
WORKING TOWARD JOBS

*The County of San Diego
Greater Avenues for Independence (GAIN) Program*



OFFICE OF INSPECTOR GENERAL
OFFICE OF EVALUATION AND INSPECTIONS

MAY 1990

WORKING TOWARD JOBS

*The County of San Diego
Greater Avenues for Independence (GAIN) Program*

**Richard P. Kusserow
INSPECTOR GENERAL**

TABLE OF CONTENTS

INTRODUCTION	1
PROGRAM PROFILE	2
THE COUNTY OF SAN DIEGO	2
THE SAN DIEGO AFDC PROGRAM	2
THE SAN DIEGO AFDC WORK PROGRAM	2
General Background	2
Administrative Issues	3
Participation Issues	6
Program Activities	8
Appendix A	
PROGRAM OVERVIEW STATEMENT	A-1
Appendix B	
SAMPLE DOCUMENTS	B-1

INTRODUCTION

This technical report is part of a series of profiles on the Aid to Families with Dependent Children (AFDC) work programs participating in the *Working Toward JOBS* project.

Each profile begins with a categorized description of the subject AFDC work program, which is based on mail guides submitted by the program. Appendix A includes an overview statement written by the program manager. It describes the program, its goals, philosophy and lessons learned. Appendix B is a sample of documents used to conduct the program. Each program administrator was asked to submit sample documents which they felt would be useful to States and counties developing JOBS programs.

Data collection for this study was done from April to September of 1989. The information in the overview and technical reports is based on pre-JOBS work programs for AFDC recipients. As these programs have converted to JOBS, they may have made some changes to meet JOBS legal and regulatory requirements. Where possible, we have noted the changes the program administrators anticipated at the time of our data collection.

PROGRAM PROFILE

THE COUNTY OF SAN DIEGO

Population: 2,327,684
Major industries: services, retail trade, Government
First quarter 1989 unemployment rate: 3.8 percent
Average annual income for a family of four: \$36,700
Number of people living below the poverty line: 38,932 families

THE SAN DIEGO AFDC PROGRAM

For Fiscal Year (FY) 1988:
Total costs: \$304,650,802
Federal share: \$151,925,248; State share: \$132,355,552
AFDC cases: 42,241 monthly average
41,130 live in urban settings; 337 in rural
Total case closures: 46,540

THE SAN DIEGO AFDC WORK PROGRAM

General Background

Name: Greater Avenues for Independence (GAIN). Throughout this technical report the term GAIN will be used to apply only to the GAIN program in the County of San Diego.

Operating Since: October 5, 1987

Philosophy: The underlying philosophy of the GAIN program includes the following basic assumptions: (1) AFDC recipients desire to work and will do so if provided with the opportunity, (2) able-bodied AFDC recipients are expected to work and to share responsibility for meeting this expectation; and (3) the State and the counties have a responsibility to provide a sufficient level of services to meet the needs of participants.

The stated program goals in San Diego GAIN plan are: (1) to make maximum use of available community resources in providing the array of GAIN services in the most efficient and cost-effective manner, (2) to enable participants to attain the highest level of self-esteem, self-confidence and employment preparation which ensures the maximum benefits of GAIN and the achievement of self-sufficiency; and (3) to develop whatever additional resources are necessary to

ensure maximum participation rates and the availability of the full range of services needed by GAIN participants to achieve the full employment goal.

Program Administrator:

Richard W. Jacobsen, Jr.
Director, Department of Social Services
County of San Diego, California
1255 Imperial Avenue
San Diego, CA 92101
(619) 338-2888

Administrative Issues

Structure: The GAIN program is administered by each county welfare department under regulations developed by the State Department of Social Services (State DSS). See the Office of Inspector General "Working Toward JOBS: The California Greater Avenues for Independence (GAIN) Program" inspection report for information on how GAIN works at the State level.

Funding: Program costs totaled \$13,022,903 for FY 1988. Supportive services costs in FY 1988 were \$1,443,895. Total costs for FY 1988 were \$ 14,466,798. These figures include some start up costs and reflect gradual phase-in of the participant caseload. They do not reflect full, on-going program costs.

Staff: Social worker - 144 who perform case management, training brokering, job services, PREP (GAIN's community work experience program), slot development and monitoring, job placement services, job development services, and employment counseling.

Intermediate clerk typist - 7 who act as receptionists.

Intermediate account clerk - 16 who act as payment clerks (for emergency transportation and ancillary costs).

All of the above work full-time on duties supporting the GAIN program. These staff figures reflect the number of front line personnel. The GAIN program's supervisors, additional clerical staff and administrators are not included.

Success Measurements: San Diego measures the success of its GAIN program by tracking the number of participants (overall and by component), number who enter employment, and AFDC grant savings.

Recordkeeping: The GAIN program belongs to a consortium of counties in California who receive computer services through the Welfare Case Data System. The

Welfare Case Data System has developed and implemented the GAIN Information System. This is an on-line data system that provides support for AFDC eligibility technicians and GAIN service workers. An automated interface between eligibility and GAIN staff provides an efficient communication link with a corresponding reduction in paper work. The GAIN Information System supports GAIN staff by providing:

- on line collection of participant personal data;
- employment history and GAIN test results;
- automated scheduling of GAIN activities;
- participant tracking;
- county plan control;
- a tickler system with alerts for future review;
- automated notices and correspondence;
- a HELP feature that allows expansion by the county;
- an ongoing interface between eligibility and GAIN staff;
- a supportive services payment system;
- caseload management reports;
- management and statistical reports; and
- financial and claiming reports.

The GAIN program also uses GAINMAN, a data base management information system that was developed by the San Diego County Department of Social Services (county DSS) working in cooperation with the adult education providers. The system tracks the individual client's attendance and progress at the learning center, during the client's participation in the basic education component of GAIN. The contractor's clerks are responsible for entering referral, attendance, and progress information into the system from attendance and test score records. The GAINMAN aggregates this information into time specific reports of the activities of the specific learning center and/or other adult education providers.

The GAIN program also uses GAIN ASSESSMENT, a data base, telecommunication, management information system that was developed by the county DSS working in cooperation with four community colleges' assessment contractors. This management information system tracks the individual clients through the assessment process. The assessment contractors enter the referral information, the time and type of assessment completed, assessment results and assessor's vocational recommendations. The GAIN ASSESSMENT system allows the information for individual clients to be aggregated into time specific reports by individual and/or by contractor.

Provision of Services: State guidelines for the development of the county GAIN plan mandated that existing publicly funded resources be utilized before any GAIN funds could be allocated to create additional resources. Also, for any GAIN service to be contracted out, the first option should be a public agency that is already providing the same or a similar service.

In San Diego, it was decided to continue the successful model developed under the previous Employment Preparation Program (EPP) by continuing to provide job services using co-located State Employment Development Department (EDD) staff and county GAIN staff. Moreover, community work experience (which GAIN calls PREP) would continue to be operated directly by county GAIN staff.

Other services such as education, assessment and vocational training were not a part of EPP and would be contracted out. Meetings were held with numerous public agencies including school districts, community college districts, and the local Job Training Partnership Act (JTPA) Service Delivery Area (SDA). A consortium of school districts emerged who were willing to take on provision of GAIN education services. Similarly, a group of community college districts agreed to perform GAIN assessment services, and the SDA agreed to administer GAIN funded training services.

Although under EPP child care services were provided directly by county staff, the complexity of the GAIN program caused San Diego to look at service delivery alternatives. State guidelines required coordination with the local child care resource and referral agency. Contacts with the Young Men's Christian Association (YMCA) Child Resource Services (CRS) developed into an excellent relationship and a contract to provide GAIN child care services. The CRS staff are co-located at each GAIN office to provide efficient and effective child care services beginning with the participant's initial contact with GAIN and continuing throughout GAIN activities.

Outside Resources: The GAIN contracts with the State EDD for job search and job club services. The EDD job search/job club workers are co-located at GAIN site offices with the program case managers.

GAIN contracts with YMCA CRS for child day-care development, child care provider contracting, and payment of "out of home" child care services. Further information on this contract is included in the Program Activities section.

GAIN contracts with six school districts to provide adult basic education, high school equivalency, and English as a second language instruction in contracted learning centers throughout the county. These districts, with county DSS cooperation and participation, have also formed a consortium for sharing ideas, experiences and technical knowledge. The GAIN Remediation Adult Delivers

(GRAD) consortium also provides the schools and county DSS a forum for communication and uniform dissemination of information.

GAIN contracts with four community colleges to provide vocational assessment at community college sites located throughout the county.

Evaluations: The Manpower Demonstration Research Corporation (MDRC) is conducting an evaluation of the California GAIN program. San Diego is a primary research county. No report for San Diego has been completed.

Participation Issues

Participant Descriptors: Currently, 18,324 AFDC recipients and applicants are registered for GAIN. In FY 1988, 12,774 participated beyond registration. All GAIN participants live in urban settings. Of GAIN participants,

- 43.9 percent do not have a high school diploma or equivalent;
- 61.8 percent were employed for more than one out of the past 24-months;
- 13.8 percent are working; and
- 8.8 percent are under twenty, 33 percent are in their twenties, 40.5 percent are in their thirties, and all others are 40 or older.

Target Groups: All non-exempt AFDC recipients and volunteers are targeted by the GAIN program. However, specialized services have been developed for teen-age parents and for participants with learning disabilities.

As a result of the cooperative efforts of a consortium of adult school and community college districts, the Private Industry Council/Regional Employment and Training Consortium and county GAIN staff, GAIN is able to provide special education services to those participants identified as having learning disabilities.

With funding from the JTPA, a psychometrist has been hired to travel via a mobile testing van to any of the 19 GAIN learning centers throughout the county. The psychometrist can test those participants who are experiencing difficulties making progress at the learning centers for specific learning disabilities. The GAIN students determined to be in need of special education services can attend the Alternative Learning Center located in the metropolitan San Diego area. For any learning disabled participant who is unable to attend the Alternative Learning Center because of transportation barriers, the testing will serve to identify the learning disability and allow the existing learning center to individualize the curriculum in order to improve the student's chances of reaching the educational goal.

The GAIN program has also targeted specialized services to pregnant and parenting teens who are on AFDC. The goal of the teen parent program is to provide positive intervention and supportive services to assist teen parents in completing their high school education. The GAIN social workers designated as teen specialists conduct outreach activities to pregnant and parenting teens who are AFDC recipients. Specialized orientation and enrollment take place at schools, community agencies and even at the teen's home if necessary. The specialists work with the teens to develop child care plans, provide for transportation and ancillary needs, monitor attendance and progress in school, and provide counseling, encouragement and referrals to community resources as needed.

Once these teen-age parents complete high school, they are encouraged to participate in other GAIN activities in order to obtain marketable job skills. Through early intervention of intense, specially targeted services, it is expected that many teen parents can break the cycle of poverty and dependence before it becomes fully established in their lives.

Mandatory Activities/Sanctions: All non-exempt clients are required to register and receive orientation and appraisal. In FY 1988, 303 sanctions were imposed on clients who did not comply with the mandatory activities of the program.

Volunteers: There are 1,409 volunteers, who total 11 percent of all participants.

The GAIN program has taken the following steps to encourage voluntary participation: (1) a GAIN marketing campaign was conducted by State DSS in April and May of 1988, using radio and television ads, billboards and magazine and newspaper ads; (2) income maintenance eligibility staff are regularly informed about the availability of GAIN services to exempt recipients who wish to volunteer; (3) outreach efforts are maintained through presentations at community groups and participation in community activities such as job fairs and community pride celebrations; and (4) adult schools, community colleges and private school and training providers are regularly informed of the availability of GAIN services for their recipient students who wish to volunteer.

Employment Placements: In calendar year 1988 GAIN made 8,166 full-time and part-time placements; 725 of these resulted in the closure of the AFDC case. Typical work placements are clerical, sales and service industry, with an average starting wage of \$5.59 per hour. A study of GAIN participants who entered employment in June 1988, showed that 1 year later 59 percent are off AFDC, 11 percent are on AFDC but are still employed, and 30 percent are on AFDC and no longer employed.

Program Activities

Models: The San Diego program administrator identified group job search (job club) as the most effective activity overall, and most cost-effective component. (See the description in the program activities section.)

Each of the programs profiled was asked to describe two model practices. The GAIN model practices are described below.

GAIN/YMCA CRS: Through a process of community meetings held during the planning phase of GAIN, there emerged an innovative contract with the YMCA CRS. The CRS is the local child care resource and referral agency and, therefore, contributes both expertise and commitment to the ideal of quality child care throughout the county. Innovative and effective features of the GAIN child care contract with CRS include the following:

The CRS is responsible for recruitment and development of child care resources, provision to each participant of a choice of child care providers, arrangements and monitoring child care agreements and payments to child care providers.

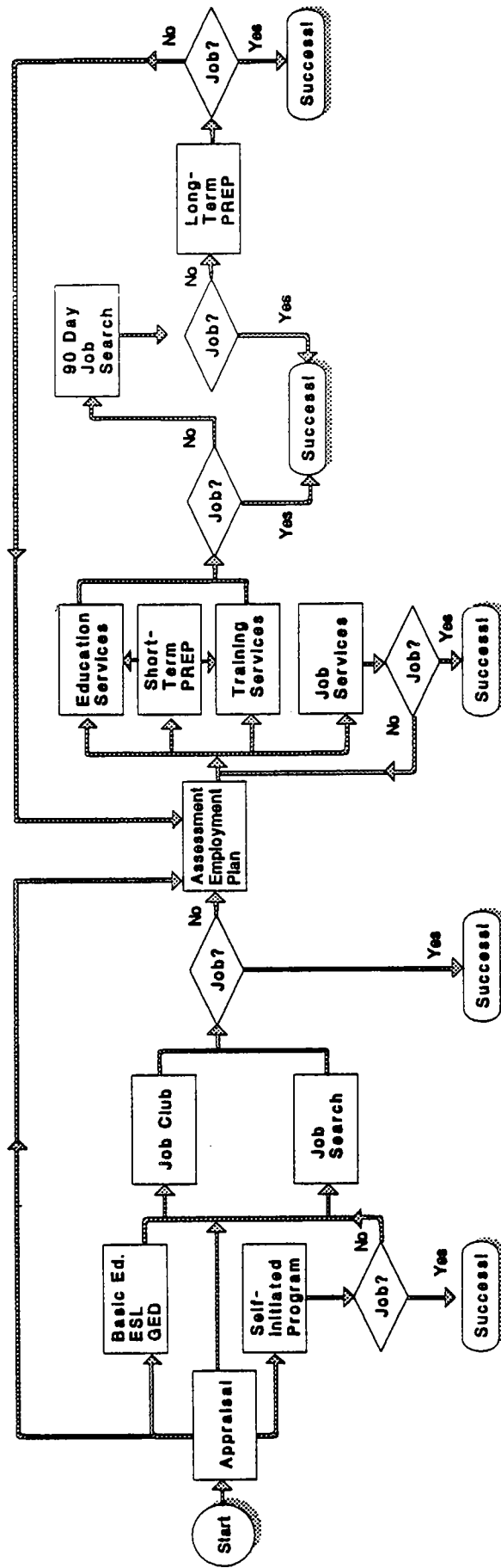
Assigned CRS staff are co-located at each GAIN office working along side case managers and other county staff as part of the "GAIN team". Co-location also emphasizes the importance of child care while providing for one-stop service delivery for GAIN participants.

The CRS staff utilize on-site computer terminals linked via modem to a master resource and referral directory. This on-line system allows GAIN participants to receive accurate, updated information about the availability of child care resources.

THE GAIN LEARNING CENTER MODE: Major features are: (1) computer assisted instruction using state of the art technology and software programs; (2) individualized education plans which utilize a combination of workbooks, computer exercises, self-directed activities, classroom instruction, and personal attention directed toward the achievement of specific educational goals; (3) off campus "store front" locations to promote the image of a fresh opportunity rather than being forced to go back to school; (4) psychometric testing and specialized services for participants identified as having learning disabilities, and (5) a cooperative relationship among the participating educational institutions, the local JTPA SDA, and the county. Preliminary experience operating the learning centers indicates that participants are reaching their educational goals in as little as half the time they would spend in traditional classroom settings.

Sequencing: Figure 1 shows the usual sequence of activities followed by GAIN participants.

Here's how GAIN works



Program Activities Listing: What follows is a description of each of the GAIN program activities. The cost and participation numbers in this section are from Fiscal Year 1988. The FY 1988 cost figures include some start-up costs. Costs per participant will be lower in later years.

Orientation

Activity: The GAIN staff (1) inform participants of services available, participant responsibilities and appeal options, and definitions of exemption and deferral criteria; (2) help participants complete self-appraisal form; (3) provide an overview of child care services available; (4) administer the GAIN appraisal test, (5) conduct one-on-one appraisals to determine readiness to participate, needs for supportive services, and referral to service providers. Participants then interview with CRS staff to identify child care needs and make arrangements with selected providers.

How Provided: Done by GAIN and CRS staff. Orientation includes group activities, testing, and one-on-one interviews.

Participants: 12,774. All AFDC applicants and recipients must participate in this activity. At this time some participants will be excluded from the GAIN program in order to meet the need for a control group (a group not receiving services whose outcomes can be compared to those of program participants) for the MDRC study of GAIN.

Costs: \$2,494,593; \$195.29 per participant.

Anticipated Changes: Minor changes will be made in description of program services, exemption and deferral criteria and participant responsibilities. In addition, motivation and self-esteem building activities will be added.

Assessment

Activity: A comprehensive evaluation of the participant's work history, job skills, educational competency levels, aptitudes, interests, needs for supportive services and chances of achieving employment goals.

How Provided: This service is contracted to four community college districts. The assessment is conducted using paper and pencil tests and inventories, work sampling and one-on-one interviews. Formal scheduled appointments are made with the assessor. Most assessments are completed within a 2-day period.

Participants: 830. Assessment is particularly appropriate for long-term recipients with little or no work history, or the marginally employed or underemployed recipients who go on and off aid with frequency.

Costs: \$980,164; \$1180.92 per participant.

Note: See information on preliminary assessments conducted as part of orientation.

Employability Planning

Activity: The GAIN case manager, upon receiving the assessment report, schedules an appointment with the participant to review the results and recommendations of the assessment and negotiate an employment plan.

How Provided: This is done through one-on-one meetings between GAIN case managers and participants.

Participants: The 830 GAIN participants who completed the assessment component, went through employability planning.

Costs: Included in assessments.

Supportive Services

Activity: Include child care, transportation, and ancillary expenses for such items as tools, books, necessary clothing, etc. Supportive services are provided as needed to support clients' participation in any GAIN activity.

How Provided: Supportive services are provided via individual interviews with participants. Child care services including identification of providers, arrangement of child care, payments to providers and resource recruitment and development are provided by a contractor, the YMCA CRS. Transportation and ancillary expenses are provided by county staff.

Participants: Over 60 percent of GAIN participants receive supportive services. In FY 1988, 4,340 participants received CRS child care.

Costs: \$1,443,895.

Basic Education, High School Equivalency, English as a Second Language

Activity: Basic education, preparation for the high school equivalency (GED) exam, and English as a second language.

How Provided: Provided by a consortium of high school and community college districts. Computer-assisted instruction using state of the art technology and software programs; individualized plans which utilize a combination of workbooks, computer exercises, self-directed activities, classroom instruction; and personal attention directed toward the achievement of specific educational goals. Located in off campus, "store-front" locations. Psychometric testing and specialized services for participants with learning disabilities are available.

Participants: 1,810. Appropriate for participants who lack basic skills in reading or math, who lack English language proficiency, and who lack a high school diploma.

Costs: Total of \$3,426,118; of that total JTPA pays \$984,842 (8 percent), the education system pays \$639,975 and GAIN pays \$1,800,301. Expenditures per participant in this activity equal \$1,892.88

Post Secondary Education

Activity: This component consists of (1) participants in approved self-initiated programs, and (2) those who have been referred to this component after assessment, in order to progress within employment plans negotiated between the clients and their case managers.

How Provided: Provided by community colleges, State universities, and private universities and colleges. Classroom instruction.

Participants: Number unknown. This service is needed by those clients who are determined at assessment to be in need of additional education in order to achieve career goals.

Costs: No county GAIN funds are spent on this service. Available community resources are sufficient to meet the need.

Group Job Search/Job Club

Activity: Group job search, called job club under GAIN, is a 3 week activity. One week of classroom instruction is followed by 2 weeks of supervised telephone job search. In the classroom, participants learn job application techniques, labor market characteristics, and employer expectations concerning personal grooming and behavior in the work place. They take part in exercises designed to identify their skills and interests. They learn and practice interviewing skills and utilize group dynamics and other exercises to improve self-awareness and build self-esteem and confidence. Using a script in the telephone job search phase, job club participants contact employers on a daily basis to arrange interviews.

How Provided: Classroom instruction followed by both one-on-one supervision and group activity during job search. Job club is jointly operated by county GAIN staff and State EDD staff. The county has contracted with EDD to provide this service in tandem with GAIN staff.

Participants: 2,664. Clients with some work history or job skills but who have been out of the labor market for a significant period of time would benefit most from this service. Clients in need of education services may choose to participate in job search first.

Costs: \$2,118,381; \$795.19 per participant.

Individual Job Search

Activity: Individual job search occurs under the supervision of a job services worker who provides employment counseling and job referrals. Participants also utilize the telephone bank and EDD job orders.

How Provided: This is a participant driven activity. However, the participant's efforts are bolstered through one-on-one meetings with county GAIN staff and contracted EDD staff.

Participants: 437. Clients with good recent work history and marketable skills are best suited for individual job search.

Costs: \$1,001,619; \$2,292.03 per participant.

Job Skills Training

Activity: The GAIN participants determined via assessment to be in need of vocational skills training are referred to the training development unit which is responsible for matching each client's training needs with an appropriate training provider. Some GAIN participants have enrolled in vocational skills training prior to GAIN registration and are allowed to continue their self-initiated program with GAIN approval and supportive services as needed.

How Provided: Job skills training is provided by adult schools, regional occupation programs, community colleges, JTPA funded training providers and private schools in classroom settings.

Participants: The number of participants is unknown. Clients with no marketable skills or with minimal skills requiring upgrade will benefit most from these services.

Costs: No county GAIN funds are spent on training. Available community resources are sufficient to meet the need.

Job Development/Job Placement

Activity: The GAIN job development staff work directly with private employers and GAIN participants to match job opportunities with job-ready clients. Job developers utilize tax credit programs, free applicant screening services and quick response as incentives to employers to hire participants. Job placement services through EDD are also used to augment all GAIN job services and job development activities.

How Provided: These services are provided through one-on-one meetings. County GAIN staff provide both services. Job placement services are also provided by contracted EDD staff.

Participants: Unknown. Clients determined at assessment to be job ready and likely to find employment through additional job search activity benefit most from these services.

On-The-Job Training

Activity: The GAIN job developers work directly with private employers to meet their needs by providing job-ready, prescreened job candidates. One incentive for employers is the on-the-job training (OJT) program which reimburses employers up to 50 percent of the participant's wage for a training period of up to 3 months. At the end of the training period, it is expected that the trainee will be retained as a regular employee.

How Provided: One-on-one counseling is utilized to screen and refer appropriate clients to employers. The OJT component is supported by contracted JTPA funding.

Participants: 234. OJT is of most value to participants who have some job skills and work history but need a period of "brush-up" training to facilitate re-entry into the labor market or to upgrade old skills.

Costs: \$840,000 in JTPA funds; \$3,589.74 per participant.

Community Work Experience Program/PREP

Activity: Community work experience under GAIN is called pre-employment preparation (PREP) and consists of non-salaried work experience in a public or private non-profit agency. The purpose of the PREP assignment is to develop basic work behavior skills and a reference for future employment opportunities. PREP assignments are for 3 months (short-term PREP) or for up to 1 year (long-term PREP).

How Provided: Scheduled, one-on-one meetings are used to match available PREP slots with client needs for specific types of work experience. The PREP slot development, assignment and monitoring are conducted by county GAIN staff.

Participants: 59. Clients with little or no employment history or who have been out of the labor market for an extended period will benefit most from PREP activities. Long-term PREP is designed for GAIN participants who fail to find employment after skills training and job search and who need more extensive work experience to enhance their skills.

Costs: \$146,872; \$2,489.35 per participant.

Post-Placement (Follow-Up) Services

Activity: For each GAIN participant who enters employment, the GAIN case manager conducts a 30-day follow-up to determine if the client has retained the job. This activity may involve a direct contact with the client, the employer, or both. Those GAIN clients who go off of AFDC due to employment are reminded of the availability of transitional child care and Medi-Cal benefits.

How Provided: Direct contact via telephone or mail by case manager with the client and/or the employer. Provided by county GAIN staff.

Participants: Unknown.

Costs: Included in case management.

Case Management

Activity: When a GAIN participant attends the initial GAIN appraisal, they are assigned a GAIN case manager who will work with them while they participate in the program. Case managers are social workers assigned by the GAIN division to monitor and facilitate the participation of GAIN clients. For each participant, the case manager is responsible for the following functions: appraisal, scheduling, monitoring, cause determination/conciliation, counseling, maintaining case records, arranging for supportive services.

How Provided: Case management is, for the most part, conducted through one-on-one interviews between county GAIN staff and participants.

Participants: 12,774. Case management is essential for all participants throughout enrollment in GAIN.

Costs: \$3,541,473; \$277.24 per participant.

OVERVIEW STATEMENT

**Program Overview Statement for the
Greater Avenues for Independence (GAIN) Program
as operated by
County of San Diego, Department of Social Services**

Welfare Reform In San Diego County

Welfare reform efforts in San Diego County began in 1979. The Board of Supervisors, responding to staggering growth in public assistance caseloads, placed an advisory initiative on the ballot asking the county electorate, "Should recipients of public assistance be required to work in exchange for their benefits?" The overwhelmingly favorable response from San Diego voters (89.6 percent) reinforced the Board's direction to the Department of Social Services to seek legislative authority and initiate actions to create employment service programs which would reduce welfare dependency.

The Board's action engendered the Food Stamp Workfare Demonstration Project in 1980 which proved the feasibility of a "work for benefits" type of program. In 1982, the county in conjunction with the State EDD implemented another Federal demonstration project, targeting AFDC applicants and recipients, known as the Employment Preparation Program (EPP). Although termed "modestly successful," the rigorous evaluation of EPP drew national attention and demonstrated that it is possible to operate a cost-effective employment program for the AFDC population. Furthermore, EPP proved the efficacy of a substantial initial investment in order to achieve significant, long-term gains in reducing welfare dependency

In 1985, the EPP was expanded in the San Diego metropolitan area and became the Saturation Work Initiative Model (SWIM). SWIM was a Federal demonstration project testing the feasibility and impacts of a "saturated" AFDC work program which required continuous participation for all program eligibles. Although the final evaluation report has not yet been published, an interim report indicates that a saturation program is both feasible and significantly beneficial to program participants. Moreover, the final report is expected to indicate that SWIM was also cost beneficial to program operators.

The design of California's Greater Avenues for Independence (GAIN) program, passed by the State Legislature in 1985, was to a large extent based on the EPP

and SWIM models developed in San Diego County. Planning for San Diego's GAIN program involved utilizing the experience and incorporating the success enjoyed with EPP and SWIM. At the same time, the expertise of other community agencies was sought to help plan for those elements of GAIN that were new. Within the somewhat flexible design structure allowed by the State, the County GAIN Plan was developed, tailored to meet the specific needs of the county.

The plan is not static, however, but continues to change and adapt to the needs and influences of the community including the target population, the labor market and numerous cooperating agencies and service providers.

Goals and Expectations

The basis for GAIN's overall goal of unsubsidized employment for all participants is an underlying philosophy and expectation that AFDC recipients desire to work and will do so if provided with the opportunity. Responsibility for meeting the goal is shared by the State and the county, who must provide a sufficient level of services to meet the needs of the participants, as well as by the AFDC recipients who are expected to utilize the available services and steadily progress toward self sufficiency.

The GAIN program's objectives for its participants include the provision of enduring abilities through an individually tailored mix of education, job search, skills training and work experience. Every achievement on the path to self sufficiency is celebrated in order to reinforce newly acquired values as self confidence and determination gradually replace hopelessness and dependency.

For the AFDC community in general, GAIN's objective is to engender a perception that welfare is a short-term assistance program that, via GAIN, provides needed and meaningful services and treats all participants with fairness and respect while reducing the overall level of welfare dependency. For the community at large, GAIN strives to reflect the positive image of a program that helps people and is a cost-effective use of their tax dollars. Among the county's private sector employers, the program's goal is to be perceived as a good source of educated, trained, motivated and job-ready employees.

Approach and Attitudes

The GAIN program is designed to serve all non-exempt employable AFDC recipients along with volunteers from the exempt group. The GAIN is a "saturation" program which requires continuous participation for all program eligibles until they become employed, exempt, or ineligible for AFDC.

GAIN provides a comprehensive menu of services including basic education, job search, assessment, vocational training, OJT, and work experience. The specific pathway among these components for each participant is determined by individual needs and allows for maximum client choice within the basic program structure. The basic GAIN strategy is to provide a graduated level of services from the least to the most expensive in order to reserve high cost services for those most in need of them. An exception to this policy is the provision of education services (adult basic education, GED preparation and ESL) early in the program.

Basic competencies in reading, mathematics and English speaking are considered primarily essential to success in all subsequent GAIN activities.

GAIN also provides the supportive services (child care, transportation, and ancillary expenses) necessary for participation throughout each enrollee's activity in the program. The GAIN clients with participation problems are provided with ample opportunities to overcome their barriers and cooperate with program requirements before sanctions are imposed.

There also exists an on-going commitment, initiated during the program planning phase, to involve the community in GAIN policy and planning decisions. To be successful, the program must work cooperatively with numerous other agencies both within and outside the county structure. The program must be responsive to the needs of the community while remaining vigilant for opportunities to develop collaborative efforts to better serve mutual target populations.

Challenges and Solutions

Among the challenges faced by San Diego's GAIN program are several that, while not necessarily unique to San Diego County, required unique measures to achieve resolution. For example, the provision of remedial education and ESL instruction to adults presented the problem of overcoming the clients' reluctance to go "back to school." Furthermore, the relatively large group of GAIN eligibles in need of ESL instruction presented additional problems of identifying and tailoring resources to meet this special need. The unique solution in San Diego County was the development of the GAIN Learning Center model, the result of a pilot project conducted by the local JTPA Administrator, local school districts and county GAIN staff. The Learning Center model features individualized education plans, computer-assisted instruction, and off campus, "store front" locations. Psychometric testing and specialized services for participants with learning disabilities are also provided. Early outcome data is encouraging and indicates that many participants achieve their education goals much more quickly than they would in traditional classroom settings.

Another unique effort being conducted in San Diego's GAIN program is the Teen Parent Program which provides specialized GAIN services to pregnant and parenting teens who are on AFDC. The GAIN Teen Specialists conduct outreach activities and orientations, develop child care plans, provide for transportation and ancillary needs and provide counseling and encouragement to teens to stay in or re-enter high school. The program works closely with school districts and other adolescent parent projects to provide the comprehensive range of services needed to conduct positive interventions and break the cycle of poverty and dependence before it becomes fully established in these young lives.

In San Diego, we have also experienced a growing recognition of the important role that self-esteem plays in determining both individual and overall success. The components that are most successful in terms of both participation rates and outcomes seem to be those that attend to the issue of self-esteem and include self-esteem building exercises in their curricula. A current challenge for San Diego's GAIN program is to find ways to build in more self-esteem enhancing activities throughout all GAIN components whether operated directly or by a contractor. It is only by directly tackling the problems associated with low self esteem among welfare recipients that we can help those individuals to overcome their fear of failure, their hopelessness and dependency.

Outcomes

Since GAIN started in San Diego County in October 1987, through June 1989, the program has had significant impacts on the employable AFDC population.

- 22,667 participants have been oriented and enrolled into GAIN.
- 3,922 participants have enrolled in GAIN Learning Centers.

Of these, 1,302 have achieved their educational goals: 539 obtained a GED, 700 obtained basic skills and 63 completed ESL classes.

- 6,089 participants have received GAIN job search services and are better prepared to compete in the labor market.
- 1,767 participants have completed assessment prior to moving on into vocational training, OJT, work experience or additional education.
- 172 teen parents have been enrolled into a specialized program which helps young parents complete high school and avoid long-term welfare dependency.
- 12,346 GAIN registrants have entered either full-time or part-time employment and have generated a projected \$29,67,901 in AFDC grant savings.

In addition, the program has produced immeasurable positive impacts on the lives of thousands of participants who, because of their experience in GAIN, feel better about themselves and their future, provide a more positive role model for their children, and are several steps closer to their goal of self-sufficiency.

Lessons Learned

The single most important lesson learned from San Diego County's experience is the critical importance of interagency coordination and cooperation. We have been fortunate in San Diego to have a community of public agencies and educational institutions who share with us a high level of commitment to the philosophy and goals of the GAIN program and a firm belief that, together, we can overcome bureaucratic obstacles and make GAIN succeed. No single agency can operate alone and separately and also be successful in reducing the negative impacts of poverty, ignorance and despair. The clients we serve, the problems we must overcome, and the resources we must draw from all overlap and, in many cases, are directly shared. What is required is an integrated collaboration involving multiple agencies which will produce a more comprehensive service delivery system that can set cooperative priorities, share information, avoid duplication, and provide an appropriate and effective mix of services at the right places and at the right times.

To create and maintain such a cooperative interagency network requires strong commitment at the highest levels within each agency. Furthermore, that spirit of commitment and cooperation must be transferred downward and continually reinforced. Significant efforts and attention are required to develop and maintain the linkages, but the potential payoffs are worth the price. Examples of what can result from interagency collaboration include the GAIN Learning Center model and Teen Parent Program (described earlier) along with the effective co-location of contracted Job Services and child care service staff with county GAIN staff at each GAIN office. The interagency partnership is strengthened through the sharing of physical space while service delivery to GAIN participants is enhanced by providing a one-stop service location. All staff on site are part of the "GAIN team" and quickly develop common goals, mutual respect and improved communications.

With the implementation of the Federal JOBS program, every State in the country is facing a mutual challenge to get the program up and running and to keep it running. Critical to this process is the program's funding level. Will JOBS be funded at sufficient levels for a sufficient period of time to have a fair and reasonable chance to prove itself worthy of continued public support? Given the opportunity, the JOBS program, like GAIN in San Diego, can be demonstrated to be an effective and worthwhile investment and a productive tool for reducing welfare dependency.

SAMPLE DOCUMENTS

SAN DIEGO COUNTY - DEPT. OF SOCIAL SERVICES
GAIN SELF-APPRAISAL

NAME: _____ CASE NAME: _____ CASE # _____

a. PRIOR GAIN Yes _____ IF YES, WHAT COUNTY: _____ OFFICE: _____ DATE: _____
REGISTRATION No _____

b. HAVE YOU WORKED IN THE PAST 24 MONTHS? Yes _____ No _____ HOW MANY MONTHS? _____

c. ARE YOU WORKING NOW? Yes _____ No _____
HOURLY WAGE _____
EMPLOYER'S NAME _____
ADDRESS _____
START DATE _____

d. HOW LONG HAVE YOU BEEN CONTINUOUSLY ON AFDC?
_____ APPLICANT
_____ MONTHS
_____ YEARS
HAVE YOU GONE OFF AID IN THE LAST 3 YEARS
BECAUSE YOU WENT TO WORK? Yes _____ No _____
HOW MANY TIMES? _____

e. ARE YOU IN SCHOOL OR TRAINING Yes _____ No _____
VOCATIONAL:
NAME OF SCHOOL _____
TYPE OF TRAINING _____
START DATE _____ END _____
NO. HOURS PER WEEK _____
EDUCATIONAL:
NAME OF COURSE _____
TYPE OF COURSE _____
START DATE _____ END _____
NO. OF CREDITS _____

f. I HAVE A CAR THAT RUNS. Yes _____ No _____
I CAN USE THE BUS. Yes _____ No _____

g. I HAVE A DRIVER'S LICENSE. Yes _____ No _____

h. I NEED CHILD CARE Yes _____ No _____
MY CHILDRENS AGES: _____

i. I HAVE OTHER PROBLEMS: _____

REGISTRANT: _____ DATE: _____

FOR COUNTY USE ONLY

DEFERRAL CODE [] REVIEW DATE [] VERIFICATION GIVEN []

CONTRACT # [] SCHEDULED TO _____ APPOINTMENT DATE _____

REFERRAL TO CRS [] IMMEDIATE IF NOT, REASON _____
[] DEFER

REFERRAL TO COUNSELING [] WHO: _____

COMMENTS: _____

CASE MANAGER _____ DATE _____

County of San Diego - Department of Social Services
GAIN CHILD CARE REFERRAL

Section 1:

Case Name: _____ Registrant Name: _____
 Case No.: _____ -M/V Telephone #: _____ Message #: _____
 Address: _____

Re-Registered Referred From GAIN Site
 CM: _____ Wkr. #: _____ Telephone #: _____

Section 2:

Names of Children Last, First	Birthdate	Sex	School Name	Hours To - From	Minimum Day & Hours

Section 3:

Component Name: _____ Component Code: _____
 Facility: _____ (Name) _____ (Address) _____ (Phone #)
 Orientation Date: _____ Beginning Date: _____ Ending Date: _____
 Transportation: Car Bus Other

SCHEDULE

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
AM							
PM							

Comment: _____

Section 4:

I hereby authorize the release and exchange of information regarding my attendance, progress, and child care arrangements between the Department of Social Services and the Child Care Resource Service.

Signature: _____ Date: _____

Section 5:

Caregiver: _____ Relationship: _____
 Address: _____ Phone #: _____
 Effective Date: _____ Type of Care: _____

CRS: _____ Phone #: _____

**SAN DIEGO COUNTY-DEPARTMENT OF SOCIAL SERVICES
GAIN Attendance and Progress Report**

Participant Name _____

From: _____

SSA Number _____

Case Manager _____

Case Number _____

Report for the month/quarter
ending _____ 19 ____.

School _____

Class/Subject _____

The above-named participant in the GAIN Program is responsible for obtaining this verification in order to receive benefits and to continue in the current program. Failure to provide this information could mean the loss of benefits to the client and removal from your program. Your cooperation is appreciated.

AUTHORIZATION FOR RELEASE OF INFORMATION

I hereby authorize the release and/or exchange of information regarding my attendance, progress, participation and/or assessment in the educational component/Assessment Center, between the Department of Social Services and the authorized services provider.

Signature _____ Date _____

Is participant enrolled?

Yes _____
Date

No

Please complete this section by checking the appropriate box and explaining any markings other than "Satisfactory" in the comments section.

	Satisfactory	Needs Improvement	Unsatisfactory
Attendance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Punctuality	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Progress	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cooperation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments: _____

Instructor _____ Date _____

Distribution: White-School: Yellow-Case: Pink-Participant:
Golden-Case.