

City of Madison
Community Development Division
Building Human Capital: Youth Employment and Adult Training and Employment Initiative
2017 Policy Paper

I. INTRODUCTION

This policy paper introduces the proposed 2017 conceptual framework for 2018 City of Madison Community Development Division funding for both the Youth Employment Initiative and Adult Employment and Training Initiative.

The Community Development Division (CDD) of the City of Madison seeks to create the necessary conditions for Madison residents to realize their full potential through the building of human capital and economic development. The City is therefore seeking proposals from organizations to provide a continuum of services that support high school graduation, GED attainment, career guidance, pre- and post-employment training and services, and work placement for youth and adults facing barriers. In addition to personal economic benefit for participants, creating pathways to employment serves as one approach in addressing racial and economic disparities, juvenile delinquency and neighborhood violence.

The City of Madison's Community Development Division's programming is reviewed through the lens of its impact on poverty, racial equity, and social justice. CDD supports an evidenced-based, holistic approach that includes coordinated service delivery to ensure that residents are able to access relevant services. Activities target low-income individuals, residents of color and vulnerable populations, and are designed to be culturally and linguistically responsive to residents.

Goals

The 2017 funding process introduces new objectives and strategic priorities for CDD. Adult and youth employment programming are now considered priorities under a shared goal area: *Building Human Capital*. To achieve this goal the City of Madison seeks to:

- Increase paid internship and/or employment opportunities for youth ages 14-21 years who face multiple barriers. Services may include training in communication and teamwork, time management, and financial capability; career guidance and jobs or internships that provide exposure and access to a wide range of career opportunities (from technical to professional) that have the potential to lead to family sustaining jobs; and job placement and post employment support.
- Provide employment related services and supports to unemployed or underemployed adults (especially parents) who face multiple barriers to employment with the goal of connecting them to family supporting jobs. These services may include education and literacy, financial capability, language skills, life skills, work ready skills, career guidance, pre- and post-employment services and employment support, transitional and permanent placement in jobs, and GED support.¹

¹ See Forward Community Investments, "Community Development Division Funding Process Study," March 31, 2016, pages 18-20.

Community Indicators of Success

The following are community wide indicators of social change the City seeks to improve with this funding:

Systems level indicators

- Increased collaboration with post secondary education institutions and adult training programs that provide pathways for youth career progression
- Increased number of private sector partners and deepening of partnerships that support youth and adult workforce development efforts

Population level indicators with focus on youth and adults with barriers due to economic or racial inequity

- Increased number of youth obtaining jobs
- Increased number of youth gaining career exposure
- Increased number of youth progressing in post-secondary education and career advancement
- Increased number of employed adults
- Increased number of adults earning family sustaining wages

II. FUNDING REQUIREMENTS SPECIFIC TO EACH INITIATIVE

A. YOUTH EMPLOYMENT SERVICES

The City of Madison Youth Employment Initiative seeks to increase paid internship and/or employment opportunities for youth ages 14-21 years who face barriers to gaining work experience and are being left behind during an improving employment economy. A job is an important step in completing the transition to adulthood, a milestone towards independence and self-reliance. In addition, youth employment serves as one approach in addressing racial and economic disparities, juvenile delinquency and neighborhood violence.

i.) YOUTH EMPLOYMENT SERVICES CONTINUUM

The City expects to fund a package of programs that together provide a continuum of services that includes:

Age group	Program Models	Program Elements	Measurable Outcomes
14 – 15 years	Highly supported community based work crews Direct supervision and support is provided by a program staff, may include young adult mentor who was a previous program participant or neighborhood resident. Youth are hired, supervised and learn basic employment skills. Youth are paid by the RFP applicant organization. Resulting in an opportunity to advance to other programs or private sector employment.	Basic Employment Readiness skills. <ul style="list-style-type: none"> • Time management • Communication & teamwork • Construct a resume. • Conduct a job search. • Complete application forms. (paper and online) • Arrange an interview. • Complete a job interview. • Importance of building personal connections and networks • Financial capability • Introduction to career possibilities 	Employability Skills Certificates earned School credits earned Private sector employment placements obtained Acceptance to other collaborative youth employment program

Age group	Program Models	Program Elements	Measurable Outcomes
15 – 20 years	<p>Supported work crew with projects requiring additional skill development and technical abilities</p> <p>Youth are supervised by an adult with a background in youth development and the skills necessary for the projects. The youth are hired and learn intermediate employment and work readiness skills. Youth participate in career exploration activities that provide participants with a deeper understanding of the workplace. Youth are paid by the RFP applicant organization.</p>	<p>Intermediate employment and work readiness skills</p> <ul style="list-style-type: none"> • All of above • Identify expectations that employers have of employees. • Demonstrate time management. • Importance of building personal connections and networks. • Informational interviewing. • Introduction to innovative and entrepreneurial employment opportunities. 	<p>Employability Skills Certificate earned</p> <p>School credit earned</p> <p>Referred and accepted to private sector employment</p> <p>Demonstrated knowledge career/educational options</p> <p>Advancement to other internship programs</p>
15 – 17	<p>Placement in a supported non-profit environment with a specific mission to provide jobs or paid internship opportunities</p> <p>Youth supervised by the RFP applicant organization or other non-profit and paid by RFP applicant organization. Youth receives additional employment skill development that reduces participant's barriers to active participation in future education or employment.</p>	<p>Career exploration experiences</p> <ul style="list-style-type: none"> • All above • Occupational skills. • Industry certification or credential. • Dual credits high school and post secondary. • Apprenticeships. • Innovative and entrepreneurial employment opportunities. • Driver education opportunities. • Serve safe certification • Financial education and training. 	<p>Increased availability of employment or internship opportunities addressing participant's distinct needs</p> <p>Demonstrated transferable core employability skills necessary for future success</p> <p>Continued or increased school engagement and/or reconnection to education or training opportunities</p>
High-Risk 16 – 20 years	<p>Combined employment and social/emotional support programming</p> <p>Youth paid for the community-based work component as well as for time spent in group learning and positive peer support activities. Intervention approaches that include social-emotional learning based on cognitive behavioral therapy principles are preferred.</p> <p>High-risk may include court involved, out-of-school, and credit deficient youth.</p>	<ul style="list-style-type: none"> • 10 – 15 hours of community based employment experience and learning weekly. • Behavioral interventions and positive peer support • Social/emotional learning based on cognitive behavioral therapy 	<p>Increased understanding and demonstrated ability to manage thoughts, emotions and behavior that might interfere with employment</p> <p>Advancement and/or referrals to other employment/internship programs, private sector jobs, and/or other positive youth development activities</p>
16 – 20 years	<p>Placement in a private business committed to supporting youth experiencing barriers to employment</p> <p>Youth supervised by the business and supported by the RFP applicant staff. Youth paid by business or split between the business and the RFP applicant organization.</p>	<ul style="list-style-type: none"> • GED, HSED or other high school graduation support. • Industry recognized credentials. • Driver education opportunities. • Youth apprenticeship programs. • Construction trade programs. 	<p>Certificates, credentials, dual credit, and/or license's that reduce participant's barriers to employment earned</p>

Age group	Program Models	Program Elements	Measurable Outcomes
	Youth receives occupational skills, industry certification or credential (dual credits)		<p>Advancement and/or referrals to other employment/internship programs, private sector jobs, and/or other positive youth development activities</p> <p>Referrals to other adult employment programs</p>

Strong proposals will include the following components:

1. Recruitment, Intake and Assessment

The intention of the City of Madison youth employment initiative is to coordinate all City funding for youth employment through a collaborative network of service providers with shared recruitment and intake procedures for youth who face multiple barriers to employment due to economic and/or racial disparities with a focus on youth living in Madison's most challenged neighborhoods and youth who have been left out of the recent economic recovery.

Providers should assess each youth's interests, skills, abilities and resources, and through the network match the youth with opportunities that support their future academic or educational goals as well as meeting the needs identified for each employment or internship opportunity.

To move toward a more intentional two-generation approach to advancing economic opportunity, the intake process should attempt to discover other adults or youth in the home or family networks in need of employment services and make subsequent referrals to appropriate youth or adult programs.

2. Coordination and Resource Linkage

The City of Madison supports the efforts to build a comprehensive youth employment support system amongst service providers and other key stakeholders. This must involve collaborative relationships with high schools, post-secondary educational institutions, private business, community based organizations, municipal court, juvenile justice and human services systems. Successful youth employment and internship support services connect youth to a continuum of appropriate training (traditional, entrepreneurial and innovated), work experience, and educational opportunities that address a range of skills and abilities as well as age and life stage needs.

The City of Madison, in coordination with MMSD's Personalized Pathways, the Workforce Development Board of South Central Wisconsin, Madison College, and business representatives is moving toward a more connected system of experiential learning opportunities including employment and internship opportunities.

This coordinated approach should lead to the opportunity for youth to progress from program to program and on to post- secondary adult employment supports or education opportunity.

3. Curriculum

Programs will be required to ensure all youth develop the soft-skills (i.e. ability to work well with others, self-manage) and life skills (i.e. financial capability, developing support networks) that support positive youth development building towards a successful transition to adulthood.

Expected strategies are based on best practices that consist of life skills training that includes communication, teamwork, building personal connections and networks, time management, financial capability; career guidance and experiential learning opportunities that provide exposure and access to a range of career opportunities (from technical to professional) that have the potential to lead to further education, job placement and post-employment support.

Providers should utilize a culturally relevant comprehensive positive youth development strategy with a direct link to the program's mission and goals.

Programs must evaluate the youth worker's skill attainment and demonstration of employability skills while on the job in collaboration with the supervisor/business mentor.

4. Types of Placement and Employment Opportunities

- Highly supported community based work crews for youth gaining first time work experience.
- Supported work crew with projects requiring additional skill development and technical abilities.
- Placement in a supported non-profit environment with a specific mission to provide jobs or paid internship opportunities
- Combined employment and support programming for high risk youth. Employment/support programming that includes group social/emotional learning and positive peer support components.
- Placement in a private business with an interest in supporting opportunities for youth facing barriers to employment.
- Youth receives occupational skills, industry certification or credential (dual credits) and career exploration or licensees that reduce participant's barriers to active participation in employment.

5. Workplace Support

Stakeholders involved in the lives of youth work together to broker relationships – both programmatic and systemic in nature - to support young people in meeting their individual goals as well as the community in advancing youth outcomes. Programs should include group educational activities and opportunities for reflection that build on the employment experience, provide life skills that support positive youth development and create a sense of community amongst the youth participants.

Providers should support both the youth employee/intern and their supervisor through face-to-face, phone or e-mail contact as determined by the needs of the youth employee and supervisor. Provide mentor training to prospective employers to ensure continuity of support and expectations for youth workers, including at least 20 hours of quality pre-employment/internship training for the youth. Youth should have the opportunity to

take an active role in planning, implementing and assessing the program. Programs should consider hiring youth graduates as peer leaders.

Provide at least six-months of follow-up services with their participants after the young person completes the program, including opportunity's to advance to other partner programs or private sector employment.

ii.) WANDA FULLMORE INTERNSHIP PROGRAM

The goal of the City of Madison Wanda Fullmore Youth Internship program is to provide high school age youth who face barriers to employment work experience and career awareness through placement in a City Department with support from a non-profit agency.

Expectations for the Non-Profit Applicant:

- Recruit and hire approximately 50 high school age City of Madison residents, with a preference to youth entering 11th and 12th grade, who face barriers to employment and higher education due to economic or racial inequity; and
- Work with each City intern supervisor to develop internship descriptions that identify potential job duties and projects appropriate for the youth interns; and
- Recruit youth facing barriers to employment from the entire Madison community. The intern pool should not require previous, current or on-going enrollment in another program to participate; and
- Assess youths' interests and skills, identify youth whose interests and skills match the needs identified by each City Department, and present at least 2 youth to interview with each Department; and
- Provide at least 20 hours of quality pre-internship training for the youth; and
- Support both the youth intern and their City supervisor through face-to-face, phone or e-mail contact as determined by the needs of the intern and supervisor; and
- Provide other educational activities that build on the internship experience and provide life skills that support positive youth development by bringing the youth interns together at least 4 times over the 8-week internship period; and
- Employ the youth intern with a wage or stipend equal to at least \$9.00 per hour. Wages, stipends and fringe costs will be paid through funds provided by the City. Paid time includes actual hours worked at their City internship as well as time spent attending supplemental training/educational activities; and
- Evaluate the Wanda Fullmore City of Madison Youth Internship program from both the youth and the City perspective and complete a year-end report.

B.) ADULT EMPLOYMENT SERVICES

The City of Madison Adult Employment Initiative seeks to increase employment and training opportunities for adults who face barriers to obtaining employment and are being left behind during an improving employment economy. The City expects to fund a package of programs that together provide a continuum of services related to adult employment. Increasing the number of residents obtaining and retaining family sustaining jobs relies on outcomes in every level of the employment support continuum.

i.) ADULT EMPLOYMENT SERVICES CONTINUUM

Participants obtaining living wage jobs may not be a direct outcome of every level of programming, but program outcomes will support participants' progress through the continuum below.

Programs will also be encouraged to recruit from existing programs that offer youth employment services. This is to ensure youth needing additional support, who are aging out of high school, are transferred to existing adult programs.

Program Participant Description	Program Elements	Measurable Outcomes
Low skills/multiple barriers	<p>Supportive Services</p> <ul style="list-style-type: none"> • Skills, interest and basic needs assessment • Individualized monitoring, feedback and support • Baseline educational services <ul style="list-style-type: none"> ○ Literacy and basic math skills building ○ ELL training ○ GED preparation and testing support • Basic needs planning and support <ul style="list-style-type: none"> ○ Housing stability, child care, transportation, etc. – case management ○ Assistance with obtaining a driver's license <p>Employment Readiness Training Components</p> <ul style="list-style-type: none"> • Time management training • Communication & work ready training • Assistance navigating workplace culture • Financial capability • Assistance with job search, application, resume writing, interview skills <p>On the Job Support</p> <ul style="list-style-type: none"> • At least six months of follow up/on the job coaching, support and mediation 	<p>Completion by initial participants</p> <p>Added or returning participant completion</p> <p>Participant non-completion and information about contributing issues:</p> <ul style="list-style-type: none"> - Housing/homelessness - Substance abuse - Childcare - Transportation - Mental health - Domestic violence/unhealthy relationships - Loss of social service benefits <p>Participants successfully tracked/maintained contact with after 3, 6, 9 months to 1 year</p> <p>Successful connections to resources that alleviate participant barriers: housing, child care, transportation, etc.</p> <p>Attainment of GED, math proficiency, etc.</p> <p>Employment and/or increased wages (amount)</p> <p>Increased soft skills/work ready skills</p>

<p>Some soft skills, general household stability, looking to develop specific work skills</p>	<p>Supportive Services (as needed)</p> <ul style="list-style-type: none"> • Skills, interest and basic needs assessment • Individualized monitoring, feedback and support • Basic needs planning and support <ul style="list-style-type: none"> ○ Housing stability, child care, transportation, etc. – case management ○ Assistance with obtaining a driver's license <p>Employment Readiness Training Components</p> <ul style="list-style-type: none"> • Time management training • Communication & work ready training • Assistance navigating workplace culture • Financial capability • Assistance with job search, application, resume writing, interview skills • Training or tutoring in math or other basic skills specific to industry needs • Industry specific training and credentials leading to jobs at or near living wage <p>On the Job Support</p> <ul style="list-style-type: none"> • One year of follow up/on the job coaching, support and mediation • Provide employers with learning opportunities to expand equitable hiring and retention 	<p>Level 1 Outcomes and...</p> <p>Certification/completed training</p> <p>Employment in field of training and level obtained</p> <p>Continued further education in related field</p> <p>Retained employment after 6 months and 1 year</p> <p>Employment to or increased employment to a living wage</p> <p>Employer satisfaction with soft skills/work ready skills</p>
<p>Soft skills, including attendance generally in place, general household and life stability although may need assistance navigating work culture</p> <p>Motivated but needs to support self and family while training</p>	<p>Supportive Services (as needed)</p> <ul style="list-style-type: none"> • Skills, interest and basic needs assessment • Individualized monitoring, feedback and support • Basic needs planning and support <ul style="list-style-type: none"> ○ Housing stability, child care, transportation, etc. – case management ○ Assistance with obtaining a driver's license <p>Employment Readiness Training Components</p> <ul style="list-style-type: none"> • Time management training • Communication & work ready training • Assistance navigating workplace culture • Financial capability • Assistance with job search, application, resume writing, interview skills • Training or tutoring in math or other skills to prepare for industry certification • Industry specific training and credentials that lead to career advancement and higher paying jobs <p>On the Job Support</p> <ul style="list-style-type: none"> • One year of follow up/on the job coaching, support and mediation • Provide employers with learning opportunities to expand equitable hiring and retention 	<p>Level 1-2 Outcomes and...</p> <p>Employment placement with employer partners</p> <p>Employer attendance and utilization of cultural sensitivity and related training</p>

Strong proposals will include the following components:

1. Recruitment, Intake and Assessment

The intention of the City of Madison adult employment initiative is to coordinate all City funding for adult employment through a collaborative network of service providers with standardized recruitment and intake procedures for the recruitment of adults who face multiple barriers to employment due to economic and/or racial disparities, with a focus on adults living in Madison's most challenged neighborhoods and who have been left out of the recent economic recovery.

Providers should assess each participant's interest, skills, abilities and resources, and through the network, match the participant with opportunities that support their future employment and educational goals.

To move toward a more intentional two-generational approach to advancing economic opportunity, the intake process should attempt to discover other adults or youth in the home, or family networks in need of employment services and make subsequent referrals to appropriate youth or adult programs.

2. Coordination and Resource Linkage

Recognizing that alignment and collaboration are already taking place in the adult workforce and training arena, the City seeks to further support a comprehensive adult employment support system. This involves collaborative relationships with post secondary educational institutions, private business, community based organizations, and the justice system, along with high schools and other agencies serving older youth. We anticipate that this collaboration will be reflected in applications which show strong referral relationships between programs along the above described continuum. Collaborative proposals are also invited.

Funded programs will demonstrate how they connect participants to services in the adjacent levels on the continuum, including youth programming, through coordinated recruitment and referral and partnerships with other agencies, educational institutions and/or employers. Funded programs will also connect participants to community resources that help participants address barriers to obtaining and maintaining employment.

Preference will be given to programs that can demonstrate these connections through both internal practices and interagency partnerships and commitments. Examples of alignment include, but are not limited to:

- Intentional scheduling or geographic placement of programs and services to enable smooth transitions between them, such as coordinated scheduling of the graduation of one program with the enrollment of a relevant partner program, or co-location of services
- Coordination with community partners to address participant barriers and increase their likely success in employment, such as securing transportation, addressing mental health or AODA issues or embedding Workers Rights Center workshops, health care information/enrollment, and child care assistance outreach and intake into programming
- Intentional connection to employers, such as aligning programming with job fairs, engaging employers in program design, program applicant interviews, job placement, and on the job support

3. Curriculum

Programs will prioritize the development of soft-skills and work-ready skills (i.e. ability to work well with others, self-manage) and life skills (i.e. financial capability, developing support networks) that help participants develop the skills to obtain and retain long-term, family-supporting employment.

Expected strategies are based on best practices that consist of life skills training that includes communication, teamwork, building personal connections and networks, time management, financial capability; career guidance that has the potential to lead to further education; job placement and post-employment support. Providers should utilize a culturally relevant, asset-based model.

Programs will evaluate the participant's skill attainment and ability to demonstrate soft-skills and work-ready skills.

Job skills training and industry trainings will utilize curriculums that prepare participants for appropriate industry recognized credentials and connect to industries with jobs in demand.

4. Types of Placement and Employment Opportunities

While not all programs will provide direct job placement, proposals are encouraged that include one or more of the following types of work opportunity:

- Supervised training and/or employment
- Paid or unpaid internships, apprenticeships or work crews
- Supervised employment with subsidized or employer payment

5. Ongoing and Workplace Support

Funded adult employment training will build relationships with employers – both programmatic and systemic in nature –to support participants in meeting their individual goals and support economic development by increasing and retaining the local workforce.

Providers will support both the employee/intern and their supervisor through face-to-face, phone or e-mail contact as determined by the needs of the employee and supervisor. Providers will make available cultural sensitivity training and mentor training to prospective employers to ensure continuity of support and expectations.

Providers will provide 3-12 months of follow-up services with their participants after program completion, including referral to other employment training programs or continued education as appropriate.

Tracking participants after program completion

Because the journey to stable, family sustaining employment may take years for individuals facing multiple barriers, tracking participants over time is crucial to assessing whether or not programs help advance participants toward higher wages and better employment. Funded applicants will demonstrate how their programs will track participants after completion as appropriate to the program model.

Examples include but are not limited to:

- MOUs and information sharing agreements with aligned program partners or employers
- On-going social, volunteer, professional development or mentorship opportunities for graduates
- Staff time allocation to the creation of a retention outreach efforts including the use of social media

Recognizing that these activities require resources, applicants are encouraged to build the cost of follow up into their budgets, reflecting both staff time and other associated expenses. All funded programs will be asked to report on the percentage of participants they are able to maintain contact with at designated times appropriate to the program model.

ii.) CONSTRUCTION EMPLOYMENT INITIATIVE

The goal of the City of Madison Construction Employment Initiative is to provide people with multiple barriers training and preparation opportunities in the construction field, with an emphasis on women and people of color who have been historically underrepresented in this area. The City expects to fund a proposal and network of providers of training and employment services through a collaborative model that is likely to increase members of the target population in the construction field. Additionally, the collaborative should demonstrate an ability to work cooperatively with businesses to better match training programs and recruitment practices to private sector needs. **It is expected that the funded agency will subcontract with other providers to fulfill project expectations.**

Strong proposals will provide services and include program elements and components identified in the Adult Employment Services Continuum above (section i.), as well as the following applicant characteristics:

- Experience coordinating training and education which prepares people for skilled work in the construction industry and the trades
- Demonstrated ability to build effective relationships with employers and unions in construction industry and the trades
- Demonstrated ability to recruit and work effectively with the target population, providing assistance and support in securing and retaining family sustaining jobs
- Demonstrated ability to work effectively in collaboration with the existing network of employment and training providers and programs serving the City of Madison

III. FUNDS AVAILABLE

Youth Employment Initiative

The City of Madison's 2017 adopted operating budget allocates approximately \$660,000 for youth employment services and paid internships.

- \$120,000 of the funds are allocated to support the Wanda Fullmore Youth Internship Program. This allocation includes up to \$30,000 for non-profit administrative costs and at least \$90,000 for youth wages.

Adult Employment and Training Initiative

The City of Madison's 2017 adopted operating budget allocates approximately \$708,000 for adult employment and training services.

- Approximately \$400,000 of these funds are currently allocated to support the Construction Employment Initiative.

Collaborative Proposals

Joint proposals that request funding for multiple agencies participating in a collaborative effort are encouraged. Joint proposals are appropriate when:

- Joint funding would increase program capacity or enable the existence of a program that would not otherwise be possible due to cost burden, staffing capacity, access to participants, or another similar reason
- Joint funding will decrease administrative burden for agencies involved and/or the City of Madison
- Joint funding strengthens the collaboration of agencies involved, the neighborhood, community, or connections between partners along the continuum of employment support

Contract Agreements

Contracts awarded through this RFP process may be extended for two additional years pending inclusion and approval in the City of Madison operating budgets in 2018 and 2019, and demonstrated ability to meet contract goals.

These funds and resultant contracts will be subject to all city ordinances and rules governing purchase of service contracts, including but not limited to wage requirements, equal opportunity and benefits provisions, and insurance requirements.