

## Community Health Improvements are Linked to Economic Development

# OUTCOME EIGHT

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## Using This Guide: A Note to Building Healthy Communities Coalition Leaders

### Purpose

Each of the Building Healthy Communities *Outcome Resource Guides* is intended to provide a deeper understanding of the background and context for each outcome, a sampling of promising practices and strategies that will contribute to achieving each outcome, and additional tools and resources that can help local leaders plan for improving the health of their communities. These guides were written specifically to assist local leaders and planners in the 14 communities participating in the Building Healthy Communities program of The California Endowment.

### Strategies and Promising Practices

The strategies and practices described in each guide are intended to provide options and spark new ideas for local planners. These lists and examples do not represent all known strategies and policy directions in the field. Rather, they represent an overall direction that, based on the evidence at hand, show promise for contributing to a comprehensive approach to improving health in California communities.

### Indicators of Success

These indicators are examples of ways to measure changes in this outcome. The appropriate indicator to use as a part of measuring progress, either as a part of an evaluation or a performance monitoring plan, will depend on the targeted changes and strategies that are selected either as part of a Place's work plan or part of measuring a grantee's performance.

### Contributing to the knowledge base

These guides constitute the beginning of a TCE library of resources that will grow over the next 10 years based on the experiences of BHC communities, as well as on emerging evidence for promising policies and practices in the field as a whole. Community residents, local leaders as well as researchers and scholars are invited to add to this foundation as new tools, strategies, experience and evidence emerge. Please contact TCE at [www.calendow.org](http://www.calendow.org).

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**Outcome Eight: Community Health Improvements are Linked to Economic Development****I. Background**

Family income and the neighborhoods where people live are intrinsically linked to health status and poverty, which are at the root of many social determinants of poor health outcomes. Individuals with few job skills often live in neighborhoods near freeways, where safety is a concern for families, housing is sub-standard, and livable-wage jobs are difficult to find. Adults supporting their families from paycheck to paycheck may not have the time, the financial resources, or the support network needed to acquire new skills that would enable them to advance along a career ladder. Moreover, they may look to schools to provide greater opportunities for their children; however, schools are already stretched thin, and few resources exist to help young people explore college or career pathways. Furthermore, peer pressure to engage in negative behaviors is all too common and can decrease the chances for youth to succeed. Taken together, these conditions can lead to generational cycles of family poverty.

While expanding economic development within a community requires a multi-pronged approach that includes education, workforce systems, businesses, and public sectors focused on expanding opportunities for economic growth, the focus of this particular guide is directed toward expanding workforce opportunities for adults and youth.

The case studies and examples of promising practices included below provide a snapshot of how employers, schools, and adult training and vocational centers, are joining forces to offer adults and young people new opportunities to learn and build their skill sets. While many of these lessons are centered on building health career pathways, advocates, residents, and practitioners should think of them as examples of linking together disparate systems in new and exciting ways. Although TCE has historically focused on health sector jobs, particularly allied health professions, sites should use regional labor market statistics to determine local needs and opportunities. These pathways should be designed to support both unemployed and under-employed adults and youth in and out of school. Building Healthy Communities partners should take advantage of opportunities for leveraging resources with other public and private funders and take advantage of the momentum for emerging “green” technology careers. When adults and youth are on track to attain meaningful work, other goals within the Building Healthy Communities plan are more likely to be achieved. These adults and youth are also more likely to support other community efforts to expand economic development and improve community health.

This resource guide links to others in the series – sites should consider how land-use policies, zoning laws, and other public policies can support improved economic and workforce development in communities, thereby leading to community health improvements. Policies and zoning laws addressing land use are discussed in the Resource Guide for **Outcome Four**, “*Residents Live in Communities with Health-Promoting Land Use, Transportation, and Community Development*,” which presents opportunities for transforming the conditions in our physical surroundings. The Resource Guide for **Outcome Six**, “*Communities Support Healthy Youth Development*,” provides an overview of strategies and resources for developing a community action framework for youth development. The Resource Guide for **Outcome Three**, “*Health- and Family-Focused*

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*Human Services Shift Resources Toward Prevention,*" offers perspectives on safeguarding families' economic security – income and assets – as a key component of ensuring strong families and healthy children.

## II. Overview of Community Health Improvements Linked to Economic Development

A community approach to improving health through a focus on economic and workforce development could follow many paths, so it is very important to make choices that address high-priority needs and are consistent with the other strategies of a targeted initiative. It is also useful to take stock of those aspects of a community's unique challenges that can be directly affected by actions at the neighborhood level, and which ones could require concerted action to change the policies and priorities of large institutions at the city, regional, or state level.

Economic development (or lack of) affects health outcomes in a number of ways. Perhaps of greatest concern is when people have to work at unhealthy or dangerous jobs, their own health and that of their families and neighbors can be at risk every day. Income is also a critical factor, since poverty significantly increases the odds of poor health outcomes. And considering that most low-income families live in neighborhoods that lack many of the basic features of a safe and healthy community, their life circumstances tend to be more precarious.

It is therefore not at all surprising that efforts to obtain better jobs for more people are at the heart of community economic development. Better jobs can mean not only stronger individual health, but they can also provide the necessary income and assets to improve homes and neighborhoods.

When community leaders seek to obtain better-paying jobs and more valuable career paths for their residents, they encounter formidable challenges. For example, the system of workforce development is not structured to be designed or managed at the community level, and in many respects it is not a "system" at all, but rather a complicated, uncoordinated patchwork quilt of programs and projects. Although there are many exemplary model programs and strategies, the overall system often fails to support the people whose needs are greatest, and often fails to adapt to a changing economy. Before we examine several potentially useful strategies, it will help to establish some basic principles of effective practice, identify the diverse types of current and future workers, and recognize the various kinds of institutions that carry out education and training. Community leaders can then use these principles and categories to determine which strategies would be worthy of their attention and most likely to be influenced by their actions.

### Principles for Taking Action

**Think both locally and regionally.** A community-based initiative determined to improve health outcomes can make a real difference in the economic prospects of local residents, through steps taken directly in the neighborhoods and through participation in programs and policy change efforts which encompass an entire city, region, or even the state. In some respects, employment is a very local issue, since many people obtain jobs through social networks and friendships, and

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many youth get their first job near home. In addition, many of the best training and placement programs are effective because they have strong neighborhood ties. On the other hand, the economy is undeniably regional, with people commuting throughout wide areas to their jobs, and firms recruiting and doing business across an equally broad area. A successful local economic development and workforce strategy has to draw upon very local assets, but also stay connected to opportunities throughout the region.

**Keep basic education front and center.** The opportunity to obtain a well-paying job is highly correlated with educational achievement, and the link becomes stronger with each passing year. High school graduates earn substantially more than those who do not finish. People with post-secondary education plus career and technical credentials can win the “middle skill” jobs that are the fastest-growing part of the economy, and they stand to earn much more than those who have only high school degrees. College graduates also earn considerably more than high school graduates. The penalty for not completing high school or its equivalent increases every year, as entry-level positions become more scarce. In this environment, training programs that teach specific job skills are very important, but are not a long-term substitute for a greatly improved educational system that does not fail our children. For adults who left school without graduating or acquiring knowledge that they could leverage later on, basic skills proficiency is the prerequisite to success in the labor market.

**Plan for the needs and aspirations of people in many different situations.** Many workforce development programs work with a particular constituency, such as youth, people with disabilities, workers in need of new skills once their firms close, people reentering the community after prison or jail, mothers of young children on public assistance, adults who need literacy training, and many others. Most of the funding for training, education, and job placement encourages specialization, so we often encounter programs that serve only one category of people. One of the advantages of approaching workforce development from a community perspective is that it potentially incorporates all kinds of people in many varied circumstances. The challenge can be to identify the right resources for so many types of situations – to help make the system work for the community.

The diverse population in need of training, services, or access to job openings can also be thought of in four broad categories based on their relationship to the labor market:

- **Newcomers** – These young people and adults need assistance in order to be ready for success in entry-level employment. Basic education, occupational education, work experience, “soft skills” for succeeding in the workplace, and support services for the worker and her/his family, are all essential tools for this category.
- **In Transition** – When their prior jobs either disappear or decline to an unsatisfactory level, these workers often need supplemental education or training in order to successfully make a move into a new sector.
- **Low-Wage** – People who are stuck in positions that do not pay enough to support a family require training and connections in order to take the first step onto a career ladder or pathway with better prospects.

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- **Current Workforce** – Workers who currently have decent jobs or at least jobs with potential, need to learn additional skills to stay up to speed with new technologies and customers, in order to thrive in an ever-changing workplace.

In any given community, there will be people in each of these situations, but under current conditions, many of them will not find their way to the right type of assistance. One of the challenges for a new community-based strategy is to assess the system’s current capacity to address the needs of different groups and determine how and where to focus the new resources that the initiative can provide.

**Incorporate a sectoral approach to workforce development.** The economy in each region has a number of key sectors in which employment growth and/or job turnover will be significant and for which there are genuine opportunities for people from disinvested communities to pursue career pathways. Successful workforce development strategies involve concentrating a lot of attention on these key industry sectors, to match the education and training with the needs of the field, to expose young people to the career opportunities, and to build productive relationships with employers. An effective sectoral approach helps workers avoid training for jobs that do not exist, or for skills that are not up to date, while enhancing the prospects for local hiring. For example, the health care sector is important in virtually every region, and other sectors (e.g., financial services, advanced manufacturing, information technology, and agribusiness) may be key players in the community, depending on the area’s history and comparative advantages. One of the opportunities and challenges for a community-level initiative is to find the most useful entry points into the strategies underway in the region for all applicable sectors.

**Connect with all the relevant types of providers of training and support.** The workforce development field encompasses a broad range of different institutions, and they all have a presence in or near most communities.

- **High Schools** – Apart from basic education, the most significant contribution from high schools toward workforce development may be career and technical education programs. Traditional vocational education, so often a dead end that has provided neither real access to good jobs nor sufficient academic preparation, is currently being revamped and replaced. Sometimes known as “career academies” for their “integrated curricula,” innovative career programs combine coursework specially designed to link rigorous academic learning with exposure to professions, industries, or sectors, such as health, architecture, and construction.
- **Community Colleges** – In addition to providing education and the opportunity to transfer to a four-year institution, community colleges provide career and technical training in scores of fields to the greatest number of California students. Their sheer size and near-universal coverage give them the potential to exert the broadest overall impact. However, they can be slow to adopt new practices and face significant budget challenges, which make innovation difficult.
- **Adult Schools** – Run by school districts, adult schools are another venue for remedial and continuing education, often, but not entirely, for people who did not complete high school.

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- **Labor Union Apprenticeship Programs** – Most construction trades and many other blue-collar industries, such as power utilities, get their next generation of workers through union-based training on the job. In recent years, the trades have become more extensively involved in partnerships with other sectors, particularly as new sectors such as “green jobs” become more established.
- **Proprietary Schools** – Private, for-profit, career and technical institutes, whose revenues are often primarily based on students’ government grants and loans, provide a large number of programs, especially in professions (hopefully, in which the labor market is strong) that require certification and licensing.
- **Community-Based Organizations (CBOs)** – A few key assets of community-based organizations are their flexibility, adaptability, and knowledge of local circumstances and people. Some organizations specialize in getting people ready for work, some principally match clients with jobs, some provide extensive training and education, and many organizations undertake all three types of activities. In addition, a number of community-based organizations, including several highlighted in this resource guide, have taken the lead role in building the will and resources needed to establish workforce training partnerships that include other CBOs, education and training providers, businesses, and other important stakeholders.

**Address the health and family needs of residents that can prevent them from securing or keeping employment.** Getting ready to work and having the ability to keep a job can involve much more than skills, readiness, motivation, and opportunity. For example, people with health problems that prevent them from qualifying for or succeeding in a job must address these issues before they can move forward. Challenges of this sort may include not only physical health and disability, but problems with dental care, mental health, and learning disabilities. Access to quality health care and the assistance needed to overcome disabilities are essential elements of a comprehensive employment support program.

Quality child care is another key element of a comprehensive employment program, and many parents who would otherwise be able to work are restricted in their options if this is not available. California has an extensive system of subsidized childcare that is available to lower-income parents, in family daycare homes, centers, and public schools, but it is oversubscribed and does not always provide suitable options at an affordable cost for lower-wage workers. While, as with health care, changing the overall childcare system is largely beyond the purview of individual local training programs, it is important to support parents in any way possible and to be part of larger efforts to expand and improve the system.

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### III. Promising Strategies and Practices

Since a community-based initiative aimed at improving health outcomes is not likely to be starting its own workforce program, the leaders of such an initiative need to determine how they can have an impact on the larger environment by considering the following questions:

- Where and how can the local initiative channel its interests and resources?
- How can the local initiative support and deliver promising practices to the community, while also advocating for broader systemic change?

A range of strategies for improving workforce outcomes can now be assessed with those questions in mind.

#### A. Promote and Expand Career and Technical Education, with Special Emphasis on High-Growth Employment Sectors

The highest proportion of job openings, both new ones and those needed to replace retiring workers, are in so-called “middle-skill” positions – ones which require technical training beyond high school, but less than a four-year college degree. High schools, community colleges, and apprenticeship programs, as well as some proprietary schools and community-based organizations, have all sought to expand their training for middle-skill positions, hence the frequent reference to “multiple pathways.” In order to succeed, they need strong partnerships with employers and the resources and flexibility to develop and implement new curricula, purchase customized equipment, match students with mentors and internships, and add new practice-oriented instructors.

##### Resources and Case Studies

The scores of high school programs across California that are committed to integrated curricula and career-related education have a valuable ally and resource in **ConnectEd: The California Center for College and Career** (<http://www.connectedcalifornia.org/index.php>). ConnectEd is dedicated to advancing policy, research, and practice to ensure that California’s high schools succeed in preparing students for success in college and career. ConnectEd’s Multiple Pathways high school curriculum model bridges the divide between the A-G Curriculum (a specific set of courses high school students must successfully complete in order to be eligible for admission to the University of California (UC) and California State University (CSU)) and Career Technical Education.

Building on evidence that greater numbers of under-prepared students are thriving academically through contextualized learning models, ConnectEd’s Multiple Pathways high school programs connect learning in the classroom with real-world applications outside of school. Set in the context of one of California’s 15 major industry sectors, each of the Multiple Pathway high school experiments integrates rigorous academic instruction with demanding technical and field-based learning. Several of the industry sectors included in the Multiple Pathway curriculum have the potential to prepare students for middle-skill jobs in California’s infrastructure sector: Building and Environmental Design, Energy and Utilities, Engineering, Transportation, Manufacturing, Agriculture and Natural Sciences, and Information Technology. In 2009, ConnectEd provided grants to ten school districts

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which are developing master plans to expand their Multiple Pathway programs. The school districts are: Antioch, Long Beach, Pasadena, Porterville, Sacramento City, West Contra Costa, Los Angeles, Montebello, San Diego, and Stockton. ConnectEd was created with the support of the James Irvine Foundation.

Established in response to the California Community College Board of Governors' adoption of a *Ladders of Opportunity* policy, the **Career Ladders Project (CLP)** assists in the development of policy initiatives and provides strategic and technical assistance to colleges and their workforce partners in building regional career pathway and bridge programs for under-served students and communities. With funding from the State Chancellor's Office and several foundations, CLP has developed several groundbreaking initiatives that should be closely watched as models for expansion and as vehicles for informing system and policy reforms that are advocated in this report.

**The Career Advancement Academies**

(<http://www.careerladdersproject.org/projects/career.php>), which were established to provide under-prepared and unemployed youth and adults (ages 18-30) with career pathways to high-wage jobs in growth sectors in the East Bay, Central Valley, and Los Angeles, offer a number of important lessons about the program and partnership strategies with the greatest potential for success. Chief among these are the following: the use of cohort-based "learning communities" and a full range of student support; the integration of workforce readiness, career guidance, and contextualized learning to accelerate student progress; and the building of strong local partnerships that include industry, community based organizations, and philanthropy.

Meanwhile, the **California Gateway Project**

(<http://www.careerladdersproject.org/projects/gateway.php>) brings together community colleges with workforce investment boards, K-12 schools, and business and community-based organizations, to create bridges to college and careers for disconnected youth in Alameda, Contra Costa, Fresno, San Mateo, Santa Clara, and Stanislaus Counties. The Gateway Project's work helps to remove regulatory barriers to the blending of federal, local, state, and philanthropic dollars, and offers important lessons that community leaders can utilize to ensure the sustainability of regional workforce partnerships that meet the needs of their communities.

In addition to projects with a larger statewide focus, locally driven efforts can provide community leaders with a better understanding of the range of partners needed to create a viable career pathway for under-served communities.

Working in partnership with the Sharp Chula Vista Medical Center (SCVMC) in San Diego, the Barrio Logan College Institute (BLCI), San Ysidro High School (SYHS), and Southwestern College (SWC) have created the **Sharp Chula Vista Health Career Pipeline Partnership (HCPP)**, which is dedicated to deepening the community relationships and education

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programs needed to increase support for young people who are looking at careers in health care. The HCPP has provided the following benefits for 100 high school students (grades 9-12), of whom nearly 100% reside in economically and educationally disadvantaged communities, and who are from underrepresented minorities in the health care professions: (a) comprehensive, ongoing, and age-appropriate educational and instructional programs, including a hands-on curriculum and interactive patient simulation lab; (b) exposure to health professions at SCVMC through four “clinical rotations,” where students receive hands-on training through at least six hospital departments; and (c) guidance counseling, tutoring, and college application assistance and scholarships. HCPP students participate in a three-week summer English, math, and science instructional experience; and complete a group project to identify a community health problem and develop an action plan to attempt to find a solution.

In Fresno, the Latino Center for Medical Education and Research, a unit of the UCSF Fresno Medical Education Program (<http://www.fresno.ucsf.edu/latinocenter/>), is working with a number of partners to address the serious shortage of Latino physicians and other health care professionals in the area. To reverse this trend, the Center is creating a strong educational pipeline program to recruit, tutor, and mentor Latino students and other educationally disadvantaged students. Among the educational programs they have created are: the **UCF Fresno Sunnyside High School Doctors Academy** (<http://www.fresno.ucsf.edu/latinocenter/dr-academy.htm>) and a Junior Doctors Academy, located at Terronez, Sequoia, and Kings Canyon middle schools. The Premedical & Health Scholars program, located at California State University, Fresno (“Fresno State”), is the college-level component of the pipeline program. In addition, as part of the pipeline program, Fresno State offers an extension of the pipeline at the undergraduate level known as the Health Careers Opportunity Program (HCOP). Through a variety of interventions, the Center works to prepare students to graduate from high school with the academic qualifications necessary to enter any California State University, University of California, or private university. The Center also provides Latino physicians with fellowships that enable them to receive the training needed to develop strong research and teaching skills. The expectation is that these physicians will choose to stay in the area and serve as mentors and role models.

**FACES for the Future** (<http://facesforthefuture.org/>), operated by the Children’s Hospital and Research Center at Oakland (CHRCO), is another promising pipeline program that has garnered statewide and national attention. Launched in 2000 by two physicians of color, FACES aims to increase the number of youth of color that pursue a career in the health professions, with a particular focus on medicine. This multifaceted program supports 75 to 90 student interns (in the tenth through twelfth grades) over a three-year period. These students come from six high schools within the Oakland and Berkeley School Districts.<sup>1</sup> The students take part in six- to eight-week rotations in different hospital departments, and in paid clerkships at CHRCO, private medical offices, and community

<sup>1</sup> Life Academy, Oakland Technical High School, Skyline High School, Berkeley High, Met West High, and Emiliano Zapata Street Academy.

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clinics. In addition, students receive classroom education and training applicable to health care, ongoing academic tutoring, case management, and psychosocial support. Finally, each student is paired with an underrepresented minority (URM) college student mentor/tutor.

As part of the program, FACES students are also trained as “Youth Health Leaders.” One group of FACES students used this leadership training to produce a DVD with public service announcements focused on asthma, in three languages. The DVD was used in health education workshops at a local middle school, at the hospital, and was made available to local health care providers for their use. Each new class of seniors produces new DVDs that focus on other health topics such as HIV/AIDS and obesity. A Parent Advisory Committee meets monthly to discuss topics such as financial aid and college applications, and to assist with fundraising. Counseling staff meet monthly with students and their families, when necessary, to address personal issues that arise, and which might compromise their course work or their ability to complete the program. The program has been successfully replicated with other hospital and regional partners in Hayward, San Diego, and Imperial County.

### B. Engage Local Workforce Development Agencies and Employers to Prioritize Creation and Retention of Health Care Jobs and Other High-Growth Employment Opportunities, such as “Green Jobs”

Sectoral workforce partnerships and training strategies can prepare low-skilled workers for jobs in growing industries. Since the 1980s, communities have been implementing sector strategies – industry-specific regional partnerships between employers, training and education providers, community organizations, and other key stakeholders, that aim to keep the industry strong and provide good jobs with advancement opportunities for workers, particularly low-income workers. Sectoral efforts incorporate many strategies, but emphasize high-quality training and the development of relationships with employers. States are increasingly adopting sectoral workforce approaches. In fact, at least 32 states are now engaged in some form of sector work. Furthermore, recognizing regional industry clusters as drivers of economic growth in today’s high-tech and knowledge-based economy, economic development practitioners are focusing on the need for middle-skill, support, and technical workers in key industry sectors. The **Working Poor Families Project (WFPF)**, for example, points out that, on average, ten architects and engineers are supported by nearly eight administrative support personnel, technicians, installers, maintenance personnel, or production workers ([www.workingpoorfamilies.org](http://www.workingpoorfamilies.org)). Some regional industry partnerships and state workforce initiatives have incorporated training for low-skill workers into their strategies. Michigan, Pennsylvania, and Washington all provide tuition grants for low-income or dislocated workers to pursue educational credentials in high-demand occupations and industries. Pennsylvania supports 91 industry partnerships, and efforts that focus on low-wage workers and people receiving public assistance are given funding priority.

#### Resources and Case Studies

On June 11, 2007, Los Angeles’ education, government, workforce development, labor, business, and community leaders, formed the **Los Angeles Workforce Funder Collaborative**

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(<http://www.unitedwayla.org/getinformed/stability/Pages/lawfc.aspx>), to meet the employment and educational needs of the region's low-income and underserved communities. The Collaborative is focused on creating pathways to and sustainable careers in high-demand, high-growth industries such as utilities, construction, health, and hospitality. The Collaborative chose the utility sector as the first of seven demand-driven workforce initiatives.

The Regional Economic Development Institute (REDI), in the Division of Workforce and Economic Development at Los Angeles Trade-Technical College, was selected as the Sector Intermediary and host/facilitator of The LA Infrastructure and Sustainable Jobs (LAISJ) Collaborative (<http://www.lattc.edu/dept/lattc/REDI/Utility.html>). Multiple workforce development programs have been developed and implemented by the Collaborative, including the Utilities and Construction Prep Program, as well as a plethora of activities aimed at the "greening" of this sector, such as the development of new weatherization and energy efficiency training programs. California's adoption of a comprehensive climate policy (AB 32), which requires significant reductions in greenhouse gas emissions, increased energy efficiency, and new public investments to achieve these goals, are critical to the long-term sustainability of "green" sector-based strategies.

In Austin, Texas, **Capital IDEA** (Investing in Development and Employment of Adults) is a partnership between a community-based organization (Austin Interfaith), Austin Community College District, workforce development agencies, the city and county, and employers in the healthcare, technology, and education sectors that help committed, yet underemployed people obtain certificates or degrees leading to employment in high-demand, high-paying occupations (e.g., information technology specialist, x-ray technician, licensed vocational nurse, or accounting technician).

Based on Project QUEST (<http://www.questsa.org/QuestServices/EducationOpp/SkillsTraining.html>) in San Antonio, Texas, Capital IDEA provides participants with tuition, fees, books, childcare, transportation, and emergency assistance, as well as intensive emotional, academic, and social counseling, and case management. Over the past ten years, the program has helped 704 people move out of poverty. On average, graduates triple their annual average earnings (from \$13,000 to \$40,000), and in 2008, average starting wages were \$17.79 per hour. State legislators and administrators have recently recognized the need to scale up such programs. A December 2008 report by the State Comptroller described how many Texas businesses could not find skilled workers, and recommended a \$25 million technical training fund, which was passed by the legislature in August 2009.

The **911 Sustainable Communities Initiative** is working to link residents of South Los Angeles' Vernon-Central neighborhood, where four out of ten residents are living in poverty, to jobs associated with the greening of the neighborhood. Led by the CDTech Community Development Technologies Center ([www.cdttech.org](http://www.cdttech.org)), the partnership includes

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the Community Planning and Economic Development Program at Los Angeles Trade Technical College, the LA chapter of the Green Business Council, LA CAUSA Youth Build, and the Vernon-Central Workforce Collaborative, a collaborative of four CBOs. The primary target for involvement in the 911 Initiative’s training and community leadership is “out-of-school” 18-to-24-year-olds. In its startup year, the twenty-five at-risk youth who participated in a six-week Green Corp Youth Job and Leadership Program provided conservation education to over 240 households, recruited 25 Central Avenue businesses into the LADWP toilet retrofit program, conducted 125 energy assessments, and retrofitted 5 homes. As the 911 Partnership expands, resources are being raised to enroll “out-of-school” 18-to-24-year-olds into the training programs, conduct a Sustainable Living Campaign to provide conservation education to 1,000 residents, conduct energy audits of 500 homes, and complete appliance retrofits and weatherization of 100 local houses and businesses.

For nine years, Chicago’s **North Lawndale Employment Network (NLEN)** has implemented employment programs designed to help North Lawndale’s residents (predominantly African-American) improve their incomes and quality of life. Recently, the community organization has implemented some new innovative programs. The four-week U-Turn Permitted program ([http://www.nlen.org/programs/u\\_turn.php](http://www.nlen.org/programs/u_turn.php)) helps ex-offenders gain work skills. In fact, 72% of participants gained employment after completing the program. A transitional jobs program places people with barriers to employment in temporary, subsidized jobs, leading to permanent placements.

The **Sweet Beginnings** social enterprise program (<http://www.nlen.org/programs/index.php>) trains and employs people in various jobs associated with a honey-based natural skin products company that sells its wares at Whole Foods Markets and boutiques. The Green Pathways to Success Program trains and certifies youth for jobs in energy savings and efficiency techniques.

**C. Leverage Training, Education, and Career Advancement Opportunities for Those Already Working for Local Health Care Providers**

Health care is, of course, one of the largest sectors for employment in every region, and is projected to grow over the long term, regardless of the particular economic situation. This growth is accompanied by continual technological and organizational change, as evidenced most recently by the push to shift to electronic medical records. However, technology is not the only driver of the need for new skills and assets. The quality of care in a diverse society such as California requires increased cultural competence of employees and institutions, and this, too, requires new skills and understandings, as well as a workforce fluent in many languages. In short, health care jobs are changing all the time, even in established institutions such as hospitals. And because health care is so heavily financed by, if not operated by, one or more levels of government, it can be readily influenced by public policy decisions.

Career ladder programs can equip low-wage workers with the education and skills they need to advance in the workforce. Incumbent worker training programs help entry-level

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or low-wage workers move up either with their current employers or with other firms in the same industry. Career ladder strategies explicitly link training and skills development programs to new “rungs” of higher-skilled and better-paid jobs. Such programs can improve economic mobility, counteracting the likelihood of low-wage work lasting throughout a person’s career.

### Resources and Case Studies

The Service Employees International Union (SEIU) Local 721 and the Los Angeles County Department of Health Services developed a model labor-management educational partnership called the **Los Angeles Health Care Workforce Development Program (HCWDP)** (<http://www.hcwdp.org/index.htm>) and established the Worker Education and Resource Center (WERC) to implement it. HCWDP offers training for existing health services workers who are represented by the union. In addition to basic skills, prerequisites, and career path training, the program provides test preparation and help with licensure, as well as placement assistance to facilitate worker transition to higher-paying positions on the healthcare career ladder. WERC functions as both a direct service provider and as a workforce intermediary, providing the planning, administration, and coordination of outside vendor services, such as courses provided by colleges in the Los Angeles Community College District.

In 2000, the state of Massachusetts launched an effort to upgrade the quality of nursing-home care by implementing career ladders and skills development for frontline, long-term care providers. 172 nursing homes and home health agencies have implemented the training programs, partnering with 15 community colleges across the state. More than 9,000 workers have participated – most are certified nurse assistants who are seeking to become licensed practical nurses. Participating sites report improved worker retention rates and reductions in the cost of doing business, while improving the quality of patient care. Direct-care workers who completed at least one training module have received a wage increase at an average of \$0.53 per hour. For more information on this initiative, visit <http://www.commcorp.org/eccli/index.html>

Responding to the Federal government’s reduction in funding for medical pipeline programs, in 2006, The California Wellness Foundation (TCWF) and the UCSF-Fresno Latino Center for Medical Education and Research established the **California Health Professions Consortium (CHPC)** (<http://www.calhpc.org/>). The original aim of the Consortium was to address the need for sustainable resources and advance the viability of medical pipeline programs. The Consortium has evolved into a statewide umbrella organization that advocates for policy and systems change, shares best practices around all types of health workforce pipeline programs (not just those focused on medicine), and convenes key stakeholders committed to increasing the diversity of California’s health workforce. Members include over 100 individuals who represent 40 organizations across various sectors. Each organization plays a key role in the health workforce diversity arena and represents the priorities of the Consortium through participation in related regional and statewide collaborations.

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#### D. Establish Community Benefit Agreements, First Hire Agreements, and other Community Development Strategies to Leverage Employment Opportunities for Residents

When state and local governments create jobs and business opportunities through investment in infrastructure (e.g., ports, airports, transit systems, or highways), or subsidize economic development (e.g., shopping malls, cultural centers, or housing), there is a strong case to be made that these jobs and contracts should be available to qualified local residents and that they should have the higher pay and adequate benefits associated with “good jobs.” The related argument is that additional training for potential workers needs to be provided, and that small, minority-, and women-owned businesses will need assistance with bonding and other aspects of bidding on larger contracts in order to gain a fair share of the work.

The tools that have been created to define and enforce agreements for more and better jobs for local residents and firms have come to be known as first hire, or “first source” agreements, community benefits agreements, and project labor agreements, and they usually come about as the result of sustained organizing and advocacy by community and labor groups. In some situations the agreements are made directly with the developers or employers (community benefits agreements often take this form), although the local redevelopment agency or other public entity is heavily involved. Sometimes, the agreement is an ordinance or an agreement between local and state government agencies. First hire rules and agreements are often of this nature. Project labor agreements are created when the unions representing workers of these agencies are also partners to the plan for new hiring. Given the constitutional limitations in California on race-based affirmative action, most of the agreements focus on where potential employees reside, rather than on their race or other personal characteristics. Such a focus on “place” allows for concentration of recruiting, training, and placement on the communities which have been underrepresented in well-paying jobs, both within the building trades and more broadly.

These types of agreements do not by themselves constitute a solution to structural unemployment. None of these agreements can succeed unless would-be employees are ready and able to work – to actually fill the positions when they become available. If they are lacking basic skills, or fail a drug screening test, or do not complete the necessary training courses, they will not make it through the hiring process. Legal agreements which can open the doors for more representative hiring must be complemented by the social and educational supports of effective training providers.

#### Resources and Case Studies

California has many successful agreements of these kinds. The **Port of Oakland’s Maritime and Aviation Project Labor Agreement**, which covers work on the Oakland Airport Expansion, and the Los Angeles Community Redevelopment Agency’s new **Project Labor Agreement Policy**, which covers all projects undertaken by this agency, are included in this resource guide as exemplars. Meanwhile, the **Community Workforce Agreement** that

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was adopted by the Portland, Oregon City Council as part the city's new ARRA-funded Clean Energy Works program, is unique in that it is part of a comprehensive strategy that also includes standards and support for the workforce training component, and goals for setting aside a percentage of contracts for women and minority-owned small businesses. Community leaders, with the support of Green For All (<http://www.greenforall.org/what-we-do/cities-initiative/portland/clean-energy-works-portland>), were instrumental in building the case for this new approach and securing the votes needed to pass the policy creating the new program.

### E. Broker Summer Jobs, Internships, and Mentorship Programs for Local Community Youth and Adults with Local Businesses

Job training and summer employment programs can connect underserved youth to work opportunities. Too many youth are leaving the educational system without the skills they need to access good jobs with opportunities for advancement and growth. Programs that provide disconnected youth with real work experiences, exposure to workplaces and careers, and on-the-job training, can successfully transition youth into careers and improve their labor-market outcomes. A complete array of youth services should be available to young people who have left school, as well as to those who are still enrolled. It should also have comprehensive citywide reach, in order to draw upon employers of all types and sizes, but maintain a community-level focus, to build ties between young people and the service providers and businesses that are closest to them.

#### Resources and Case Studies

In February 2008, Los Angeles Mayor Antonio Villaraigosa unveiled a new Workforce Development Strategy to move 100,000 area residents into living-wage jobs. One of its six components focuses on preparing youth to enter the world of work through programs such as HIRE LA's Youth. **HIRE LA's Youth** (<http://www.layoutthatwork.org/Home.html>), launched by the city and the Chamber of Commerce in 2005, targets young adults between the ages of 16 to 24, and provides access to local, private-sector employment for full-time and part-time work. Youth in the program are taken through two training modules: job skills workshops and work readiness certifications. Once certified, candidates are connected to a pool of private employers, where they gain access to job leads and hiring events, and prove they are work-ready. Since its inception, HIRE LA's Youth Campaign has placed more than 28,000 local youth in crucial, first-time paid positions through the City's OneSource Youth Opportunity System and its many program partners.

New York City operates one of the country's best summer youth employment programs, which is managed by 56 community-based organizations in all five boroughs. In 2009, the seven-week jobs program enrolled more than 43,000 participants at 6,550 worksites. Participants, who earn the minimum wage, work in local small businesses, cultural institutions, government agencies, non-profit organizations, schools, childcare facilities, libraries, and hospitals. They receive education and training on topics that include work-readiness, post-secondary education, career exploration, financial literacy, and health awareness.

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Federal stimulus funds enabled the city to offer the program to participants up to age 24. The previous age limit was 21.

## F. Promote Financial Literacy and Other Family Income Support Programs in Local Communities

Community economic development and family self-sufficiency involve more than getting steady, decent jobs, though those are undoubtedly the cornerstone of any overall effort. Lack of opportunity is as much a function of lack of wealth and assets as it is of income, and by many measures, the “wealth gap” among whites and other races is even greater than the income gap. And even though the homeownership gap has narrowed over the past decade, the subsequent crisis in sub-prime mortgage lending showed that lower-income communities of color can be prey to asset-stripping and end up in a hole that is deeper than before they purchased a home. Many community-based housing organizations are providing counseling and access to loan modifications, but the scale of financial loss will take a long time to repair.

Often, the financial assets needed to begin the climb out of poverty are much smaller than those needed for a down payment on a house or amounts borrowed through a mortgage. The assets required for adults to attend school or other training, to start a home-based business, or even own a car reliable enough for commuting, are often within the easy reach of middle-class families, but very difficult for new immigrants, those who have been unemployed for long periods, and other types of low-income families.

### Resources and Case Studies

Fortunately, California is home to a broad array of organizations seeking to improve the financial literacy and prospects of these families. **The Family Independence Initiative** (<http://www.fiinet.org/>) creates an environment in which groups of “working poor” families with common backgrounds (e.g., church, extended family, or culture) can support each other for up to two years to generate a culture of asset development and mutual support. They make maximum use of philanthropic financial resources in “matched savings accounts,” which provide up to \$2,000 to complement their own savings, and funds that can be used for homeownership, business development, and education. **AnewAmerica** (<http://www.anewamerica.org/>), based in the San Francisco Bay Area, has created and put into practice a new form of financial and social support for Latino and Southeast Asian immigrants, mostly women, who are seeking to open their own businesses. The process “integrates business incubation, asset-building, and social responsibility. Entrepreneurs and their families receive a package of comprehensive services for three years to meet their cultural and linguistic needs.”

Finally, the Local Initiatives Support Corporation (LISC) has developed **Financial Opportunity Centers** (<http://www.lisc.org/section/ourwork/national/family/foc>) that offer career and personal financial services to low-income community residents. The centers help people to develop a strategy and plan to change their financial practices in order to increase their

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income, decrease expenses, and acquire assets. Toward this end, the Centers provide families with employment placement and career improvement services, financial education and coaching, and knowledge about access to public benefits. The core services are integrated together and provided to clients in a bundled fashion in order to reinforce one another and to provide a multifaceted approach to income- and wealth-building. The model for these Centers was developed by the Annie E. Casey Foundation.

These and similar social support strategies are currently very small compared to their potential impact, but they provide a glimpse into what a robust asset development strategy based in community-building could look like.

### IV. Measures of Progress

Economic development and employment strategies should be assessed with regard to both their progress at implementation and their results. There are, in most cases, many steps along the way that lead to the ultimate outcomes. Once the specific strategies have been adopted, the leaders of a community initiative can work with an evaluator or researcher to define the indicators of progress that are meaningful, measurable over time, and closely related to the activities and goals of the initiative. In advance of that, however, some general examples of measures of progress in implementation and outcomes can be suggested.

**Implementation – Track whether, when, and how the activities fostered by the initiative have been carried out, and how community institutions have responded.**

- Health care organizations partner with workforce development agencies to develop health workforce training and career advancement opportunities for local youth and current employees in the health sector.
- Health workforce development strategies and funding prioritize local resident employment and career advancement, especially for those underrepresented in the health workforce.
- Local youth have access to multiple education and career pathways to employment opportunities.
- Community-based health initiatives develop partnerships with other local employment advocacy groups to develop area-wide approaches to community benefits agreements, funding for workforce development, and other aspects of policy.

**Outcomes – Measure and interpret education, employment, income, and wealth changes for the people served by the initiative, directly and indirectly.**

- Young people obtain and succeed at jobs and internships, leading to higher graduation rates and entry into post-secondary training or education.
- High school graduates succeed in community college career technical programs in growth industries.
- Young people and adults supported by community initiatives obtain good jobs and retain those jobs for meaningful periods of time.
- High schools and allied health training programs increase enrollment, retention, and

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- advancement of racial and ethnic minority students into health careers.
- Local families build up their own financial assets as a result of participation in supportive programs.
- Local governments, employers, developers, and labor unions enact agreements to promote local hiring, which subsequently takes place in accordance with these agreements.
- Community indicators of economic well-being show improvement in ways that could be related to the initiative.

## V. Additional Resources

Following are some of the most useful reports and organizational websites pertaining to the strategies discussed in this resource guide, as well as a number of examples of local agreements. The reports and websites, in turn, can direct the reader to more extensive documentation. In cases where the organization or report was not referenced in the preceding sections, a brief description is provided.

### Development of “Pipelines” into the Health Professions

Chapman, Susan et al. “Teaching Cultural Competence in Allied Health Professions in California.” The Center for the Health Professions, February 2008.

Christian, Sharon and Chapman, Susan. “Career Programs for California’s Pipeline of Secondary Students: An Opportunity to Address the State’s Workforce Shortages.” UCSF Center for the Health Professions, June 2009. [http://futurehealth.ucsf.edu/Content/8877/2009-07\\_Career\\_Programs\\_for\\_Californias\\_Pipeline\\_of\\_Secondary\\_Students.pdf](http://futurehealth.ucsf.edu/Content/8877/2009-07_Career_Programs_for_Californias_Pipeline_of_Secondary_Students.pdf)

“Allied Health: The Hidden Health Care Workforce. Addressing the Long Term Need for Qualified, Culturally Competent Allied Health Professionals.” Healthcare Workforce Coalition and California Hospital Association, July 2009. [http://www.calhospital.org/sites/chadocuments.org/files/file-attachments/CHA\\_Allied\\_Health\\_Issue\\_Brief.FINAL\\_.pdf](http://www.calhospital.org/sites/chadocuments.org/files/file-attachments/CHA_Allied_Health_Issue_Brief.FINAL_.pdf)

New Ways to Work ([www.nww.org](http://www.nww.org)) – In 2008, the organization known as New Ways to Work conducted a statewide scan of health pathway programs, developed recommendations for improving existing and new health-focused academies, and convened key system partners to engage their continuous support of this effort. New Ways to Work identified existing health career academies in California and the high schools and/or districts that sponsor them; the length of their existence; organizational structures; number and demographics of students currently served; descriptive inventory of programmatic components; level and depth of parental involvement; post-secondary involvement and articulation agreements; industry partners and affiliations; the role of industry in defining curriculum and participating in the academy’s activities; connections to labor; outcomes achieved; and funding sources. They created a framework designed to strengthen the links between health-focused academies, post-secondary educational institutions, and the health industry. The final version of the report is available on the New Ways to Work website.

### Career Technical Programs of Community Colleges and Community-Based Organizations

“California’s Forgotten Middle-Skill Jobs: Meeting the Demands of a 21st-Century Economy.” The Workforce Alliance, Skills2Compete, and California Edge Campaign, October 2009. [http://college.lattc.edu/ucp/files/2009/10/FORGOTTENJOBS\\_CA\\_FINAL.pdf](http://college.lattc.edu/ucp/files/2009/10/FORGOTTENJOBS_CA_FINAL.pdf)

Gaertner, Elaine. “Community College Short Term Education and Training Programs Leading to Employment in High Growth or High Wage Occupations.” California Community Colleges Economic and Workforce Development Program and Centers of Excellence, November 2008.

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“Connecting People to Regional Economic Opportunity: Workforce Development Strategies to Build Communities of Opportunity.” PolicyLink and the Los Angeles Trade Technical College, (Framing paper for White House Office of Urban Affairs tour to Los Angeles), November 2009.

“MAAC Project Weatherization and Green Construction Career Pipeline.” Coastal Collaborative Consultants and MAAC Project, June 2009.

**Project Labor Agreements and Community Benefits Agreements**

“Port of Oakland Maritime and Aviation Project Labor Agreement Progress Report (January 1, 2008 through June 30, 2008): Presentation to the Board of Port Commissioners Administrative Committee.” Davillier-Sloan, Inc. et al. November 2008. [http://www.portofoakland.com/pdf/busi\\_maplaReport\\_janJuly09.pdf](http://www.portofoakland.com/pdf/busi_maplaReport_janJuly09.pdf)

“Port of Oakland Maritime and Aviation Project Labor Agreement: Entered into Between Davillier-Sloan, Inc./Parsons Constructors, Inc. and the Building and Construction Trades Council of Alameda County, AFL-CIO.” (Document 00823). Port of Oakland Standard Contract Provisions, 2004. [http://www.portofoakland.com/pdf/busi\\_maplaAgreement.pdf](http://www.portofoakland.com/pdf/busi_maplaAgreement.pdf)

“Draft Ordinance Establishing the Green Retrofit and Workforce Program, Green Retrofit Development Interdepartmental Task Force, and Green Retrofit Development Advisory Council.” City Attorney of Los Angeles, Draft Ordinance (Council File No. 06-163, Report No. R09-0111) from Rockard J. Delgadillo, City Attorney and David Michaelson, Chief Assistant City Attorney to the Honorable City Council of the City of Los Angeles, March 31, 2009.

“Project Labor Agreement with Los Angeles/Orange Counties Building and Construction Trades Council: Affiliated with the Building and Construction Trades Department (AFL/CIO) Craft International Unions and Any Other Craft Labor Unions Signatory to this Agreement.” Community Redevelopment Agency of The City of Los Angeles, December 2008.

“Community Workforce Agreement on Standards and Community Benefits in the Clean Energy Works Portland Pilot Project.” The City of Portland, Oregon, September 2009

“Community Workforce Agreement on Standards and Community Benefits (Resolution No. 36548).” The City of Portland, Oregon, September 16, 2009.

**Financial Literacy and Family Income Support**

AnewAmerica (<http://www.anewamerica.org/about.htm>)

Family Independence Initiative (FII) (<http://www.fiinet.org/about-us/about-us/>)

The Center for Enterprise Development ([www.cfed.org](http://www.cfed.org)) – CFED fosters social innovations that build wealth in low-income families and communities.

**Foundation-Sponsored Collaborative Initiatives to Improve Workforce Development Programs and Policies**

National Fund for Workforce Solutions (NFWS) (<http://www.nfwsolutions.org/>) – The mission of the National Fund for Workforce Solutions is to improve employment, training, and labor market outcomes for low-income individuals. The Fund’s vision is that its support will improve both the quality of jobs and the capacity of workers. It will promote change at three levels – individual, institution, and system – leading to better jobs, better workers, and a better workforce development system. There are four workforce funder collaboratives in California: Los Angeles, San Diego, San Joaquin Valley, and the Bay Area. All four have developed or expanded new ways to connect employers with community-based organizations to move low-skilled, low-wage individuals into high-wage, high-growth careers. The Los Angeles funders collaborative is led by the United

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Way of Greater LA ([www.unitedwayla.org](http://www.unitedwayla.org)); the San Diego collaborative is led by the San Diego Workforce Partnership ([www.sandiegowork.com](http://www.sandiegowork.com)); the San Joaquin Valley collaborative is led by the Fresno Regional Foundation, ([www.fresnoregfoundation.org](http://www.fresnoregfoundation.org)); and the Bay Area collaborative is led by the San Francisco Foundation ([www.sff.org](http://www.sff.org)).