



Employment Outcomes and Performance Benchmarks for Programs Serving Homeless Job Seekers

Report to the Butler Family Fund

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Executive Summary

Purpose of Study

During the past year, with support from the Butler Family Fund, The ICA Group has gathered and analyzed data from the national One-Stop system and over 15 publicly and privately funded homeless employment service programs to identify normative performance benchmarks for assisting homeless individuals to obtain and retain jobs. It is hoped that the collection and aggregation of this data will help workforce development professionals, homeless services providers, and grant making organizations set realistic goals for program performance and provide an appropriate context for program evaluation. The data is also intended to aid the public sector, including the Department of Labor (DOL), in setting alternative standards for measuring local workforce authorities' performance serving the homeless and in so doing encourage One-Stop centers to expand their services to homeless job seekers.¹

Overview of Programs Reviewed

ICA reviewed and analyzed employment outcomes data from the national One-Stop system for individuals who receive staff-assisted services and self-report as homeless, a subset of job seekers that the Workforce Investment Act (WIA) system began tracking in 2007. ICA also collected employment outcomes data from DOL's national Homeless Veteran's Reintegration Program (HVRP) and a sample of 12 homeless service programs integrated with local Workforce Investment Boards (WIBs) and One-Stop Career Centers. Finally, through its association with the Alternative Staffing Alliance, ICA included employment outcomes from three not-for-profit Alternative Staffing Organizations (ASOs) that use a market-based temporary services business model to connect homeless job seekers with employment.

Each of the programs reviewed collaborates with a variety of community-based organizations, provides supports to job seekers to ensure stable housing, and offers a broad range of counseling and case management. While all offer work readiness training and counseling equivalent to One-Stop intensive services, relatively few place a strong emphasis on occupational skills training. Beyond

Among Homeless employment service programs integrated with One-Stop Career Centers that use DOL's Common Measures or supplied 90-day retention data, rates of employment 90 days after exit range from 36% to 54%.

¹ The Government Accountability Office (GAO) reports there is strong evidence that Workforce Investment Act (WIA) performance measures encourage One-Stops to focus on serving the individuals they perceive as most likely to succeed in the labor market. Data from The Center for Law and Social Policy (CLASP) appears to corroborate the GAO's findings. CLASP reports that from 2000 (the first year of WIA) to the program year ending March 2007, the share of low-income individuals receiving intensive and training services declined significantly, from 84% to 54%.

these commonalities, individual programs differ in terms of the depth of services offered and the extent to which they rely on partner organizations to provide services. Significant differences were also found in program structure and populations served. Job seeker characteristics varied in respect to levels of chronic homelessness, mental health issues, substance abuse disorders and criminal history.

Findings

ICA found wide inconsistency in how programs measure employment outcomes. HVRP sites and One-Stops track employment using DOL's Common Measures. The Common Measures "entered employment" definition effectively equates to measuring employment 90 days after program exit. In contrast, most other programs count people as having entered employment as soon as they are placed into a job. For programs that do not use the Common Measures definition, placement outcomes were adjusted using 90-day retention data (where available) to approximate a Common Measures equivalent "entered employment" rate. Among ICA's key findings:

- ❑ WIA data indicate that One-Stop customers who receive skills training achieve higher rates of employment and increased earnings.
- ❑ Employment rates for homeless exiters of the One-Stop system have been consistently lower than those of the general One-Stop population, on average about 13% lower.
- ❑ Labor market conditions strongly influence the success of homeless One-Stop exiters in securing employment. A review of WIA data over time shows that homeless exiters' employment rates negatively correlate (-.78) with the overall unemployment rate.
- ❑ Among Homeless Veteran Reintegration Programs and homeless employment service programs integrated with One-Stop Career Centers that use DOL's Common Measures or supplied 90-day retention data, rates of employment 90 days after exit range from 36% to 54%.
- ❑ Based on audited data from 2009, it appears that Homeless Veterans Reintegration Programs achieve employment rates (48%) on par with homeless exiters of the One-Stop system (47%).
- ❑ The average adjusted entered employment rate for programs integrated with One-Stops for 2010 and 2011 (35%) is lower than the rate for homeless exiters of the One-Stop system in the comparable time period (43%). Information collected in the course of ICA's study suggests that the homeless served directly by One-Stops are likely more job ready than the homeless served by other programs.

Policy Implications and Conclusions

Standardized data collection regarding barriers to employment and uniform formulas for calculating employment and retention would enable funders, policy makers, and program operators to better evaluate the effectiveness and relative performance of homeless employment programs.

WIA standardized record data shows that the homeless are harder to serve than the general population of One-Stop customers. However, the WIA standardized data set does not include important information regarding the barriers to employment faced by homeless job seekers including previous employment experience, mental health issues, or length of time experiencing homelessness. Homeless employment service programs outside the One-Stop System also lack complete data about their participants' barriers and job retention. Without a clearer picture of populations served it is difficult to evaluate relative program performance. Similarly, the lack of standardized measures for employment hinders outcomes comparisons across programs. If all homeless employment programs tracked job retention rates for at least 90 days it would be possible to make more meaningful comparisons of program results with those of HVRP and the One-Stop system.

There is clearly an opportunity for the One-Stop system to expand its services to help more homeless individuals secure employment.

In the year ending March 2011, the One-Stop system exited 11,700 homeless job seekers, representing about one percent of all exiters. This number also represents about one percent of the estimated 1.2 million working-age people housed in shelters during 2010.²

Serving more homeless individuals through the One-Stop system will entail working with a population with more substantial barriers to employment and lower rates of success entering employment.

Referral activity between One-Stops and other employment programs for the homeless may reduce the number of the hardest to employ homeless that One-Stops serve. To the extent that homeless service programs and One-Stops are making referrals to each other, One-Stops are likely sending the hardest to serve individuals to homeless service programs rather than attempting to assist them in-house. Conversely other homeless

² 2010 Annual Homeless Assessment Report and 2010 demographic data from Substance Abuse and Mental Health Services Administration

employment programs are referring their most job-ready participants to the One-Stop only after they have provided services to them.³

In setting performance targets for homeless clients of One-Stops, the target entered employment rate of 65% used by DOL-VETS to evaluate HVRP grantees is unrealistically high given the experience of the programs reviewed including HVRP grantees. The 35% entered employment rate experience of programs integrated with One-Stops appears to be a more reasonable benchmark for consideration. This rate is 18% lower than WIA's 2010 rate for homeless exiters and about 37% lower than the same year's entered employment rate of 55% for the general WIA population. Accordingly, a One-Stop could discount its expected employment rate for the general population it serves by approximately 40% to arrive at a reasonable estimate of employment outcomes for less job-ready, homeless individuals. Over time, actual results could then be monitored and benchmarks revised based on experience and changes in local economic conditions.

A One-Stop could discount its expected employment rate for the general population it serves by approximately 40% to arrive at a reasonable estimate of employment outcomes for less job-ready, homeless individuals.

About The ICA Group

The ICA Group is a national not-for-profit consultancy based in Brookline, Massachusetts focused on the development and support of initiatives that build economic security. ICA's programmatic focus areas include; cooperative development, social purpose venture planning, and research and evaluation services for not-for-profits. ICA also manages the Alternative Staffing Alliance, a national association of social purpose staffing agencies that use a temporary staffing business platform, coupled with supportive services, to help people with obstacles to employment enter and advance in the workforce. For more information please visit www.ica-group.org or call Janet Van Liere at (617) 232-8765.

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³ ICA's 2012 survey of 16 ASOs that serve diverse worker populations including the homeless found that almost 70% of ASOs receive referrals from One-Stops but less than a third refer candidates to One-Stops for job search assistance.

Employment Outcomes and Performance Benchmarks for Programs Serving Homeless Job Seekers

Introduction

A number of homeless advocacy groups have expressed concern that the performance standards that the United States Department of Labor (DOL) uses to evaluate publicly funded One-Stop employment centers create a disincentive for serving the homeless and others with significant obstacles to employment. Under the Workforce Investment Act (WIA), federal funding for state and local workforce systems is tied to outcomes measures related to employment rates, job retention, and earnings. The Government Accountability Office reports there is strong evidence that these measures encourage One-Stops to focus on serving the individuals they perceive as most likely to succeed in the labor market.⁴ Paradoxically, those individuals needing the most assistance may receive the least if One-Stops target their training and intensive counseling services to more stable, job-ready individuals with higher earnings potential.

To encourage local workforce authorities to improve their services to homeless job seekers, a dozen national homeless organizations have recommended that the DOL establish alternative standards for measuring performance outcomes for the homeless and other hard-to-employ persons. However, while a number of studies have outlined how to align housing and workforce support systems to better serve the homeless, little has been reported on the outcomes of these efforts.

Over the past year, with support from the Butler Family Fund, The ICA Group has gathered and analyzed data from over 15 publicly and privately funded programs to inform the establishment of normative performance benchmarks for public workforce agencies and other entities seeking to assist homeless populations to access employment. We anticipate that the findings presented below will help workforce development professionals, homeless services providers, government policymakers, and grant making organizations to set realistic goals for program performance and provide an appropriate context for program evaluation.

ICA collected employment outcomes data from four primary cohorts of organizations that provide employment services to the homeless; sites that participated in the Ending Chronic Homelessness through Employment and Housing Demonstration, organizations funded through the national Homeless Veteran's Reintegration Program, a sampling of seven homeless service programs integrated with One-Stop Career Centers, and three Alternative Staffing Organizations (ASOs), a group of not-for-profit organizations that use a temporary services model to connect homeless job seekers with employment.

⁴ Data from The Center for Law and Social Policy (CLASP) appears to corroborate the GAO's findings. CLASP reports that from 2000 (the first year of WIA) to the program year ending March 2007, the share of low-income individuals receiving intensive and training services declined significantly, from 84% to 54%.

The first cohort includes five sites that participated in the Ending Chronic Homelessness through Employment and Housing Demonstration (ECHEH), a joint project of the DOL and Department of Housing and Urban Development. ECHEH grants were awarded to local Workforce Investment Boards (WIBs) that developed employment service partnerships with housing providers, homeless support agencies and One-Stops. The second cohort is the DOL's Homeless Veteran's Reintegration Program (HVRP), a decade-long program that is national in scope and seeks to leverage other DOL resources including One-Stop Career Centers, the Disabled Veterans Outreach Program and Local Veterans Employment Representatives. Through competitive grant awards, over 100 community-based organizations currently deliver HVRP services and track results using the same reporting measures as local WIBs. The third cohort includes seven homeless service programs integrated, and in many cases co-located, with public workforce system One-Stop Career Centers. The final cohort includes three Alternative Staffing Organizations (ASOs) that target their employment services to homeless job seekers. ASOs combine a temporary staffing business model with supportive services for workers to help them enter and succeed in the competitive labor market. Of the three ASOs, one works with its local One-Stop.

In addition to the four cohorts, information from the national One-Stop system on client characteristics, services received and employment outcomes was reviewed and analyzed. This data set includes employment outcomes for individuals who receive staff-assisted services and self-report as homeless, a subset of job seekers that WIA began tracking in 2007.

A brief overview of the One-Stop system's administration and services is included at the beginning of this report to provide background and context for this data. The presentation of the research results begins with a discussion of the commonalities and differences found in the primary cohorts and among the programs operating within them. This is followed by a comparison of employment outcomes for each cohort, including rates of job placement and retention. These results are then compared with national WIA employment outcomes data for self-reported homeless. Based on these findings, appropriate benchmarks and factors to consider in setting performance goals are outlined.

Key Findings

- The programs reviewed in this study provide homeless job seekers with counseling and case management equivalent to One-Stop “intensive” services, including development of Individual Employment Plans. In addition, many of the programs reviewed offer some level of post-employment retention services.
- The homeless populations served vary from cohort to cohort and within cohorts in respect to employment barriers including chronic homelessness, mental health issues, substance abuse disorders and criminal history. Many employment service programs lack complete data about their participants’ barriers.
- Several programs have incorporated mechanisms for peer support both before and after placement into employment. A distinctive feature of two programs, the ECHEH Threshold Project in Indianapolis and Central City Concern’s Supported Employment Program, is shared housing arrangements which promote mutual support through shared living experiences and appear to positively affect participants’ ability to build a new life and secure employment.
- WIA data indicate that One-Stop customers who receive skills training achieve higher rates of employment and increased earnings. While all of the programs reviewed provide some level of job readiness training, relatively few place a strong emphasis on occupational skills training. Among all of the cohorts, HVRP has the strongest skills training component.
- Among the four primary cohorts, homeless veterans served by HVRP appear to benefit from the highest level of dedicated workforce system services, including specialized resources available to veterans via Disabled Veterans Outreach Program specialists and Local Veterans’ Employment Representatives.
- There is wide inconsistency in how programs measure employment outcomes. HVRP sites and One-Stops track entered employment using DOL’s Common Measures. The Common Measures “entered employment” definition effectively equates to measuring employment 90 days after program exit. In contrast, most other programs count people as having entered employment as soon as they are placed into a job. The ECHEH programs counted individuals as having been placed only if they retained their job for at least two weeks. For programs that do not use the Common Measures definition, placement outcomes were adjusted using 90-day retention data to approximate a Common Measures equivalent “entered employment” rate. However, not all programs track 90-day retention data.
- Standardized data collection regarding barriers to employment and uniform formulas for calculating employment and retention would enable funders, policy makers, and program operators to better evaluate the effectiveness and relative performance of homeless employment programs.
- Among individual programs across all cohorts, reported placement rates range from a low of 24% to a high of 75%. Among the HVRP cohort, programs integrated with One-Stops that use DOL’s Common Measures, and programs that supplied 90-day retention data, rates of employment 90 days after exit range from 36% to 54%.
- Employment rates for homeless exiters of the One-Stop system have been consistently lower than those of the general One-Stop population, on average about 13% lower.

- Labor market conditions strongly influence the success of homeless One-Stop exiters in securing employment. A review of WIA data over time shows that homeless exiters' employment rates negatively correlate (-.78) with the overall unemployment rate.
- Based on audited data from 2009, it appears that HVRPs achieve employment rates (48%) on par with homeless exiters of the One-Stop system (47%).
- The average adjusted entered employment rate for programs integrated with One-Stops for 2010 and 2011 (35%) is lower than the rate for homeless exiters of the One-Stop system in the comparable time period (43%).
- Most of the programs in this review rely on government funding to cover a significant portion of the employment services they provide. Programs integrated with One-Stops generally rely on separate, non-WIA funding sources including HUD's Supportive Housing Program to provide case management, training and employment supports to homeless job seekers. The alternative staffing organizations' social enterprise model enables them to leverage the grant funding they receive with earned revenue from fees charged to employers.
- The reported costs per person placed into employment differ by cohort. Among the programs integrated with One-Stops, data on cost per placement was only available from the YWCA Homeless Intervention Project and the YWCA Homeless Employment Navigator Program. These programs report an average cost per placement ranging from \$5,250 to \$7,400. DOL's cost per homeless veteran placed by HVRPs is \$3,300, although the total cost of service could be higher as grantees may supplement their HVRP grant with other resources. The ASOs have the lowest net cost per placement due to fees-for-service earned from employers. ASOs report a net cost of zero to \$1,250 per placement. In all cases, the total cost of placing individuals may be understated as cost per placement figures may not reflect costs incurred by partner organizations.
- In 2011, the One-Stop system exited 11,700 homeless job seekers, representing about one percent of all exiters. This number also represents about one percent of the approximately 1.2 million working-age people housed in shelters. There is clearly an opportunity for the One-Stop system to expand its services to help more homeless individuals secure employment.
- If One-Stops are to serve significantly more homeless individuals, their performance expectations will need to be adjusted to reflect the reality of working with a population that has more substantial barriers to employment. Entered employment rates will likely be closer to the outcomes found for the cohort of programs integrated with One-Stops than the workforce system's current experience with homeless exiters.

Workforce Investment Act (WIA) Funded Employment Services

The federal Workforce Investment Act of 1998 (WIA) was designed to streamline access to employment services, reduce duplication of services, and encourage coordination across workforce development efforts. Under the act, each state must establish both state and local Workforce Investment Boards (WIBs) and One-Stop service delivery centers. The state level boards are responsible for developing strategic plans and monitoring statewide workforce development activities. Local WIBs, appointed by local elected officials, develop plans for their local labor markets, oversee local WIA expenditures and typically select One-Stop center operators and monitor their performance.

WIA legislation mandates that WIA-funded employment and training services and services associated with other related programs be provided through One-Stop centers. WIA requires each local area to establish at least one comprehensive One-Stop center to provide universal access to a range of workforce development services. A number of other federal programs including Welfare to Work, Trade Adjustment Assistance and Veterans Administration and HUD-administered employment and training programs, are required to be “partners” in the One-Stop system. The One-Stop centers provide comprehensive core services (discussed below) as well as access to partner programs and services. The partners are co-located or technologically linked to ensure program access. As a result, although One-Stops were mandated under WIA, the centers also offer non-WIA-funded employment-related services.

WIA Services

WIA services are organized into three sequential categories of assistance based on the needs of the individual job seeker. Core services are available to all adults age 18 and older, regardless of income or skill level. Examples of core services include:

- Eligibility determination for other WIA services;
- Outreach, intake, and orientation;
- Initial assessment;
- Job search and placement assistance;
- Referral to supportive services.

Each One-Stop partner must make available through the One-Stop system the core services that are applicable to its programs.

Intensive services are available to dislocated workers or other adults who are unemployed and unable to find work through core services. Intensive services may include:

- Comprehensive and specialized assessment of skills levels (i.e., diagnostic testing);
- Development of an individual employment plan;
- Group counseling;
- Case management; and

- Short-term pre-vocational services.

Individuals who are unable to obtain or retain employment through intensive services may be eligible to participate in training services. Training services must be linked to occupations shown to be in demand within the local area. Training services may include:

- Individual Training Accounts (the main vehicle by which individuals access training);
- On-the-job training; and
- Customized training tied to an employer's commitment to hire the trainee upon successful completion of training.

Description of Homeless Employment Service Cohorts

ICA collected employment outcomes data from four primary cohorts of organizations that provide employment services to the homeless and have varying levels of connection with the public workforce system. Each is briefly described below.

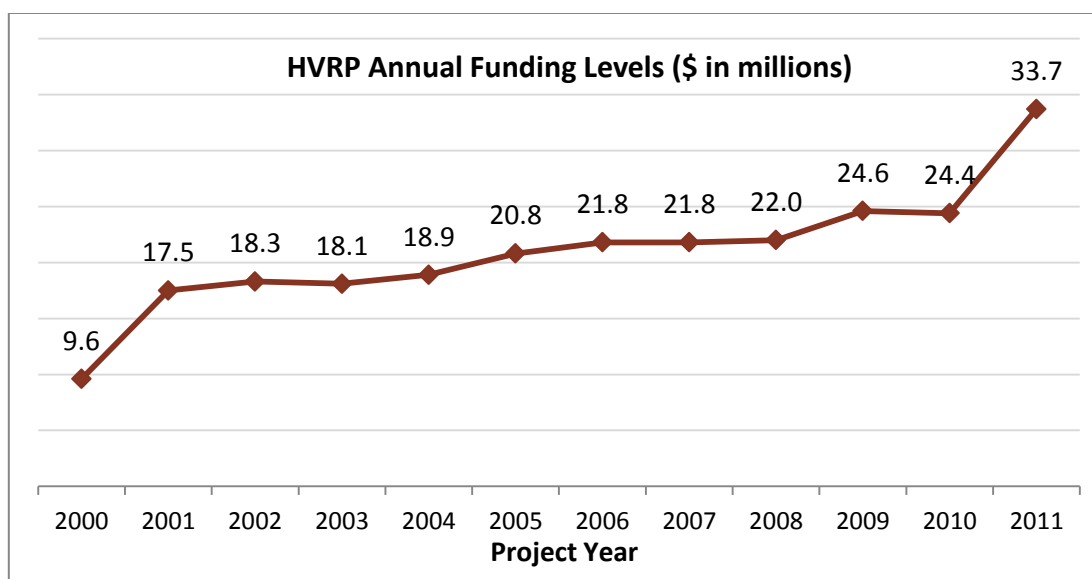
Ending Chronic Homelessness through Employment and Housing Demonstration (ECHEH)

Launched in 2003, ECHEH was a joint project of the US Department of Labor (DOL) and Department of Housing and Urban Development (HUD). ECHEH funded collaborations between local workforce development organizations and permanent housing service organizations to address the housing and employment needs of the chronically homeless. The demonstration sought to leverage the respective expertise of the collaborative partners to develop and document “the increased employment outcomes anticipated when these organizations combine their efforts.” Funding from HUD was used to support housing services while DOL underwrote the costs of employment services through grants to local WIBs. All client participants in the demonstration had to meet HUD’s definition of chronically homeless: “an unaccompanied individual with a disabling condition who has been continuously homeless for a year or more or has had at least four episodes of homelessness in the past three years.”⁵ The ECHEH demonstration concluded in 2008.

Homeless Veterans Reintegration Program

The Homeless Veterans’ Reintegration Program (HVRP) is a nationwide program administered by the Veterans’ Employment and Training Service within the US Department of Labor (DOL-VETS) and specifically designed to help homeless veterans find meaningful employment. Services are delivered by community-based organizations and government agencies through an annual competitive grant award process. HVRP grantees are required to collaborate closely with local One-Stops and track program performance using the same criteria as One-Stops (WIA Common Measures). HVRP began in 2000 and has recently grown to fund over 100 programs annually, including separate programs for homeless female veterans and homeless veterans with families. The standard grant term is one year with options for renewal funding for two subsequent years. Some grantees have regularly received renewal funding well beyond the initial three years.

⁵ In 2010, HUD expanded this definition to include a “family with at least one adult member with a disabling condition.”



The HVRP outcomes data included in this report includes federally audited national results for the program year July 2008 through June 2009 as well as a subset of data reported by Volunteers of America, a national faith-based human services organization that manages HVRP grants in seven states.

Homeless Employment Services Integrated with One Stops

In addition to the ECHEH and HVRP sites discussed above, ICA identified seven other publicly funded programs that have partnered with the One-Stop system to provide employment services for the homeless. In many cases, the programs are co-located or share staff. Several of the entities are multi-service organizations that operate One-Stop Centers in addition to their other activities.

The Sullivan Jackson Employment Center in Tucson, for example, is itself a One-Stop dedicated to serving homeless job seekers. Another organization, YWCA in Seattle, contracts with its local WIB to operate a One-Stop center. In this case, job seekers are able to access a variety of services and supports, including One-Stop services, under one roof. Two organizations, Central City Concern in Portland, Oregon and SEARCH Homeless Services in Houston similarly contracted with their local area WIBs to operate One-Stop centers, CCC for a decade and SEARCH as a four-year demonstration project.⁶ Also included in this cohort is The Bridge in Dallas, a multi-service center for the homeless that receives in-kind services from its WIB in the form of three full-time employees that “provide one-on-one sessions to individuals experiencing homelessness and supervise a computer lab for job searches.” Finally, St. Patrick Center in St. Louis, Missouri is a homeless services organization located a couple blocks from its partner One-Stop Center. St. Patrick Center routinely refers job seekers to

⁶ Central City Concern (CCC) operated its Employment Access Center as a One-Stop for 10 years until June 2008, when the WIB reorganized its system for delivering workforce services. The One-Stop contract ended midway through the two-year period of Supported Employment Program results documented in this report. CCC’s Employment Access Center continues to provide similar services with non-WIA funding.

the One-Stop and One-Stop staff regularly visits St. Patrick Center to meet with individuals enrolled in various employment programs.

Organization	Program	Relationship with One-Stop
The Bridge <i>Dallas, Texas</i>	Employment Services	Funding of three full-time staff and computer lab within multi-service organization
Central City Concern <i>Portland, Oregon</i>	Supported Employment Program	Operated One-Stop Center within multi-service organization (1998-2008)
St. Patrick Center <i>St. Louis, Missouri</i>	Homeless Improvement Program	Cross referrals and One-Stop staff on-site twice per month
SEARCH Homeless Services <i>Houston, Texas</i>	Workforce Solutions Demonstration 2005-2008	Operated One-Stop Center within multi-service organization
Sullivan Jackson Employment Center <i>Tucson, Arizona</i>		One-Stop dedicated to homeless
YWCA <i>Seattle, Washington</i>	Homeless Intervention Project Housing & Employment Navigator Program	Operates One-Stop within multi-service organization

While the workforce system provides funding to support basic One-Stop operations, these programs generally rely on separate, non-WIA funding sources to fund the additional services they provide to job seekers. These additional funds allow programs to leverage One-Stop resources to cover expanded program staff and other supportive services.

Alternative Staffing Organizations

Alternative staffing is an employment strategy that combines the business model of a staffing firm with the social mission of a workforce development program. Alternative staffing organizations (ASOs) place qualified job seekers with barriers to employment in competitive temporary and temp-to-hire job assignments and provide supportive services to help them succeed. ASOs earn fees from employer customers that offset their administrative costs and generally use grant funds to help cover the costs of supportive services. Nationally there are over 50 active ASOs which target their employment services to a range of disadvantaged populations. Three established ASOs that target their services to people experiencing homelessness comprise the cohort in this report and include:

- ❑ Chrysalis Staffing, Los Angeles, California
- ❑ First Step Staffing, Atlanta, Georgia
- ❑ Primavera Works, Tucson, Arizona

Chrysalis Staffing and Primavera Works are social enterprise programs that operate within larger nonprofit parent organizations. First Step Staffing is an independent nonprofit organization.

Discussion of Cohort Program Commonalities

During the early 1990s, the Department of Labor conducted a multi-year Job Training for the Homeless Demonstration Program. This study identified three critical elements of successful employment programs for people experiencing homelessness:

- establishing strong partnerships between employment and training agencies and local homeless-serving organizations;
- stabilizing homeless individuals in terms of housing and other emergency services prior to engaging them in employment and training services; and
- providing continuous assessment and case management in order to provide services targeted to each homeless individual's unique combination of needs.

These key components are common to all of the employment service providers reviewed for this study. Each program collaborates with a variety of community-based organizations, provides supports to job seekers to ensure stable housing, and offers a broad range of counseling and case management. In addition, they offer work readiness training and counseling to develop individual employment plans (equivalent to One-Stop intensive services). While the programs share these broad commonalities, individual service delivery models do differ in terms of both the depth of services offered and the extent to which partner organizations are relied on to provide services. These variations are discussed below.

Housing Supports

All of the programs are equipped to assist individuals with housing, whether in-house or through referrals to external housing resources. Some programs are part of organizations that manage their own transitional housing units while others connect with local shelters, missions and other housing providers to ensure that peoples' housing needs are met. At a minimum, all of the programs require job seekers to be "off the street" prior to enrollment.

Job Readiness Training

Training related to job readiness and job search is fundamental to all of the programs. Job readiness training typically covers resume preparation, interviewing skills and job search strategies as well as soft skills relating to communication, decision making, and conflict resolution. One-Stops commonly offer free workshops focusing on resume writing, interviewing and job search, and the ECHEH sites, HVRPs, and homeless employment service programs integrated with One-Stops have generally utilized these courses. The alternative staffing organizations deliver job readiness training in-house or via transitional housing partners.

Three programs, Sullivan Jackson Employment Center, St. Patrick Center and Chrysalis Staffing require successful completion of job readiness training prior to enrollment. These trainings vary in length from 12 to 80 hours depending on the program. The longest and most highly structured course is at Sullivan Jackson. Their 80-hour training simulates a workplace environment, requires

daily attendance for two weeks, eight hours per day, and has strict standards for attire. St. Patrick Center uses a 12-hour curriculum that is delivered over four days. At Chrysalis, job readiness training occurs via a series of one to two-hour workshops that individuals can complete at their own pace or convenience. Chrysalis' curriculum requires a total of 20 hours.

The Bridge in Dallas uses a different approach. At The Bridge, for an individual to be considered "job-ready" and eligible for employment services they must complete a five-hour community service requirement within a seven-day period. The community service jobs are simple and unpaid but provide a week's opportunity for people to demonstrate the ability to keep to a schedule. Most assignments are performed on-site at The Bridge or in its immediate vicinity.

Individual Employment Plans

Development of Individual Employment Plans is common to the programs considered in this review. The plans are developed as a component of the job readiness training or developed one-on-one with a case manager. Two of the ECHEH sites, the Threshold Project in Indianapolis and Hope House in San Francisco, used a slightly different approach. The Threshold Project reports meeting with individuals to develop "a portfolio illustrating [their] interests, skills, and availability" rather than a goal-oriented employment plan. Employment counselors then used this information to negotiate with an employer on behalf of the participant. In San Francisco, Hope House did not require participants to focus on employment although it is assumed that participants who did were counseled to set personal goals and develop plans accordingly.

Discussion of Cohort Program Differences

Across the four cohorts and even among programs within cohorts, some significant differences were identified in program structure and populations served. One of the most striking is the variation in participants' barriers to employment, particularly the proportion that are chronically homeless. Other differences relate to the level of involvement with One-Stops and the availability of employment supports, including skills training, retention services and the use of peer support. Finally, the programs vary in scale and their sources of funding.

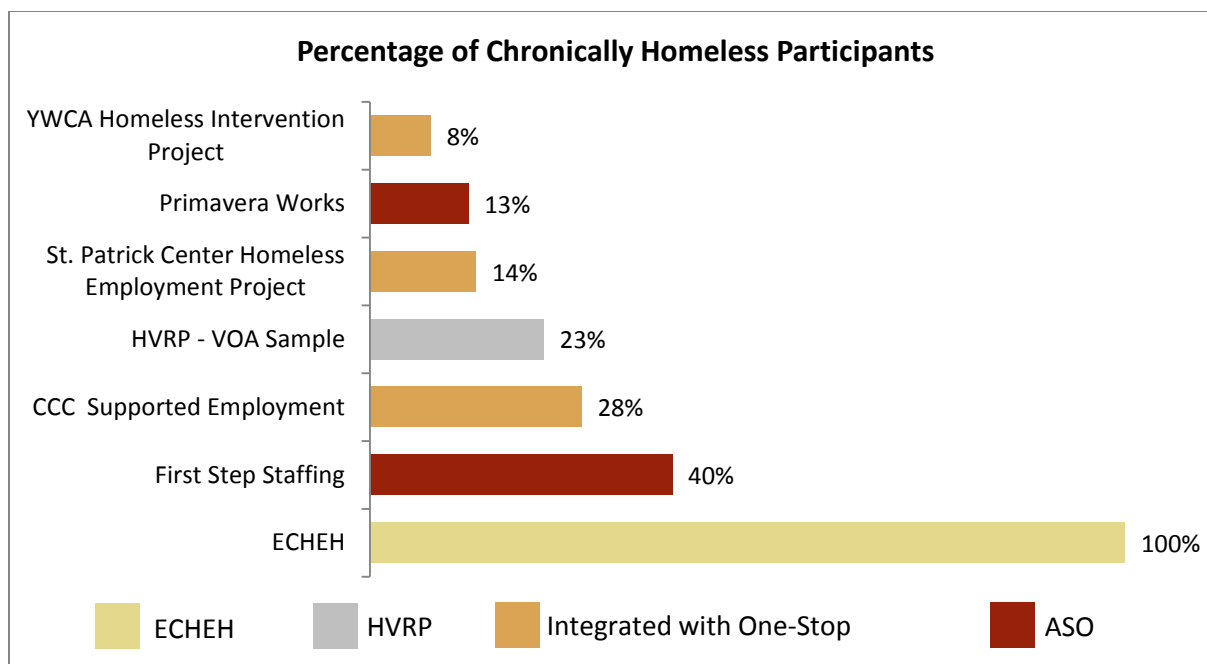
Barriers to Employment

Homeless job seekers face multiple and formidable obstacles to employment. Even if essential needs of food, clothing and temporary shelter have been met, homeless individuals face a range of challenges from the basic logistics of transportation to complex behavioral issues. Homelessness and risk of homelessness are associated with high rates of mental illness, substance abuse, and experience with the criminal justice system. Homeless individuals who are disabled or have a substance abuse disorder, and whose homeless status is long-term and frequent, are classified as "chronically homeless." Chronically homeless individuals typically face more substantial barriers to employment than other homeless individuals and are among the most difficult to serve.

Among the program populations reviewed there was wide variation in the nature and extent of obstacles to employment.

Chronic Homelessness

ECHEH is the only cohort in which all participants met the definition of chronic homelessness. Within other cohorts, this characteristic is often not tracked. Among the programs that do have data, the percentages range from 8% to 40%. Within the HVRP cohort, Volunteers of America reported that 23% of its participants were chronically homeless. The overall incidence of chronic homelessness within HVRP nationally is not known. Three programs in the cohort of programs integrated with One-Stops reported rates of chronic homelessness ranging from 8% to 28%. One alternative staffing organization reported a chronic homeless rate of 13%. A second ASO reports a range of 25% to 30% but notes that recently it has been as high as 40%.



Disabilities

Among the programs studied, substance abuse along with physical handicaps and mental illness are generally characterized and tracked as disabilities. Chronically homeless individuals by definition have a disabling condition, defined as “a diagnosable substance abuse disorder, serious mental illness, developmental disability, or chronic physical illness or disability, including the co-occurrence of two or more of these conditions.” Nearly 90% of ECHEH participants had a psychiatric or substance abuse disorder, including 39% with an active substance abuse issue at enrollment.⁷

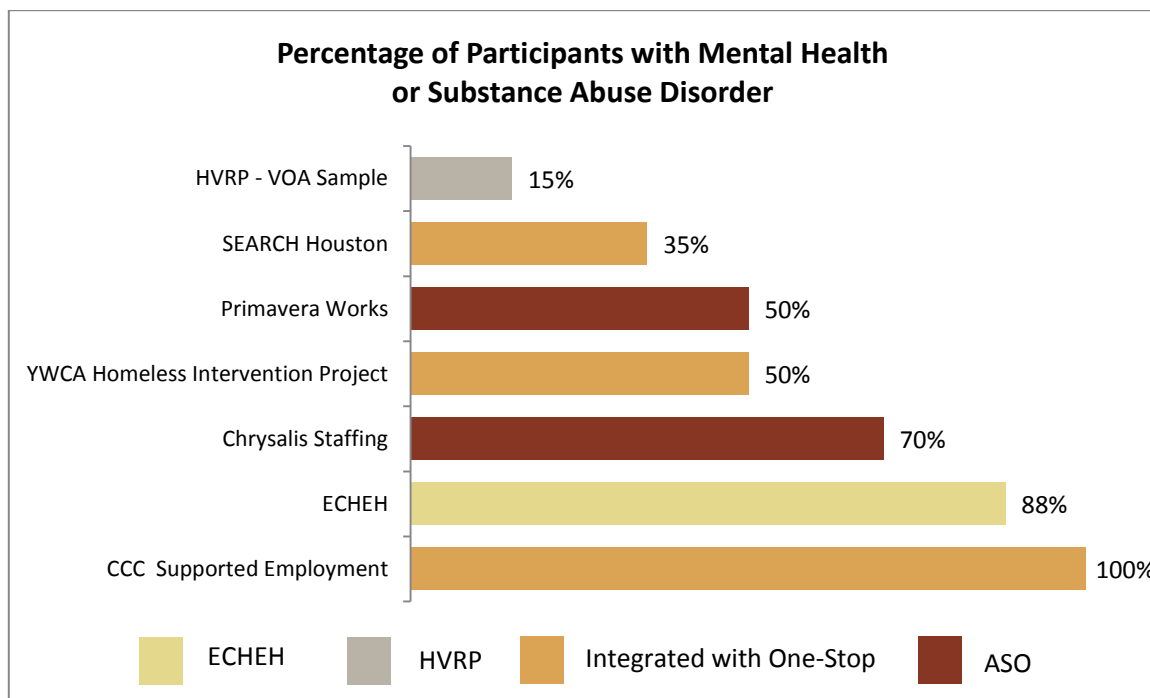
ICA asked programs in other cohorts about the percentage of their job seekers with mental health or substance abuse disorders.⁸ Within the HVRP cohort, demographic data for the VOA grantees indicates that in 2010, 15% of their participants were disabled.

Within the cohort of programs integrated with One-Stops, Central City Concern’s Supported Employment Program is designed specifically to serve individuals recovering from addiction and all of the individuals they serve have this barrier. Rates of mental health or substance abuse issues reported by the YWCA Homeless Intervention Project and SEARCH were 50% and 35% respectively. The Bridge reports that the majority of its clients “have serious mental disorders, addictions and chronic illnesses,” but data regarding the rates of these conditions among people receiving employment services is not available.

⁷ Ending Chronic Homelessness Through Employment and Housing: A Program and Policy Handbook, September 2008, Chronic Homelessness Employment Technical Assistance Center

⁸ According to HUD’s 2010 Annual Homeless Assessment Report to Congress, 26.2% of all sheltered persons who were homeless had a severe mental illness and 34.7% of all sheltered adults who were homeless had chronic substance use issues.

Among the ASO cohort, Primavera Works reports that about half of its job seekers have a disability such as a mental health or substance abuse disorder, and Chrysalis reports that upwards of 70% of their candidates have a substance abuse disorder.



While the incidence of disabilities varies among programs, all recognize mental health and substance abuse disorders as significant barriers among the homeless and are prepared to connect individuals with counseling and treatment when necessary. Some programs have in-house professionals on staff or available by appointment, and others make referrals to partner organizations.

Criminal History

A criminal history can significantly limit one's employment (and housing) options. Accordingly, the proportion of clients served that are ex-offenders can be expected to impact an employment program's overall success rate. The ECHEH demonstration sites do not appear to have tracked criminal history. For HVRP, criminal history data was not available but other sources indicate that about half of veterans experiencing homelessness have a history with the criminal justice system.⁹

Two of the programs integrated with One-Stops report a high incidence of criminal history among their populations served. Seventy percent of participants in Central City Concern's Supported Employment Program (all recovering substance abusers) had felony convictions and 57% of the individuals enrolled with SEARCH were identified as "ex-offenders." Among the ASOs, the rates of criminal history range from 33% to 90%.

⁹ US Interagency Council on Homelessness

Level of Involvement with One-Stops

With the exception of alternative staffing organizations, all of the cohorts have direct ties with the One-Stop system. However, the nature of these relationships and depth of services received by program participants vary to a considerable degree.

Among the four cohorts, HVRP job seekers appear to benefit from the highest level of dedicated workforce system services. DOL-VETS requires all HVRP grantees to collaborate closely with One-Stop Center staff and to orient participants to One-Stop employment services including specialized resources available to veterans via Disabled Veterans Outreach Program (DVOP) specialists and Local Veterans' Employment Representatives (LVERs).¹⁰ DVOP specialists work to help veterans that have service-related disabilities find appropriate jobs and training opportunities. LVERS conduct outreach to employers to advocate for veteran job opportunities and “facilitate priority of service in regard to employment, training, and placement services furnished to veterans by all staff of the employment service delivery system.”

All the DOL grantees in the ECHEH demonstration are entities that manage the Workforce Investment Board and oversee the One-Stop Career Centers in their respective regions. Across the five sites, however, the HomeWork Project in Boston was the only one to enroll all participants in the WIA system at the One-Stop Career Center. Other sites introduced participants to One-Stop services and often included a One-Stop staff member as part of the individual's employment team to participate in developing and monitoring their individual employment plans.

Among the cohort of organizations that are integrated with One-Stops, the level of employment service delivery differs by program. As previously discussed, Sullivan Jackson Employment Center in Tucson is a One-Stop dedicated to serving homeless job seekers and its services are thus the most customized to this population. YWCA in Seattle directs program participants to job readiness and job search workshops available in-house at the One-Stop service center they operate. Central City Concern in Portland, Oregon and SEARCH Homeless Services in Houston likewise coordinated their own employment services with those available through their One-Stop Centers during the years they operated these. At The Bridge in Dallas, three full-time WIB employees provide counseling and supervise self-directed job search activities. St. Patrick Center makes and receives referrals with its nearby One-Stop and benefits from regular visits by One-Stop staff to meet with individuals enrolled in St. Patrick Center's employment programs.

Within the alternative staffing cohort, Primavera Works is a longstanding partner with the Sullivan Jackson Employment Center in Tucson. Both organizations are active members of the local Continuum of Care, and they collaborated in a multi-year federal New Chance grant to provide employment services to homeless ex-offenders reentering the community. Primavera Works' parent organization continues to partner with Sullivan Jackson in managing an HVRP grant.

¹⁰ DOL-VETS funds state workforce agencies to staff these positions with formula funds proportionate to the number of veterans seeking employment within their state.

Chrysalis Staffing and First Step Staffing do not work with the One-Stop system in their respective cities. In their experience, they have concluded that One-Stops are better equipped to serve job seekers who are “very work ready” (such as the recently laid off) than homeless people dealing with multiple barriers. Thus these ASOs regard One-Stops as potentially more valuable resources for homeless workers once they have had some temporary or transitional job experience to establish a positive work history.

Skills Training

While all of the programs reviewed provide some level of job readiness training, relatively few place a strong emphasis on occupational skills training. Of all the cohorts, HVRP has the strongest skills training component. HVRP requires that 80% of individuals served by each grantee participate in job skills training which can be delivered in classroom settings, on-the-job, or through an apprenticeship. Skill upgrading, retraining, and specific vocational training are all permitted. HVRP’s requirement for skill training likely reflects the program’s stated objective to help homeless veterans find “meaningful” employment.

In the ECHEH demonstration, 57% of participants across all five sites received training services.¹¹ Training services were described as including "on-the-job training, skills upgrading and retraining, entrepreneurial training, adult education and literacy activities, customized training, and other occupational skills training that teaches skills and competencies needed for specific jobs or occupations."

For programs integrated with One-Stops, there is little to no WIA-funded occupational training. The YWCA Homeless Employment Navigator pilot, for example, reports that in two years, only one participant has been co-enrolled to receive WIA training dollars. In Houston, since the local One-Stop only pays for training in high-demand occupations, SEARCH tapped other funds to pay for training in occupations for which jobs were available but not considered high demand/high growth. Sullivan Jackson Center reports that “some” of its participants receive vocational training, but details are not available.

The multi-service organizations integrated with One-Stops are able to leverage their own training programs or offer tuition assistance to provide skills training to some of their homeless clients. St. Patrick Center offers training in painting, office systems and food service. YWCA provides skills training for a range of occupations including; certified nursing, business technology, forklift operation, welding and construction. In 2011, about 10% of the participants in YWCA’s Homeless Intervention Project enrolled in occupational skills training.

¹¹ *Chronic Homelessness Demonstration Program: A Synthesis of Key Findings, Issues, and Lessons Learned*, Final Report, January 2009, Westat

Among the ASOs, Chrysalis Staffing includes commercial cleaning skills training for all of its staffing enterprise candidates as a large share of their job placements are in janitorial and maintenance occupations that require this knowledge.

Retention Services

While most programs offer post job placement retention services, there is variation in the structure of these supports. At the ECHEH sites, ongoing assessments after job placement provided an opportunity to identify and address areas of needed supports, whether mental health or substance abuse counseling, help with transportation, conflict resolution with supervisors or co-workers, or additional skills training.

For the HVRP cohort, DOL-VETS requires its program grantees to conduct follow-up and retention services to track each participant's continued progress. According to the grant solicitation, "VETS encourages the implementation of creative approaches and participant incentives to successfully address and sustain high levels of employment retention," such as peer-to-peer coaching, mentoring, alumni programs and transportation and clothing vouchers.¹²

Three of the programs integrated with One-Stops offer follow-up with job seekers for a year after job placement. Sullivan Jackson's "aftercare" focuses on early and prompt intervention to prevent job loss, including mediation at new job sites. St. Patrick Center's Homeless Improvement Program and the YWCA Homeless Employment Navigator pilot also provide post-placement services for a year after job placement or program exit. In contrast, the YWCA Homeless Intervention Project's post placement services are available to participants for only three months after program exit. At SEARCH in Houston no post-placement outreach or formal supports were part of the program design.

Among the ASOs, Chrysalis facilitates weekly retention support meetings for individuals they have placed into employment. This year they have added a new "Bridge Program" that focuses on overcoming barriers to transitioning to employment outside of Chrysalis. Program elements include weekly case management meetings and peer supports (described below). Chrysalis also offers meal and cash incentives to encourage workers to participate in these meetings as well as other ongoing job search and skills enhancement activities. First Step currently does little beyond post-employment coaching and troubleshooting on an individual basis but is working on ways to strengthen and formalize this area of support.

Peer Supports

Peer support can be a powerful way to reduce a job seeker's social isolation, provide encouragement, and build confidence. In the field of mental health and substance abuse counseling, the use of peer support groups led by trained individuals who can relate to group members' struggles

¹² DOL-VETS Solicitation for Grant Applications, Urban and Non-Urban Homeless Veterans' Reintegration Program Grants for Program Year 2011, July 1, 2011 through June 30, 2012

based on their own past experiences is a common practice. Peer support is a component of many of the homeless employment service programs included in this review.

Two of the programs integrated with One-Stops and one of the alternative staffing organizations have been deliberate in promoting peer support. At Central City Concern, Supported Employment Program participants initially reside in a common living environment, typically for nine to 12 months. This communal experience is considered central to participants' recovery and ability to build a new life. Besides shared training and counseling activities, participants bond over cooking, watching television and other household activities, and learn to help each other and themselves through this process.

The YWCA Homeless Employment Navigator demonstration regularly convenes Career Circle groups as a way to motivate individuals and foster peer support. Within the alternative staffing cohort, Chrysalis Staffing retention support includes weekly "Jobs Club" meetings that focus on self-confidence and are run by mentors who are former Chrysalis clients. In addition, participant-run working groups meet monthly to provide mutual support and help overcome workplace issues and obstacles in transitioning to "permanent" employment.

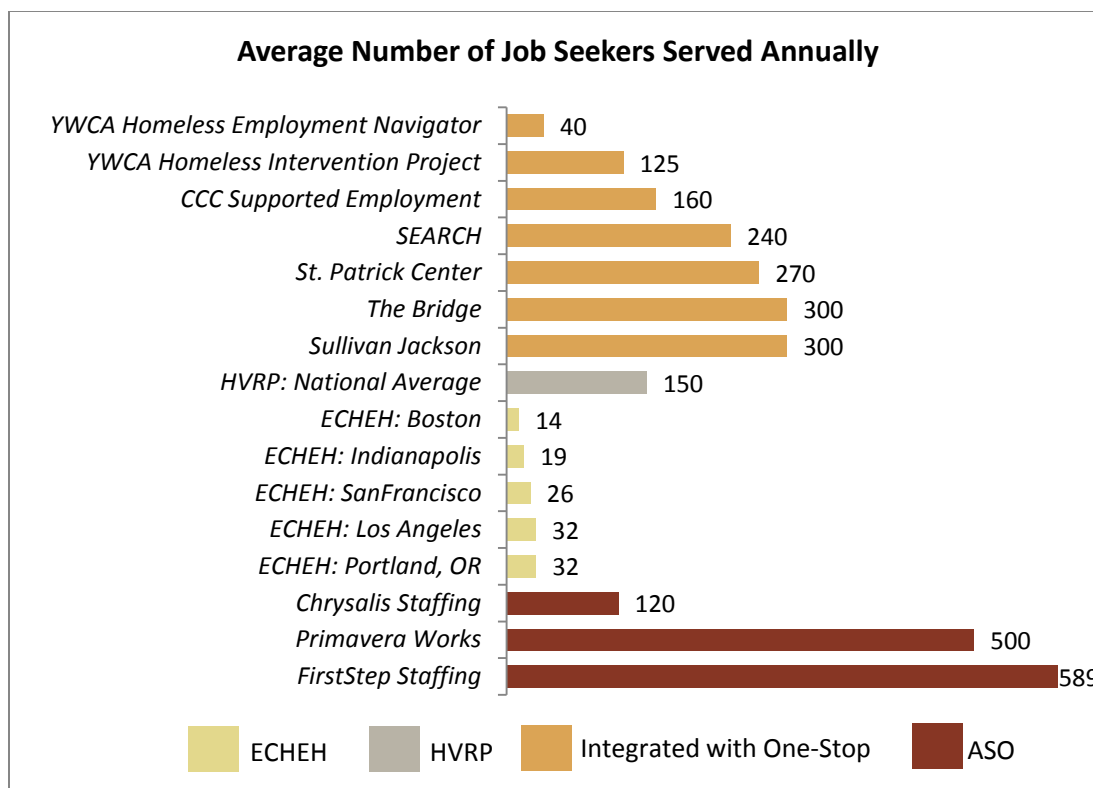
Some HVRP grantees incorporate peer support using formerly homeless veterans for peer coaching as well as for intake, counseling and follow-up services. For example, the Veterans Village of San Diego created an Alumni Association of successful participants who provide mentoring and support to new enrollees. The Maryland Center for Veterans Education and Training organizes clients into platoons and squads, with individuals accountable to one another.¹³

Program Scale

The total number of homeless individuals served on an annual basis differs significantly across programs. The ECHEH sites enrolled 68 to 159 chronically homeless individuals over the five-year demonstration period, averaging 14 to 32 individuals on an annual basis. The ECHEH sites served the fewest job seekers of any of the programs reviewed.

HVRP grantees on average enroll about 150 homeless veterans per year. The programs integrated with One-Stops, on average, serve just over 200 job seekers per year, ranging from a low of 40 at the YWCA Homeless Employment Navigator demonstration to 300 at Sullivan-Jackson Employment Center and The Bridge. In the chart below, the numbers do not include individuals who were assessed but not enrolled, or who were enrolled but did not return for services.

¹³ *Quality Indicators for Projects Serving Veterans with Significant Employment Barriers*, August 2008, National Technical Assistance Center at Virginia Commonwealth University



ASOs use different terminology in referring to program participants and generally do not track “enrollments.” At intake, ASOs assess job seekers to determine whether the ASO has a reasonable chance of matching the individual to an appropriate employment opportunity. The assessment considers the job seeker’s experience and skills in the context of the types of job orders the ASO is typically seeking to fill. Only after a job seeker qualifies as a potential *candidate* for assignment is their application “recorded.”¹⁴ When the application is recorded the candidate’s information is entered into the ASO’s database for matching with future job orders. Candidates that are not immediately placed are asked to call in every week or at least once a month to confirm their availability.

For the ASO cohort, “applications recorded” are treated as equivalent to enrollment. On average, Primavera records 500 applications annually and Chrysalis Staffing 120. First Step Staffing doubled its total applications from 300 in 2009 to 600 in 2010.

Funding Sources

Most of the programs rely on government funding to cover a significant portion of the employment services they provide. Some programs augment public funding with foundation and other charitable

¹⁴ Individuals who are not qualified may be referred for remedial or other appropriate services offered by the ASO’s parent organization or community agencies.

support. The social enterprise model of the ASOs enables them to leverage the grant funding they receive with earned revenue from fees charged to employers.

Employment services at the ECHEH demonstration sites were funded by the Department of Labor, mainly through its Office of Disability Employment Policy with additional funding from Veterans' Employment and Training Services (VETS) and the Employment and Training Administration. The HVRP sites have been funded by the Department of Labor through VETS. In general, the programs integrated with One-Stops use WIA-funded core services to benefit homeless jobs seekers but rely on HUD, foundation and state and local grants to pay for program administration, case management, and worker supports and training.

Alternative staffing organizations are financed through a combination of fee revenue earned from their staffing services and grant income which is mainly used for start-up capital and to cover the costs for supportive services. Alternative staffing is the only cohort that leverages grant funding with fees earned from employers to recruit, screen, place and support workers experiencing homelessness.

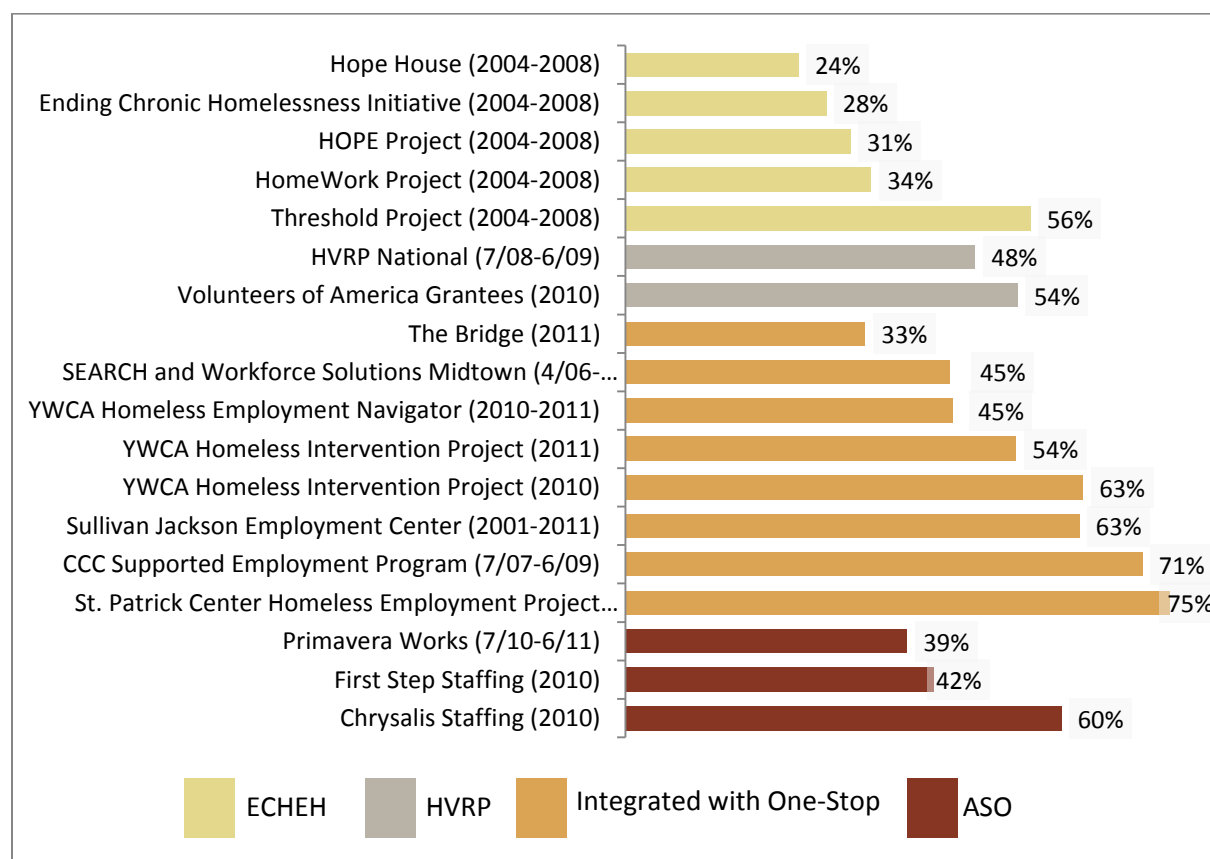
Comparison of Reported Employment Outcomes

A key challenge in comparing employment outcomes across programs is the lack of consistency in how they are measured. HVRP sites and One-Stops track, on a quarterly basis, the number of individuals who enter employment as defined by the DOL Common Measures. By this definition, individuals who enter employment are individuals who have earnings in the quarter after their exit from the program. “Exiting” the program is defined as not having received services in the past 90 days. Accordingly, to be counted as having “entered employment” an individual will have already worked a minimum of one day but potentially as many as 90 days.

Two of the programs integrated with One-Stops report outcomes using DOL’s Common Measures. The others define employment simply as obtaining a job and do not apply any minimum retention criteria. Among the ECHEH cohort, individuals who secured work and kept the job for at least two weeks were counted as employed. The alternative staffing organizations track the number of individuals placed into temporary jobs, the overall length of their employment experience as a temp worker, and the percentage of workers that convert to hire by external employers.

Presented below is a summary of employment entry rates reported by individual programs using their own methods for measuring results.

Reported Employment Entry Rates



Across individual programs in all cohorts, reported rates of entered employment range from 24% to 75%. Besides the differing methods of calculation and time periods, variations in populations served and program services contribute to the widely ranging results. Even within a single organization, YWCA in Seattle, there is a nearly 20 point difference in the results reported for two separate programs in a two-year period.

ECHEH Demonstration

The ECHEH employment rates are based on the total number of enrolled individuals who were employed during the course of the five-year demonstration as data on an annual basis is not available. Hope House in San Francisco, which reported the lowest employment rate, offered participants a choice of focusing on employment or being involved in another productive activity such as volunteer work or school. Giving participants this choice was no doubt a factor in the low overall rate of job placement.

Two other sites, Boston's HomeWork and LA's HOPE, focused on employment services at the very start of participants' enrollment and are notable for the significant attrition they experienced during enrollees' first 90 days. HomeWork lost 50% of its enrollees during the first three months and LA's HOPE, 38%. Calculating their employment rates net of these early dropouts produces much higher employment outcomes for those who remained; 68% at HomeWork and 50% at LA's HOPE.

The Ending Chronic Homeless Initiative in Portland reported the second lowest employment rate of the five ECHEH sites. Adjusting for early attrition as described above improves this project's employment rate to 35%. Anecdotally, Portland project staff remarked on the "significant challenge" they found in identifying strategies to "inspire participants to think of employment as a viable, attainable option consistent with their interests."¹⁵

ECHEH Demonstration, 2004-2008

Organization	Total Enrollment	Program Exitors <90 Days	Attrition Rate <90 Days	Job Placement Rate for Enrollees Participating >90 Days
Boston HomeWork Project	68	34	50%	68%
Los Angeles HOPE Project	158	60	38%	50%
Portland Ending Chronic Homeless Initiative	159	35	22%	35%
San Francisco Hope House	130	17	13%	27%
Indianapolis Threshold Project	95	8	8%	61%

¹⁵ The Portland Conversations: Ending Chronic Homelessness Through Employment and Housing, January 2008, Chronic Homelessness Employment Technical Assistance Center

The Threshold Project, which placed 56% of *all* enrollees into employment, is unique as the only one of the five ECHEH programs that housed participants in a single location where all program services were also centralized (although participants visited a local One-Stop for trainings and job leads). In contrast, the other four sites issued housing vouchers that were used at a variety of locations and participants were dispersed throughout the community. The extent to which Threshold's housing arrangement encouraged a culture of camaraderie and mutual support that contributed to better outcomes is not known. Nonetheless, its rate of eight percent attrition during the first 90 days is notably lower than the other ECHEH sites.

Relative to the other cohorts, one would expect the ECHEH sites to have lower employment rates because they exclusively served the chronically homeless. For this population, the DOL Office of Disability Employment Policy's (ODEP's) implementation strategy was to provide chronically homeless participants with *customized* employment, built on four key elements:

- meeting a job seeker's individual interests, strengths, and employment goals;
- using a personal representative to assist/represent the job seeker;
- negotiation to mutually satisfy employer and job seeker;
- a support system for the job seeker.

Negotiated employment, or job "carving," was an important element of ODEP's implementation vision. However, according to multiple sources, most ECHEH sites did not strictly follow ODEP's customized employment directive but instead provided their own form of intensive *supported* employment services, a more general, flexible model focused on providing ongoing support for a disabled person seeking a mainstream job in the community. Employment staff from the Portland site found that "participants don't want job carving as much as job negotiation support. A majority of participants reported that they don't care to be singled out to an employer or to co-workers and so they said they don't want job carving." Boston project staff offered the perspective that customized employment practices in the area of job negotiation made people less marketable.¹⁶

Homeless Veterans Integration Program

For the Program Year 2008, ending June 2009, the national HVRP employment rate was 48%. This figure is based on a performance audit conducted by the Office of Inspector General (OIG) and is significantly lower than the 57% rate reported by DOL-VETS for the same time period.¹⁷ The OIG audit suggests that problems with DOL-VETS web-based reporting tool were a significant factor in this discrepancy. OIG concluded that the web-based system's lack of reliability contributed to misunderstanding and misapplication of performance requirements and incorrect reporting of performance results.

¹⁶ Ibid.

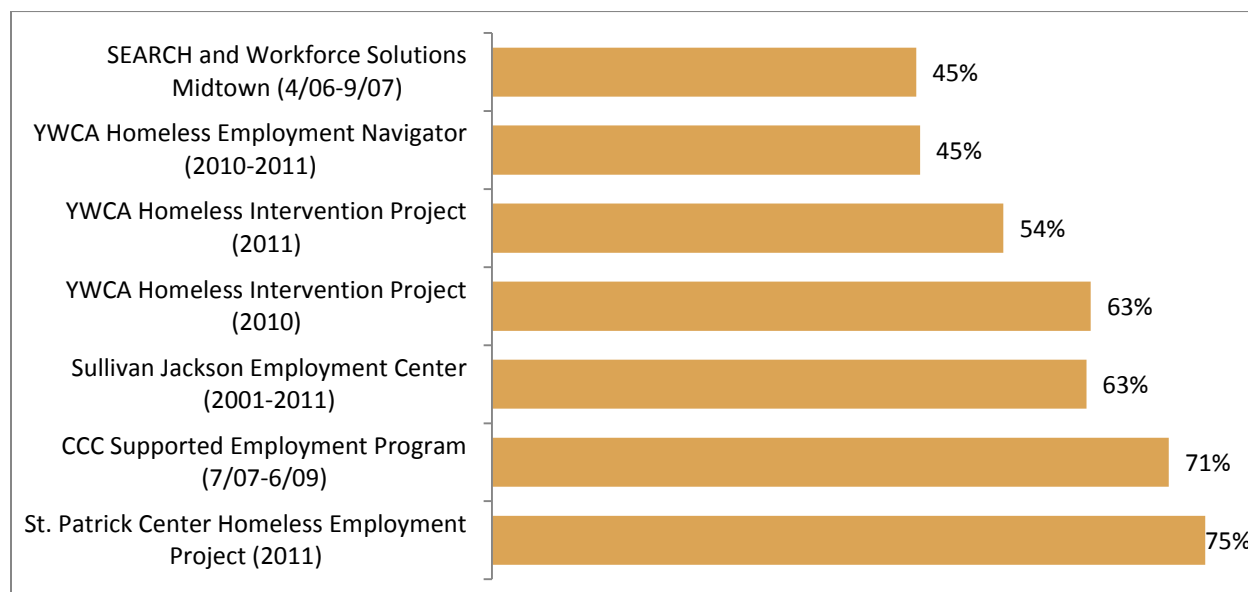
¹⁷ DOL-VETS Annual Report to Congress, Fiscal Year 2010

The nine percentage point difference between OIG’s audit findings (48%) and HVRP’s reported employment rate of 57% in Program Year 2008 suggests that HVRP’s annual reported performance outcomes may overstate actual results. OIG’s finding that two-thirds of sites failed to achieve 85% of one or more performance goals could indicate that HVRP’s required minimum performance targets of 65% placed and 65% entered employment are not realistic.

In considering HVRP’s outcomes relative to the other cohorts, their participants’ greater access to training and specialized employment services through the One-Stops should be taken into account. Both are factors that would be expected to improve employment outcomes. VOA reports that across its sample of HVRP grantees, 59% of participants received classroom training, 33% received occupational skills training, and 30% received on-the-job training.

Programs Integrated with One-Stops

Job placement rates for the cohort of homeless employment service providers integrated with One-Stops range from 45% to 75%.



Employment rates for two different homeless employment programs operated by YWCA in Seattle are included in this data set; the Homeless Intervention Project (2010 and 2011) and the Homeless Employment Navigator (May 2010 – December 2011). The Homeless Intervention Project (HIP) works with individuals seeking immediate employment and/or occupational training that will lead to full-time employment.¹⁸ The Homeless Employment Navigator program is a three-year pilot focused on assisting families in two-year transitional housing programs at three specific sites.

¹⁸ In 2011, about 10% of HIP participants enrolled in occupational skills training.

St. Patrick Center's Homeless Employment Project has the highest reported placement rate of all the programs in this cohort. However, St. Patrick Center reports a 90-day job retention rate of only 40%. Applying this retention rate to the placement rate suggests that approximately 30% of participants are employed 90 days after exit. This figure can be used for comparison to entered employment rates calculated using the DOL Common Measures standard.

Sullivan Jackson Employment Center is a One-Stop center and as such uses DOL's Common Measures to report employment outcomes. Their entered employment rate of 63% is a 10-year average through 2011 and represents outcomes only for those enrollees who successfully complete the Center's rigorous 80-hour employability skills training. On an annual basis, upwards of 600 individuals enroll in this course, but only about 300 complete it. Individuals who enter the course but leave before completion could be considered "exiters" as defined by the Common Measures. Using the number of enrollees in the course rather than graduates as the basis for calculating the entered employment rate reduces the entered employment rate to approximately 35%.

Central City Concern's Supported Employment Program reports an employment rate based on the number of participants placed into at least one job. In their case, it is important to note that 14% of the job placements (not people placed) were placements made within Central City Concern's own organization. If only external placements are considered, Central City Concern's employment rate is estimated to be approximately 61%.

YWCA's Homeless Improvement Project reports employment rates of 63% and 54% for 2010 and 2011 respectively. These are placement rates based on the number of unsubsidized placements relative to total exiters during the year. Ninety day retention rates were 64% in 2010 and 66% in 2011. Adjusting the placement rates with the 90 day retention rates yields a Common Measures entered employment rate of 40% in 2010 and 36% in 2011.

YWCA's Homeless Employment Navigator pilot reports a relatively low employment rate compared with other programs in this cohort. One challenge has been high turnover, for reasons unrelated to the Navigator program, at the housing sites from which YWCA must recruit. As a result, the program has struggled to meet its enrollment targets and this churn has possibly been a factor in the low job placement rate.

SEARCH's 45% entered employment rate is based on the Common Measures method for calculating entered employment. The design of the SEARCH demonstration provides a very useful context for interpreting the program's results. As part of the demonstration, comparative employment data was collected for self-reported homeless individuals served at other One-Stops in the same county. In this way, the demonstration could test whether homeless job seekers served at Workforce Solutions Midtown and co-enrolled in SEARCH services achieved better employment outcomes than their counterparts who accessed only typical One-Stop services.

During the 18-month demonstration, the entered employment rate for the group served by SEARCH and Workforce Solutions Midtown was nine percentage points lower than homeless job seekers served by other One-Stops (45% compared to 54%).¹⁹ It is not clear, however, that the populations served were truly comparable. The populations differed in respect to their rate of employment during the nine-months *prior* to seeking One-Stop services. The group served at SEARCH had less work in each quarter and cumulatively for all three quarters compared with the self-reported homeless served at other One-Stops. Also, the individuals in the latter group were not enrolled in the area's Homeless Management Information System which indicates they were not receiving subsidized housing via HUD-funded Continuum of Care services.²⁰ These factors suggest that in general the latter group benefited from greater employability in the labor market and greater self-reliance in coping with their homeless situation.

The Bridge in Dallas does not report an employment rate for program participants. Annually some 300 people receive employment services at The Bridge and it appears that about 100 are placed into jobs each year. Based on this information, an employment rate of roughly 33% can be deduced. The WIB does not track job retention for individuals served at The Bridge and accordingly a Common Measures entered employment rate cannot be calculated. The Bridge's relatively low placement rate may reflect its minimal job readiness standard and limited range of employment services which are more akin to One-Stop core services.

Alternative Staffing Organizations

ASOs differ from the other cohorts in their employment service approach. Candidates are "job-ready" when they enroll with the organization, and the goal is to immediately place them into paid temporary jobs that will help them build their resume, develop job skills and confidence, and secure references that lead to their obtaining steady, "permanent" jobs with benefits. Pre- and post-placement supports are designed to help workers succeed in fulfilling these temporary assignments. In measuring employment outcomes, ASOs track the number of individuals placed into temporary jobs, the overall length of their employment experience as a temp worker, and the percentage of workers that convert to hire by external employers.

¹⁹ However, the SEARCH group's rate of job retention in the third quarter after entering employment was 10 points higher than the group served only by One-Stops (86% and 76% respectively).

²⁰ Continuum of Care refers to HUD Homeless Assistance Programs including the Supportive Housing Program, the Shelter Plus Care Program, and the Section 8 Moderate Rehabilitation for Single Room Occupancy Program. HUD requires all agencies receiving Continuum of Care funding to track individuals receiving services via a Homeless Management Information Services (HMIS) database.

	Chrysalis Staffing 2010	First Step Staffing 2010	Primavera Works YE 6/30/11
Program Enrollments (Applications Recorded)	120	589	521
Total Individuals Placed in Temporary Assignments	72	250	202
Job Placement Rate (Percent of Total Enrollments)	60%	42%	39%
Average length of temporary employment (days)	78	41	20
Average hourly temporary wage	\$8.50	\$9.33	\$7.62
Conversions to hire	50	187	31
Conversion Rate (% of Temps that Convert to Hire by Employer Customer)	69.4%	74.8%	15%

Of the three ASOs that serve homeless job seekers, Chrysalis Staffing has the highest placement rate and longest average length of temporary employment. Chrysalis' more structured job readiness training requirement and in-house case management resources are likely factors in these results. In contrast, First Step Staffing relies on its transitional housing referral partners to deliver job readiness training and case management. As a result, First Step has less control over training standards and a more arm's length relationship with its pool of candidates. In addition, while First Step prefers that candidates complete job readiness training, they do not strictly require it.

Chrysalis and First Step also differ in respect to how long they have been in operation and the types of employers they serve. Chrysalis Staffing has been operating for 20 years and has developed a niche providing cleaning and property maintenance services to a core group of customers in the nonprofit housing sector. In contrast, First Step Staffing is just beginning its fifth year of operation. As a much newer entrant to the market, First Step is continuing to build its customer portfolio and its staffing business is somewhat less concentrated in a single industry.

Among the three ASOs, Primavera Works reports the lowest placement rate, shortest term of employment and fewest conversions to hire. Several factors contribute to these results. First, Primavera's business service is day labor and therefore the typical length of staffing assignment is one day, usually four to six hours. Full-time assignments and temp-to-hire opportunities do arise but they are rare. Second, Primavera's day labor model is intended to augment other job search and self-sufficiency activities and is regarded less as a direct pathway to employment and more as an opportunity for individuals to establish a work history, gain experience and earn some extra money. The ASO is in essence part of a continuum of employment programs run by its parent organization (including an HVRP grant) that are focused on direct placement into long term employment.

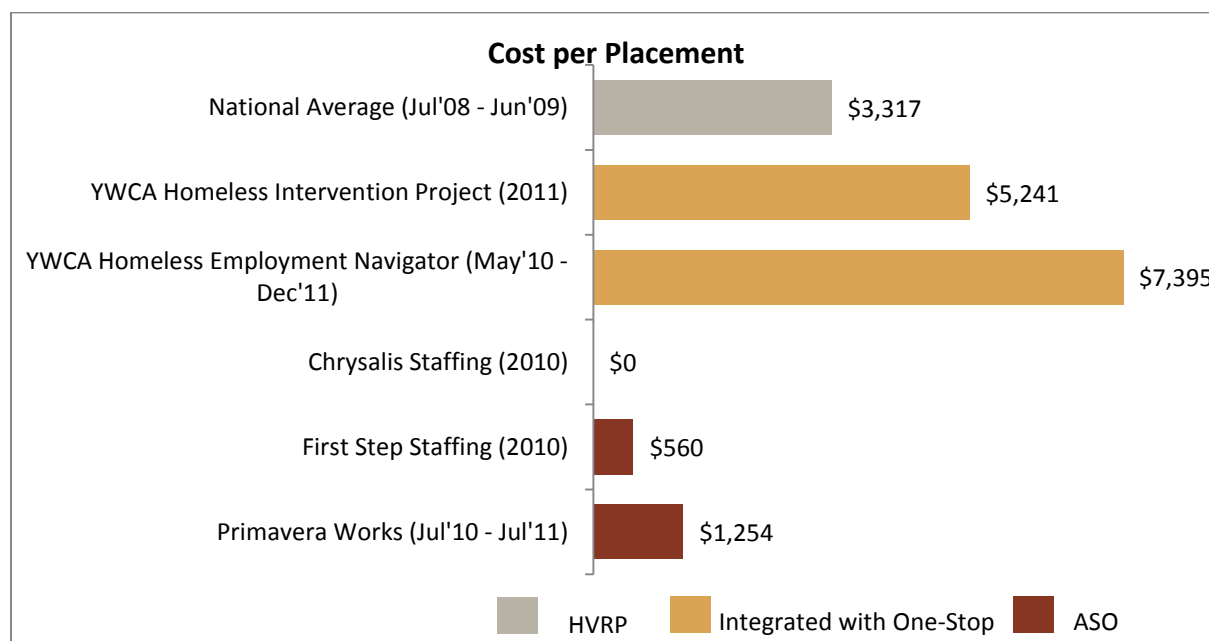
Cost Per Placement

Where available, data was also collected on program costs per individual placed. The reported costs per person placed into employment differ by cohort but are fairly consistent within each cohort. In general, the ASOs have the lowest net costs per person placed as program expenses are offset with fees from employers. The apparent cost per person served at the ECHEH sites is substantially higher

than at the other programs and is likely distorted by the fact that these were new programs launched as part of the demonstration project. Consequently, there was a ramp-up period during which individuals were not being served. In addition, as the demonstration linked providing housing and employment services, the number of people served was constrained by the level of funding available for housing supports.

The total number of people served at the ECHEH sites ranged between 68 and 159 individuals during the demonstration period (2004-2008). Each site received approximately \$2.7 million for employment services during the course of the demonstration; the cost per person served ranged between approximately \$17,000 and \$39,000. Total competitive placements during the demonstration period, across all sites, were 200 yielding a cost per person placed between \$50,000 and \$116,000. It is important to stress that these are the employment services costs and do not include HUD monies used to fund housing.

Among the programs integrated with One-Stops, only the two YWCA programs provided data on cost per placement. The YWCA Homeless Intervention Project had an average cost per placement of \$5,250 and the YWCA Homeless Employment Navigator Program cost \$7,400 per person placed. DOL-VETS' average cost per homeless veteran placed by HVRPs is \$3,300, excluding any additional resources grantees may use to supplement their HVRP grant award. The ASOs have the lowest cost per placement due to fees-for-service earned from employers. ASOs report a cost of zero to \$1,250 per placement of homeless job seekers into temporary job assignments.



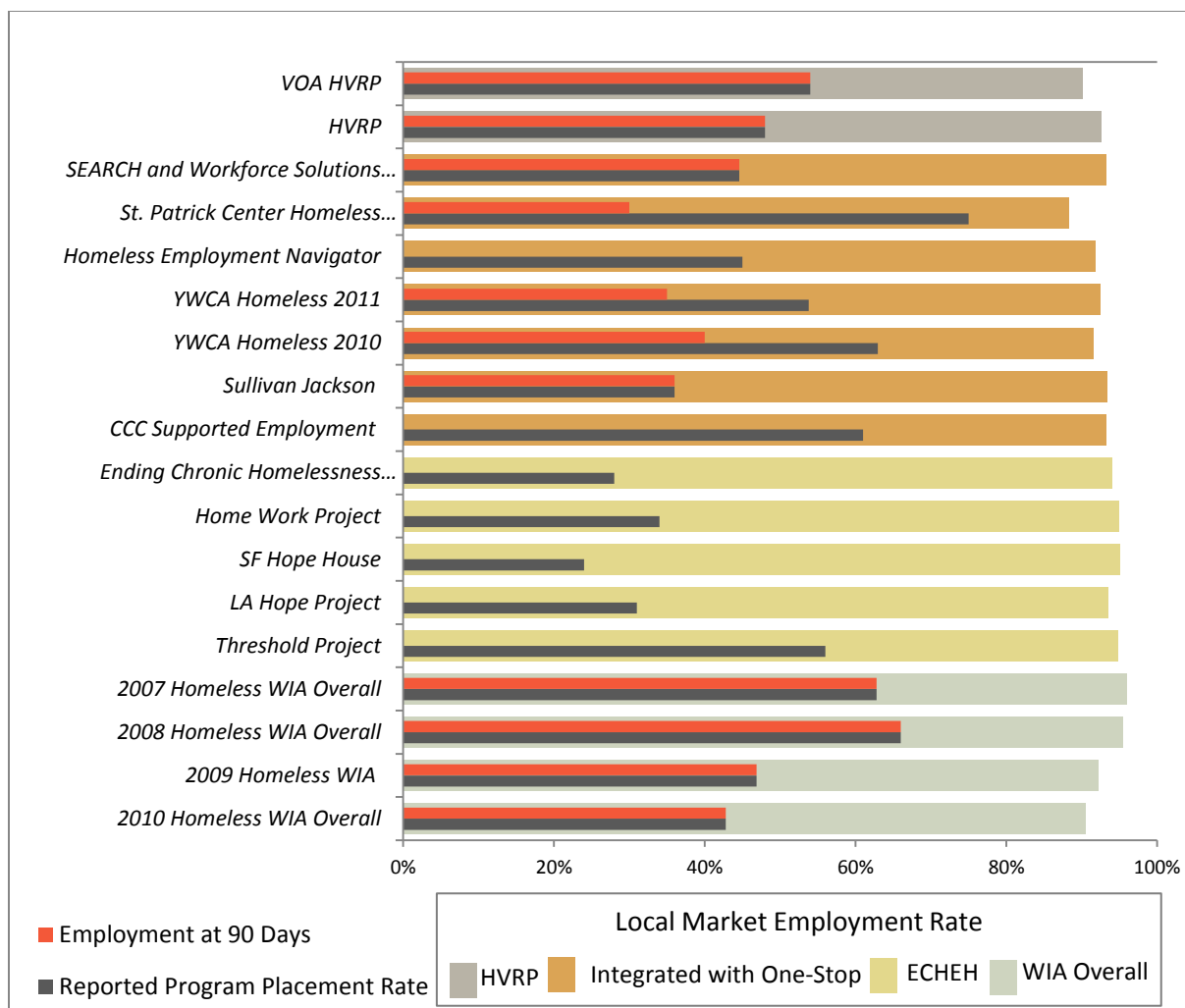
Cost per placement as presented here is an imperfect measure as, in many cases, programs rely on partner programs to provide services and the costs of these outsourced services may or may not be reflected in the costs reported by the homeless employment program. Nevertheless, there is a fair degree of consistency in the reported costs per person served within each cohort of programs.

Comparison with WIA Outcomes Data

Each year, data is collected on employment outcomes from the nation's One-Stop system and compiled in the WIA Standardized Record Data (WIASRD) Databook. This dataset provides information about client characteristics, services received and employment outcomes tracked for individuals who "exit" the One-Stop. Exiters are individuals who have not received One-Stop services within the past 90 days and are not scheduled to do so in the future. Overall, an average of 68% of adults found employment in the quarter after exit between October 2003 and September 2010. Beginning in 2007, WIA started tracking employment outcomes for individuals who self-reported as homeless. Employment rates for homeless exiters of the One-Stop system have been consistently lower than those of the general WIA population, on average about 13% lower.

A review of WIA data over time confirms that the success of homeless One-Stop exiters in securing employment in any given period is strongly influenced by the condition of the labor market. Rates of employment of homeless exiters correlate -.78 with the overall unemployment rate. Accordingly, in assessing and comparing the performance of employment programs, it is important to consider the local labor market conditions in which they were operating.

The chart below summarizes the employment attainment rates for the various programs that were reviewed charted relative to the overall unemployment rate for the period and labor market for which they reported outcomes. The chart includes reported placement outcomes as well as estimated 90-day entered employment rates for programs using the Common Measures standard and programs for which 90-day retention rates were available.



Reported placement rates range from a low of 24% at San Francisco Hope House, an ECHEH site, to a high of 75% at St. Patrick Center’s Homeless Employment Program.²¹ The range of entered employment is narrower, 36% to 54%, among the HVRP and programs integrated with One-Stops that use DOL’s Common Measures or that supplied 90-day retention data and thus can be standardized for comparison. The four years of WIA data for homeless exiters of One-Stops, and the data from HVRP, show consistently higher entered employment rates at 90 days after exit than other programs.

The HVRP and WIA One-Stop data represent a very large sample of homeless job seekers. Over 10,000 homeless job seekers are included in the WIA Homeless data and the HVRP audited data includes information on 89 programs serving a total of over 14,000 homeless veterans. Since HVRPs refer some portion of their clients to partner One-Stops there is clearly overlap in the reporting between these two sources, but the extent of this overlap is not known. Although all HVRPs

²¹ The CCC Supported Employment Program placement rate of 61% is estimated external job placements. The program’s total reported placement rate, including participants hired by Central City Concern, is 71%.

collaborate with One-Stops, not all HVRP clients are referred for One-Stop services. Furthermore, even among those veterans HVRPs refer to One-Stops some will receive only core services at the One-Stop and thus not be counted among the homeless served by the One-Stop.

Conclusions

WIASRD outcomes show that the homeless are harder to serve than the general population of One-Stop customers. Employment rates for homeless exiters of the One-Stop system have been consistently lower than those achieved by the general WIA population, on average 13% lower. Unfortunately, no profile of the homeless population receiving services from the One-Stops is available in terms of their barriers to employment, previous employment experience or length of time experiencing homelessness.

One-Stops do collect data about many characteristics of customers receiving staff-assisted services including their education, disability, veteran status, criminal history, receipt of TANF benefits and pre-program quarterly earnings. The disability category is a general one, though, and different disabling conditions such as mental illness or substance abuse disorders are not specified. At minimum, the ability to cross tabulate the existing data for job seekers identified as homeless would be helpful in order to better compare One-Stop outcomes with employment programs that serve similar populations. Adding categories to document mental illness, substance abuse, length of homelessness and housing situations would provide further insight into specific obstacles that the homeless served by One-Stops face.

Homeless employment service programs outside the One-Stop System also lack complete data about their participants' barriers and job retention. Without a consistent measure of job retention, employment and barriers, these programs and the entities that support them will not be able to make an informed evaluation of their performance. As a start, tracking job retention rates for at least 90 days would enable these programs to compare their results to those of HVRP and the One-Stop system.

Among the four cohorts for which outcomes data were collected, HVRP and the cohort of programs integrated with One-Stops can most readily be compared with WIA outcomes because the programs use DOL's Common Measures or they supplied 90-day retention data that facilitates an adjustment of their placement rates to more closely equate to WIA's entered employment calculation. For purpose of comparison with WIASRD data, the ECHEH cohort's data is problematic because it reflects activity spanning a five-year period and 90-day retention rates are not reported. The alternative staffing organization cohort results may not be suitable for direct comparison with WIASRD data as the ASO employment model is a transitional employment approach with less emphasis on initially placing workers into "permanent" employment.

The HVRP entered employment rate of 48% in the year ending June 2009 is very close to the 47% rate reported for homeless exiters of the One-Stop system in 2009. The cohort of programs integrated with One-Stops that have data comparable with WIA outcomes measures has an overall average adjusted entered employment rate of 35%. However, the data from this cohort spans a wide range of reporting periods. Considering only the three programs in this cohort that provided data in 2010 and 2011, the average entered employment rate is also 35%. This is eight percentage

points lower than the entered employment rate of 43% for homeless exiters of the One-Stop system in 2010.

Based on the available data, it appears that HVRPs generally outperform the cohort of programs integrated with One-Stops. The absence of consistent or detailed data about the specific obstacles that individuals in these two cohorts face makes it difficult to assess which group has the more substantial barriers to employment. However, it is reasonable to assume that homeless veterans have advantages over other homeless job seekers in terms of their previous work experience in the military and higher levels of education. In addition, veterans enrolled in HVRP have access to more specialized employment services and training opportunities, and may also benefit from employer incentives to hire them. These factors may explain the success that HVRPs have had relative to other programs.

Homeless exiters of One-Stops are also achieving higher rates of employment than the cohort of programs integrated with One-Stops. Information collected in the course of this study suggests that the homeless served directly by One-Stops are likely more job-ready than the homeless served by other programs. In the SEARCH demonstration for example, the homeless served by other One-Stops in the county had higher levels of work during the three quarters prior to their seeking employment services than the individuals served by SEARCH.

The experience of the Sullivan Jackson Employment Center, a One-Stop dedicated to serving homeless job seekers, reinforces this case. Sullivan Jackson's homeless job seeker population includes adults, youth, veterans, people with disabilities, ex-offenders and the chronically homeless. Despite being a One-Stop itself, its estimated entered employment rate of 36% lags the National One-Stop system's entered employment rate for homeless exiters.

Referral activity between One-Stops and other employment programs for the homeless may reduce the number of the hardest to employ homeless that One-Stops serve. To the extent that homeless service programs and One-Stops are making referrals to each other, One-Stops are likely sending the hardest to serve individuals to homeless service programs rather than attempting to assist them in-house. Conversely other homeless employment programs are referring their most job-ready participants to the One-Stop only after they have provided services to them.

A number of employment programs have observed that One-Stops are better equipped to serve job seekers who are work ready than homeless people dealing with multiple barriers. ASOs, for example, perceive the One-Stops as potentially valuable resources for their candidates *after* they have had some temporary or transitional job experience to establish a positive work history. Indeed, a survey of 16 ASOs that serve diverse worker populations including the homeless found that almost 70% of ASOs receive referrals from One-Stops but less than a third refer candidates to One-Stops for job search assistance.²²

²² Survey of 20 Alternative Staffing Alliance member practitioner organizations, The ICA Group, May 2012

In the year ending March 2011, the One-Stop system exited 11,700 homeless job seekers, representing about one percent of all exiters. This number also represents about one percent of the estimated 1.2 million working-age people housed in shelters during 2010.²³ There is clearly an opportunity for the One-Stop system to expand its services to help more homeless individuals secure employment. However, doing so will entail working with a population with more substantial barriers to employment that will likely have a lower rate of success entering employment.

If One-Stops are to serve more homeless individuals, performance expectations will need to be adjusted. The target entered employment rate of 65% used by DOL-VETS for HVRP grantees is unrealistically high given the experience of the programs, including HVRP, reviewed here. The 35% entered employment rate experience of programs integrated with One-Stops appears to be a more reasonable benchmark for consideration. This rate is 18% lower than WIASDR's 2010 rate for homeless exiters and about 37% lower than the same year's entered employment rate of 55% for the general WIA population. Accordingly, a One-Stop setting performance targets for the homeless clients it serves could discount its expected employment rate for the general population it serves by approximately 50% to arrive at a reasonable estimate of employment outcomes for less job-ready, homeless individuals. While this provides an initial benchmark, actual results should be monitored over time and benchmarks revised based on experience and changes in local economic conditions.

²³ 2010 Annual Homeless Assessment Report and 2010 demographic data from Substance Abuse and Mental Health Services Administration

Appendix 1: Acknowledgements

ICA is grateful to the many individuals who assisted in supplying data and providing additional insights about the homeless employment service programs included in this report. We express our sincere appreciation to the following for their assistance and input:

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Skid Row Development Corporation, Esther Rivera, President

The Bridge, Nissy New, on behalf of Jay Dunn, President and CEO

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YWCA Seattle King Snohomish, Mike Schwartz, Associate Director, Employment Services

Appendix 2: Federal Definitions of Homeless and Chronically Homeless

HUD Definition of Homeless

Effective January 4, 2012, HUD defines “homeless” as:

- (1) An individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:
 - (i) An individual or family with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground;
 - (ii) An individual or family living in a supervised publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, or local government programs for low income individuals); or
 - (iii) An individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution;
- (2) An individual or family who will imminently lose their primary nighttime residence, provided that:
 - (i) The primary nighttime residence will be lost within 14 days of the date of application for homeless assistance;
 - (ii) No subsequent residence has been identified; and
 - (iii) The individual or family lacks the resources or support networks, e.g., family, friends, faith-based or other social networks needed to obtain other permanent housing;
- (3) Unaccompanied youth under 25 years of age, or families with children and youth, who do not otherwise qualify as homeless under this definition, but who:
 - (i) Are defined as homeless under section 387 of the Runaway and Homeless Youth Act (42 U.S.C. 5732a), section 637 of the Head Start Act (42 U.S.C. 9832), section 41403 of the Violence Against Women Act of 1994 (42 U.S.C. 14043e–2), section 330(h) of the Public Health Service Act (42 U.S.C. 254b(h)), section 3 of the Food and Nutrition Act of 2008 (7 U.S.C. 2012), section 17(b) of the Child Nutrition Act of 1966 (42 U.S.C. 1786(b)), or section 725 of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a);
 - (ii) Have not had a lease, ownership interest, or occupancy agreement in permanent housing at any time during the 60 days immediately preceding the date of application for homeless assistance;

(iii) Have experienced persistent instability as measured by two moves or more during the 60-day period immediately preceding the date of applying for homeless assistance; and

(iv) Can be expected to continue in such status for an extended period of time because of chronic disabilities, chronic physical health or mental health conditions, substance addiction, histories of domestic violence or childhood abuse (including neglect), the presence of a child or youth with a disability, or two or more barriers to employment, which include the lack of a high school degree or General Education Development (GED), illiteracy, low English proficiency, a history of incarceration or detention for criminal activity, and a history of unstable employment; or

(4) Any individual or family who:

(i) Is fleeing, or is attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member, including a child, that has either taken place within the individual's or family's primary nighttime residence or has made the individual or family afraid to return to their primary nighttime residence;

(ii) Has no other residence; and

(iii) Lacks the resources or support networks, e.g., family, friends, faith-based or other social networks, to obtain other permanent housing.

HUD Definition of Chronic Homelessness

In 2011, the definition of chronically homeless was expanded to include both individuals and families.

Definition: An unaccompanied homeless individual (18 or older) with a disabling condition or a family with at least one adult member (18 or older) who has a disabling condition, who has either been continuously homeless for a year or more, or has had at least four (4) episodes of homelessness in the past three (3) years. To be considered chronically homeless, persons must have been sleeping in a place not meant for human habitation (e.g., living on the streets) and/or in emergency shelter during that time (not people in transitional housing programs).

Appendix 3: Description of Programs

Ending Chronic Homelessness through Employment and Housing (ECHEH) Demonstration

The ECHEH demonstration was a joint project of the US Department of Labor (DOL) and Department of Housing and Urban Development (HUD). DOL's Office of Disability Employment Policy (ODEP) was the primary funder of employment services and ECHEH was its only project focused on the homeless as its target population. The DOL grants paid for case management teams and staff responsible for recruiting participants and coordinating services for them. These DOL-funded teams provided employment supports similar to those one would get when enrolled at a One-Stop, but more intensive given the significantly greater level of assistance they needed. HUD grants funded housing vouchers, and did not contribute toward paying for the employment service teams. Grantees generally relied on partners or contractors to actually provide the direct services to homeless "customers," including employment, housing, and mental health and other services. Each program also had a steering or advisory committee comprised of local government agencies and nonprofits.

In addition to operating grants, DOL-ODEP provided the five ECHEH sites with training on case management, customer service, customized employment, assessment of disabilities, and psychiatric disabilities. Many of these trainings were provided by the Chronic Homelessness Employment Technical Assistance Center (CHETA). CHETA was created by the Corporation for Supportive Housing through a grant as part of the ECHEH project, however CHETA was not created until a year after the five programs began, and thus was not able to provide technical assistance early on. Each project site was assigned a CHETA content expert as a primary contact. CHETA's technical assistance primarily focused on helping the sites implement customized employment strategies and build sustainable programs. CHETA accomplished this with an initial three-day site visit later followed with presentations and training sessions about employment for the homeless and services available. Follow-on presentations and trainings occurred at the individual sites across the five cities and at centralized conferences.

Grantee Organizations and Relationship with One-Stops

All the DOL grantees were entities that manage the Workforce Investment Board and are responsible for overseeing the One-Stop Career Centers in their respective regions, as follows:

City	DOL-ODEP Grantee
Boston	Boston Private Industry Council
Indianapolis	Indianapolis Private Industry Council (now Employ Indy)
Los Angeles	City of Los Angeles Community Development Department
San Francisco	Private Industry Council of San Francisco; transferred to the City of San Francisco Department of Human Services in '07 when the PIC was dissolved
Portland, Oregon	WorkSystems, Inc.

Boston was the only project that enrolled all of its participants in the WIA system at the One-Stop Career Center. Other sites introduced participants to One-Stop services and partnered with One-Stop staff to varying degrees:

- The Threshold Project in Indianapolis brought some of its participants to a local One-Stop (Work One) for trainings and job leads, but few were formally enrolled in the WIA system.
- In Los Angeles, the employment team completed an initial discovery before referring participants to a local One-Stop. There, a One-Stop staff member joined the team to help participants develop an Individual Employment Plan. In total, six One-Stop Career Centers were involved with the project.
- Unlike other sites, San Francisco's Hope House did not require participants to focus on employment. Those who did so were placed with a One-Stop employment specialist along with a job retention specialist hired by the Private Industry Council, and encouraged to enroll at the One-Stop. During the demonstration period, the One-Stop closed so the program essentially stopped using One-Stop services and the job retention specialist and employment specialist roles were later merged into a single specialist role.
- Enrollees in Portland, Oregon were placed on a team with an employment specialist, recovery expert, mental health worker, housing specialist and team leader, all of whom were on staff at Central City Concern (CCC), the nonprofit contracted by WorkSystems, Inc. to manage the project. The CCC teams developed a housing plan, treatment plan and employment plan with individuals before referring them to One-Stops. CCC was itself a One-Stop operator during the years of the ECHEH project and for five years prior (1998-2008).

Eligibility, Intake and Job Seeker Characteristics

Enrollees had to be chronically homeless and also demonstrate a willingness to work. In Indianapolis, homeless individuals were required to commit to abstaining from illegal drug use before enrolling. Sites generally found enrollees through referrals from local service providers (e.g., shelters or health centers). Thus, these individuals were typically already receiving one form of service. Eighty-eight percent of ECHEH participants had a psychiatric or substance use disorder, including 39% with an active substance issue at enrollment.²⁴

Case Management and Employment Services

Boston HomeWork Project

In Boston, participants were placed on a team that included a housing coordinator, an employment resource coordinator and a JobNet (One-Stop) work coordinator. The employee resource coordinator was a staff member from one of several employment services partner organizations, including Victory Programs, Career Advancement Resources, New England Shelter for Homeless

²⁴Ending Chronic Homelessness Through Employment and Housing: A Program and Policy Handbook, September 2008, Chronic Homelessness Employment Technical Assistance Center

Veterans, Project Place and Community Work Services. The team enrolled the participant in the WIA system, providing job seekers access to One-Stop Career Center services. Together the teams created an Integrated Service Plan that designated action steps and resources for attaining the individual's goals. Initially, teams met weekly or twice weekly, then monthly. As participants became more stable, the team typically met less often. Individuals involved in the program for longer periods met with their team every six to nine months to discuss their Integrated Service Plan.

Indianapolis Threshold Project

Threshold Project participants met with a team that included a resource coordinator and employment specialist and initially developed a portfolio illustrating the individual's interests, skills and availability. The portfolio was then used by an employment consultant to negotiate with employers on the individual's behalf. While the team aimed to meet with participants weekly, it was reported that many, especially those who had been enrolled for a long time, met less frequently. Participants were also provided mental health services, but not substance abuse services, which was reported to be an unmet need.

LA's HOPE

In Los Angeles, each participant was assigned to an employment team that included an employment specialist and case manager. The case manager was a staff member from one of three mental health agencies funded through a state initiative, the AB2034 program, designed to provide wraparound services such as psychological rehabilitation socialization and adult living skills classes to homeless people who are mentally ill. This incremental grant from AB2034 enabled LA's HOPE to provide supplemental services generally not provided to participants at other ECHEH sites.

San Francisco Hope House

In San Francisco, the Hope House is one of several drop-in centers operated by the United Council of Human Services that provide a daily meal and offer case management and referrals to a variety of services. The ECHEH grant expanded Hope House staff and services to include housing and employment services. Participants were placed on a team consisting of a housing coordinator and case manager to ensure they remained sober and received the support services needed via referrals to mental health, substance abuse, or life skills providers.

Unlike other sites, Hope House offered individuals the choice of focusing on employment or being involved in another productive activity such as volunteer work or school. Individuals who were interested in employment were placed on a team with a job retention specialist hired by the Private Industry Council and a One-Stop employment specialist, then encouraged to enroll at a local One-Stop. Unfortunately, the Private Industry Council dissolved and the nearby One-Stop closed during the demonstration so the program essentially stopped using One-Stop services. The job retention specialist and employment specialist roles were later merged into a single specialist role undertaken by workforce staff in the City's Human Services Department.

Portland Ending Chronic Homelessness Initiative

Enrollees were placed on a team with an employment specialist, recovery expert, mental health worker, housing specialist, and team leader, all of whom were on staff at Central City Concern (CCC). The CCC teams developed a housing plan, treatment plan, and employment plan for individuals before referring them to One-Stops. At first, CCC subcontracted with three agencies to provide case management, youth services, and services to people with AIDS, but later CCC began providing all of these services on its own.

Employment Outcomes

The following employment rates are based on the total number of enrolled individuals who were employed during the course of the five-year demonstration as year-by-year data is not available.

	<i>San Francisco, CA Hope House</i>	<i>Portland, OR Ending Chronic Homelessness Initiative</i>	<i>Los Angeles, CA HOPE Project</i>	<i>Boston, MA HomeWork Project</i>	<i>Indianapolis, ID Threshold Project</i>
Total Enrollments	130	159	158	68	95
Total Placed in Employment	31	44	49	23	53
Percent Placed in Employment	24%	28%	31%	34%	56%

	<i>Aggregate for all sites</i>
Median Hourly Wage	\$9.50
Retention, 180 Days	63.5%
Retention, One-year plus	40.0%

Annual Budget, Funding Source and Estimate of Cost per Participant/Placement

While DOL's Office of Disability Employment Policy (ODEP) provided the bulk of employment services funding for the ECHEH demonstration, DOL-VETS and the DOL's Employment and Training Administration (ETA) also invested in the project. DOL-VETS allocated \$2.2 million over five years and ETA contributed \$2.4 million in the final two years of the project.

The employment services funding was split quite evenly on a site-by-site basis. Year-over-year funding declined from about \$625,000 annually in years one and two to \$350,000 to \$375,000 in year five. By design, ODEP decreased annual grant support to encourage sustainability of the workforce services developed at each site.

Of the five ECHEH sites, the Threshold Project in Indianapolis had both the highest employment rate and the lowest cost per person employed.

	<i>Total Employment Services Funding</i>	<i>Total Persons Enrolled</i>	<i>Cost per Person Served</i>	<i>Total Persons Employed</i>	<i>Cost per Person Employed</i>
Boston, MA HomeWork Project	\$2,663,292	68	\$39,166	23	\$115,795
Indianapolis, ID Threshold Project	\$2,670,150	95	\$28,107	53	\$50,380
Los Angeles, CA HOPE Project	\$2,647,250	158	\$16,755	49	\$54,026
Portland, OR Ending Chronic Homelessness Initiative	\$2,672,250	159	\$16,807	44	\$60,733
San Francisco, CA Hope House	\$2,770,490	130	\$21,311	31	\$89,371

Post-ECHEH Activities

The ECHEH projects in Boston, Indianapolis and Portland stopped operating when grant funding ended in 2008. In Portland, Central City Concern continues to operate other programs that provide housing and employment services to homeless individuals. These include the Supported Employment Program and Employment Access Center described in this report as part of the cohort of programs integrated with One-Stops.

In San Francisco, the City's Human Services Agency (SF-HSA) manages two of the City's seven One Stop Centers and the Tenderloin Workforce Center (TWC), which opened in August 2008. The Center is located in the Boyd Hotel, an 82-unit single room occupancy (SRO) facility, and primarily serves County Adult Assistance Programs (CAAP) recipients. The Center is equipped with computers and phone stations, and staff work with individuals to provide CAAP-required job search services and connect CAAP participants to the greater workforce system. They do not provide intensive case management but can refer out to other agencies for assistance to address participants' issues and barriers to getting employment. As one staff person noted, "the TWC is a resource center and referral for other programs; it is not a program in and of itself."

In Los Angeles, the City continues to fund one of three employment portals for homeless job seekers established during the ECHEH demonstration. Its original employment portal was located at New Image Shelter, the largest overnight shelter in Los Angeles County,²⁵ and consisted of a self-directed resource room with computers linked to the WorkSource California jobs database, plus computer and resume writing classes. (California One-Stops are known as WorkSource Career Centers.) Shelter visitors could access the portal five hours a night on weekdays, and it received about 40 new visitors each month. In 2006, the City opened a second employment portal at the People Assisting the Homeless (PATH) Mall in Hollywood. This portal subsequently closed and PATH customers now access the nearby Hollywood WorkSource Career Center.

²⁵Widening Effects of the Corporation for Supportive Housing's SystemChange Efforts in Los Angeles, 2005-2008, March 2009, Corporation for Supportive Housing.

In 2007, the City of Los Angeles created the Living Independently Through Employment (LITE) Program, a third employment portal to connect homeless job seekers with mainstream One-Stop services. The LITE employment portal is operated by the non-profit Skid Row Development Corporation (SRDC), and is located in a Volunteers of America (VOA) Drop-in Center, which serves as a day shelter for adult men and women. LITE provides a variety of employment and supportive services, including case management and training, to help Skid Row residents achieve employment and self-sufficiency. The portal serves all low-income residents of South Los Angeles.

ICA communicated with SRDC's executive director to request LITE's performance outcomes. Due to uncertain renewal funding, LITE staff had been laid off and SRDC lacked the manpower to research and provide the requested data. In late April, the City committed additional funds to SRDC to operate the LITE portal but at a reduced level, about half of the previous year's allocation. SRDC is in the process of rehiring key staff and expects to resume operations sometime this summer.

Homeless Veterans' Reintegration Program

Description of Program

The Homeless Veterans' Reintegration Program (HVRP) is a nationwide program administered by the Veterans Employment and Training Service within the US Department of Labor (DOL-VETS), and is specifically designed to place homeless veterans in jobs. HVRP's objectives are to:

- Provide services to assist in reintegrating homeless veterans into meaningful employment within the labor force; and
- Stimulate the development of effective service delivery systems that will address the complex problems facing homeless veterans.

Services are delivered by community-based organizations and government agencies through an annual competitive grant award process.²⁶ Beginning in 2000, DOL-VETS awarded \$9.5 million to 54 grantees to provide employment and other supportive services to over 7,800 homeless veterans. By 2004, annual expenditures doubled to nearly \$19 million, and in 2010 totaled \$24.4 million awarded to 94 grantee organizations to serve some 21,000 veterans.

HVRP grantees use a holistic approach that provides both employment and supportive services to address issues that affect homeless veterans' ability to work including physical or mental health disabilities, substance abuse disorders, and basic needs like housing, transportation and clothing. HVRP grantees may deliver supportive services internally or through coordination with other service providers.

Eligibility, Intake and Job Seeker Characteristics

To be eligible, program participants must be veterans who were discharged or released "under conditions other than dishonorable" and they must meet the federal government's definition of homeless (see Appendix2). Volunteers of America (VOA), a national organization that manages 17 HVRP grants in seven states, reports an intake rate of 53% in 2010. That is, just over half of the total prospective participants assessed were enrolled in the program.²⁷ It is not known if the remaining 47% were screened out or opted not to participate.

According to the *Opening Doors Federal Strategic Plan to Prevent and End Homelessness*, about half of homeless veterans have serious mental illness and 70% have substance abuse problems. The National Alliance to End Homelessness estimates that 23% to 33% of homeless veterans are

²⁶ Most grantees are nonprofit organizations. Of 94 grantees in Program Year 2010, seven were city, county or state agencies. Volunteers of America and Goodwill Industries affiliates manage HVRP grants in multiple cities.

²⁷ Housing and services for homeless veterans, National outcomes from Volunteers of America's GPD and HVRP-funded grant programs, December 2011, Wilder Research

chronically homeless.²⁸ Data from VOA indicates 23% of the homeless veterans in their HVRP sample were chronically homeless and 15% were disabled, however these figures may not be representative of the entire HVRP program.²⁹ Anecdotally, St. Patrick Center in St. Louis, also an HVRP grantee, reports a high incidence of substance abuse, especially in older veterans which are their main population. St. Patrick Center adds that veterans “tend to have higher education levels and more work-related skills, generally due to their experience in the military.”

Case Management and Employment Services

HVRP employment services correspond to the intensive (i.e., case management) and training services of a One-Stop. HVRP program staff work with participants to develop Individualized Employment Plans (IEPs) to establish employment goals, coordinate employment and training activities and track job placement and retention. Job search training, including resume writing and interviewing skills, along with life skills and money management training is required for all participants. At least 80% of the HVRP enrollees must also participate in job skills training which may entail “classroom training, on-the-job training, occupational skills training, apprenticeship, upgrading/retraining and skill specific vocational training.” VOA reports that in 2010, 59% of its HVRP enrollees received classroom training, 33% received occupational skills training, and 30% received on-the-job training.

Job Placement Services and Outcomes

HVRP grantees, like the One-Stops, set performance goals related to job placement, retention and earnings, and report on their actual performance using the same Common Measures the Department of Labor requires of the WIBs. HVRP grantees report quarterly to DOL-VETS via the VETS Outcomes and Performance Accountability Reporting (VOPAR) system.³⁰ Following are national HVRP program outcomes for Program Year 2008:

	HVRP National PY Ending 6-30-09
Total Enrollments	13,777
Entered Employment Rate	48%
Retained Employment 3rd Quarter after exit	65%

²⁸ *Vital Mission: Ending Homelessness Among Veterans*, November 8, 2007, National Alliance to End Homelessness

²⁹ Housing and services for homeless veterans, National outcomes from Volunteers of America’s GPD and HVRP-funded grant programs, December 2011, Wilder Research

³⁰ ICA contacted DOL-VETS to request HVRP’s most recent three years of national performance data and was instructed to file a Freedom of Information Act (FOIA) request. The performance data used in this report is from a federal Office of Inspector General audit of the HVRP program for Program Year 2008 (ending June 30, 2009).

Retention Services

DOL-VETS requires HVRP grantees to conduct follow-up and retention services to track participants' continued progress and encourages creativity in providing post-placement supports. Some HVRP grantee programs incentivize success via quarterly bonuses (using non-DOL funding sources) or a graduated system of privileges based on ongoing success. Veterans Village of San Diego created an Alumni Association of successful participants who provide mentoring and support to new enrollees. Maryland Center for Veterans Education and Training organizes clients into platoons and squads, with individuals accountable to one another.³¹

Annual Budget, Funding Source and Estimate of Cost per Participant/Placement

For Program Year 2008, DOL-VETS awarded \$22 million to fund 89 competitive grants in 34 states. This equates to an average cost of \$3,317 per placement (based on 6,632 entered employment) and \$1,597 per participant (based on 13,777 enrollments).

³¹ *Quality Indicators for Projects Serving Veterans with Significant Employment Barriers*, August 2008, National Technical Assistance Center at Virginia Commonwealth University

Dallas, Texas: The Bridge

The Bridge, a homeless assistance “campus” in downtown Dallas, Texas, opened in May 2008 as a public-private partnership between the City and the Metro Dallas Homeless Alliance (MDHA) which operated it through September of 2011. MDHA is a 501(c)(3) member organization composed of a broad range of stakeholders, including 60 to 70 service providers who collaborate on issues to fight homelessness. In the fall of 2011, The Bridge became a separate nonprofit (and member of the MDHA) and continues to focus on providing emergency care and transitional housing, serving some 1,200 people daily.

The Bridge is able to shelter 325 adults on-site in 100 transitional housing units and an open-air Pavilion that provides emergency shelter to 225 men and women. Its remaining 900 or so daytime visitors are referred to neighboring shelter partners including the Salvation Army and Union Gospel Mission. On-site emergency services range from meals, laundry and grooming to behavioral and primary health care. Transitional supports include case management, benefits counseling, legal aid and job seeker services supported by the Dallas County Local Workforce Development Board.

Doing business as Workforce Solutions Greater Dallas, the Dallas County Local Workforce Development Board is a private, non-profit agency that administers WIA workforce funds. In addition to operating nine workforce centers, Workforce Solutions Greater Dallas provides employment services at The Bridge via three full-time staff and a computer lab.

Eligibility, Intake and Job Seeker Characteristics

The Bridge has an open-door policy and reports that the majority of its guests “have serious mental disorders, addictions and chronic illnesses.” CEO Jay Dunn reports that only 25% of the people they see are “truly newly homeless folks who are capable of self-sufficient living.”³² To receive employment services at The Bridge, individuals must be verified and certified as homeless and:

- Possess valid identification and a Bridge ID
- Be considered able to generate income through employment in order to transition to housing
- Have evidence of residency in a shelter
- Address issues that may have led to unemployment and homelessness, e.g., primary and behavioral health care needs, criminal justice
- Continuously adhere to their customized Care and Housing Plan

³² The Dallas Examiner, April 16, 2012

Case Management and Employment Services

To be considered “job ready,” individuals complete a community service requirement of five hours, served within a seven-day period. The hours are performed at The Bridge or in its immediate vicinity and the jobs are simple, such as picking up trash in the neighborhood, serving trays at mealtimes, cleaning windows in the Welcome building or putting together hygiene kits. The community service is unpaid and mainly provides the opportunity to practice keeping a schedule for a week. “Upon completion of the service requirement, job seekers gain access to Workforce Solutions Greater Dallas’ on-site computer lab for job search.”³³

Job Placement Services and Outcomes

The exact number of persons served is unclear. The Bridge reports providing “income seeker” services for more than 300 people annually including “employment activities for able persons and disability income activities for disabled persons.” During the first four months of 2012, over 100 individuals completed their community service requirement to qualify as job-ready. Assuming this rate of activity is steady during the year, the total would exceed 300.

Workforce Solutions tracks only the number of individuals placed into employment which totaled nearly 800 in year one (May 2008 – April 2009) and about 700 in year two (ending April 2010). Those figures fell significantly during the last two years, with about 100 people placed annually during the years ending April 2011 and 2012. This equates to a 33% placement rate.

Retention Services and Annual Budget

Workforce Solutions does not offer retention services at The Bridge. Its annual costs to supply employment services and funding source are not known.

³³ Tim Tolliver, Associate Services Manager

Portland, Oregon: Central City Concern Supported Employment Program

Description of Program

Central City Concern (CCC), which was a subcontractor in the Portland ECHEH Initiative, is a nonprofit agency founded in 1979 serving those impacted by homelessness, poverty and addictions. CCC provides affordable housing options and social services including healthcare, recovery and employment. Across all of its programs, CCC serves more than 13,000 individuals annually with a staff of 600 and annual operating budget of \$38 million.

One of CCC's key programs is its Employment Access Center, which operated as a One-Stop for ten years until June 2008, and continues to provide similar services with non-WIA funding. Like other One-Stops, the Center offers job seekers computer and internet access, tutorials, personal voicemail, copier, telephone and fax services, and classes in resume writing, interviewing and money management. In the year ending June 2008, the Center provided general services and tools to 1,446 people and delivered specialized programs to 954 individuals including veterans, ex-offenders reentering society and individuals in recovery.³⁴

The specialized Supported Employment services CCC offers include more intensive job development and individualized placement support for individuals with significant barriers to employment, such as homelessness and substance abuse. The details and outcomes data that follow relate to CCC's Supported Employment Program for the period July 2007 to June 2009.³⁵

Eligibility, Intake and Job Seeker Characteristics

The Supported Employment program serves homeless individuals with primary substance abuse disorders. Additional criteria for enrollment are the individual's engagement in residential or outpatient alcohol and drug treatment, and opting to live in an alcohol and drug-free community to focus on their ongoing program of recovery and self-sufficiency planning. Admission is by referral and is open to customers already enrolled in specific CCC programs or housing as well as to individuals engaged with other qualifying organizations. During the two-year study period, 94% of participants lived in CCC's Alcohol and Drug Free Community, while the remaining 6% lived in other alcohol and drug-free housing. 100% of these individuals had primary substance abuse disorders and 28% met HUD's definition of chronically homeless. The majority (70%) had felony convictions.

Case Management and Employment Services

CCC is committed to a recovery-oriented system of care that addresses the needs of the whole person. The supportive housing model is based on a common living environment and shared experiences such as cooking, recreation and working on computers in the common areas. Peer

³⁴ *The Basics of Success, 2008 Annual Report*, Central City Concern

³⁵ *Central City Concern Employment Outcomes 2007-2009, CCC Supported Employment Programs*, March 2010, Regional Research Institute for Human Services at Portland State University

support is an important element of the process. Participants “learn to help each other make and gain the tools and ability to build a new life.”

Employment specialists at CCC use an “individualized placement support” model to:

- Work one-on-one with participants to assess their interests, barriers and strengths,
- Develop an individualized employment plan,
- Offer counseling with regard to public benefits, especially the potential loss of benefits upon getting a job,
- Support the participant’s rapid job search and placement in paid community-based positions they desire,
- Offer ongoing vocational supports such as one-on-one job coaching and on-the-job training and credentialing,
- Integrate employment assistance with mental health treatment and other supportive services to help the individual work through employment barriers, and
- Continually reassess the client and provide additional support or re-placement as new barriers emerge.

During the reporting period, seven employment specialists each worked with up to 30 individuals at one time.

Job Placement Services and Outcomes

	2007-2009
Total Enrollments	319
Placed in Employment	227
Entered Employment-All Placements	71%
Estimated Employment Rate –External Placements	61%
Median Wage	\$8.70
Average Wage	\$9.96

Job placements were made in a wide variety of industries, with construction, business and professional services, hospitality and retail the most prevalent. Among those working, including those placed at CCC, just over half (53%) worked full-time (32-40 hours per week) and 28% worked 21-31 hours per week. Median tenure in employment ranged from 66 days for those who were unemployed when their participation in supported employment ended to 206 days (over 6 months) for individuals who were still working at the time their program participation ended.

Retention Services

As described in the Employment Services section above, Supported Employment Program participants receive ongoing job coaching and continual assessment to address barriers as they emerge.

Annual Budget, Funding Source and Estimate of Cost per Participant

The employment-related components of this program totaled roughly \$900,000 per year, and were funded by three different grants; the Growth Industry Trades Initiative and CCC Homeless Employment Services funded by the Portland Development Commission, and the Employment Recovery Program funded through the HUD Supportive Housing Program. This budget covered the cost of the seven employment specialists and a supervisor in charge of the Supported Employment Program and part of the overhead costs such as rent and utilities shared with other programs that utilize the Employment Access Center. Other CCC services that participants received, such as housing, are not included in this budget. A study of the program reported \$1,754 in annual costs per person for supported employment programming and average expenditures of \$4,434 per year for supported housing and treatment.³⁶ Participants are eligible for supported employment services for up to three years.

³⁶ Ibid.

Seattle, Washington: YWCA Homeless Intervention Project

Description of Program

The Workforce Development Council of Seattle-King County (WDC) is a nonprofit workforce “think tank” and grant-making organization whose mission is to support a strong economy and ensure each person’s ability to achieve self-sufficiency. Established in 2000 by the King County Executive and Seattle’s Mayor, the WDC is led by a board of directors with a private-sector majority and oversees a wide range of employment-related programs and initiatives. In 2011, about 55% of the WDC’s \$19.4 million budget came from federal WIA formula funds and the remainder from competitive federal and state government grant awards. About 6% of WDC’s 2011 budget (\$1.1 million) was spent on programs serving special needs populations such as the homeless, older workers and limited English speakers.³⁷

The WDC oversees WorkSource Seattle-King County, which is the WIA-funded One-Stop equivalent. Jobseekers can access employment services at a dedicated WorkSource Center and six affiliate centers, two of which are located at community colleges. The downtown affiliate is located at YWCA Opportunity Place, a facility that also houses a day shelter for homeless women, apartments for individuals with very low incomes, the Homeless Intervention Project, and other resources targeted to homeless individuals.

Similar to other One-Stops, YWCA’s WorkSource Center offers computers, phones and fax machines for self-directed job search activities, workshops that provide tips on how to find employment, Microsoft computer skills training, and employment specialists that assist job seekers with writing resumes and cover letters. Adult Basic Education, English as a Second Language, and GED prep courses are also available. In all, YWCA’s WorkSource Center serves some 5,000 to 6,000 visitors annually.

The Homeless Intervention Project (HIP), co-located at Opportunity Place, is one of four service providers funded by WDC through a competitive HUD grant.³⁸ HIP works with homeless individuals seeking immediate employment and/or occupational training that will lead to full-time employment. Three Employment Specialists (i.e., case managers) assist all HIP participants and rotate among three

³⁷ Workforce Development Council of Seattle/King County, 2011 Annual Report

³⁸ Other HIP service providers are the Seattle Conservation Corps, which provides paid work experience in public works projects through the City of Seattle Parks Department; Fare Start, a 16-week food service job training program integrated into its restaurants and food service contracts; and the Community Psychiatric Clinic which serves homeless adults with mental illness and provides specialized vocational services through its Stepworks Enterprises.

WorkSource Centers – YWCA Opportunity Place downtown, WorkSource Auburn (south King County) and WorkSource Redmond (east King County).³⁹

Eligibility, Intake and Job Seeker Characteristics

HIP is available to individuals who are currently homeless (living in a shelter, transitional housing, on the street or staying temporarily with a friend or relative), able to show a Social Security Card and photo identification, eligible to work in the U.S., and motivated to find full-time employment. An estimated 50% face mental health or substance abuse issues. Eight percent meet the federal definition of chronically homeless.

Case Management and Employment Services

The HIP Employment Specialists deliver all case management and employment services and are highly mobile. In addition to rotating among the three WorkSource Centers, they spend time off-site at community colleges, housing programs, day centers and other locations. They utilize an integrated approach that focuses on incremental steps toward housing stability while simultaneously working with participants on their employment and training goals.

HIP's training classes are delivered by the WorkSource Centers as part of their offerings to all visitors and, as described earlier, include job search and job readiness workshops, and computer skills training. HIP participants can also access GED and ESL preparation and occupational skills training. In 2011, about 10% of HIP participants enrolled in occupational skills training. The most popular types of trainings are: Certified Nursing Assistant, Medical Assistant, Cosmetology, Culinary Arts, Office Occupations, Business Technology, Administrative Assistant, Forklift Operator, Welding, Construction Trades, Maritime, Environmental (HAZMAT, Asbestos Abatement), Child Care Worker, Bank Teller, and Human Services Certificate.

HIP Employment Specialists also help participants access work clothing, bus tickets and gas vouchers, food, and child care assistance.

³⁹ The Employment Specialists dedicate 80% of their time to assisting HIP participants and 20% serving the general public. Latter activities include teaching workshops, staffing 30-minute "connections" appointments, reviewing resumes, and serving on YWCA's Job Seeker Services and Business Services committees.

Job Placement Services and Outcomes

HIP enrolls about 125 new participants each year and serves roughly twice that number including individuals that carry over from the previous year.

Homeless Intervention Project	2010	2011
New Enrollments	125	125
Total Participants	238	274
Program Exits	108	119
Unsubsidized Placements	63%	54%
Retained Employment, 90 days	64%	66%

Retention Services

HIP participants receive job retention and housing stability services for three months after exiting the program. Often, Employment Specialists delay exiting participants beyond the time they begin a job in order to help them through an initial adjustment period. In this way, the post-placement support can be extended.

Annual Budget, Funding Source and Estimate of Cost per Placement

Since 1995, the Homeless Intervention Project has been funded by HUD Supportive Housing Program grant funds through the Seattle-King County Continuum of Care for the Homeless (CoC).⁴⁰ HIP's annual budget in both 2010 and 2011 was \$345,600. This equates to a cost per placement of \$5,082 in 2010 and \$5,400 in 2011.

⁴⁰ Each year, the Seattle-King County CoC submits a consolidated application to HUD for Supportive Housing Program funds. Currently, the CoC may apply for about \$15 million.

Seattle, Washington: Housing and Employment Navigator Program

Description of Program

Over the last several years, Seattle-King County's Workforce Development Council (WDC) has worked with Building Changes, a statewide organization, to increase access to job training and improve employment outcomes for people who are homeless. Building Changes supports housing and homeless service providers through grantmaking and evaluation, consulting and technical assistance, and advocacy. In 2009, Building Changes awarded YWCA a three-year grant to support the hire of three Housing and Employment Navigators co-located at three transitional housing sites and three local WorkSource Centers, to focus on improving participation in employment and education programs by families in two-year transitional housing programs at specific housing sites. YWCA's Housing and Employment Navigators work directly with job seekers and have developed and delivered workshops for WorkSource Center and other partner agency staff to orient them about working with homeless jobseekers. Job seeker enrollments began in May 2010 so the program is close to completing its second year of operation.

Eligibility, Intake and Job Seeker Characteristics

Some 60 families served at the three transitional housing partner sites include single, African-American mothers, dual parent immigrant families, and young single parents, aged 18 to 25. Housing case managers refer participants and attend an individual's first meeting with the Navigator which occurs at the participant's home or housing facility. Within the young parent cohort, many lack a high school diploma and need help developing workplace soft skills related to appropriate dress, communication and other behaviors. Some are also recovering from abusive domestic situations. For the overall population, barriers include long-term unemployment, approaching TANF time limits and reduction of child care subsidies. Some residents also have criminal backgrounds and mental health issues such as anxiety and depression.

Case Management and Employment Services

Navigators use a strength-based assessment process to discuss work and career planning and create a customized Individual Employment Plan with each participant. Navigators undertake a process of cooperative exploration designed to help each person discover the strengths they possess to improve their lives. The Navigators then offer case management, deliver on-site workshops related to technology skills and job search techniques, and provide career navigation assistance to help residents obtain employment, including linking families to WorkSource and community college programs. Throughout, Navigators also facilitate a Career Circle networking group that meets regularly to motivate individuals toward fulfilling their goals and help foster peer support.

Navigators have built positive relations with the WorkSource Center staff, and job seekers are welcome there. Still, after almost two years only one participant has been co-enrolled to receive WIA training dollars. YWCA staff report it has proven difficult to overcome staff resistance that favors "high performers" for limited training slots.

Job Placement Services and Outcomes

At the outset, YWCA's goal was to serve 40 new families each year. That target has not been met, in part due to turnover at the transitional housing sites for reasons unrelated to the Navigator program.

Homeless Employment Navigator	20 months ending December 2011
Total Enrollments	48
Total Participants	46
Program Exits	20
Unsubsidized Placements at Exit	45%
Hourly Wage Range	\$8.67 to \$15.00

Retention Services

Navigators offer continuing post-placement services for up to a year after exit. Some employed exiters continue to attend Career Circle groups and help mentor other participants. Other retention services include: budgeting and money management, assistance developing good work habits and understanding employer expectations, adapting to the workplace and dealing with workplace stress, and assistance with career advancement/wage progression. The Navigators also provide re-employment assistance should individuals lose their job.

Annual Budget, Funding Source and Estimate of Cost per Placement

The Housing and Employment Navigator Program's employment services represent a combination of Building Changes' three-year grant to YWCA and training provided to participants through the WorkSource Centers (sponsored by the Workforce Development Council of Seattle-King County) and other partners. The Building Changes grant totals \$168,600 and is matched with \$84,300 from YWCA's Employment and Housing Stability program. Based on a total \$252,900 budget and prorating the number of participants employed during 20 of 36 months, the cost per placement equates to \$7,025. This figure includes both exited and not yet exited participants.

St. Louis, Missouri: St. Patrick Center Homeless Employment Program

Description of Program

Founded in 1983, St. Patrick Center is Missouri's largest provider of homeless services, with nearly 30 housing, employment and mental health programs targeting the homeless or those at risk of becoming homeless. In fiscal year 2011, St. Patrick Center assisted over 9,000 individuals. The Homeless Employment Program (HEP), operating since 1991, is one of nine employment and training programs that are diverse in the types of training offered and/or population served.

Everyone seeking services at St. Patrick Center goes through a general intake and if employment is a goal, they go through a subsequent employment intake and are referred to the appropriate program. Qualified veterans, for example, may be referred to St. Patrick's Homeless Veterans Reintegration Program or two other employment programs targeting veterans. HEP offers both job search and job training services to homeless individuals.

St. Patrick Center is located within a couple blocks of the One-Stop, known locally as the St. Louis Agency on Training and Employment (SLATE) Career Center, and the two organizations regularly make cross-referrals for services. A SLATE Career Center staff person works on-site at St. Patrick Center twice a month, and HEP participants can visit with them then or can easily walk over to the main building at any time. St. Patrick Center also operates a food service training program housed in the Career Center building that serves breakfast and lunch to city employees.

Eligibility, Intake and Job Seeker Characteristics

Individuals may be referred to HEP by St. Patrick Center intake specialists, other program staff or another agency. HEP is available to homeless people who meet the HUD definition of homeless (living on the streets or in the shelter system) and whose last permanent address of 90 days or more is in St. Louis City or County. Participants must be substance-free for at least 30 days before entering the program. In 2011, 14% of those served by HEP were chronically homeless.

As part of the employment intake process, participants are enrolled in a 12-hour job-readiness class (four consecutive days at three hours per day) in which they learn how to structure job searches, prepare resumes, interview properly and conduct themselves appropriately on the job. Only people who successfully complete this course are officially enrolled in their respective employment program and able to receive case management services. Among those who meet this requirement and are enrolled in HEP, though, about a third "never come back for service." Given the difficulty in tracking the no-shows, HEP focuses its attention on "those who are serious about employment" who stick with them.

Case Management and Employment Services

Case management includes development of an individual employment plan (called an Individual Service Strategy), and job seekers may be eligible for training depending on their interest and other eligibility criteria. A one-week painters program, for example, requires the ability to work full-time,

lift 50 pounds and use ladders in addition to having a clear drug/alcohol record for six months, subject to random testing. A 12-week office systems training program requires a high school diploma or GED, willingness to accept full-time employment upon completing the course and verification of six months' clean time if in a recovery program.

HEP participants perform self-directed job searches with a variety of supports. They can use in-house computers, copiers and postage, for example, and are provided interview clothing and bus passes to get to and from interviews. HEP employment specialists refer participants to employers throughout St. Louis with whom St. Patrick Center has relationships. HEP also partners with the local One-Stop Career Center to help participants with their job search.

Job Placement Services and Outcomes

Annually, HEP enrolls about 400 people that complete the job readiness training, but finds that about a third (130) "never come back for service." Placement rates have been calculated based on both total annual enrollment and the net number of participants who return for services. Outcomes data is for St. Patrick Center's fiscal year ending June 30.

Homeless Employment Project	2011
Total Enrollments	400
Attrition at start-up	33%
Net Participants after attrition	268
Total Job Placements	200
Job Placement Rate, All Enrollees	50%
Job Placement Rate, Net Participants	75%
Retained Employment, 90 days	40%
Average Hourly Wage	\$8.25

Retention Services

When HEP participants begin to receive paychecks, St. Patrick Center provides landlords with one-time payments of \$500 to help these individuals establish permanent housing. In 2011, 87 individuals were placed into housing, similar to the number (80) who successfully retained a job for 90 days. Employment specialists follow up with employers monthly for the first three months, and at the six and 12-month point after job placement to maintain relationships and assist with any problems that may arise with the individuals placed.

Annual Budget, Funding Source and Estimate of Cost per Participant/Placement

St. Patrick Center's total revenue in fiscal year 2011 was \$13.1 million. A specific budget estimate for HEP is not available.

Tucson, Arizona: Sullivan Jackson Employment Center

Description of Program

The Sullivan Jackson Employment Center is part of Pima County's One-Stop system and opened in 1986 to respond to the employment and training needs of homeless job seekers. Sullivan Jackson closely partners with local shelters, behavioral health agencies, churches and other Continuum of Care organizations to deliver services and is recognized as a pioneer in developing effective approaches to assisting the homeless. This coalition also collaborates to secure and leverage funding from a variety of sources. County-wide, Pima County's One-Stop system augments approximately \$5 million in annual formula Workforce Investment Act funds with an additional \$10 to \$15 million in competitive grants to support special populations including homeless job seekers, veterans and high-school dropouts. Sullivan Jackson's main source of revenue is US Department of Housing and Urban Development funds, and over a ten-year period its program won \$11million in competitive federal grants.⁴¹

In Tucson's Continuum of Care process, homeless persons and their families are given shelter and then transitioned into more permanent housing. As their housing situation is stabilized, they are referred to Sullivan Jackson and enter a very structured job preparation and job search process. Some homeless clients receive vocational training as well. For many, these activities lead to unsubsidized jobs that allow them to move into unsubsidized housing.

Eligibility, Intake and Job Seeker Characteristics/Barriers

Participants are referred from a half dozen or so transitional housing organizations and other community-based agencies that serve various homeless populations including people with disabilities, veterans, ex-offenders, youth and chronically homeless individuals. No intakes are accepted on a walk-in basis. To participate, individuals are required to:

- Meet HUD definition of homeless
- Have stable housing (i.e., emergency shelter)
- Be motivated to find and keep a full-time permanent, good paying job
- Be job-ready and able to work full time
- Have a clear schedule 8 am to 4:30 pm, Mon through Friday until securing employment
- Have reliable day care, if applicable

Current demographic data was not supplied for this report. A 2004 case study reports that of the approximately 500 people served annually by the Sullivan Jackson Center:⁴²

⁴¹ January 19, 2012 memo to Pima County Board of Services

⁴² Serving the Homeless Through the One-Stop System: A Case Study, Social Policy Research Associates, June 2004

- 40% are youth, 30% are veterans and 60% are females
- An estimated 10% suffer from mental illness
- 20-30% of veterans served have been previously incarcerated

Case Management and Employment Services

Sullivan Jackson initially enrolls all participants in a two-week, 80-hour employability skills training. Focusing on soft skills, the training is highly structured and simulates a workplace environment, emphasizing attitude, attendance, “dressing for success” and other issues of self-presentation. A central activity is developing an Individual Service Strategy (ISS) that results in a case plan and employability development plan for each participant. This process involves identifying the person’s goals and steps to be taken by both the individual and the Center to attain them. ISS components include intake assessment, self-directed job search, case management, vocational assessment and training, and job retention/aftercare strategies. One report notes that Sullivan Jackson has found its “strict style” is very effective for most participants, but some populations, particularly youth, need a “less structured employment program.”⁴³ Based on the data available for this report, about half of the people who enroll in Sullivan Jackson’s employability skills training complete the course.

Sullivan-Jackson also connects participants with job skills training, ranging from basic literacy to construction or nursing, utilizing local training resources like Pima Community College. It is unknown what percentage of participants receive occupational skills training. Individuals use the Center’s research resources and call center to engage in self-directed job search activities. The Center encourages participants to take jobs that match their skill level and pay above minimum wage.

Job Placement Services and Outcomes

Sullivan Jackson reports its job placement rate varies by population from 50% to 78%, and attributes its employment success to its HUD Supportive Housing Program-funded partnerships with transitional housing programs.⁴⁴ The following data for 2003 through 2007 shows fairly consistent results and is derived from a Sullivan Jackson staff presentation, *Using the One-Stop Model to Serve Homeless Job Seekers*. The 2003 enrollment data is derived from the Social Policy Research case study previously cited; the 2009 data is from a newspaper article in February 2010, which noted the decrease in average wage resulting from the decline of the economy.

⁴³ Pima County Plan to End Homelessness, 2006

⁴⁴ Ibid.

Sullivan Jackson	10-year average '01 to '11	2003	2004	2005	2006	2007	2009
Total Enrollments		450-500					530-600
Total Participants Graduated	~300	254	312	271	286	292	~300
Entered Full-time Employment	63%	75%	69%	72%	70%	70%	
Retained Employment, 180 days		74%	87%	82%	79%	82%	
Average Wage at Placement	\$9.10	\$8.38	\$9.18	\$9.43	\$9.33	\$10.52	\$7.85
Cost per Placement	\$5,867						

A January 2012 Pima County publication states that over a 10-year period, Sullivan Jackson has placed 1,875 homeless individuals in jobs at an overall average placement wage of \$9.10 per hour. This number is consistent with the data above which shows an average of 200 individuals entering employment annually during 2003 through 2007 and an average wage of \$9.12 per hour for six years including 2009.

Job Retention Services

After participants obtain employment, the Sullivan Jackson Employment Center supports their transition to independent living via an aftercare program, available for up to one year following employment. The program focuses on “early and prompt intervention to prevent loss of employment, and assistance adjusting to work and independent living.”⁴⁵ This intervention includes “mediation at new job sites to avert new episodes of unemployment.”⁴⁶

Annual Budget and Funding Source

Sullivan Jackson’s main source of revenue is HUD funding, and DOL-VETS awarded them HVRP grants for a number of years. During the last decade, the program has brought in \$11million from competitive federal grants, which equates to an average of \$1.1 million annually. It is unknown how much Sullivan Jackson receives in WIA funds from the Pima County Workforce Investment Board.

⁴⁵ Sullivan Jackson Employment Center website

⁴⁶ Pima County Plan to End Homelessness, 2006

Houston, Texas: Workforce Solutions Midtown (One-Stop) at SEARCH (2005-2009)

Description of Program

SEARCH Homeless Services is a nonprofit organization that serves over 8,000 men, women and children each year in Houston and Harris County. Founded by a coalition of congregations representing diverse ethnic, social, and spiritual backgrounds, SEARCH partners with shelters and other agencies to complement their services and fill resource gaps for people struggling to change their lives. Its employment services include job readiness, skills training, job placement assistance and case management. Job seekers receive access to computers, telephones and voicemail, and supplemental resources such as work clothes, basic tools, bus tokens and meals to make their job search and employment successful.

Beginning in October 2005 the Gulf Coast Workforce Investment Board, through its administrative agent the Houston-Galveston Area Council (HGAC), contracted with SEARCH to develop and operate a One-Stop Career Center, called Workforce Solutions Midtown, as a three-year demonstration project. SEARCH's contract was extended for a fourth year, through September 2009, when the WIB opted not to continue due to reduced operating funds. As part of HGAC's contract, Advocates for Human Potential (AHP) was hired to independently evaluate the Workforce Solutions office at SEARCH for an 18-month period beginning April 1, 2006 to September 30, 2007. This research aimed to compare the outcomes for homeless people seeking employment assistance at Workforce Solutions Midtown and who were dually enrolled in SEARCH's homeless assistance services, with homeless job seekers who only had access to services from a typical One-Stop Career Center. The second cohort consisted of people who self-identified their homelessness in the course of seeking employment assistance at the 20 additional Workforce Solutions offices in Harris County and who were not registered in the countywide Homeless Management Information System.⁴⁷ A total of 358 homeless customers were identified for Cohort 1 and 1,430 for Cohort 2.

Eligibility, Intake and Job Seeker Characteristics/Barriers

Workforce Solutions' One-Stop services are available to all adults seeking employment, and the Gulf Coast Workforce Board estimates that 3,600 total customers were served at Workforce Solutions Midtown during the study period. SEARCH's total enrollment of 358 represents about a tenth of this total. Any individual who was homeless and interested in employment was eligible to co-enroll with SEARCH to receive case management and other additional services.

According to AHP's evaluation, the demographic characteristics of the two evaluation study cohorts were very similar in terms of age, gender and race, and both groups included individuals with

⁴⁷ HMIS is a database for managing human services required by HUD for communities receiving funding through its Continuums of Care. Harris County's HMIS is Service Point, administered by the Coalition for the Homeless of Houston/Harris County.

criminal records. At SEARCH, the intake process involved gathering more detailed demographic information about its job seekers (Cohort 1) because the One-Stops did not track customers' veteran status, disabilities, receipt of public assistance or living situation. Among the SEARCH cohort, 35.2% were listed as having one or more disabilities including alcohol or drug abuse, mental illness and other disabling conditions. AHP's evaluation also determined that during the three quarters prior to receiving Workforce Solutions One-Stop services, Cohort 1 had less work experience and lower earnings than Cohort 2.

Case Management and Employment Services

Workforce Solutions Midtown was staffed by 14 full-time equivalent staff and most were SEARCH employees qualified to fulfill the One-Stop roles of employment counselor, personal service representative, seminar facilitator and resource room specialist, for example. Thus, job seekers enrolled with SEARCH (Cohort 1) had a single point of contact for case management and employment counseling.

Workforce Solutions customers system-wide could access 48 distinct services from the One-Stops. Cohort 1 job seekers could access an additional 48 services offered by SEARCH's job bank and resource center. AHP's study categorized the services into seven clusters shown below with their average number of uses per individual in each cohort:

Homeless Employment Project	Average Number of Uses per Participant	
	Cohort 1	Cohort 2
Assessment	0.0	0.1
Counseling/Case Management	3.0	0.3
Customer Employment Planning <i>(Employability Development Plans and Labor Market Information)</i>	0.8	1.3
Job Linking and Searching	9.2	4.1
Training and Job Preparation	1.4	0.9
Concrete Job Support <i>(e.g., bus passes, food vouchers, bathing, personal grooming, clothing and laundry)</i>	18.9	0.0
Miscellaneous	0.7	1.3

- Job seekers at SEARCH used counseling and case management services at a rate ten times higher than their counterparts in Cohort 2.

- Customer Employment Planning included “employability development plans,” another name for individual development plans or service strategies. Cohort 1’s zero use of Assessment and low use of Customer Employment Planning services (on average, less than once per person) suggests that these may have been counted within the Counseling/Case Management cluster.
- Job seekers in the SEARCH cohort used training at a rate about 50% higher than homeless customers at other One-Stops. This may partly be due to SEARCH’s greater flexibility in spending training dollars. As a matter of policy, Workforce Solutions only pays for training in high demand occupations. Through access to less restricted funding, SEARCH could provide training for occupations for which jobs were available even though they were not considered “high demand/high growth.”
- The services most frequently used by SEARCH participants were "concrete job support services," which averaged 19 times per job seeker compared to no use of these services by Cohort 2. AHP’s report notes that although the Workforce Solutions offices can access funding for many of these concrete job support services, their on-site availability at SEARCH was a strong factor in the high usage by Cohort 1.

Job Placement Services and Outcomes

During the 18-month evaluation, the entered employment rate for the group served by SEARCH and Workforce Solutions Midtown was nine points lower than the group of homeless job seekers served by other One-Stops. However, the SEARCH group’s rate of job retention in the third quarter after entering employment was 10 points higher than the group served only by One-Stops.

	SEARCH and Workforce Solutions Midtown	All Other Workforce Solutions Centers
Total Enrollment	358	1,430
Entered Employment 1st Quarter after exit	45%	54%
Retained Employment 3rd Quarter after exit	86%	76%

The retention rates in both cohorts are impressive given that no formal retention services were available. Employed individuals from the SEARCH cohort that participated in subsequent focus groups reported that their jobs were mostly full-time and included work in food service, construction, medical office, sales and other services.

Hourly wage data is not available as AHP’s study focused on individuals’ average quarterly earnings. The evaluation report notes that Cohort 1 experienced (and maintained) increases in average income compared with pre-entry earnings, while Cohort 2’s average post-exit earnings were comparable with average pre-entry earnings.

Job Retention Services

According to AHP's report, "No [customer] reported receipt of supportive services specifically designed to help them keep their jobs. Some do have contact with Workforce Solutions staff post job placement, but this seemed to be an exception rather than the rule."SEARCH staff affirm that during the project, people were told "we're here for you" and some did return, but no structured services were in place. Subsequently, SEARCH has enhanced the retention component of its employment services with post-employment support groups for veteran and other job seekers and incentives to promote participation.

Annual Budget, Funding Source and Estimate of Cost per Placement/Participant

Budget data is not available for the study period. The Gulf Coast WIB initially awarded SEARCH a \$750,000 one-year grant to become a One-Stop Career Center, and then renewed funding for three subsequent years at a lower level. During this period, SEARCH supplemented its WIB grant with additional resources, mainly HUD grants, which provided more flexible funding to pay for employment training.

Alternative Staffing Organizations

Description of Model

Alternative staffing is an employment strategy that combines the business model of a staffing firm with the social mission of a workforce development program. Alternative staffing organizations (ASOs) place qualified job seekers with barriers to employment in competitive temporary and temp-to-hire job assignments and provide supportive services to help them succeed. Barriers to employment include long-term unemployment, low education, limited skills or experience, homelessness, physical or mental disability, criminal record, lack of transportation, age, or past substance abuse. The most common barriers are criminal history, disability and lack of stable housing. Many job seekers served by ASOs have multiple barriers to employment.

Of the 30 ASOs that participate as members of the Alternative Staffing Alliance, three specifically target their services to people experiencing homelessness. Others cite homelessness or risk of homelessness as a top characteristic of the job seekers they serve. The three ASOs with a mission to serve homeless job seekers are Chrysalis Staffing in Los Angeles, First Step Staffing in Atlanta, and Primavera Works in Tucson.

Chrysalis Staffing, Los Angeles

Chrysalis was founded in 1984 as a food and clothing distribution center serving homeless men and women living on the streets of Los Angeles' Skid Row. In 1991, Chrysalis launched a full-service staffing agency, originally called Labor Connection, as a strategy to help homeless individuals enter the labor market and move toward self-sufficiency. A second social enterprise, StreetWorks, was launched in 1994 to provide street maintenance services. In 2005, Chrysalis formed a new division Chrysalis Enterprises to include the staffing agency, renamed Chrysalis Staffing, and the street maintenance business, renamed Chrysalis Works. Together these enterprises employ about 600 individuals annually and generate over half of Chrysalis' operating budget. Based in downtown Los Angeles, Chrysalis Enterprises also serves job seekers at Chrysalis' satellite offices in Santa Monica and Pacoima in the San Fernando Valley.

First Step Staffing, Atlanta

First Step Staffing is a nonprofit enterprise launched in 2007 by entrepreneur and philanthropist Greg Block as a strategy to help homeless individuals re-enter the workforce, earn steady income and break the cycle of homelessness. First Step partners with a variety of transitional housing organizations in Atlanta to recruit job-ready individuals. A second business line, First Step Benefits, fast-tracks access to Social Security Disability and Medicaid benefits for individuals with severe disabilities that prevent them from retaining employment. In 2011, First Step Staffing was awarded the prestigious Revolutions Award for Outstanding Nonprofit Organization by the Georgia Center for Nonprofits in recognition of its work providing jobs, workforce development and benefits to Atlanta's homeless.

Primavera Works, Tucson

Primavera Works is an alternative staffing service operated by Primavera Foundation as part of its efforts to address poverty and homelessness in Tucson. Primavera Foundation began in the early 1980's as a soup kitchen for the growing numbers of homeless individuals on the streets of Tucson. From there it has steadily expanded its services and advocacy work. The alternative staffing entity began operating in 1997 as an ethical day labor agency, and mainly connects job seekers with short-term work opportunities in construction and groundskeeping.

Eligibility, Intake and Job Seeker Characteristics

Chrysalis Staffing

Chrysalis works with individuals who are homeless and very low-income. Participants are referred by area shelter managers and substance abuse counselors, or find them by word-of-mouth. To receive services, individuals must be off the street, clean and sober for 30 days, and willing to complete job readiness training.

Chrysalis' job readiness curriculum is designed to improve job search skills, self-confidence and employability. Topics include effective job search and application strategies, interview preparation, life skills related to communication, stress and money management, basic computer training, job retention and job search skills for ex-offenders. Setting goals and developing individual employment plans occurs as part of this training.

People take classes at their own pace and most complete the 20-hour curriculum in one or two weeks. At that point they are assessed by a case manager and about 60% are assigned to self-directed job search activities. Those who need a chance to further develop their soft skills and gain work experience to build their resumes are assigned to Chrysalis Staffing or Chrysalis Works, for placement in temporary employment or street maintenance jobs respectively.⁴⁸ Individuals referred to Chrysalis Staffing are interviewed and complete another orientation that covers company policies and procedures and workplace safety. Candidates also learn technical cleaning skills that prepare them for janitorial and maintenance jobs which account for a large share of placements.

Overall, about 70% of the individuals who complete Chrysalis' job readiness curriculum have a substance abuse disorder. The percentage among the ASO candidate pool is somewhat higher. Rates of chronic homelessness and mental health disorders are not known, but behavioral health counseling is available in-house to assist those who need it. Over 90% of the ASO's candidates have criminal records.

⁴⁸ Chrysalis is in the process of changing this process to initially assign all of the latter group to the street maintenance business, then "promote" individuals to the staffing enterprise.

First Step Staffing

At First Step, all candidates require a letter verifying their homeless status. First Step recruits primarily through a few transitional and supportive housing organizations it regards as strategic partners that refer residents in response to notices from First Step about job openings. Other organizations also send resumes of prospective job seekers. First Step's referral partners conduct job readiness training ranging from one to two weeks, and completion of job readiness training is preferred but not required. First Step conducts a brief orientation with candidates to review employer expectations and policies and procedures.

About 25% to 40% of First Step's job seekers are chronically homeless, and upwards of 70% have a criminal record. The rates of mental illness and substance abuse are not known.

Primavera Works

Primavera Foundation's 100-bed Men's Emergency Shelter is the primary source of Primavera Works' referrals, with 50 individuals from the shelter in their candidate pool at any given time.⁴⁹ Primavera Works enrolls additional job seekers referred by area agencies and walk-ins depending on the amount of work available. Otherwise, individuals' only requirements to enroll are that they want to work, are physically able to work, and are eligible to work, which is confirmed online using the federal E-Verify database.

About 85% of the people Primavera Works serves are homeless and about half have some type of disability, including individuals with mental health disorders or a history of substance abuse. A third are ex-offenders.

Case Management and Employment Services

Chrysalis Staffing

Chrysalis Staffing's candidates receive ongoing employee supports. Once assigned to the ASO, for example, they are counseled to update their employment plan and adapt their goals based on having a transitional job. Chrysalis believes in self-directed job search and encourages people to dedicate at least two hours per month to job search activities. Additional supports are available in the form of coaching individuals' job search activities and making referrals for mental health services and substance abuse treatment as needed. Chrysalis Staffing supplies candidates with bus passes for interviews and during the first week or two of employment. Occasionally, they may also transport workers via crew vans.

First Step Staffing

⁴⁹ The maximum stay in the shelter is 90 days.

First Step relies on its transitional and supportive housing referral partners to provide case management services, and developing individual employment plans is a standard part of this process. First Step staff provide job coaching and troubleshoot issues that arise on-the-job, in addition to helping workers develop transportation plans and providing work clothing and tools when needed. Transportation supports include public transit passes and on occasion, transport via First Step vans. First Step has also begun participating in a pilot that provides bicycles for people whose job sites are within a few miles of the rapid transit line.

Primavera Works

Shelter candidates meet with an employment specialist once per week as a condition of staying in the shelter. As part of this process, each person is counseled to develop an Individual Service Plan to set employment and self-sufficiency goals. Employment specialists coach workers in job search activities and make referrals for computer skills training, mental health services and substance abuse treatment as needed. For non-shelter candidates, the case management is less structured and voluntary. Individuals are asked to check in once a month and have the option to meet with an employment specialist. Primavera does not develop Individual Service Plans with this group of candidates.

For all workers' temporary job assignments, Primavera provides transportation, lunch and water, and access to tools and equipment needed for the high concentration of placements made in construction and landscaping jobs. Bus passes are the most common form of transportation support. If jobs are not on the bus route, Primavera transports the workers in a van and in some instances, customers will pick them up.

Job Placement Services and Outcomes

	Chrysalis Staffing 2010	First Step Staffing 2010	Primavera Works YE 6/30/11
Program Enrollments <i>(Applications Recorded)</i>	120	589	521
Total Individuals Placed in Temporary Assignments <i>(W-2's issued)</i>	72	250	202
Job Placement Rate	60%	42%	39%
Average Length of Temporary Employment (days)	78	41	20
Average Hourly Temporary Wage	\$8.50	\$9.33	\$7.62
Conversions to Hire	50	187	31
Conversion Rate <i>(Percent of individuals on temp assignment that convert to hire by employer customer)</i>	69.4%	74.8%	15.0%

Primavera Works reports shorter-term employment and far fewer conversions to hire than First Step and Chrysalis, and a couple factors contribute to these differences. First, Primavera’s business service is day labor and the typical length of assignment is one day, usually four to six hours. Full-time assignments and temp-to-hire opportunities do arise but they are rare. Second, Primavera’s day labor model is intended to augment other job search and self-sufficiency activities and is regarded less a direct pathway to employment and more an opportunity for individuals to build their resume, gain experience and references, and earn some extra money. Overall at Primavera, the employment rate among all individuals receiving services is 42%.

Regarding direct hire opportunities, both Chrysalis and Primavera report that these are not fulfilled by their staffing enterprises but are referred to employment counselors organization-wide to identify qualified candidates. No fees are charged to employers for direct placements. Likewise, the ASOs do not charge fees to employers for workers converting from temp to hire.

Retention Services

Chrysalis Staffing’s retention support includes weekly “Jobs Club” meetings that focus on self-confidence and are run by mentors who are former Chrysalis clients. In addition, participant-run working groups meet monthly to provide mutual support and help overcome workplace issues and obstacles in transitioning to “permanent” employment. This year, with grant support, Chrysalis has introduced various meal and cash incentives for workers who engage in at least 12 activities per month. Participation in the retention meetings and other ongoing job search and skills enhancement activities count toward this measure.

Of the three ASOs, First Step Staffing is the only one that tracks the status of their workers who transition to hire. First Step’s retention rate at 90-days after conversion to hire is 65%.

Annual Budget, Funding Source and Estimate of Cost per Placement

	Chrysalis Staffing 2010	First Step Staffing 2010	Primavera Works YE 6/30/11
Total Costs	\$639,522	\$1,147,528	\$548,676
Fee Income	\$648,458	\$1,007,627	\$295,294
Fee Percent of Costs	101%	88%	54%
Net Cost per Placement into Temporary Assignment	\$0	\$560	\$1,254