies** that:
  - increase funding and support for stakeholder capacity
  - eliminate barriers to basic needs
  - increase resources reaching the community
  - provide flexible funding to strengthen the network of support

Linchpin Outcome

Systems are in place to support individual and community strengths, assets and potential

Goals

Interim Goals:
- Individuals' "healthy" behavior is increased
- Individual obtain post-secondary degrees with labor market value
- Progression toward stable living wage employment
- Increased scale and reach of the community-based model

ULTIMATE GOAL: Broadly shared prosperity and healthy communities