

Department of Health and Human Services

**OFFICE OF
INSPECTOR GENERAL**

**USING COMMUNITY RESOURCES FOR
EDUCATING AND TRAINING JOBS
PARTICIPANTS**



OCTOBER 1992

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Department of Health and Human Services

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OCTOBER 1992 OEI-04-90-00341

EXECUTIVE SUMMARY

PURPOSE

To describe effective practices in using community resources for educating and training Job Opportunities and Basic Skills training program participants.

BACKGROUND

The Family Support Act of 1988 required States to implement the Job Opportunities and Basic Skills (JOBS) program--a comprehensive work program for recipients of Aid to Families with Dependent Children. States must provide a combination of required and optional education, training, and employment services to help JOBS participants avoid long-term welfare dependence. The act prohibited States from using JOBS funds to pay for such services when they are available free of charge or supported by other public funds. The act allowed States to begin program operations as early as July 1989, but it required them to begin by October 1990. Partly because the JOBS program is still relatively new, little information exists on State or local successes in using available non-JOBS resources.

In order to identify potentially effective practices, we surveyed 27 States and 12 local communities. The 27 States were those that had approved JOBS plans older than 6 months. We selected the 12 communities from a list of 32 that State JOBS administrators identified as having effective practices. We then surveyed the selected communities using a standardized questionnaire to describe their practices in providing education, job skills training, and job readiness training--three of four mandatory JOBS components.

We did not independently evaluate JOBS programs or cost effectiveness in the selected communities. Our objective was to identify and describe promising program approaches that other JOBS agencies could use. To identify promising practices among the 12 programs, we relied on information provided by JOBS administrators in each selected community. We identified three factors that contributed to program success. The factors are not, however, unique to community funded programs. We found the reputedly successful program practices to be relatively straightforward. Many of which could easily be adopted by other jurisdictions. This report provides information on potentially effective community practices in using such resources. It provides useful leads using community resources, such as community colleges and business associations, that State and local administrators can use to strengthen their JOBS programs. While the type and amount of resources may differ among communities, all communities have various public resources and business communities that potentially could support local JOBS programs.

FACTORS CONTRIBUTING TO THE SUCCESSFUL USE OF COMMUNITY RESOURCES FOR JOBS PROGRAMS

Interagency Cooperation

JOBS administrators deemed cooperation among Federal, State, and community agencies to be vitally important for successful JOBS programs. The JOBS administrators in each community we surveyed said they effectively used the resources of such agencies to enhance education and training opportunities for JOBS participants. For example, through a cooperative program of a State college, county school systems, State agencies for education and human services, and the U.S. Department of Education, one community made education opportunities available to JOBS participants in 23 counties. Another community program that served an estimated 200 teen parents returned 129 drop-outs to school. This achievement resulted from use of resources from two Federal, two State, and two county programs. The cooperating agencies provided funds, facilities, equipment, instructors, tutors, counselors, and support services such as child care and transportation.

Private Sector Resources

Private sector resources boosted the quality of training in two selected communities. The JOBS administrators in these communities partly relied on resources of private corporations, business associations, and volunteers to provide job skills training to JOBS participants. The resources included computer hardware and software, internships, special loans, and volunteer instructors, tutors, and consultants. Such cooperation by private organizations added real work life experiences to the training of JOBS participants.

Support Services

Effective support services both allowed and encouraged participation in JOBS education and training. All 12 selected community JOBS agencies provided support services to JOBS participants. However, seven advised us of particularly promising techniques for providing child care, transportation, and other services. Without such support, many AFDC recipients would not participate in the JOBS program. For example, three communities provided on-campus, quality child care to encourage participation. Another community made housing subsidies contingent on the academic achievement of JOBS participants in education programs. Such support encouraged JOBS participants to attend education and training classes.

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INTRODUCTION

THE JOBS PROGRAM

The Family Support Act of 1988 (Public Law 100-485) required States to implement the Job Opportunities and Basic Skills (JOBS) training program. The purpose of JOBS is to provide needy families with education, training, and employment that will help them avoid long-term welfare dependence. States must implement JOBS as a condition of participation in the Aid to Families with Dependent Children (AFDC) program. Within the United States Department of Health and Human Services, the Administration for Children and Families (ACF) is responsible for the JOBS program.

States provide JOBS participants a combination of mandatory and optional services designed to aid their progress toward becoming self-supporting.

First, States must provide four services to JOBS participants. The four mandatory program components are (1) education, (2) job skills training, (3) job readiness training, and (4) job development and placement.

Second, States must provide support services for JOBS program participants. Support services include child care, transportation, and funds for certain work-related expenses.

Third, States must provide at least two of four optional services. The optional services are (1) job search, which includes counseling and training in job-seeking, (2) on-the-job training, (3) work supplementation (subsidized jobs), and (4) work experience.

Finally, States may elect to provide other education and training services such as postsecondary education.

The act allowed States to begin program operations as early as July 1989, but it required them to begin operations by October 1990. The act further required each State to submit a plan to ACF showing their planned education and training activities.

COMMUNITY RESOURCES

The Family Support Act of 1988 specified target populations, participation goals, and a choice of education and training services. States could decide how they would make education and training services available to targeted JOBS participants. The act, however, prohibited States from using JOBS funds to pay for services that are free of charge or supported by other public funds. Therefore, it is imperative that local JOBS administrators identify and use non-JOBS education and training resources available in their community.

JOBS agencies identify community resources through a variety of methods. Those methods include identifying resources through local task forces, coordinating councils, and community networking. JOBS administrators also negotiate directly with a range of agencies in the community to gain access to education, training, and support services for JOBS participants. Available community resources typically include public schools, technical schools, colleges, universities, and public and private social service agencies.

State JOBS administrators we surveyed considered some communities to be highly effective in using local education and training resources in their States. Yet, little was known about the effective program practices outside the States where they were operated. As a result, Federal and State policymakers have limited evidence on a national level to show what practices work best in providing JOBS services to AFDC recipients. The JOBS program continues to evolve substantially as States develop new programs. Successful community program practices could (1) serve as models for other communities, and (2) provide needed information to JOBS administrators for improving future programs.

SCOPE and METHODOLOGY

This report provides information on promising community program practices for including non-JOBS resources in education and training programs for JOBS participants. To identify potentially effective practices in providing education and training services to JOBS participants, we surveyed 27 States and 12 local communities. The 27 States were those that had approved JOBS plans older than 6 months. We collected information from States and communities in stages during August 1990 through December 1991.

STATES SURVEYED			
ARKANSAS	IOWA	NEVADA	RHODE ISLAND
CALIFORNIA	KANSAS	NEW HAMPSHIRE	SOUTH CAROLINA
COLORADO	MARYLAND	NEW JERSEY	SOUTH DAKOTA
CONNECTICUT	MASSACHUSETTS	NEW MEXICO	UTAH
DELAWARE	MICHIGAN	OHIO	WEST VIRGINIA
FLORIDA	MINNESOTA	OKLAHOMA	WISCONSIN
GEORGIA	NEBRASKA	PENNSYLVANIA	

We asked each State JOBS Director to identify local communities which were effectively using State and local resources for meeting three of the four mandatory JOBS program components--education, job skills training, and job readiness training. We excluded the fourth mandatory component, job development and placement, from our analysis because State and local programs were less than two years old and many

JOBS participants had not completed planned education and training activities. However, where provided by JOBS administrators, we included information on job placements simply to indicate potential effects of education and training program practices. Job development and placement focuses on identifying un-subsidized job openings. It further includes the marketing of JOBS participants and securing job interviews for them.

The 27 State Directors identified 32 local communities they believed were operating promising programs that used community resources to educate and train JOBS participants. The State administrators based their opinions on promising programs on (1) community progress in educating, training, and placing JOBS participants, and (2) overcoming barriers to participation in program activities. From the 32, we selected 12 communities that provided wide geographic dispersion and a mixture of rural and urban populations.

COMMUNITIES SELECTED FOR STUDY	
HARTFORD, CT FT. MYERS, FL WINTER PARK, FL BOSTON, MA * BEATRICE, NE CLOVIS and PORTALES, NM	CINCINNATI, OH CLAREMORE, OK PITTSBURGH, PA SALT LAKE CITY, UT JANESVILLE and BELOIT, WI
* Two community JOBS agencies selected	

We used a standardized questionnaire to survey the 12 selected communities and obtain descriptions of their program practices. We designed the questionnaire to obtain information on each community program practice and results in providing education and training opportunities to JOBS participants. As needed, we conducted telephone interviews with JOBS program staffs in the selected communities to obtain clarification of and elaboration on their responses to the mailed questionnaire.

We did not independently evaluate JOBS program or cost effectiveness in selected communities. Our objective was to identify and describe promising program approaches that other JOBS agencies could use. While the type and amount of resources may differ among communities, all communities have various public resources and business communities that potentially could support local JOBS programs.

We classified reported effective practices in each of the 12 selected communities by the three mandatory JOBS components included in our study--education, job skills training, and job readiness training. Often, a community's description suggested

effective practices in more than one of the mandatory components. In such instances, we catalogued the practice by the component that seemed to be most affected.

- The education component includes, but is not limited to high school or high school equivalency certification, basic and remedial education for a literacy level of at least grade 8.9, and English proficiency. Appendix A summarizes the effective practices used by four of the 12 selected communities for providing education opportunities to JOBS participants.
- The job skills training component focuses on vocational training. The training includes skills such as automotive repair, welding, word processing, and food preparation. Appendix B summarizes the effective practices used by four of the 12 selected communities for providing job skills training opportunities to JOBS participants.
- Job readiness training is intended to help JOBS participants understand workplace expectations and acquire attitudes and behaviors needed for obtaining and keeping a job. For example, participants are counseled on the importance of being on time for work, and how to interact with other people. Appendix C summarizes the effective practices used by four of the 12 selected communities for providing job readiness training opportunities to JOBS participants.

FACTORS CONTRIBUTING TO SUCCESSFUL COMMUNITY PROGRAMS

INTERAGENCY COOPERATION

The JOBS administrators we interviewed stressed the importance of cooperation among Federal, State, and community agencies in educating and training JOBS participants. About one-fourth of the State and community JOBS administrators we interviewed said poor cooperation and coordination among social and welfare agencies is a major barrier to providing education and training for JOBS participants. Below, we briefly highlight some community practices for using non-JOBS resources that local JOBS administrators believed were effective in providing education, job skills training, and job readiness training to JOBS participants. Non-JOBS resources were provided by Job Training Partnership Act (JTPA) agencies, the U.S. Department of Education, State and County Departments of Education, various State and local education facilities (including public schools, technical schools, colleges, and universities), community action agencies, the U.S. Department of Housing and Urban Development, and others.

Education Opportunities for JOBS Participants

In Claremore, Oklahoma, the State Department of Human Services obtained a cooperative agreement for JOBS participants to enroll in an educational outreach program operated by Rogers State College. The program, called Educational Opportunity Center, made educational opportunities available to JOBS participants in 23 eastern Oklahoma counties. The U.S. Department of Education provided funding for the Educational Opportunity Center. Further, numerous public schools, vocational schools, colleges, and universities in eastern Oklahoma provided counseling, financial aid, facilities, and instruction in academic and vocational curriculums. Finally, the State Departments of Human Services and Adult and Continuing Education actively promoted, sponsored, and coordinated program activities for JOBS participants.

Partly as a result of Claremore's cooperative program, about 30 of 200 JOBS participants (about 15 percent) in Rogers County obtained GED certificates during the State fiscal year ending June 30, 1991. Furthermore, because of their participation in the program, 76 JOBS participants obtained employment--exceeding a program goal of 42 placements.

Likewise, in Winter Park, Florida, the Orange County JOBS agency coordinates a Teen Parent Program that includes resources from at least two Federal, two State, and two county programs. The resources are provided by AFDC, JTPA, Florida Department of Education, Florida Department of Health and Rehabilitative Services,

Orange County Health Department, and Orange County School System. The Teen Parent Program serves about 200 teenaged parents annually, helping them obtain a high school diploma or GED certificate.

The Orange County JOBS agency formed an advisory committee represented by staff from the various agencies and local schools. Through this cooperative linkage, the JOBS agency returned to school about 129 of an estimated 200 teen parents during Fiscal Year 1990. Of those, 46 continued their education until they earned a high school diploma or GED certificate. Twenty-five of the 46 continued their education into vocational school, community college, or a 4-year college. Because of its success in preventing high school dropouts, the Winter Park Teen Parent program received a 1990 Davis Productivity Award--a State award for significant productivity improvement.

Job Skills Training

In Beatrice, Nebraska, the Nebraska Department of Social Services, Nebraska Department of Labor, and Southeast Community College cooperatively sponsor an 8-week summer training program for JOBS participants. The program, called Parents of All Ages, provides training in word processing, clerical duties, and similar office skills. It also includes training in basic academic, human relations, and household management skills.

The three sponsoring agencies provide funding, instructional facilities, training, housing, child care, and youth activities for JOBS participants. In doing so, the three agencies have obtained cooperative assistance from the YMCA, JTPA, and a Community Action Agency to care for and provide summer jobs as appropriate for children of parents enrolled in the 8-week program. The program is unique in that it provides housing for parents and children during the training. Depending on their ages, the children are engaged in child care or youth activities while parents receive job skills training. This practice minimizes concern of JOBS participants for their children.

According to Beatrice JOBS administrators, Parents of All Ages has been very successful. The program goal was that 75 percent of all JOBS participants would obtain employment after completing the training or continue to further their education. Using this criteria, Beatrice JOBS administrators reported an 83 percent success rate for 30 participants in the 1989 program. Employment statistics for 1990 were not available, however, 14 of 23 JOBS participants enrolled in a college level program.

Job Readiness Training

Through a cooperative arrangement, the JOBS agency in Ft. Myers, Florida refers JOBS participants to a 3-week Employability Skills Training Program operated by JTPA. The program objectives are to teach participants how to search for, apply for, and keep a job. The program offers JOBS participants one week of instruction on employability and two weeks on job search. As needed, participants may be given additional on-the-job or remedial training. In addition, the U.S. Department of Housing and Urban Development has worked cooperatively with the program by providing a subsidized housing grant for training participants.

Ft. Myers JOBS administrators said the program has been effective in placing participants in jobs. However, specific information was not available showing separate results for JOBS participants who obtained job readiness training through the Employability Skills Training Program. The JOBS administrators estimated that in 1989, 63 percent of the JOBS participants in an umbrella training program called "Job Club," obtained employment (226 of 356 participants). The job placement rate in 1990 was 56 percent (171 of 305 participants). In 1991, the placement rate was 45 percent (130 of 289 participants). The statistics for the Job Club include JOBS participants who attended the Job Club employability training program. The JOBS administrators partly attributed the declining percentage in placements to a higher percentage of students who needed more extensive training.

PRIVATE SECTOR RESOURCES

Private sector resources may boost the quality of training for JOBS participants. Two of the 12 selected communities made extensive use of private corporations, various business associations, and individual volunteers to provide job skills training for JOBS participants. The two are Boston, Massachusetts and Hartford, Connecticut. In both communities, the cooperation of private organizations added "real work life" experiences to the training provided to JOBS participants.

Private Sector Support Adds Realism to Training for JOBS Participants

The Massachusetts Department of Public Welfare refers JOBS participants in Boston to Training, Inc. for job skills training. Training, Inc., founded by the Greater Boston YMCA, relies on State grants to fund skills training programs, but the grants must be matched by private sector financial support.

Private corporations support the training program in various ways. For example, IBM provided hardware (computers, printers, typewriters, etc.), software, and staff training valued at \$200,000. Likewise, Lotus Development Corporation sponsored five Training, Inc. internships, assisted with curriculum development, provided financial support, and donated Lotus 1-2-3 software. Some firms also provided staff to teach various evening classes, including job search techniques. Finally, firms periodically hosted graduation luncheons to welcome graduates into the business world.

Individual volunteers also support the Training, Inc. program. Volunteers made financial contributions and served as tutors, advisors, job search coaches, employer liaisons, and fund-raisers. Over 60 volunteers from 40 Boston companies have shared their knowledge and technical expertise since the program began in 1984. The volunteers, some of whom are graduates of Training, Inc., contribute more than \$70,000 in work hours annually.

More than 200 local employers have hired graduates of Training, Inc. A local bank, for example, has employed 25 graduates of Training, Inc. since 1986. The bank has an 86 percent retention rate with these employees. In 1990, Training, Inc. graduated 150 of its 200 JOBS participants. About 66 percent of those graduating participants found full-time jobs with benefits. As of October 1991, JOBS administrators said about 80 percent of those who found jobs retained them. Further, about 85 percent of those obtaining jobs received raises and/or promotions within their first year of employment. As of September 1990, the average starting salary for JOBS participants was \$8.23 per hour.

Private Sector Support Helped Prepare JOBS Participants for Self-Employment

An Entrepreneurial Training Program at Hartford, Connecticut is designed to teach business skills to JOBS participants. The goal is to help them become self-employed. The program is financed by the Connecticut Department of Income Maintenance, and is based at Hartford College for Women. Program costs are relatively low because the program uses resources of various private corporations. A few examples are the Hartford Economic Development Corporation, Connecticut National Bank, and various business associations, such as the Chamber of Commerce and the National Association of Professional Service Women.

Cooperative agreements with such organizations provide JOBS participants access to workshops, conferences, and other special events. Staff from private organizations voluntarily teach technical business courses, provide support and technical assistance, and serve as mentors for JOBS participants. For example, staff of the Hartford Economic Development Corporation provide individual counseling and assistance to JOBS participants on preparing their business plans, completing loan applications, and solving business problems. Staff of cooperating firms continue their consultations and general support of participants for up to 6 months after graduation.

Similarly, the Hartford Economic Development Corporation and Connecticut National Bank developed an innovative loan program to provide start-up capital for JOBS participants who complete the training program. To qualify for the loans, participants must have graduated and must have a detailed business plan approved by the Hartford Economic Development Corporation. These requirements replace traditional requirements that a borrower have collateral and a sound credit history. Generally the loans, made by Connecticut National Bank, range from \$5,000 to \$10,000. The loan repayment plan allows interest-only payments for the first year of the loan.

The Entrepreneurial Training Program has produced positive results for JOBS participants (also for AFDC recipients who participated prior to implementation of JOBS). Between March 1, 1988 and June 30, 1991, 64 of 91 participants (70 percent) graduated from the program. About 45 percent of those graduates became self-employed. Another 40 percent of the graduates got jobs after realizing that self-employment was not their best option. About five percent enrolled in another educational or training program to better prepare for self-employment. Another five percent were completing their business plans. Local JOBS administrators could not determine the status of the final five percent.

SUPPORT SERVICES

Effective support services both allowed and encouraged participation in JOBS education and training. Readily available support services such as transportation, child care, and funding supplements are key determinants of whether or not needy families participate in JOBS education and training programs. About two-thirds of the State and community JOBS administrators we interviewed cited a lack of transportation and child care as a major barrier to participation. Some community JOBS administrators said that without such support services, many needy families would be unable to participate in available education and training services.

While such support services are often difficult to provide, some communities have developed innovative, effective programs to mitigate the barrier. We highlight three examples of such practices below.

Innovative Program Practices Increase Supply of Child Care Providers

The Rock County (Janesville and Beloit) Wisconsin JOBS administrators designed an innovative program to increase the supply of child care providers. Increasing the availability of child care services increases the potential for needy families to attend job readiness training offered through the Rock County JOBS program. The rural community had a shortage of licensed child care providers--a barrier to needy families participating in JOBS training. Further, local residents who could be trained and certified as child care providers lacked transportation to certification training at a technical school, located outside their rural community.

As part of the Rock County program, the JOBS administrators and the local Community Action Agency arranged a certification training site in the rural community. This innovative approach eliminated a transportation barrier for potential child care providers. As a result, 21 people completed the child care classes in Fiscal Year 1990. Some of these people are now active child care providers in the community. Further, the in-home services they provided enabled JOBS participants to attend job readiness training that was available to them through the program.

In another community, Project Forward, operated by Clovis and Portales, New Mexico JOBS administrators, makes child care available to education and training participants. The Project Forward program administrators provide the support services in a manner that does more than just allow participation. The program stimulates and encourages participation and high achievement in education activities.

To mitigate a shortage of available child care providers, the JOBS agencies in Clovis and Portales have taken two significant steps. First, JOBS administrators negotiated with two educational institutions to establish on-campus child care centers. Second, they made it more attractive for child care providers to accept JOBS participants' children. The JOBS agencies did that by (1) making disbursements for services

directly to child care providers rather than to JOBS participants, and (2) expediting disbursements so that providers are paid within the first 10 days of each month.

Support Services Provide Incentive for High Academic Achievement

The JOBS agencies in Clovis and Portales have also arranged for certain JOBS participants to obtain housing subsidies from the U.S. Department of Housing and Urban Development (HUD). In both communities, HUD defrays housing expenses for JOBS participants who meet special academic-based criteria. For example, a participant must have completed two years of college and must maintain a 2.8 or better grade point average. Therefore, while the subsidies help meet JOBS participants' housing needs, they also provide an incentive for higher academic accomplishment.

Customized Support Services Encourage JOBS Participants to Attend Education and Training Programs

The JOBS agency in Pittsburgh, Pennsylvania and a local vocational school cooperatively provide customized support services to meet the needs of JOBS participants and their children. The program, at Forbes Road East Area Vocational Technical School, used Federal grants to contract with a private bus firm to transport JOBS participants and their children from six "pick-up" sites in the Pittsburgh area to the vocational school. The JOBS agency in Pittsburgh funds transportation by public transit to and from the pick-up sites. The Forbes School also provides on-campus child care. Such convenient child care enables JOBS participants to concentrate on their training rather than on the care of their children. According to Pittsburgh JOBS administrators, these customized support services enable about 50 JOBS participants annually to attend education and training that might otherwise be unavailable to them.

APPENDICES:

COMMUNITY PROGRAM PROFILES

APPENDIX A: EDUCATION PROGRAMS

APPENDIX B: JOB SKILLS TRAINING

APPENDIX C: JOB READINESS TRAINING

APPENDIX A

EDUCATION PROGRAMS

Claremore, Oklahoma Educational Opportunity Center

The Oklahoma Department of Human Services has a cooperative agreement with an educational outreach program at Rogers State College to provide various education services for JOBS participants. The program at Rogers State is an Educational Opportunity Center funded by the U.S. Department of Education. The center serves JOBS participants in 23 counties in eastern Oklahoma. The center makes it possible for participants to gain access to adult basic education, general educational development (GED) preparation courses, vocational-technical schools, junior colleges, and universities.

Program Effectiveness

The center has been effective in preparing JOBS participants for employment, according to officials at the Oklahoma Department of Human Services. During the State fiscal year ending June 30, 1991, the Rogers County JOBS agency placed 76 participants in employment (about 38 percent of an estimated 200 JOBS participants). This exceeded their goal of 42 placements. These placements are particularly significant because they all resulted in AFDC case closures, and thus, program savings.

Another result in Rogers County, during the same fiscal year, is that about 30 JOBS participants obtained their GED certificates--enhancing their potential for employment.

Program Effectiveness Attributed to Cooperation Between JOBS Agencies and Various Educational Institutions

Local JOBS officials attributed the center's success largely to a strong cooperative relationship between county AFDC and JOBS agencies, and educational institutions in the eastern region of the State. To illustrate, the 23 county JOBS coordinators first assess JOBS participants' needs and refer them to the appropriate Educational Opportunity Center office. The center then provides a central linkage to the eastern Oklahoma educational institutions which serve JOBS participants. In cooperation with the center, the institutions evaluate JOBS participants' academic abilities and assists them in career planning, applying for financial aid, and enrolling in their selected educational facilities.

Indicative of effective coordination among local agencies, GED classes have been established in communities throughout northeastern Oklahoma. The center was instrumental in documenting a widespread need for daytime classes. The classes are sponsored by the State's Department of Human Services and the Department of Adult and Continuing Education. Improved access to GED classes is key for many JOBS participants earning a certificate, and ultimately obtaining employment.

Transportation for JOBS Participants Enhanced Program Effectiveness

To allow JOBS participants to take advantage of the educational opportunities available to them, the center and JOBS officials have arranged transportation to various facilities and services. In Rogers county, for example, a vocational-technical school furnishes buses to transport JOBS participants for GED classes and job skills training. Without such transportation assistance, many JOBS participants would be unable to get to the educational facilities where services are available.

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Clovis and Portales, New Mexico Project Forward

JOBS officials in Clovis and Portales coordinate a wide range of education and training services under Project Forward, the State's JOBS program. The local program includes (1) courses leading to a high school diploma or GED certificate, (2) courses in English, math, and reading to prepare for college level study, (3) courses leading to a 2-year degree in one of 25 disciplines, and (4) courses leading to a 4-year degree in various fields. Project Forward offered educational opportunities at these levels to over 550 JOBS participants in two rural counties during 1991.

Program Effectiveness

According to New Mexico Department of Human Services administrators, the Clovis and Portales program has been very effective. The local education program was initiated in April 1990, and by the end of the 1991 summer quarter, 17 JOBS participants had graduated from a local university. Further, most of the graduates found employment.

Also, by the end of the 1991 summer quarter, 78 participants had earned GED certificates and 28 had earned 2-year degrees. At that time, 26 participants who were enrolled in a work experience program at the university had obtained employment. These participants' earnings enabled them to be self-supporting, and their AFDC cases were closed.

Program Effectiveness Attributed to Cooperation between Local Agencies and Educational Institutions

Local JOBS administrators operate Project Forward as a partnership between several agencies, including JTPA, two county AFDC agencies, a community college, a university, and the U.S. Department of Housing and Urban Development (HUD). Through the partnership arrangement, JOBS participants can pursue educational levels appropriate to their abilities and obtain financial assistance for education, child care, and housing.

The university supports JOBS participants by providing counseling and academic advisory services. The university provides free tutoring and professional counselors to help participants with personal problems. In recognition that a JOBS participant's perspective is generally different from that of a traditional student, the institution also conducts a modified version of their freshman orientation course. The special course is designed to help participants and other non-traditional students get off to a good start in their educational programs.

Support Services Enhance Participation in JOBS Program

The Project Forward program administrators have effectively arranged child care and housing subsidies for JOBS participants. The Project Forward program administrators provide the support services in a manner that does more than just allow participation. The program stimulates and encourages participation and high achievement in education activities.

To mitigate a shortage of available child care providers, the JOBS agencies in Clovis and Portales have taken several actions. First, JOBS administrators negotiated with two educational institutions to establish on-campus child care centers. Second, they made it more attractive for child care providers to accept JOBS participants' children. The JOBS agencies did that by (1) making disbursements for services directly to child care providers rather than to JOBS participants, and (2) expediting disbursements so that providers received them within the first 10 days of each month.

The JOBS agencies in Clovis and Portales have also arranged for certain JOBS participants to have access to housing subsidies from the U.S. Department of Housing and Urban Development (HUD). In both communities, HUD defrays housing expenses for JOBS participants who meet special academic-based criteria. For example, a participant must have completed two years of college and must maintain a 2.8 or better grade point average. Therefore, while the subsidies help meet JOBS participants' housing needs, they also provide an incentive for higher academic accomplishment.

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Salt Lake City, Utah Teen Parent Program

Salt Lake Community High School offers a high school completion program especially designed for expectant mothers and young parents--Teen Parent Program. The program offers a concentrated curriculum of English, math, history, social studies, geography, science, business education, occupational child care, homemaking, and consumer education.

Program Effectiveness

Twenty-eight JOBS participants were enrolled in the program as of June 1991. By December 1991, 11 were still enrolled and 13 had graduated--11 of whom were pursuing higher education. Four had obtained full-time jobs.

Focusing on Special Needs of Teen Parents Is Key to Program Effectiveness

The program and JOBS staff give special attention to participants through individual counseling on educational and personal matters. The program staff helps participants plan for their future and that of their children. Also, JOBS participants are allowed to enroll at any time during the school year, and attend classes on a flexible schedule. Staff from the JOBS program and the school cooperate and coordinate their efforts to help teen parents. For instance, the school actively participates as a member of the local JOBS/AFDC coordinating council. Further, a school counselor acts as a support person and linkage between teen parent participants and various other community services. The teen program offers prenatal and parenting classes, and information on nutrition. Some participants stated that the parenting class was a major reason they stayed in the program. Further, participants said that help in getting control of their personal lives enabled them to do better academically.

On-Site Child Care Enhances Participation

Salt Lake Community High School provides an important support service for JOBS participants by operating an on-site child care center. Aides, volunteers, and peer parents help take care of the children. Each parent with a child in the child care center is assigned to work there one hour each week. Importantly, the center accommodates all of a participant's children, including infants. The staff provides activities designed to stimulate the mental and physical growth of each child, considering his or her age. The staff gives special attention to the unique needs of children. For instance, the special care and attention given to one child who had seizures allowed the mother to graduate from high school and enroll in a community

college. On-site free child care eased participants' anxiety regarding their children and helped JOBS participants stay in school.

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Winter Park, Florida The Teen Parent Program

The Winter Park JOBS agency coordinates the Teen Parent Program--a program designed to prevent pregnant and parenting teens, ages 14 through 19, from dropping out of school. To help parenting teens obtain a high school diploma or GED certificate, program staff assess their skills and provide counseling and advice on educational programs. Participants in the program attend classes at an educational level appropriate for each individual--from middle school to vocational skills training. The Winter Park program serves about 200 teens per year from throughout Orange County Florida.

Program Effectiveness

The program has been very effective in reducing an alarmingly high dropout rate among teens in Orange County, according to the Florida Department of Health and Rehabilitative Services. JOBS officials said, for example, that during Fiscal Year 1990, 129 teen participants returned to school--a monthly dropout retrieval rate of about 11 percent. Due to their success in preventing high school dropouts and reducing absenteeism, the Teen Parent Program staff were recipients of a 1990 Davis Productivity Award. The awards are given in recognition of significant performance improvements by Florida State workers.

A notable number of participants in the program have obtained employment, a high school diploma, or GED certificate. During Fiscal Year 1990, 43 of 200 participants (about 21 percent) obtained employment (about half the jobs were full-time). Forty-six of 200 participants (about 23 percent) obtained a high school diploma or GED certificate. Of those, about 25 continued their education at a vocational school, community college, or 4-year college.

Program Effectiveness Attributed to Cooperation Between Various State and County Agencies

Strong cooperation and coordination between State and local agencies are largely responsible for the success of the Teen Parent Program, according to local JOBS officials. The community program administrators formed an advisory committee composed of staff from schools and agencies which serve JOBS participants. Through such linkages between the JOBS agency, other State and local agencies, and local schools, the JOBS staff has effectively helped participants overcome barriers to high school education. For example, JOBS counselors have coordinated with school officials to periodically meet with participants at school to monitor their progress and help them solve problems. The JOBS agency also has arranged special group appointments with the local Health Department for students receiving prenatal care, thereby lessening absenteeism from school. The staff from at least one school

provides transportation to the Health Department and otherwise ensures that participants keep their appointments.

Support Services Enhance Participation in JOBS Program

The Orange County JOBS administrators told us that financial support was critical to teen participation in the program. Accordingly, the JOBS agency provides assistance for child care and transportation, and helps participants meet their other essential needs.

For example, the Florida Department of Education and JTPA agency provide funding for child care. Likewise, the JOBS agency provides gasoline allowances for private transportation and bus tickets for public transportation. Such financial support is essential for JOBS participants to attend school regularly and graduate--according to local JOBS administrators.

The Teen Parent Program also supports JOBS participants by helping them meet other essential needs. When necessary, the JOBS staff obtains food, clothing, furniture, or temporary shelter through churches and other local resources. In some instances the staff has prevented absenteeism by providing maternity clothes to participants, enabling them to meet school dress codes.

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APPENDIX B

JOB SKILLS TRAINING

Beatrice, Nebraska Parents of All Ages

Parents of All Ages is a job skills training program which the Nebraska Departments of Social Services and Labor sponsor, in collaboration with Southeast Community College. This is an 8-week residential summer program to provide JOBS participants from throughout the State a broad-based foundation for future employment and education. Participants and their children are relocated to the college campus and housed in dormitories during the program.

Participants in the program learn word processing and other computer skills. They also study related subjects such as, business math, business English, human relations, and office courtesy. The training prepares them for clerical and similar jobs in industries such as banking and insurance. They also learn job search skills-- interviewing, writing resumes, and dressing for success. The curriculum includes courses and workshops on parenting, personal financial management, and building self-esteem.

Program Effectiveness

The Parents of All Ages program defines participants' success, after completing the program, as having a job or furthering their education. Administrators set a goal of achieving a 75 percent success rate.

An evaluation of the 1989 8-week session revealed successes and improvements for the training participants and their children. For 30 participants who graduated from the program, the rate of success was 83 percent. That rate was based on their status 5 months after the training session. Further, income increased for 57 percent of those first participants. Although on average, a participant's household earnings were still below the State's minimum cost-of-living level (\$719 per month). In addition to participants' successes, 67 percent of their children improved in such areas as discipline, self-confidence, and scholastic grades.

After the 1990 8-week session, 14 of 23 participants enrolled in a college program in or near their home community. Most of them received student financial aid in the form of Pell Grants.

Twenty-three (43 percent) of the 53 participants from the 1989 and 1990 programs have obtained employment.

Interagency Cooperation Key to Establishing Effective Program

The Parents of All Ages program requires significant cooperation and coordination of activities by the sponsoring agencies and the host community college. The sponsoring agencies and the college provide a combination of funds, facilities, and other resources necessary for JOBS families to participate in the program. A core group of staff plan and coordinate implementation of the program, including weekly meetings while training is being conducted. Further, because participants and their children are housed at the training site, participants may concentrate fully on their training without undue concern for their children. They are not isolated from their children, but are placed in a self-contained environment which is tailored to their needs.

Comprehensive Support Services Enhance Program Effectiveness

Successfully training JOBS participants and conducting activities for their children requires comprehensive support services--temporary moving expenses, housing, child care, youth activities, medical care, and local transportation. The sponsoring agencies and the college collectively provide those services, either directly or by using other organizations.

Program officials use various means of providing support services. While JOBS participants are in classes, infants and children up to age 6 are in a child care facility. Children ages 7 through 13 attend a YMCA day camp, and those 14 or older are employed by the JTPA Summer Youth Program. The college provides vans for transporting children to child care, the YMCA, and other family activities. To provide medical care for participants and their children, program officials contract with a physician's assistant for general medical services. They also arranged for a local Community Action Agency to provide child care for children who are ill. Without such assistance, contending with medical problems such as chicken pox, influenza, and various injuries could cause JOBS participants to discontinue participation in training programs.

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Boston, Massachusetts
Training, Inc./Greater Boston YMCA

The Massachusetts Department of Public Welfare refers JOBS participants in Boston to Training, Inc., founded by the Greater Boston YMCA, for job skills training. The program is administered through a contract arrangement between the Department of Public Welfare, Bay State Skills Corporation (a quasi-public corporation), and Training, Inc. In short, the Bay State Skills Corporation, established by State law, facilitates cooperation between government agencies, industry, business, and educational institutions to provide skills training programs. The corporation is a conduit for grants from public agencies to educational and training institutions. Such grants must be matched by private sector financial support.

Training, Inc. provides training in filing, bookkeeping, business math, word processing, office procedures, and telephone courtesy. Participants also learn about human relations, the importance of developing a positive attitude, and career development.

Between July 1, 1989 when the Department of Public Welfare implemented the program and June 1991, approximately 372 JOBS participants had received job skills training. Training, Inc., however, has trained economically disadvantaged persons for over 8 years, mainly AFDC recipients and public housing residents.

Program Effectiveness

In 1990, Training, Inc. graduated 150 of its 200 program participants. About 66 percent of graduating participants found full-time jobs with benefits. Their average starting salary, as of September 1990, was \$8.23 per hour. In addition, 15 percent of 1990 graduates have pursued college degrees.

In 1989, about 87 percent of Training, Inc. graduates found employment. According to local JOBS officials, the 1990 employment statistics were lower due to an economic recession and a 10 percent unemployment rate.

Individualized, "Hands-On" Approach Important for Effectiveness

The training focuses on developing technical, social and life skills for each participant. Depending on their individual needs, JOBS participants are provided training in assertiveness, self-confidence, job search techniques, and living without public assistance. Each participant is assisted in developing an employment plan tailored to their particular needs. The staff from the local JOBS agency and Training, Inc. design the plan jointly. The plan includes goals, timetables, and projected skills requirements for each participant to obtain a job. It also includes criteria for determining individual performance--attendance, work habits, cooperation, attitude, and behavior. As training evolves, the staff evaluates participants' actual performance and counsels them

on how to improve. The counseling includes, for example, individual assistance in the use of cosmetics and general good grooming.

A recruiter from one firm that has hired many graduates of Training, Inc. said, "I have been most impressed with the level of commitment and personal interest of the Training, Inc. staff. Sometimes that individual attention makes all the difference in the world!"

The program uses a "hands-on" approach in teaching JOBS participants various skills. For example, classes are conducted in a simulated office setting where JOBS participants can practice newly taught skills. The training site is converted into a model of a hotel supply company and JOBS participants assume a position in one of six departments. This allows them to become aware of how others in a work environment depend upon each individual's work contribution. Participants learn to double check their work for accuracy and to correct their own errors. Finally, the training includes informative field trips to private companies and mock employment interviews. These interviews, conducted by representatives from the private sector, give JOBS participants realistic interviewing experiences.

Private Sector Support Enhanced Training Program Quality Significantly

The program partially relies on support from private entities. For example, as of 1991 IBM had provided \$200,000 worth of hardware (computers, printers, typewriters, etc.), software, and staff training. Likewise, Lotus Development Corporation had sponsored five Training, Inc. internships, and provided financial support, assistance with curriculum development, and Lotus 1-2-3 software.

The private sector also supports the program in other ways. More than 200 employers have provided employment for graduates of the program. Some employers also provide staff to teach evening classes such as job search. Employers periodically host luncheons to welcome graduates into the business world.

The program also relies on volunteers for assistance. Volunteers support Training, Inc. by serving as tutors, advisors, job search coaches, employer liaison, or fund-raisers. Some volunteers are graduates of Training, Inc. As of 1991, over 60 volunteers from 40 Boston companies had shared their knowledge and technical expertise by designing and teaching classes, and presenting workshops. Volunteers contribute over \$70,000 in work hours annually.

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Hartford, Connecticut Entrepreneurial Training Program

The Entrepreneurial Training Program is designed to teach business skills to AFDC recipients. The aim of the program is to provide necessary knowledge and self-confidence to JOBS participants to enable them to become self-employed. The training program is financed by the Connecticut Department of Income Maintenance, and it is based at Hartford College for Women.

Program Effectiveness

For the period March 1, 1988 through June 30, 1991, 64 of 91 participants (70 percent) graduated from the program. Forty-five percent of graduates became self-employed. Forty percent got jobs after realizing that self-employment was not their best option. Five percent enrolled in another educational or training program to better prepare themselves for self-employment. Five percent were refining their business plans, and five percent were unaccounted for.

Cooperation and Support of Local Business Community Helped Prepare JOBS Participants for Self-Employment

The Entrepreneurial Training Program relied on resources from the Hartford Economic Development Corporation, Connecticut National Bank, and various business associations, such as the Chamber of Commerce and the National Association of Professional Service Women. Cooperative agreements with such organizations provide JOBS participants access to workshops, conferences, and other special events. Further, staff from such organizations voluntarily teach technical business courses, provide support and technical assistance, and serve as mentors for JOBS participants. For example, staff of the Hartford Economic Development Corporation provide individual counseling and assistance to JOBS participants on preparing their business plans, completing loan applications, and solving business problems. Staff of the cooperating firms continue their consultations and general support of participants for up to 6 months after graduation.

The program includes three phases. The first consists of a self-assessment session and an orientation session (two and one-half hours each). The second is a 23-week phase during which JOBS participants receive training in negotiating skills, communications, finance, and balancing personal and business responsibilities. The third phase lasts up to 6 months and focuses on a business plan written by the JOBS participants. The business plan is very important. It details how a participant's proposed business will operate and market its products or services. The plan is a key part of securing financing for a participant to start a business.

Throughout the almost year of training and after graduation, the program provides individual counseling and networking. Participants interact with their peers, established business persons, and other professionals. This process is formalized by requiring participants to attend weekly peer support meetings throughout training, and for 4 months after graduation.

Innovative Business Loan Program Improves Participants' Chances to Succeed

The Hartford Economic Development Corporation and Connecticut National Bank developed an innovative loan program to provide start-up capital for JOBS participants who complete the training program. To qualify for the loans, participants must have graduated and must have a detailed business plan approved by the Hartford Economic Development Corporation. These requirements replace traditional requirements that a borrower have collateral and a sound credit history. Generally the loans, made by Connecticut National Bank, range from \$5,000 to \$10,000. The loan repayment plan allows interest-only payments for the first year of the loan.

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Pittsburgh, Pennsylvania
Forbes Road East Area Vocational Technical School

The Forbes Road East Area Vocational Technical School provides job skills training to about 50 JOBS participants in the Pittsburgh area. The school offers 25 vocational and technical programs designed to meet current labor market demands.

Program administrators stress the importance of female JOBS participants taking advantage of career opportunities which have traditionally been taken by males. Some examples are careers in electronics, auto body repair, machine shop technology, meat cutting, and welding. Such occupations frequently offer higher wages and better benefits--two critical factors for single parents (usually female) attempting to become self-supporting.

The Forbes program offers preliminary vocational interest testing and an opportunity to explore several potential careers before selecting a vocation. Career exploration, such as monitoring up to six vocational classes in which participants have an interest, has improved participants' motivation and attendance. The testing and exploration are available through cooperative efforts of the JOBS agency, Pennsylvania Job Service, JTPA, and Forbes.

In addition to the vocational-technical curriculum, Forbes offers adult basic education, GED classes, and adult literacy.

Program Effectiveness

According to JOBS administrators, the Forbes program has produced positive results. Approximately 65 percent of the participants have found and retained employment, with entry level wage rates as high as \$10.00 per hour. Some participants have attained jobs as machinists, patient attendants, meat cutters, and printers. Also, during the school year 1989-90, 100 percent of participants who took GED tests passed. Eighty-five percent of those in GED and adult basic education classes have increased their skill levels by two grades. Finally, parents became more active in the education of their children, demonstrating an interest in family literacy. For instance, in the child care center at Forbes, parents work directly with their children under the supervision of a reading specialist.

Comprehensive Support Services Enhance Program Participation

The Forbes program provides comprehensive support services, which help JOBS participants make a successful transition to employment. For example, Forbes--using Federal grants--has contracted with a private bus firm to transport JOBS participants to training from six sites around Pittsburgh. The local JOBS agency provides transportation funds when necessary for getting participants to and from the pick-up

sites. Using this combined transportation system, participants and their children have access to training and child care which might otherwise be unavailable.

Forbes also operates a child care center on campus. This arrangement is convenient for JOBS participants and enables them to concentrate on their training because their children are receiving quality care nearby. The care center is distinguished as a "Pennsylvania Governor's Model Facility." The school operates the center in conjunction with its Child Care Training Program, which trains students to become child care professionals.

Finally, the Forbes program provides group support sessions for JOBS participants three times per week. The sessions include job preparation and search, stress management, and budgeting classes. This continuous support, in combination with job skills training, is designed to eliminate many problems, deficiencies, and barriers that JOBS participants face in obtaining employment.

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APPENDIX C

JOB READINESS TRAINING

Boston, Massachusetts Assisted Placement Program

The Massachusetts JOBS program contracts with the Boston Housing Authority for job readiness training and various other job training and placement services. The housing authority has provided job training and placement services for 8 years. The Assisted Placement program serves JOBS participants under a performance-based contract which has been in effect since 1989.

The program offers various types of job readiness training in a workshop format. One training module focuses on participants' options and outcomes, self-awareness, fear of failure, and attitudes. Another module includes training on getting along with supervisors, establishing relationships with co-workers, and gauging one's performance. The training staff illustrates parts of this module with sample situational problems. Another module provides training on good employee characteristics, including developing good work habits, managing employee time, and balancing work and family responsibilities.

While a participant receives job readiness training, the contractor determines whether the individual is ready for job placement. If so, the individual may be placed in a job directly from the job readiness component. If not, the participant is typically enrolled in additional training to further prepare for employment.

Program Effectiveness

The primary objective of the job readiness component is for participants to obtain a job that pays a minimum of \$12,000 annually with health benefits or a minimum of \$14,000 annually without health benefits. Participants must retain the job for at least 30 days to be "successful."

The program has been quite successful in placing JOBS participants in employment, according to local JOBS administrators. In 1989, the program served 667 participants and placed 586 (88 percent). In 1990, it served 784 and placed 686 (88 percent). And in 1991, it served 858 and placed 732 (85 percent).

Focus on Individual Participants' Needs Key to Effectiveness

One important aspect of the Assisted Placement Program is its responsiveness to the individual needs of JOBS participants. It offers flexible hours and flexibility in the selection of a training plan which accommodates JOBS participants' personal and training needs. For example, the housing authority provides job readiness training as a single activity or in combination with other activities, such as job skills training or subsidized work activities. Further, participants can enroll or exit the program at any time during the course of training--for instance, to be placed in a job. Another important way that the housing authority effectively accommodates participants' needs is by providing on-site counselors.

The housing authority's reaction to a 32-year-old JOBS participant whose young son had special health needs illustrate how the training and counseling is focused on individual needs. This JOBS participant had made two unsuccessful attempts to complete clerical skills training. She had been unable to cope with the demands of her son and her own developmental needs. The Assisted Placement Program staff had projected that she could complete job readiness training and 7 weeks of intensive computer training, and ultimately secure full-time employment. During training, she encountered serious personal obstacles, including two health crises and academic problems. These barriers threatened to cause her to fail again. However, the housing authority program staff provided close contact, frequent counseling, and effective peer support. As a result, she completed training and obtained full-time employment, where she earned \$16,000 annually.

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Cincinnati, Ohio
Queen City Vocational Center

The Hamilton County JOBS program has an effective, cooperative arrangement with JTPA and the Cincinnati Public Schools. JTPA is a key sponsor of the program, providing funding for some of the staffing. Under the arrangement, JOBS participants receive job readiness and pre-vocational training at Queen City Vocational Center.

The curriculum at the center differentiates between two related types of training. Job readiness training focuses on personal resource management, employability, and job search skills, while pre-vocational training focuses on participants' goal setting, life skills, and critical thinking.

The center offers several adult skills training programs which incorporate job readiness activities and pre-vocational training. One such program is called "Transitions." That program provides JOBS participants pre-employment personal development and career exploration. The program is divided into three 1-week modules--Self-Awareness, Tools and Job Search Strategies, and "The Game Plan" and Interviewing Techniques. The material is presented through lectures, group discussions, role-playing, video taping, field trips, and mock interviews.

JOBS and JTPA officials also incorporate job readiness activities into job skills training programs which Queen City Vocational Center conducts. For example, the three job readiness modules on self-awareness and job-seeking are incorporated into the job skills training. The respective modules are presented at the beginning, middle, and end of the job skills training. This approach helps JOBS participants realistically link job-seeking to a specific vocation.

Program Effectiveness

Local officials reported positive results for Queen Center Vocational Center trainees in general, but they could not provide specific information on JOBS participants. For 1990, they reported an overall trainee job placement rate of 75 percent. The estimated average wage rate for those trainees was \$6.00 to \$6.15 per hour. For 1991, officials reported gains in the employment status among trainees in the Transitions program specifically. The center's statistics were based on changes in trainees' status during the year. Of 432 trainees, 79 were employed at the beginning of the year. At the end of the year, 137 were employed--a 73 percent increase. There was also a remarkable increase in the number of trainees with full-time employment. At the beginning of the year, there were 13. By year's end, 137 were employed full-time. Additionally, among those 432 trainees, 29 were able to have their public assistance cases closed.

Interagency Cooperation Enhances Availability of Job Readiness Training

Due to cooperation between the JOBS program and various other agencies in Cincinnati, JOBS participants have access to the resources of multiple government agencies. Child care resources are available through funds from the Hamilton County Department of Human Services and a grant from the Ohio Department of Education. For transportation, most JOBS participants receive a stipend from the JTPA or JOBS agency. The Queen City Vocational Center itself is a result of cooperation between the school system and the city and county employment and training agencies. Thus, JOBS participants have access to a comprehensive adult training institution, which has historically accommodated economically disadvantaged persons.

Program Effectiveness Largely Attributed to Focus on Individual Participants' Needs

One of the most essential characteristics of the Queen City Vocational Center program is that it is tailored to participants' individual needs. There are several ways the program and the training staff at the center accommodate JOBS participants' needs. So that JOBS participants do not lose time or remain idle for long periods, they can begin training at any time of a year. To encourage individual growth and group interaction, training seminars are designed for approximately 10 participants. Also, individual counseling is an integral part of job readiness training. Staff counselors help JOBS participants develop ways of coping with their unique problems and needs. They also convince participants that they have personal and career choices available. The counselors show them ways to use their abilities to get the most from their training experience and to attain their goals.

Importantly, the training staff at the Queen City Vocational Center are qualified to meet many of the individual needs of JOBS participants. For example, the staff has skills in child development, parent education, group facilitation, and teaching techniques for adults with limited learning skills. Their approach emphasizes active, hands-on learning.

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Ft. Myers, Florida
Employability Skills Training Program

Through a cooperative arrangement, the Lee County JOBS agency refers JOBS participants to a 3-week employability skills training program operated by JTPA. The program, which serves approximately 45 JOBS participants at a time, includes 1 week of employability instruction and 2 weeks of job search. During the training, participants learn how to successfully complete an employment application, write a resume, and conduct themselves during an interview. This program also includes the identification of potential employers for participants to contact.

The employability skills training is designed for JOBS participants whose goals are entry level jobs requiring relatively low level skills, and for participants who are re-entering the labor force. The training includes a focus on each participant's attitude and extent of motivation.

Program Effectiveness

Lee County's Employability Skills Training Program is a part of a larger program (Job Club) designed to teach JOBS participants how to search for, apply for, and keep a job. Information was not separately available showing the results of the employability skills program, but local JOBS officials said the program has resulted in significant job placements. Local JOBS officials estimate that for 1989, the larger program trained 356 participants and placed 226 (63 percent) in employment. In 1990, 305 were trained and 171 (56 percent) placed. In 1991, 289 were trained and 130 (45 percent) were placed. Local JOBS officials consider these results to be very encouraging, even though placements had been higher prior to the last three years. The Lee County JOBS officials attribute declining placements largely to an increase in participants who need more extensive training in order to reach a stable employment goal.

In addition to job placements, the local JOBS program has motivated participants and enhanced their self-confidence and ability to set realistic goals. Two JOBS participants illustrate realistic goal-setting. One participant acquired a stable job as a custodian in a local high school. The participant had two basic considerations in selecting such employment as her goal. They were (1) her limited academic skill level (below seventh grade), and (2) two years of work experience as a resort housekeeper. Similarly, another participant, a high school graduate, obtained employment as a transcription clerk in a hospital. Her decision was based on her previous work as a cashier and as a receptionist. Both participants took advantage of job leads and motivational counseling received during their employability training.

Interagency Cooperation Key to Effectiveness

Cooperation between the JOBS agency and JTPA is key to making job readiness training available to JOBS participants. That cooperation is the basis for local JOBS participants having access to JTPA training slots and funds. Interagency cooperation is also key to (1) JTPA's assessment of participants' skills levels, (2) effective counseling services, and (3) effective case management for participants.

At the beginning of the program, JTPA assesses each participant's basic skills and job interests. The assessment results are given to participants before they complete the employability training program. Depending on the results, participants are provided additional training, including on-the-job and remedial training. Participants assessed to be candidates for technical training or college courses also have those opportunities available through the program.

To ensure appropriate counseling and effective case management for each participant, JOBS and JTPA staffs frequently hold joint meetings to plan and coordinate activities for JOBS participants. Additionally, counselors from both agencies work jointly with participants on a weekly basis. Counselors use a support group approach in an effort to improve participants' attitudes and their prospects for employment.

Considering the increase in participants who need more extensive training, effective cooperation between JOBS and JTPA has become even more critical. However, local JOBS officials said their coordinated systems and procedures have remained adequate for effectively meeting JOBS participants' training needs.

Extensive Support Services Enhance Effectiveness

The local JOBS agency arranged for participant access to extensive support services, including child care, transportation, and housing subsidies. The JOBS staff coordinates child care services through a contracted, not-for-profit agency. That agency provides child care resources, referrals, and placement. JOBS provides transportation assistance in the form of public transportation tickets and gasoline allowances. Although all JOBS agencies are required to guarantee child care and transportation, Lee County JOBS officials said successfully arranging such services has had the most impact on program effectiveness.

To assist JOBS participants in fulfilling their housing needs, the U.S. Department of Housing and Urban Development worked cooperatively with JTPA by providing a subsidized housing grant. The agency approved housing certifications for selected

JOBS participants needing training for 6 months or longer. The subsidies are designated for those whose only remaining impediment to entering the training is the lack of housing.

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Janesville and Beloit, Wisconsin Rock County JOBS Program

The Rock County (Janesville and Beloit) JOBS program provides a motivational and career development workshop for JOBS participants. The purpose is to enhance participants' employability. The local JOBS agency provides the workshop through contracts with the Wisconsin labor department's Job Service Division and Cooperative Education Services Agency (a private contractor).

Wisconsin's Job Service Division enrolls JOBS participants and gives them an orientation on program services. The orientation includes (1) information on education, training, and placement services as well as support services such as child care and transportation, and (2) an assessment of each participant's skills and employment interests. If the job service staff determines JOBS participants not to be job-ready, they refer them to a motivational workshop.

The Cooperative Education Services Agency operates the workshop, a 100-hour program spread over a 5-week period. To motivate participants toward entering the job market, workshop facilitators help them learn to believe in themselves, balance family life with job commitments, and understand the importance of being on time for work. The workshop helps JOBS participants increase self-awareness, explore career options, and improve communication skills. To improve communication skills, the workshop includes training in writing, speaking, and listening. The workshop also teaches them how to control anger and get along with others. In 1990, 220 participants enrolled in the motivational workshop.

Program Effectiveness

Local JOBS administrators did not have statistical data showing numbers of JOBS participants obtaining employment. They told us, however, that most JOBS participants who complete the workshop pursue additional training. The participants frequently enroll in technical training which lasts up to two years. Many workshop graduates are still in technical schools. Of those JOBS participants who have graduated from a technical school, local JOBS administrators estimate that 90 percent obtain employment.

Further, local JOBS administrators attribute an increase in the number of participants who earned GED certificates to the motivational workshop. Similarly, they stated the workshop is largely responsible for a decrease in the dropout rate among remedial and vocational students.

Assistance with Child Care Allows Participation

To enable JOBS participants to attend the job readiness workshop and other education and training services, the JOBS agency obtained the cooperation and assistance of a local Community Action Agency in establishing child care providers in private households.

A rural area of Rock County had a shortage of licensed child care providers--a barrier to needy families participating in JOBS training. Further, some local residents who could be trained and certified as child care providers lacked transportation to certification training at a technical school, located outside their rural community.

To mitigate the problem, Rock County JOBS administrators and the local Community Action Agency arranged to set up a certification training site in the rural community. This innovative approach eliminated a transportation barrier for potential child care providers. As a result, 21 people completed the child care classes in Fiscal Year 1990. Some of these people are now active child care providers in the community. Further, the in-home services they provided enabled JOBS participants to attend job readiness training that was available to them through the program.

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