Employment and Training for America's Homeless: Best Practices Guide

ACKNOWLEDGEMENTS

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LIST OF ABBREVIATIONS

AFDC   Aid to Families with Dependent Children
DOL   U.S. Department of Labor
ETA   Employment and Training Administration (of the U. S. Department of Labor)
FY   Fiscal Year
GED   General Equivalency Degree
HUD   U.S. Department of Housing and Urban Development
JOBS   Job Opportunities and Basic Skills
JTHDP   Job Training for the Homeless Demonstration Program
JTPA   Job Training Partnership Act
MOU   Memorandum of Understanding
OJT   On-the-Job Training
PIC   Private Industry Council
PY   Program Year
SDA   Service Delivery Area
SRO   Single Room Occupancy
SSDI   Social Security Disability Income
SSI   Supplemental Security Income
UI   Unemployment Insurance

CHAPTER 1

INTRODUCTION

This *Best Practices Guide* (BPG) is a "how-to" guide for employment and training agencies on tailoring their service delivery systems to be more effective in training, placing, and retaining homeless individuals in gainful employment. While this guide is written from the perspective of an employment and training agency (e.g., a Private Industry Council (PIC) operating under the Job Training Partnership Act), much of the material presented is likely to be of interest to the wide variety of public and private organizations providing services to homeless families and individuals. Among the major objectives of this guide are the following:

- to enhance agencies' knowledge of homeless individuals;

- to provide guidance on the types of homeless persons that are most (and least) likely to benefit from employment and training services;

- to identify the full range of services likely to be needed by homeless individuals to be successful in completing training and securing and retaining employment, and how these services can be provided directly by employment and training agencies or arranged through linkages with public or private service providers;

- to identify the specific planning and implementation steps needed by employment and training agencies to establish an effective service delivery system for recruiting and serving homeless individuals; and

- to provide examples of successful strategies used by employment and training agencies, and homeless-serving agencies, in assisting homeless individuals to (re)enter the workforce.

Much of the material presented in this *Best Practices Guide* is based on the experiences of 63 organizations from across the United States who provided comprehensive services for homeless individuals and families under the Job Training for the Homeless Demonstration Program (JTHDP).' JTHDP, authorized under Section 73 1 of the Stewart B. McKinney Homeless Assistance Act of 1987, was intended to "provide information and direction for the future of job training for homeless Americans."' Under this legislation, the U.S. Department of

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'Particular emphasis is placed on the 2 1 organizations with multiple years of program involvement, which were able to adjust and refine their service delivery strategies over a six-year period.

[2]Federal Register, Vol. 54, No. 78. Tuesday, April 25, 1989, p. 17859

Labor (DOL) was authorized to plan, implement, and test the effectiveness of a comprehensive range of employment, training, and other support services to assist homeless individuals to find and retain employment.[3]

During the 86 months JTHDP operated (from September 1988 through November 1995), over 45,000 homeless individuals were served by a variety of program grantees, including Job Training Partnership Act (JTPA) Service Delivery Areas (SDAs) and PICs, community-based organizations, education organizations, and homeless shelters. Exhibit 1-1 and Exhibit 1-2 provide a listing of the 63 JTHDP grantees and their locations. Appendix A provides additional background information about JTHDP.[4] Appendix B provides brief descriptions of the programs at the 21 JTHDP grantees receiving multiple year grants.

The remaining sections of this chapter provide: (1) a brief overview of the problem of homelessness in the United States, (2) a discussion of the services needed by homeless individuals to break the cycle of homelessness, and (3) an overview of the remaining chapters of this guide.

A.   THE PROBLEM OF HOMELESSNESS IN THE UNITED STATES[5]

Since the early 1980s, the problem of homelessness in the United States, particularly within urban communities, has been the subject of increasing public attention. This attention has been generated in part by the increased number of visible homeless, and by important changes in the socioeconomic and demographic composition of the homeless population to include more families, working poor, and individuals suffering from problems of chronic mental illness and chemical dependency.

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[3]Under the demonstration effort, the term "homeless" individual was one who: (1) lacked a fixed, regular, and adequate nighttime residence; and (2) had a primary nighttime residence that was: (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, halfway houses, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

[4]For more background about JTHDP and the results of the evaluation effort, refer to: John Trutko, Burt Barnow, Susan Kessler Beck, Steve Min, and Kellie Isbell, Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Program, prepared for the U.S. Department of Labor, prepared by James Bell Associates, Inc., 1997.

[5]Appendix C provides a bibliography of studies on homelessness, with particular emphasis on providing employment and training services for homeless individuals.

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EXHIBIT 1-1: GEOGRAPHIC LOCATION OF JTHDP SITES
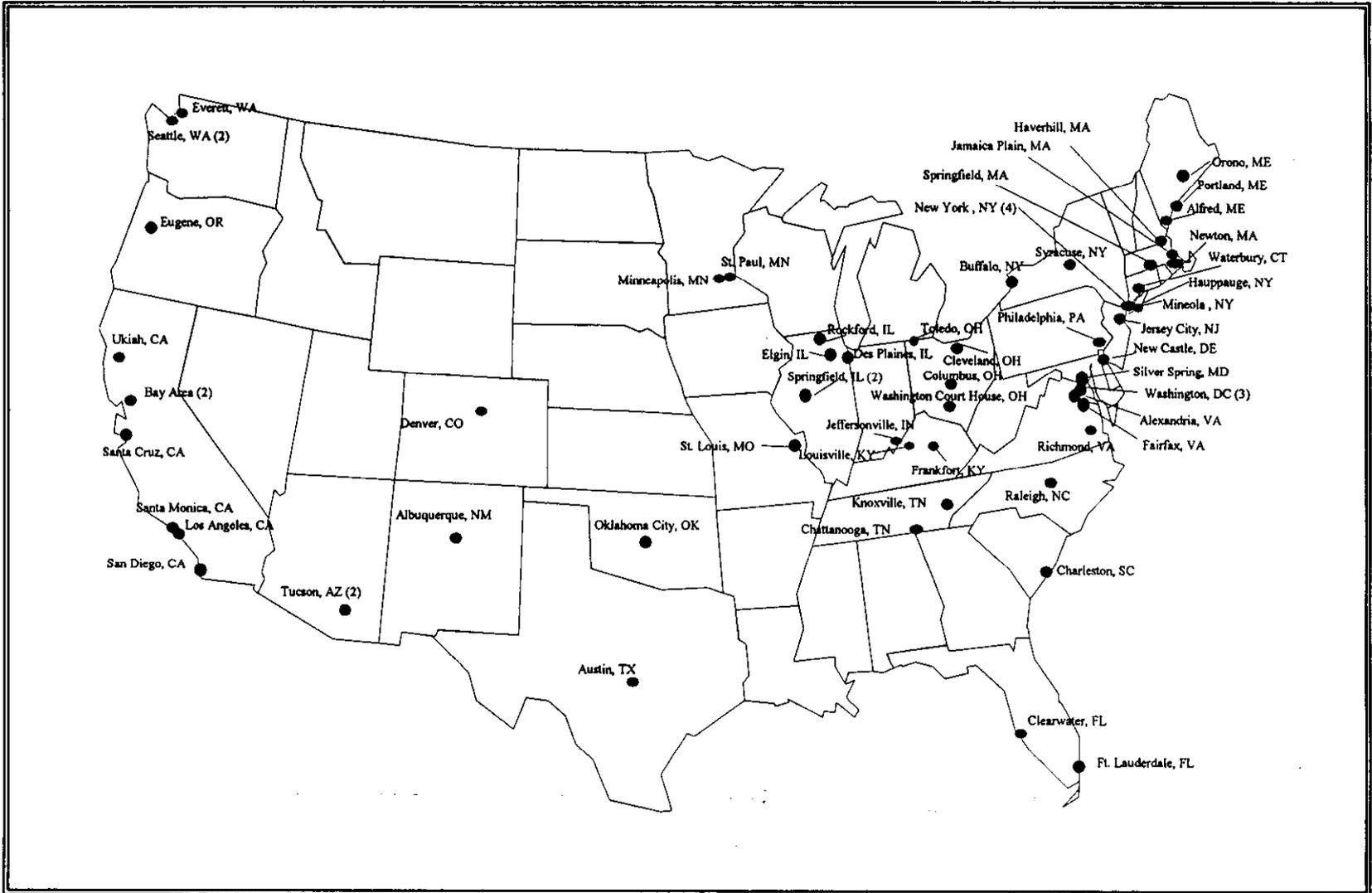
EXHIBIT 1-2: STATE BY STATE LISTING OF JTHDP SITES

PROGRAM	CITY/STATE
Jackson Employment Center	Tucson, AZ
Tucson Indian Center	Tucson, AZ
Center for Independent Living (CIL)	Berkeley, CA
Watts Labor Community Action Committee (Watts Labor CAC)	Los Angeles, CA
Rubicon Programs, Inc. (Rubicon)	Richmond, CA
County of Santa Cruz, Human Resources Agency (County of Santa Cruz)	Santa Cruz, CA
San Diego Regional Employment and Training Consortium (San Diego RETC)	San Diego, CA
Step up on Second, Inc. (Step Up On Second)	Santa Monica, CA
North Coast Opportunities	Ukiah, CA
Denver Dept of Health and Social Services	Denver, CO
City of Waterbury	Waterbury, CT
ARCH Training Center, Inc. (ARCH)	Washington, DC
Home Builders Institute (HBI)	Washington, DC
Jobs for Homeless People, Inc. (Jobs for Homeless People)	Washington, DC
Delaware Dept of Health and Social Services (Delaware DHSS)	New Castle, DE
Business and Industry Employment Development Council (BIEDC)	Clearwater, FL
Broward Employment and Training Administration (BETA)	Ft. Lauderdale, FL
Northern Cook County Private Industry Council (Northern Cook County PIC)	Des Plaines, IL
Elgin Community College	Elgin, IL
Rock River Training Corporation	Rockford, IL
Illinois Department of Public Aid	Springfield, IL
Land of Lincoln Goodwill Industries	Springfield, IL
Hoosier Valley Economic Opportunity Corporation	Jeffersonville, IN
Kentucky Domestic Violence Association (KDVA)	Frankfort, KY
Jefferson County Public Schools	Louisville, KY
York County Shelters, Inc. (York County Shelters)	Alfred, ME
Tribal Governors	Orono, ME
City of Portland	Portland, ME
Boys and Girls Clubs of Greater Washington (Boys and Girls Clubs)	Silver Spring, MD
Boston Indian Council	Jamaica Plain, MA
Community Action, Inc. (Community Action)	Haverhill, MA
Education Development Center (EDC)	Newton, MA
Massachusetts Career Development Institute (MCDI)	Springfield, MA
Hennepin Co. Training and Employment Assistance Office (Hennepin Co. TEA)	Minneapolis, MN
City of St. Paul, Job Creation and Training Section (City of St. Paul)	St. Paul, MN
Job Training for the Homeless	St. Louis, MO
Corporation for Employment and Training (CET)	Jersey City, NJ
St. Martin's Hospitality Center	Albuquerque, NM
Friends of the Night People, Ic. (Friends of the Night People)	Buffalo, NY
Suffolk County Job Homeless Training Program	Hauppauge, NY
Children's House	Mineola, NY
Argus Community, Inc. (Argus)	New York, NY
City of New York, Dept of Employment (City of New York DOE)	New York, NY
City of New York, Human Resources Administration (City of New York HRA)	New York, NY
Fountain House, Inc. (Fountain House)	New York, NY
Homeless Assistance Act Demonstration Program	Syracuse, NY
Wake County Job Training Office (Wake County)	Raleigh, NC
Cuyahoga County Department of Development	Cleveland, OH
Friends of the Homeless, Inc. (Friends of the Homeless)	Columbus, OH
Toledo Area Private Industry Council (Toledo Area PIC)	Toledo, OH
Community Action Committee of Fayette County .	Washington Ct. House., OH
HOPE Community Services, Inc. (HOPE Community Services)	Oklahoma City, OK
Southern Willamette Private Industry Council (Southern Willamette PIC)	Eugene, OR
Mayor's Office of Community Services	Philadelphia, PA
Charleston County Employment Training Administration	Charleston, SC
Southeast Tennessee Private Industry Council (Southeast Tennessee PIC)	Chattanooga, TN
Knoxville-Knox Co. Community Action Committee (Knoxville-Knox Co. CAC)	Knoxville, TN
Austin/Travis County Private Industry Council (Austin/Travis PIC)	Austin, TX
City of Alexandria	Alexandria, VA
Fairfax County Dept of Social Services	Fairfax, VA
Telamon Corporation (Telamon)	Richmond, VA
Snohomish County Private Industry Council (Snohomish County PIC)	Everett, WA
Seattle Indian Center	Seattle, WA
Seattle-King Cnty Private Industry Council (Seattle-King County PIC)	Seattle, WA

One of the most comprehensive attempts to count the homeless was Martha Burt and Barbara Cohen's 1989 Urban Institute study.[6] Based on direct counts in shelters and soup kitchens, this study estimated that between 500,000 and 600,000 individuals were homeless in the United States during a seven-day period in March, 1987. Using this point-in-time estimate as a basis, the Urban Institute estimated that more than one million persons in the United States were homeless at some time during 1987.[7] Appendix D provides some background on the characteristics of homeless individuals, as reported in a 1989 Urban Institute Study.[8] Appendix E provides a detailed breakdown of the background characteristics of homeless individuals served by JTHDP sites.

A number of factors appear to be contributing to changes in the size and characteristics of the homeless population in the United States. *Economic restructuring, corporate downsizing, and rapid technological change* have led to job loss for some workers, the need to re-locate, and changing skill requirements. The *rising housing costs, demolition of lower-cost single room occupancy (SRO) hotels, and gentrification within urban areas* have made it difficult for some individuals (especially the unemployed and underemployed) to locate affordable housing for themselves and their families. Finally, there are a host of other factors that, according to experts, seem to have exacerbated the problem of homelessness, including *more restrictive eligibility requirements for welfare and disability benefits, reductions in the purchasing power of public benefits,* the *deinstitutionalization and lack of mental health care services for mentally ill persons, and growing problems of substance abuse.*

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[6]Martha Burt and Barbara Cohen, America's Homeless, Urban Institute Press, 1989. For purposes of their study, Burt and Cohen defined individuals as "homeless" if they met any of three tests: (1) they said they had no home or permanent place to live; (2) they said their home was a shelter, a hotel paid for with vouchers for the homeless, or a place not intended for sleeping; or (3) they said they lived in someone else's home, but did not have a regular arrangement allowing them to stay there at least five days a week.

[7]There are a number of other recent studies aimed at providing accurate counts of the homeless population in the United States and characterizing the types of individuals and families affected by homelessness. These studies have used a variety of methodologies and provided widely varying estimates of the number of homeless individuals in the nation. For example, U.S. Bureau of the Census decennial census counts are of persons at selected locations where homeless persons are found (including persons living in such locations as shelters, visible in pre-identified street locations, shelters for abused women, and agricultural workers' dorms on farms). Based on its 1990 data collection efforts, the Census counted 240,140 people -- either living in homeless shelters, visible in pre-identified street locations, or other locations where homeless persons could be found -- on a single night in 1990. (Source: U.S. Bureau of the Census, "Fact Sheet for 1990 Decennial Census Counts of Persons in Selected Locations Where Homeless Persons are Found," CPH-L-87.) Christopher Jencks, using data from several research studies including Burt and Cohen's, estimated that the number of individuals who were homeless during an average week increased from about 125,000 in March 1980 to 324,000 in March 1990. (See: Christopher Jencks, The Homeless, Harvard University Press, 1994, p. 17).

[8]M. Burt and B. Cohen, America's Homeless: Number, Characteristics, and Programs That Serve Them, Urban Institute Report 89-3, July 1989.

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In response to apparent increases in the size and changes in the composition of the homeless population in the United States, Congress enacted the Stewart B. McKinney Homeless Assistance Act (Public Law 100-77) in 1987. At the time of its enactment, this Act represented the nation's most comprehensive piece of legislation for the homeless population and included nearly 20 provisions to meet the needs of homeless persons. It provided for emergency shelter, food, health care, mental health care, housing, education, job training, and other community services. This Act, probably more than any other piece of federal legislation, recognized the need to pull together the resources of a variety of government agencies to provide comprehensive services for homeless individuals and families.

B. A COMPREHENSIVE MODEL FOR PROVIDING SERVICES NEEDED TO BREAK THE CYCLE OF HOMELESSNESS

Homeless individuals can face a broad array of problems -- ranging from substance abuse, to basic skills deficiencies, to lack of transportation and appropriate clothing -- that need to be addressed before they are likely to secure and retain employment. For each homeless individual, these problems come in different combinations and intensities, which means that individual circumstances need to be carefully assessed and the range of services provided need to be targeted on the needs of each individual served.

The experiences of the 63 grantees involved in the Job Training for the Homeless Demonstration Program, as well as the results of other important studies on homelessness, suggest that the following core services -- provided either by a sponsoring agency or through linkages with other local human service providers -- need to be made available to assist homeless individuals in securing and retaining employment:

- case management and counseling;

- assessment and employability development planning;

- job training services, including remedial education, basic skills training, literacy instruction, job search assistance, job counseling, vocational and occupational skills training, and on-the-job training;

- job development and placement services;

- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, mentoring);

- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives); and

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- other support services (e.g. child care; transportation; chemical dependency assessment, counseling, and referral to outpatient or inpatient treatment as appropriate; mental health assessment, counseling, and referral to treatment; other health care services; clothing; and life skills training);

Based on the experiences of JTHDP sites, Exhibit 1-3 provides an overview of a model for providing a comprehensive range of services to effectively assist homeless individuals and families to secure and retain employment.

The need for comprehensive provision of services points to the need for strong linkages and coordination arrangements with other local service providers. Therefore, careful planning of the service delivery strategy is needed, including identifying the agencies within the network of local human service agencies able to provide the needed range of services. JTHDP grantees were able to greatly expand the availability of services for their participants and to leverage funding for providing additional services to participants through extensive use of coordination. For example, as shown in Exhibit 1-4, one JTHDP site (Knoxville-Knox County Community Action Committee) relied upon over 50 service providers within its locality to ensure each homeless individual received the specific services he or she needed. Among some of the underlying themes that are emphasized throughout this *Best Practices Guide* are the following:

- **Establish Linkages with Homeless-serving Agencies.** Employment and training agencies need to establish linkages with homeless-serving agencies, such as shelters and transitional housing facilities, to help with outreach, recruitment, and screening of homeless individuals. Homeless individuals need to be carefully pre-screened and assessed prior to acceptance in an employment and training program. Homeless-serving agencies are well-positioned to help in this pre-screening process.

- **Stabilize Homeless Individuals Prior to Enrollment.** Homeless individuals need to be stable prior to enrollment in employment and training programs. This generally means living in, at a minimum, transitional housing or an emergency shelter that allows the individual to have an extended stay. This also means addressing problems such as a lack of financial resources, domestic violence, and other problems that can impact successful participation in employment and training activities, as well as screening out serious substance abusers and those who are mentally ill and unlikely to benefit from participation in your program. Once again, homeless-serving agencies or other agencies referring individuals can be helpful.

- **Provide Thorough Assessment and Ongoing Case Management.** Participant assessment and case management are critical to tailoring services to meet the needs of each individual. Barriers to employment are not always evident at the time of intake; as a result, both assessment and case management should be ongoing activities.

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EXHIBIT 1-3: COMPREHENSIVE MODEL FOR PROVIDING EMPLOYMENT AND TRAINING SERVICES TO HOMELESS INDIVIDUALS
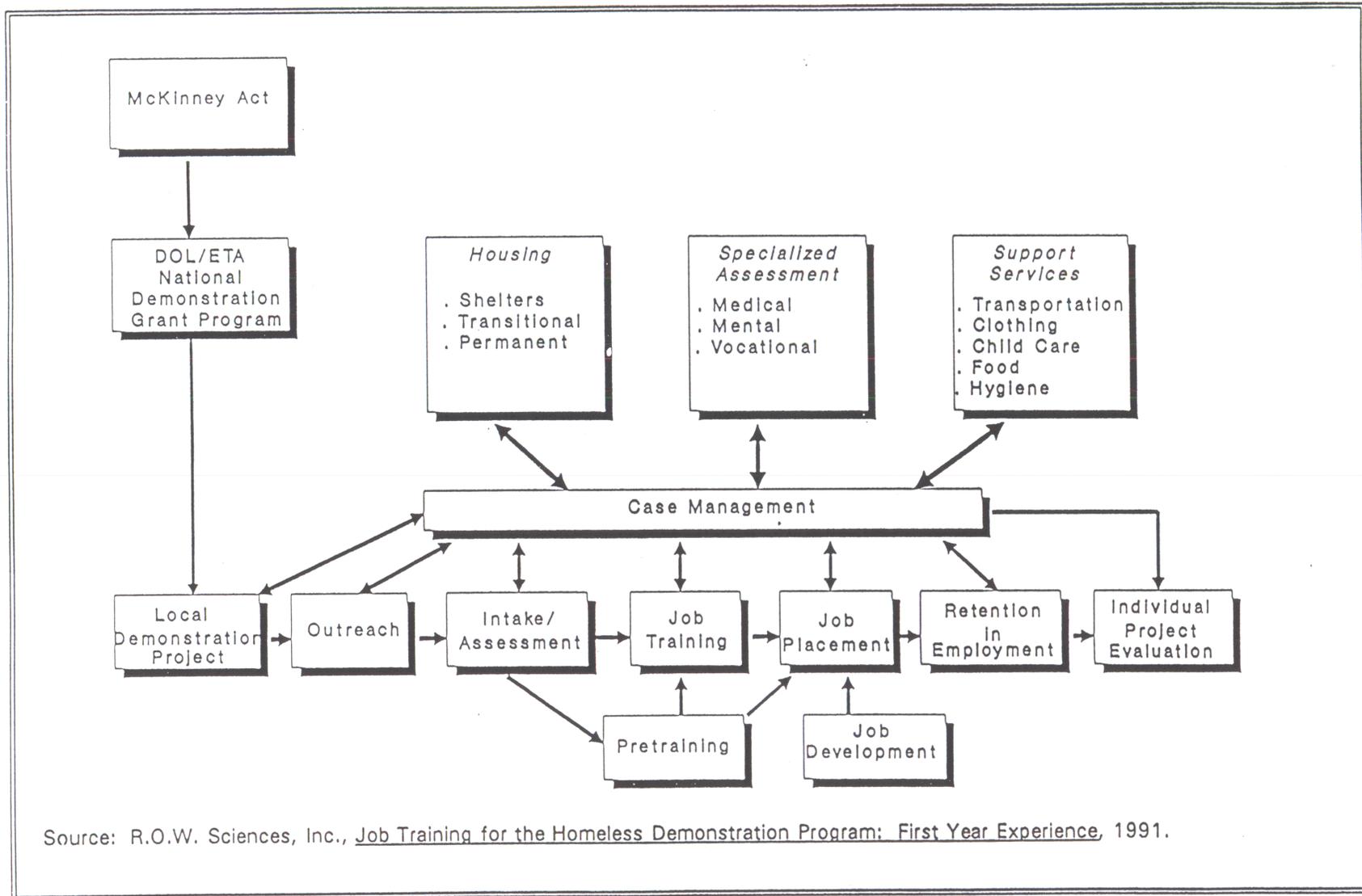
Source: R.O.W. Sciences, Inc., _Job Training for the Homeless Demonstration Program: First Year Experience_, 1991.

EXHIBIT 1-4: ONE JTHDP GRANTEE'S LINKAGES
WITH SERVICE PROVIDERS

Service	Providers
Housing Emergency	1. Salvation Army 4. Serenity Shelter 7. Volunteers of America 2. Union Rescue Ministries 5. Family Crisis Center 3. Volunteer Ministries 6. Runaway Shelter
Transitional	1. Midway Rehabilitation Center 4. Pleasantree Apartments 7. Light House 2. Barnabas House 5. Great Starts 8. Dismas House 3. YWCA 6. Agape 9. VMC - Working Men's Dorm
Permanent	1. Knoxville Community Development Corporation 3. Private Providers 2. Subsidized Housing Complexes (8) 4. Knox County Housing Authority
Food	1. Department of Human Services 4. Heath Restaurant 2. Emergency Food Helpers 5. Fish of Knoxville/Knox Co. 3. Shelters 6. Churches
Clothing	1. Union Rescue Thrift Store 3. Baptist Center 5. Ladies of Charity 2. Salvation Army Thrift Store 4. Private donations
Health Care	1. Knox Co. Health Department 3. Interfaith Health Clinic 2. Knoxville Union Rescue Medical Clinic
Mental Health	1. Helen Ross McNabb Mental Health Center 3. Overlook Mental Health Clinic 2. Lakeshore Mental Health Institute 4. Oakwood Mental Health Center
Alcohol-Drugs	1. Detoxification Rehabilitation Institute 4. CAC Substance Abuse Program 2. Lighthouse 5. Penisula Hospital 3. U.T. Medical Center
Support	1. Knoxville-Knox County CAC 3. Helen Ross McNabb Friendship House 2. Alcoholics Anonymous
Child Care	1. JTPA (child care broker for multiple centers)
Transportation	1. CAC (multiple programs) 3. Pilot Oil 2. K-Trans 4. Humans' B.P.
Education	1. Project Succeed 5. University of Tennessee 2. JTPA 6. Knox County Adult Education 3. Pellissippi State Community College 7. Knox Area State Vocational School 4. Center School
Training	1. JTPA 4. Pellissippi State Community College 2. Knox Area Vocational School 5. Tractor-Trailor Operators' 3. Goodwill Industries 6. TN Dept. of Vocational Rehabilitation
Legal	1. U.T. Law Clinic 2. Legal Aid 3. Pro Bono Service
Financial Management	1. Consumer Credit Counseling

- **Arrange for Short-term Job Search Assistance.** Homeless individuals are often primarily interested in obtaining employment and improving their housing situation in the shortest time possible. Hence, employment and training programs need to provide, either through in-house capabilities or linkages, job search assistance for those who are primarily interested in obtaining employment in the shortest time possible.

- **Provide Basic Skills and Work Readiness Skills Training.** Some homeless individuals need basic and/or work readiness skills training prior to entry into training and employment. This training can be conducted in conjunction with other training or job search assistance.

- **Provide Follow-up and Support.** The problems that led to homelessness do not suddenly disappear upon entering a training program, finding a job, or securing permanent housing. Ongoing assessment, case management, and follow-up support are important ingredients for assisting homeless individuals in retaining employment.

- **Provide Staff Training on Serving Homeless Persons.** Employment and training agencies may need to provide training for their staff and service providers on the needs of and misperceptions about homeless people, the variety of referral agencies locally available to meet those needs, and the best practices for serving homeless participants.

C.   ORGANIZATION OF THIS GUIDE

This guide is designed to be practical and user-friendly. Each chapter is organized around a discussion of a specific service or group of services that should be part of a comprehensive employment and training service delivery system for homeless individuals. Each chapter begins with a discussion of the challenges that employment and training agencies may face in providing a particular service to homeless individuals. The discussion then shifts to an assessment of effective strategies for providing each service. Throughout each chapter, examples of effective strategies are illustrated with experiences drawn from JTHDP grantees.

Chapter 2 (Initial Services) addresses the services employment and training agencies are likely to need to provide (or arrange for) in order to effectively recruit and assess homeless individuals. These services include marketing job training services to homeless people, determining which homeless people can benefit from the services provided by each employment and training agency, developing case plans based on assessment, and using case management as the focal point for connecting participants with the range of services they need.

Chapter 3 (Education and Training Services) discusses effective strategies for

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providing education and training services for homeless individuals to assist them in securing and retaining employment. The services discussed include: basic skills (i.e., remedial education, literacy training, and English-as-a-Second-Language training) and occupational skills training (including on-the-job training and work experience).

Chapter 4 (Placement and Post-placement Services) examines various strategies for assisting homeless individuals to find and retain jobs over the long term. This includes discussion of job search assistance, job development, placement, and post-placement services (such as regular contact with the participant and employer and re-placement services).

Chapter 5 (Housing and Support Services) examines the critically important range of housing assistance and support services which may be needed by homeless individuals. This chapter identifies the most commonly needed services for homeless people (beyond employment-related services) to be able to secure and retain employment, and illustrates some of the community linkages which have helped JTHDP grantees access those services.

CHAPTER 2

INITIAL SERVICES: RECRUITMENT,
INTAKE, ASSESSMENT, AND CASE MANAGEMENT

This chapter presents effective strategies for structuring and providing a range of services -- outreach, intake, assessment, and case management -- needed to recruit and prepare homeless individuals for participation in employment and training activities. As discussed, some of these services will need to be provided directly by your agency, while others you will want to arrange for through linkages with other organizations -- particularly, homeless-serving agencies.

A.   RECRUITMENT

1.   Background and Challenges

Recruitment includes the ways agencies publicize the availability of their services and encourage individuals within the eligible population to participate. There are a variety of methods typically used by agencies to make potentially eligible individuals within their service area aware of the range of employment, training, housing and other support services available through their programs. Among the recruitment strategies employed by JTHDP sites were the following:

- making regular presentations to administrators/staff at local human service agencies, to ensure that those agencies refer appropriate individuals;

- distributing posters and brochures with information about the program to human service providers, libraries, schools, and other educational institutions;

- promoting public service announcements on television and radio;

- writing newspaper stories and advertisements; and

- using word-of-mouth.

In the areas of outreach and participant recruitment, it is important for employment and training programs to concentrate their relatively limited staff time and administrative resources on methods that yield a pool of program applicants who: (1) are eligible for participation, (2) are motivated to participate in employment and training activities, (3) have a high probability of completing training and upgrading their basic and work-related skills, and (4) once trained, have a high probability of securing and retaining a job. JTHDP experience demonstrated that it was possible to interest

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large segments of the homeless population in employment and training programs if outreach strategies were carefully designed. JTHDP also demonstrated that if homeless individuals were carefully screened through the recruitment (and assessment) process, many could complete training and/or secure employment.[1] When designing strategies for recruiting homeless individuals for employment and training programs, JTHDP experience suggests that it is important to consider the following points about homeless individuals:

- **Homeless individuals are by no means a homogenous group; careful assessment is needed to identify those who are likely to benefit from employment and training services.** Generally, with the exception of not having a fixed residence, homeless individuals are probably similar to other disadvantaged adults and youth your program is already serving. Exhibit 2-1 provides an overview of some of the characteristics of homeless individuals served by JTHDP sites and several of the distinctive subpopulations of the homeless population served. Exhibit 2-2 provides a comparison of selected characteristics of JTHDP participants with JTPA Title II-A participants.[2] Despite similarities with other disadvantaged populations you may be serving, homeless individuals may face a larger number of barriers to employment than those typically served by your program. For example, there are segments of the homeless population with serious mental illness or active substance abuse problems who are not likely to be appropriate for employment and training activities.

- **Homeless individuals can be a fairly transient group and may lack familiarity with the local service delivery system.** Some homeless individuals may have migrated from other localities and be unfamiliar with employment, training, housing, and support service programs available in your area. Other homeless individuals may move from an emergency shelter to the street to the homes of friends or relatives, and so forth, making them a moving target for outreach efforts.

- **Some homeless individuals may have little interest in receiving job training.** The dire economic circumstances faced by most homeless individuals are likely to

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[1]The job placement rate for JTHDP participants (across all years of the demonstration effort) was almost half (47 percent) of all homeless individuals who were enrolled in one or more training or employment services. Training services included: remedial education, job search assistance, job counseling, work experience, on-the-job training, or vocational/occupational training.

[2]For a more detailed analysis of the characteristics of JTHDP participants and a comparison of the JTPA and JTHDP participants, see: John Trutko, Burt Barnow, Susan Kessler Beck, Steve Min, and Kellie Isbell, Employment and Training for America's Homeless: Final Report on the Job Training for the Homeless Demonstration Program, prepared for the U.S. Department of Labor, prepared by James Bell Associates, Inc., 1997 (refer to Chapter 2). Appendix E (in this report) provides a more detailed breakdown of the characteristics of individuals enrolled in JTHDP.

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EXHIBIT 2-1: CHARACTERISTICS OF HOMELESS POPULATION SUBGROUPS SERVED BY JTHDP

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	WOMEN WITH DEPENDENT CHILDREN
NUMBER	13,893	1,232	5,471	3,032	7,726	2,842
PERCENT OF TOTAL	100%	9%	39%	22%	56%	20%
AGE						
<18	0%	1%	0%	0%	0%	1%
18-21	7%	5%	4%	5%	5%	12%
22-34	47%	43%	49%	40%	44%	62%
35-54	43%	49%	46%	53%	49%	26%
55+	2%	3%	1%	2%	2%	0%
SEX						
Male	60%	62%	71%	72%	100%	0%
Female	40%	38%	29%	28%	0%	100%
RACE/ETHNICITY						
White	35%	48%	35%	30%	32%	40%
Black/Non-Hispanic	53%	41%	53%	59%	56%	51%
Hispanic	7%	6%	8%	7%	7%	5%
Other	5%	6%	5%	5%	4%	5%
VETERAN STATUS						
Non-Veteran	80%	79%	77%	74%	70%	95%
Non-Disabled Vet.	18%	17%	21%	23%	27%	4%
Disabled Veteran	2%	4%	2%	3%	3%	1%
MARITAL STATUS						
Single	55%	56%	57%	59%	64%	45%
Married	10%	7%	6%	5%	0%	16%
Seperated	13%	11%	12%	11%	11%	22%
Divorced	21%	24%	23%	23%	24%	17%
Widowed	2%	2%	2%	2%	1%	1%
DEPENDENT CHILDREN						
Yes	29%	18%	19%	17%	9%	100%
No	71%	82%	81%	83%	91%	0%
EDUCATION						
6 or Less (Elementary)	2%	2%	1%	2%	1%	1%
7-11	36%	37%	42%	37%	34%	43%
12 (High School)	38%	34%	35%	37%	39%	38%
13-15 (Some College)	19%	19%	18%	21%	21%	16%
16+ (Completed College)	5%	8%	4%	4%	5%	2%
EMPLOYMENT STATUS						
Currently Employed	10%	9%	5%	10%	8%	11%
0 Hrs. Worked Last Week	82%	81%	86%	81%	83%	79%
Hourly Wage < $6.00	53%	60%	51%	54%	47%	64%
Unemployed Last 6 Mo.	50%	60%	57%	56%	51%	50%
GROSS INCOME (6 MO.)						
None	47%	56%	53%	52%	49%	47%
$1-$2,999	39%	27%	36%	31%	37%	37%
$3,000+	14%	17%	11%	17%	14%	15%
INCOME SOURCES						
Wage Income	39%	31%	36%	34%	39%	35%
State/Local GA	22%	22%	32%	26%	27%	10%
Food Stamps	48%	44%	51%	50%	44%	62%
SSI	4%	19%	4%	5%	4%	4%
Social Security	1%	3%	1%	1%	1%	2%
SSDI	2%	9%	2%	3%	2%	1%
AFDC	12%	6%	7%	6%	1%	53%
HEALTH INSURANCE						
None	62%	46%	57%	67%	71%	33%
Medicaid	21%	32%	25%	18%	15%	43%
Medicare	3%	8%	2%	2%	2%	5%
Private Health Ins.	3%	3%	3%	2%	2%	5%
Other	10%	10%	13%	10%	10%	13%
HOUSING STATUS AT INTAKE						
Street	7%	8%	5%	10%	9%	1%
Shelter	44%	39%	36%	43%	45%	40%
Friends/Relatives	19%	15%	12%	18%	15%	29%
Transitional	23%	26%	38%	22%	25%	18%
Other	8%	13%	9%	8%	6%	12%
MONTHS HOMELESS						
<1	31%	21%	21%	0%	23%	48%
1-3	18%	17%	17%	0%	18%	18%
4-6	13%	13%	14%	0%	14%	12%
7-12	15%	16%	18%	0%	16%	11%
13-24	11%	15%	13%	48%	13%	6%
25-48	7%	9%	9%	31%	9%	4%
49+	5%	10%	7%	22%	7%	2%

EXHIBIT 2-1: CHARACTERISTICS OF HOMELESS POPULATION SUBGROUPS SERVED BY JTHDP (CONTINUED)

PARTICIPANT CHARACTERISTICS	TOTAL	MENTALLY ILL	CHEMICALLY DEPENDENT	LONG-TERM HOMELESS	UNMARRIED MALES	WOMEN WITH DEPENDENT CHILDREN
NUMBER	13,893	1,232	5,471	3,032	7,726	2,842
LEADING REASONS FOR HOMELESSNESS						
Job Loss/Lack of Work	60%	57%	60%	68%	59%	38%
Eviction/Unable to Pay Rent	30%	33%	28%	33%	30%	20%
Runaway/Transient	7%	17%	9%	9%	9%	3%
Lack of Affordable Housing	38%	44%	34%	42%	35%	42%
Abusive Family Situation	20%	28%	17%	16%	9%	44%
Illness - Personal or Family	7%	20%	7%	9%	7%	5%
Mental illness	8%	85%	11%	11%	8%	4%
Alcohol Abuse	28%	45%	70%	36%	35%	13%
Drug Abuse	29%	37%	73%	37%	34%	15%
Termination of Public Assistance	5%	8%	6%	7%	5%	5%
Physical Disability	5%	14%	5%	7%	5%	2%
Divorce/Termination of Personal Relationship	21%	26%	19%	21%	18%	29%
Released from Prison	10%	11%	16%	12%	13%	3%
Released from Mental Institution	1%	11%	2%	12%	2%	1%
Relocated for Improved Job Market	17%	12%	11%	14%	19%	12%
Other	15%	14%	12%	12%	12%	21%
LEADING OBSTACLES TO EMPLOYMENT						
Lack of Day Care	11%	5%	5%	6%	1%	48%
Displaced Homemaker	4%	6%	3%	3%	1%	14%
Pregnancy	2%	1%	1%	1%	0%	6%
Older Worker (55+)	2%	5%	2%	2%	2%	0%
Alcohol Abuse	22%	35%	56%	29%	29%	9%
Drug Abuse	22%	17%	56%	27%	27%	11%
Physical Disability	6%	19%	8%	8%	6%	4%
Mental illness	7%	70%	9%	9%	7%	3%
Abusive Family Situation	13%	20%	11%	9%	5%	32%
Illness - Personal or Family	5%	13%	5%	6%	4%	4%
Lack of Transportation	63%	55%	64%	63%	66%	55%
Dislocated Worker/Outdated Skills	14%	20%	13%	17%	13%	13%
Minimal Work History	34%	44%	36%	35%	31%	41%
School Dropout	22%	27%	26%	23%	19%	29%
Lack of Training/Vocational Skills	47%	53%	47%	50%	44%	54%
Limited Language Proficiency/Limited English	5%	6%	4%	5%	4%	5%
Reading/Math Skills Below 7th Grade	12%	14%	13%	14%	11%	11%
Lack of Identification	14%	14%	16%	16%	16%	10%
Lack of Proper Clothing	32%	34%	34%	32%	34%	29%
Ex-Offender	14%	18%	25%	17%	19%	4%
Limited Social Skills	8%	22%	11%	12%	9%	5%
Learning Disability	4%	12%	4%	5%	4%	3%
Other Obstacles	14%	15%	13%	12%	16%	8%

Source: Cooperative Client Information Program (CCIP). Data are for 21 JTHDP grantees during the period May 1992 through November 1995. Grantees used the CCIP to maintain client-level data on JTHDP participants.

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EXHIBIT 2-2: CHARACTERISTICS OF JTHDP PARTICIPANTS COMPARED TO JTPA TITLE II-A TERMINEES

CLIENT CHARACTERISTICS	JTHDP PARTICIPANTS	JTPA TITLE II-A NON-HOMELESS TERMINEES	JTPA TITLE II-A HOMELESS TERMINEES
AGE			
Less than 30	33%	41%	28%
30-54	65%	56%	71%
55+	2%	2%	2%
GENDER			
Male	63%	33%	62%
Female	37%	67%	38%
RACE/ETHNICITY			
White/Non-Hispanic	36%	53%	41%
Black/Non-Hispanic	53%	32%	44%
Hispanic	7%	14%	9%
Other	4%	3%	5%
VETERAN STATUS			
Veteran	20%	8%	20%
Non-Veteran	80%	91%	80%
AVERAGE NUMBER OF CHILDREN UNDER 18	0.6	1.3	<1
EDUCATION			
Less than High School	39%	23%	25%
High School Graduate	38%	56%	53%
Post High School	23%	21%	22%
LABOR FORCE STATUS AT TIME OF INTAKE			
Employed (Full- or Part-time)	10%	15%	8%
Unemployed	75%	52%	54%
Not in the Labor Force	15%	33%	39%
Average Number of Weeks Unemployed in 26 Weeks to Intake	17	12	13
U.I Claimant or Exhaustee	5%	15%	10%
AVERAGE PRE-PROGRAM HOURLY WAGE	$6.37	$6.07	$6.07
RECEIPT OF AFDC	11%	42%	31%
OBSTACLES TO EMPLOYMENT			
Offender	14%	13%	31%
Substance Abuse	25%	5%	27%
Disabled	6%	8%	11%
Limited Language Proficiency	5%	5%	3%
Long-term AFDC Recipient	3%	16%	6%
TYPES OF SERVICES RECEIVED			
Vocational/Occupational Training	21%	56%	NA
Remedial	23%	21%	NA
On-the-Job Training	4%	14%	NA
Work Experience	13%	4%	NA
Transportation	76%	51%	NA

Figures are for JTPA terminees in Program Year (PY) 1994 (July 1, 1994 - June 30, 1995), as reported by DOL/ETA from JTPA Standardized Program Information Report (SPIR).
Sample size for JTPA Title II-A non-homeless terminees is 226,468; sample size for JTPA Title II-A homeless terminees is 5,569. JTHDP figures are based on participant-level data maintained by sites for Phases 2 through 4. Sample size for JTHDP participants is 28,617.

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mean that they are (at least upon entry into the employment and training program) primarily interested in obtaining a job as rapidly as possible. Many homeless individuals are likely to lack interest in pursuing job training, at least until it is determined they cannot obtain a job with their existing base of skills and work experience. It is important to remember that many homeless individuals will have developed work-related skills and relevant experience over the years and may not need further training.[3] It is also important to remember that some homeless (like other disadvantaged individuals) may have failed in the past in education or training settings and, therefore, are not anxious to return to a setting in which they have been unsuccessful.

2. Strategies

The recruitment strategies used for homeless individuals are likely to be quite similar to those your agency used to recruit other disadvantaged individuals, though homeless individuals are likely to require additional outreach efforts through homeless-serving agencies. Two key lessons learned by JTHDP grantees relating to recruitment of homeless individuals for employment and training programs were the following:

- do not recruit homeless individuals directly off the street; and

- utilize homeless-serving and other agencies to assist with recruitment of homeless individuals.

Homeless-serving agencies have a track-record of working with this target population and, if well-instructed, can provide a reservoir of appropriate and well-screened homeless participants for your program. Several strategies designed to help employment and training agencies identify and recruit appropriate homeless individuals are presented below.

a. Outreach Strategy #1: Identify the Types of Homeless Individuals You Can and Cannot Effectively Serve

Through past experiences, your agency has learned that not all individuals are appropriate for or likely to benefit from participation in employment and training activities. It is essential to direct outreach efforts toward those homeless individuals who are highly motivated and have a strong likelihood of successfully utilizing the services you offer to obtain and retain employment (and eventually achieve long-term self sufficiency). Some important considerations include the

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[3]For example, under JTHDP 74 percent of participants received job search assistance and 70 percent received job counseling, compared to 23 percent of participants who received remedial education/basic skills instruction and 21 percent of participants who received vocational/occupational training.

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following:

- **Housing Status.** Individuals living on the street or tenuously in shelters are unlikely to be able to make a long-term commitment to training. Outreach should be targeted on those homeless individuals who are in housing situations that allow for an extended stay (e.g., transitional facilities that allow for six months or a year stays, emergency shelters with open-ended stays).

- **Involvement with Drugs and Alcohol.** JTHDP grantees found that an active substance abuse problem was a barrier to completing training and obtaining employment, but that clients in recovery were often highly-motivated and successful program participants.

- **Means of Financial Support.** Those individuals without a means of financial support are generally less able to participate in long-term training. Some JTHDP sites placed participants in part-time jobs and training concurrently, or found other means of financial support.

- **Preference for Training Versus a Job.** Because of their homeless situation and lack of financial support, many homeless individuals have a strong preference for working over training. It is important during outreach to make clear what your program offers so that homeless individuals understand the nature of their commitment to the program.

b. Outreach Strategy #2: Identify Agencies That Can Help With Outreach and Recruitment

Depending on the types of homeless individuals your agency is able to serve, you will need to identify and establish linkages with other agencies in the community that are able to screen and refer homeless individuals to you. In addition to the screening and referring function, homeless-serving agencies can help your participants secure appropriate housing and support services. Below are some of the types of homeless-serving agencies with which you will want to consider developing linkages:

- **Shelters and transitional housing programs** should be your first stop. These programs are likely to be able to provide a steady stream of homeless persons who are temporarily housed. If you work closely with them, they can effectively screen and refer those individuals who are ready and can most benefit from job training. They are also likely to be able to extend periods of stay at their facilities to assist those entering training or other employment services. These agencies may also provide assessment and ongoing case management services that can be helpful in tailoring services to meet client needs and monitoring client progress toward self-

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sufficiency.

- **Community action agencies** offer a broad range of services to the homeless and non-homeless alike. They may be able to provide on-going support and information and referral for an extensive array of needed services.

- **Public assistance agencies** may know when their clients are at risk of homelessness and can refer them to your program at the point when they are nearing or have recently become homeless, an easier point at which to serve them than after they have been homeless for several months.

- **Halfway houses** for individuals in recovery or for ex-offenders returning to the community provide support services that can help people maintain sobriety and stability while they are in a job training program and after job placement. They often provide transitional housing and on-going case management.

- **Soup kitchens** typically attract the most transient homeless persons, but they also serve increasing numbers of homeless families and individuals who may be motivated to work. Many also provide a range of services beyond serving food. These multi-service agencies, if provided with criteria for screening homeless individuals, can provide a steady source of appropriate referrals for an employment and training program.

- **Domestic violence programs** provide direct outreach services to battered and abused individuals, many of whom are in need of job training and employment services to become economically independent. These programs typically provide temporary housing, case management, and a wide range of specialized support services.

The Tucson Indian Center (TIC) conducted an extensive outreach effort with several phases. First, TIC mailed brochures to social service agencies in the area. Second, it followed-up with phone calls to verify that the information was received and to set up face-to-face meetings. Third, TIC staff held meetings with social service agencies in Tucson that worked with the homeless or American Indians. TIC contacted agencies including: shelters, Indian tribes, substance abuse programs, city agencies, and churches.

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      c.   <u>**Outreach Strategy #3: Develop Cooperative Agreements with Appropriate Referring Agencies**</u>

After identifying agencies that serve and could refer homeless persons potentially eligible for your services, meet with the directors and front-line staff of these agencies. At this meeting:

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- **Market the value of your agency's services.** An important point to emphasize is that job training and employment services hold the key to long-term and higher wage employment -- key ingredients in making self-sufficiency a reality.

- **Explain the specific elements of your agency's services (e.g., intensity of case management, available support services, and duration and types of training).** Be clear about the scope and limits of what your agency provides and about the requirements and expectations for participation in your program.

- **Obtain background information about these agencies, including the types of individuals served, how these individuals flow through the program, types of services provided, and the extent and duration of participation.**

If the homeless-serving agency can serve as an effective referral source, negotiate a cooperative agreement. This document should be specific in terms of the roles and responsibilities of both the partners, the anticipated number and types of homeless individuals to be referred, and the criteria used to screen individuals for referral. Emphasize the importance of **quality and appropriate referrals** over quantity of referrals. As part of the agreement, specify the types of on-going services both partners will provide for individuals referred to your program, including the types of assessments administered and case management responsibilities.

> d.   **Outreach Strategy #4: Be Sure Referring Agencies Conduct Thorough Initial Screenings to Determine Appropriateness of Clients for Your Program**

Prior to referral to an employment and training program, the homeless-serving or other referring agencies should assess the individual's appropriateness for employment and training services. JTHDP sites found that some of the problems that led to homelessness -- such as, mental illness, substance abuse problems, serious basic skills deficiencies, and inability to work cooperatively with others in the workplace -- were often not revealed (or apparent) at the time of intake. However, over time, through observation and building of trust between the referring agency's case manager and client, a better understanding of the unique circumstances of each individual and potential problems that may stand in the way of successful job training and placement are likely to emerge. The careful pre-screening of potential participants by the referring agency using criteria provided by the employment and training agency -- while not ensuring success -- can greatly increase the odds that referred individuals will successfully complete training and enter employment.

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> *Knoxville-Knox County Community Action Committee operated the Homeward Bound program for homeless individuals in the Knoxville area. This program, co-located with the JTPA agency, screened homeless individuals for eventual participation in JTPA (and provided a range of other employment, support, and housing services). In working closely with staff at the JTPA agency over a five-year period, Homeward Bound staff came to realize that about 20 to 25 percent of the homeless individuals they served were interested in and appropriate for referral to JTPA for training. Homeward Bound case managers assessed and worked with homeless individuals typically a month or longer before determining whether they were suitable for referral to JTPA. The Homeward Bound staff met regularly with JTPA staff to discuss referrals and make collaborative decisions on which Homeward Bound participants would be referred to JTPA for training.*

e.   Outreach Strategy #5: Provide Feedback to the Referring Agency on Appropriate and Inappropriate Referrals

It is very important to maintain an ongoing dialogue with the staff at the agencies making referrals to your program. This is particularly important when the agency is just beginning to refer homeless individuals to your program. Remember these two main points:

- **Start slowly with the referring agency.** The agency should send over only a few potential participants at first so that each agency can get a feel for the types of individuals appropriate for referral.

- **Share with the referring agency the specific reasons that each referred individual is suitable or unsuitable for your program.** Feedback is also needed as participants proceed through your program so that the referring agency understands the types of individuals that seem to be most successful in completing training and finding/retaining a job.

Similar to referrals from other sources, there will be both successes and failures when working with homeless individuals. The key over time is to refine (through discussions) the screening procedures used by the referring agency so an increasing proportion of those referred complete training, and successfully enter and retain employment.

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B.   INTAKE

1.   Background and Challenges

The intake process serves two very important functions -- (1) documentation is obtained to determine applicant eligibility for program services and (2) information is obtained to preliminarily assess the suitability of the applicant for program services. While homeless individuals are probably not all that different from many of the disadvantaged individuals your program is already serving, it is important to keep in mind some of the special circumstances that may arise with respect to intake of homeless individuals into your program:

- **The existence and validity of documentation needed during the intake/eligibility determination process can sometimes be a problem for homeless individuals.** For example, homeless individuals may have lost identification, such as their driver's license and other needed documents during their period of homelessness. It can also be difficult for some homeless individuals to provide documented proof of their homelessness (especially if they are not staying in a homeless shelter or transitional facility).

- **Homeless individuals may be guarded (or suspicious) about sharing information and documentation with program staff.** Some homeless individuals have been shuttled from agency to agency, been "accessed" over and over, and perhaps had bad or humiliating experiences with human service agencies in the past. For example, they may have been asked to leave emergency or transitional housing facilities because of active substance abuse issues; they may have been thrown out of employment and training programs in the past because of bad attendance or poor behavior. As a result of these past experiences and fears that they may not be considered for program services, homeless participants may be guarded about their past and unwilling to share information during the intake process. For example, until they develop a trusting relationship, homeless individuals may be very reluctant to share information about past job loss, basic skills deficiencies, alcohol or drug use, arrests, abusive family relationships, or mental and physical health problems.

- **Homeless individuals may find it very difficult to make long-term commitments to basic skills or job-related training**. Even those homeless individuals who express a strong preference for job training may find it very difficult to pursue training over the long-term without some form of financial assistance (e.g., a Pell grant or public assistance). Because of their lack of resources, homeless participants may need more flexible training options (e.g., a combination of part-time work and part-time training, on-the-job training, or compressed training options).

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2.   Strategies

The intake process is important because it: (1) clarifies for the applicant the types of program services available through your program and the responsibilities of participants under the program and (2) provides an opportunity for the program to make an initial determination of whether the individual is appropriate for program services. Below, several strategies relating to an effective intake process are offered based on JTHDP experiences.

a.   Intake Strategy #1: Request Background Information and Documentation From the Referring Agency

A key during the intake process is to learn as much as possible about the individuals who are to be served. Collection of detailed information about each applicant makes it possible to determine those individuals who are appropriate or inappropriate for program services. This information can also be helpful in beginning to tailor employment, training, and other program services to meet the specific needs of each participant. To the extent possible, your agency should gather background information on each homeless individual directly from the case manager at the referring agency. Some important issues to discuss with the referring agency (and with the applicant during the intake process) include the following:

- reasons the individual became homeless;

- evidence of a history of substance abuse or mental illness;

- behavioral problems such as displaying repeated disruptive behavior;

- basic skills deficiencies;

- other potential barriers to employment, e.g., lack of financial support, health issues; and

- needs for support services -- especially housing, transportation, and child care.

As discussed above, determining eligibility can sometimes be delayed or complicated for homeless individuals because of difficulties in acquiring necessary documentation. The referring agency may be able to provide this documentation, or other agencies in your area may be able to assist homeless individuals in gathering needed documentation.

Elgin Community College (ECC) in Illinois developed a linkage with Centro de Informacion, a local community-based organization serving the Hispanic population. ECC served a large Hispanic population and found the need to link with an agency that was more familiar with some of the distinctive needs of that population. In addition to providing ESL classes and advocacy, Centro de Informacion assisted ECC participants in securing documentation, such as birth certificates. This service was an invaluable resource that enabled ECC to enroll its JTHDP clients in JTPA training.

b.   **Intake Strategy #2: Use the Intake Process to Clarify Program Objectives, Services, and Expectations**

Intake and the suitability determination process represent an opportunity not only to gather information about potential participants, but also to explain program objectives, services, and expectations. As with any program participant, clearly explain the specific types of services provided through your program, including their duration and timing. Make sure to delineate the time involved in training (both the number of hours per week and the number of weeks/months an individual may be involved in training) and the responsibilities of training participants if they undertake long-term training. Also, make sure to indicate limits on the cost of tuition and the types of institutions that may be attended. You will want to assess, with input from the referring agency, the degree to which applicants are committed and motivated to participate in job training and eventual employment, and that their expectations for employment are realistic. You may want to conduct skills and interest assessments during the intake process to help guide your discussions with the applicant.

At Project WORTH, a JTHDP project sponsored by the Jefferson County Public Schools in Louisville, Kentucky, intake was a multi-step process beginning with a group orientation that provided a program overview. The overview helped applicants determine whether the program goals and structure were compatible with their personal goals. Those who were interested were then interviewed privately. If they met the eligibility criteria, they took a basic reading skills test. Only if their reading level met the program's minimum standard was an appointment made to begin the official intake process.

c.   **Intake Strategy #3: Assess the Types of Resources Available to Maintain Participation During Involvement in Employment and Training Activities**

Because of their lack of resources and possible limitations on stays at emergency or transitional facilities, homeless individuals may be reluctant to commit to long-term training or may need to attend such programs part-time (while working). It is important to accurately assess their situation prior to enrollment in employment and training activities. Some applicants will

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come to the program with public assistance they can rely on during their period of training --
perhaps AFDC, food stamps, Supplemental Security Income (SSI), general assistance (GA) or
emergency assistance (EA). Some may be eligible for cash assistance or food stamps but are
unaware of their eligibility and need to be referred to the appropriate agency. Others may come
to the program with part-time or even full-time (but low-wage) employment. Still others
(especially single, homeless males) may have exhausted their benefits (e.g., unemployment
compensation or general assistance) and may not be eligible to receive any public assistance
beyond food stamps.

One of the distinctive characteristics of homeless applicants, as compared to other
applicants to your program, is their lack of stable housing. It is important to understand their
current housing situation, and to verify that situation with the referring agency. An emergency
shelter may be willing to guarantee a bed or a transitional housing facility may be flexible with the
curfew, as long as the individual is participating in your program. Hence, during the intake
process, some important questions to ask are:

- What is your housing situation, and how long can you remain in that housing?

- What resources do you have available to sustain yourself during a prolonged
  period of training?

- Are you willing to work full- or part-time while in training?

- How will you take care of dependent children while in training?

- What type of transportation do you have available so you can attend training?

d.   Intake Strategy #4: Have a Well-coordinated Plan for Referring
        Ineligible or Inappropriate Applicants to Other Needed Services

Even if homeless individuals are well-screened by the referring agency, it is likely some of
those referred will find that your program is not for them (e.g., they would rather get a job first
and then consider training) or you may find that the individual is not yet ready or appropriate for
training. Hence, it is important for your program to have a well-coordinated plan for referring
those who are inappropriate to other services. JTHDP experience suggests that in working with
homeless individuals strong linkages will be needed with the following types of organizations:

- the Employment Service and other programs providing job search services;

- public assistance agencies (e.g., departments of social services, community action
  organizations);

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- housing programs, both public and private;

- in-patient and out-patient substance abuse programs and support groups (such as Alcoholics and Narcotics Anonymous);

- programs for veterans (e.g., Veterans Administration hospitals and support centers);

- vocational rehabilitation programs; and

- mental health and other health care providers, including dentists and opticians.

In working with homeless individuals -- many of whom have been referred back and forth between agencies in the past -- the way in which referrals are made can make an critical difference in whether the individual follows up on the referral. In addition to a resource directory of available service providers, your agency should have an established contact at other agencies and formal procedures for making referrals. These procedures should include some type of feedback to the referring agency about the results of the referral. By having an established relationship with service providers, you can better understand the other agencies' eligibility requirements and increase the likelihood that individuals you refer for services at other agencies are eligible and receive the services. (See Chapter 5 for more information on linkages with agencies providing housing and other support services.)

The Seattle/King County Private Industry Council, a JTHDP grantee, used its intake process as the beginning of a comprehensive assessment that determined which applicants were appropriate for job training services and identified the range of services applicants needed to increase their chances of achieving self-sufficiency. Once screened, participants were enrolled in employment and training activities or referred to services at other agencies, if necessary. For example, if there was evidence of chemical dependency, the individual was referred to a drug/alcohol recovery center for treatment prior to enrolling in training. The PIC had cooperative agreements with a number of substance abuse programs, which enabled applicants to be served quickly and increased their chances of returning to the PIC for employment and training services.

C. ASSESSMENT AND CASE MANAGEMENT

1. Background and Challenges

Assessment and case management are closely related activities. The client assessment process identifies client aptitudes, skills, obstacles to employment (and self-sufficiency), and needed services. This process results in the development of a case plan identifying client

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objectives and specific steps and services required to meet each specific objective. Case management involves the assignment of an agency staff member (i.e., case manager) to each participant to regularly monitor participant progress toward achieving case plan objectives and to make adjustments in the plan, as needed. The case manager also serves as a resource to participants for troubleshooting problems and access to other services needed to achieve case plan objectives. Assessment and case management are essential for tailoring services to the specific needs and employment barriers faced by each participant.

Organizations referring homeless individuals to employment and training programs will likely have assessed the individual prior to referral. Your agency should work closely with these referring organizations to understand the assessments that have already been conducted, and, if possible, to obtain the results of relevant assessments. The use of assessments conducted by other agencies will reduce the burden of additional assessment for participants and also save resources.

> *Seattle's homeless project used a comprehensive assessment process. Assessment covered six areas: basic skills, work skills, pre-employment/work maturity skills, life skills, housing needs, and support services. The case manager and/or the assessment specialist were responsible for conducting the assessment and preparing an Individual Training and Housing Plan together with the participant, which they adjusted based on ongoing assessment and case management throughout the client's participation in the program.*

Challenges you might encounter in assessing and case managing homeless participants include:

- **There is a fine line between over- and under-assessment.** A thorough assessment is necessary to determine participant goals and to tailor services to the specific needs of participants. A lengthy and unnecessary assessment, however, may discourage participation and take away from time that individuals (and staff) could be devoting to employment and training activities.

- **With multiple agencies involved, there can be overlap and confusion in the area of case management.** Homeless persons, particularly those living in a structured housing setting or participating in substance abuse treatment programs, may already be working with case managers from other agencies. Your agency will want to coordinate efforts with these case managers to avoid duplication of services and confusion for both staff and participants. For example, where multiple case managers are involved, one case manager could be suggesting one solution to a problem, while another is suggesting a different solution. It is preferable, when multiple agencies are involved with one client, to identify a single lead case manager who takes responsibility for the client.

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> *The Home Builders Institute's HEART program addressed case management overlap by establishing a formal agreement with a local case management organization. The agreement spelled out linkages between the HEART program, the case management organization, the JTPA provider, and shelters. Case management for HEART participants was based on the case plan which was developed jointly by the case manager, the HEART training coordinator, and a JTPA representative.*

- **Homeless individuals may be guarded about providing needed information.** As discussed earlier, until you are able to develop rapport with homeless individuals, it is possible that they will be reluctant to share information about themselves that may be important in developing a case plan. For example, they may be reluctant to discuss the problems that led to their homelessness, such as basic skill deficiencies, substance abuse problems, incarceration, or an abusive family situation.

2.   **Strategies**

   a.   **Assessment and Case Management Strategy #1: When Possible, Use Other Agencies to Help with Assessment and Case Management**

As we discussed in the section on intake, if a homeless client has been referred from another agency, it is important to obtain as much input and information from that agency as possible. In the case of homeless individuals referred by other agencies, there is a strong likelihood they have already had some form of assessment. In addition to receiving help in the assessment process, your agency may be able to secure case management services (or some part of the case management function) through linkages with other organizations. For example, many participants referred from homeless-serving agencies will have case managers (e.g., individuals living in transitional housing facilities).

If you rely upon case managers (outside of your organization) for information and tracking client progress, meet regularly with these case managers to coordinate case activities. Any staff working with the participant -- whether they are in your job training agency or in a partner agency -- should be familiar with the goals and objectives of the participant's case plan.

> *Project WORTH in Louisville, Kentucky developed a client programming flow chart that identified which specific staff at each agency were responsible for every step of the case plan. Job development, for example, was identified as a shared responsibility between the case manager, the Project WORTH job developer, and the client's vocational teacher. The case manager shared responsibility for housing follow-up with Project WORTH's housing liaison and job developer, along with the Section 8 coordinator for the county housing agency.*

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b. **Assessment and Case Management Strategy #2: Help Establish Realistic Training and Job Expectations for Participants**

Not unlike other disadvantaged individuals coming to employment and training programs, some homeless individuals may arrive with "pie in the sky" expectations about the types of jobs for which they might be able to train. For example, an individual may come to the program with substantial basic skills deficiencies expressing a desire to become a registered nurse (which requires graduation from a college nursing program). While attempting not to diminish motivational levels of the individual, it is important during the assessment process and case management meetings to convey to the participant:

- what your program can and cannot do (e.g., there are constraints on how long the individual can be assisted and the types of institutions that can be attended);

- the basic skills and educational prerequisites for entering training (and eventually for the preferred occupations);

- limits on the tuition charges for training; and

- the likely time involved and financial commitment on the part of the participant

JTHDP sites reported that when properly and thoroughly discussed -- together with supporting objective test results from educational and occupational interest tests -- most individuals came around to realistic views of the types of training they should undertake.

c. **Assessment and Case Management Strategy #3: Assess Housing and Support Service Needs and Document Referrals in the Case Plan**

JTHDP grantees found that homeless participants were substantially more likely to complete training programs and enter employment if, during the assessment process, housing and support service needs were carefully identified and subsequently addressed. Housing assistance and support services must be carefully tailored to both the needs and preferences of the individual For example, while transitional housing located far from a bus stop might not be a problem for a person with a car, it would present problems for homeless individuals dependent on public transportation to get to a training site or to work. As with any plan for service delivery, housing assistance and support services should have clear goals and resources that will be used to reach the goals. The goals and resources should be clear to both the case manager and the participant.

If the individual is referred from other agencies with an expertise in the area of providing housing assistance (e.g., a homeless-serving agency such as an emergency shelter), it is possible that the homeless-serving or other referring agencies will have already conducted a thorough

assessment and established a plan for improving an individual's housing situation. Ask these referral agencies to share their information about the participant and steps the individual should be taking to improve his or her housing situation. If a housing assessment has not been completed or is not available from the referring agency, some important questions to ask are:

- How long has the individual been homeless?

- Where does the individual reside (e.g., on the street, in emergency shelters, with friends or family, or in supported or transitional housing)?

- What are the individual's preferences for short-term and long-term living arrangements (e.g., rent, location, sharing of an apartment or living alone, willingness to live in emergency shelters or transitional facilities)?

- What potential resources are available (including friends and relatives) and what are the barriers to securing and upgrading housing?

- Does the applicant have special needs or requirements (e.g., a physical or mental disability, a history of substance abuse, or a history of serious mental illness)?

Any referrals your agency does make for housing or other support services should always be documented in the case plan. Tracking each referral and its outcome helps to assure that homeless participants (and other participants) receive the services they need and enables administrative staff to renegotiate referral agreements when documentation shows that they are not working smoothly.

d. **Assessment and Case Management Strategy #4: Continue Assessment and Case Management Throughout a Participant's Involvement in Your Program**

Because of reluctance on the part of participants to discuss some sensitive issues at the time of intake and because circumstances can change over time (e.g., need for transportation or housing assistance), questions relating to the individual's circumstances and service needs should be asked periodically and the case plan updated accordingly. The frequency of meetings between clients and case managers varied across JTHDP sites, but generally were more frequent (e.g., once a week) during the early weeks of a client's participation and at points of crisis or transition. These meetings were typically in-person and focused on monitoring the progress participants were making toward achieving their case plan goals. In some JTHDP sites, case managers met regularly as a group with a supervisor to share progress and seek group advice on individual clients.

Finally, it is important to keep case manager/client ratios low enough so that the case

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managers have time to get to know and maintain regular contact with each client and have the flexibility to devote additional time to clients should unforeseen problems arise. JTHDP sites tried to keep case management caseloads typically under 25 participants per case manager (at any point in time).

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CHAPTER 3

**THE ROAD TO SELF-SUPPORTING EMPLOYMENT:
EDUCATION AND TRAINING SERVICES**

This chapter describes education and training services needed by homeless individuals to secure and retain employment. These services -- *basic skills*, including remedial education, literacy training, and English-as-a-Second-Language instruction, and *occupational skills training*, including classroom training, on-the-job training, and work experience -- do not vary from the services needed by most employment and training program participants, but the need for flexibility in service delivery may be greater for homeless participants. What follows is a discussion of the special challenges in providing education and training services to homeless individuals and effective strategies for overcoming those challenges. Many of the strategies identified as effective in delivering basic skills training are relevant to the delivery of effective occupational skills training (and vice versa).

A.   BASIC SKILLS TRAINING

1.   Background and Challenges

Employment and training programs are likely to find that basic education deficiencies need to be addressed for as many as a quarter of homeless individuals referred for occupational training. For example, about one-fourth (23 percent) of JTHDP participants received remedial or basic skills training, and 22 percent were school dropouts.[1] In some instances, the referring agency may be able to provide or arrange for basic skills training before the participant is served by your agency; but in other cases, it will be necessary to arrange such services before the participant can enroll or concurrent with enrollment in occupational training. While the basic skills deficiencies and the ways they are addressed are similar for homeless individuals and other disadvantaged individuals, there are some potential barriers to providing basic skills training for homeless individuals, including the following:

- **Urgency to obtain employment.** Although participant assessment may indicate a need for educational remediation, the participant's circumstances may rule out this type of instruction unless some arrangement is made for income and housing support while the individual is involved in basic skills instruction.

- **Past failures in educational settings.** Some individuals may have failed in

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[1]By comparison, 21 percent of JTPA Title II-A participants received remedial education in PY 1993; 23 percent were school dropouts.

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previous efforts to address basic skills deficiencies (e.g., dropped out of high school or failed to complete a literacy program). As a result, they may enter programs with low self-esteem and lack confidence in their ability to succeed within an educational setting.

- **Resistance to structure and requirements.** As with many adults, the structure and requirements of classroom training may be something homeless individuals thought they had left behind long ago. For homeless individuals, this feeling may be heightened because of the lack of structure during their period of homelessness.[2]

2. Strategies

a. Basic Skills Strategy #1: Develop a Step-by-Step Plan for Upgrading Basic Skills in Line with Job Training and Employment Objectives

Tests of basic skills conducted during the assessment process (and perhaps by the referring agency) should provide your case manager with a detailed picture of the participant's basic skills deficiencies. Test results and their implications for future training and employment should be discussed with each participant. During these discussions, it will be important to gather information from the participant needed to plan the type and duration of basic skills training. Among the issues to be discussed are:

- Has the individual received basic skills training in the past? If so, when, from whom, for what deficiencies, and was the training completed? If the training was not completed, why was this the case? It is important at this point to determine whether the individual has some probability of completing basic skills training, and past performance is an indication of this.

- What length of time is the participant willing to commit to basic skills training, and what goals would the individual like to achieve? Is the proposed length and type of basic skills training sufficient for the individual to qualify for and succeed in subsequent occupational training?

- When can the individual attend training? Does the individual plan to work while attending training? Is the individual constrained in the hours he or she can attend training because of child care? Does the residence where the individual is temporarily staying place any restriction on activities or the hours in which the

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[2]There are a number of other barriers homeless individuals may face in accessing education and training services, such as lack of transportation and the need for flexible training times. These other barriers are addressed later in this chapter (see Section B).

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individual can participate in outside activities?

. Does the individual face transportation constraints, which may limit where the individual can attend training?

Based on these discussions, a realistic plan for addressing basic skills deficiencies should be developed. The plan should be tailored to the individual, clearly setting forth the objectives of the remediation effort, the time frame and intensity of the training, and the steps the individual is expected to undertake to reach his or her goals.

One participant enrolled in the Hennepin County JTHDP program worked a full-time job and attended basic skills classes in the evening. He welcomed the grueling schedule for three reasons: it provided him with enough income to get by while pursuing skills training that would lead to a betterjob, he didn't have the time to associate with other residents where he was living who would likely have been a negative influence, and it kept him too busy to even consider revisiting his own history of substance abuse.

b. Basic Skills Strateev #2: Provide for a Wide Varietv of Settings, Methods. and Timing in Arranging for Basic Skills Training

Whether your program provides basic skills training in-house or through referral, there should be considerable flexibility in the delivery of this basic skills training to your homeless participants. In selecting basic skills providers, consider the following:

- **Access open entry/exit programs.** Because a person does not necessarily become homeless at the beginning of a semester and a homeless person needs to move quickly toward employment, it is important to be able to access basic skills training rapidly (i.e., without having to wait for a new class to form in the fall or spring semester).

- **Provide for flexible training hours.** Because homeless participants may have time-specific obligations at their housing facility, or need to work while enrolled in training, basic skills training should be available during the day and in the evening.

- **Incorporate individually-paced instruction.** Because individuals, homeless or otherwise, do not learn at the same rate, basic skills training needs to be individually-paced.

- **Tailor methods to the individual.** Some individuals work best using pen and paper; others progress more quickly using a computer. Assure through your coordination arrangements and/or through in-house capabilities that participants

will be able to utilize the methods best suited to their learning style. Generally, a blend of computer and teacher-assisted instruction seems to work best.

> *At Elgin Community College (ECC), all participants who did not graduate from high school or who graduated but felt deficient in basic skills were referred to the ECC Adult Basic Education Center. An immediate assessment (the Test of Adult Basic Education) was administered, and since the program was open entry/open exit, the participant could begin classes the next day. Both morning and evening classes were available, instruction was individually-paced using computers or work books, and child care was provided. This service was available to all in the community.*

When establishing coordination agreements with providers for basic skills training, keep in mind that community colleges and vocational schools sometimes precede their occupational skills training with several weeks of remediation. Other facilities will provide tutoring and self-help laboratories for students to address specific basic skills deficiencies while they are in occupational skills training.

c.   **Basic Skills Strategy #3: Regularly Monitor How the Individual Is Progressing**

It is important for case managers to regularly monitor participants' progress toward achieving basic skills goals. First, they may be less likely to have had successful experiences in similar types of programs in the past, and without support may not complete the training. As a result, they may require additional support. Second, the lack of structure in some homeless individuals' lives may make the transition to classroom training more difficult. Regular attention from a case manager and flexibility in the delivery of basic skills may make the difference in whether a participant completes or fails to complete basic skills instruction. Third, those homeless participants who have not used their basic skills regularly, may need only a "refresher" course in basic skills. Staying attuned to the individual may enable the participant to move more quickly through basic skills training.

> *At the Greater Washington Boys and Girls Club, all participants received, at a minimum, monthly progress reports from the Education Specialist. These reports were discussed with the participants and their case managers. The reports described participants' progress in meeting their basic skills goals and in GED preparation. The Specialist also provided direction and guidance to the vocational instructors and provided input for curriculum and training development.*

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d. **Basic Skills Strategy #4: Assure That Basic Skills Training Is Contextual**

There are many training programs that teach basic skills in a "real world" context (e.g., learning multiplication through calculating sales tax as opposed to rote memorization of the multiplication tables). This type of learning has proven to be effective with students of all ages. It is particularly important for adults, who need to relearn basic skills which are frequently geared to younger students.

> *The Homeless Initiatives Pilot Project (HIPP) of the Seattle-King County PIC found that homeless persons with low basic skills were unable to get hired or retain jobs that provided livable wages. Basic skills deficiencies also deprived homeless persons of opportunities to enter vocational training. As a result, all participants scoring below the employable range on the basic skills competency tests were required to take basic skills as part of their program. Basic skills training was offered concurrently with other training or work development activities. HIPP found that basic skills were acquired more rapidly and with greater retention if the learning was contextual and closely tied to real work or life tasks.*

e. **Basic Skills Strategy #5: Include Life Skills Training as Part of Any Occupational or Basic Skills Training Program for Homeless Individuals**

Individuals fall into homelessness, in part, because they have difficulty managing their lives. No matter how successful you may be in providing them with education and training, they are likely to become homeless again unless they improve their ability to handle the responsibilities of day-to-day living. Life skills training can incorporate a broad range of topics and is often integrated into job search/pre-employment training, occupational skills training, or basic skills training. Life skills training can be provided directly by your agency, through referral, or by agencies with which your participants are already linked. Some of the topics typically covered in life skills courses include:

- communication skills,
- anger management,
- self-esteem development,
- motivation skills,
- personal budgeting,
- goal setting, and
- consumer awareness.

There are several topics that are of particular benefit to homeless participants:

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● **Self-esteem training** can counter the psychological effects of homelessness. This can be particularly important for individuals who have escaped from an abusive relationship or who have been battered or otherwise abused since they became homeless.

> *Some of the abused women interviewed during site visits identified self-esteem as their most critical employability issue. The Kentucky Domestic Violence Association (KDVA) used resume writing to foster self-esteem: by identifying and highlighting skills, the agency found Chat participants enhanced their self-esteem. KDVA allowed two full days for resume-writing during its pre-employment skills workshop co gain the full self-esteem benefit Chat can result from resume preparation.*

● Building **participant motivation** through small group training and support groups, and reinforcing motivation through the case management relationship can help identify and recognize even small successes and keep participants progressing toward their goals.

> *'Project Decisions in Saint Paul successfully added three half-days of motivational training for some participants to lower the dropout rates Chat peaked after assessment. Other Participants entered motivational training later, after /hey began job search when discouragement can set in. Offered by a charismatic and skilled Goodwill Industries consultant, the motivational training focused on planning and goal-setting in four areas: personal, job, family, and community. One Project Decisions staff member described the motivational training as "validating your inner vision of what you think you can be. "*
>
> *Project WORTH staff made a great effort Co acknowledge and regularly reward even small accomplishments, such as a participant who had good attendance in training or raised his/her reading level. Awards included gift certificates for restaurant dinners and for shopping at area department stores.*

. Many of the circumstances that contribute to homelessness relate to **money management.** Some homeless people lived beyond their means for too long; others did not understand which debts could be negotiated and which were inflexible. Money management training can help participants to better manage their finances in the future. It can also help participants make appropriate training choices by increasing their understanding of the implications for long-term self-sufficiency of taking an immediate job opening paying minimum wage versus enrolling in training that will lead to a higher-paying job.

. **Housing management** instructs individuals about the rights and responsibilities of renters and landlords. For example, homeless individuals who have been living in a shelter or transitional housing for a prolonged period may need to be reintroduced

to the concept of living on their own. They may not understand the relationship between delinquent rent payments or destruction of property and eviction. Additionally, don't assume that people you advise to "find a roommate" necessarily know how to find an appropriate roommate or are able to live in an accommodating way with a roommate.

> *Greater Washington Boys and Girls Clubs' Project Uplift hired a housing coordinator to teach home management skills classes once a week for 10 weeks. Each week was devoted to a different topic, and students were allowed to begin the 10-week cycle at any time. The District of Columbia's Rental Accommodations Board compiled the information for the home management skills curriculum; topics included budgeting, money management, finding housing, Section 8 and other subsidized housing, security deposits, leases, landlord/tenant responsibilities, dealing with the telephone company, maintaining a lease, rent control, and eviction. To be eligible for Project Uplift's housing assistance services, participants had to have attended at least five classes.*

B.   OCCUPATIONAL SKILLS TRAINING

1.   Background and Challenges

The goal of occupational skills training is to upgrade participants' skills so they can secure employment with wages enabling them to be self-sufficient. Some of the distinctive challenges that employment and training agencies may face in providing occupational training for homeless individuals include the following:

- **Homeless individuals may have few resources to sustain themselves while in training.** While in training, the homeless individual needs to cope with the basic needs for shelter, food, and daily living expenses. Transportation to and from training may be a problem. They may also experience difficulties in arranging and paying for child care. Because of the circumstances that led to their homelessness, some homeless individuals do not have existing relationships with family and friends to assist them in meeting these basic needs.

- **Homeless individuals may have a strong preference for employment over training.**[3] Because of their lack of resources and permanent housing, many

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[3]Some homeless individuals may appear to be good candidates for training, but you may find that they are primarily interested in locating a job in the shortest time possible. If your employment and training program does not offer job search unless provided in conjunction with skills training, these participants should be referred to the Employment Service or some other agency that can provide the services they seek.

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homeless individuals are likely to have a preference for securing work in the shortest time possible. Alternatively, they may seek short-term training or training opportunities that allow them to work concurrently.

- **Some homeless individuals may only need training to upgrade their skills.** The skills homeless individuals may have developed in previous training programs or on the job may be out-of-date or simply "rusty." For example, homeless individuals who have been incarcerated may have many years of job-related experience, but dropped out of the labor market for several years. Training programs focusing on refreshing skills may be able to move the homeless individuals quickly toward employment and, at the same time, save scarce training dollars.

2. Strategies

a. Occupational Training Strategy #1: Tailor Occupational Training to the Interests and Needs of the Individual, as Well as the Local Demands of the Labor Market

The assessment process is intended to match the participant with the appropriate training option(s). To meet the diverse needs of your homeless participants:

- assist those participants seeking part-time employment to do so in conjunction with their skills training;

- have available open-entry training programs;

- offer training courses in the evening as well as during the day;

- offer "compressed" training options, i.e., courses offered for more hours over a shorter period of time;

- arrange for on-the-job training opportunities, which provide an opportunity to combine training and wages, a necessity for many homeless individuals;

- make sure training is provided in an occupation in which there is local demand for workers; and

- when possible, offer work experience which provides an opportunity for the most needy to gain valuable "world of work" experience.

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> *The training programs offered to the JTHDP homeless participants of the Massachusetts Career Development Institute (MCDI) were determined as a result of an analysis of the demands of the local labor market and were certified to be in compliance with the local PIC's guidelines for occupational skills training programs. All areas of study combined classroom and laboratory experiences to ensure comprehensive coverage of program content. All programs stressed positive attendance and punctuality, adherence to safety standards, and positive attitudes. All program clusters had active private sector advisory boards which met quarterly to review curricula, staff, equipment, and methodology. Most programs were open entry/open exit with either full- or part-time schedules to allow flexibility and facilitate participation and retention. These characteristics of occupational skills training, in large measure, accounted for MCDI's placement rate of 71 percent and average wage at placement of $7.27 for their participants.*

It is important to keep the participant involved throughout the process of selecting the area for occupational skills training. Pushing a participant into an occupational training area they are not interested in or qualified for does a disservice to both the participant and your agency. After making the investment in training, the participant may not seek employment in the area, or retain the job after he or she obtains employment. Work toward matching participant interest with real job possibilities.

> *Project WORTH offered several job training services with the goal of helping participants gain self-sufficiency. The placement strategy emphasized interest, aptitude, and skills. For some participants, there was a focus on short-term training that provided marketable skills within a three- to six-month period. After researching the needs of the Louisville business community, Project WORTH found that the following training courses would allow participants to obtain employment on a timely basis, earning an adequate wage with benefits: basic computer skills, clerical, certified nursing assistant, licensed practical nurse, child care worker, emergency medical technician, and basic construction.*

b.   Occupational Training Strategy #2: Develop Coordination Agreements With a Wide Variety of Education and Training Providers

To accommodate the interests and needs of a participant, you will need to develop coordination agreements with a broad range of training providers. In developing your linkages, look at the occupational areas in which your participants are likely to seek training, as well as the setting in which the training is delivered. Offer as many and as flexible methods for pursuing education and training as you possibly can (e.g., literacy programs providing both group classroom instruction and self-paced computer training).

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> *Elgin Community College (ECC), in coordination with their local PIC (and the vendors with whom the PIC contracted), was able to make available to participants a wide array of occupational training opportunities. Participants, in conjunction with their case manager, could select between part-time and full-time, day or evening, and text book/computer-assisted training that lasted from two to 16 weeks. The training areas included: certified nursing assistant, food sanitation, truck driving, paralegal, computer science, auto mechanics, plastics, data processing, keyboarding, accounting, maintenance, machine tool, and others. These courses were offered at a number of locations, many with easy access to transportation. ECC could also assist with child care and other needed support services.*

Agreements between the employment and training agency and the service provider should clearly delineate all responsibilities. This is particularly true for OJTs and work experience (WEX) placements. Some of the areas to be delineated include:

- prerequisite skills for individuals to participate;
- training responsibilities;
- oversight responsibilities;
- days, hours, and total duration of training; and
- responsibility for funding (OJTs and WEX).[4]

> *In developing their WEX program, the Private Industry Council of Snohomish County increasingly delineated the responsibilities of all those involved -- participants, the PIC, and the WEX site. For example, PIC staff were responsible for developing and monitoring according to program policies for host agency agreements, developing job descriptions and training objectives, performance review, time card/record keeping, payroll, and site monitoring. In general, the PIC monitored WEX sites every two weeks to maintain regular contact with the participant, obtain a written supervisory evaluation, and to assess when the participant was ready for the next activity.*

c. Occupational Training Strategy #3: Keep Homeless Participants Moving Toward Self-Sufficiency

Homeless individuals are anxious to proceed along the path toward self-sufficiency. Find ways to get participants into a learning situation immediately. "Down time" can be dangerous for a homeless person. Once participants have been assessed and have developed a case plan, most JTHDP sites found they had a greater chance of success if they began some type of training or education at once. Plus, getting them used to a schedule early helps acclimate them to the

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[4]Sometimes employers are willing to pay a portion or all of the WEX wages; Conservation Corps and State Departments of Vocational Training are other potential sources for this type of programming.

demands of working. Open entry/exit training programs are ideal for homeless participants. This structure allows homeless individuals to access training when they are ready so there is no down time. Some JTHDP sites extended assessment while others offered job readiness or life skills classes until occupational training began. As discussed earlier, homeless individuals oftentimes need to move toward their goals quickly and experience the sense of success that develops with pursuing one's goals.

    d.   <u>Occupational Training Strategy #4: Offer Case Management During and After Training Activities to Trouble Shoot and Provide Support</u>

The trust relationship developed between a participant and his/her case manager may enable the homeless individual to discuss difficulties he or she is having before the difficulties become obstacles to success. A case manager may be able to identify potential problems before they interfere with a participant's progress in training. For example, a case manager who becomes aware of a participant's car problem may be able to secure a voucher for repairs before it interferes with his or her ability to report to work on time. Case managers can also help to resolve work-related conflicts before they escalate to the point where the participant loses his or her job. For example, if the case manager is aware of an interpersonal problem the participant is having at work, he or she can role play the situation with the participant, enabling the individual to practice how to best resolve the situation.

    e.   <u>Occupational Training Strategy #5: Make Sure the Homeless Participant Has All Necessary Supports in Place Prior to and Throughout Training</u>

Homeless participants are likely to need a variety of support services prior to and during the training period. Many of these services can be arranged for and provided by homeless-serving and other agencies in your community. Through the assessment process, these services and the appropriate provider should be identified. For example, support services may include provision of transportation vouchers or work clothes, or arrangements with an emergency shelter to save a bed until 8:00 p.m. (when your participant finishes training).

Do not assume that just because an individual is referred to another agency for services, he or she has successfully obtained the requested service. There are many points at which the referral can breakdown both before the service is received and even after the participant begins receiving the service. It is important to check on the success of the initial referral (both with the participant and the referral agency) and to regularly monitor that the participant continues to receive the service.

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f.   Occupational Training Strategy #6: Develop OJT Placements as an Option for Your Homeless Participants

On-the-Job Training (OJT) provides the opportunity for a participant to learn job-related skills, while at the same time receive wages.[5] This strategy is particularly effective for homeless individuals in need of immediate income, but who may not have the job-related skills needed to obtain a permanent and well-paying job. OJT has the added benefit of generally leading to permanent employment and providing trainees with the opportunity to learn through a more "hands-on" approach than may be typical within a classroom setting. OJT can also be advantageous for employers. In addition to receiving a partial subsidy to offset the added costs of providing skills training, the employer is able to test the trainee over a prolonged period within the work setting to determine if the individual is productive and works cooperatively with others.

A number of JTHDP sites found that OJT was both feasible and highly advantageous for their homeless adult participants. The flexibility of training under OJTs, as well as the ability of such arrangements to provide both skills upgrading and immediate wages, made OJT a particularly attractive alternative.

> *The Private Industry Council of Snohomish County viewed OJT as an essential part of their overall program strategy to assist participants in finding employment. During a 45-day period, participants worked with program staff to identify and develop an employer training site. Development activities for this included both participant and staff cold calls to employers and contacts to the PIC's existing network of business partners and other employers. This process was structured and required the participant to be in attendance, supervised, and assisted in his or her training site search. OJT sites were developed in high demand occupations or areas that met the needs, interests, and abilities of the participant.*

g.   Occupational Training Strategy #7: Use Work Experience for Individuals with Serious Barriers to Employment

JTHDP sites found that work experience was a particularly effective strategy for homeless individuals lacking workplace experience (e.g., displaced homemakers) and for those facing formidable barriers to employment (e.g., chronic mental illness, a long history of substance abuse, or individuals with serious basic skills deficiencies). Work experience placements enabled JTHDP

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[5]Under JTPA, for example, OJT is defined as "training by an employer in the private or public sector given to a participant who, after objective assessment, and in accordance with the ISS (Individual Service Strategy), has been referred to and hired by the employer following the development of an agreement with the employer to provide occupational training in exchange for reimbursement of the employer's extraordinary costs." Federal Register, 20 CFR Part 626, et al.; Job Training Partnership Act: Final Rule, Vol. 59, No. 170, September 2, 1994, Section 626.55, p.45823.

sites to place those who otherwise would have been uncompetitive within the labor market and to provide skills training that eventually served as a bridge to permanent, unsubsidized employment.

JTHDP sites indicated that it took considerable time and effort to work with employers to initially develop WEX slots. However, once a position was developed -- and the initial individuals placed with the employer worked out successfully -- the employer was often willing to open up other slots. A key was to be responsive to the employer and to provide assurances that each worker would be carefully screened for the position and receive support and regular oversight to ensure that the requirements of the employer were met.

> *Fountain House (FH) in New York City, serving homeless mentally ill individuals, was able to secure numerous work experience opportunities. In structuring its work experience program, FH staff guaranteed that a specific number of workers would be at the job site each day, even if that meant that FH staff would perform the job. The agency trained each new worker at the employer site on the specific tasks that they were to perform. The worker was then observed by a case manager to make sure that they performed the tasks in a timely and effective manner. The case manager also frequently checked with the employer to make certain that the individual was working out. If there were problems, the JTHDP site worked with the individual and/or provided another placement for the employer.*

JTHDP sites also found that WEX participants needed to have a clear understanding of their specific responsibilities at the work site, as well as the nature of work experience. For example, it was important that participants understood that WEX placements were not intended to be permanent placements. Participants also needed to understand that the purpose of WEX placements was to gain work experience and it was possible that this experience might not be in the vocational area of choice for the participant.

CHAPTER 4

GETTING AND KEEPING A JOB:
PLACEMENT AND POST-PLACEMENT SERVICES

The ultimate goal of most employment and training programs is for participants to secure and retain positions consistent with their training which provide wages that enable them to be self-sufficient. This goal applies to homeless participants as well. This chapter identifies those aspects of job search assistance, job development, placement, and post-placement services that require special consideration in assisting homeless people to secure lasting employment.

A. JOB SEARCH, DEVELOPMENT, AND PLACEMENT SERVICES

1. Background and Challenges

To be successful, job search, development, and placement activities (henceforth referred to as placement assistance or services) must focus on both the participant and conditions within the labor market. From the participant's perspective, these activities involve providing encouragement, direction, and coaching to mobilize the active involvement of the participant in securing a job. In terms of the labor market, placement assistance involves understanding the availability of job opportunities appropriate to each participant, as well as developing and maintaining relationships with employers.

Some of the challenges in assisting homeless individuals with placement activities include the following:

- **Some homeless persons are difficult candidates to present to employers.** Because homelessness and its causative factors can be so disruptive to maintenance of a "normal life," some homeless people have what one JTHDP staffer described as "strange work histories." Their resumes may have large gaps, they may have few or no references, and their physical appearance may pose a serious barrier to securing employment. For example, a homeless individual may not have received dental care for many years, resulting in loss of teeth and decay. Another barrier to employment some homeless individuals face is a criminal history, which limits the types of jobs for which they can be considered.

- **Some homeless participants may be constrained by the hours they are available for work.** Some homeless participants involved in residential programs (e.g., halfway houses for ex-offenders or substance abusers) may have requirements, such as a curfew or chores, that limit the hours available for

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employment. Other participants may continue in training while they are working, thereby limiting which hours they can devote to either training or work.

- **Many homeless participants will express an urgency in securing employment.** Having received minimal income while in training, homeless participants are typically ready to enter the work force and bring home a pay check once training is completed. Without appropriate job opportunities (e.g., those for which the participant was trained) readily available, the homeless participant is likely to pursue <u>any</u> available employment.

- **Transportation can be a serious barrier to employment.** Many homeless individuals do not own a car and may not have sufficient resources to ride public transportation. In addition, public transportation may limit employment options (e.g., buses may not serve some areas where there are high paying jobs).

- **Homeless participants may not have an address or phone number at which employers can contact them.** JTHDP sites took creative steps to solve this problem, using strategies ranging from changing the way agency staff answered the phone to obtaining voice mail or post office boxes for their participants.

The Seattle program pioneered a voice mail option for its homeless participants through voice mailboxes donated by a business supporter. The program had designated voice mailboxes for participants to use in their job and housing searches. This resource enhanced the effectiveness of participants' job and housing searches by improving their ability to receive messages from potential employers and landlords. Several other JTHDP sites adopted this approach.

Finally, there is the issue of the quality of the placement. There were two schools of thought among the JTHDP sites. Some sites felt that any job was better than no job: participants needed to develop work habits, build a resume, and earn enough income to begin to stabilize their lives; higher-quality jobs (with health insurance, advancement potential, and in-service training opportunities) could come later. Other sites emphasized extended pre-employment services to attain job placements with health insurance and career paths, rather than placing participants in jobs that offered little more than they were able to receive through welfare and food stamps.

2.   **Strategies**

JTHDP experience suggests that most homeless individuals participating in an employment and training program can find a job in a relatively short period. In some sites, for example, the placement rates were more than 60 percent of those served. What homeless individuals need, in particular, is to be shown effective techniques for finding job openings and be provided with other

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types of assistance (e.g., transportation vouchers, work clothing) that help in securing the job. Some homeless individuals -- those facing more serious barriers to employment -- may need more specialized job development and placement assistance.

a.   Job Placement Strategy #1: Gather Labor Market Information

There are a number of sources available that can provide information on what jobs are available, including minimum educational and competency requirements, hours, location, wages, and benefits. These sources are the same sources used for your other participants, including the Employment Service, city/county/state government listings, job fairs, job hot lines, and private employment agencies which compile job openings in specific industries. Of course, the newspaper and Yellow Pages still provide a laundry list of opportunities and possible employers to contact for job openings. Your efforts should focus on those opportunities most appropriate for your participants.

The Seattle program (HIPP) developed a broad array of employment opportunities for their homeless participants which resulted in a 54 percent placement rate. These resources included: (1) the Job Net System (the ES's computerized statewide job bank), (2) job requests from employers (HIPP received hundreds of requests from local employers because of their reputation as a reliable referral source), (3) YWCA Master Employer Contact List (from their relationship with the YWCA, HIPP participants had access to this list which covered a wide variety of employers), (4) Employer Panels (four times a year, a panel of six to seven employers were asked to talk with HIPP participants about "What Employers Really Want," (5) YWCA Employer Advisory Group (the group consisted of employers, community volunteers and service providers who met regularly to assist in developing employment opportunities), and (6) the Return to Work Strategy (the PIC, in partnership with the Seattle Conservation Corps, received an award from HUD to fund a job development position and support services for homeless participants entering unsubsidized employment).

b.   Job Placement Strategy #2: Identify How Your Homeless Participants Fit Into Your Existing Job Placement Strategy

Because of the special challenges your homeless participants present, your job development strategy may differ for your homeless participants. One of the decisions your agency will need to make is whether your job placement approach for homeless participants is participant-directed or directed by the job developer. It is likely that you will want to use a combination of the two approaches, depending upon the barriers to employment and the tightness of the job market faced by the participant. JTHDP grantees adopted a variety of different approaches to placement activities. Overall, JTHDP grantees found that many of their homeless participants, if provided with support and training in effective job search techniques, could search and find jobs

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for themselves.

> *Jobs for Homeless People (JHP), in Washington, D.C., implemented two processes to assist participants in securing employment. The first was "JHP job development" in which JHP staff developed working relationships with particular employers and referred participants with appropriate skills and interests to fill job openings as they occurred. JHP case managers targeted key industries which matched up well with the employment characteristics of JHP participants. The second placement process was "participant job development" in which the participant directed his or her own job search with JHP training and technical back up. Resources were put at the participants' disposal (voice mail, telephone, resume writing software, job listings, yellow pages, industry catalogues, etc.), and they used those resources -- with the help of case managers -- to discover and develop job opportunities.*

c.   Job Placement Strategy #3: Use a Variety of Strategies to Involve Participants in Their Own Search for a Job

Some important lessons JTHDP sites learned about ensuring participants' effective job search included the following:

- **Provide a job search workshop.** Probably the most important strategy is to provide participants with knowledge about how to effectively search for a job on their own. The workshop should include the basics of uncovering and following-up on job leads, developing a resume, interview techniques, and dealing with the stresses inherent in job search. The length of such workshops varied among JTHDP sites, with most lasting between three and 10 days. Make sure that the job search workshop includes role playing and initial contacts with employers to help individuals get over the fear of making "cold calls" and to practice their techniques for approaching employers. Some materials presented as part of one such workshop are included as Appendix F.

> *Friends of the Homeless (FOH) in Columbus, Ohio, developed a two-week orientation program for participants who chose direct job placement services. The program included orientation, literacy assessment, and classroom training on self-esteem, decision-making, and conflict resolution in the first week. In the second week, classes in job readiness (e.g., resume-writing, how to contact employers) and life skills were taught. Following the classes, participants began self-directed job search with the aid of FOH's job developer.*

- **Emphasize the "hidden" job market.** JTHDP sites found that, especially in working with individuals who faced serious barriers to employment, it was essential to tap into the "hidden job market." This means looking beyond jobs

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advertised in newspapers and listed with private and public employment agencies. For example, one JTHDP site recorded a 90 percent placement rate by having each participant contact firms (A through Z listed in the Yellow Pages) that employed workers in the specific field in which the individual was interested (e.g., plumbing).

- **Emphasize the need to contact those who have the authority to hire.** In searching for a job within the "hidden" job market, it is important for individuals to make direct contact with those within the firm who know about job openings and have the authority to hire. This is typically not an individual within the firm's personnel department, but rather a manager within an operating department/division of the firm.

- **Provide a structure for those involved in self-directed job search.** Searching for a job should be considered by participants as a full-time job. JTHDP sites found that it was important to provide a structure for those involved in self-directed job search. Many JTHDP sites used job clubs which met regularly as an opportunity for participants to share job leads, practice their interviewing skills, and focus their job placement efforts.

The Jackson Employment Center (in Tucson, AZ) which focussed on self-directed job search for their program participants, required that individuals attend a one-week job search seminar. After completing the seminar, participants joined a job search club that required them to search for a job Monday through Friday from 8:30 to 4:30. As a group, individuals came to a phone bank each morning and called employers (using the Yellow Pages) until they obtained three quality leads. They would then use the remaining time in the day to follow up on each of the leads.

- **Monitor participants' progress in their job search activities.** The employment and training agency should monitor the individual's job search progress on a daily basis to make sure the individual uses the most effective approaches. For example, for those who are ineffective in turning up job leads, it may be useful to monitor calls made to employers to see if the individual is contacting individuals with the authority to hire and effectively presenting their experience and skills. In monitoring, the agency needs to provide emotional support and encouragement for participants because job search can be a frustrating process (involving frequent rejections).

d. Job Placement Strategy #4: Establish and Maintain Relationships with Employers

The key to successful job development is to establish relationships with a broad range of employers. These relationships are particularly important when working with homeless participants because of their often spotty work histories and other barriers to employment. One key question in working with homeless participants is whether job developers should appeal to employers' sense of corporate social responsibility by marketing their participants as "recently homeless" or whether they should conceal their participants' homeless status.

JTHDP programs differed in their handling of this issue. Those JTHDP sites who disclosed the homeless status of their participants found they needed to educate employers about the myths and realities of the homeless and build strong relationships with employers. Peer-to-peer marketing was particularly effective: an employer who had successfully hired and retained homeless job seekers was the best spokesperson to sell the program to other employers. Other sites had better luck keeping employers from knowing about their applicants' homelessness. Some JTHDP sites made the decision on an employer-by-employer basis. Each employment and training agency will need to gauge the level of community support for homeless issues and then adjust their policy choice based on their own local program experience.

The first step job developers will need to take is to develop a listing of those employers likely to need employees with the types of skills your participants typically acquire. These employers should represent the broad range of occupations your participants hope to enter, as well as cover the geographic area from which your participants are drawn. Particular emphasis should be placed on developing relationships with employers who are close to public transportation. In addition, relationships are needed with a range of employers providing part-time and full-time opportunities, as well as shift work, and temporary and permanent opportunities. Don't forget the homeless-serving agencies you have developed contacts with -- their board members and staff are likely to be familiar with employers willing to employ homeless individuals.

Finally, one of the best sources for job leads for your homeless and other participants are the organizations providing the training. They often initiate the job development process weeks prior to the end of training, enabling the participant to move directly from training into employment. Often these instructors have come from the private sector and maintained contacts with a range of employers. Employers are more likely to hire those who have been trained and recommended by an instructor with whom they are familiar.

As an employment and training agency, you have several advantages you can use to promote your participants to employers:

- There is no cost for your job placement services (unlike some employment agencies).

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- Your agency screens all individuals prior to referral to the employer.

- Job applicants have been trained and have access to the support services necessary for them to retain employment. If you offer follow-up support services, let the employer know of these services as well.

- You have individuals who are ready to be placed immediately.

- If someone is placed and does not work out, you have other qualified trainees who you can refer.

To maintain relationships with employers, it is important to understand the requirements of employers for each specific position. Your agency should only send candidates who meet the employment criteria and have addressed the issues that could interfere with a successful employment experience. You will also need to periodically contact employers to see how the placement is working out. This will enable you to maintain the employer as a referral source (because they know you stand behind your placements) and also gives you the opportunity to inquire about new job openings.

e. Job Placement Strategy #5: Job Developers Need to Work Closely With Case Managers

Job developers need to work closely with the case manager. In addition, if possible, the job developer may want to contact other individuals who would be able to provide useful background information about the participant (e.g., staff at the participant's shelter facility or a case manager at the agency that referred the individual). The job developer needs to understand not only the individual's training and job-related skills, but other issues related to the individual's motivation levels and behavioral issues. For example, there may be behavior problems or personal issues (such as past substance abuse problems or inability to get along with others) that the participant may not readily share with the job developer, but which the individual was willing to share with the case manager once they had established rapport. Simple up-front communication with the professionals who know the participant the best can go a long way toward assuring successful placement and retention.

f. Job Placement Strategy #6: Begin Job Development Before Training Is Completed

Beginning job development and placement activities in the weeks leading up to the end of training can help ensure that participants have a job waiting for them when they complete training. The job developer should meet with the participant at least several weeks before training is completed to discuss job search strategies. Homeless individuals, in particular, are likely to want

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to find a job as quickly as possible after training is completed. If a job is not waiting for them, they may settle for a position that does not use the job-related skills they developed or provide a wage that is adequate to promote long-term self-sufficiency. Furthermore, the less time that elapses between the end of training and the start of employment, the less likely they will be to fall back into the problems that may have contributed to their homelessness.

> *The Jobs for Homeless Consortium (JFHC) in Berkeley, California, developed an automated Skills Bank that enabled them to match appropriate participant resumes to job vacancies stored in their automated Job Openings Bank (e.g., job opening information received from local employment service agencies, employers whom JFHC developed contacts, public job posting services, newspaper listings, and cold calls to employers). The appropriate resumes could be quickly faxed or mailed to employers. Automating and integrating these functions led to rapid response to job openings. JFHC or the participant would make follow-up calls to employers. JFHC would also conduct additional mass mailings and cold calls to employers in the area to inform them of JFHC's free services and to request job vacancy mailings.*

g.   **Job Placement Strategy #7: Be Sure That All Necessary Support Services Are in Place to Assist Your Homeless Participants to Secure Employment**

Be sure the participant is ready to begin and continue working; any barriers to regular work attendance should be taken care of prior to placement. Some of the necessary support services include transportation vouchers, work clothes and equipment, and child care. In addition, participants may need assistance improving their personal appearance and hygiene. Without money for basic needs like shelter and food, many homeless people have disregarded personal appearance, such as teeth, eye glasses, and clothing. No matter how well trained, without an appropriate personal appearance, your participant will be unlikely to secure a job. Remember, there are many sources in your community that are able to provide these services at no or reduced cost to your agency.

Specific subpopulations, including ex-offenders, the chronically mentally ill, and women fleeing domestic violence, may need additional assistance in securing and retaining employment. For example, in working with participants with a criminal history, your job development strategy should include knowing which of your participants have such a history and identifying employers who are more sympathetic, or at least less concerned with a criminal history. Agencies in your community (perhaps the agencies referring homeless persons to your program) are experienced in working with issues surrounding these subpopulations -- use their expertise to develop targeted strategies.

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B.   POST-PLACEMENT SERVICES

1.   Background and Challenges

Particularly for homeless people, initial job placement may only be a step toward eventual self-sufficiency. The purpose of post-placement services is to ensure a smooth transition from training to employment and to provide needed supports to assure job retention. Post-placement follow-up can be conducted with the participant, the employer, or both. They can consist of telephone contact or in-person contact in your office, at the place of employment, or at the participant's residence.

These services are particularly important for homeless participants because sometimes the behaviors and circumstances that contributed to the participant's homelessness can recur once that participant moves out of the support system the program and case management relationship provide. For example, of those placed in jobs, 60 percent of JTHDP participants receiving post-placement follow-up services were employed 13 weeks after placement as compared to 38 percent for those not receiving post-placement services.

Some special considerations when providing post-placement services to homeless participants include:

- **Lack of a permanent address.** Follow-up contact with some homeless participants can be more difficult because of their lack of a permanent address. The address a participant gave at the time of placement may not be his or her address one month after placement; homeless individuals are continually trying to upgrade their housing situation. You may need to contact them at their place of employment (which may have its own set of complications); although these contacts as well because homeless individuals often upgrade or change their employment.

- **Reluctance to seek or accept support.** Many homeless individuals, once employed want to put their period of homelessness behind them. They may be unwilling to contact your agency for help and may even be reluctant to accept calls from your agency and/or additional help you may feel they need.

- **Behavior problems may emerge once the participant becomes employed.** Once the individual becomes employed and/or moves into unsubsidized housing, the problems that contributed to homelessness may re-emerge. Some JTHDP sites found that the point at which the individual began to receive a pay check was a point when some participants let down their guard and reverted to behavior that led to homelessness (e.g., started to drink again). Also, the stress of working, development of new relationships on the job, and poor communication skills may lead to problems and misunderstandings in the workplace.

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2. Strategies

a. Post-placement Strategy #1: Offer a Broad Array of Post-placement Services to Meet the Diverse Needs of Your Placed Participants

Post-placement services should be tailored to the individual's needs and can include the following:

- visits to participant's place of residence or in your office to provide job support, structure, and referrals for needed material services;

- ongoing peer support groups for placed participants to identify problems they are experiencing that could affect their employment, and to develop solutions and identify resources to help resolve the problems;

- re-placement services;

- continuing life skills classes (e.g., sessions on adjustment to the workplace, handling work-related stress, and budgeting);

- material assistance, such as transportation assistance, stipends to assist participants until they receive their first pay check, and replacement tools;

- housing stabilization services;

- contact with employers to discuss participants' work performance, attitude, attendance, and punctuality; and

- program graduates as mentors for current participants in your training program.

> *In addition to providing basic post-placement support -- job support, housing stabilization, placement follow-up, and material support -- Jobs for Homeless Consortium further ensured job retention by providing an "employment pack." The pack included transportation and food vouchers until the first pay check; on a case-by-case basis it also paid for job-related clothing, shoes, tools, union dues, and grooming. Placed participants were eligible for housing subsidies that further ensured employment and housing stabilization.*

You may not be able to provide a full range of post-placement support services to each placed participant. Take the time to understand each participant's situation, including the services received in the past. This may involve talking with the participant's employment and training case manager (if different from the post-placement case manager), the referring agency case manager,

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and possibly the employer. Identify needed services, and then prioritize those most needed to assure employment retention. JTHDP sites reported higher than average retention rates (the retention rate for all placed participants was 59 percent) for those participants receiving post-placement services.[1] Agencies in your community will be able to provide a range of post-placement services to round out the ones your agency can provide. The linkages you already have in place will help to expedite this process.

b. Post-placement Strategy #2: Provide Emotional Support as Well as Material Support

"Self-efficacy -- confidence in one's capability to perform specific, challenging behaviors -- is a valuable cognitive contributor to successful performance of such behaviors."[2] In other words, believing that you can accomplish what you set out to do will help you to do so. The cited study found self-efficacy to be an important factor in successful job search among disadvantaged individuals. Some homeless participants have no family supports, and the peer supports they do have are sometimes not good influences on maintaining employment. The relationships they have made through their involvement with your agency may be a critical (and perhaps their only) source of support in their search for employment.

These relationships can be particularly important at the start of a new job, which is stressful for everyone and can be exacerbated for the homeless (who may have had unsuccessful experiences in the past or who are unaccustomed to the structure the job requires). A case manager/job counselor can help instill a sense of confidence by providing ongoing support, being aware of the job expectations for the participant, assisting with problem solving, and assessing additional support needs.

Support groups can also be a source of emotional support, easing the transition into the work force by allowing individuals with similar strengths and deficiencies to share their problems and solutions with one another. Group dynamics can play a significant role in assisting participants to deal effectively with a variety of personal and external barriers to employment. JTHDP sites found that attendance improved when groups were held either before or after usual work hours and if food was provided. (Many businesses are willing to donate food on a regular basis to a good cause.) If your agency is unable to provide this type of support, seek it out through homeless-serving or other agencies. It likely exists in your community.

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[1]Under JTHDP, placed participants receiving training after placement had the highest retention rate (72 percent), followed by those participating in support groups (67 percent retention rate), post-placement follow-up services (65 percent), and mentoring (63 percent).

[2]"The Relationship of Psychological Resources and Social Support to Job Procurement Self-efficacy in the Disadvantaged," Suzanne L. Wenzel, Journal of Applied Social Psychology, 1993, 23(18), p. 1471.

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> *The Kentucky Domestic Violence Association (KDVA) promoted a very thorough approach to post-placement services. Once a participant began her employment, staff maintained contact in an effort to provide continuous support and encouragement and troubleshoot if necessary. While participants were encouraged to work out difficulties with employers on their own, staff were available to intervene. Staff served as mediators between employees and employers and provided additional training to participants who were having difficulty learning jobs. Staff also provided ongoing case management services such as assisting with changes in child care, helping with legal problems, intervening with landlords, and locating rental assistance. Since many of their participants were placed in entry-level jobs due to multiple employment barriers, KDVA continued to encourage participants to improve their job situations through promotions, job changes, or traditional training and education. Finally, support groups, as well as individual counseling, were offered on an ongoing basis to all women who participated in the employment program.*

c. Post-placement Strategy #3: Be Creative and Persistent in Your Approach to Contact the Placed Participant

Some of your homeless participants may be difficult to contact or be reticent to respond to your contacts and available post-placement services. You may need to access participants through their employers (discretely) or in the evening at their residences. The contact should be frequent during the initial four weeks after placement and then can likely taper off.

> *The Jackson Employment Center, in Tucson, Arizona, began its post-placement support immediately upon placement. Often the employment specialist and/or case manager visited participants in the evenings at their residences. Regular visits were made twice a week, and participants who were experiencing difficulty may have been seen three or four times a week. The number of visits tapered off over time, but for some participants, visits continued for a year or longer. This approach permitted early intervention when participants were most likely to lose employment because of poor adjustment to the work environment or a re-emerging behavioral or health problem.*

d. Post-placement Strategy #4: Encourage Placed Participants to Pursue Additional Skills Training

As discussed earlier, many homeless individuals are anxious to secure employment because of their lack of financial support and stable housing. As a result, they may not obtain needed skills training to secure a job which provides a living wage. Through on-going post-placement contact, you may be able to encourage the placed participant to enroll in skills training concurrent with employment. It is important to become aware of skills training needed to advance in the participant's current job or in the employment area identified through the objective

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assessment process, and of places to access the training which meet the participant's time constraints. As stated earlier, JTHDP participants receiving post-placement training had among the highest retention rates.

e. **Post-placement Strategy #5: Be Prepared for Some of Your Homeless Participants to Need Placement Services Again -- Build This into Your Retention Strategy**

Many homeless participants are anxious to enter employment, and their initial job placement may not be one in which they stay for long. Some participants, once they secure employment and have a pay check coming in, may be willing to pursue more lasting employment or employment that builds more on the training they received. Others may have difficulty in adjusting to their work environment and as a result may not retain their job. With some additional support and problem solving, these individuals should be ready to pursue another placement. The case manager/job counselor should be prepared to provide job placement services similar to those provided for the initial placement.

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CHAPTER 5

THE FINAL INGREDIENTS:
HOUSING AND OTHER SUPPORT SERVICES

This chapter describes the types of housing assistance and other support services homeless persons are likely to need during their participation in your employment and training program. Housing assistance is set forth in a separate section in this chapter because of its importance as a support service for homeless persons. JTHDP experience suggests that the provision of a continuum of housing assistance is a critical element if homeless individuals are to be served effectively. With the exception of those receiving emergency housing assistance, retention rates were higher than average (59 percent) for individuals receiving all other housing services. Among those receiving permanent housing placements, the 13 week retention rate was 80 percent. The retention rates for those receiving other types of housing assistance through JTHDP were also much higher than the average: 76 percent for those receiving security deposits/rental assistance, 75 percent for those receiving assistance with furnishings/moving, 67 percent for those receiving housing assistance counseling, and 66 percent for those receiving transitional housing placements.

In addition to housing assistance, this chapter discusses the range of support services likely to be needed by homeless persons participating in employment and training programs. The underlying theme throughout this chapter is that employment and training programs can provide the support services needed to assist homeless individuals in securing and retaining employment through linkages with public and private housing and other support service providers.

A.   HOUSING SERVICES

1.   Background and Challenges

Any program planning to provide education and training services to homeless individuals needs to make a range of housing assistance services and resources available either directly or through referrals.[1] Your program is unlikely to achieve success in training and placing homeless individuals in jobs unless they have a place to live. For example, homeless individuals need a place where they can safely leave their possessions and where they can shower and dress for work

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[1]The relationship between stable housing and sustained employment was highlighted in 1990 when the Secretaries of DOL and HUD signed a memorandum of understanding "to jointly develop and implement cooperative interagency efforts to help homeless and other low-income families and individuals attain independent living and economic self-sufficiency" by working "cooperatively with local agencies to design and obtain transitional housing during the training period to promote an environment conducive to successful program completion."

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or training. While the need to incorporate housing strategies into the overall individualized service strategy may seem obvious, it is not necessarily one of the services with which employment and training programs are familiar.

Before we begin describing the challenges and strategies in providing housing assistance, it is important to understand the range of housing options and types of housing assistance. The continuum of housing alternatives includes four major types:

- **Emergency shelters** typically provide a place to sleep. Shelters may be open 24 hours a day, or they may be what is called a "turnout" shelter, where residents arrive at a specified time (e.g., 7:00 p.m.) and must leave the next morning by a specified time (e.g., 7:00 a.m). Generally, admission to shelters is open, but stays are either on a first come/first served basis or can be limited to a maximum number of days. While these shelters primarily focus their efforts on providing temporary shelter, they may also provide some referral services (e.g., for clothing, health care, or transportation services) and may provide case management.

- **Transitional housing** provides housing for a time-limited period (generally ranging from six to 18 months) and is intended to serve as a bridge from emergency shelters to permanent housing. Eligibility may be based on demonstrated need, or limited to specific target populations such as ex-offenders or individuals in recovery. Although not always present, transitional housing may have case managers to assist with information and referral and case planning. These facilities may also have requirements for individuals to work and save a portion of their income (in preparation for moving into permanent housing).

- **Subsidized permanent housing** provides publicly-funded housing assistance through programs, such as the Section 8 Existing Housing Program (under which qualified participants receive certificates to pay for a portion of their rent), the Single Room Occupancy (SRO) program, and locally-administered public housing programs. These programs are either directly administered by a local housing authority or a local housing authority in conjunction with community-based organizations. As long as eligibility requirements are met, there is no time limit on the length of stay in these subsidized units.

- **Unsubsidized permanent housing** includes the rental or purchase of housing units on the open market. Individuals may remain in unsubsidized permanent housing as long as they meet the requirements of the rental or purchase agreement.

You may face a number of challenges directly providing or arranging for housing assistance for homeless participants.

- **Housing assistance can be costly, particularly when it involves partial or full**

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payment of rental assistance over a prolonged period. In some urban areas, for example, the cost of a studio or one-bedroom apartment can be $350 or more a month (which over a one-year training period would add up to over $4,000).

- **Employment and training agencies often are not knowledgeable or experienced in providing or arranging for housing assistance.** The range of available housing assistance and alternatives within a community is often complicated. There are a number of federally-subsidized housing programs, as well as other transitional and emergency housing programs funded by private and public sources. Each program has different eligibility requirements and application procedures. Some housing programs accept applications one day of the year; others may only accept applications for families of four or more. An understanding -- either through in-house expertise or linkages with housing assistance providers -- of the specific housing opportunities available in your community is needed to effectively meet the housing needs of your homeless participants.

- **In many localities, the demand for housing (e.g., vacancies in emergency, transitional, and subsidized permanent housing units) far exceeds the supply.** For example, there may be few openings in transitional housing facilities for low-income or homeless individuals, except for those with special needs (e.g., ex-offenders, substance abusers in recovery, battered women, or mentally-ill individuals). Waiting lists for subsidized housing, such as public housing or Section 8 Existing Housing, might be very long (a year or longer) and may not be a viable option for certain types of individuals, such as single males.

2.   Strategies

JTHDP experience underscored the importance of understanding and effectively addressing each homeless individual's housing situation before he or she enters education, training, and employment. Demonstration sites found that given the cost of providing housing assistance and the continuum of housing options to meet the varying needs of their participants, they needed to establish linkages with a variety of housing assistance providers in their locality. What follows are more specific strategies for assisting your homeless participants to obtain needed housing assistance.

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a. **Housing Strategy #1: Understand Your Local Housing Environment and the Needs of Your Participants; Develop a Plan Consistent with Both**

Understanding your local housing environment should involve a careful assessment of: (1) the range of housing needs of your homeless participants and (2) the availability of housing and housing services through other service providers. You need to first understand the range of housing needs and problems faced by homeless participants, which are likely to vary considerably by individual. For example, some homeless individuals with past problems of substance abuse or mental illness may need a supportive housing situation, which provides regular case management and monitoring of their situation. Other homeless individuals may need references and sufficient financial resources so they can rent an unsubsidized housing unit. Still others may need referrals (and advocacy) so they can obtain transitional housing or Section 8 certificates or gain entry into public housing units.

Also of importance in working with homeless individuals is understanding the availability of housing and housing services, including:

- the local housing market (e.g., the cost, availability, and location of unsubsidized rental units);

- the range of emergency and transitional housing facilities within the community, including types of facilities, eligibility requirements, methods for referral, and availability of slots;

- the types of subsidized rental assistance and units within the community (e.g., public housing, Section 8 Existing Housing, SRO units), including types of agencies providing assistance, eligibility requirements, methods of referral, and waiting lists/availability of slots; and

- the range of other housing assistance available in the community, including rental assistance (e.g., first/last month's rent, security deposit), furniture, utility assistance, and roommate services.

While conducting an assessment of participants' needs and the availability of housing resources, employment and training programs should be careful not "to re-invent the wheel." Much of the information needed is already available from other public and private sector agencies. Local agencies that may be able to furnish you with helpful information include: (1) the local housing authority; (2) homeless-serving agencies such as the Salvation Army, St. Vincent de Paul, Traveler's Aid, emergency/ transitional facilities, and (if it exists) a coalition on homelessness; (3) local public assistance agencies (e.g., state or local departments of human services or social services); and (4) nonprofit social service agencies, such as Goodwill Industries and Community Action Committees.

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Once this information has been collected and reviewed, you will need a plan for providing or (more likely) arranging for homeless participants to receive the types of housing services/assistance they need to be successful in training or employment. The housing assistance plan should cover the range of assistance services that will be provided to homeless individuals both directly through your program and through other local service providers, with particular emphasis on provision of (1) emergency shelter, (2) transitional housing, (3) subsidized housing and rental subsidies, (4) counseling on housing alternatives, and (5) security deposits.

b. **Housing Strategy #2: Develop Coordination Agreement with Agencies in Your Community That Provide the Range of Housing Services Your Participants May Need**

To access the housing assistance resources that your participants are likely to need, your program should establish either formal or informal agreements for the provision of services. JTHDP experience suggests that it is probably best to establish formal, written agreements. Formal agreements clearly set forth each agency's role and responsibilities, reducing confusion and structuring accountability.

In these agreements, you should clearly set forth the types of housing services to be provided, the availability of slots or services, methods for referral, and the duration of the agreement. From your perspective, it is important to pin down the details of the arrangement, particularly relating to the number of participants who will be able to access specific types of assistance (e.g., "during the fiscal year, at least 15 participants will be eligible to receive security deposits of up to $500, subject to the following conditions....").

It is also important to clarify whether referrals will be subject to waiting lists and how long these waiting lists will be. To the extent possible, it is best to negotiate that the linked service provider set aside a number of slots (in a transitional facility, for example) that will be reserved and immediately available. An example of the linkages for housing assistance developed by one of the employment and training agencies participating in JTHDP is presented in Appendix G.

> *The City of Waterbury's JTHDP program staff worked **with** private landlords to secure priority access for **their** clients to low cost housing. In return, program case managers agreed to inform landlords of any changes in program participants status. Landlords were willing to guarantee this access because of the increased stability clients had from participating in the progratn and the involvement o a case manager.*

> *The director of Louisville's Project WORTH used the memorandum of understanding (MOU) between DOL and HUD as leverage to gain cooperation from the housing authority, enabling WORTH to access half of the housing authority's Section 8 certificates for homeless families. One reason the housing authority honored the MOU is that WORTH worked hard to make the relationship work well: WORTH staff worked directly with landlords to get them to accept Section 8 tenants and prepared clients in transitional housing for the different and greater responsibilities of Section 8 housing.*

One way of developing the linkages you need to serve your homeless participants is to join your local coalition on homelessness, if one exists in your community. Effective coalitions can introduce you to local providers of shelter and transitional housing, and provide the forum for negotiating interagency agreements with those providers. Coalitions can provide introductions to landlords who can help -- perhaps by notifying your program when low-rent units become vacant or by giving your participants a break on security deposits and/or rent based on the fact that they have a case manager and a program behind them. Coalitions are also often the starting point for efforts to develop new transitional housing -- something you will want to know about, even if your agency is not in a position to lead the way. Your agency, by participating in the coalition, can heighten coalition members' awareness of employment and training options for their clients and clearly position your agency as an active member of the community working toward increased self-sufficiency for the disadvantaged.

c. **Housing Strategy #3: Carefully Assess the Housing Needs of Each Homeless Participant During Assessment and Tailor a Plan that Effectively Addresses His/Her Specific Needs**

As part of the assessment process, it is important to carefully consider the housing situation and needs of homeless individuals. JTHDP sites found that success in job training and job placement/retention was associated with stabilizing the housing condition of homeless participants (i.e., at a minimum, getting individuals off the street and into emergency shelters and preferably transitional facilities).[2]

d. **Housing Strategy #4: Make Referrals Based on Housing Needs and Follow Up on Referrals**

Once housing goals and resources have been identified, your employment and training program should make appropriate referrals to the collaborating agencies providing the housing assistance. As with any support service, you need to make sure that participants follow up on the referral and that they obtain the requested services from the linked organization. It also may be

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[2]Assessment and Case Management Strategy #3 in Chapter 2 describes the assessment process.

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the case that while the individual follows up on the referral, the agency receiving the referral may not be willing to provide the service (perhaps because of past problems with the individual) or may not have available space. Hence, make sure to follow up on the referral with both the participant and the housing service providers to whom the participant is referred.

It is also important to follow up with the participant and the linked service provider periodically after the individual begins to receive the service. Problems may arise (e.g., failure of the individual to get along with others in the housing facility, failure to make rent payments on a timely basis, or disruptive behavior) which need troubleshooting before they become bigger problems.

e. **Housing Strategy #5: Consider Using Housing Upgrades to Reward Progress**.

You (or the housing assistance providers you work with) might want to consider using housing upgrades to reward participants for their progress toward self-sufficiency goals. Some JTHDP demonstration sites found that they could encourage participants to work harder toward achieving their training and employment goals by using housing upgrades as a reward for reaching predetermined benchmarks. The extent to which programs use housing as a reward depends, at least in part, on the range of housing over which they have control; obviously if no Section 8 vouchers are available, then Section 8 cannot be held out as an incentive to reward positive behavior. For many programs though, especially if they have formal arrangements with housing-based service providers, tying housing to achievement is a practical approach.

> *Jackson Employment Center (JEC) used a "carrot and stick" philosophy. Participants who progressed through the program were maintained within the shelter facilities and upgraded; those who failed to perform received counseling and warnings, then their housing vouchers were shifted from a weekly to a daily basis, and eventually they lost their access to shelter. JEC structured its program with shelter as an inducement to prompt behavioral change and active program participation and gave priority for choice housing units to those who abided by JEC rules.*

B. OTHER SUPPORT SERVICES

1. Background and Challenges

Support services, while not your agency's primary focus, are often crucial to success for homeless participants. Transportation, child care, health care, and other needs can prevent a homeless participant from completing training or maintaining a good job placement. JTHDP sites provided support services in a variety of ways, both directly and through referral. Transportation, for example, was the most commonly provided support service throughout the JTHDP (76

percent of participants received transportation assistance). Some sites operated vans and buses while others obtained public transportation passes or tokens for their participants. Other support services commonly provided, either directly or through referral, included food/meals, self-esteem/motivation/attitude adjustment training, personal needs, and clothing/work equipment.

Some considerations related to providing support services to homeless participants follow.

- **For homeless participants, support service needs are often wider in scope and more pressing.** For example, rather than just needing some presentable work clothing, they may need virtually an entire wardrobe. The intensity of need tends to vary depending upon how long an individual has been homeless, as well as how effectively he or she has been stabilized prior to enrolling in the job training program.

- **One of the challenges employment and training agencies must face in serving homeless people is to ensure that the homeless participant has some means of support during the training period.** Without some financial support (e.g., public assistance or a part-time job), it is difficult to complete occupational skills training.

- **The need for substance abuse and mental health treatment services is likely to be more prevalent among the homeless population.** Accessing these services in a timely manner, though, is often difficult.

2.   **Strategies**

      a.   <u>**Support Service Strategy #1: Develop Coordination Agreements With Agencies in Your Community to Provide the Range of Needed Support Services**</u>

To ensure that support service needs do not interfere with successful completion of employment and training activities, your program should address these needs, either directly or through referrals to community agencies. For those service needs your agency is unable to provide directly, develop interagency coordination and referral agreements with the appropriate community agencies. Many case managers develop interpersonal relationships with other service providers, both within and beyond their own agencies, that help them access services for their clients. More effective is a system of interagency agreements, so that the arrangements have support at the policymaker level and are not solely dependent on staff relationships. (See Housing Strategy #2 above.)

> *The Southeast Tennessee Private Industry Council developed a coordination arrangement with the Chattanooga Community Kitchen, the area's only homeless day shelter and a site visited by 75 percent of the area's homeless persons on a regular basis. The Community Kitchen became a leading agency in providing in-kind support to homeless individuals enrolled in the PIC's employment and training activities. The Community Kitchen provided at no charge: three meals a day, seven days a week; a day shelter with shower and laundry facilities; a clothing program; a health clinic; benefits services (assistance in applying for food stamps, Social Security, veterans' benefits, etc.); and literacy and basic skills training.*

b. Support Service Strategy #2: Assess Support Service Needs On An Ongoing Basis

An ongoing, client-centered assessment strategy, that begins at intake and continues throughout your involvement with the participant, can help assure successful outcomes by identifying new support service needs. Use ongoing assessment to identify and access new support services as you learn more about the participants and as new needs arise.[3]

> *HELP (San Diego Private Industry Council's JTHDP program) case managers used information from the initial interview, intake and assessment forms, and information from the referral agency to identify reasons for homelessness (e.g., eviction, job loss/lack of training) and obstacles to employment (e.g., lack of transportation, substance abuse). This information, once discussed with the participant, guided referral to an array of support services, which enabled clients to attend training and seek employment. Case mangers periodically reviewed the list of needed support services to assess their continued relevance. These discussions with the participant frequently led to the deletion of some service needs from the case plan and the identification and inclusion of other needs.*

c. Support Service Strategy #3: Assist Participants in Accessing Support Services For Which They Are Eligible

Assisting participants to qualify for and enroll in whatever income support and health services programs are feasible and appropriate can make the difference between completing and not completing training. This is a role for case managers, but they can only perform it well if they are trained and informed about the variety of federal, state, and local options. For example, many homeless participants are eligible for Medicaid, and many communities have special health clinics or other services specifically for the homeless. Food stamps, AFDC for people with children, and (in many states) general assistance for the homeless and other poor who do not qualify for AFDC,

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[3]Assessment and Case Management Strategy #3 in Chapter 2 describes the assessment process.

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are options for subsistence and income. In addition to training your case managers on the variety of services available to the homeless, your agency might want to provide a brief reference manual with information on programs, social service organizations, contact names, and phone numbers. Your agency could develop the manual or use one provided by the United Way or another organization serving the homeless.

Catholic Charities in Saint Paul, Minnesota served single adult participants and encouraged them to sign up for General Assistance as an interim source of income until they began earning wages. As General Assistance recipients, they were also eligible for up to 30 days of county-paid shelter per quarter.

d. Support Service Strategy #4: Address Transportation Needs Either Directly or Through Referral

Plan to assist most participants with transportation, both during training and the initial period of employment. Specific strategies will vary according to the quality of public transportation in your community, but do not ignore this very basic need. Also, be realistic about the impact of transportation when identifying training, transitional housing, and employment options for participants; an overly long and difficult commute can sabotage the best training or employment placement.

e. Support Service Strategy #5: Coordinate With Substance Abuse and Mental Health Treatment Programs

The need for substance abuse and mental health treatment is likely to be more prevalent among the homeless than among the general population. A few JTHDP sites tried having their own substance abuse counselor in-house, but most sites found that they succeeded more readily if they referred applicants with substance abuse problems for treatment to agencies specializing in that service, and then waited to enroll people once they were solidly "in recovery." For those individuals participating in outpatient treatment, many JTHDP sites linked participating in employment and training activities to continued involvement in outpatient treatment.

Many of the demonstration sites found that referrals for substance abuse and mental health treatment -- particularly residential treatment -- involved long waiting lists. Several sites negotiated special arrangements for their applicants or participants. One quid pro quo you can offer a treatment program that shortens the normal waiting time for your participants is to accept their participants on a priority basis once they have dealt with their substance abuse or mental health issues.

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Project Uplift at the Greater Washington Boys and Girls Club, whose target population included a high percentage of drug-dependent individuals, developed a linkage with St. Vincent de Paul for both in- and out-patient drug treatment, in which Uplift referrals were placed at the top of the waiting list. Depending on the severity of the problem, participants were enrolled concurrently or sequentially in drug treatment and in Project Uplift.

Project WORTH used its involvement in the metropolitan-wide coalition on homelessness to develop strong linkages with substance abuse and mental health providers. If substance abuse or mental health showed up as an issue at intake or assessment, the participant was referred to a therapist who then advised Project WORTH when the participant was ready to enroll in training and employment services.

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APPENDIX A:

OVERVIEW OF THE JOB TRAINING FOR
THE HOMELESS DEMONSTRATION PROGRAM

81/82x

OVERVIEW OF THE JOB TRAINING FOR
THE HOMELESS DEMONSTRATION PROGRAM

A.   Authorizing Legislation and Guidelines

The Job Training for the Homeless Demonstration Program (JTHDP) was authorized under Section 73 1 of the Stewart B. McKinney Homeless Assistance Act of 1987. Under this legislation, the Department of Labor (DOL) was authorized to plan, implement, and evaluate a job training demonstration program for homeless individuals. The resulting JTHDP, administered by DOL's Employment and Training Administration (ETA), represented the first comprehensive federal program specifically designed to provide employment and training services (and, a wide range of other supportive services) for homeless individuals and to assist them in securing employment. Under the demonstration effort, the term "homeless" or "homeless" individual referred to one who:

(1)   Lacked a fixed, regular, and adequate nighttime residence; and

(2)   Had a primary nighttime residence that was: (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, halfway houses, and transitional housing for the mentally ill); (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

The demonstration effort was launched in September 1988 with a series of grants to 32 locally-operated demonstration sites across the nation. JTHDP continued over slightly more than seven years (86 months) and several distinctive phases (discussed below), concluding in November 1995.

The overall purpose of the demonstration effort was to "provide information and direction for the future of job training for homeless Americans." Two supporting goals of JTHDP were:

.   to gain information on how to provide effective employment and training services for homeless individuals; and

to learn how states, local public agencies, private nonprofit organizations, and private businesses can develop effective systems of coordination to address the

causes of homelessness and meet the needs of the homeless.[1]

In initiating the demonstration effort, DOL/ETA was interested in testing innovative and replicable approaches to providing employment and training services for homeless individuals. Demonstration sites were permitted to serve the full spectrum of the homeless population or emphasize assistance to subgroups within the general homeless population, such as mentally ill persons, chemically dependent individuals, families with children, single men, or single women. In general, projects were given wide latitude in how to structure their service delivery, but were required to provide or arrange for the following services:

- outreach and intake;

- case management and counseling;

- assessment and employability development planning;

- alcohol and other substance abuse assessment and counseling, with referral as appropriate to outpatient and/or inpatient treatment;

- other supportive services (e.g., child care, transportation, mental health assessment/counseling/referral to treatment, other health care services, motivational skills training, and life skills training);

- job training services, including (a) remedial education and basic skills/literacy instruction, (b) job search assistance and job preparatory training, (c) job counseling, (d) vocational and occupational skills training, (e) work experience, and (f) on-the-job training;

- job development and placement services;

- post-placement follow-up and support services (e.g., additional job placement services, training after placement, self-help support groups, and mentoring); and

- housing services (e.g., emergency housing assistance, assessment of housing needs, referrals to appropriate housing alternatives, and development of strategies to address gaps in the supply of housing for participants).

In implementing these activities, grantees were encouraged to collaborate with other federal, state, and local programs serving homeless individuals. For example, a 1990 Memorandum of Understanding between the Department of Housing and Urban Development (HUD) and DOL stressed better coordination of jobs and housing for participants. And in September 1994, at the

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[1]Federal Register, Vol. 54, No. 78, Tuesday, April 25, 1989, p. 17859.

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beginning of the final round of grants issued under JTHDP, DOL/ETA issued new grant guidelines aimed at promoting the long-term viability of grantees' programs and encouraging referral of homeless individuals appropriate for training through local Job Training Partnership Act (JTPA) programs.

The McKinney Act mandated a strong emphasis on evaluation of JTHDP to support the development of "knowledge for future policy decisions on job training for homeless individuals." The evaluation effort was conducted at two levels: (a) individual project evaluations and (b) a national evaluation across all grantee projects. The national evaluation was intended to address six key evaluation questions:

- What are the characteristics of participants served by JTHDP projects?

- What are the key program services?

- What are the factors that affect program implementation?

- What are the program linkages?

- What are the key outcomes of JTHDP projects?

- What are the most effective approaches to providing employment and training services to homeless individuals?

Individual projects, as a condition of participation in the demonstration, were required to make data available (on a quarterly basis) on a specific set of performance measures, as well as submit annual individual project evaluation reports. To support cross-project comparisons, DOL/ETA provided grantees with technical assistance on all aspects of the evaluation and defined specific process and outcome measures on which each site was required to report (e.g., number of homeless individuals served, number of homeless individuals placed in jobs, number of homeless individuals placed in jobs who were working during the 13th week after placement, number of housing upgrades, and others).

B. Overview of Program Logic and Structure

From the outset, DOL realized that no two local projects would be alike. However, in 1989 a generalized "logic model" addressing participant flow and services was developed to assist local project operators and those responsible for monitoring and evaluating project implementation and outcomes. The key elements captured by this model are: (1) a "traditional" sequence of employment and training services -- outreach followed by intake/assessment, job training, job placement, and retention; (2) a wide range of supportive services, including housing, transportation, and child care; and (3) case management as the element that would assist the

participant in securing employment, housing, and other needed services.

After some experience implementing the program, it became clear that a "sequential" service delivery model could not meet the needs of all participants seeking services. Although some participants sought this broad range of services in sequence, many had the need and/or the skills to proceed directly from intake/assessment to job search and placement. Others, such as those residing in halfway houses, already had a case manager assisting them to secure housing and support services and only needed JTHDP assistance primarily to secure employment and/or training services. As a result, over time the service delivery models used by JTHDP sites evolved and became more individualized -- typically with increased reliance on the results of the intake/assessment process and the participants' expressed needs.

C.   JTHDP Implementation

JTHDP was implemented over four phases, each somewhat distinct, building upon the experiences of the previous phase. Exhibit A-1 provides an overview of funding and levels of participation during each of JTHDP's four phases. As shown in the exhibit, since its inception in September 1988, JTHDP served a total of 45,192 homeless persons. Of those participating in the program, 77 percent (34,891 participants) received at least one of the following training services: remedial education and/or basic skills/literacy instruction, job search assistance/job preparation training, job counseling, work experience/transitional employment, on-the-job training (OJT), or vocational/occupational skills training. The remaining 23 percent of participants did not receive training services, but did receive some other type of assistance through the JTHDP site, such as a support service (e.g., transportation, food/meals, clothing, work equipment, substance abuse counseling), housing services (e.g., referral to a transitional housing facility or housing counseling), and/or other information and referral services.

Of those participating in the program, 16,464 obtained jobs. This represented 36 percent of those participating in the program and 47 percent of those receiving training services. Participants obtained jobs either through their own efforts or with the help of the JTHDP grantee (e.g., through job developers or placement services provided by their case managers). Of the 16,464 participants obtaining jobs while participating in JTHDP, 50 percent (8,171 participants) were employed 13 weeks after initial job placement (with the same employer or another employer). Finally, as shown in the exhibit, in addition to improving their employment situation, many participants (36 percent) were reported to have upgraded their housing situation.

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**EXHIBIT A-1: OVERVIEW OF JTHDP IMPLEMENTATION EXPERIENCE
AND OUTCOMES, BY PROGRAM PHASE**

CHARACTERISTIC/ OUTCOME	PHASE 1	PHASE 2	PHASE 3	PHASE 4	TOTAL
START DATE - COMPLETION DATE	Sept. 1988- August 1989	Sept. 1989- April 1991	May 1991- August 1994	Sept. 1994 - Nov. 1995	Sept. 1988 - Nov. 1995
DURATION (MONTHS)	12	20	40	14	86
FUNDING LEVEL (IN $ MILLIONS)	$7.7	$17.0	$24.0	$7.0	$55.7
# OF PROJECT SITES	32	45	21	21	63
NUMBER OF PARTICIPANTS	7,396	13,920	18,852	5,024	45,192
NUMBER TRAINED	4,600	10,763	14,568	4,960	34,891
NUMBER OF HOUSING UPGRADES	1,993	4,935	8,354	2,154	17,436
NUMBER PLACED IN EMPLOYMENT	2,435	4,690	7,169	2,170	16,464
% OF PARTICIPANTS PLACED IN JOBS	33%	34%	38%	43%	36%
% OF TRAINEES PLACED IN JOBS	53%	44%	49%	44%	47%
% OF PLACED PARTICIPANTS EMPLOYED AT 13 WEEKS	40%	45%	58%	50%	50%

Notes: There were a total of 63 sites because of multi-year funding of some projects. During Phase 2, 15 of 32 Phase 1 sites were re-funded. In Phase 2, 20 of the Phase 2 sites were refunded (and the Tucson Indian Center was added in September 1991 (bringing the total number of JTHDP sites for Phase 2 to 21, and the total for JTHDP to 63). During Phases 3 and 4, all Phase 2 sites were re-funded. The percent of placed participants employed at 13 weeks is adjusted slightly because of missing data on placed participants for Phases 2 and Phase 5. Source: Quarterly Reports submitted to DOL/ETA by JTHDP sites.

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APPENDIX B:

SYNOPSES OF 21 JTHDP
MULTI-YEAR PROJECTS

89/90x

Pima County Jackson Employment Center, Inc.
300 E. 26th Street
Tucson, Arizona 85713
(602) 882-5500

Project Director:	Paul Sullivan	**Contact Person:**	Paul Sullivan
Project Environment:	Urban and rural	**Target Population:**	Men and women

Organizational Description

The Jackson Employment Center (JEC) is a project of the Pima County Community Services Department, the administrative entity for the Pima County Service Delivery Area. JEC's mission is to assist homeless individuals and families in achieving self-sufficiency through employment.

Project Description

JEC's program focused on continuous housing upgrades and immediate job search. Through strong linkages with local housing providers, JEC received referrals for participation in its program. All participants first entered a two-week orientation and job search skills seminar. The seminar provided an overview of program rules and effective methods for finding and retaining jobs. Most clients finished the seminar and progressed to job search.

JEC utilized a "cold calling" method of job search: JEC provided a room with 10 telephones and the yellow pages, and clients systematically searched for or interviewed for jobs between 8:30 am and 4:30 pm. At least three job contacts must have been made per day. About 60 percent of participants found jobs within two weeks of beginning the job search component.

A small proportion of clients received adult basic education training, vocational skills training, or on-the-job training. Because these types of training were expensive, only clients with a definite preference for the training or a basic skills deficiency were referred to the training. Clients who could not follow the rules or who did not seem serious about their training were quickly dismissed from training and referred back to job search.

Case workers provided extensive case management and aftercare to clients. Case workers made twice weekly visits to clients at their shelters or other housing for up to a year after clients found employment.

Innovative Aspects

Through its extensive housing linkages, JEC was able to provide a range of housing opportunities for clients and to use this housing in its "carrot and stick" approach to job search. Clients who followed the rules and showed initiative in finding work could quickly upgrade their housing. Few clients received job training; instead, JEC relied on a cold calling approach to job search. JEC did not have a job developer to find jobs for clients. Clients were responsible for deciding which fields they wanted to enter and pursuing jobs in that field. Cold calls helped clients access the "hidden job market" (many available jobs are never advertised).

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Partnering Phase

JEC partnered with the Cochise County SDA and agreed to provide technical assistance to the SDA on serving homeless persons through JTPA. The technical assistance provided by JEC included: forming linkages with housing and supportive services resources, meeting the specialized needs of the homeless through existing skills training, developing a structured job search procedure, developing an employment retention strategy and an aftercare program, training SDA staff in employment and housing retention follow-up methods, locating funding sources, developing an outreach strategy, developing screening criteria, and relocating targeted Cochise County participants to Pima County for receipt of JEC services.

Transition Outlook

JEC received additional funding from HUD through a Supportive Housing Program grant and an Innovation grant, and the program will continue to offer employment and training services to homeless persons in Pima County. Although basic and vocational training opportunities will be slightly expanded with the new funding, these training opportunities will be available only to single AFDC recipients and youth ages 16 to 24. No training will be provided to single men and women though they can still receive direct placement assistance. Transitional housing for single persons participating in employment and training activities has been expanded.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$300,000	$918,723	$237,447
NUMBER OF PARTICIPANTS	467	1,019	313
COST PER PLACEMENT	$1,014	$1,090	$842
AVERAGE WAGE AT PLACEMENT	$4.74	$5.37	$5.61
% PARTICIPANTS PLACED	63%	83%	90%
13 WEEK RETENTION RATE	48%	60%	28%
AVERAGE WAGE AT 13 WEEKS	$5.17	$5.59	$5.85
NUMBER HOUSING UPGRADES	467	1891	112

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Project Director:	Larry Burns	**Contact Person:**	Willie Wallace
Project Environment:	Urban	**Target Population:**	Men and women

Organizational Description

San Diego Consortium and Private Industry Council serves as the JTPA provider for San Diego.

Project Description

San Diego Consortium did not provide JTHDP services directly; instead the PIC contracted with Episcopal Community Services (ECS) and the St. Vincent de Paul/Joan Kroc Center (SVdP). The PIC did not provide direct services to the homeless unless a homeless person was referred to the PIC for JTPA services.

ECS operated about 30 different programs to serve the disadvantaged. ECS set aside 28 beds for JTHDP participants within the Palm Hotel -- a total of 45-50 clients were active in the program at any time. During the initial 90 days of program participation, clients were not permitted to attend school or work. During this period, clients were assessed and participated in: (1) six hours of literacy/remedial education per week, (2) six to nine hours of work at the Work Center, (3) individual and group counseling sessions, (4) AA or NA meetings, (5) job search workshops (usually one-on-one with case manager), and (6) chores around the facility. The program established a computer center/adult basic education center on the third floor of the facility where clients could attend one-on-one basic education/remedial education sessions. During the next three months, the program pushed clients toward employment, education, and training.

The SVdP portion of the JTHDP program was centered within the state-of-the-art St. Vincent de Paul/Joan Kroc Center. The Kroc Center provided many services to the homeless (including JTHDP clients): (a) emergency housing (150 beds per night), (b) transitional housing, (c) meals (the kitchen serves 1,800-2,500 meals per day), (d) day care services, (e) laundry services, (f) clothes, (g) a large health care clinic, (h) basic education/literacy/ESL classes (within its Learning Center), (I) a computer center, (j) a 12-step drug/alcohol rehabilitation program, (k) individual and group counseling, (l) job development office, (m) a housing office, (n) recreational facilities, and (o) a library.

Innovative Aspects

ECS served the "hard-to-serve" homeless who often have substance abuse and mental health problems. One innovative aspect of ECS program was its Work Center. The Work Center provided day employment for the homeless and paid minimum wage. Twenty employers send work to the center, and ECS received a fee for the work completed.

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SVdP provided state-of-the-art services to the homeless in one unique facility. In addition to shelter, JTHDP participants and other homeless persons accessed many support services in the Joan Kroc Center.

Partnering Phase

S an Diego Consortium partnered with the Orange County SDA. Technical assistance to Orange County included needs assessments and analysis, development of a strategic plan, site visit exchanges, and development of a technical exchange network. Staff of ECS and SVdP served as consultants to the partnering effort and provided insights on successfully serving homeless persons.

Transition Outlook

S an Diego Consortium will serve homeless persons as a hard-to-serve population under JTPA Title II-A and will continue to try to provide a continuum of care (including housing, recovery services, and counseling) to these participants either directly or through community linkages.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$385,423	$1,292,932	$413,892
NUMBER OF PARTICIPANTS	305	725	241
COST PER PLACEMENT	$2,536	$2,682	$2,915
AVERAGE WAGE AT PLACEMENT	$5.55	$5.88	$5.80
% PARTICIPANTS PLACED	50%	66%	59%
13 WEEK RETENTION RATE	49%	56%	62%
AVERAGE WAGE AT 13 WEEKS	$6.66	$6.08	$6.98
NUMBER HOUSING UPGRADES	152	445	81

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Project Director:	Michael Daniels	**Contact Person:**	Michael Daniels
Project Environment:	Urban	**Target Population:**	Men and women; chief subgroup -- disabled homeless persons

Organizational Description

The Center for Independent Living (CIL) is a multi-service organization serving primarily disabled persons. Jobs for Homeless Consortium is one of CIL's programs and provides employment and training services to the homeless, with an emphasis on serving homeless persons with mental or physical disabilities.

Project Description

JFHC provided a variety of services to JTHDP participants, including job preparation, a Learning Center on-site, and vocational training through contracts with providers throughout the area. A daily job search club provided support for those searching for work.

JFHC received referrals from homeless service providers around the area. Clients enrolled in the program participated in a two-day job preparation workshop that sought to build client self-esteem and empowerment, as well as focus on practical job search tools, basic skills remediation, and skills upgrade. Literacy needs were identified, and clients worked on developing resumes and job applications. Case managers provided post-workshop counseling and a daily direct job search club provided support for those clients seeking immediate employment.

Clients could improve basic skills (including reading, writing, math, computer, and employment related literacy skills) in JFHC's Homeless Learning Center. Vocational training was available through JFHC's contracts with area training providers, including the Oakland County PIC, community colleges, adult education programs and union apprenticeship programs. JFHC utilized both JTPA and non-JTPA training.

Pre-job placement material support was provided to all clients and included transportation, birth certificates, interview clothing, food vouchers, identification cards, haircuts, drivers' licenses, and hygiene packs. Post-job placement support included housing subsidies and rental assistance, work shoes, uniforms, hygiene packs, tools, union fees and dues, and an employment pack of transportation tickets and lunch vouchers. Ongoing counseling was also available for clients following job placement.

Housing was provided to participants through linkages with housing providers. JFHC had a Transitional House Case Manager and a Client Assistance/Housing Specialist who work to upgrade the housing of all participants.

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Innovative Aspects

J FHC's pro-active job development strategy included encouraging local employers in both the public and private sectors to "hire homeless" and the development of an automated participant skills bank that employers could use to locate potential hires.

The "Makmg JTPA Homeless Friendly in our Communities" meetings held as part of JFHC's technical assistance effort to local JTPA programs brought together JTPA, service providers, and government representatives to discuss the issues surrounding serving the homeless through JTPA.

Partnering Phase

J FHC's partnering relationship with the Alameda County PIC had two primary components: technical assistance and a contract to provided training services. Technical assistance to the PIC included "Making JTPA Homeless Friendly in our Communities" meetings attended by PIC representatives, regional Department of Labor representatives, homeless service providers, and city and county homeless coordinators. Through a contract with the PIC, JFHC provided 600 hours of vocational training to 14 homeless persons; six were placed in jobs.

Transition Outlook

J FHC will continue to provided employment and training services to the homeless and received funding from several funding sources, including: HUD Special Purpose Grants (awarded by Appropriation), HUD Supportive Housing Program, AmeriCorps volunteers, Community Development Block Grant funds, and foundation support. JFHC also became an independent agency and incorporated as a nonprofit corporation in order to better respond to the emerging funding environment.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$849,598	$2,193,816	$611,966
NUMBER OF PARTICIPANTS	1,688	2,979	649
COST PER PLACEMENT	$1,855	$2,965	$2,956
AVERAGE WAGE AT PLACEMENT	$6.83	$8.37	$7.98
% PARTICIPANTS PLACED	27%	25%	32%
13 WEEK RETENTION RATE	29%	36%	44%
AVERAGE WAGE AT 13 WEEKS	$7.15	$8.28	$7.95
NUMBER HOUSING UPGRADES	241	601	187

Employment and Training Opportunities for the Homeless
City of Waterbury Department of Employment, Education, and Grants Administration
29 Leavenworth Street
Waterbury, Connecticut 06702
(203) 574-6971

Project Director:	Michael Cooper	**Contact Person:**	Sister Marie Burke
Project Environment:	Urban	**Target Population:**	Men and women over 18, families with children, and victims of abuse

Organizational Description

Employment and Training Opportunities for the Homeless (ETOH) was administered by the City of Waterbury's Department of Employment, Education, and Grants Administration which also administers JTPA.

Project Description

ETOH participants were referred from local shelters and substance abuse halfway houses; these halfway houses and shelters also provided case managers for participants. ETOH provided educational and employability assessment for all referrals. All clients participated in a three-day Job Search Workshop offered bi-weekly to all new participants. The workshop focused on motivation, stress management, interviewing skills, how to get back into the work force, and building self-esteem. Receipt of support services, such as bus tickets, clothing and haircuts, was contingent on attendance at the workshop.

Other training, such as basic skills instruction, GED preparation, on-the-job training, and vocational skills training was provided to participants who expressed an interest in such training. Participants were referred to local educational institutions and JTPA for this additional training. OJT placements were developed through JTPA by the ETOH job developer and JTPA program staff. However, most participants preferred to begin job search immediately after the three-day workshop instead of pursuing training.

Innovative Aspects

ETOH's Employee Development Support Plan (EDSP) targeted four types of clients, those: (1) with skill training levels who did not qualify for OJT programs under JTPA; (2) with barriers to employment (e.g., history of incarceration, drug and alcohol abuse); (3) with high levels of academic skills, but a history of low functioning; and (4) who diligently sought employment for a minimum period of four weeks but were unsuccessful in securing employment. EDSP provided a 75 percent wage subsidy for four weeks to businesses that hired these clients. The program also provided a 50 percent subsidy of an increased hourly wage for an additional four weeks. The employer was required to provide training services and weekly

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evaluations during this eight week period. ETOH provided the employee a specific list of requirements and expectations while on and off the job.

Partnering Phase

E TOH partnered with JTPA Workforce Connections and provided Workforce Connections with technical assistance. The ETOH Program Coordinator attended weekly JTPA staff meetings in order to develop a full understanding JTPA internal procedures. In addition, the ETOH job developer began working part-time at JTPA. As a result of the partnership, JTPA decided to offer job search workshops based on the ETOH model to all JTPA applicants (not only homeless applicants). These workshops help clients reflect on their interests, abilities, choices, and goals.

Transition Outlook

W ith loss of JTHDP funding, the City of Waterbury terminated the ETOH program.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$296,120	$1,074,978	$306,377
NUMBER OF PARTICIPANTS	160	905	176
COST PER PLACEMENT	$2,575	$2,040	$2,188
AVERAGE WAGE AT PLACEMENT	$5.94	$5.64	$6.20
% PARTICIPANTS PLACED	72%	58%	80%
13 WEEK RETENTION RATE	74%	47%	54%
AVERAGE WAGE AT 13 WEEKS	$6.19	$5.97	$6.41
NUMBER HOUSING UPGRADES	107	235	88

Jobs for Homeless People
1400 Q Street, NW
Washington, DC 20009
(202) 797-0550

Project Director:	Gloria Brown	**Contact Person:**	Gloria Brown
Project Environment:	Urban	**Target Population:**	Men and women

Organizational Description

Jobs for Homeless People (JHP) is a private, nonprofit organization providing case management, job training, and job development for homeless men and women.

Project Description

JHP's main office was in downtown DC, but it also maintained offices for intake, assessment, and orientation services in three additional locations: at the Community for Creative Nonviolence (CCNV) shelter in DC (the largest shelter in the country with 1,500 beds) and at two suburban shelters. Recruitment occurred at these shelters, from local JTPA programs, and through word-of-mouth.

Following orientation and assessment, participants either entered job search activities (job club), job training, or basic education. For basic education instruction, JHP provided participants with self-directed educational software to work on literacy, math, and word processing skills. Most participants, however, preferred to enter the eight-week CDL program offered by JHP. Those participants not interested in CDL training were referred to JTPA programs.

JHP participants had access to extensive job search resources including voice mail, telephone, stamps, transportation, resume paper, and computers. Employment specialists were responsible for developing jobs and maintaining relationships with particular employers in the city.

JHP had considerable housing resources at its disposal. Half of JHP clients lived at CCNV. JHP also entered into an agreement with Catholic Charities to provide employment and training, mentoring, and basic education at a shelter in Silver Spring. In addition, JHP operated two HUD houses obtained through the Single Family Home Disposition Program as group houses and six additional units in an apartment building (for a total of 13 units operated directly by JHP). Housing operated by JHP was designated for clients in recovery. All clients in JHP housing received substance abuse counseling, budgeting, and life skills classes.

Innovative Aspects

JHP's innovations included its eight-week CDL training program. The program was so popular that more participants wanted to enter training than search for an immediate job. The training

was also popular with area employers, and several large companies (including The Washington Post and PepsiCo) consistently hired trainees.

JHP also established an innovative mentor program. Volunteers from the community were recruited to serve as mentors to clients entering the workforce. Volunteers met initially with the clients in a public location facilitated by JHP; afterwards they contacted the client at least once a week by phone or visit to discuss on-the-job issues.

Partnering Phase

JHP secured letters of agreement with DC Department of Employment Services (DOES), Montgomery County PIC, and DC PIC. Instead of focusing on how to get JHP clients into JTPA programs, the agreements focused on JTPA providers purchasing slots in JHP's CDL training or funneling financial assistance to JHP. A fourth local PIC expressed interest in purchasing slots in the CDL training.

Transition Outlook

JHP secured funding to continue its programs. In conjunction with the DC's Community Partnership, it applied for and received HUD Supportive Housing funds. JHP receives funds from the DC PIC for employment and training services under the DC Initiative (a local program to address homelessness). JHP receives HUD Single Family Home Disposition Program funds to operate housing and is operating a program in conjunction with Catholic Charities.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$287,019	$894,787	$202,413
NUMBER OF PARTICIPANTS	453	1,411	531
COST PER PLACEMENT	$1,560	$1,501	$992
AVERAGE WAGE AT PLACEMENT	$6.56	$6.66	$7.08
% PARTICIPANTS PLACED	41%	42%	38%
13 WEEK RETENTION RATE	34%	64%	58%
AVERAGE WAGE AT 13 WEEKS	$6.76	$6.99	$7.26
NUMBER HOUSING UPGRADES	57	220	75

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Homeless Employment and Related Training Program
Home Builders Institute
1090 Vermont Avenue, NW, Suite 600
Washington, DC 20005
(202) 871-0600

Project Director: Dennis Torbett   **Contact Person:**   Dennis Torbett

Project Environment: Urban   **Target Population:**   Men and women

Organizational Description

Home Builders Institute (HBI) is the education and training arm of the National Association of Home Builders. HBI trains skilled workers in residential construction and enrolls more than 7,000 persons annually in its construction crafts training programs.

Project Description

HBI's Homeless Employment and Related Training Program (HEART) trained homeless persons in sites around the country in construction skills and provided trainees with social services and housing. Local Home Builders Associations agreed to host a HEART program (there were four sites in 1994/95 and ten sites over the course of the demonstration). Each local program developed its own training program (or adapted an existing HEART model). The sites were responsible for selecting participants, deciding how many participants they could serve in each training session, hiring instructors, and developing jobs for trainees who completed the program. Each site had flexibility to design their programs within certain administrative parameters set by HBI. The local associations contracted with local homeless service providers to provide case management, supportive services, and emergency or transitional housing for participants. Local non-profit or for-profit organizations made construction sites available to the HEART program for hands-on training. Often the programs rehabilitated or constructed affordable housing units for the community. In addition to the intensive training in construction skills participants received, HEART sites provided job development, basic skills training, follow-up, and monitoring.

HEART combined hands-on construction experience and classroom training. HBI developed a curriculum called Craftskills, which included literacy and numeracy skills specifically related to construction. Each site's program included the same basics: the first week of training consisted of Craftskills training in the classroom. After this first week, trainees went on-site for hands-on training.

Innovative Aspects

HBI 's HEART program provided extensive vocational skills training in a field with the potential for wage increases. Collaboration between HBI's offices in Washington and the local associations meant that local HEART programs could be autonomous and respond to local training needs while receiving assistance from the main office.

HEART programs took care to involve the community. Most HEART programs trained participants by rehabilitating or constructing affordable housing for low-income residents. While giving the participants valuable training, these projects ensured that HEART was well-received by the community.

Partnering Phase

Each local HBI site met with local JTPA representatives. Only one site, however, was able to become a JTPA service provider. At most sites, the extent of partnering was JTPA-provided travel stipends for participants. To further the goal of partnering, HBI developed a model debriefing and tested the debriefing at one site. The debriefing brought together homeless service providers from throughout the community to discuss future needs for homeless employment and training services in the area.

Transition Outlook

Training specifically targeted to homeless men and women at the four HEART sites will terminate; however, HBI received HUD Supportive Services funding to provide a HEART-type program in Virginia. This three-year construction skills training program, including integrated case management and housing, targets homeless women and will provide craft skills training.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$506,187	$1,449,155	$468,843
NUMBER OF PARTICIPANTS	123	454	114
COST PER PLACEMENT	$7,129	$4,879	$5,581
AVERAGE WAGE AT PLACEMENT	$5.36	$5.92	$6.35
% PARTICIPANTS PLACED	58%	65%	74%
13 WEEK RETENTION RATE	55%	65%	57%
AVERAGE WAGE AT 13 WEEKS	$5.74	$6.21	$7.35
NUMBER HOUSING UPGRADES	40	301	168

/02

Alternatives Program
Elgin Community College
51 South Spring Street
Elgin, Illinois 60120
(847) 697-1000

Project Director:	Barry Kara	**Contact Person:**	Barry Kara
Project Environment:	Urban	**Target Population:**	Men and women 18 years of age and older

Organizational Description

Elgin Community College (ECC), an accredited community college in Elgin, Illinois, created the Alternatives Program to address the employment and training needs of the area's homeless population. In order to facilitate the program, ECC established the Fox Valley Consortium for Job Training and Placement of the Homeless which unites the Public Aid office, Community Crisis Center, Salvation Army, Centro de Informacion, and Elgin Community College in a network to provide services to Alternatives participants.

Project Description

ECC staff recruited participants into the Alternatives program by visiting homeless shelters, meal programs, and Consortium agencies each week. Participants underwent a rigorous assessment, including (1) a one-week seminar, (2) referral and participation in GED classes for those without a high school diploma, (3) a meeting with one of the substance abuse counselors for an assessment, and (4) if recommended by the counselor, participation in interventions prescribed by the substance abuse counselor prior to being enrolled in the program. The week-long seminar attended by all participants included assessments, interest inventories, presentations on stress management, information about ECC services, learning skills, basic skills, interviewing techniques, and job skills development.

Vocational/occupational skills training -- courses at the community college -- generally lasted between five and 16 weeks. These courses included GED preparation or adult basic education, certified nursing assistant (CNA), food sanitation, auto mechanics, and machine tooling. Participants were encouraged to apply for Pell Grants to pay their tuition. Alternatives paid all fees for up to two classes per program participant over the duration of their involvement with Alternatives. In most instances, participants enrolled in classroom programs after securing jobs and permanent housing.

ECC utilized a team case management approach. Participants were assigned a case manager but could see any case manager available. Emergency and transitional housing were scarce in Elgin, presenting one of the most formidable problems for the program. Housing information available through the program included: a listing of about 25-30 of the largest landlords in Elgin and rental vacancies that staff identified. In addition, the program provided clients with $150 for a security deposit and $50 a month rental assistance.

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Innovative Aspects

All clients had immediate access to jobs in ECC's Computer Aided Placement Service through the college's Job Placement Office. This service linked clients to more than 400 employers.

Case management services were offered in English, Spanish, Lao, Thai, and American Sign Language.

Partnering Phase

ECC partnered with its local JTPA agency, Kane, DeKalb, Kendall (KDK), and provided extensive training regarding serving homeless clients. ECC and KDK staff held joint staff training and orientation sessions weekly. These sessions allowed ECC to share previous program experience, the JTHDP MIS system, significant data on homelessness, and effective strategies for serving this population. The partners instituted a shared intake process, and clients could complete intake for both JTPA and JTHDP programs at either office.

Transition Outlook

ECC's employment and training services to the homeless will terminate with loss of JTHDP funding.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$409,098	$883,828	$284,188
NUMBER OF PARTICIPANTS	852	1,574	326
COST PER PLACEMENT	$1,186	$2,022	$2,960
AVERAGE WAGE AT PLACEMENT	$6.08	$5.95	$6.19
% PARTICIPANTS PLACED	40%	28%	29%
13 WEEK RETENTION RATE	52%	59%	33%
AVERAGE WAGE AT 13 WEEKS	$6.31	$6.04	$6.70
NUMBER HOUSING UPGRADES	419	277	36

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Project WORTH
Jefferson County Public Schools
3500 Bonhue Avenue
Louisville, Kentucky 40216
(502) 485-3650

Project Director:	Marlene Gordon	**Contact Person:**	Marlene Gordon
Project Environment:	Urban	**Target Population:**	Men and women 18 years of age and older

Organizational Description

The Jefferson County Public Schools is the county school district and administers the public schools for the county. Its Unit of Adult Continuing Education established Project WORTH to facilitate employment for homeless adults in the Louisville area.

Project Description

All shelters in the Louisville area referred clients to Project WORTH, and potential participants were initially identified by case managers working within the shelters. Prior to beginning academic or vocational training, Project WORTH participants entered an intensive two-week long orientation session. The purpose of this orientation was to raise the students' motivation levels (and thereby increase attendance later). WORTH participants attended this orientation along with other (non-homeless) students attending adult education classes. The orientation consisted of seminars, discussions,and field trips to work sites. Topics covered included classroom and workplace conduct, stress management, crisis prevention, nutrition, budgeting, and job seeking skills.

Participants could enter basic educational training, vocational/occupational skills training, or job search assistance following the orientation. Remedial and basic skills education/literacy training -- individual and group instruction -- was provided by the adult education center ABE instructors. WORTH students were able to take tuition-based vocational and technical classes at 14 different night centers run by Jefferson County Public School's Adult and Continuing Education system. These classes were offered four nights per week in topics such as automotive and engine mechanics, building trades, electronics, heating and air conditioning, and machine shop.

Project WORTH developed a "Job Readiness" workshop for participants who were ready to look for work immediately or who had completed their training. The workshop covered a variety of issues related to job search: self-esteem and motivation, goal setting, time and stress management, job search and telephone contact, resume writing, job application, preparing for interviews, being interviewed, and keeping a job.

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Innovative Aspects

The program was able to offer "one-stop shopping" at its main educational facility (Duvalle). Clients completed intake and assessment, took training courses, and left their children in day care in the same facility.

Project WORTH served its students on neutral territory (away from emergency shelters) and often trained JTHDP students alongside other (non-JTHDP) students.

Partnering Phase

Project WORTH staff partnered with the local SDA. Bi-weekly meetings were held to address particular issues of serving the homeless. Initial barriers, mainly a lack of understanding by each staff of the other agency's operations, were eliminated by the meetings. Housing was identified as the primary gap in services offered by the PIC, and to address this issue, a new position, Homeless Housing Manager, was created at the PIC. The position is funded by a partnership between the PIC and two housing agencies.

Transition Outlook

With loss of JTHDP funding, Project WORTH terminated its services.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$405,363	$955,521	$300,077
NUMBER OF PARTICIPANTS	429	1,088	265
COST PER PLACEMENT	$5,197	$3,462	$6,252
AVERAGE WAGE AT PLACEMENT	$5.75	$4.83	$5.50
% PARTICIPANTS PLACED	18%	25%	18%
13 WEEK RETENTION RATE	55%	65%	31%
AVERAGE WAGE AT 13 WEEKS	$7.35	$5.33	$6.53
NUMBER HOUSING UPGRADES	287	302	128

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Project Director:	Sharon Currens	**Contact Person:**	Gil Thurman
Project Environment:	Urban and rural	**Target Population:**	Battered women in spouse abuse shelters across the state

Organizational Description

The Kentucky Domestic Violence Association (KDVA) is a statewide coalition of 15 spouse abuse shelters. Shelters within the coalition provide temporary and safe housing to battered men and women (primarily women). JTHDP employment programs, coordinated through KDVA, were operated by seven spouse abuse centers in the state.

Project Description

For security reasons, KDVA shelters do not take "walk-ins." Project PRISM participants were either "recruited" from the domestic violence shelters, or they were referred from area social service agencies. Project PRISM services included adult basic education, pre-employment skills training, and employment counseling. All clients participated in a 15-day open-entry/open-exit pre-employment skills training workshop. Topics included overcoming barriers to employment; retaining job skills; setting goals and clarifying values; managing stress; assessing skills; assertiveness training; decision-making; resume writing; applying for jobs; interviewing; and planning a job search.

Participants also attended Job Clubs which provided them with a structured forum for gathering and exchanging information on subjects such as conducting a telephone job search, developing job leads, and following-up with employers. Employment counselors (in conjunction with case managers) assisted trainees with problem solving, crisis prevention, self-esteem, assertiveness, and general communication skills.

All of the shelters provided women and their children with a safe place to stay, food, clothing, and other living essentials. The shelters also provided legal, economical, and medical advocacy; counseling and support groups; parenting skills classes; and children's counseling. The four largest categories of participant placement assistance were (1) housing (first months' rent, rental deposits, and utility deposits), (2) transportation, (3) child care, and (4) car repairs.

Innovative Aspects

Project PRISM sites completed a coordinated effort to assemble a resource manual of all the other service providers with whom they work in the state. This exhaustive manual was available for case workers and others to use in referrals.

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Project PRISM emphasized self-esteem and empowerment of battered women. This emphasis led to a two-day focus on resume writing during the pre-employment workshop: many women had never had a resume and were uncertain of their skills and abilities. The resume writing portion of the workshop served to increase their self-esteem.

Partnering Phase

Project Prism sites met with JTPA staff around the state. JTPA providers were unaware of the JTHDP program and DOL's partnering requirement, so KDVA spent much of the partnering phase providing information and training regarding JTHDP and providing employment and training services to homeless persons. Although KDVA was able to establish written agreements with all the JTPA SDAs, SDAs reported that they had no money to provide slots for Project PRISM participants.

Transition Outlook

Six of the seven Project PRISM sites will continue to offer employment and training services. Because of the loss of JTHDP funding, however, sites will no longer be able to provide rent deposits, telephone hookup, school enrollment fees, and other cash assistance. Sites also had to curtail their training programs: some sites eliminated GED classes or specific training courses (such as computer training).

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$531,888	$1,331,243	$452,620
NUMBER OF PARTICIPANTS	371	737	412
COST PER PLACEMENT	$2,922	$3,708	$4,270
AVERAGE WAGE AT PLACEMENT	$4.40	$5.24	$5.36
% PARTICIPANTS PLACED	49%	49%	26%
13 WEEK RETENTION RATE	50%	57%	36%
AVERAGE WAGE AT 13 WEEKS	$4.96	$5.62	$5.46
NUMBER HOUSING UPGRADES	222	565	197

Project Director:	Doreen Fadus	**Contact Person:**	Doreen Fadus
Project Environment:	Urban	**Target Population:**	Men and women

Organizational Description

The Massachusetts Career Development Institute (MCDI), an accredited educational institution, has been providing literacy, adult education, and occupational training services to the residents of Hampden County since 1970. Services are targeted to individuals who are disadvantaged, unemployed, or dislocated workers. MCDI provides training to participants of several government training programs, including JTHDP, JTPA, JOBS, and the Department of Transitional Assistance Employment and Training program.

Project Description

MCDI recruited participants for its JTHDP program through staff visits to local shelters, soup kitchens, and program presentations. Homeless participants could take part in any of the occupational skills training courses offered by MCDI (homeless participants were not segregated into classes specifically for homeless trainees). These courses included: Graphics Communications, Clerical/Word Processing, Culinary Arts, Electronic Technologies, Manufacturing Technologies, Metal Fabrication, Nursing Assistant, Allied Health, Environmental Technician, Rehabilitation Aide, and Dietary/Nutrition Aide.

JTHDP participants could opt to participate in two other programs: the Pre-Employment and Training Program (PETP) or the Enjoyment While Seeking Employment Program (EWSE). PETP offered three weeks of job search classroom instruction with a concentration on interpersonal skills, positive thinking exercises, and motivational training. EWSE was an on-going emotional-social peer support group whose primary purpose was to improve motivational skills and coping abilities. In addition, MCDI provided an array of other job-related and supportive services to JTHDP participants, including case management; internships; work experience; part-time employment; tutorial services; on and off site ABE, ESL, and GED classes; mentorship program; incentive program that encouraged attendance in training; support group meetings; lunch and breakfast programs; counseling; health services; and day care in MCDI's own child care center.

By maintaining relationships with local housing providers, MCDI acquired priority status for JTHDP clients with a local shelter and the Springfield Housing Authority (for Section 8 vouchers). Housing advocates and landlords were placed on MCDI's Advisory Board. In addition, participants could earn a $500 housing stipend by completing 13 weeks of full-time employment. This stipend could be applied toward rent or a security deposit.

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Innovative Aspects

$\mathbf{M}$CDI's Inventive Incentive program provided incentives to homeless participants to attend courses regularly. With 80 percent attendance for one month, participants received an upgraded bus pass. With 90 percent attendance, they received the bus pass plus a $25 clothing stipend. Participants received the bus pass, clothing stipend, and a one month YWCA membership for 100 percent attendance. MCDI offered occupational skills training for JTHDP participants who wanted it, but for those who had pressing financial concerns or already had occupational skills, MCDI provided two job seeking programs (PETP and EWSE) to encourage participants and provide support. MCDI offered internships and part-time employment to build skills and provide needed wages for participants.

Partnering Phase

$\mathbf{D}$uring the partnering phase, MCDI provided technical assistance regarding serving the homeless to three SDAs: the Hampden County SDA, the Hampshire/Franklin SDA, and the Hartford, Connecticut SDA. In addition, the Hampden County SDA set aside slots for JTHDP participants, and both MCDI and SDA staff were designated to act as liaisons to facilitate the transition process. MCDI worked with the Hampden County SDA and state officials to set aside JTPA funds for intensive case management services for homeless participants.

Transition Outlook

$\mathbf{M}$CDI was one of three major grantees in Springfield to be selected by HUD to receive Supportive Housing funds. MCDI will operate a Homeless Education and Training Program with the HUD funds that will mirror JTHDP in almost all aspects of the program. There will be minimal interruption of services for participants.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$256,691	$863,377	$247,900
NUMBER OF PARTICIPANTS	117	900	119
COST PER PLACEMENT	$6,417	$4,151	$2,916
AVERAGE WAGE AT PLACEMENT	$6.67	$6.31	$7.27
% PARTICIPANTS PLACED	34%	23%	71%
13 WEEK RETENTION RATE	68%	64%	74%
AVERAGE WAGE AT 13 WEEKS	$6.91	$6.37	$7.74
NUMBER HOUSING UPGRADES	64	248	84

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Project Uplift
Greater Washington Boys and Girls Clubs
1320 Fenwick Lane, Suite 800
Silver Spring, Maryland 20910
(301) 587-7960

Project Director:	Evord Connor	**Contact Person:**	Evord Connor
Project Environment:	Urban	**Target Population:**	Men and women

Organizational Description

The Greater Washington Boys and Girls Clubs provides social services and recreational activities for low-income youth in the Washington, D.C. area.

Project Description

Project Uplift, the JTHDP program of the Greater Washington Boys and Girls Clubs, provided a comprehensive range of intervention services such as vocational skills training, educational remediation/GED, job readiness training, job placement, post-placement services, and housing assistance. Support services included day care, food, clothing, health care, HIV/AIDS education, drug and alcohol counseling, life skills workshops, and transitional housing. Participants were recruited from area shelters and social service agencies.

Occupational skills training was offered in two six-month training cycles in four areas: computer operations/word processing, food service operations, printing, and building maintenance and repair. The computer operations and building maintenance courses were offered on-site at Project Uplift's offices. The printing and food service operations courses included four days off-site training at local employers and one day of on-site classroom training. JTHDP participants could also access other training programs provided through local agency providers, nonprofit organizations, and the Prince George's County and Montgomery County PICs.

Adult basic education courses ran concurrently with vocational training courses, and participants received four hours instruction per week. The DC Public Schools Department of Adult and Community Education provided initial educational testing and the GED examination for participants. Project Uplift's job coach, in conjunction with the case managers, provided job readiness training. This training focused on work maturity skills, employability skills development, effective job search strategies, and job retention.

Innovative Aspects

Project Uplift's extensive training program allowed the program to offer on-the-job training through a variety of area employers. These training courses provided long-term (six months) vocational training that included practical as well as theoretical training in real work situations.

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Weekly one-on-one counseling sessions in addition to weekly group counseling sessions gave participants frequent access to case managers and time to discuss any issues that arose concerning training, work, self-sufficiency, or personal crises.

Partnering Phase

Project Uplift obtained cooperative agreements with two PICs in the State of Maryland: Prince George's County PIC and Montgomery County PIC. These agreements outlined interagency cooperation in referral, occupational skills training, on-the-job training, case management, and other services. Project Uplift helped develop coalitions of service providers and government agencies in both counties to meet and discuss services for the homeless. Both PICs provided funding for Project Uplift vocational/occupational training for JTHDP participants, and Project Uplift referred clients to the PICs for assessment and vocational training.

Transition Outlook

With loss of JTHDP funding, Project Uplift will terminate services to homeless persons.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$395,243	$1,353,696	$446,046
NUMBER OF PARTICIPANTS	128	394	123
COST PER PLACEMENT	$11,977	$8,155	$10,620
AVERAGE WAGE AT PLACEMENT	$6.00	$6.46	$6.96
% PARTICIPANTS PLACED	26%	42%	34%
13 WEEK RETENTION RATE	64%	63%	38%
AVERAGE WAGE AT 13 WEEKS	--	$6.95	$7.57
NUMBER HOUSING UPGRADES	14	114	22

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Organizational Description

The City of St. Paul Workforce Development Division (WDD) of the Department of Planning and Economic Development has oversight of employment and training programs including JTPA, JOBS, and JTHDP. This department also serves as the city workforce development agency.

Project Description

Project Decisions, the City of St. Paul's JTHDP program, served participants through a variety of contracted services. Project Decisions assigned case workers to participants but contracted out most other services. Catholic Charities and the St. Paul YWCA provided outreach and intake services as well as case management, assessment, job counseling, referral to training, support services, life skills training, job search assistance, job placement, housing placement, and follow-up. Other contractors (including Goodwill Industries, the Minnesota Job Service, and the St. Paul Housing Information Office) provided situational assessment, workplace behavior training, motivational training, job seeking skills training, job placement, job development, follow-up, housing counseling, housing advocacy and skill development, and housing placement assistance.

The case management organizations (Catholic Charities and YWCA) were responsible for organization and coordination of the resources of a variety of job training service providers. Participants had a number of training options provided by different organizations. Available training included: vocational training, work adjustment training, on-the-job training, life skills training, basic skills training, adult employability enhancement, and English as a Second Language. Contractors included JTPA contractors and the St. Paul Urban League which provided an adult employment competency training program.

Financial assistance for participants included assistance for housing escrow, clothing, transportation, and other items needed to stay in training and/or get and retain a job. Social services such as chemical dependency assessment, counseling, domestic abuse counseling, parenting assistance, and motivational and life skills training were also available.

Job development and placement combined the resources of JTHDP, JTPA, the Job Service, and the Vocational Rehabilitation system.

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Innovative Aspects

The close collaboration between JTHDP, JTPA, and JOBS in the St. Paul's Workforce Development Division allowed JTHDP participants to access a wide range of services. JTHDP participants were not segregated during training and were allowed to take vocational training courses through local community colleges and other schools along with non-homeless trainees.

Partnering Phase

Working with JTPA was not new for JTHDP program staff (both programs were administered by the City of St. Paul). During the partnering phase, Project Decisions staff provided technical assistance to JTPA staff on serving homeless persons. Technical assistance included policy meetings with JTPA and JOBS administrators and managers, as well as line staff training. As a result of the training, the relationship between JTHDP and JTPA was structured to enable easy access to JTPA for Project Decisions participants. Participants will receive priority for JTPA services.

Transition Outlook

With loss of JTHDP funding, Project Decisions terminated its services although the contracting organizations agreed to maintain internal services and to coordinate in the future.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$639,669	$1,567,549	$436,195
NUMBER OF PARTICIPANTS	317	766	190
COST PER PLACEMENT	$5,077	$4,570	$4,039
AVERAGE WAGE AT PLACEMENT	$6.74	$6.77	$6.85
% PARTICIPANTS PLACED	40%	45%	57%
13 WEEK RETENTION RATE	52%	58%	67%
AVERAGE WAGE AT 13 WEEKS	$6.88	$7.13	$8.22
NUMBER HOUSING UPGRADES	230	599	116

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Hennepin County Training and Employment Assistance Office
Hennepin County Bureau of Social Services
300 South 6th Street
Minneapolis, Minnesota 55487-0012
(612) 348-8912

Project Director: John McLaughlin **Contact Person:** John McLaughlin

Project Environment: Urban **Target Population:** Men and women

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Organizational Description

The Hennepin County Department of Training and Employment Assistance (Hennepin County) administers the Hennepin-Scott-Carver Service Delivery Area.

Project Description

Hennepin County's JTHDP program allowed homeless clients to access a range of training activities similar to that provided to JTPA participants. In addition, JTHDP participants received intensive case management and housing services provided through a contract with Catholic Charities. Hennepin County contracted with Catholic Charities to provide outreach, intake and assessment, case management, job development, adult basic education and literacy classes, and intensive follow-up services for JTHDP participants. Outreach occurred at Catholic Charities shelters and through case managers' contacts with other local shelters and homeless service providers.

Vocational training was available to participants through vocational technical colleges, community colleges, state universities, and private vocational schools licensed by the state. Classroom training included retail management, office technologies, certified nursing assistant, fashion merchandising, court reporting, and business. In addition, Hennepin County offered participants employment and training services including instruction in developing job leads, completing applications and resumes, interviewing skills, developing telephone skills, developing appropriate attitudes and job behaviors.

Participants took part in regular support group meetings led by a group facilitator. Topics of discussion included: the transition off of public assistance, challenges encountered at the workplace, financial management, finding housing, domestic violence, and chemical dependency. Hennepin County offered several topical support groups for JTHDP participants, including Parenting Group, Nutrition Group, Transitional Housing Group, and the Seven-Week Family Component Group (conflict resolution and relationship building).

Hennepin County had extensive housing linkages including emergency and transitional shelter available through Catholic Charities and other local shelter providers. Hennepin County also had linkages with permanent housing providers and reached agreements for JTHDP participants to receive priority placement in these permanent units.

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Innovative Aspects

Hennepin County's extensive support groups offered participants the opportunity to participate in groups that focused on specific topics of interest to them, such as parenting or housing.

Catholic Charities developed a relationship with a "foster family" program. JTHDP families were placed with sponsoring families who assisted them with family stabilization, mentoring, advocacy, and life skills training. While residing with the foster family, JTHDP participants continued to receive case management and employment and training resources.

Partnering Phase

Hennepin County, an SDA, partnered with the City of Minneapolis. The partnership included Hennepin County providing a screening process for the City and technical assistance that encouraged City JTPA service providers to overcome their fears of working with the homeless. Hennepin County established a referral service incorporating some features of the City's JTPA program and the intensive placement and post-placement services JTHDP provided.

Transition Outlook

With loss of JTHDP funding, the program terminated services.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$437,323	$1,496,275	$482,230
NUMBER OF PARTICIPANTS	442	1,080	379
COST PER PLACEMENT	$2,443	$3,197	$2,820
AVERAGE WAGE AT PLACEMENT	$5.68	$6.38	$7.10
% PARTICIPANTS PLACED	40%	43%	45%
13 WEEK RETENTION RATE	19%	62%	44%
AVERAGE WAGE AT 13 WEEKS	$5.73	$10.00	$7.54
NUMBER HOUSING UPGRADES	152	602	297

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Fountain House
425 West 47th Street
New York, New York 10036
(212) 582-0340

Project Director:	Tom Malamud	**Contact Person:**	**Tom Malamud**
Project Environment: Urban		**Target Population:**	Mentally ill homeless persons 16 years of age and older

Organizational Description

Fountain House (FH) provides housing, support services, transitional employment, case management, and other services to chronically mentally ill persons, including those with schizophrenia, manic-depressive disorder, and other psychoses. Clients are considered to be members of FH.

Project Description

Fountain House provides intensive housing and employment and training services to chronically mentally ill persons. Homeless JTHDP participants received the same services as other FH members, including housing, counseling, medical care, work experience, and training. Homeless persons with chronic mental illness were referred from local shelters to become members of FH. Once accepted, members received an orientation to FH services and a few days to settle in. Members were expected to participate in FH activities by joining one of the FH units and working several hours each day in the unit (units included research, horticultural, food/dining, transitional employment, beauty shop, and bank).

Working in the units allowed members to build job skills without the added stress of outside employment. Members often had never worked or had not worked for several years. Once the member and case workers agreed that he or she was ready for transitional employment, members were referred to the transitional employment unit. The transitional employment unit provided jobs for members in firms around New York City. One employer had been involved with FH for more than 30 years. Jobs generally involved working in company mail rooms and preparing mass mailings. FH provided training (including on-site training) and case management for workers, and FH guaranteed the placement -- if the member did not report to work, FH staff tilled in for the member to make sure the job was done.

FH had extensive housing resources. FH provided housing directly to 300 members and began a supported housing program to provide housing to 85 members through private landlords.

Innovative Aspects

FH built the work skills and work experience of a very hard-to-serve subgroup of the homeless population. Work within FH's units gave members a chance to build confidence. and skills before moving into the private sector. The transitional employment model allowed members to work in the

private sector while giving them the flexibility to change jobs ("recycling" jobs every six months). FH staff went the extra mile to develop relationships with employers. Providing guaranteed workers (even if FH staff have to fill in for an absent employee) and on-site training for workers gave employers the confidence to hire the mentally ill.

Partnering Phase

FH partnered with the New York City Department of Employment (DOE). FH provided technical assistance to DOE regarding effective approaches and strategies for accessing jobs and housing for homeless persons. DOE set aside 15 job training slots in DOE-sponsored programs for FH's JTHDP participants.

Transition Outlook

FH, an established program with more than 30 years experience serving mentally ill persons, will continue to provide transitional employment and other services to homeless and other mentally ill persons. Services will be provided with support from other funding streams.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$206,010	$710,620	$184,780
NUMBER OF PARTICIPANTS	128	566	180
COST PER PLACEMENT	$5,723	$8,666	$184,780
AVERAGE WAGE AT PLACEMENT	$5.08	$4.90	$6.00
% PARTICIPANTS PLACED	28%	14%	1%
13 WEEK RETENTION RATE	64%	73%	100%
AVERAGE WAGE AT 13 WEEKS	$5.75	$5.38	$7.00
NUMBER HOUSING UPGRADES	71	175	11

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New Leaf Program
Argus Community, Inc.
760 East 160th Street
Bronx, New York 10456
(708) 993-5300

Project Director:	Noelle Sherman	**Contact Person:**	Joel Birenbaum
Project Environment:	Urban	**Target Population:**	Single men or women with substance abuse and/or mental health problems

Organizational Description

Argus Community (Argus) is a residential Therapeutic Community for substance abusers and those with dual diagnoses of substance abuse and mental illness.

Project Description

Argus provides residents, including JTHDP participants, three core services: (a) substance abuse counseling and treatment, (b) housing, and (c) vocational training and employment services, including a JTPA training program for substance abuse counselors and JTHDP-funded work experience. Argus also provides basic literacy instruction and GED preparation, medical care, legal assistance and advocacy, and sheltered work experience. Residents are generally referred to Argus from the New York Department of Substance Abuse, psychiatric hospitals, courts, shelters, and other referral groups.

Argus' JTHDP vocational training program, New Leaf, provided employment and training services to both Argus residents and referrals from other residential treatment facilities. New Leaf had two phases: work experience and referral to occupational training. While participating in work experience, residents performed work assignments in sheltered work settings developed by Argus: a greenhouse, outdoor gardens, an herbal vinegar enterprise, and a copy shop. Argus offered work issues groups during which workers discussed problems that arose on the job. In addition, each work experience participant took part in Adkins Life Skills training, a program of ongoing classroom instruction which focuses on job readiness, dress, work-related behavior, writing resumes, and interviewing.

Following completion of the work experience phase, residents continued to receive support services, substance abuse counseling, case management, job counseling, and vocational planning. New Leaf also had an adult basic education program; residents in need of basic education enrolled during or after work experience. The program also provided remediation to residents with dyslexia, Attention Deficit Disorder, and other cognitive/perceptual/psychological disorders. When appropriate, participants were referred to occupational training, including that provided by JTPA. Argus itself operated a JTPA training program for substance abuse counselors. Several JTHDP participants have expressed interest in and been accepted into that training program.

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Innovative Aspects

Argus provided sheltered work experience to a very hard-to-serve subgroup of the homeless population. The New Leaf work experience program not only provided needed work experience for persons who may have never worked but was also an income-generating enterprise. Argus' profit-making enterprises provided income that was funneled back into Argus' services.

Partnering Phase

Argus partnered during this phase with the Department of Employment (DOE) of the City of New York, their SDA, and negotiated a formal cooperative agreement to implement the partnering phase. Meetings were held at both DOE's offices and at Argus to introduce staff to each of the organizations and the services they provide. New Leaf participants have been referred to JTPA, but JTPA training is often over-subscribed. New Leaf participants often request referral to Argus' JTPA training program for substance abusers, and several have been accepted into the program.

Transition Outlook

Argus applied for and received a grant from the HUD Supportive Housing Program to continue the New Leaf program with 105 slots. The funding level is reduced, however, and although New Leaf will provide the same services to clients, staffing was streamlined. In addition, New Leaf is focusing more on sales of products to try to replace lost revenue.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$138,085	$1,077,985	$328,840
NUMBER OF PARTICIPANTS	76	494	165
COST PER PLACEMENT	$34,521	$30,800	$54,807
AVERAGE WAGE AT PLACEMENT	$11.74	$0.00	$7.87
% PARTICIPANTS PLACED	5%	7%	4%
13 WEEK RETENTION RATE	100%	0%	67%
AVERAGE WAGE AT 13 WEEKS	$11.74	$0.00	$7.87
NUMBER HOUSING UPGRADES	76	44	9

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Employment Connections Program
Friends of the Homeless
924 East Main Street
Columbus, Ohio 43205
(614) 253-2770

Project Director:	Sue Hamann	**Contact Person:**	Sue Hamann
Project Environment:	Urban	**Target Population:**	Men, families, persons in recovery

Organizational Description

Friends of the Homeless (FOH) operates an emergency shelter for single men and transitional housing for families and persons in recovery.

Project Description

FOH provided case management, job readiness training, and job club activities to residents of its emergency and transitional shelters. Support services were also available including work clothing and meals while working. FOH emergency shelter residents self-referred for the Employment Connections Program (ECP) and signed up for intake on a shelter bulletin board. Residents of the emergency shelter could participate in either Job Club or Job Readiness classes. In the Job Club, participants looked for work, scanned the newspaper for jobs, and went to interviews using bus tokens provided by the program. In Job Readiness class, participants learned interview skills and discussed job interests.

In FOH's transitional housing program (for substance abusers and families) three levels of job training service were available: (a) Minimum level: Semi-skilled persons with no training needs received job search assistance; (b) Medium level: ECP provided subsidized rent for transitional housing in addition to its job club and job readiness classes; (c) Maximum level: Targeted to graduates of substance abuse recovery programs who have different employment needs than others, ECP attempted to provide supported employment in a nonpunitive environment. FOH began a program of having recovering addicts hired in groups by agencies familiar with their needs.

Case management provided by the JTHDP program was the only case management available to emergency shelter residents. Program participants received supportive services including transportation, clothing, haircuts at a local barber college, and use of shelter washers and dryers. ECP provided free lunches to working clients through vouchers with local restaurants or bag lunches provided by volunteers.

Innovative Aspects

FOH convened a Business Advisory Council; local business persons met monthly to advise FOH on its job training activities and suggest job openings.

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FOH developed a two-week orientation program for participants. The program included orientation, literacy assessment, and classroom training on self-esteem, decision-making, and conflict resolution in the first week. In the second week, classes in job readiness (resume-writing, how to contact employers) and life skills were taught. Following the classes, participants began self-directed job search with the aid of FOH's job developer.

Partnering Phase

FOH has a formal agreement with the only local PIC and sends TABE results and intake information to the PIC to circumvent duplications in intake between the two programs. The PIC, on its own initiative, asked for funds from the Governor's Discretionary Fund to designate the homeless as a particular displaced worker population. With the designation, the homeless are eligible for JTPA retraining services. FOH's role will be to find transitional housing for these trainees. Trainees must meet JTPA Title III eligibility criteria.

Transition Outlook

FOH secured additional funding to continue its employment program, though in a modified form. Through a collaboration with the local PIC (FOH's partner during the final phase of this demonstration), FOH will provide basic readjustment services (job counseling, readiness, and placement) and long-term training to homeless persons who qualify as dislocated workers under JTPA Title III.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$172,875	$743,465	$229,821
NUMBER OF PARTICIPANTS	308	696	140
COST PER PLACEMENT	$2,336	$3,085	$3,237
AVERAGE WAGE AT PLACEMENT	$5.00	$5.39	$6.04
% PARTICIPANTS PLACED	24%	35%	51%
13 WEEK RETENTION RATE	32%	48%	52%
AVERAGE WAGE AT 13 WEEKS	$5.28	$5.55	$6.47
NUMBER HOUSING UPGRADES	79	232	36

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Project Director:	Willie Glass	**Contact Person:**	Willie Glass
Project Environment:	Urban	**Target Population:**	Men and women

Organizational Description

Southeast Tennessee Private Industry Council (SETPIC) is the SDA and administers JTPA programs for the Chattanooga area.

Project Description

SETPIC's JTHDP program revolved around case management: the case manager was responsible for assessment, case management, instruction in job skills and job search techniques (such as resume writing and interviewing), job development, and referral for support services and housing. Case managers, then, were extremely knowledgeable about services available in Chattanooga and maintained extensive relationships with service providers in the area. SETPIC referred clients to a multiplicity of programs that provided support services, including drug counseling provided by the soup kitchen located in the same building as SETPIC, independent living skills classes, housing assistance, and health services. SETPIC provided several support services directly, including rental assistance, transportation, work equipment, and identification.

In addition to the comprehensive case management services provided to clients, SETPIC contracted with area vocational and occupational skills training providers for slots. SETPIC provided clients the same access to training programs as JTPA, and these programs included: truck driving school, certified nursing assistant training, on-site word processing and office skills training provided by SETPIC's JTPA program, and other training programs. SETPIC also referred clients to basic education and life skills training programs.

Clients were referred from local homeless service providers, particularly a local soup kitchen (on-site) that provides meals to most of the city's homeless population. A SETPIC case manager visited the soup kitchen once a day to meet with its clients and talk about the program. Clients also self-referred and could speak to a case manager without an appointment.

Innovative Aspects

SETPIC's JTHDP program provided extensive case management services to clients. Case managers maintained one-on-one relationships with clients and local service providers. The JTHDP program operated similarly to JTPA; clients were referred to local occupational skills training, and

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JTHDP paid for the training. This method provided a major advantage to clients: because they were not segregated in "homeless-only" classes, they didn't feel stigmatized and were able to build self-confidence.

Partnering Phase

S ETPIC partnered with Northeast Tennessee PIC located about 180 miles north of Chattanooga. SETPIC helped its partner SDA design and implement a plan for outreach and identification of the homeless. SETPIC provided training and technical assistance to its partner on serving the homeless, including client flow through services and needed support services (such as substance abuse treatment referral and housing). Staff from both SDAs made site visits, and the two SDAs attended conferences and workshops specifically related to issues of homelessness. As a result of the partnership, Northeast Tennessee PIC realized a 46 percent increase in the number of homeless persons served.

Transition Outlook

W ith the loss of JTHDP funding, SETPIC will no longer provide specialized services for the homeless but will continue to serve them as a hard-to-serve population under JTPA Title II-A.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$279,775	$876,127	$168,213
NUMBER OF PARTICIPANTS	339	677	153
COST PER PLACEMENT	$2,454	$4,172	$2,670
AVERAGE WAGE AT PLACEMENT	$4.74	$5.05	$5.61
% PARTICIPANTS PLACED	34%	31%	41%
13 WEEK RETENTION RATE	27%	62%	43%
AVERAGE WAGE AT 13 WEEKS	$5.28	$5.37	$5.93
NUMBER HOUSING UPGRADES	74	198	68

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Project Director:	Calvin Taylor	**Contact Person:**	Calvin Taylor/Lynn Plaza
Project Environment:	Urban	**Target Population:**	Homeless persons, including families and youth

Organizational Description

The Knoxville-Knox County Community Action Committee (CAC), a public agency, administers several programs including Head Start and JTPA.

Project Description

Homeward Bound (HB) was only one component of CAC's Office of Homeless Services. Other programs provide supportive services, housing, case management and life skills training, outpatient counseling and inpatient referrals for persons with substance abuse problems, and intense street outreach, literacy, and basic services. HB conducted no outreach of its own; referral came primarily from other Office of Homeless Services programs. HB case managers provided client assessment, referral to training programs, and follow-up services. HB served only those homeless persons who were ready to go into job training. Persons with mental health or substance abuse problems or basic skills deficits were referred to other Office of Homeless Services programs. High school diplomas were mandatory for training, and clients without them were enrolled in GED preparation as their first priority (provided on site and at two local shelters).

Clients were referred to three primary programs for vocational training: JTPA (provided 90 day objective assessment, stand alone job search, training in local community colleges, and a very competitive LPN training program), a union apprenticeship program (in the electrical and carpentry trades), and a local community college (certified nursing assistance and truck driving).

HB acquired several public housing apartments that it offered at low cost to HB participants who were in a training program or beginning work and had no credit history. HB also made arrangements with local shelters to extend stays for persons participating in long-term training.

Innovative Aspects

HB used the Memorandum of Understanding between HUD and DOL to its advantage and acquired six units of public housing (three and five bedroom units) that it could then rent to training participants. Rents were kept low to enable participants working part-time to afford them, and

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income from the units was used to pay the salary of a resident manager.

Partnering Phase

S ince the CAC operates both the JTHDP program Homeward Bound and JTPA, HB staff partnered with the JTPA staff in their own offices. Through technical assistance and meetings between program staff, HB taught JTPA staff the best methods of conducting intake and screening, assessing problematic behaviors, case management, and delivering services.

Transition Outlook

T he Homeward Bound program was only one of the programs administered by CAC's Homeless Services Unit. These programs are funded through a variety of federal and state sources and have the funding needed to continue providing employment and training services to the homeless. Homeless persons needing employment and training services will continue to be served through other Homeless Services Unit programs, and HB staff will be transferred to work for these programs.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$98,698	$505,137	$206,411
NUMBER OF PARTICIPANTS	231	1,051	80
COST PER PLACEMENT	$2,903	$2,255	$3,276
AVERAGE WAGE AT PLACEMENT	$4.31	$4.92	$5.18
% PARTICIPANTS PLACED	15%	21%	79%
13 WEEK RETENTION RATE	41%	81%	79%
AVERAGE WAGE AT 13 WEEKS	$4.59	$5.08	$5.51
NUMBER HOUSING UPGRADES	47	293	75

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Homeless Employment Program
Private Industry Council of Snohomish County
917 134th Street, SW, A-10
Everett, Washington 98204
(206) 743-9669

Project Director:	David Prince	**Contact Person:**	David Prince
Project Environment:	Urban, suburban, and rural	**Target Population:**	Men and women

Organizational Description

The Private Industry Council of Snohomish County (PICSC) administers the JTPA programs for Snohomish County.

Project Description

PICSC's JTHDP program, the Homeless Employment Program (HEP), contracted with a local transitional shelter called Housing Hope to provide many of its services. Housing Hope, along with its subcontractors, provided case managers and employment counselors, transitional housing, support services, screening, and assessment. All HEP clients were required to be living in transitional housing before they could enroll in the program.

Each participant was assigned to a housing case manager and an employment counselor. The housing case manager was responsible for providing ongoing case management, individual and family counseling, developing transitional and permanent housing, and referrals to community resources. The employment counselor was responsible for conducting assessments, assigning employment and training services, coordinating the work experience, pre-employment/life skills instruction, basic education and jobs skills training linkages, job development, placement, and retention services. Case managers worked to find permanent housing for all participants who completed at least 90 days of employment. Several programs were available in the community to assist with rent and security deposits, and HEP also had a rental assistance program for participants who retained employment.

HEP participants living at Housing Hope or one of its subcontractors were eligible for short-term mental health counseling through the county Community Block Grant Program. The short-term counseling addressed immediate problems, including marital, family, emotional, and financial issues. As part of the project, shelter staff received in-service training on mental health assessment.

Work experience (WEX) was the principal activity offered by HEP to provide further assessment, allow time for participants to stabilize themselves, and develop or re-instill work habits. WEX sites were developed by the employment counselor for their fit to client interest and abilities, location, and accessibility to public transportation. Participants were paid $4.25 per hour while in a WEX placement.

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Innovative Aspects

Participants were not recruited from the street or from emergency shelters; all participants were required to be in transitional housing. This requirement provided stability to the program. Work experience placements gave participants a chance to build job skills and learn "world of work" skills necessary to find and retain employment. The wages they received while in WEX helped stabilize their situations and provided needed financial assistance.

Partnering Phase

PICSC partnered with the Northwest Washington Private Industry Council (NWPIC). The partnering relationship began with two training sessions for NWPIC case managers. In the first session, PICSC shared background information and reports on JTHDP. In the second session, JTHDP program status, characteristics of the homeless population, use of JTPA assessment strategies, and mental health barriers for the homeless were discussed. Following these initial meetings, technical assistance continued through telephone contact.

Transition Outlook

With the loss of JTHDP funding, PICSC will no longer provide specialized services for the homeless but will continue to serve them as a hard-to-serve population under JTPA Title II-A.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$80,598	$444,968	$126,363
NUMBER OF PARTICIPANTS	35	132	25
COST PER PLACEMENT	$5,373	$12,360	$18,052
AVERAGE WAGE AT PLACEMENT	$5.85	$6.22	$10.28
% PARTICIPANTS PLACED	43%	27%	28%
13 WEEK RETENTION RATE	33%	42%	71%
AVERAGE WAGE AT 13 WEEKS	$6.18	$6.83	$8.65
NUMBER HOUSING UPGRADES	25	113	7

Project Director:	Renee Fellinger	**Contact Person:**	Renee Fellinger
Project Environment:	Urban	**Target Population:**	Men and women, with an emphasis on families and minorities

Organizational Description

The Seattle-King County Private Industry Council (SKPIC) administers the JTPA programs for the City of Seattle and surrounding King County.

Project Description

SKPIC used an extensive array of community linkages to provide servcies through its Homeless Initiatives Pilot Project (HIPP) to JTHDP participants. PIC staff managed the HIPP program, but most staff who worked with HIPP were attached to the individual partner/contractor agencies. The HIPP partner agencies were the YWCA Employment Service, the Homeless Employment Program of the state Employment Service (HEP), the Seattle Conservation Corps (SCC), and the Common Meals Food Service Training Project.

The Employment Service provided space and access for JTHDP clients to the full range of ES services, plus information and referral, a message room, job counselors, intensive job search, adult basic education, and support services. The City of Seattle initiated the Seattle Conservation Corps as a way for homeless people to acquire work experience while performing various tasks for the City. For HIPP, SCC provided job development and rent assistance for single adults. SCC was a full-time commitment, requiring four eight-hour work days per week, plus 3 hours a week in the SCC Learning Center and time for support groups and any necessary substance abuse treatment. The YWCA Employment Service provided training for women, with an emphasis on training that led toward higher-wage jobs, as well as transitional housing for men and women with children, an employment service listing jobs with more than 1,000 employers, and child care. Common Meals trained people to work in the food service industry, with an emphasis on industrial food service placements that offer a good chance for career advancement. The program offered three months of classroom training, hands-on training, and work experience in the Josephinum Cafe in downtown Seattle.

Innovative Aspects

Because of its extensive linkages, HIPP was able to serve a wide range of homeless persons. For example, the Employment Service programs were equipped to serve persons who were job

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ready, while SCC worked with persons who had basic skills deficiencies and needed more help. HIPP was one of the first homeless service providers in the country to offer its participants voice mail. With voice mail, homeless persons could contact employers and receive return phone calls without being stigmatized as homeless.

Partnering Phase

S KPIC partnered with The Private Industry Council (TPIC) in Oregon and provided technical assistance regarding mainstreaming homeless persons into JTPA programs. SKPIC contracted with one of the HIPP employment providers to coordinate the technical assistance and training with TPIC. SKPIC negotiated a formal contract with TPIC to: assess and determine staff needs for homeless service delivery, acquaint and revisit best practices and strategies for serving the homeless, provide staff with a one-day training seminar using the results of the contractor staff assessment and discussion with consultants to determine the content of the seminar, allow contractor staff to utilize identified resources and apply best practices and strategies with the City of Portland homeless strategy, and reassess contractor staff at the end of the project to determine next steps for continued community partnerships to develop plan for future involvement with homeless services providers and partners.

Transition Outlook

S KPIC received HUD Supportive Housing funds to continue their employment and training program for the homeless. Services to JTHDP participants will not be interrupted.

Selected Outcomes

	PHASE 2	PHASE 3	PHASE 4
EXPENDED GRANT	$595,000	$1,660,668	$495,309
NUMBER OF PARTICIPANTS	437	1,108	432
COST PER PLACEMENT	$3,500	$2,965	$2,126
AVERAGE WAGE AT PLACEMENT	$6.97	$7.40	$8.07
% PARTICIPANTS PLACED	39%	51%	54%
13 WEEK RETENTION RATE	43%	63%	61%
AVERAGE WAGE AT 13 WEEKS	$6.81	$7.52	$8.43
NUMBER HOUSING UPGRADES	223	833	346

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Bright Coups
American Indian Association of Tucson
Tucson Indian Center
131 E. Broadway
Tucson, Arizona 85702
(602) 884-7131

Project Director:	Hasha Cole	**Contact Person:**	Hasha Cole
Project Environment:	Urban, off reservation	**Target Population:**	Homeless American Indians

Organizational Description

The Tucson Indian Center (TIC) is a multi-service agency that has met the needs of urban Indians in the Tucson metropolitan area since 1963. TIC administers a JTPA program, and because of the specialized needs of urban Indians, TIC serves as its own sponsor and is independent of state or county JTPA programs.

Project Description

The purpose of TIC's Bright Coups program was to effectively identify, address and solve the specific complex of problems which result in homelessness for Tucson's urban American Indians. Because the primary problems underlying Indian homelessness are alcohol-related, substance abuse services were one of the more important directions of their homeless recovery strategy. Some of the Center's strongest linkages were in this area. Most of TIC's homeless clients were co-enrolled in the Bright Coups program and JTPA. JTPA funds provided the training and wage subsidy portions of the program while JTHDP provided the counseling and case management, housing, and other related homeless assistance. Services provided through linkages included: an extensive program of classroom vocational skills training, health care, emergency housing, transitional housing, domestic violence shelter, emergency food boxes, halfway house for recovering alcoholics, and outpatient treatment for substance abusers.

Bright Coups' case managers were responsible for case management of all clients, in addition to serving as counselors and assisting to formulate case plans, setting up relapse prevention plans, and making appropriate referrals for treatment. Case management plans were instituted to address the following areas: (1) housing, (2) education, (3) vocational skill training, (4) living skills, (5) mental health, (6) substance abuse treatment, (7) relapse prevention, (8) stress management, (9) wellness, (10) spirituality, (11) cultural values, (12) parenting, (13) orientation to the world of work, (14) work search, (15) and employment.

Innovative Aspects

Bright Coups' holistic approach to case management attempted to address the causes of homelessness for the American Indian population. By focusing on substance abuse treatment, Bright Coups worked to create long-term self-sufficiency for its participants.

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Partnering Phase

TIC partnered with the Phoenix Indian Center (PIC), an agency serving American Indians in Phoenix. Techical assistance provided to PIC centered on developing transitional housing and funding sources dedicated specifically to serving homeless Indians. TIC staff spent 24-48 hours per month working in Phoenix directly with PIC staff to assist them in establishing a program to serve the homeless. In addition, TIC gave a portion of its JTHDP budget, $10,000, as seed money for PIC's new homeless program.

Transition Outlook

JTHDP was only one of several funding sources available to TIC. TIC will continue to provide employment and training services to homeless American Indians through JTPA Title II-A.

Selected Outcomes[1]

	PHASE 3	PHASE 4
EXPENDED GRANT	$397,678	$112,230
NUMBER OF PARTICIPANTS	96	11
COST PER PLACEMENT	$10,197	$10,203
AVERAGE WAGE AT PLACEMENT	$5.16	$5.13
% PARTICIPANTS PLACED	41%	100%
13 WEEK RETENTION RATE	64%	73%
AVERAGE WAGE AT 13 WEEKS	5..30	$5.86
NUMBER HOUSING UPGRADES	66	11

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[1]Tucson Indian Center was not a JTHDP grantee during Phase 2, and therefore, there are no outcome data for that Phase.

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APPENDIX C:

OTHER SOURCES OF INFORMATION

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OTHER SOURCES OF INFORMATION

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APPENDIX D:

BACKGROUND ON THE GENERAL
CHARACTERISTICS OF HOMELESS INDIVIDUALS

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Table 2-1 Demographic Characteristics (weighted percentages)

	Men			Women		
	Single Men (N = 1042)	Men with Children (N = 28)	Other Men (N = 93)	Single Women (N = 240)	Women with Children (N = 264)	Other Women (N = 33)
Percentage of Sample	73%	1%	7%	9%	9%	2%
Race						
Black	40	42	24	47	56	29
Hispanic	9	0	15	7	22	0
White, not Hispanic	48	57	56	40	17	66
Other	2	1	5	6	5	6
	100	100	100	100	100	100
Age						
Under 25	12	24	16	21	28	31
25–34	31	16	47	29	47	37
35–44	26	43	22	24	22	31
45–64	29	17	15	25	3	0
65+	3	0	0	1	0	0
	100	100	100	100	100	100
Mean Age	39	36	34	37	30	31
Marital Status						
Currently married	7	56	18	9	18	64
Divorced/separated	31	10	14	37	27	3
Widowed	5	10	6	5	5	0
Never married	57	23	62	49	50	33
	100	100	100	100	100	100
Homeless Household Composition [a]						
Two-parent family	0	24	0	0	12	0
One-parent family	0	76	0	0	88	0
Married, no children	0	0	16	0	0	64
With other relatives	0	0	30	0	0	10
With nonrelatives	0	0	54	0	0	26
Alone	100	0	0	100	0	0
	100	100	100	100	100	100
Education Completed						
Grades 0–7	10	1	14	4	9	0
8–11	40	7	35	33	48	22
High school graduate	31	65	26	42	32	64
Some post-high school	14	27	14	16	8	6
College graduate	5	1	12	4	1	5
Some post-college	1	0	0	0	2	3
	100	100	100	100	100	100

Note: *N* refers to unweighted sample size. All percentages are based on weighted data. Percentages may not sum to 100 because of rounding.
[a] Respondents were coded as "with other relatives" only if no spouse or child was present; "with nonrelatives" was coded only if no relatives were present.

Source: Martha Burt, <u>Over the Edge: The Growth of Homelessness in the 1980s</u>, The Urban Institute Press, 1992.

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Table 2-2 Length of Homelessness and Joblessness (weighted percentages)

	Men			Women		
	Single Men (N = 1042)	Men with Children (N = 28)	Other Men (N = 93)	Single Women (N = 240)	Women with Children (N = 264)	Other Women (N = 33)
Length of Current Spell of Homelessness						
3 months or less	16%	17%	24%	35%	41%	43%
12 months or less	49	96	48	64	70	86
2 years or more	34	1	35	26	15	7
4 years or more	21	1	25	17	7	0
Mean number of months:	41	7	40	33	16	8
Percentage Currently Working at Steady Job[a]	5	39	4	4	10	9
Percentage Never Worked at Steady Job[a]	13	0	9	14	25	15
Length of Current Spell of Joblessness[b]						
3 months or less	9	6	7	12	11	12
12 months or less	39	58	30	46	35	50
2 years or more	47	40	47	43	51	21
4 years or more	33	2	38	31	37	21
Mean number of months	50	20	45	41	46	23

Note: *N* refers to unweighted sample size. All percentages are based on weighted data. Percentages may not sum to 100 due to rounding.
[a] A "steady job" was defined as three months or more with same employer.
[b] Includes only respondents who are not currently working but who have worked at a steady job at some time in the past. The variable measures the number of months since they last held a steady job.

Source: Martha Burt, <u>Over the Edge: The Growth of Homelessness in the 1980s</u>, The Urban Institute Press, 1992.

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Table 2-3 Income and Income Sources During 30 Days Before Interview (weighted percentages)

	Men			Women		
	Single Men (N = 1042)	Men with Children (N = 28)	Other Men (N = 93)	Single Women (N = 240)	Women with Children (N = 264)	Other Women (N = 33)
Percentage Getting Any Income From:[a]						
Working	22%	77%	49%	27%	15%	26%
AFDC	1	33	0	2	33	0
General Assistance	10	10	5	16	36	20
SSI	3	2	3	14	3	1
Family	7	8	15	13	4	9
Friends	7	8	8	11	5	5
Handouts	16	8	44	21	4	22
Mean Income Per Person	$144	$96	$64	$184	$121	$45
Percentage Getting Food Stamps Last Month	13	10	12	22	53	21
Average Food Stamp Benefit Per Person	$60	$59	$41	$62	$34	$60

Note: *N* refers to unweighted sample size. All percentages are based on weighted data. Percentages may not sum to 100 due to rounding.
[a]Percentages do not sum to 100; respondents named multiple sources, and table does not show several minor sources.

Source: Martha Burt, <u>Over the Edge: The Growth of Homelessness in the 1980s</u>, The Urban Institute Press, 1992.

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Table 2-4 Personal Problems (weighted percentages)

	Men			Women		
	Single Men (N = 1042)	Men with Children (N = 28)	Other Men (N = 93)	Single Women (N = 240)	Women with Children (N = 264)	Other Women (N = 33)
Percentage of Total Sample	73%	1%	7%	9%	9%	2%
History of:						
Mental hospitalization	19	38	19	27	8	8
Inpatient chemical dependency treatment	37	48	39	19	7	18
Neither	52	44	59	61	89	75
Either	40	26	23	31	8	24
Both	9	30	17	8	3	1
History of Time Served in						
Jail for 5+ days	60	43	64	23	15	20
State or federal prison	29	4	31	2	2	1
Neither	35	57	32	77	85	80
Either	40	39	42	21	13	20
Both	25	4	26	2	2	1
Percentage with No Institutional History	26	40	26	52	80	71
Percentage with History in Three or All Four Types of Institutions [a]	20	31	23	5	3	1
Other Mental Illness Indicators						
Percentage ever attempted suicide	20	22	27	27	14	13
Percentage above CES-D clinical cutoff [b]	48	56	44	46	59	40
Mean CES-D score [b]	16.9	18.3	15.6	15.8	17.4	14.0

Note: *N* refers to unweighted sample size. All percentages are based on weighted data. Percentages may not sum to 100 because of rounding.
[a] Mental hospitalization, chemical dependency inpatient treatment, jail, prison.
[b] Scale developed by NIMH Center for Epidemiological Studies to measure depression. Short (six-item) version used in this study.

Source: Martha Burt, Over the Edge: The Growth of Homelessness in the 1980s, The Urban Institute Press, 1992.

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APPENDIX E:

BACKGROUND ON THE CHARACTERISTICS
OF JTHDP PARTICIPANTS

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Technical Note

Data included in this appendix is from the Cooperative Client Information Program (CCIP), a client-level data system used by JTHDP sites to track JTHDP participants and their characteristics. The various forms used by sites to record information in the CCIP are shown following the table. The question number for each data item on the forms is shown in the first column of the table showing the frequencies.

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
	CCIP FORM 1		
B-1.	Age		
	Average:	33.3	
	Distribution:		
	<17	272	1%
	18-21	2504	9%
	22-34	13969	49%
	35-54	11267	39%
	55+	520	2%
	Subtotal	28532	100%
B-3.	Sex		
	Male	17962	63%
	Female	10655	37%
	Subtotal	28617	100%
B-4.	Race/Ethnicity		
	White	10439	36%
	Black/Non-Hispanic	15077	53%
	Asian/Pacific Islander	278	1%
	Hispanic	2002	7%
	Amer. Indian/Alaska Native	549	2%
	Other	260	1%
	Subtotal	28605	100%
B-5.	Veteran Status		
	Non-Disabled Veteran	5242	18%
	Disabled Veteran	440	2%
	Non-Veteran	22674	80%
	Subtotal	28356	100%
B-6.	Marital Status		
	Single	16595	58%
	Married	2818	10%
	Separated	3590	13%
	Divorced	5172	18%
	Widowed	370	1%
	Subtotal	28545	100%
B-7	Dependent Children		
	Yes	3801	29%
	No	9328	71%
	Subtotal	13129	100%
B-7	Number of Dependent Children		
	0	9328	71%
	1	1502	11%
	2	1205	9%
	3	658	5%
	4	253	2%
	5 or More	183	1%
	Subtotal	13129	100%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
B-8.	Education		
	Average:	11.6	
	Highest Grade Completed		
	6 or Less	448	2%
	7-11	10736	38%
	12 (High School)	10632	38%
	Some College	5282	19%
	Bachelor's	877	3%
	Post-Graduate	374	1%
	Subtotal	28349	100%
B-9.	Educational Certificate		
	High School Diploma	7891	51%
	GED	2880	18%
	Trade/Vocat. Certificate	2509	16%
	Associate Degree	656	4%
	College Degree	509	3%
	Advanced Degree	354	2%
	Subtotal	15574	100%
	Educational Certificate		
	None	5220	35%
	H.S. Diploma/GED	8430	57%
	Post H.S. Degree	1084	7%
	Subtotal	14734	100%
C-1.	Housing Status Night Before Intake		
	Street	2216	8%
	Shelter	13388	47%
	Friends/Relatives	5638	20%
	Transitional	5035	18%
	Other	2248	8%
	Subtotal	28525	100%
C-2.	Weeks Homeless Past Year		
	Average:	22.0	
	Distribution (# of Weeks)		
	0	152	1%
	1-9	5339	39%
	10-19	2071	15%
	20-29	1728	13%
	30-39	699	5%
	40-49	518	4%
	50-52	3138	23%
	Subtotal	13645	100%
C-3.	Total Months of Homeless (Lifetime)		
	Average:	10.1	
	Distribution (# of Months):		
	<1	7824	28%
	1-3	7484	27%
	4-6	3576	13%
	7-12	3788	14%
	13-24	2527	9%
	25-48	1360	5%
	>48	1297	5%
	Subtotal	27856	100%

Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
	CCIP FORM 2		
B-1.	Employment Status at Time of JTHDP Intake		
	Employed (Full- or Part-Time)	2348	10%
	Unemployed	7036	75%
	Not in the Labor Force	1435	15%
	Subtotal	22710	100%
B-2.	Has Client Ever Worked for Pay?		
	Yes	22064	97%
	No	638	3%
	Subtotal	22702	100%
B-3.	Hrs. Worked Week Before Intake (All Jobs)		
	Average:	3.3	
	Distribution (Hours):		
	0	18300	88%
	1-9	328	2%
	10-19	422	2%
	20-29	558	3%
	30-39	466	2%
	40+	830	4%
	Subtotal	20904	100%
B-5.	Client's Current or Most Recent Hourly Wage		
	Average:	$6.37	
	Distribution:		
	$3.99 or Less	1471	8%
	$4.00-$5.99	9036	48%
	$6.00-$7.99	4560	24%
	$8.00-$9.99	1781	9%
	$10.00-14.99	1430	8%
	$15.00 or More	516	3%
	Subtotal	18794	100%
B-6	Client's Current or Most Recent Occupation		
	Managerial	274	2%
	Professional	402	3%
	Technical or Related Support	517	4%
	Marketing or Sales	789	6%
	Office or Clerical	1240	10%
	Craft Worker	572	5%
	Operative	692	5%
	Laborer	3534	28%
	Service Worker	4040	32%
	Other	619	5%
	Subtotal	12695	100%
B-7.	# of Weeks Unemployed or Not in the Labor		
	Force During Past 26 Weeks Before Intake		
	Average:	17.2	
	Distribution		
	0	2877	11%
	1-9	4598	17%
	10-19	4276	16%
	20-25	3136	12%
	26	11693	44%
	Subtotal	26580	100%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
B-8.	Client's Gross Earnings Over the Six Months		
	Preceeding JTHDP Intake		
	Average:	$1,187	
	Distribution:		
	$0	10645	53%
	$1-$999	2869	14%
	$1000-$1999	2043	10%
	$2000-$2999	1473	7%
	$3000-$4999	1720	9%
	$5000-$7499	773	4%
	$7500-$9999	231	1%
	$10,000+	149	1%
	Subtotal	19903	100%
C-1.	Sources of Income or In-kind Benefits in		
	the Past Six Months		
	Wage Income	8533	38%
	State/Local General Assistance	4750	21%
	Food Stamps	9414	42%
	Unemployment Insurance Compensation (UI)	1095	5%
	Supplemental Security Income (SSI)	937	4%
	Social Security	272	1%
	Social Security Disability Income (SSDI)	437	2%
	VA Compens./Pension	149	1%
	AFDC	2573	11%
	Other	2517	11%
	Subtotal	22628	100%
C-2.	Length of Time Receiving AFDC		
	1-3 Months	564	22%
	4-6 Months	324	13%
	7-12 Months	349	14%
	13-24 Months	364	14%
	25 Months to 5 Years	486	19%
	More than 5 Years	438	17%
	Subtotal	2525	100%
D-1.	Health Insurance Status at Intake		
	None	14197	64%
	Medicaid	3886	18%
	Medicare	637	3%
	Private Health Ins.	779	4%
	Other	2529	11%
	Subtotal	22028	100%

Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
E-1.	Reason for Homelessness (Identified by		
	Client or Case Manager)		
	Job Loss/Lack of Work	8290	60%
	Eviction/Unable to Pay Rent	4211	30%
	Runaway/Transient	954	7%
	Lack of Affordable Housing	5199	38%
	Illness - Personal or Family	1001	7%
	Mental Illness	1046	8%
	Alcohol Abuse	3829	28%
	Drug Abuse	3995	29%
	Termination of Public Assistance	688	5%
	Physical Disability	647	5%
	Divorce/Termination of Personal Relationship	2845	21%
	Released from Prison	1375	10%
	Released from Mental Institution	193	1%
	Relocated for Improved Job Market	2311	17%
	Other	2134	15%
	Subtotal	13843	100%
F-1.	Obstacles to Employment (Identified by		
	Client or Case Manager)		
	Lack of Day Care	1027	11%
	Displaced Homemaker	421	4%
	Pregnancy	160	2%
	Older Worker (Age 55 or Older)	186	2%
	Alcohol Abuse	2107	22%
	Drug Abuse	2107	22%
	Physical Disability	586	6%
	Mental Illness	626	7%
	Abusive Family Situation	1182	13%
	Illness - Personal or Family	468	5%
	Lack of Transportation	5905	63%
	Dislocated Worker/Outdated Skills	1273	14%
	Minimal Work History	3210	34%
	School Dropout	2071	22%
	Lack of Training/Vocational Skills	4462	48%
	Limited Language Proficiency/Limited English	460	5%
	Reading/Math Skills Below 7th Grade	1087	12%
	Lack of Identification	1351	14%
	Lack of Proper Clothing	3020	32%
	Ex-Offender	1347	14%
	Limited Social Skills	759	8%
	Learning Disability	334	4%
	Other Obstacles	1289	14%
	Subtotal	9385	100%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
	CCIP FORM 3		
B-9.	Wage at Initial Job Placement		
	Average:	$6.12	
	$3.99 or Less	208	2%
	$4.00-$5.99	5566	52%
	$6.00-$7.99	3338	31%
	$8.00-$9.99	885	8%
	$10.00-14.99	530	5%
	$15.00 or More	105	1%
	Subtotal	10632	100%
B-10.	Number of Hours Client Will Work Per Week		
	on Initial Job Placement		
	Average:		
	Distribution (Hours):		
	1-9	53	1%
	10-19	188	3%
	20-29	811	12%
	30-39	1132	17%
	40+	4546	68%
	Subtotal	6730	100%
B-11.	Client's Occupation at Initial Job Placement		
	Managerial	137	1%
	Professional	273	3%
	Technical or Related Support	415	4%
	Marketing or Sales	724	7%
	Office or Clerical	1024	10%
	Craft Worker	575	5%
	Operative	610	6%
	Laborer	2891	27%
	Service Worker	3690	35%
	Other	312	3%
	Subtotal	10651	100%
C-1.	Health Insurance Status at Initial Job Placement		
	None	3068	66%
	Medicaid	476	10%
	Medicare	31	1%
	Private Health Ins.	581	13%
	Other	485	10%
	Subtotal	4641	100%
D-1.	Housing Situation at Initial Job Placement		
	Street	126	2%
	Shelter	2211	33%
	Institutionalized	57	1%
	Friends/Relatives	1067	16%
	Transitional Housing	2197	33%
	Subsidized Permanent Housing	259	4%
	Unsubsidized Permanent Housing	623	9%
	Other	143	2%
	Subtotal	6683	100%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
	CCIP FORM 4		
B-1.	# of Weeks Employed - During 13 Weeks		
	Average:	10.6	
	Distribution:		
	1	150	3%
	2	128	2%
	3	143	3%
	4	216	4%
	5	106	2%
	6	125	2%
	7	82	2%
	8	164	3%
	9	116	2%
	10	177	3%
	11	103	2%
	12	122	2%
	13	3627	69%
	Subtotal	5259	100%
B-2.	Employment Status at 13 Weeks		
	Employed (Full- or Part-time)	4029	75%
	Unemployed	1078	20%
	Not in the Labor Force	230	4%
	Subtotal	5337	100%
B-3.	Number of Jobs Held During the First 13 Weeks		
	1	2540	90%
	2	246	9%
	3	26	1%
	4+	7	0%
	Subtotal	2819	100%
B-4.	Number of Hours Worked During 13th Week		
	(at all Jobs)		
	Average:		
	Distribution:		
	1-9	21	1%
	10-19	51	2%
	20-29	284	10%
	30-39	416	15%
	40+	1960	72%
	Subtotal	2732	100%
B-5.	Weekly Earnings During 13th Week		
	Average:		
	Distribution:		
	0	34	1%
	1-99	128	5%
	100-199	735	26%
	200-299	1277	46%
	300-399	379	14%
	400-499	143	5%
	500+	85	3%
	Subtotal	2781	100%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
B-6.	Client is Employed by the Same Employer		
	During the 13th Week		
	Yes	2194	78%
	No	601	22%
	Subtotal	2795	100%
B-7.	Reason the Client Left the Intial Job Placement		
	Terminated	83	14%
	Quit	325	54%
	Laid Off	124	21%
	Don't Know	65	11%
	Subtotal	597	100%
C-9.	Hourly Wage at 13 Weeks on Primary Job		
	Average:	$6.39	
	$3.99 or Less	50	1.0%
	$4.00-$5.99	2352	45.0%
	$6.00-$7.99	1920	36.8%
	$8.00-$9.99	541	10.4%
	$10.00-14.99	314	6.0%
	$15.00 or More	45	0.9%
	Subtotal	5222	100.0%
C-10	Number of Hours Worked at the Primary Job		
	Average:		
	Distribution:		
	1-9	28	1%
	10-19	76	2%
	20-29	374	10%
	30-39	568	15%
	40+	2754	72%
	Subtotal	3800	100%
C-11	Type of Job at 13 Weeks		
	Official	76	1.5%
	Professional	169	3.4%
	Technical	215	4.3%
	Sales	337	6.8%
	Office	557	11.2%
	Craft	303	6.1%
	Operative	314	6.3%
	Laborers	1039	20.9%
	Service	1798	36.2%
	Other	154	3.1%
	Subtotal	4962	100.0%
D-1.	Type of Health Insurance at 13th Week		
	None	1623	60.6%
	Medicaid	200	7.5%
	Medicare	17	0.6%
	Private Health Insurance (Through Job)	602	22.5%
	Private Health Insurance (Other Source)	66	2.5%
	Other	169	6.3%
	Subtotal	2677	100.0%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
E-1.	Client's Housing Situation at 13th Week		
	Street	16	0%
	Shelter	269	7%
	Institutionalized	9	0%
	Friends/Relatives	476	13%
	Transitional Housing	949	26%
	Subsidized Permanent Housing	262	7%
	Unsubsidized Permanent Housing	1550	42%
	Other	162	4%
	Subtotal	3693	100%
	CCIP FORM 5		
B.	Training Services		
	Remedial	3135	22.6%
	Job Search Assistance	10229	73.6%
	Job Counseling	9674	69.6%
	Work Experience	1757	12.6%
	On-the-Job Training	555	4.0%
	Vocational/Occupational Training	2900	20.9%
	Other	2181	15.7%
	Subtotal	13893	100.0%
C.	Support Services		
	Transportation	10572	76.1%
	Food/Meals	7884	56.7%
	Personal Needs	6746	48.6%
	Clothing/Work Equipment	6616	47.6%
	Money Management/Bugdeting	4475	32.2%
	Self-Esteem/Motivation/Attitude Development	7707	55.5%
	Independent Living/Life Skills	4919	35.4%
	Drug Abuse Treatment/Counseling	3294	23.7%
	Alcohol Abuse Treatment/Counseling	3085	22.2%
	Mental Health Treatment/Counseling	1523	11.0%
	Other Health Services	2357	17.0%
	Day Care	925	6.7%
	Advocacy	3210	23.1%
	Other	2668	19.2%
	Subtotal	13893	100.0%
D.	Housing Services		
	Emergency Housing Assistance	3458	24.9%
	Transitional Housing Placement	2560	18.4%
	Permanent Housing Placement	2248	16.2%
	Security Deposits/Rent Assistance	1700	12.2%
	Assistance with Furnishings/Moving	919	6.6%
	Housing Assistance Counseling	4976	35.8%
	Other	1502	10.8%
	Subtotal	13893	100.0%
E.	Placement and Postplacement Services		
	Job Development	5279	38.0%
	Direct Placement	4073	29.3%
	Supported/Sheltered Employment	163	1.2%
	Training After Placement	402	2.9%
	Postplacement Follow-up Services	3855	27.7%
	Self-Help Support Groups	1548	11.1%
	Mentoring	1975	14.2%
	Other	1309	9.4%
	Subtotal	13893	100.0%

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Q.#	CLIENT CHARACTERISTICS	NUMBER	PERCENT
G-2.	Employment Status at Termination		
	Employed (Full- or Part-time)	4091	29%
	Unemployed	2799	20%
	Not in Labor Force	1158	8%
	Unknown	5845	42%
	Subtotal	13893	100%
G-3.	Client's Housing Status at Exit		
	Street	248	3%
	Shelter	1201	15%
	Institution	209	3%
	Friends/Relatives	1420	17%
	Transitional Housing	1395	17%
	Subsidized Permenant Housing	845	10%
	Unsubsidized Permanent Housing	2571	31%
	Other	326	4%
	Subtotal	8215	100%
G-4.	Total Hours of Training		
	Average:		
	Distribution:		
	0	335	4%
	1-24	3079	37%
	25-49	1613	20%
	50-74	551	7%
	75-99	349	4%
	100-149	591	7%
	150-199	329	4%
	200-299	607	7%
	300-399	238	3%
	400-499	215	3%
	500+	352	4%
	Subtotal	8259	100%

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FORM 1: JTHDP CLIENT INTAKE CHECKLIST

A. CLIENT IDENTIFIERS/BACKGROUND

A-1. JTHDP Project: _____

A-2. Client ID: _____

A-3. Last Name: _____

A-4. First Name: _____ A-5. MI: ____

A-6. Intake Date (MM/DD/YY): ____/____/____

A-7. Case Manager: _____

B. CLIENT DEMOGRAPHICS

B-1. Birthdate (MM/DD/YY): ____/____/____

B-2. Last 4-Digits of Soc. Sec. # (SSN): _____

B-3. Sex: ____ 1. Male ____ 2. Female

B-4. Race/Ethnic Group:
___ 1. White/Non-Hispanic
___ 2. Black/Non-Hispanic
___ 3. Asian/Pacific Islander
___ 4. Hispanic
___ 5. American Indian/Alaska Native
___ 6. Other:_____

B-5. Veteran Status:
___ 1. Non-disabled Veteran
___ 2. Disabled Veteran
___ 3. Non-veteran

B-6. Current Marital Status:
___ 1. Single (Never Married)
___ 2. Married
___ 3. Separated
___ 4. Divorced
___ 5. Widowed

B-7. During the past six months, how many of the client's children (age 18 or younger) have resided with the client for at least half the time?
_____ # of Children Under Age 6
_____ # of Children Age 6 or Older

B-8. Education (Highest Grade Completed): _____

B-9. Educational Certificate Attained:
[Check all that apply.]
___ 1. High School Diploma
___ 2. GED
___ 3. Certificate from Trade/Vocational School
___ 4. Associate's Degree
___ 5. College Degree
___ 6. Advanced Degree

C. CLIENT'S HOUSING CONDITION

C-1. Where did the client stay last night?
___ 1. Street
___ 2. Shelter
___ 3. Institution
___ 4. Friends/Relatives
___ 5. Transitional Housing
___ 6. Subsidized Permanent Housing
___ 7. Unsubsidized Permanent Housing
___ 8. Other_____

C-2. During the past year, how many weeks has the client been homeless?
_____ Weeks (Out of 52 Weeks)

C-3. In total, how long has the client been homeless?
_____Years _____Months _____Weeks

Form completed by: _____

Date completed (MM/DD/YY): ____/____/____

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FORM 2: JTHDP CLIENT ENROLLMENT CHECKLIST

A. CLIENT IDENTIFIERS/BACKGROUND

A-1. JTHDP Project: _____

A-2. Client ID: _____

A-3. Last Name: _____

A-4. First Name: _____ A-5. MI: ____

A-6. Case Manager: _____

A-7. Re-enrollment:
___ 1. Yes (from Previous Grant Year)
___ 2. Yes (from Current Grant Year)
___ 3. No

A-8. Carryover from Previous Grant Year:
___ 1. Yes
___ 2. No

B. LABOR MARKET EXPERIENCE

B-1. At the time of intake to JTHDP was the client:
___ 1. Employed (Full- or Part-time)
___ 2. Unemployed
___ 3. Not in the Labor Force

B-2. Has the client ever worked for pay?
___ 1. Yes
___ 2. No [Go to Question C-1-->]

B-3. How many hours in the past week did the client work at all jobs?
_____ Hours

B-4. When did the client last hold a full-time job (30 hours or more) for pay (note: if currently employed leave End Date blank)?
Begin Date (MM/YY): _____/_____
End Date (MM/YY): _____/_____

B-5. What is the client's current or most recent hourly wage within the past year?
$_____ Per Hour

B-6. What is the client's current or most recent occupation?
___ 1. Managerial
___ 2. Professional
___ 3. Technician or Related Support
___ 4. Marketing or Sales
___ 5. Office or Clerical
___ 6. Craft Worker
___ 7. Operative
___ 8. Laborer
___ 9. Service Worker
___ 10. Other

B-7. During the past six months (26 weeks), approximately how many weeks was the client unemployed or not in the labor force?
_____ Weeks

B-8. What were the client's gross earnings over the last six months?
$_____ Earnings (Past 6 Months)

C. SOURCES OF INCOME/SUPPORT

C-1. Has the client received any of the following sources of income or in-kind benefits in the past six months? [Check all that apply.]
___ 1. Wage Income
___ 2. State or Local General Assistance
___ 3. Food Stamps
___ 4. Unemployment Insurance Compens. (UI)
___ 5. Supplemental Security Income (SSI)
___ 6. Social Security
___ 7. Social Security Disability Income (SSDI)
___ 8. Veterans' Admin. Compensation/Pension
___ 9. AFDC
___ 10. Other:_____
[If AFDC is checked, go to Question C-2; otherwise skip to Question D-1-->]

C-2. How long has this client received AFDC in his/her own name?
___ 1. 1-3 months
___ 2. 4-6 months
___ 3. 7-12 months
___ 4. 13-24 months
___ 5. 25 months - 5 years
___ 6. More than 5 years

D. HEALTH INSURANCE STATUS

D-1. What is the client's health insurance status (at the time of intake)? [Check all that apply.]
___ 1. None
___ 2. Medicaid
___ 3. Medicare
___ 4. Private Health Insurance Obtained Through Client's Job
___ 5. Private Health Insurance Obtained Through Another Source
___ 6. Other:_____

[Go to Question E-1, on Page 2 of the Enrollment Form-->]

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Client ID: _____ Client Last Name, First Initial: _____

E. REASONS FOR HOMELESSNESS

E-1. What event(s) occurred that caused the client to become homeless? [Check all that apply in the opinion of the client (CL) or case manager (CM).]

CL	CM	Reason for Homelessness
__	__	1. None
__	__	2. Job Loss/Lack of Work
__	__	3. Eviction/Unable to Pay Rent
__	__	4. Runaway/Transient
__	__	5. Lack of Affordable Housing
__	__	6. Abusive Family Situation
__	__	7. Illness - Personal or Family
__	__	8. Mental Illness
__	__	9. Alcohol Abuse
__	__	10. Drug Abuse
__	__	11. Termination of Public Assistance
__	__	12. Physical Disability
__	__	13. Divorce; Termination of Personal Relationship
__	__	14. Housing Condemned/Sold/Converted
__	__	15. Released from Prison
__	__	16. Released from Mental Health Institution
__	__	17. Relocated for Improved Job Market
__	__	18. Other:_____

F. OBSTACLES TO EMPLOYMENT

F-1. Please indicate any obstacles to employment for the client. [Check all that apply in the opinion of the client (CL) or case manager (CM).]

CL	CM	Obstacle to Employment
__	__	1. No Obstacles
__	__	2. Lack of Day Care
__	__	3. Displaced Homemaker
__	__	4. Pregnancy
__	__	5. Older Worker (age 55 or older)
__	__	6. Alcohol Abuse
__	__	7. Drug Abuse
__	__	8. Physical Disability
__	__	9. Mental Illness
__	__	10. Abusive Family Situation
__	__	11. Illness - Personal or Family
__	__	12. Lack of Transportation
__	__	13. Dislocated Worker/Outdated Skills
__	__	14. Minimal Work History
__	__	15. School Dropout
__	__	16. Lack of Training/Vocational Skills
__	__	17. Limited Language Proficiency/Limited English
__	__	18. Reading/Math Skills Below Seventh Grade Level
__	__	19. Lack of Identification
__	__	20. Lack of Proper Clothing
__	__	21. Ex-offender
__	__	22. Limited Social Skills
__	__	23. Learning Disability
__	__	24. Other:_____

G. DATE OF ENROLLMENT

G-1. What was the date that the client first received a training service from JTHDP? [Note: Client is not to be enrolled if he/she does not receive a training service - See Instructions]

Enrollment Date (MM/DD/YY): ____/____/____

Form completed by: _____

Date completed (MM/DD/YY): ____/____/____

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FORM 3: INITIAL JTHDP JOB PLACEMENT

A. CLIENT IDENTIFIERS/BACKGROUND

A-1. JTHDP Project: _____

A-2. Client ID: _____

A-3. Last Name: _____

A-4. First Name: _____ A-5. MI: ____

B. EMPLOYMENT INFORMATION

B-1. Employer: _____

B-2. Address: _____

B-3. City: _____

B-4. State: _____ B-5. Zip:_____

B-6. Employer's Telephone #: _____

B-7. Contact Person: _____

B-8. Start Date (MM/DD/YY): _____/_____/_____

B-9. Starting Hourly Wage: $_____

B-10. Hours Per Week: _____

B-11. Current Occupation:
___ 1. Managerial
___ 2. Professional
___ 3. Technician or Related Support
___ 4. Marketing or Sales
___ 5. Office or Clerical
___ 6. Craft Worker
___ 7. Operative
___ 8. Laborer
___ 9. Service Worker
___ 10. Other

C. HEALTH INSURANCE STATUS

C-1. What is the client's health insurance status (at the time of initial job placement)? [Check all that apply.]
___ 1. None
___ 2. Medicaid
___ 3. Medicare
___ 4. Private Health Insurance Obtained Through Client's Job
___ 5. Private Health Insurance Obtained Through Another Source
___ 6. Other:_____

D. HOUSING SITUATION

D-1. What is the client's housing situation (at the time of initial job placement)?
___ 1. Street
___ 2. Shelter
___ 3. Institutionalized
___ 4. Friends/Relatives
___ 5. Transitional Housing
___ 6. Subsidized Permanent Housing
___ 7. Unsubsidized Permanent Housing
___ 8. Other_____

E. CLIENT'S ADDRESS AND TELEPHONE NUMBER

E-1. Address: _____

E-2. City: _____

E-3. State: _____ E-4. Zip _____

E-5. Home Telephone #:_____

E-6. Work Telephone #: _____

F. NAME AND TELEPHONE NUMBER OF RELATIVE

F-1. Name:_____

F-2. Telephone #: _____

G. FRIEND OR OTHER SOCIAL CONTACT

G-1. Name:_____

G-2. Telephone #: _____

Form completed by: _____

Date completed (MM/DD/YY): _____/_____/_____

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FORM 4: JTHDP 13-WEEK FOLLOW-UP ON INITIAL JOB PLACEMENT

A. CLIENT IDENTIFIERS/BACKGROUND

A-1. JTHDP Project: _____

A-2. Client ID: _____

A-3. Last Name: _____

A-4. First Name: _____ A-5. MI: ____

A-6. If unable to obtain information from either the client or employer at 13 weeks, please check: ____

B. RECENT EMPLOYMENT EXPERIENCE

B-1. During the last 13 weeks, approximately how many weeks has the client been regularly employed either full- or part-time?
_____ Weeks

B-2. During the 13th week after initial job placement was the client:
___ 1. Employed (Full- or Part-time)
___ 2. Unemployed
___ 3. Not in the Labor Force

B-3. During the 13th week, how many jobs did the client hold?
_____ Number of Jobs Held

B-4. During the 13th week, how many hours was the client working in all jobs?
_____ Hours

B-5. During the 13th week, what was the client's gross (before tax) weekly earnings from all jobs (including wages, tips, bonuses and overtime)?
$_____ Weekly Earnings

B-6. Is the client employed by the same employer that JTHDP placed the client with 13 weeks ago?
___ 1. Yes [Go to Question C-1-->]
___ 2. No [Go to Question B-7-->]

B-7. Why did the client leave the initial JTHDP job placement?
___ 1. Terminated/Fired
___ 2. Quit
___ 3. Laid Off
___ 4. Don't Know

C. EMPLOYMENT INFORMATION - Provide data on job held during 13th week after initial job placement from which the client had the most earnings. If not employed leave blank.

C-1. Employer: _____

C-2. Address: _____

C-3. City: _____

C-4. State:_____ C-5. Zip:_____

C-6. Employer's Telephone #:_____

C-7. Contact Person: _____

C-8. Start Date (MM\DD\YY): _____/_____/_____

C-9. Hourly Wage: $_____

C-10. Hours Per Week: _____

C-11. Occupation Code:
___ 1. Official or Managerial
___ 2. Professional
___ 3. Technician or Related Support
___ 4. Marketing or Sales
___ 5. Office or Clerical
___ 6. Craft Worker
___ 7. Operative
___ 8. Laborer
___ 9. Service Worker
___ 10. Other

D. HEALTH INSURANCE STATUS

D-1. What is the client's health insurance status (at 13 weeks after initial job placement)? [Check all that apply.]
___ 1. None
___ 2. Medicaid
___ 3. Medicare
___ 4. Private Health Insurance Obtained Through Client's Job
___ 5. Private Health Insurance Obtained Through Another Source
___ 6. Other:_____

E. HOUSING SITUATION

E-1. What is the client's housing situation (at 13 weeks after initial job placement)?
___ 1. Street
___ 2. Shelter
___ 3. Institutionalized
___ 4. Friends/Relatives
___ 5. Transitional Housing
___ 6. Subsidized Permanent Housing
___ 7. Unsubsidized Permanent Housing
___ 8. Other_____

Form completed by:_____
Date completed (MM/DD/YY):_____/_____/_____

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FORM 5: JTHDP SUMMARY OF SERVICES AND TERMINATION CHECKLIST

A. CLIENT IDENTIFIERS/BACKGROUND

A-1. JTHDP Project: _____

A-2. Client ID: _____

A-3. Last Name: _____

A-4. First Name: _____ A-5. MI: ___

[Note: In Sections B-F, mark an "X" next to each of the services received or outcomes achieved by the client during the reporting period.]

B. TRAINING SERVICES
___ 1. Remedial Educ./Basic Skills/Literacy
___ 2. Job Search Ass't/Job Preparation Training
___ 3. Job Counseling
___ 4. Work Experience/Transit. Employment
___ 5. On-the-Job Training (OJT)
___ 6. Vocational/Occupational Skills Training
___ 7. Other:_____

C. SUPPORT SERVICES
___ 1. Transportation
___ 2. Food/Meals
___ 3. Personal Needs
___ 4. Clothing/Work Equipment
___ 5. Money Management/Budgeting
___ 6. Self-Esteem/Motivation/Attitude Development
___ 7. Independent Living/Life Skills
___ 8. Drug Abuse Treatment/Counseling
___ 9. Alcohol Abuse Treatment/Counseling
___ 10. Mental Health Treatment/Counseling
___ 11. Other Health Services
___ 12. Day Care
___ 13. Advocacy
___ 14. Other:_____

D. HOUSING SERVICES
___ 1. Emergency Housing Assistance
___ 2. Transitional Housing Placement
___ 3. Permanent Housing Placement
___ 4. Security Deposits/Rent Assistance
___ 5. Assistance with Furnishings/Moving
___ 6. Housing Assistance Counseling
___ 7. Other:_____

E. PLACEMENT AND POSTPLACEMENT SERVICES
___ 1. Job Development
___ 2. Direct Placement
___ 3. Supported/Sheltered Employment
___ 4. Training After Placement
___ 5. Postplacement Follow-up Services
___ 6. Self-Help Support Groups
___ 7. Mentoring
___ 8. Other:_____

F. OTHER POSITIVE CLIENT OUTCOMES
___ 1. Completed Remedial/Basic Education/Literacy Training
___ 2. Completed GED/High School
___ 3. Completed Vocat./Occupation Training
___ 4. Completed Work Experience/Transitional Employment
___ 5. Continued Sheltered/Supported Employment
___ 6. Completed OJT
___ 7. Completed Independent Living/Life Skills Instruction
___ 8. Obtained Govt. Entitlements (SSI, etc.)
___ 9. Other:_____

G. CLIENT TERMINATION INFORMATION [COMPLETE ONLY IF CLIENT TERMINATES FROM JTHDP]

G-1. Client Date of Termination from JTHDP (MM/DD/YY):

___/___/___

G-2. At the time of termination from JTHDP was the client:
___ 1. Employed (Full- or Part-time)
___ 2. Unemployed
___ 3. Not in the Labor Force
___ 4. Unknown

G-3. What was the client's housing situation (at the time of termination from the program)?
___ 1. Street
___ 2. Shelter
___ 3. Institution
___ 4. Friends/Relatives
___ 5. Transitional Housing
___ 6. Subsidized Permanent Housing
___ 7. Unsubsidized Permanent Housing
___ 8. Other_____
___ 9. Unknown

G-4. In total, how many hours of training services did the client receive between the date of enrollment and termination?
_____ Hours of Training

Form completed by: _____

Date completed (MM/DD/YY): _____/_____/_____

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APPENDIX F:

MATERIALS FROM A
JTHDP JOB SEARCH WORKSHOP

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1

TELEPHONE TECHNIQUE

(1) Good Morning (afternoon). May I please have the name of the person who does the hiring? (Jot down the name).

(2) My name is_____
To whom am I speaking, please? (Jot down the name.)

(3) Mr./Ms. _____, may I please
speak to Mr./Ms.

_____

(4) Hello Mr./Ms. (person doing the hiring). My name is _____ and
I am calling to see if you have a job for a qualified _____

(5) If there is an opening, and you are asked questions regarding experience, transportation, etc., answer the questions briefly and offer appointment times for an interview.

Example: (Experience)
I have one year experience. Would 9 o'clock or 10 o'clock be more convenient for an interview?

Example: (Transportation)
Do you have your own transportation?
I have _____. Would 10:30 or 11:15 be more convenient for an interview?

End conversation with: My name is _____ and I will be
at your place promptly at _____ (whether time was set).

(6) (If there was not an opening): Would you know of anyone hiring a qualified
_____ at this time?

(If "no" again): Would it be okay Mr./Ms. _____ if I call
back in the near future to see if the situation has changed?

(7) Thank you very much. It's certainly been a pleasure talking with you.

F-1

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JOB SEARCH DAILY LEADS FORM

VOCATIONAL CHOICES:
1. _____
2. _____
3. _____

CLIENT NAME _____ DATE _____

Company Name _____ Source _____

Position _____ Vocational Choice _____

Contact Person _____ His/Her Position _____

Address _____ Telephone# _____

Action Taken _____

RESULT _____

Company Name _____ Source _____

Position _____ Vocational Choice _____

Contact Person _____ His/Her Position _____

Address _____ Telephone# _____

Action Taken _____

RESULT _____

Company Name _____ Source _____

Position _____ Vocational Choice _____

Contact Person _____ His/Her Position _____

Address _____ Telephone# _____

Action Taken _____

RESULT _____

LEAVING_____ ANTICIPATED RETURN _____ JOB DEVELOPER'S INITIALS _____

ACTUAL RETURN _____ JOB DEVELOPER'S SIGNATURE _____

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PLACEMENT INFORMATION

Name: _____   Social Security # _____

Address: _____   Telephone # _____

Job Title: _____   Start Date: _____

Employer: _____   Telephone # _____

Address: _____

Supervisor: _____   Wage: _____

Health Insurance: _____ None _____ ACCESS _____ Employment _____ Private _____ Other _____

Number of Hours/Week: _____   DOT: _____   SIC: _____

Employment Classification:

___ Top Vocational Choice ___ Choice #1 ___ Choice #2 ___ Non-related Vocation ___ Under-employed

Occupation:

___ (1) Managerial ___ (2) Professional ___ (3) Technician/Related ___ (4) Marketing/Sales

___ (5) Office/Clerical ___ (6) Craft Worker ___ (7) Operative ___ (8) Laborer

___ (9) Service Worker ___ (10) Other _____

Training Placement: ___ OJT/End Date _____   Training/End Date _____

Verified By: _____

PLACEMENT FOLLOW-UP

20 Day Due: _____   20 Day Done: _____   By _____   With _____

    Working? Y N   Wage: _____   Not willing to verify by phone _____   Sent letter on: _____

    Shelter at 20 days _____   Comments: _____

60 Day Due: _____   60 Day Done: _____   By _____   With _____

    Working? Y N   Wage: _____   Not willing to verify by phone _____   Sent letter on: _____

    Shelter at 60 days _____   Comments: _____

90 Day Due: _____   90 Day Done: _____   By _____   With _____

    Working? Y N   Wage: _____   Not willing to verify by phone _____   Sent letter on: _____

    Shelter at 90 days _____   Comments: _____

    Total Number of Days Worked: _____   As of: _____

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25 QUESTIONS

1. How long could you stay with our firm?

2. What is your outstanding strength?

3. What is your opinion of the last company you worked for?

4. Would you object to working for a woman supervisor?

5. What are your three biggest accomplishments so far?

6. Why should we hire you?

7. Why do you want to work for us?

8. What is your greatest weakness?

9. Can you manage people?

10. How well do you work under pressure and deadlines?

11. How do you feel about people from minority groups?

12. Tell me about yourself.

13. Do you consider yourself dependable? Why?

14. What interests you the most about the position available?

15. Why did you leave your last job?

16. What kind of salary are you worth?

17. What do you think of your last boss?

18. What is your long-range goal?

19. What is your short-term goal?

20. What interests you least about the position available?

21. What did you like least about your previous job?

22. How would you describe your own personality?

23. How long will it take you to learn your job?

24. What do your subordinates or fellow workers think of you?

25. Are you satisfied with the salary this position pays?

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"Start Here"
by Shirley Sloan Fader

FIELDING TOUGH QUESTIONS

Here's what job interviewers ask and what they really want to know about you.

Have you ever noticed the two different types of TV talk-show guests? One type works so hard: He sits there concentrating on the interviewer's questions, then struggles to come up with entertaining replies. Often he flounders so pitifully that it's a relief when the host cuts away for an ad.

The other kind of guest may not be more intelligent, yet this person seems relaxed, and no matter what questions are lobbed at her, she's ready with an interesting response. She
makes both the interviewer and you, the viewer, feel comfortable.

At a job interview your goal is the same -- to look relaxed and make the interviewer feel comfortable and glad to be with you. With that atmosphere you can go far toward convincing the job interviewer that you will fit the job and the company. Without that atmosphere, you may have excellent job skills but make the interviewer feel tense and anxious to "switch guests" to another applicant.

How do the relaxed TV guests manage it? They use a technique that you can use in your job interview. They come prepared with ideas, anecdotes, information. No matter what the question, they turn it to suit their prepared answers. When a troublesome question is asked, they say something like "Yes, well, that's certainly important. It brings to mind ....." And off they go on some predetermined topic they feel competent to discuss.

At a job interview you can't flout and ignore questions, but like the organized TV guest you can turn difficult queries toward answers you've prepared.

You won't be spouting memorized precise replies. You've prepared in the sense that you've thought through answers to the kinds of questions you can expect in an interview. By having answers for those questions, you'll be able to handle the unexpected ones.

Take the typical interview query, "Why are you interested in this job?" Prepare your reply and you're ready for any variation such as: "What do you think you can contribute here?" "What makes you think this job (organization) is right for you?" and even for a shocker like, "What makes you think you're so wonderful that we should hire you over all the others?"

For all these questions and their other permutations, your basic, "Why are you interested in the job?" answer applied. (You'll state your prime reasons, with extra subsidiary reasons in reserve in case they keep asking the questions from many angles.) For the shocker question, you can extricate yourself as the expert TV guest and on into your pleasant, prepared response.

Say you think you're competent, not "wonderful." You're the candidate for the job because.... And there you are -- back in the territory of your prepared ideas for why you're well-qualified for the position.

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THE NINE QUESTIONS THEY LIKE TO ASK

In the August 1984 "Start Here" column we discussed pre-interview research of the organization, job, people. Without it no amount of quick thinking will be sufficient. You won't have the necessary basic information to build your answers on. So, assuming you've done your homework, here are some of the most frequently asked job interview questions and answers interviewers are probably looking for.

1. What is your experience?

Really means: Tell me what you know and what you've done in previous jobs that will be useful in handling this job.

Everyone has a range of experience and knowledge. The approach here is to build on your preliminary research and stress the details of your experience that match the job's major needs.

A woman who applied at her local community college to teach evening-session accounting course ignored this basic rule. She missed out on a job she could have had. Taking the "What is your experience?" question literally, she loaded the interviewer with her in-depth accounting experience. She realized to late that she had positioned herself in the interviewer's mind as "accounting" and "not right for the Introduction to Business course we need." By emphasizing other details of her experience, she could have positioned herself with total honesty as "exactly right" for the business course.

You'll also want to touch on all parts of your experience that seem necessary for the job. As you do, be alert for the follow-up questions. When the interviewer asks, "what do you mean you've had client experience?" that's a hot clue. You're on to something important in the prospective job.

Before launching into your answer, try pinpointing the target precisely by reversing the questions. "What kind of client work is a problem in this job?" When the interviewer tells you he or she has difficulty getting clients to supply project information on time, you have your answer. You'll dwell on your excellent record of retaining difficult clients while keeping them prompt, cooperative and content.

"What is your experience?" is an extremely valuable question for you. As soon as you tie your abilities to high-priority needs of the position, you become a top candidate.

2. Why are you interested in this job?

Really means: If I hire you, will you be able to manage the problems involved.
Again, draw on your research and your common-sense understanding of what a job like this requires. A general reply that you're interested in challenge and accomplishment and believe this job will allow you to "contribute" is empty and unconvincing. Zero in on how you can contribute to the specific problems and goals.

One young woman who applied for a coveted advertising agency position as assistant to an account supervisor was offered the job after successfully answering only two questions at her job interview.

For this particular position, there previously had been a two-week parade of applicants who didn't get the job.

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The woman who was hired answered the why-are-you-interested-in-this-job question with, "I'm interested in this job because I want to learn and become an ad executive. This is a medium-sized agency where I think I'll be exposed to a wider range of responsibilities than I would at a large agency. Considering the accounts you have, such as .... (she named some accounts she'd learned in her research), I think I'd learn a great deal working here." For the first question about her experience, she had mentioned how her college degree would be of value to the employer: "..... gives me the training to handle the problems and decisions you'd expect of me."

She had also used a value-to-the-employer response when describing her quality office skills .... "for the tremendous amount of routine paperwork I know goes with that kind of position."

Her new boss says, "By then I knew she could handle all the parts of the job and that she understood exactly what her work days would be like. I didn't need to know any more. I hired her."

3. Tell me about yourself.

Really means: Tell me what you can do for this company and how well you'll fit in here if we hire you.

What image and skills do you need for this job? If it's a sales rep job, you concentrate on previous sales experience and personal characteristics that fit the job: "Even when I sold part-time when I was in school, I enjoyed developing strategies that would move the product faster." "I enjoy the back-and-forth pressures that go with selling." Talk about how you met and surpassed your sales quota.

In any job, basic traits that are always useful to mention include, "I'm very healthy; rarely miss a day," and "I work well with a wide variety of people." Instead of an unbroken list of self-described talents, vary it with quotes from others: "My bosses always tell me I'm quick to learn/a very hard worker/good at delegating."

For traits that are extremely important to the job, be ready with some brief examples. Claiming to be good at solving human-relations problems, for example, becomes much more convincing when you add, "My boss asked me to analyze our high turnover. I did and recommended remedies that were adopted. Turnover dropped 60%."

Be cautious about admitting that you're not good at something. What you consider below par may be a level of competence that the interviewer would have considered adequate.

4. What is your greatest strength? Variation: What parts of your last jobs did you most enjoy?

Really means: Are you good at any of the things we have a problem with and are important to this job?

Again, through your research and through listening to the interviewer's reactions as you proceed, you should have an idea of what the company needs.

Perhaps you've learned that the previous person in the job was fired for being disorganized. The interviewer is going to be impressed when you explain you're a very organized person who seems to find it easy to keep your own work and subordinates' work accurate and on schedule.

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5. **What is your greatest weakness? Variation: What kinds of things have you been criticized for in previous jobs?**

Really means: Don't tell me you're perfect. I won't believe it.

Do not confess your real problems. Choose a "weakness" or criticism that really is a strength that is need for the job under discussion. Does the job require you to spend six hours a day on the phone? Confess you find it difficult to lock yourself away all day with paperwork but never seem to tire with job tasks that involve communicating with others.

Confess you have a "thing" about promptness in getting your assignments done on time. Admit that you're sometimes kidded for getting so involved in what you're doing you forget to take your coffee break.

6. **Why do you want to change jobs?**

Really means: Now I'm going to find out what kinds of trouble we can expect from you if we hire you.

Sometime this is an easy question. Your company has been absorbed or gone out of business. Or the company is family-owned and no further promotions are open to outsiders. Say so. The interviewer will understand. When there are touchy problems, never bad-mouth. It boomerangs and makes you look like a troublemaker. Interviewers tend to identify with your past employer and will be put off by your complaints of impossible bosses and wretched working conditions -- even if they're documented and true.

Disguise the sensitive difficulties of your present job in positive language. If the job is a stupid, repetitive, dead-end position, say you've learned all that is possible from it and are looking for a chance to apply your abilities to greater challenges. Use the same reply to cover a situation where you're leaving because your boss is a foul-mouthed tyrant. If appropriate in the context of your conversation, move from a sanitized version of what's wrong with your present employment to what attracts you to this job. Sometimes the truth is there's nothing very wrong with your present situation. It's just that this job seems better because .... and you're back again to "Why do you want this job?"

7. **What kinds of personal crisis have forced you to miss work days?**

Really means: This often is an attempt to circumvent the equal-opportunity law that forbids questions about marital status and children.

Don't fall into the trap. Mention some one-time crisis not related to your children. Use something personal such as the day your tooth-filling fell out and you had to take two hours off to go to the dentist.

You are under no obligation to say whether you are married, single, divorced, or if you have children. But since they're probing, if you can give them a positive reply, do so.

If it's true, you can say that you have no children and no plans to have any in the near future. If you have children, you might want to answer the unmasked questions by explaining that you've had an excellent child-care arrangement for years.

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8. What are your interests outside of work?

Really means: Will your leisure activities embarrass us or interfere with you giving us your best?

Choose the parts of your life the interviewer wants to hear about. This is not the place to say you spend every free moment building a network of political cronies in hopes of a political appointment. The interviewer instantly will visualize you on the phone building your network on company time. Neither is it the time to confess that wilderness mountain climbing is your most compelling leisure activity. The potential employer will see six figure medical benefits health bills in case of a mishap. Describe the interests that enhance your value to the company -- you're active in the park redevelopment fund where you're on friendly terms with several of their good customers. At the very least, keep to something neutral such as you swim regularly to keep fit.

9. What salary do you expect?

Really means: Let's see if we can get you at rates favorable to us? Also: Am I wasting my time interviewing someone who wants a salary far beyond what we're going to pay?

Ideally, you'll respond to this question only after you've received a job offer. Lacking the ideal, put it off as long as possible.

If possible, have the interviewer suggest a salary. You always can negotiate for a very different amount if the suggestion is unacceptable.

Parry it with the reply that you need to explore the responsibilities and opportunities of the job before you can know what salary to expect. The more committed the employer is to wanting you when you come to salary, the more flexibility there will be. Whereas a too-high salary request early in your discussion might have killed the interview, a high request after the job offer is made will produce a sincere discussion.

By prying a salary figure from the interviewer you are saved from asking for less than the company expected to pay.

WHAT CAN YOU DO FOR THEM?

If you go back over the real meaning of each question, you'll see a common denominator. On the surface each question appears to be about you. In truth, each question is an attempt to discover what you can do for the employer. For an organization that is contemplating putting its responsibilities in your hands while paying you a salary, it's a reasonable attitude.

Whatever the question, take a moment to think, "In the area they're asking about, what part of my life would be most useful to them?" Discuss that part. You'll be giving the interviewers what they're seeking. Consequently, soon they will give you what you're seeking: an offer of a good job.

Q: WHY DO YOU WANT TO WORK HERE?

Twenty-one good answers to help you master even the most grueling employment interview.

by Theodore Pettus

Most job hunters make two devastating mistakes when they are being questioned in an interview. First, they fail to listen to the question. They proceed to annoy the interviewer by giving out a lot of superfluous information.

Second, and more important, they attempt to answer questions with virtually no preparation. The glibbest person on earth, even the most skilled debater, cannot answer questions off the cuff without damaging his or her chances of success.

Theodore Pettus acquired his interviewing expertise at some of New York's best advertising agencies. He is now a free lance writer. This article is excerpted from One to One: Winning the Hiring Decision, Copyright 1979 Focus Press, Box 895, 1990 Broadway, New York, N.Y. 10023. It will be published by Random House.

What follows are a number of questions that various surveys have indicated are asked most often, regardless of the job classification. Study them closely, develop strong responses, and your candidacy will receive prime consideration.

1. "**Why do you want to work here**?" Because you have done homework on the company, you know exactly why you want to work here. All you must do is organize your reasons into several short, hard-hitting sentences. "Your management is farsighted enough to reinvest the company's profits so that soon you will be the leader in the category."

2. "**Why should I hire you**?" The interviewer asking this question does not want a lengthy regurgitation of your resume. She is not yet asking for a barrage of facts and figures. She is interested in testing your poise and confidence. Give her a short, generalized summary. "I have the qualifications to do the job that has to be done and my track record proves it." Or, "I know that this is the job for me and that I will be successful."

3. "**What interests you most about this position?**" Give a truthful, one- or two-word answer like, "the future." "The challenge." "The competitiveness." "The environment." This response will force the employer to ask you to explain, giving you yet another opportunity to demonstrate your profound knowledge of the company.

4. "**Would you like to have your boss's job?**" By all means, "Yes!" Ambitious, hungry people are always preferred over those willing to settle for a safe routine. If you sense this answer threatens your interviewer's security, you might add, "When I am judged qualified," or "Should an opening develop in several years."

5. "**Are you willing to go where the company sends you?**" Obviously this is being asked because they have every intention of shipping you off. If you answer, "No", you will probably not get hired. If you answer "Yes", understand that once you are a trusted employee you may be able to exert the necessary leverage to avoid the less desirable out-of-town assignment.

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6. "**What kind of decisions are most difficult for you?**" Be human and admit that not everything comes easily. But be careful what you do admit. "I find it difficult to decide which of two good men (women) must be let go." "It is difficult for me to have to tell a client that he is running his business badly."

7. "**How do you feel about your progress to date?**" Never apologize for yourself. "I think I've done well, but I need new challenges and opportunities." This is a good time to drop hero stories. "No one in my company has advanced as fast as I have." " I think you'll agree, I've accomplished quite a bit in the last five years."

8. "**How long will you stay with the company?**" A reasonable response might be, "As long as I can continue to learn and grow in my field."

9. "**Have you done the best work of which you are capable?**" This is best answered with some degree of self-effacement. "I wold be lying to you if I told you I was perfect, but I have tackled every assignment with all my energy and talents." Or: "I am sure there were times when I could have worked harder, or longer, but over the years I've tried to do my best and I believe I have succeeded."

10. "**What would you like to be doing five years from now?**" To answer this question, make sure you know exactly what can and cannot be achieved by the ideal candidate... If you see yourself at another company or in another department of the company you are presently interviewing with, tread lightly. You can't afford to tell your interviewer that you believe you'll be more successful than she is.

11. "**What training/qualifications do you have for a job like this?**" Deliver a short, fact-filled summary of the two or three most important qualifications you have. "I have a background in accounting. I've demonstrated proven selling skills. I'm capable of handling several projects simultaneously."

12. "**Why do you want to change jobs?**" This is one of the first questions interviewers ask. Be sure you are ready to answer it satisfactorily. If you're currently in a dead-end position, locked out of advancement opportunities, explain this. The interviewer will understand. If your job has become a routine, void of learning experiences, she'll accept that. If you feel your present employer is losing ground to competition, through no fault of your own, she'll accept that too.

13. "**Why do you want to change your field of work?**" Before your interview spend one hour and organize these reasons into a written statement. Memorize this to deliver it, because you will certainly be asked. Your explanation should include:

> A. How your previous work experience will contribute to your new career.
> B. What excites you most about this new field.
> C. How you came to make this career change decision.

14. "**Why were you out of work for so long?**" If there is a gap in your resume you must be prepared to explain what you were doing in that period. Until you have satisfied your interviewer's curiosity, you will not get hired. If you were fired and have spent the last year looking for a job without success, you will understand an employer's reluctance to hire you. If, on the other hand, you explain what you have learned or accomplished during this hiatus, she will warm to your candidacy. For example, "I have taken several courses to strengthen my skills in ... " or, "I used this period to re-examine my goals and have reached this conclusion ..." The interviewer must have a positive explanation.

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15. **"Why have you changed jobs so frequently?"** This question is crucial. In fact, an unsatisfactory answer to this one is among the reasons why applicants fail to get the jobs they want. You must convince your interviewer that your job-hopping days are over. If you feel you made a mistake leaving previous jobs tell her so, while at the same time reminding her that your job performance was never in question. She'll appreciate your candor. If something in your personal or business life has recently changed and would affect your stability in the future, come right out with the facts. She'll be anxious to hear.

16. **"Have you ever hired or fired anyone?"** You are being asked this question for two important reasons. First, to determine whether you are capable or performing these duties. Second, to determine if the pervious experience you have described was at a high enough level to include hiring/firing. You must make a considerable effort to convince the interviewer that you are capable of performing in this area.

17. **"How have you helped sales/profits/cost reductions?"** Have your hero stories ready and be willing to prove that you have made significant contributions in one or more of these basic areas. Again, keep your explanations short and try to include specific dollar amounts.

18. **"Why aren't you earning more at your age?"** This question, a current favorite, can frighten the wits out of an unsuspecting applicant. One of the following suggested responses should cover your situation: "I have been willing to sacrifice short-term earnings because I felt that I was gaining valuable experience." "I have received (been promised) company stock (or other benefits) in lieu of an increase in salary." "I have been reluctant to gain a reputation as a job-hopper, preferring instead to build my career on solid, long-term achievement."

19. **"How many people have you supervised?"** Similar to the "hired or fired" question, the interviewer is trying to determine the depth of your experience. Be careful not to exaggerate.

20. **"What are the reasons for your success?"** It is best to keep this answer very general, permitting your interviewer to probe more deeply if she wishes. Offer a short list of positive character traits that describe you. "I like to work hard." Or "I get along will all kinds of people and I know how to listen." Or "I pay close attention to details. I know how to watch costs and I can keep difficult customers smiling."

21. **"What kind of experience do you have for this job?"** Summarize four or five key areas of experience which you could bring to your new job. Demonstrate to the interviewer specifically how each one helps solve her problems. For example, "My experience in new product introductions will be very helpful to your entire marketing effort." "My industrial design background will strengthen your sales force capability in dealing with large clients."

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I NEED TO HIRE SOMEONE WHO IS ....

Remember the old saying, "You really don't know someone until you walk a mile in his moccasins?" Let's walk a mile in a typical employer's moccasins for a while.

Pretend that you are the owner of a hardware store. You and your spouse worked very hard for 15 years to buy the store, and now the business is growing and prospering. In fact, you're getting so busy that you need to hire another salesperson.

There are many reasons why the store is doing so well, but the biggest one is repeat business. Customers like the store and the service they get, so they come back again and again. The customers especially like the fast and courteous service that your employees give them. Everyone in the store always seems friendly and helpful. You know that you have a good crew, and that your employees work well together as a team. But a while back you had some trouble.

You hired a man named Dennis, and he just didn't seem to fit in. He argued with you when you asked him to stock some shelves, and he didn't get along well with the customers or the other employees. Finally, after you spent a lot of time training him, he quits. So you have been burned and don't want that to happen again.

Because you're so busy, you don't really want to spend time training someone, so you'd like to find someone with hardware store experience. But if you could find just the right person, someone you could train quickly, you would be willing to hire him or her.

That "right person" would also have to be an early riser, because your store fills up the minute you open. Your customers like to get started on a job early in the day, so they stop by your store to pick up supplies beforehand. Things get pretty hectic in the mornings and on Saturdays, and sometime three or four customers will be waiting for service. This is one reason that you're hiring another employee. (Actually, you could probably use two.)

Many of the customers are do-it-yourselfers, so they often ask your employees for advice. Many have commented that your employees are always willing to spend time to find the right answer to a question. You feel that this is one reason they keep coming back to your store.

You conduct an inventory twice a year. During the last inventory, Dennis was there, and he miscounted many items. You and the other employees had to stay late to re-do the inventory. This made you angry, because it cost you extra wages and you missed your spouse's dinner. You sure don't want another employee like Dennis.

Besides that, the inventory showed some items missing, including a circular saw and an expensive electric drill. You're not positive, but you haven't missed any items since Dennis left, so you think he might be the culprit. So now you're sitting in the back room of the store at your desk, thinking about the kind of person you want to hire.

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APPENDIX G:

EXAMPLE JTHDP HOUSING ASSISTANCE PLAN

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HOUSING ASSISTANCE PLAN
CITY OF WATERBURY DEPARTMENT OF EMPLOYMENT,
EDUCATION AND GRANTS ADMINISTRATION

This appendix presents the housing assistance plan of one JTHDP demonstration program

and is intended to give readers a sense of the actual steps involved in designing a housing services

strategy for homeless employment and training participants. Your agency's particular steps,

linkages, and strategies will, of course, be determined by your program's needs and your

community's available resources.

The Waterbury, Connecticut, JTHDP program -- Employment and Training Opportunities

for the Homeless (ETOH) -- provides referrals to emergency shelter, transitional housing, and

permanent housing; rental assistance; security deposits; life skills counseling; and referrals for

other housing assistance to its participants. The Housing Services portion of ETOH relies on a

Housing Services Manager (who also serves as the Outreach Manager). In developing the

housing assistance plan and the services ETOH would provide, the Housing Services Manager

researched the available housing options in the Waterbury area and solicited the aid of a local

realtor to assist with housing placement. The housing services available to training participants

are described below.

Emergency Shelter

Emergency shelter is provided by three private organizations in Waterbury: the St.

Vincent dePaul Society, Salvation Army, and Women's Emergency Shelter. ETOH has developed

a good working relationship with these organizations. The St. Vincent dePaul Shelter has a

reciprocal relationship with ETOH: the shelter both refers clients to ETOH and receives referrals

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from the program. Waterbury's emergency shelters are not overcrowded, and most clients live in a shelter at intake into ETOH.

Transitional Housing

There are four transitional facilities for recovering alcoholics and drug abusers in Waterbury. Residents of these facilities are referred to ETOH for employment and training and permanent housing services. ETOH, in turn, refers its participants with substance abuse problems to these facilities.

The Housing Services Manager and other case managers assist clients with: (a) retaining their transitional housing during training and 13 weeks of employment and (b) obtaining permanent housing. The strategies are threefold: (a) the program's staff provides case management in order to address clients' needs; (b) clients are offered financial counseling, including help in establishing a savings account during employment to save for rent, furniture, household items, and other expenses associated with permanent housing; and (c) before moving into permanent housing, clients receive assistance in independent living skills (i.e., training aimed at enhancing their self-sufficiency, including home management). Life skills training is essential because some clients have never lived independently.

Referrals and Linkages

ETOH's Housing Services Manager collaborates with non-profit housing corporations, property management corporations, and single property owners. To date, ETOH has used 22 different landlords. The Housing Services Manager keeps a list of landlords and managers so that clients can be given information concerning available units and their locations. She also makes appointments with landlords so that clients can visit housing units. Housing units that clients are

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interested in renting are first inspected (using a Housing Inspection Checklist developed by ETOH) by the Housing Services Manager to safeguard clients.

The types of housing units that clients usually rent are small apartments located in multi-family dwellings and single room occupancies. Rents for clients range from $350 to $500 per month. ETOH pays security deposits and/or a portion of the rent for permanent housing for clients who complete 13 weeks of employment. The Housing Services Manager maintains relationships with several city government agencies that provide housing and rental assistance. She negotiates with the Waterbury Housing Authority for a set-aside of Section 8 certificates and vouchers which provide housing subsidies. The Department of Public Assistance provides welfare recipients with rental assistance which has been useful to homeless clients participating in extended job training. The Department of Human Resources also provides security deposits to unemployed homeless persons.

Life Skills Counseling

Clients are given information on how to select an appropriate apartment, tenant rights and responsibilities, money management, neighborhoods in the Waterbury area, bus routes, and home management skills. If a misunderstanding or problem arises, the Housing Services Manager mediates between the client and his or her landlord in order to attempt to resolve the issue. When a client fails to meet his or her tenant responsibilities, the Housing Services Manager meets with the client.