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Coordination of Housing and Job Training Services: A Review Of Best **Practices** in 12 Cities



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INTRODUCTION

Background

The problems faced by economically disadvantaged Americans in seeking to achieve self-sufficiency are multi-faceted. An individual or family may need: assistance in securing adequate housing; training to qualify for employment; financial aid to help care for dependent children; and a range of social and medical services to maintain the stability of the family and the health of individual family members. Yet, locally, these services are often administered by separate bureaucracies, at different geographic locations, and under varying individual eligibility and paper work requirements. This fragmentation of public services for the poor has been a perennial problem in American social policy.

In the case of federally supported programs, fragmentation is a consequence of separate legislative authorizations administered by different agencies at federal, state, and local levels. This report is focused on efforts to surmount these barriers at the local level by linking two key program areas for the poor: job training and housing assistance.

Job training and housing programs attack two of the most critical problems of low-income families: the need for training in skills that will enable them to secure stable and gainful employment; and the need for decent, safe, and affordable housing. Since, in large part, job training and housing programs target the same population, housing facilities are logical sites for delivering job training services. Beyond providing a readily accessible target group for job training, public housing can also serve as a site for a variety of related services funded under HUD programs, including opportunities for residents to participate in the management and rehabilitation of public housing, and assistance to resident organizations to conduct job-creating economic development and self-employment activities. Similarly, services under DOL's JTPA program are not limited to job training but also include basic skills and remedial education, counseling, and job placement assistance. These services may be augmented by supportive services such as child care and transportation.

Against this background, the secretaries of Labor and Housing and Urban Development, on November 9, 1990, signed a memorandum of understanding to provide a framework for the two Departments "to jointly develop and implement cooperative interagency efforts to help homeless and other low-income families and individuals attain independent living and economic self-sufficiency." Among the specific provisions of that agreement was an undertaking to develop linkages between public and Indian housing services and job training services through a variety of possible joint approaches.

It was recognized, however, that, in some localities, housing agencies and JTPA program administrators had already fashioned such cooperative working arrangements. Thus, to provide a technical assistance resource, Labor and HUD decided that existing cooperative efforts should be identified and documented so that these experiences could be shared with communities across the nation. This report summarizes the results of that effort and profiles "best practices" in linking JTPA services with local housing programs.

Methodology

In order to identify local efforts to be considered for inclusion in this report, DOL and HUD contacted their regional offices in May 1991 and asked them to identify noteworthy programs linking JTPA Title IIA employment and training services with local public housing and other housing assistance programs financed by HUD. The Departments also asked employment and training and housing professionals for their suggestions regarding examples of effective coordination.

As a result of these inquiries, approximately 30 local programs were selected for further consideration. During the period May-June 1991, Westat, Inc., under its JTPA rapid response contract with DOL, telephoned staff from each of these programs to request further information about the key features of their coordination efforts. On the basis of this information, DOL and HUD selected the 12 sites whose programs are profiled in this report. During July-August 1991, Westat staff visited the 12 sites, met with staff, and compiled information on the following topics for each program: background, mission, clients, activities and services, linkage arrangements, funding, management, results, local factors, and lessons for the future.

The profiles in this report appear in alphabetical order, by state name. The 12 sites are: Los Angeles, California; Hartford, Connecticut; Miami, Florida; Minneapolis, Minnesota; Bozeman, Montana; Winnemucca, Nevada; Schenectady, New York; Charlotte, North Carolina; Tulsa, Oklahoma; Portland, Oregon; Pittsburgh, Pennsylvania; and Milwaukee, Wisconsin.

Principal Features of Site Profiles

The profiles in this report represent a wide variety of approaches to job training and housing coordination for low-income families and individuals. The sites range from major cities, which tend to have larger, more complex programs, to smaller rural areas that may have more limited resources.

Several programs provide for the co-location of a diverse group of service providers, on-site, at public housing projects. The Portland, Los Angeles, and Hartford programs are examples of this "one-stop shopping" approach. Other programs offer a combination of on-site and off-site services. For example, the program in Tulsa uses on-site Resident Services Coordinators to assess and refer residents to services located elsewhere in the community.

Some programs actively target public housing residents. For example, the Miami program recruits public housing residents for training at a community college to address a local shortage of trained health care workers, and the Minneapolis program recruits high school students from public housing to fill part-time jobs identified by the local Chamber of Commerce. Pittsburgh operates a variety of programs -- serving older workers, young high school dropouts, teenage mothers, and families with very young children -- that recruit directly from housing projects with assistance from the Public Housing Authority.

Certain programs, for example, those in Schenectady and Charlotte, feature "treatment contracts" between service providers and clients. In other cities, such as Tulsa and Portland, less formal individualized service plans are developed. In all of these sites, case managers monitor the plans, and the training and education services in the client's plan are accompanied by the award of Section 8 housing certificates or vouchers. Case management and Section 8 assistance are also important features of the Bozeman program.

The coordination arrangements in the programs range from formal contracts and memoranda of understanding among agencies to informal agreements among organizations. An example of the latter includes Charlotte, where no formal arrangements exist among the agencies that are partners in administering highly structured programs. In Winnemucca, a small town, the monthly "Breakfast Club" attended by local human service providers is an important vehicle for arranging interagency cooperation.

In addition to the traditional providers of training, education and housing assistance, several of the programs enlist the participation of other community organizations. For example, in Hartford, the local chapter of the National Puerto Rican Forum has taken the lead in organizing a program serving a housing project whose residents are predominantly Hispanic. In Tulsa, the Tulsa Metropolitan Ministries, a group of local religious leaders, provides on-site Resident Services Coordinators. In Schenectady, VISTA volunteers serve as key members of the program team.

In organizing these programs, staff have drawn upon a variety of funding sources. Two of the principal sources of funds are Title IIA of JTPA and CDBG grants, and this funding combination is demonstrated in Milwaukee, among other sites. Program administrators also use other federal funding sources: JOBS; CSBG; the Perkins Vocational 'Education Act program; and, in the case of Los Angeles, Anti-Drug Act funds. State and local program funds are also used, as are in-kind and volunteer contributions from the private sector and nonprofit organizations.

Lessons Learned

While the programs profiled in this report share a broad common objective -- achieving employability and economic self-sufficiency for low-income families through coordinated service delivery -- they vary considerably in the way services are planned, coordinated, and delivered. Thus, the "lessons learned" also vary from project to project. However, certain themes recur, and practitioners may wish to consider these themes when implementing programs that link job training and housing assistance.

In terms of the services provided, beyond the job training and housing assistance that form the core of most programs, **child care** is considered crucial to success because the clients are

often women with dependent children. Similarly, transportation assistance is important to success among participants because public transportation is frequently inadequate in the neighborhoods involved.

Another theme is the use of **case management** in the delivery of services. Persons living in public or subsidized housing face multiple barriers to employment. As a result, coordinated programs seek to enlist the participation of service-providing agencies in various fields: training; education; counseling; and family services. Many planners and operating staff believe that case management helps to assure that clients receive an appropriate mix of services in a coherent fashion.

In programs that are located at public housing developments, program operators often noted the advantages of **on-site service delivery**. Both the lack of adequate public transportation and the residents' general reluctance to venture outside their neighborhoods argue for on-site services for public housing residents. An additional advantage is that "one-stop" service is more feasible at a neighborhood center located at the housing site than at an off-site location. Service providers also underscore the importance of consulting with residents concerning their needs and preferences in planning and delivering services.

A general observation cited frequently as a "lesson learned" is the critical importance of **commitment and communication among service providers** in bringing a variety of resources to bear on the problems of this target group. This was emphasized **by** projects in which coordination is highly structured, as well as those in which it occurs on a less formal basis. A number of the projects also indicated that the prospects for success are enhanced when one individual or organization asserts strong leadership and serves as the catalyst in bringing various agencies together. Several projects **noted** that adequate screening and training of staff are necessary to ensure that the special problems of clients are addressed.

GLOSSARY

The following are brief explanations of program titles and terms used in the text. These terms refer to programs administered by the U.S. Department of Labor, the U.S. Department of Housing and Urban Development, and the U.S. Department of Health and Human Services.

U.S. DEPARTMENT OF LABOR (DOL)

Job Training Partnership Act (**JTPA**). This law, enacted in 1982, authorizes a series of employment and training programs for various target groups. The largest program – under Title IIA of the Act – provides for block grants to the states for the administration of employment and training services for economically disadvantaged youth and adults. The states are responsible for allocating funds, by formula, to cities and counties with populations of 200,000 or more, known as service delivery areas (SDAs). Funds are appropriated on a Program Year (PY) basis, i.e., July 1 -June 30.

Private Industry Council (PIC). Under Title IIA of JTPA, programs are administered in service delivery areas under a public-private partnership arrangement. Locally elected officials appoint PICs to plan and oversee local programs. The majority of the PIC members represent business and industry and the remaining members represent other sectors of the community, including education, labor, community-based organizations, the Employment Service, and vocational rehabilitation and economic development agencies.

Job Corps. The Job Corps is a national program of residential training centers for severely disadvantaged youth aged 16 to 21 authorized under Title IV of JTPA. Over 100 centers, operated under national contracts with DOL, provide a wide range of education, training, and support services.

Employment Service. The public Employment Service or Job Service, as it is known in many states, is a nationwide labor exchange system of over 2,100 local offices through which qualified applicants are referred to job openings submitted by employers. The program is authorized **under the** Wagner-Peyser Act, enacted in 1933, and is administered by the states under grants from DOL.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD)

Community Development Block Grants (CDBG). These grants, authorized under Title I of the Housing and Community Development Act of 1974, are intended to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for persons of low and moderate income. The funds are allocated, by formula, to "entitlement communities," including central cities in Metropolitan Statistical Areas, other cities with more than 50,000 population, and qualified urban counties with more than 200,000 population, and to states for use by nonentitlement communities. The funds may be used for a wide range of community development activities directed toward neighborhood revitalization, economic development, and improved community facilities and services.

Section 8 Rental Certificate Program. This program, originally authorized under the Housing and Community Development Act of 1974, is designed to provide decent, safe, and sanitary housing for very low income families in private market rental units at affordable rents. It provides for housing assistance payments in the form of certificates issued by authorized public housing agencies to participating owners on behalf of their eligible tenants. These payments make up the difference between the approved rent due to the owner for the dwelling unit and the family's required contribution towards the rent.

Under a similar program, also administered by public housing agencies -- the Section 8 Rental Voucher Program -- the voucher provides for a standard local payment. Recipients are free to choose any rental housing and, depending on the amount of rent charged, to use the voucher to cover all or part of the cost.

Operation Bootstrap. This is an administrative initiative undertaken by HUD in 1989 designed to address the multiple needs of families facing various housing deficiencies in order to enable them to eventually become economically self-sufficient. Under the program, designated public housing agencies are authorized to give preference in the award of Section 8 certificates and vouchers to individuals who participate in a coordinated program of education, training, and supportive services. Since 1989, more than 360 agencies have been approved to participate in this program.

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES (HHS)

Community Services Block Grants (CSBG). These grants, originally authorized under the Omnibus Budget Reconciliation Act of 1981, are intended to provide services and activities having a measurable impact on the causes of poverty in communities where poverty is a particularly acute problem. The funds are allocated as block grants, by formula, to states. The states disburse the funds to "eligible entities" -- primarily, locally based community action agencies and/or organizations that serve seasonal or migrant farm workers -- that provide services to low-income individuals and families. The block grant approach gives states flexibility in tailoring programs to the particular service needs in individual communities.

Job Opportunities and Basic Skills (JOBS). This program is authorized under the Family Support Act of 1988 and targets welfare recipients, specifically those receiving Aid to Families with Dependent Children (AFDC). The objective is to assure that needy families with children obtain the education, training, and employment that will help them avoid long-term welfare dependency. In addition, the program must provide payment or reimbursement for transportation and other work-related expenses, including child care, as necessary to enable participation in JOBS or work activity. Funds for the program are allocated, by formula, to states The states determine the public or private agencies that will administer the program locally.

1. LOS ANGELES, CALIFORNIA

THE COMMUNITY SERVICE CENTER PROGRAM

1.1 Background

The Community Service Center Program was developed jointly by the Los Angeles Housing Authority and the Community Development Department of the City of Los Angeles to address the serious economic and social problems that prevail in the city's public housing developments. Under the program, comprehensive on-site service centers were established at five of Los Angeles' most trouble-plagued public housing developments during the period November 1989 – July 1990. The developments, located in high poverty areas of Los Angeles, are characterized by high unemployment and low labor force participation rates compounded by gang violence and drug abuse.

The program is being operated on a pilot basis, primarily with federal funds received under the JTPA, CDBG, and Anti-Drug Act programs. All of these programs are administered in Los Angeles by the Community Development Department.

1.2 Program Mission

The general objective of the program is to enable residents to cope with the difficult living conditions in public housing and to develop the skills and self-confidence that will enable them to achieve economic independence.

The program has two distinct components:

- The youth component is intended to discourage young people from participating in gang activities or abusing drugs, and to provide positive alternatives to teenage pregnancy, dropping out of school, and breaking the law.
- The young adult/adult component is designed to help participants acquire the education and skills that will enable them to obtain long-term, stable, unsubsidized employment.

1.3 Client Considerations

The Community Service Center Program targets at-risk residents of the five public housing developments. The youth component focuses on young people ages 8-15 and the young adult/adult component serves individuals 16 and over. In their outreach and recruitment activities, the centers seek to enroll those residents most **in** need of services. The ethnic composition of the housing developments is: 61 percent Hispanic; 27 percent black; 6 percent Asian; and 5 percent white.

1.4 Activities and Services

The centers offer a comprehensive and integrated approach in which a wide array of client assistance options is available. The center staff provide most services directly, secure the delivery of other assistance through in-kind contributions, and purchase the remaining services. With few exceptions, activities and services occur at the centers, which are located on-site at the housing developments. JTPA-funded employment and training services are earmarked for the young adult/adult component, and the youth component is funded primarily by demonstration grant funds under the Anti-Drug Act of 1988. Other services, supported with CDBG or city finds or contributed by cooperating agencies and organizations, are available, as needed, for both components of the program.

The following are the principal activities and services available through the centers:

- Assessment. Subsequent to outreach and intake, and prior to action plan development, each program participant undergoes a complete assessment that includes: basic skills testing; career aptitude testing and evaluation; medical and dental examination; and psychological evaluation.
- Case Management. Based on assessment findings, the case manager works with each client (individual and/or family) in developing an individualized plan of action specifying short and long-term goals, barriers to be overcome, and service mix. The case manager refers the client to services, track.4 progress, and, where necessary, assists the client in communications with service providers.
- Basic Skills Training. Center staff conduct basic skills remediation classes. In addition, the Las Angeles Unified School District, under contract with the program, provides GED preparation, English-as-a-second-language, and basic skills instruction.
- Tutorial Services. Tutorial services are furnished on a volunteer basis by UCLA students, public library programs, and other groups and organizations.

- Vocational Skills Training. Vocational skills training options, available primarily under the JTPA program, include classroom training, on-the-job training, work experience, and tryout employment. Occupational exploration activities are available to those in the youth component. Reflecting the program's commitment to serving a high-risk clientele, the length of training tends to be longer -- ranging from 3 to 24 months -- than for the typical JTPA program.
- **Entrepreneurial Training.** The Coalition for Women's Economic Development, on a contractual basis, conducts a 12-week class on how to plan, establish, and operate a business.
- Mentor Program. Adult volunteers are recruited from the public and private sectors to serve as mentors and positive role models for participants in the youth program.
- **Motivational Training.** Center staff conduct training designed to overcome trainees' lack of confidence and self-esteem.
- Gang/Drug Prevention. Staff seek to intervene early and aggressively to discourage gang and drug-related activities.
- **Cultural, Recreational, and Social Activities.** Various city departments, other public agencies, and private organizations contribute funding and staff time for a wide range of activities to broaden the horizons and enrich the lives of program participants. These activities include field trips, self-improvement classes, organized sports, and visits by successful individuals from disadvantaged backgrounds who share their experiences with participants.
- Counseling. Intensive, sustained client counseling services, including one-on-one, group, peer, and family counseling, are provided as necessary by center staff and outside professionals.
- **Support Services.** Participants receive stipends to **cover** the costs of child care and transportation.
- **Job Placement.** Job development activities, particularly identifying and securing job commitments from employers, commence when an individual enters the program. After placement, contact is maintained with the participant through post-program case management services.

1.5 Linkages

The core partnership in the Community Service Center Program is between the Los Angeles Housing Authority and the City of Los Angeles' Community Development Department. The Authority provides operating space and utilities for the centers in each of the five housing developments. The Community Development Department has assembled a funding package for

program operations from three different federal agencies: JTPA Title IIA program funds (Labor), Anti-Drug Act demonstration funds (HHS), and CDBG program funds (HUD).

In addition, each center director has used his or her network of personal contacts in the public, private, and nonprofit sectors to obtain additional, contributed services that complement and enrich the basic programs offered at the centers. Memoranda of understanding have been signed with a large number of city agencies that provide for staff assistance and training and placement opportunities in the agencies for program participants.

1.6 Funding

The FY 1991-92 budget for the program is \$3.2 million. The distribution of funding is: JTPA Title IIA (\$1.3 million); CDBG (\$837,000); Anti-Drug Act (\$733,000); and the city's general fund (\$330,000). These funds are supplemented by a variety of in-kind contributions from agencies and organizations in the community.

1.7 Program Management

Overall management of the Community Service Center Program is the responsibility of an operations manager who is based in the city's Community Development Department. Each center is managed by a director who has broad discretion in operating the center but is accountable to the operations manager. The youth component at each center is staffed by a senior case manager, and one to three case managers. The staff of the young adult/adult component at each center is composed of a senior case manager, a job developer, and two case managers. Each center also has a basic education instructor, outreach/intake personnel, clerical and support staff, and volunteer personnel.

In a departure from its usual policy of contracting out services, the Community Development Department is operating the Community Service Center Program directly with exempt positions (outside city personnel procedures). Where possible, the Department makes a maximum effort to hire residents of the housing development for positions in the program.

1.8 **Results**

During 1989-90, more than 300 clients were enrolled in the JTPA young adult/adult component and, of these, 43 percent faced multiple barriers to employment. Approximately 38 percent of those who left the program entered unsubsidized employment. An additional 26 percent achieved other positive outcomes, such as entering advanced training or postsecondary education. Evaluations of the youth component indicate that participants have improved their school performance and retention and that parental involvement in their children's education has increased substantially.

1.9 Local Factors

The newness of the community service center concept did not affect the start-up of the youth component but, initially, it did slow the operation of the JTPA young adult/adult program. The city's first experience in direct JTPA service delivery caused several temporary problems with payments to participants and vendors until the accounting system was revised. Also, with direct service delivery, new relationships had to be developed with community-based organizations that had formerly served as JTPA subcontractors.

1.10 Lessons Learned

Based on their experience in the program thus far, the staff of the program have the following suggestions for those undertaking similar initiatives:

- Form as many service linkages as possible and include the private sector from the outset;
- Include housing development residents and advisory councils in the program design and development and encourage them to "buy into" the program;
- Avoid making promises to the public housing community that cannot be kept;
- Deliver services on-site in the public housing developments in a facility with adequate space to serve clients efficiently and comfortably;
- Program directors should have broad discretion to make decisions and should be skilled managers with local "networking" contacts;

- Programs with multiple funding sources should have a common intake point and, to the extent possible, a common delivery point;
- Be aware that when you open a center in a public housing development, targeting is often resisted -- by both clients and staff;
- · Maintain ongoing contact with clients and their families;
- Programs in housing projects need to establish tenure -- rather than providing just a "quick fix" in order to maintain community support and client confidence; and
- Publicize and build upon program successes within both the public housing development and the community at large.

2. HARTFORD, CONNECTICUT

PROJECT MASH (MAKING SOMETHING HAPPEN)

2.1 Background

Making Something Happen (MaSH) is a community partnership initiated in 1987 that is designed to address the severe employment and social problems of Stowe Village, the most disadvantaged housing project in the city of Hartford. The program operates on site under the joint aegis of the Hartford Housing Authority and the local branch of the National Puerto Rican Forum, which serves as a subcontractor of the Hartford JTPA program. The partnership also includes the active participation of local corporations, foundations, and government agencies.

Hartford is the tenth poorest city in the nation and has the lowest per capita income in Connecticut. One quarter of its residents live below the poverty level and it is estimated that one-half of the population is receiving some form of government transfer payment or subsidy. Seventy percent of the population is minority. Economic and employment problems have contributed to a high incidence of substance abuse, crime, teen pregnancy, infant mortality, and school failure.

The immediate impetus for MaSH was a 1985 University of Connecticut study that focused on Stowe Village and concluded that "if creative program development . . . is not implemented, housing projects, such as Stowe Village, will become permanent 'townships' for poor women and children of color and a bedrock of unrest, especially for adolescents." The study found that second and third generations of residents were becoming trapped in public housing with no way out of poverty. In 1985, the Stowe Village unemployment rate was 73 percent. However, 67 percent of the respondents surveyed wanted to work.

Hartford's business and government leaders originally responded to the challenge posed by the study through a class project in a course given by the American Leadership Forum, Class II. The Forum is a national non-profit corporation dedicated to strengthening local business and government leadership's capacity to serve the public good. The Hartford Forum participants invited other local leaders from the public and private sectors to join them in determining what could be done

to improve the conditions and life choices for residents of the Stowe Village public housing project. The result of this cooperative planning and developmental effort was the establishment of Project MaSH.

2.2 Program Mission

Project MaSH's short-term goal is to assist families to move from public assistance and welfare dependency to employment and economic self-sufficiency. Its long-term goat is to promote institutional change in the administration of public housing in Hartford so that needed services, such as those provided in Project MaSH, will be available to all public housing residents on an ongoing basis.

2.3 Client Considerations

MaSH services are available to all residents of Stowe Village. Of those served, approximately two-thirds are Hispanic and one-third are black. Virtually all are living below the poverty level.

The program focuses particular attention on four subgroups within this population:

- Young women with children currently receiving AFDC (89 percent of the leaseholders in Stowe Village are single women with at least one dependent child and 82 percent are on AFDC);
- Older women who are displaced homemakers and are currently receiving general assistance from the city;
- · Youth at risk; and
- Adult men, many of whom are poorly educated and unskilled and have police records and limited work histories.

2.4 Activities and Services

Project MaSH provides a comprehensive, integrated array of services to residents on-site in one central location: the Stowe Village community center.

The program addresses the needs of the total family unit; all family members receive assistance as required. This holistic approach fosters the personal growth and development of project participants and reduces the fragmentation of service delivery that often discourages people from seeking help.

The following are the principal services provided under Project MaSH:

- Case Management. Case management is the linchpin in the project's ongoing relationship with each client. It includes the development of the client's individualized development plan, brokering and coordinating the delivery of services to the client, and follow-through that may last 18 months or longer after placement on a job or in post-program training.
- Assessment. Assessment occurs after enrollment and orientation, and is used in formulating the individualized development plan. It includes academic testing, evaluation of work history, specification of goats, and determination of the client's individual service and program needs.
- Basic Education. The project uses the Comprehensive Competencies Program a computerized system -- to teach basic academic and functional skills. Computerized instruction is supplemented by classes and workshops on such subjects as career planning, job search and interviewing techniques, preparation of applications and resumes, and motivational training.
- **Tutoring.** Children from families enrolled in MaSH are tutored by ninth and tenth graders who receive monetary stipends for providing the service.
- Job Skills Training. MaSH refers residents to occupational training opportunities that are funded under JTPA or contributed by the participating institutions. The training is usually conducted off-site at vocational-technical institutes, junior colleges, or by community-based organizations.
- **Counseling.** Counseling includes individual and group activities, crisis intervention, motivational development, and referral to other professional services in the community.

- Supportive Services. These services may include day care, transportation assistance, health care, mental health services, substance abuse intervention, and legal aid. Help in finding new housing is also provided. The Housing Authority provides a "housing ladder" that enables residents to move up to more expensive -- yet still subsidized -- housing.
- **. Job Development and Placement.** A critical activity is identifying job opportunities and obtaining pledges from employers to hire successful program completers.

2.5 Linkages

The MaSH program draws upon a diverse network of service providers and funding sources. The program coordinator plays a major role in both enlisting public and private support and assuring that these resources are used effectively in serving the program's clientele.

A steering committee. composed of representatives of the Hartford Housing Authority, the local JTPA program, the United Way, and other public and private organizations and agencies provides oversight for the program. In addition to its oversight role, the committee promotes volunteer interest in the project, develops service linkages with business and government, and recruits corporate representatives to assist in securing training and employment opportunities for participants.

2.6 Funding

The largest source of funds for MaSH is the JTPA Title IIA program. These JTPA funds are used for employment and training, basic skills, and related services administered by the Puerto Rican Forum under contract with the City of Hartford (JTPA) Employment Resources Development Agency. Overall program administration and other services are funded through annual grants under the CDBG program and contributions from local foundations, charities, and private firms.

2.7 **Program Management**

The National Puerto Rican Forum for Connecticut is the lead agency in administering the program, with general oversight provided by the steering committee. A program coordinator is

responsible for the day-today management of the program and reports to the Executive Director of the Puerto Rican Forum. The Forum serves as fiscal agent for the project.

The project staff is comprised of: a liaison/recruiter who is the direct link between the program and the resident community; two case managers who formulate and implement the individualized development plans; a full-time instructor who provides basic skills instruction and other courses; and a part-time instructor who is responsible for the after-school tutoring program. MaSH also receives volunteer and in-kind assistance from individuals and organizations in the community.

2.8 Results

During PY 1990, 42 percent of MaSH graduates achieved positive outcomes (27 percent entered employment, 11 percent entered post-program training, and 4 percent entered college). Twenty-two percent of those completing the project moved out of Stowe Village. Enabling clients to move out of Stowe Village – by assisting them to become economically independent and providing opportunities for alternative housing – is viewed locally as a significant achievement that will serve as an incentive to future participants.

2.9 Local Factors

An important local factor in the program's success has been the participation, from the outset, of the local firms and organizations who are members of the American Leadership Forum. Beyond their role in the genesis of the project, Forum members use their contacts in the business community to raise funds for the program and to obtain hiring commitments for graduates.

A continuing problem for low-income job-seekers in the Hartford area is the lack of an adequate public transportation system. This lack has prevented many program participants from gaining access to some of the better-paying job opportunities in the area.

2.10 Lessons Learned

Staff of Project MaSH believed that the following observations about their experience would be helpful to other communities in mounting similar programs:

- Secure a broad base of community support and involvement including, particularly, the business, government, and social service sectors;
- Combine public and private funding: this combination allows a program to benefit from the strengths of both, enhances flexibility, and reduces the effect of bureaucratic restrictions:
- Involve public housing residents in the planning and initial implementation of the program, obtain the acceptance and support of residents, and ensure that the program is locally accountable;
- To the extent possible, deliver services onsite, through "one-stop shopping," in a location that is physically large enough for efficient and effective operation. Having an on-site facility makes the program more visible and accessible and less imposing, particularly for those who may fear taking the "first step" toward getting help;
- Select a program director who is a strong leader and is capable of negotiating with the corporate world and gaining the confidence of program clients;
- Be prepared to address the problem of clients who feel no incentive to break out of poverty because they fear losing the security of welfare and other benefits, such as health and child care and subsidized housing; and
- Give particular priority to moving clients who suffer from drug or alcohol abuse into treatment programs.

3. MIAMI, FLORIDA

MIAMI-DADE COMMUNITY COLLEGE MEDICAL CENTER CAMPUS: THE HEALTH CAREERS PROJECT FOR PEOPLE IN PUBLIC HOUSING

3.1 Background

The **Health** Careers Project for People in Public Housing is a partnership between the Medical Center Campus of Miami-Dade Community College (MDCC-MCC) and the Private Industry Council/South Florida Employment and Training Consortium (PIC/SFETC), in collaboration with the Dade County Department of Housing and Urban Development (DCHUD).

The Florida Occupational Information System projects an annual shortage of nearly 1,500 nurses and 850 other allied health workers through at least 1996 in the Miami/Dade County area. This serious shortage has forced hospitals and health care agencies in South Florida to pursue the costly alternative of recruiting needed staff from foreign countries. The three sponsoring agencies conceived the Health Careers Project as a means of alleviating the shortage of trained health services personnel and, at the same time, providing career opportunities for individuals receiving public housing assistance.

3.2 Program Mission

The Project's primary purpose is to enable residents to achieve stable employment through education and training and, as a result, to be able to make the transition from dependence on welfare and housing assistance to economic self-sufficiency. A secondary purpose is to enable local health care institutions to recruit trained personnel for shortage occupations.

3.3 Client Considerations

The Project's participants are low-income Dade County residents who live in public housing or receive Section 8 housing assistance. They are almost all black or Hispanic females.

Approximately 9.5 percent are single mothers with an average of four children each. Their average age is 27 and none has had recent employment.

Past experience at MDCC-MCC indicates that, typically, students from these disadavantaged backgrounds require added services -- beyond standard career training -- to overcome multiple barriers to success in both employment and academic programs.

However, in the first year of the demonstration, it was considered important to build for success. Thus, initially, the Project attempted to enroll students from public housing who were relatively job-ready. In order to be accepted, participants had to demonstrate math and language proficiency near the levels required for specific courses. Although remedial education was available, it was considered impractical during the Project's initial cycle to recruit individuals with proficiency levels significantly below those needed for successful completion of the health careers training offered. Applicants are also **screened** to assure that they meet non-academic criteria -- agreed upon by all Project partners -- in such areas as motivation and work habits.

Over time, with the increased support that comes from success, it is anticipated that the Project will enroll individuals with greater skills deficits and include the truly "hardest to employ" in the Project's target population.

3.4 Activities and Services

The Health Careers Project is a competency-based, performance-oriented effort designed to prepare students for professional positions in high demand occupations with stringent entrance qualifications and ongoing quality controls. MDCC-MCC is a highly regarded provider of postsecondary adult vocational training that is geared entirely to existing job requirements. The main components of the Health Careers Project, which averages 46 weeks in duration, are summarized below.

Recruitment. DCHUD conducts recruitment through the Career Opportunity Centers it operates in various City of Miami public housing projects. Formal recruitment is supplemented informally through "word of mouth."

- **Assessment.** Participants are certified as eligible through the PIC/SFETC intake process. They are pre-tested in pre-employment/work maturity and job-specific skills competencies. They also take the Test of Adult Basic Education; those who score below the eighth-grade level on language and math are referred for remedial education and later re-tested as potential enrollees.
- **Counseling.** Students initially meet one-on-one with the Project Director/Counselor to choose a particular course of study and determine the educational and supportive services needed to successfully complete the training. Based on this discussion, an individualized Career Success Plan is developed with each student.
- Job-Specific Skills Training. Six occupational training courses were originally planned: medical assistant, medical record transcriber, phlebotomy technician, respiratory therapy assistant, pharmacy technician, and EKG technician. However, basic education screening to date has qualified students for the first three courses only. The medical assistant course of study requires 1,290 contact hours, the training for medical record transcriber requires 770 contact hours, and the phlebotomy technician training requires 180 hours to complete. Each course includes classroom instruction, laboratory work, and supervised experiences/internships in clinical settings such as hospitals, doctors' offices, and health care agencies.

The job-specific skills training provided by MDCC-MCC to Health Careers Project students consists of fully accredited curricula presented by certified instructors. A PIC/SFETC staff member conducts post-training assessment of job-specific skills competency attainment.

- Pre-Employment/Work Maturity Training. The Project Director/Counselor, who is a medical doctor, teaches participants pre-employment/work maturity skills, including making career decisions; using labor market information; preparing resumes; tilling out applications; interviewing; and appropriate workplace behavior.
- Facilitation. Part of the staff role is to serve as a catalyst to facilitate change and encourage public housing residents to use their own abilities to better control their social and physical environment. These facilitation activities include financial planning and assistance in obtaining low-mortgage home ownership.
- **Supportive Services.** Funds are available to cover tuition, books, lab fees, uniforms, child care, transportation and meal allowances. Remediation is also considered a supportive service.

DCHUD is exploring the possibility of temporarily relocating public housing residents taking part in the Project to enhance the positive impact of being part of the MDCC-MCC community. Students seem to respond well to both the structure and the "perks" (e.g., student discount for movies) of college life.

• **Followup.** After placement in unsubsidized employment, participants are contacted and receive psychological support during their first 3 months on the job. Followup is also used to provide continued counseling on employability skills and to advise individuals to pursue an advanced degree, and thereby increase their incomes, in the health care field.

3.5 Linkages

The Health Careers Project partnership involves the following division of labor: MDCC-MCC provides the training, DCHUD performs the recruiting, and the PIC/SFETC furnishes the funding to both the college and DCHUD to carry out the recruitment and training activities. The PIC contracts separately for child care services. The PIC is also responsible for overall project oversight and quality control.

3.6 Funding

The project is funded by the PIC/SFETC under JTPA Title IIA. Funding for the Health Careers Project covering the period July 1990 to June 1991 was \$175,950 for 50 enrollees. This amount covered everything except child care. All non-supportive services, materials, and supplies – at a total cost of approximately \$133,950 --- were covered by performance contract provisions.

3.7 Program Management

Operationally, the Health Careers Project is the responsibility of the MDCC-MCC President who has delegated day-today responsibility to the Dean of Administration. The Project Director manages, operates, and delivers every aspect of the Project except the actual technical job-specific skills instruction which is provided by occupationally credentialled teachers at MDCC-MCC.

3.8 Results

Historically, the placement rate of MDCC-MCC graduates is 95 to 100 percent. Some starting salaries have been as high as \$30,000 a year.

The first class of 10 phlebotomy technicians under the Health Careers Project graduated on December 3, 1990. None of these individuals was employed prior to entering the Project. All 10

graduates are now employed either in hospitals or other health care facilities as phlebotomy technicians. Their annual starting salaries averaged \$12,500.

A further indication of the Project's success is that many students are offered jobs before they graduate. While, originally, active recruitment was needed to secure students for the Project, there is now a waiting list.

3.9 Local Factors

The success of the Health Careers Project is due, in large part, to the energy and dedication of the Project partners and their willingness to modify existing practices to implement the Project. For the PIC/SFETC, this involved moving into a new program area.

MDCC-MCC modified its regular programs to offer non-degree vocational training in the Health Careers Project. More generally, the emergence of public housing as an important local issue provided a receptive environment for the Project.

There are also local problems that Project staff are seeking to overcome. The local public transportation schedule is not frequent enough on those routes most used by the students, and the available child care services are generally inadequate in terms of hours and proximity to the college.

3.10 Lessons Learned

Project staff considered the following the most important lessons learned during the first year of the Health Careers Project:

- Avoid talking down to participants. Help them to acquire a sense of pride and a feeling of being in control of their own lives. Seek to free students from demeaning stereotypes. Do not dictate goals, but rather provide participants with the means and opportunities to pursue and realize their aspirations, including home ownership, if desired.
- Ask for participant input on project design and operations whenever appropriate.

- Treat residence in public housing as a temporary rather than as a life-long living arrangement.
- Do not assume that certain objectives, such as successfully teaching technical and scientific job skills to public housing residents, are unattainable. On the other hand, avoid unrealistic expectations.
- A strong public-private partnership is needed, in which the partners are willing to take a risk on a population without a history of local success.
- Community colleges are in an excellent position to broker community alliances. However, community college personnel frequently need to be trained to work with economically disadvantaged students.
- The availability of family services centers at public housing facilities increases the likelihood that residents will take maximum advantage of the opportunities that are made available to them.
- Child care and transportation assistance are the most important supportive services in a program such as the Health Careers Project.

4. MINNEAPOLIS, MINNESOTA

SUMNER-OLSON RESIDENTS COUNCIL

4.1 Background

Sumner-Olson is a large (12 square blocks and 6,300 residents) housing project in the city of Minneapolis. The Sumner-Olson Residents Council, an advisory board representing the residents of the housing project, has been in existence for over 20 years. During most of that period, it has served as a referral agency for the Minneapolis employment and training program for in-school youth, originally under CETA and presently under JTPA. Under Title IIA of JTPA, the Residents Council operates in partnership with the Minneapolis Employment and Training Program (METP)/PIC and the local Chamber of Commerce in an effort to recruit, prepare, and place in-school youth from the Sumner-Olson project in part-time jobs as part of their in-school JTPA program.

4.2 Program Mission

The immediate objective of the program is to place disadvantaged Sumner-Olson youth in employment. However, the program's broader mission is to provide an incentive for youth to remain in and complete high school and to provide work experience that will serve as preparation for post-school employment.

4.3 Client Considerations

The Sumner-Olson program, designed for JTPA Title IIA-eligible youth, is specifically geared to youth who are making "normal" progress in high school and are residents of the Sumner-Olson housing project.

Given the large pool of applicants and the program's high visibility in the community, the Residents' Council has been selective in its recruitment of participants and has set strict rules with respect to participants' retention in the program.

4.4 Activities and Services

The program has two basic components: (1) screening and initial orientation of youth and their families by the Residents Council; and (2) pre-employment training and placement by the Chamber of Commerce.

During the screening and selection process, school counselors are contacted for the purpose of screening out applications from students who are not motivated. Successful applicants receive several days of orientation that focus on interaction with adults in an employment situation and on the rules for retention in the program: maintenance of school attendance and grades; appropriate behavior and dress on the job; and non-involvement in substance abuse.

The Council's executive director meets one-on-one with parents to inform them of the program rules and to advise them to allow the students to retain their earnings and to establish separate savings accounts for this purpose.

When the Council staff believe youth are ready for employment, they are referred to the Chamber's placement office. During the course of the student's employment, the Council staff maintain contact with parents and school authorities to discuss any problems that may arise at school or at work.

The second phase of the program, administered by the Chamber, includes a 2day training session on how to complete a job application and interviewing skills and procedures. Each youth meets with a job development counselor to discuss specific job openings that area businesses have been filed with the Chamber. The youth and the job development counselor jointly select the job openings to be pursued; the young person is expected to take an active part in the job search. Following job interviews, Sumner-Olson staff "debrief" the young people in order to sharpen their skills for future interviews.

4.5 Linkages

The partnership in the Sumner-Olson program illustrates how a three-way linkage between the JTPA program, a public housing residents' council, and the organized business community, working in concert with the local school system, can effectively serve an important group in the disadvantaged population: school-age youth who reside in public housing projects. Each partner has a unique role to play in this linkage: METP/PIC provides the funds and sets and enforces the standards of performance; the Residents Council carries out the recruiting and screening of participants; and the Chamber of Commerce provides pre-employment training, job development, and placement.

While only one funding source - JTPA - is involved in this program, similar coordinated arrangements could be funded by linking a variety of federal, state, or local programs.

4.6 Funding

The program is funded by METP/PIC, under JTPA Title IIA, through performance contracts with the Residents Council and the Chamber of Commerce. In PY 1990, the Council received \$34,000 for recruitment and orientation services and the Chamber received \$50,000 for placement and pre-employment training activities.

4.7 Program Management

METP relies on its contractors, with whom it has a long-standing working relationship, for day-today program management. The agency itself closely tracks the program's actual-versustargeted performance.

4.8 Results

During PY 1990, 80 youth were selected by Sumner-Olson for referral to the Chamber, 76 were subsequently placed in jobs, and 97 percent were still employed after 45 days. Under the program's rules, all participating students maintain regular school attendance and satisfactory grade levels.

4.9 Local Factors

As in other programs, the commitment and dedication of the staff have been crucial to the program's success. Using the Residents Council, an organization with which both participants and their families are familiar, for recruitment purposes was also an important factor. The Minneapolis economy produces a significant number of lower-paid, low-skill jobs that are appropriate for students' part-time employment.

4.10 Lessons Learned

The program illustrates that, in the proper environment, successful service linkages can occur at the operational level in the absence of formal interagency agreements. While the Minneapolis Housing Authority is strongly supportive of programs mounted by the Sumner-Olson Residents Council, it is not formally involved in these programs.

The role of a community-based organization, the Residents Council, is essential in serving as a bridge between the public housing residents and the employer community.

A young person's earnings, particularly in a household where two or more youth are working, can put the size of a family's housing subsidy and level of AFDC payment at risk. In the Sumner-Olson program, this potential problem is discussed with parents before a youth is accepted and all parties -- youth, parents, and employer -- are encouraged to restrict the number of work hours to 20 or fewer per week. This limit also underscores the priority that should be given to the youth's school work.

5. BOZEMAN, MONTANA

BOZEMAN TASK FORCE PROJECT

5.1 Background

Several human resource programs with similar objectives and clientele are operating in the Bozeman City/Gallatin County area of southwestern Montana. Through the establishment of the Bozeman Task Force, a common goal was sought: coordination of services, with each partner performing the function for which it is best equipped, in order to meet the needs of residents of this sparsely settled area.

The impetus for the Task Force was the establishment by the Montana state government of four local pilot projects designed to integrate services for disadvantaged persons. Bozeman City (including Gallatin County) was selected as one of the pilot sites. The basic vehicle chosen to achieve coordination was a Task Force chaired by the head of the county welfare agency and composed of the principal human service providers in the area. The Task Force operated on a pilot basis from 1988 to 1990 and is now fully operational.

While the Task Force seeks to coordinate service delivery for all disadvantaged persons in the area, it has focused its efforts on services for AFDC recipients. The decision to target welfare recipients was, in large part, in response to the establishment of the JOBS program under the Family Support Act that required local coordination of the JOBS and JTPA programs.

5.2 Program Mission

The primary goal of the Task Force is to provide disadvantaged persons with comprehensive services, tailored to meet their needs, that will both stabilize their families and enable them to acquire the skills they will need to find employment and become financially self-sufficient.

Under the Task Force approach, all agencies retain their individual missions but work toward reducing duplication of effort and establishing a system that allows clients to receive services in a coherent and orderly fashion.

5.3 Client Considerations

The Task Force has focused its efforts on serving female heads of household who are receiving AFDC assistance and are either unemployed, underemployed, or out of the labor force.

5.4 Activities and Services

To serve this client group, the Task Force negotiated the following arrangements for the flow of participants through the member agencies.

Eligibility for services is determined by the county welfare office when clients are initially interviewed at intake for AFDC. If the client is eligible for JOBS or JTPA, she is referred to the Career Transitions center for orientation, testing, and referral to education and training services. Career Transitions is a non-profit, displaced homemakers organization that was selected by the Task Force to serve as the lead operational agency for this project.

At the Career Transitions center, the client is assigned to a case manager who provides an orientation to the range of services available through the center and administers a battery of aptitude and basic skills tests. The client discusses the test results with a career counselor who also describes the occupational opportunities in the local labor market. Based on this interview, the client selects a training program given at the center or elsewhere in the area. The training programs are generally JTPA- or JOBS-funded.

The Career Transitions case managers also refer clients to the Human Resources Development Council (HRDC), a local community action agency, for supportive services. These supportive services include:

Housing Assistance. Affordable housing is scarce in Bozeman. HRDC receives Section 8 housing certificates from HUD that it provides to participants in JOBS and JTPA training programs. The organization also purchases HUD-repossessed housing that is used, on a transitional basis, by trainees.

- Child Care. Child care is expensive in Bozeman and the funds the client receives from the state for this purpose are rarely sufficient to cover the costs. HRDC provides supplementary funding and assists families in locating child care providers.
- Transportation. There is no public transportation in the area. HRDC arranges funding for emergency auto repair, vouchers for gas purchases, and other forms of transportation assistance.

5.5 Linkages

Under the aegis of the Task Force, the principal partners in this project are Career Transitions and HRDC. However, other Task Force agencies participate in the program by: referring participants to Career Transitions (county welfare office, vocational rehabilitation agency); providing education and training services for participants (vocational-technical institute; Montana State University; Job Service; adult education center); or providing supportive services as HRDC subcontractors (Child Care Connections - a child care agency).

5.6 Funding

Career Transitions' budget for this project was \$73,000 for FY 1992. These funds were received under the JOBS program. HRDC's FY 1992 budget for the project was \$55,000. Approximately 65 percent of these funds were from the JOBS program, with the remainder from a CSBG grant and the United Way.

5.7 Program Management

Individual agencies and programs continue to be managed as they were prior to the establishment of the Task Force. However, the Task Force has provided a forum in which priorities could be established and linkages could be arranged to achieve these priorities.

5.8 Results

Definitive data are not available on the results of the Career Transitions project. However, in interviews, clients who received both training and housing assistance indicated uniformly that no single service – but only a combination of services – would have enabled them to succeed in the program. Of those who received housing certificates, virtually all remained in training even though they were not required to do so to retain the housing subsidies.

5.9 Local Factors

Bozeman and its surrounding area are poor; family incomes are low and employment opportunities that pay well are few. Most employment growth occurs in the resort industry or food services (particularly fast food) where pay is low and advancement opportunities are limited. For adults in the Bozeman area, even these jobs are difficult to obtain because of a relatively large pool of job-seeking students from Montana State University. Other than the university, no major employers serve the area, but recent startups or expansions have occurred in some high-tech industries. The jobs available for local residents within these industries, however, typically involve assembly work rather than the more highly paid design occupations for which few local residents qualify.

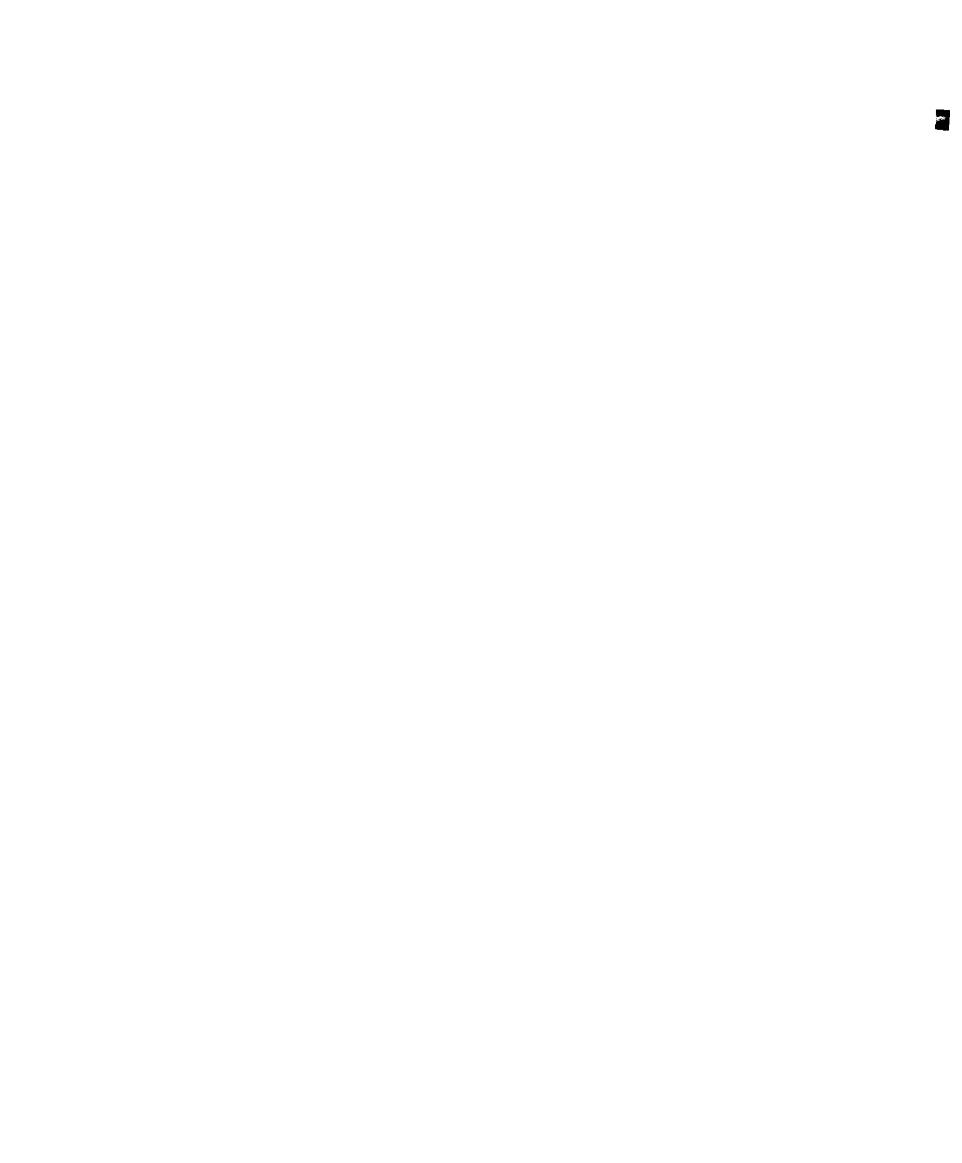
Housing suffers from a "landlord's market" and renters have few options but to accept poorly maintained, overpriced houses. Students, who can afford to pay high rents by sharing them among several roommates, effectively price single-parent families out of the market. The available public housing is poorly constructed, and families generally prefer not to live there.

However, the area is known for its natural beauty and provides a life style that residents find difficult to leave. As a result, social service agencies in Bozeman and the state of Montana cannot rely on out-migration to solve local problems; nor do they expect that large businesses from out of state are the solution to job creation and personal economic independence. Thus, they have turned to developing their own resources, particularly their labor force, and promoting indigenous growth.

Bozeman is a small "friends-and-neighbors" community. Service providers frequently know each other and this greatly facilitates the level of coordination reflected in the Task Force.

5.10 Lessons Learned

Staff involved in the Bozeman Task Force project believe that, while the work of the Task Force greatly facilitated the coordination process, important factors in the success of their project were the provisions for JOBS/JTPA coordination in the Family Support Act and the willingness of state officials to experiment with service coordination. Local factors were also important, particularly the active leadership of key individuals in the human services community.



6. WINNEMUCCA, NEVADA

JOB OPPORTUNITIES IN NEVADA (JOIN)

6.1 Background

Winnemucca, Nevada, a small town located in Humboldt County, lies 168 miles east of Reno. The area's primary industries are mining and ranching. The mining industry in areas surrounding Winnemucca has expanded in recent years, drawing in residents but also causing to a shortage of housing and inflated housing prices. However, because of the uncertain future of the mining industry, little new housing is being built. In addition to the high cost of housing, there is a severe shortage of affordable child care for low-income residents of the area.

These problems complicate the difficulties of economically disadvantaged and unemployed persons living in Winnemucca. To address their situation, the office of the Humboldt County Administrator, the JTPA program for northern Nevada – Job Opportunities in Nevada (JOIN), and-the Northern Nevada Community College joined forces to provide residents with a comprehensive program of employment and training services, child care, and referral to housing assistance, using the resources of the JTPA and CSBG programs.

6.2 Program Mission

The basic objective of this joint effort is to enable economically disadvantaged single parents to qualify for competitive employment and reduce their dependence on welfare through a combination of education, training, counseling, child care, and housing subsidy services.

6.3 Client Considerations

All clients of this collaborative program are economically disadvantaged, as required by Title IIA of JTPA. Within this group, the program targets AFDC recipients.

6.4 Activities and Services

All participants in the program have access to the employment and training services offered by JOIN under JTPA Title IIA. These services include:

- **Needs Assessment,** which involves testing, examination of education and work histories, and evaluation of personal/work skills and interests. The assessment process results in a formal employability development plan for each client.
- Educational Programming is a major component of JOIN services. Based on the client's needs assessment, JOIN may provide or refer clients to remedial reading, math tutoring, GED preparation, or community college courses.
- On-the-job Training with local employers is the principal vehicle for providing occupational skills training. Most of the training is with small, family-owned businesses or public employers such as hospitals, libraries, and the school district.
- Placement is provided after training has been completed or directly if no training is required. The most frequent placements for participants in the collaborative program are in **bank** teller, secretarial, child care, and food preparation positions.

Using CSBG funds, the county government provides child care assistance for single parents enrolled in the JOIN/JTPA program. The funds enable trainees to enroll their children in child care facilities or hire a baby-sitter while they are in training, for a period of up to 1 year.

JOIN also coordinates its services with the Northern Nevada Community College Single Parent Program (SPP) which is funded under the JTPA (section 123) state education coordination grant program. The SPP program provides financial assistance (including child care, books, and tuition) to low-income single parents who wish to return to school. The program also includes academic and personal counseling and job placement services. Since JOIN and SPP serve virtually the same client population, they work closely together, making cross-referrals and exchanging services. For example, because their eligibility criteria are very similar, JOIN can enroll Single Parent Program participants and pay half of their child care expenses while they are attending classes. The SPP pays for the **other** half.

All program participants in need of housing assistance are referred to the local office of HUD where, if eligible, they are placed on the waiting list for Section 8 housing certificates. The waiting period is approximately 3 months.

6.5 Linkages

JOIN has developed a network of formal and informal relationships with other agencies and organizations that it has used in this collaborative effort as well as in its general administration of the JTPA program. In this program for single parents, it has linked JTPA employment and training services with the county government (CSBG child care), the county welfare office (participant referral), the community college (SPP program linkage), and HUD (housing assistance). In addition, JOIN and the welfare office conduct joint staff training to assure maximum integration of services.

On an informal level, an important factor in interagency coordination in Winnemuca is the monthly "Breakfast Club." Once a month, representatives from all of the area's human service agencies (community health, welfare, vocational rehabilitation, mental health, juvenile authority, school counselors, unemployment insurance, the sheriff's office, police department, and JOIN) meet for breakfast at a local restaurant to discuss issues facing the community and programs that are available to serve local residents who are in need. The group is a key resource -providing opportunities for professional networking and information exchange -- in a rural area that has little political influence and limited funding.

6.6 Funding

For Program Year 1990, \$5,500 was available from CSBG funds for child care and \$1,350 in JTPA Title IIA funds for employment and training services. Twenty single parents received services under this joint program.

6.7 Program Management

JOIN employs two full-time and one part-time staff members. These individuals are responsible for the Winnemucca office and for the JOIN office in Battle Mountain; they also provide assistance in the Lovelock office.

Under a letter of agreement with the county for child care assistance services, JOIN pays child care providers for services and requests quarterly reimbursement from the county.

6.8 Results

Data are not available on the results of this collaborative program for single parents.

6.9 Local Factors

Winnemuca attracts individuals seeking employment in the mines. However, the work is highly skilled and few qualify. The readily available employment opportunities are generally minimum wage jobs that do not provide enough income to meet the area's high housing, child care, and other costs.

6.10 Lessons Learned

Staff had the following observations about their experience in implementing this cooperative effort:

- A chronic problem is that most of the female single parents do not receive child support or alimony. The District Attorney's office has a full-time employee who attempts to locate fathers/husbands, hut only limited success has been achieved.
- The availability of CSBG-funded child care services is crucial in enabling women to participate in JTPA training.
- The "Breakfast Club" concept is relatively simple to implement and maintain and has provided a valuable opportunity for enhancing program coordination and developing strong personal and professional relationships among human service providers in a small, rural community.

7. SCHENECTADY, NEW YORK PROJECT LINKAGES

7.1 Background

Schenectady has suffered from a long-term process of deindustrialization, exacerbated by the severe effect of the 1990-1991 recession. General Electric, traditionally the city's largest employer, has decreased its work force from 33,000 to 12,000 over the past three decades There has been a steady loss of the city's previously ample supply of high paying, low-skilled blue collar jobs.

While the economic trends are adverse, Schenectady maintains a strong social service network. The Schenectady Municipal Housing Authority, one of the nation's first public housing agencies, has become an innovator in coordinating human services for residents of both conventional public housing and Section 8 housing.

Project Linkages is focused on linking selected families, who are geographically dispersed in Section 8 housing, with local human service providers. The original impetus for Project Linkages was a concern on the part of the Housing Authority that a small but distinct group of families were caught in a revolving door: they would enter public housing, only to be evicted shortly thereafter, and eventually apply again for public housing. These "hard-to-house" families had records of poor housekeeping practices or were delinquent in payment or rents. In 1988, the Housing Authority received a \$35,000 grant from the New York State Department of Social Services to provide intensive services to 10 of these problem families. With the establishment of Project Linkages in late 1989, this original program was expanded to include other families in public housing who need multiple services.

7.2 Program Mission

The goal of Project Linkages is to help participants achieve self-reliance and economic independence through a step-by-step process -- typically occurring over a 2-year period -- that combines subsidized housing with access to a range of human service opportunities. The program focuses on the needs of the "whole person" and the family as a unit.

7.3 Client Considerations

The participants in Project Linkages are low-income families. A very high percentage of participants are women raising small children alone, and most are between the ages of 22 and 35. Approximately two-thirds of the participants are white, with most of the remainder black. A very small number are from other minority groups.

To be eligible for Project Linkages, participants must:

- Qualify for Section 8 housing assistance;
- Meet one of the federal requirements for preference in housing assistance (i.e., either homeless, living in substandard housing, or paying more than 50 percent of income for housing);
- Obtain a letter of reference from a community agency;
- Be experiencing multiple problems that could be addressed by an integrated service program; and
- Be willing to sign and adhere to a services plan listing the steps necessary to achieve economic independence.

7.4 Activities and Services

Project Linkages combines an intensive services approach with close monitoring of participants. These responsibilities are carried out by VISTA volunteers who act both as advocates and service representatives for the participants. The service representatives carry out the following specific functions:

- · Collection and maintain of information about the participants;
- · Comprehensively assess participants' unmet needs;
- Develop a services plan;
- Refer participants to services that may include education, job training, child care, household budgeting assistance, family counseling, substance abuse rehabilitation, health care, and community citizenship orientation;

- Monitor progress through regular contacts including monthly (or more frequent) home visits and monthly group meetings;
- · Periodically review and possibly amendment of the services plan; and
- Advise the Project Coordinator when clients have successfully completed the program and, in other cases, recommend termination or transfer the client to inactive status.

Each service representative is responsible for 20-30 participants. These relatively low caseloads permit the representatives to exert the maximum effect on the lives of participants.

The Project Coordinator, together with the service representatives, organizes monthly social gatherings for program participants and alumni. These usually include a speaker and a meeting theme. Topics have included: basic budgeting, the law and the library, and opportunities at Schenectady County Community College. Social gatherings are an added opportunity to build networks of peer support. Participants are also encouraged to register to vote and to volunteer for community service.

7.5 Linkages

Project Linkages, as its name suggests, provides each participant with a services plan that is designed to take full advantage of Schenectady's broad array of community resources. Schenectady's Human Services Planning Council promotes community-wide planning and cooperation among the city's private and public health and welfare agencies. The Council's Housing Task Force serves as an advisory committee to Project Linkages and as a vehicle for enlisting the participation of the Council's member agencies in the project.

The following are illustrative of the great diversity of agencies that have linked their services to the project:

The College and Career Counseling Center, State University of New York, provides counseling in career choices, life skills, job search, and financial aid for post-secondary education.

- The Washington Irving Educational Center offers adult basic education, GED preparation, English-as-a-second-language (ESL), and business/clerical training. In addition, Washington Irving has an on-site child care center.
- Schenectady County Job Training Agency, funded by JTPA and JOBS, provides counseling and assessment, life skills training, adult basic education/GED preparation, vocational training, and job placement assistance.
- **Schenectady County Community College** assists low- and moderate-income adults in returning to school by providing financial aid counseling and support services and offering short-term college preparatory programs that emphasize technical and math skills.
- Cornell University Cooperative Extension provides food and nutrition education and financial management counseling.
- Alcoholism Council and Clinic of Schenectady group, family, medical, and psychological counseling.
- **Better Neighborhoods, Inc.**, funded by the State of New York, buys, rehabilitates, and sells dwelling units to low- and moderate-income families.
- Catholic Family and Community Services provides individual, marital, group, family, and unmarried mother counseling and operates the Schenectady County nutrition program for the elderly.
- **Department of Social Services, Schenectady County**, administers public assistance, food stamps, and Medicaid programs. It also provides children's services including day care, foster care, and adoption.
- Home Furnishings Program, a church-based program, provides basic furniture, bedding, dishes, and kitchen utensils for emergency need.
- Human Rights Commission of Schenectady, in addition to processing discrimination complaints, provides rental placement, security deposit loans, counseling services regarding housing problems, and information about rights and responsibilities of tenants and landlords.
- Schenectady Community Action Program provides welfare and housing advocacy and energy crisis and housing weatherization services.
- Yates Village Day Care Center provides full-day child care with priority enrollment offered to residents of conventional public housing and recipients of Section 8 subsidies.

7.6 Funding

Originally, HUD provided the Schenectady Municipal Housing Authority with funds for 75 Section 8 certificates under Operation Bootstrap for Operation Linkage. Beginning in 1991, HUD increased this funding to cover an additional 50 certificates. Total funding represented by these 125 Section 8 certificates is approximately \$310,500 per year.

A VISTA grant funds the employment of four VISTA volunteers as service representatives in the project. The total VISTA grant is approximately \$40,000 per year.

The Housing Authority provides office space and supplies for program staff. It also pays the annual salary and fringe benefits for the Project Linkages Coordinator (\$30,000).

The participating agencies pay for all of the other services.

7.7 Program Management

The program is managed by the Project Coordinator who reports directly to the Housing Authority's Assistant Executive Director. The Coordinator oversees the work of the four service representatives.

In the management of the program, the Housing Authority originally maintained two waiting lists for Section 8 housing. One list consisted of individuals qualifying for Project Linkages who were "fast-tracked" in several months for Section 8 certificates. The second list was composed of persons not eligible for Project Linkages; typically, for this second group, the waiting period for subsidized housing was 2 to 3 years. During the project's first year, a number of participating families were found to be less than fully committed to improving their situation and apparently had enrolled in the program only in order to receive the Section 8 certificates. As a result, beginning in June 1991, the Authority abandoned the use of two separate lists.

7.8 Results

As of June 1991, the active participant caseload was 93 families Since its inception in 1989 and through June 1991, Project Linkages had made the following service placements, with many participants receiving more than one service.

Number	of Placements	Type of Service		
	18	Job Training		
	40	GED/Return to High School		
	59	Post-secondary Education		
	49	Day Care		
	47	Drug/Alcohol Counseling/Treatment		
	84	Clothing Referral		
	79	Furniture Referral		
	97	Food Referral		
	7 9	Transportation Assistance		
	27	Placement in Employment		
	77	Other Services		

In addition, approximately 50 percent of the participants are referred to the Cornell Cooperative Extension for nutrition education and budget management counseling.

Placements in post-secondary education are more common than job training or employment placements. The service representatives believe that 1 or 2 years of post-secondary education is the best strategy for preparing participants to find employment in the better-paying jobs in the Schenectedy area.

7.9 Local Factors

The most important local factor affecting on the program is the profound transition that is occurring in the regional economy. While the manufacturing base is eroding, good jobs are emerging in the medical, legal, and science and technology fields. Project Linkage staff are counseling participants to enroll in the community college and other post-secondary programs that will prepare them for these opportunities.

7.10 Lessons Learned

The staff of the Housing Authority believe that the critical elements in Project Linkage's apparent success to date are: the strong lead role taken by the Housing Authority; an emphasis on service linkages; the dedication of the VISTA volunteers; and the close working relationship within the local community of human service and education providers.



8. CHARLOTT'E, NORTH CAROLINA

TRANSITIONAL FAMILIES DEMONSTRATION PROGRAM

8.1 Background

During the 1985-86 period, the Charlotte Housing Authority consulted with the city's Departments of Social Services and Employment and Training and other local agencies on how to better assist their public housing clients to achieve economic independence. As a result of these consultations, a demonstration program testing two new housing models was eventually developed: Stepping Stone Housing and Gateway Housing.

In the development of the Stepping Stone model, Housing Authority staff and faculty from the University of North Carolina at Charlotte held a series of focus groups with families. The focus groups were designed to identify barriers that prevent families from making the transition to private sector housing.

Among the barriers identified was the fragile nature of family income – income often includes the earnings of older children who stop contributing to the family when they leave home. Other barriers included: lack of career tracks for many of the occupations in which family members were employed; child care needs; poor credit and high indebtedness; lack of reliable transportation; lack of savings; and fear of leaving the safety net provided by assisted housing.

The Gateway Housing program was an outgrowth of deliberations about what would be necessary to help public housing families at the low end of the income scale (below 812,500) become self-sufficient. As with the Stepping Stone program, public housing residents were asked about the barriers they felt they would have to overcome in order to achieve economic independence. Many of these severely disadvantaged persons feared failure, had not been successful in school or work, and had only limited entry-level or service job experience. In addition, these residents expressed concern about debts. They also feared loss of health insurance, food stamps, and other benefits as a result of moving off AFDC and out of public housing.

The results of both series of meetings were communicated to members of the North Carolina Congressional delegation and the ideas were translated into legislation and made part of the

1987 Housing Act as the Transitional Families Demonstration Program, providing the legislative authority for Charlotte's Stepping Stone and Gateway Housing demonstration projects. The projects were implemented in January 1989.

8.2 Program Mission

Stepping Stone Housing serves public housing families with incomes above \$12,500. It is designed to move these families into transitional housing and to supply the encouragement and support services needed to enable the families to make a full and successful transition into private-sector housing. Participants lose their transitional housing if they drop out of the program. They must complete the program and move out of Stepping Stone Housing within 5 years.

The Gateway program is focused on families in public housing with incomes below \$12,500. The Gateway program's mission is the same as for Stepping Stone: economic self-sufficiency and eventual transition to private housing. However, Gateway is longer-term -- 7 years in duration -- and, in contrast to Stepping Stone, residents remain in public housing during the course of the program. They may remain in public housing if they do not succeed in the program.

8.3 Client Considerations

The target population for both Stepping Stone and Gateway is anyone in public housing or on the waiting list for public housing. About 4,000 people are in public housing in Charlotte and another 9,000 are on the waiting list. Overall, the Transitional Families Demonstration Program – Stepping Stone and Gateway, combined -- receives about 16 new applicants a month.

When Stepping Stone was implemented, 100 families were chosen to participate from among 430 applicants based on the following qualifications:

- High school diploma or equivalent;
- · Stable work history for a Z-year period; and
- · Minimum income of \$12,500 for head of household.

Eighty-four of the 100 Stepping Stone families are headed by females. The average income of these families was \$15,600 at the time of acceptance into the program.

The Gateway Housing Board selects applicants based on the following criteria:

- Total family income is less than \$12,500 per year;
- The participant's educational, vocational, and other barriers can be overcome within a 2-year period;
- Participants commit to educational and vocational goals aimed at long-term upward mobility; and
- Participants make a personal commitment to leaving public housing within 5 to 7 years.

Of the 100 families enrolled in Gateway, 50 of the families live in Piedmont Courts, where the Gateway program offices are located and where most support services are available. The remaining 50 families reside in 20 other public housing developments. An additional 50 families that were selected for Gateway but did not accept housing assignments are being tracked as a control group.

8.4 Activities and Services

Screening of applicants for both programs is conducted by the Housing Authority, jointly with the Department of Employment and Training in the case of the Gateway program. An employability assessment is conducted and an employability plan for each applicant is developed that serves as a contract specifying the steps that the applicant will take, if accepted, in order to qualify for employment that will meet the goals of both the program and the participant. The plan may include: education or vocational training; counseling; child care; transportation; credit counseling; reading enhancement; and any other services that will reduce or eliminate barriers to achieving the participant's employment goats.

The 5-year **Stepping Stone** project provides transitional, non-subsidized housing for public housing families at the upper end of the low-income scale (i.e., with income above \$12,500). Two new 50-unit apartment developments were constructed. Clients accepted for the program move

out of public housing and reside in Stepping Stone transitional housing during program participation as they prepare for home ownership in the private sector.

The program consists of the following basic features:

- **Fixed Rent**. Stepping Stone Housing has fixed rent, rather than rent tied to income.
- Escrow Savings. Families must pay \$15 per month into savings the first year, and the savings requirement is incremented by \$15 each successive year that the family is in the program. Thus, the family will save a minimum of \$3,000 over the 5 years to be used as a down payment on a home.
- Employment and Education Counseling. To ensure employment stability and career development, the program offers both employment and education counseling assistance for all family members. The program works with employers and participants to explore participants' training needs and advancement opportunities.
- **Home Ownership Counseling.** The program provides counseling in money management, credit enhancement, and related subjects that will establish a firm foundation for future home ownership.
- **Referral Assistance.** Stepping Stone provides linkages with public-private housing programs, such as the Charlotte-Mecklenburg Housing Partnership and Habitat for the Humanities, that help low-income families finance the purchase their own homes.

The 7-year **Gateway program** occurs in two stages: remedial and transitional. The remedial stage is designed to give participants an opportunity to obtain the education and occupational training they need to compete successfully in the work place. The target wage is \$8.00 per hour by the end of the remedial stage. During the remedial stage, families are assisted in arranging to pay off their debts and repair their credit ratings before beginning a transitional stage that prepares them for complete economic self-sufficiency and residence in private-sector housing.

Specific features of each of the two stages are outlined below:

Remedial Stage (2 Years)

Rents are frozen at the level the family is paying at program entry, even if income increases during this stage. If income declines, rents may be lowered to maintain a ceiling of 30 percent of income.

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Similarly, AFDC, Food Stamp, and Medicaid benefit levels are maintained during this period.

Employment and educational counseling for family members are provided to enhance employment stability and career development. Almost all families are enrolled in education or on-the-job training programs aimed at providing the skills necessary for long-range advancement and upward mobility.

Family and personal counseling and assistance are provided, including money management and credit enhancement counseling.

Transitional Stage (Up to 5 Years)

Families continue to live in public housing.

Families pay rent at 30 percent of income.

An escrow savings account is established for each family. The amount deposited into the account represents the difference between what the family pays in rent (based on 30 percent of income) and the actual per-family operating costs of Gateway housing. For example, if the rent payment is \$400 per month, but actual operating costs are only \$275, the remainder (\$125) is put in escrow for use as a down payment on a house when the family leaves Gateway. If the family decides not to leave public housing, the escrow account is treated as rent and stays with the program.

Referrals are made to public-private housing programs that help low-income families purchase their own homes.

8.5 Linkages

A single board, appointed by the Board of Housing Commissioners, administers the Stepping Stone and Gateway programs, as well as Charlotte's Bootstrap and Homeless Programs. The board includes representatives of all the public agencies involved in the program, as well as the United Way, the Board of Realtors, the banks, and the residents themselves.

No formal agreements exist among the agencies that participate in Stepping Stone and Gateway. Instead, extensive, effective interaction and cooperation have been achieved through informal arrangements. The principal partners in the program are the city's Housing Authority, Department of Employment and Training, and Department of Social Services. The Housing Authority provides overall management of the program; the Department of Employment and Training provides counseling, case management, job training, and remedial education under JTPA; and the Social

Services Department administers the AFDC and Food Stamp components of the program, as well as the costs of some child care. The Central Piedmont Community College is one of the principal JTPA providers of training and basic education for the participants.

Housing, welfare, and JTPA staff are jointly housed at Piedmont Courts, the principal Gateway public housing site.

To implement the Gateway program, a coordinated effort was also needed at the federal level. Waivers were obtained from HUD, HHS, and the Department of Agriculture to allow the program to freeze benefits (rents, AFDC, food stamps) during the remedial stage of the program. In addition, Memoranda of Understanding were signed with HUD to permit the Housing Authority to place a portion of tenants' rents in escrow savings accounts.

8.6 Funding

The Stepping Stone Housing proposal called for the city to contribute \$1.5 million toward the construction of 100 two- and three-bedroom apartments to be used for the Stepping Stone Housing program. The city and the county were also asked to commit employment/training and social service assistance to Stepping Stone.

The costs to the Housing Authority of the day-today operation of Stepping Stone are provided through the actual rent structure -- \$270 for a two-bedroom apartment and \$310 for a three-bedroom apartment -- associated with the housing units. These rent amounts cover debt service associated with the development costs, management and maintenance costs, utilities, and staff support.

Like the Stepping Stone program, the Gateway program does not receive direct funding from any source. The program costs during the first 2 years were borne by the Charlotte Housing Authority and the cooperating agencies, such as the Department of Employment and Training. As participants move into the transitional phase and their incomes increase (and consequently their rents as well), part of their rents will be used to defray the costs of the program incurred by the Housing Authority. However, the cooperating agencies continue to bear the program costs.

8.7 Program Management

A single board administers the Stepping Stone and Gateway programs. The Stepping Stone and Gateway Advisory Committees, composed of residents and the Board of Commissioners, make the final selection of participants and review their progress **on** a monthly basis.

An important feature of the program's management is the assignment of one case worker from each cooperating agency to work directly with program participants.

8.8 Results

Since the program's inception in 1989, 133 families have participated in the Gateway program, and 135 in Stepping Stone.

The Gate-way program had a total of 42 terminations as of August 1991. Ten were positive terminations (the participants moved into private sector housing); 8 participants withdrew from the program, and 24 were dropped. The Stepping Stone program had 20 terminations: 8 were positive, 2 left the program, and 10 were dropped. The large majority of participants are continuing to make progress in both programs.

One positive result attributed to the Gateway program is a reduction in crime at the Gateway public housing site. The development – formerly a major center for drug transactions in Charlotte – now has one of the lowest crime rates among the properties managed by the Housing Authority.

The program is being evaluated by HUD. and the Ford Foundation is conducting an attitudinal survey of former participants covering a 5-year period after they leave the program.

8.9 Local Factors

Personal relationships within the social service leadership of Charlotte are an important factor in the creative use of program resources in the area. For example, the JTPA and Housing

Authority administrators have a long-standing working relationship. In general, the local social service community shares the belief that long-term goals of self-sufficiency should be emphasized in social programs.

Charlotte offers a variety of opportunities for low-income residents to own homes through programs administered by government and community organizations. For example, area churches purchase HUD-foreclosed homes for homeless and low-income families. Banks are required by law to reinvest in community redevelopment; this often takes the form of low- interest housing loans that are earmarked for borrowers who have only 6-24 months of good credit ratings.

8.10 Lessons Learned

In implementing Charlotte's Transitional Families Demonstration Program, program staff considered the following to be among the most significant lessons learned:

- Staffing. To avoid delays and confusion in service delivery, it is important that all staff be trained and on board before participants begin to move into their housing assignments.
- Selectivity. Careful screening of participants minimizes the number of program dropouts and negative terminations. It also helps avoid the enrollment of individuals who are not committed to the program and who may attempt to use it to circumvent public housing waiting lists.
- Family Counseling. The optimum counselor/family ratio (150 for Stepping Stone and 1:20 for Gateway) proved to be much lower than the 1: 100 originally planned. Experience to date has shown that providing counseling, particularly with respect to substance abuse, is a major factor in participants' success in the program.
- **Supportive Services**. Child care, health care, and transportation are the most commonly needed support services; these are often critical to program success.
- **Family Debts**. Personal debt has been found to be a more significant barrier to success than anticipated. In many cases, these debts are the result of unpaid student loans.
- **Poor Reading Skills**. Client reading abilities were lower than anticipated and have been a major barrier to completing education and job training programs.

- **Career-Oriented Employment.** A large majority of clients are female, and many have come to believe that, for them, careers such as child care, office clerk, data entry, or sales clerk are the most appropriate and attainable. However, these typically are not "career-path" occupations and do not pay well enough to allow achievement of program goals. Thus, special attention and support is needed from program staff to help women understand why other careers will provide greater benefits in the long-run.
- **Sock-Emotional Development.** Fear of failure is a common obstacle to successful program participation. Many clients are in need of positive reinforcement from family, friends, and neighbors.

9. TULSA, OKLAHOMA

COMMUNITY PARTNERSHIP

9.1 Background

The Community Partnership is a collaborative effort involving a wide range of public and non-profit agencies and the Tulsa Housing Authority. Its goal is to improve the delivery of human services for residents of public housing in Tulsa. Through their membership in the Partnership, the city of Tulsa and the Tulsa PIC have been able to improve the JTPA program's outreach and recruitment in the participating public housing complexes.

The Community Partnership emerged from a belief shared by the city's leadership, the Housing Authority, and other human service providers that measures beyond mere availability of public housing were needed to assist public housing residents to achieve greater self-sufficiency. The Authority commissioned a study on this subject by the Metropolitan Human Services Commission. The report, "Developing a System of Human Services for People Who Reside in Public Housing," which was released in May 1989, stressed the benefits that would accrue to public housing residents through coordination of the existing, fragmented system of social services. The study's findings provided a major impetus for the creation of the Community Partnership.

The Partnership was formally established in April 1990, when a Declaration of Understanding was signed by 17 government entities and social service organizations and agencies in Greater Tulsa.

9.2 Program Mission

The purpose of the Community Partnership is to improve the conditions of life for Tulsa's public housing residents by facilitating cooperation among public and private agencies. The Partnership seeks to carry out this mission by assuring that more focused and comprehensive human services are provided to residents of specific public housing complexes. As a coalition of public and private leaders concerned with human service issues, the Partnership also promotes public and private policy changes in Tulsa that will benefit public housing residents.

9.3 Client Considerations

The intended beneficiaries of the Community Partnership are public housing residents. They are low-income families, primarily headed by women, Children and youth also benefit from the Partnership's programs as a result of the multiple services provided to their families.

9.4 Activities and Services

The Tulsa Metropolitan Ministries (TMM) Resident Services was established to serve as the vehicle for implementing the Community Partnership and making the services of participating agencies available to residents. TMM is an independent agency formed by local religious leaders and funded primarily by the Tulsa Housing Authority, with additional funding provided by CDBG and United Way. It provides a full-time staff person and on-site Resident Service Coordinators in 6 of Tulsa's 15 housing complexes. The Coordinators make service referrals, serve as advocates for residents, and seek to help residents maintain resident associations. They assist residents with personal problems and with instruction in such areas as job-seeking techniques, resume writing, and maintaining a checking account.

Through its association with the Community Partnership, the Tulsa Job Trainiig Administration/PIC is able to make employment and training services available to public housing residents in a variety of ways. The Resident Service Coordinators may refer residents to the JTPA program in carrying out their responsibility to identify the residents' service needs and make the appropriate referrals. PIC recruiters regularly make presentations and enroll participants at tenant association meetings.

The Housing Authority also offers a Family Self-Sufftciency Program for selected residents of public housing, in which the PIC plays a central role. Annually, 40-50 families are provided with Section 8 certificates, which affords them the opportunity to obtain subsidized rental housing outside of conventional public housing developments and to achieve eventual economic self-sufficiency. Participating families must follow a family development plan, mutually agreed-upon with

Housing Authority staff, that provides a coordinated package of education, employment, and training and social services and placement opportunities.

9.5 Linkages

As a result of the 1990 Declaration of Understanding, the 17 organizations and agencies that comprise the Community Partnership have been engaged in a level of organizational cooperation that is unprecedented in Tulsa.' The signatories of the Declaration of Understanding were: the City of Tulsa (including the Job Training Administration and Tulsa PIC); Community Service Council of Greater Tulsa: U.S. Department of Housing and Urban Development; Greenwood Chamber of Commerce; Metropolitan Tulsa Urban League; Oklahoma Department of Human Services; Oklahoma Department of Mental Health and Substance Abuse Services; Subsidized Housing Representative(s); Tulsa Area United Way; Tulsa City-County Health Department; Tulsa City-County Library; Tulsa Community Action Agency; Tulsa County; Tulsa Housing Authority; Tulsa Metropolitan Ministry; Tulsa Public Schools: and the Tulsa Vo-Tech Institute.

The Partnership's on-site Resident Services Coordinators and Tulsa Housing Authority counselors are the principal conduit for making the relevant services of these agencies readily available to public housing residents. Under the Family Self-Sufficiency Program, for example, employment and training services form part of an integrated family development plan for participating families.

Another example of institutional linkage in Tulsa public housing is the Apache Manor Drop-in Learning Center, an intergenerational learning program at the Apache Manor public housing development. Apache Manor residents use the Center's computer-assisted instruction facilities and the services of a teacher provided by the Tulsa Public Schools for one-on-one, after-school tutoring for youth and literacy/basic education for adults.

The Learning Center is not a format part of the Community Partnership. However, it has improved services for public housing residents through interagency collaboration. The Housing Authority took the lead in organizing the Learning Center, along with the Literacy Coalition of Metropolitan Tulsa. The Coalition seeks funds and in-kind contributions that are used for program operations. The PIC annually provides \$70,000 in JTPA Title IIA funds. A total of nine agencies are involved in the Learning Center's programs.

9.6 Funding

The Community Partnership is funded by the Tulsa Housing Authority, Federal CDBG funds, and the United Way. The Housing Authority provides \$90,000, which accounts for the major portion of the Partnership's annual budget of \$150,000.

9.7 Program Management

The Tulsa Metropolitan Ministries provides a full-time Resident Services Director who serves as manager of the Community Partnership. The Director seeks to achieve the Partnership's goals, primarily by making the services of a wide variety of agencies and other organizations available to public housing residents in as efficient a manner as possible. The Director oversees the activities of the six on-site Resident Services Coordinators located in the housing developments.

Policy direction for program services is provided by the TMM Resident Services Task Force, which is composed of TMM Board members and representatives of the residents, service providers, and interested citizens. The Task Force meets monthly. Five members of the group serve as a Steering 'Committee that oversees the work of the Resident Services Director.

The Partnership itself, comprised of representatives of all the signatories to the Declaration of Understanding, meets quarterly to ensure that coordination is being carried out effectively.

9.8 Results

The Community Partnership has already been successful on an institutional level. New relationships have been forged among many previously unconnected agencies in order to serve public housing residents more effectively.

A critical unmet need of public housing residents is transportation. The Partnership has persuaded Tulsa's transit authority to expand night-time bus service to the public housing developments. In addition, the Partnership itself provides bus service between several developments and social service/health agencies.

An estimated 100 public housing residents have been recruited and assessed by Tulsa's Private Industry Training Council since early 1990.

9.9 Local Factors

Tulsa's economy experienced a severe downturn during the "oil bust" of the early and middle 1980s. Although the City has recently shown signs of renewed economic vitality, public officials, the Tulsa Housing Authority, and human service providers were increasingly confronted with deteriorating conditions in Tulsa's public housing complexes because of declining federal assistance. Faced with declining income, these key officials are attempting to address the City's public housing problems and deficiencies through a strategy that emphasizes collaboration among agencies to make the most efficient use of available resources.

9.10 Lessons Learned

The underlying assumption of the Community Partnership, as well as the Apache Manor Learning Center, is that interagency collaboration produces "synergy" -- that is, a result greater than the sum of its parts. For the first time in Tulsa, a wide array of agencies is working together to foster the achievement of economic self-sufficiency and a stable living environment among residents of public housing.

Staff consider that there are several reasons for the apparent success of Tulsa's approach:

- The collaboration itself -- Community Partnership results in more efficient use of scarce resources by reducing duplication of services and efforts.
- · Concentration and focus of resources on relatively small geographic areas: the six housing complexes involved in the Resident Services Program.

- Provision coordinated services for selected individuals and families through comprehensive plans for self-sufficiency.
- The contributions of Resident Services Coordinators and Tulsa Housing Authority counselors who serve as advocates for improved services in the particular housing developments with which they are associated and, where possible, also act as case managers for individuals and families.

10. PORTLAND, OREGON

COMMUNITY SERVICE PROJECT AT COLUMBIA VILLA OPERATION BOOTSTRAP

10.1 Overview

In Portland, the Community Service Project at Columbia Villa and Operation Bootstrap illustrate two approaches to linking job training and housing services. The Columbia Villa project focuses on a high-crime public housing project. A variety of social services are delivered onsite and linked with both a newly established community policing approach and job training services in the community in order to provide residents with a more secure environment and the opportunity to improve their economic situation. The Operation Bootstrap program addresses both the housing and employability development needs of disadvantaged persons through an integrated, planned program of training, education, counseling, social services, and housing subsidies.

10.2 Community Service Project at Columbia Villa

10.2.1 Background

During the 1980s, Portland experienced a marked increase in crime, drug abuse, gangs, and violence, particularly in its public housing developments. The fear of crime at Columbia Villa, Oregon's largest public housing development, seriously damaged community morale and reduced opportunities for self-improvement. Support services needed to achieve economic independence – counseling, education, training, employment services, and child care – were largely unavailable because social service workers were unwilling to visit clients or work onsite at Columbia Villa. In other service areas, however, duplication of effort was commonplace; for example, 44 parole officers were operating independently at Columbia Villa.

In August 1988, a widely publicized murder at Columbia Villa galvanized Portland's leadership into action. The Chair of the Multnomah County Board of Supervisors, the Mayor of Portland, and the Executive Director of the Housing Authority of Portland developed the Community

Service Project, a comprehensive plan and strategy for Columbia Villa that called for a major expansion and coordination of on-site social services and the introduction of community policing.

10.2.2 Program Mission

The goats of the Columbia Villa Community Service Project are to:

- Improve the quality of life for residents by providing resources and opportunities to take control of their lives and their community;
- Reduce the fear of crime; and
- · Reduce actual crime.

The implementing strategy involved establishing a plan for coordinating delivery of social services at Columbia Villa to address the full spectrum of client needs. A critical component was the establishment of a close working relationship between social service and justice agencies at the grassroots level, including the introduction of community policing at Columbia Villa.

10.2.3 Client Considerations

The program is aimed at residents of Columbia Villa and nearby Tamarack, public housing developments managed by the Housing Authority of Portland, Virtually all residents have low incomes; the average household income is \$2,500 per year. Eighty-two percent of households are headed by single parents, most of whom are women. Forty percent of the Columbia Villa population are minorities; most are black. A high proportion of residents are children under the age of 12.

10.2.4 Activities and Services

An area manager for Columbia Villa was hired in October 1988 and first priority was given to tightening residence policies. A concerted effort was made to evict "problem" residents

(especially gang members and drug dealers) for non-payment of rent. A major effort was also undertaken to revive tenant groups. As a result of these policies, a sense of community was restored in Columbia Villa.

In this improved environment, it was possible to move forward with planning for a service delivery system. The lead agencies in the planning process were the Portland Housing Authority and the Multnomah County Justice (police) and Human Service (welfare) Departments. A team of 20 agencies surveyed residents, identified their needs, audited available resources and, based on this assessment, drew up a plan of service delivery. The position of Community Service Project Coordinator, funded by the county, was established to manage the system. The system provides for "one-stop shopping" for services at Columbia Villa; 24 public and private agencies have established an on-site presence. Other agencies in the vicinity of Columbia Villa recruit through or receive referrals from the Project staff.

Some of the key agencies providing on-site services are the following:

- :
- Oregon Employment Service provides referrals to job openings, using statewide computerized listings. A staff person is stationed onsite.
- Portland Adult and Family Services Agency provides a caseworker to deal with welfare and food stamp problems.
- **Portland Vocational Rehabilitation Agency** provides case management and counseling services for physically and mentally disabled individuals.
- **Mainstream Youth, Inc.** offers prevention and education concerning substance abuse for youths under age 21. It also provides a small treatment program.
- **Project for Community Recovery** provides assessment and outpatient services for adult drug and alcohol abusers.
- Oregon State University Extension Education Center offers food and nutrition classes for adults, and teaches children to prepare healthy meats. Effective parenting is also taught.
- Great Start provides parenting education and child care.
- **Head Start** provides early childhood education for children ages 3 to 5, and involves parents in the learning process.
- North Portland Health Clinic offers immunization, prenatal care, family planning, diabetes management, pediatric and adolescent care, and health referrals. In addition, community health nurses make home visits to residents.

Portland Public School System provides an on-site social worker who delivers individual and family counseling and helps youth to remain in or return to school.

An important feature of the Columbia Villa strategy was the introduction of community policing in the housing project with the establishment of the on-site Safety Action Team (SAT). In April 1989, the Housing Authority contracted with the Multnomah County Sheriffs Office to provide police services for Columbia Villa. The six-person SAT team patrols the community on foot or bicycle, rather than in cars. The team seeks to interact informally with youth and adults and organize regular outings for residents. Team members often intervene directly to help residents solve problems — for example, by driving youth to the nearest job training or employment office, or taking substance abusers to treatment programs. The SAT team works closely with both on-site and off-site human service agencies to identify individual and family needs, and make appropriate referrals.

10.2.5 Linkages

The principal vehicle for linking services for Columbia Villa residents is the on-site se&ice center, where a wide range of services are provided. The Community Service Project (CSP) Coordinator is responsible for advising residents and referring them to services that are available on-site or in the community.

The CSP center is closely linked to the full array of JTPA employment and training services through the Northeast Employment and Training Center (NEET) and the Youth Employment Institute. Both are satellite offices of the local Private Industry Council that serves the area of Portland in which Columbia Villa is located. NEET staff conduct outreach activities at Columbia Villa and receive client referrals from the CSP Coordinator and the Safety Action Team. NEET also offers residents labor exchange services and welfare program assistance through the Job Service and the County welfare staff who are outstationed at the CSP center. The lob Corps, a JTPA residential program, recruits youth from Columbia Villa for its training center in the rural Springdale area.

In addition to one-stop shopping and linkage with off-site services, CSP offers selected residents an opportunity to participate in the Stepping Stone program. The program seeks to prepare participants for economic self-sufficiency and eventual home ownership through an individualized plan of education, training, and other services. With expansion of the program, it is hoped that Columbia

Villa will eventually return to its original status as temporary housing for young families until they can afford unsubsidized housing.

10.2.6 Funding

In 1989, HUD provided \$360,000 per year for the Safety Action Team. This sum has been used for office space, four Deputies, and two Community Service officers. The CSP Coordinator position is funded by Multnomah County at an annual cost of approximately \$40,000. From the various participating agencies, CSP has leveraged an estimated \$2.5 million in in-kind goods and services since 1989.

10.2.7 Program Management

A Steering Committee, comprised of elected and appointed officials who represent the Project's funding sources, provides policy direction for the overall program.

The Coordinator is responsible for day-today management of the CSP and ensures that there is adequate communication among service providers and residents. Direct supervision of the Coordinator is provided by the Chair of the Multnomah County Board of Commissioners and the County Director of Human Services.

To encourage and facilitate coordination of effort among service providers, both on- and off-site, a central coordinating committee has been established with three specialized subcommittees that are concerned with: tenant services; family services; and employment, crime and safety, and substance abuse treatment. A planned fourth group will establish a Community Development Corporation to stimulate local enterprise and, generally, to promote job creation in the area.

10.2.8 Results

Since the establishment of the Community Service Project at Columbia Villa crime has markedly decreased in the housing project. Data compiled by the Portland Police Bureau for the period May 1988 - March 1991 indicate that:

- Gang activity cases dropped 75 percent;
- · Robbery cases dropped 55 percent;
- · Assault cases dropped 23 percent;
- · Burglary cases dropped 66 percent;
- · Car theft cases dropped 71 percent; and
- Drug abuse cases dropped 69 percent.

These data primarily reflect the initial success of the community policing strategy at Columbia Villa. Serious crime and drug problems still exist, but at a more manageable level. In addition, according to Safety Action Team records, during the first 6 months of the Team's operation, the team assisted an estimated 250-300 persons, mostly youth, to gain employment.

10.2.9 Local Factors

An important factor in the program's success is that Portland's problems tend to be concentrated in specific geographic areas. Program operators believe that focusing on a relatively small geographic area has enabled them to avoid the depletion of limited financial resources that would have occurred if a larger area were served.

10.2.10 Lessons Learned

Those associated with the Community Service Project believe the following are the critical factors in the success of the program:

- The coordination of social services to address the needs of the whole person, as well as the community.
- The expansion of on-site social services.

- The establishment of individual and family self-sufficiency as a specific goal.
- The introduction of the community policing concept that focuses on preventing crime and on establishing a positive and interactive presence in the community.
- The Safety Action Team's unique and strong collaboration with the delivery of social services.
- Strong leadership commitment from the Housing Authority of Portland and the Multnomah County Chair.

Above all, the staff believe that if public housing residents are treated with respect - as individuals who matter -- they will respond and be accountable for their neighborhoods.

10.3 Operation Bootstrap

103.1 Background

Portland's Operation Bootstrap program emerged because the city's social service agency leadership recognized that the lack of safe and affordable housing is a key barrier preventing low-income persons from achieving economic self-sufficiency. A 1989 study commissioned **by tbe** Portland Housing Authority documented the extent of the problem. The study found that 2,295 homeless families lived in Multnomab County, and approximately 19,400 very-low-income families in Portland and Multnomah County were paying "non-affordable" amounts for their housing. In fact, 10,199 households were spending 70 percent or more of their income on housing costs. In addition to lacking adequate housing, many families were residing in neighborhoods with serious crime and drug problems.

To help address this problem, in 1989 the Portland Housing Authority applied to HUD for a grant under the Operation Bootstrap program. A grant was awarded for the period 1990-95.

10.3.2 Program Mission

Portland's Operation Bootstrap program is designed to address the multiple needs of families facing various housing deficiencies in the Portland area. The program provides Section 8 certificates to participants who receive a coordinated package of education, training, and support services. The goat is to help participants improve their ability to find and keep good jobs at wage levels that will enable them to become economically self-sufficient and to afford adequate housing.

10.3.3 Client Considerations

Operation Bootstrap targets low-income, one- or two-parent families who qualify for Section 8 housing and for the services of any of the three local training agencies involved with Operation Bootstrap.

Approximately 80-85 percent of Operation Bootstrap participants are women. Most are single parents who frequently are welfare recipients. At program entry, participants either are inadequately housed or paying an excessive portion of their income for housing.

10.3.4 Activities and Services

The Bootstrap program involves a sequential process of recruitment, assessment, selection for the program, training and education, and receipt of a Section 8 housing voucher.

Candidates for the program are recruited from a variety of sources: applicants for Section 8 housing vouchers are informed about the program; seven local multi-service centers that serve low-income and/or homeless families make referrals; and the three training agencies that operate the program conduct ongoing recruitment. These agencies are:

- The Private Industry Council;
- · Portland Community College; and
- · Mt. Hood Community College.

All candidates are referred to one of the training agencies where they participate in a 4-6 week life skills seminar. The seminar provides useful information for the participants but also serves as an assessment tool for selecting the program participants. The seminar covers such topics as: inventorying personal and occupational skills; assertiveness training; career planning; and time, stress, and money management. The three centers' programs are similar but not identical. For example, the Portland Community College program includes an adult fitness component.

The training agency staff select the individuals who will participate in Operation Bootstrap, based on their performance in the life skills seminars. The principal criteria are the applicants' motivation and ability to benefit from a job training/job search program. Only one out of every four applicants is accepted for the Bootstrap program.

Successful applicants develop, with agency staff, a Personal Action Plan that involves a comprehensive program designed to achieve the participants' economic self-sufficiency. The program may include the following: personal and career counseling; job search assistance; GED classes; adult basic education; vocational skills training; job search assistance and placement, and support services. In addition, as needed, participants may be referred to counseling and health services and receive transportation (bus tickets) and child care assistance. An agency caseworker supervises the program. Followup services are provided at 3 months and 6 months after program completion.

After the individual is enrolled in the training program, and the agency certifies to the Housing Authority that successful progress is being made, the individual is placed on a "fast-track waiting list for a Section 8 voucher.

10.3.5 Linkages

Portland's Operation Bootstrap program illustrates how local training agencies and the housing authority can work in tandem to integrate services for low-income, high-potential individuals and families in an effort to move them toward economic independence. Self-sufficiency is achieved through the combined effect of the higher incomes participants earn as a result of training, education and related services, and the stabilization of their housing costs through Section 8 certificates.

The basis for this cooperative effort was an interagency agreement signed after the HUD grant had been awarded, by the Portland Housing Authority, as the lead agency, and the three job training agencies. The document specifies the respective program reqonsibilities and procedures for Operation Bootstrap.

Following the signing of the interagency agreement, these agencies formed the Operation Bootstrap Task Force that was responsible for planning the program. The planning process involved a needs assessment, negotiation of relationships among participating agencies, and development of an implementation plan.

The Task Force also includes the seven local multi-service centers, operated by such organizations as the Urban League and the YWCA who would conduct recruitment and referral for Operation Bootstrap. Since the onset of the program, the Task Force has met on a regular basis to exchange information and provide general oversight for the program.

10.3.6 Funding

HUD provides approximately \$300,000 annually for Operation Bootstrap. These funds cover only the costs of Section 8 certificates for Bootstrap participants. Training, education, and supportive services are provided by the individual agencies under federally funded training and education programs: the Private Industry Council's services are funded under JTPA; the Portland Community College program for Bootstrap participants uses Perkins Vocational Education **Act funds** for this purpose; and the Mt. Hood Community College program, which focuses on AFDC recipients, is financed under the JOBS welfare-to-work program.

10.3.7 Program Management

The Portland Housing Authority is responsible for overall management of Operation Bootstrap, with each training agency taking responsibility for carrying out programs of training, education, and supportive services for participants. The Operation Bootstrap Task Force provides the vehicle for regular communication among the partners and is carrying out an evaluation of the program.

10.3.8 **Results**

The Bootstrap Task Force has implemented an evaluation system that involves interviews with each participant at intake and at 3- and 6-month followup intervals. The purpose is to gauge how well the residents' needs are being met by Operation Bootstrap.

The first stage of the participant evaluation process was completed in **February** 1991. The short-term results appear to be positive. The majority of respondents indicated that their housing situation had improved. Virtually all believed that the orientation/life skills course had helped prepare them for further education and training.

10.3.9 Local Factors

As in other communities, one of the most important local factors in Portland is the presence of a network of dedicated social service providers. In the case of Operation Bootstrap, this network is composed of the City of Portland. Multnomah County, the Housing Authority of Portland, and the Private Industry Council.

10.3.10 Lessons Learned

According to staff, the following are key elements in the success of Portland's Operation Bootstrap:

- Thorough planning prior to implementation of the program.
- The inclusion of orientation/life skills courses.
- · Consistent use, by the training agencies, of a comprehensive case management approach that addresses the areas of housing, job training and placement, child care, family counseling services, and health services.
- The participant evaluation process that serves as an important management tool.



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11. PITTSBURGH, PENNSYLVANIA PITTSBURGH PARTNERSHIP

11.1 Overview

In Pittsburgh, coordination of job training programs with other human services occurs under the aegis of the Pittsburgh Partnership, a public-private organization that serves as the Private Industry Council (PIC) under JTPA. The Partnership provides single points of entry and eligibility determination for a range of programs including JTPA, JOBS, the State youth conservation corps, and projects funded under CDBG grants.

The Partnership administers several projects that link employability development activities with individuals receiving housing assistance. These projects include the following five programs:

- Family Foundations;
- · Generations Together;
- · lobstart;
- · Pittsburgh in Partnership with Parents; and
- · Neighborhood Employment Projects.

11.2 Family Foundations

11.2.1 Background

Pittsburgh's Family Foundations is one of 24 demonstration projects funded nationally under the Comprehensive Child Development Program of HHS. The purpose of this national research effort is to discover ways of improving child development and family relationships in economically disadvantaged neighborhoods through provision of a comprehensive program of social and employment

services. Pittsburgh's grant was awarded in 1989 to the University of Pittsburgh's Office of Child Development for a 5-year period. The University established the Family Foundations project to carry out the demonstration.

The project serves the residents of Terrace Village, one of Pittsburgh's public housing developments.

11.2.2 Program Mission

The basic objectives of the Family Foundations Project are to:

- Promote healthy child development;
- Increase parenting knowledge, skills, and leadership capabilities;
- , Enhance family pride;
- Enable parents to achieve social and economic self-sufficiency and attain long-term, careeroriented goals; and
- Demonstrate that the partnership approach can be used successfully to deliver 'a comprehensive array of needed services to low-income clientele.

11.2.3 Client Considerations

The target populations for the Family Foundations Project are low-income' pregnant women and families with children under 1 year of age. All participants – along **with** all the members of their households -- will receive ongoing services over a 5-year period as part of the demonstration project. One hundred and twenty families were recruited for the project, including 40 families that constitute a control group.

11.2.4 Activities and Services

Family Foundations provides comprehensive and continuous services to families to reduce the effects of risk factors associated with poverty. This family support model coordinates existing programs and resources, and develops new forms of assistance only when required

The service delivery philosophy is a key element: parents choose their own goals, services, and service providers. Case management is provided to enable families to make informed decisions about how to achieve their objectives. Each case manager works with a small number of families to ensure that every family member has full access to all available services including: assessment, health care, nutrition, early childhood development, child care, parenting, home management, transportation assistance, counseling, social skills training, literacy and GED preparation, vocational training, and job development/placement.

Another component of the Family Foundations Project provides for weekly in-home visits by a "family advocate," who is trained to promote positive interactions in the parent-child relationship and help in the development of young children through play and games. Activities of the family advocate follow an individualized plan prepared for each child by a child development specialist.

These services are supplemented by a neighborhood family center that offers a diverse range of recreational and self-improvement activities that include: adult craft classes, a garden club, teen group, weight loss program, pm-school program, senior citizens coffee afternoon, field trips, and a job club.

The project seeks to strengthen community morale and cooperation at ,the housing development through a variety of activities such as awards ceremonies, social events, and open houses. These events are also used to introduce residents to staff members and to inform them about available services.

11.2.5 Linkages

More than 30 agencies are collaborating in Family Foundations. An advisory board representing a broad base of organizations convenes regularly to advise on policies and implementation practices. The Pittsburgh Housing Authority provides rent-free office space to the project and two Authority members serve on the Family Foundations advisory board.

The Pittsburgh Partnership is the employment and training link for Family Foundations. The Partnership makes its JTPA-funded services available to project clients on a priority basis, under an interagency arrangement, which involves cross-referrals between the two agencies. The Partnership is also the administering agency for the JOBS welfare-to-work program. Partnership staff provide on-site presentations on the program, enroll clients in the appropriate training, education and job search activities, and conduct followup visits.

11.2.6 Funding

The demonstration grant was provided by HHS's Administration for Children, Youth, and Families, with matching funds from the Howard Heinz Endowment. The project receives \$1.1 million per year from HHS and \$250,000 per year from the Heinz Endowment.

11.2.7 Program Management

Family Foundations is staffed by an interdisciplinary team that includes a coordinator who manages the project, a child development specialist, two family advocates, a community organizer, two case managers, and a drop-in center worker. The University of Pittsburgh provides other staff who ensure compliance with data collection and research procedures, conduct staff development activities, and provide general project oversight.

11.2.8 Results

There are no conclusive outcome data available at this stage of the program.

11.3 Generations Together

11.3.1 Background

The proportion of elderly citizens in Pittsburgh is eight percentage points above the national average. Many of these are widowed or divorced women, over age 55, who subsist on Social Security or welfare and are in need of additional income. At the same time, Pittsburgh is experiencing a shortage of qualified child care practitioners.

The Generations Together project is an effort to address both of these problems by training low-income older persons as professional child care providers. The program, developed by the Pittsburgh Partnership and the University of Pittsburgh and funded under JTPA, targets older residents of public housing.

11.3.2 Program Mission

The primary goals of the program are to:

- Help meet the local labor market demand for child care workers and improve the quality of such services in Pittsburgh;
- Enable participants to obtain training-related jobs and increased income; and
- Take advantage of the prior experience of an older generation of workers in the teaching and nurturing of children.

11.3.3 Client Considerations

Generations Together clients are primarily female older workers, 55 years of age and over, who are residents of Pittsburgh public housing developments, single heads of household, and recipients of public assistance, small pensions, or Social Security benefits. They must meet Pennsylvania's requirements for child care practitioners that include: health screening, criminal background check, and evidence of an eighth grade or equivalent education.

During the initial assessment process, candidates are screened out if they do not have the accepted personality profiles and disposition for working with children.

11.3.4 Activities and Services

While their participation is funded by JTPA, Generations Together participants are mainstreamed into mixed-income training classes. The program uses a specially designed, 'college-level, competency-based curriculum incorporating the 14 functional areas of the Child Development Associate (CDA) Program, used nationally as a credentials standard for child care providers. Participants successfully completing the Generations Together Program are able to obtain the CDA credential (with an additional 30 hours of preparation), and thereby become eligible for promotions on the professional child care career ladder.

The Generations Together Program incorporates 90 hours of training over a lo-week period, including 63 hours of classroom instruction and 27 hours of practicum experiences in a variety of actual child care settings. Each learning module has its own set of specific competencies within an area defined by the CDA guidelines.

Participants gain supervised experience in giving direct care to children through practicum placement with both public- and private-sector, licensed, child care agencies. They also practice and apply observation techniques learned in the classroom at selected child care sites in their neighborhoods.

Generations Together provides participants with job placement assistance and followup support after they enter employment. Employed participants usually join an informal support network to share experiences/concerns and reinforce each other.

113.5 Linkages

Generations **Together** is a collaborative effort between the Pittsburgh Partnership, the University of Pittsburgh, and Point Park College. The Pittsburgh Partnership contracts with the University of Pittsburgh to conduct the overall program. Point Park College faculty provide training activities under the program. Practicum opportunities are offered by local organizations and agencies that provide child care services.

113.6 Funding

Funding for Generations Together is provided by the Pittsburgh Partnership, under the state-administered JTPA older workers program (approximately \$119,000), and in-kind administrative and facilities support from the University of Pittsburgh (approximately \$48,000). The city of Pittsburgh has provided an additional \$22,000 for the project; a \$25,000 grant from the Public Welfare Foundation was obtained to extend the model to six surrounding counties with JTPA programs.

11.3.7 Program Management

The program is managed by the Generations Together staff of the University of Pittsburgh. Point Park College instructors provide the classroom and practicum portions of the training.

11.3.8 Results

The most important achievement is the rate of employment for program completers -- 83 percent and 67 percent for 1990 and 1991, respectively. Generations Together has won a JTPA Presidential Award for outstanding performance in training older workers. In 1988, it achieved status as a semi-finalist in the Harvard University and Ford Foundation "Innovation in State and Local Government" recognition effort.

11.4 Jobstart

11.4.1 Background

Project operated by the Manpower Demonstration Research Corporation (MDRC) during the late 1980s in 12 sites across the country. The Jobstart model focuses on young high school dropouts and seeks to prepare them for employment through an intensive program of education and job training. The Pittsburgh program, supported under JTPA, targets youth in public housing in an area of the city with a high rate of crime, drug abuse, and unemployment.

11.4.2 Program Mission

The goal of the Pittsburgh Jobstart Program is to enable participants to:

- Acquire a GED;
- Receive training in growth occupations;
- Attain pre-employment/work maturity competencies and increase their reading levels by at least one grade; and
- · Obtain employment.

11.4.3 Client Considerations

Jobstart serves young people, ages 16-21, who have not earned high school diplomas, have been certified by the school system as dropouts, and have severely limited reading and math skills. All of these high-risk youth are public housing residents who are reluctant to leave their community to take training or remedial education.

11.4.4 Activities and Services

All Jobstart training is conducted on-site at the public housing project. Jobstart participants spend 4 months working on their GEDs, attending class 5 days a week. During the first week, the young people receive a comprehensive orientation that generally takes 3 full class days. After orientation, they receive training in the five academic GED subjects for 3 hours a day, Monday through Friday. Because of varying individual characteristics, students may progress at substantially different rates. Individualized academic tutoring is also provided to Jobstart students on an as-needed basis.

Youth employment competencies training is offered 2 hours a day and includes such topics as: making career decisions; using labor market information; preparing resumes; tilling out applications; interviewing; and the importance of punctuality and attendance and other requirements of the workplace.

Each Jobstart student has a mentor who maintains contact with the youth during the program and for a minimum of 90 days after completion of the 4-month cycle. As needed, specialized services such as drug abuse counseling and family planning assistance are provided.

A case management strategy tracks each young person's performance. Deficits not adequately remedied during core training are addressed during a period of individual flexible scheduling. Job development and placement activities are formulated and executed around each student's specific goals and objectives.

11.4.5 Linkages

The program is operated by RDP Consulting, a local human resource development firm under contract with the Pittsburgh Partnership. Basic program services provided by the Partnership are augmented by the following services contributed by other agencies and organizations in the community:

- The local Senior Citizen's Council provides hot, home-cooked lunches for each participant 5 days a week;
- The Pittsburgh Public Schools contributes an on-site GED teacher 4 hours per day, 5 days a week during the school year;
- Westside Community Development Corporation furnishes counseling and other support services; and
- Tenant councils of the public housing project assist in the identification and recruitment of suitable applicants.

11.4.6 Funding

The Pittsburgh Partnership allocates approximately \$100,000 in Title IIA JTPA finds annually for the Jobstart program.

11.4.7 Program Management

The Pittsburgh Partnership provides general project oversight,, and day-today management is the responsibility of RDP Consulting. RDP conducts the program with three core staff, augmented by assistance from linkage organizations.

11.4.8 Results

Annually approximately half of the participants in the program earn their GEDs and a quarter of them obtain jobs or enter further training.

11.5 Pittsburgh in Partnership with Parents

11.5.1 Background

The Hill House Association, a non-profit, human service, United Way agency established the Pittsburgh in Partnership with Parents (PPP) Program to address the growing problem of teenage pregnancy in Pittsburgh. PPP provides for a comprehensive, long-term, intergenerational strategy to address the multidimensional problems faced by teenage mothers, their parents, and their children. The program stresses employability development and uses Section 8 housing certificates as a major incentive to encourage participants – most of whom have been recruited from public housing — to complete the program.

The principal sponsor of the program is the Pittsburgh Partnership, using funds under the JOBS welfare-to-work program.

11.5.2 Program Mission

The broad objectives of PPP are to:

- Enable teenage parents and their families to become economically and socially self-sufficient;
- Increase their effectiveness as wage earners and parents;
- Improve the health of teenage parents and their children;
- Stabilize their family structure; and
- Reduce their rate of long-term welfare dependence.

The program has set the following specific performance objectives:

- Threequarters of the participants will complete vocational training;
- Three-quarters will pass the GED and/or attain PIC-approved youth employment competencies; and
- · Half of those completing the program will obtain employment.

11.5.3 Client Considerations

The PPP target population must meet the following criteria: 17 to 21 years of age; parent of at least one child 5 years of age or younger (or be at least 6 months pregnant); public assistance recipient; high school non-completer, or high school graduate with deficiencies in reading and/or math; and have a parent (i.e., grandparent of the child) or support person 25 years of age or older who is willing to participate in the program.

Most participants are public housing residents who are recruited with the assistance of personnel from the Pittsburgh Housing Authority. Approximately 93 percent of the clients are members of minority groups.

11.5.4 Activities and Services

As a program that addresses the needs of three generations – child, teen parent, and grandparent – PPP provides for various services under an individualized action plan. Case managers guide the development of the action plan, broker needed services for participants, ensure maximum use of available resources, track client progress, and provide quarterly reports on each youth to the Pittsburgh Partnership. The average participant remains in the program for approximately 2-1/2 years.

The following are the principal service modules that comprise PPP:

- Intake orientation;
- Motivational orientation:

- GED training;
- Non-academic classes, including family planning, parenting skills and work readiness training;
- Career orientation and vocational/career selection;
- Vocational training in vocational skill centers, community colleges, proprietary business/training schools, or other institutions;
- Internships designed to provide paid work experience and exposure to the work environment;
- Counseling'; and
- Job search and placement.

In addition, special motivational classes and counseling are provided for grandparents and support persons and, in a separate component, for the teenage fathers.

An important feature of PPP is the use of Section 8 housing certificates as an incentive to participate in and complete the program. The certificates are issued to young persons who have successfully completed the program.

11.5.5 Linkages

The Hill House Association draws upon the services of more than 60 public and private agencies and organizations in administering PPP. The principal vehicle for enlisting these services is the program's advisory committee that includes representatives of the Pittsburgh Housing Authority, the Board of Education, the University of Pittsburgh, and various foundations and social welfare organizations. Integrating these services into a single action plan for each participant is the responsibility of the caseworkers on the staff of the Association.

11.5.6 Funding

The program's annual budget is \$754,000. Sixty percent of the funds are provided by the Pittsburgh Partnership under the JOBS program. The balance of the funds is supplied through grants from various agencies of the city of Pittsburgh and private foundations.

11.5.7 Program Management

The program is managed by the project director. The staff consists of: three case managers, a career specialist, an education specialist, a recruiter/community resource specialist, a counselor assistant, three instructors, and a job development specialist.

11.5.8 **Results**

In fiscal year 1988-89, the most recent year for which complete data are available, 77 percent of the teen mothers passed the GED, 75 percent completed vocational training, 55 percent obtained employment, and 70 percent secured housing with the assistance of Section 8 certificates. During the same period, 81 percent of the young fathers obtained employment. In 1989, the program received the Public/Private Initiative Award from the United Way for using public and private resources to meet a critical community need.

11.6 Neighborhood Employment Projects

11.6.1 Background

The Neighborhood Employment Projects (NEPs) were established by the Pittsburgh Partnership to provide job placement services for low-income residents in six Pittsburgh neighborhoods.

11.6.2 Program Mission

The primary goal of the NEPs is to complement economic development in Pittsburgh neighborhoods by providing locally controlled placement services for community residents.

11.6.3 Client Considerations

Clients of NEPs must have low or moderate incomes. Public housing residents are targeted by their proportion of the neighborhood population.

11.6.4 Activities and Services

NEPs provide job development, placement, counseling, and followup assistance. In addition, they offer pre-employment training in resume writing and interviewing skills.

11.6.5 Linkages

In addition to placement assistance, the NEPs refer neighborhood residents to a number of programs available in the Pittsburgh area. These program resources include job training, welfare, education, health, and recreation. The NEPs have involved members of the private sector, through business representation on local NEP advisory hoards and task forces.

11.6.6 Funding

The six NEPs receive financial support from several federal funding sources, including JTPA Title IIA, CDBG, and JOBS. Additional funds are provided by state programs administered by the Pennsylvania Department of Community Affairs.

11.6.7 Program Management

The NEPs are staffed by the Pittsburgh Partnership.

11.6.8 Results

The NEPs have been successful in placing local residents in competitive employment at average hourly wages ranging from \$5.15 - \$5.59.

11.7 Local Factors

All five of the programs within the Pittsburgh Partnership have benefited from the strong political support of the mayor of Pittsburgh and his administration. Another important local factor is Pittsburgh's system of public transportation that enables participants to travel easily to various training sites and places of employment.

The establishment of the Partnership itself, with its emphasis on interagency cooperation, has served to energize agencies and organizations in the community.

The linkage between the Partnership and public housing administrators **has** been strengthened by the close working relationship between the leadership of the two agencies. The executive director of the Partnership represents the mayor on the Human Services Committee of the Pittsburgh Housing Authority. This committee reviews all proposals for human resource development activities in public housing facilities. Members of the Human Services Committee serve on the Partnership's advisory group that reviews proposals for agency-funded activities.

11.8 Lessons Learned

The following are the principal lessons learned by the staff of these five Pittsburgh Partnership projects:

- Residents of public housing developments may be reluctant to venture outside their own neighborhoods and may also fear or distrust outsiders who attempt to help or provide services.
- Recruiters must work directly in the community at the grass-roots level and be prepared to follow through on any commitments made.
- Efforts should be made to remove disincentives to program participation and job placement by limiting the loss of welfare and housing benefits for those who successfully complete skills training and obtain unsubsidized employment.
- In collaborative arrangements, a fair degree of latitude and flexibility is necessary; partners must be willing to make adjustments and take risks.
- Avoid the "all or none" approach to program completion. Follow a flexible approach whereby a voluntary or involuntary interruption in participation may occur without penalty and the client may resume the program at the Point of interruption.
- The most important services for new public housing families are case management and day care arrangements.

12. MILWAUKEE, WISCONSIN

THE WORKPLACE AND SHERMAN PARK

12.1 The WorkPlace

12.1.1 Background

In 1988, a new administration in the city of Milwaukee focused its attention on several depressed neighborhoods that were on the verge of becoming blighted. It concluded that a comprehensive approach was needed to attack the problems of these neighborhoods, with economic development/job creation and related job training forming the core of the strategy. The Private Industry Council (PIC) of Milwaukee County was asked to participate in developing a plan of action to address the problems of Metcalfe Park, the first neighborhood selected for intensive services. The action plan was developed by a committee that included representatives of city agencies, the Milwaukee Area Technical College, the Wisconsin Job Service, the Milwaukee County Department of Social Services, Opportunities Industrialization Centers of Greater Milwaukee, the YWCA of Greater Milwaukee, the AFL-CIO, and the United Way.

At the heart of the plan were provisions for a multi-agency effort to establish The WorkPlace, a training facility that would complement economic development activities in the neighborhood. The plan also provided for such services as road maintenance, clean-up or condemnation of vacant properties, and increased policing.

12.1.2 Program Mission

The primary objective of The WorkPlace is to equip residents of the Metcalfe Park neighborhood with the specific occupational skills requested by area employers so that these individuals will qualify for immediate post-training employment in jobs that pay a living wage. More broadly, the project contributes to the longer-term objective of arresting the economic and social decline of the Metcalfe Park area.

12.1.3 Client Considerations

Since all training at The Workplace is funded under either Title IIA of JTPA or JOBS, **trainees** must be economically disadvantaged. Within the eligible population, the program targets black males, ages 18-30. During the first year of operation, a special effort was made to recruit those eligible individuals with the highest potential for success in order to establish the program's reputation in the employer community. As a result, in some occupational areas, recruiting of trainees was extended outside the Metcalfe Park area.

12.1.4 Activities and Services

The Workplace program is a sequential process that consists of the following steps:

- **Employer Recruitment.** Recruiting employers who will register job openings with The WorkPlace is one of the major responsibilities of the project director. Leads are supplied by the Job Service and other organizations. Many employers call on their own initiative as a result of press coverage or their past association with the JTPA program. The director typically meets with two to five firms a week to explain the program.
- **Development of Training Openings.** The WorkPlace requires that employers provide detailed information about the jobs available, including duties and responsibilities, the work environment, and a clear statement of the training requirements and proficiency standards. The employer must sign a contract specifying the training steps and standards required and agreeing to hire a given number of trainees who have completed training and met the standards.
- **Recruitment of Trainees.** All candidates for WorkPlace training must apply for specific openings through the Job Service, which is responsible for eligibility determination. Most referrals occur through word-of-mouth.
- Assessment. Assessment of candidates' qualifications for specific openings, including appropriate testing, is carried out by staff of community-based organizations who are PIC subcontractors. Employers have the opportunity to interview and reject potential employees before training.
- **Reemployment Training.** Following assessment and acceptance into the program, trainees receive 25-30 hours of pre-employment skills training (WorkPlace rules and conduct) and 10-15 hours of review of basic verbal and math skills.

- Occupational Skills Training. Skills training is designed to meet the requirements of the employer as closely as possible. Details of the training are worked out by the potential employer, The Workplace, and the training contractor; or, training may involve an on-the-job arrangement, with WorkPlace staff acting as training coaches and case managers. The principal training contractor is the Milwaukee. Area Technical College. Training can last up to 6 months. Welding, meat-cutting, rooting, and electrical installation are among the major training areas.
- Placement and Followup. When participants achieve agreed-upon performance standards, they are placed in the jobs promised by employers. WorkPlace staff follow up 30 and 90 days after placement to assure that the employment relationship is proceeding smoothly.

12.1.5 Linkages

In implementing The WorkPlace, the Milwaukee County PIC has coordinated the efforts of several key organizations in the community. The city government, with the assistance of CDBG funds, supplied and renovated The Workplace building. In the employer community, The WorkPlace has a particularly close working relationship with Steeltech, a local small minority business that works primarily on U.S. Department of Defense subcontracts. The PIC has formal agreements with the Job Service, the Milwaukee Area Technical College and community-based organizations, such as Opportunities Industrialization Centers and Goodwill Industries, to provide services at The WorkPlace.

12.1.6 Funding

The PIC budgets \$400,000 per year under JTPA Title IIA to operate the WorkPlace program. Approximately \$150,000 in CDBG funds were used to renovate The WorkPlace building.

12.1.7 Program Management

The director of The WorkPlace reports directly to the executive director of the PIC. Two employees, along with the director, deliver on-site training/services and carry out administrative responsibilities. They also monitor all occupational skills training provided by journeyman instructors who are under contract to The

12.1.8 Results

The initial goals of the project have been achieved. All 84 persons who completed the program were placed, and 90 percent are still on the job.

12.1.9 Local Factors

The local economy has been recovering in recent years after a period of retrenchment that followed the collapse of many traditional "rust belt" industries. Economic recovery, combined with the prospect of customized training for emerging job openings, has made The WorkPlace an attractive resource for area employers.

12.1.10 Lessons Learned

As indicated by the staff of The WorkPlace, the principal lesson learned from their experience thus far is that the key agencies and organizations must recognize that rehabilitation of neighborhoods requires concerted action, and that they have a personal, institutional stake in the success of this united effort.

12.2 Sherman Park

12.2.1 Background

Sherman Park is a predominantly minority neighborhood in Milwaukee. In 1977, the Sherman Park Community Association, a local citizens group, became concerned about the physical deterioration of the area's housing stock and initiated discussions of the problem with the city government, the AFL-CIO, and other organizations. As a result of these discussions, the Association formed the Sherman Park Redevelopment Corporation in 1979, with the objective of renovating the

homes of owner-occupants and, at the same time, providing minorities and women with work experience and pre-apprenticeship training in the building trades.

Originally, the program was funded under the Comprehensive Employment and Training Act, the forerunner of the JTPA program. The primary source of support of the current program is CDBG funds, with JTPA playing a secondary financing role.

12.2.2 Program Mission

The primary mission of the program is to repair building code violations in low-income, owner-occupied housing in the Sherman Park neighborhood, thereby stabilizing property values in the community. A second objective is to provide disadvantaged individuals with paid work experience in the building trades that will enhance their employability and enable some of these individuals to prepare for entry into apprenticeship programs.

12.2.3 Client Considerations

The program targets women and minority males who live in the neighborhood. Of the individuals who have completed the pre-apprenticeship program, 79 percent are minority males (66 percent black and 13 percent Hispanic) and 21 percent are female (racial breakdown not available).

12.2.4 Activities and Services

The program consists primarily of on-site work experience in housing renovation and code-compliance repairs under the supervision of skilled journeymen carpenters and painters. Participants are paid at the union "helper" wage scale, and may remain in the program for up to 18 months, but are encouraged to **seek** non-subsidized employment or to enter pre-apprenticeship training as early as possible.

Those individuals interested in eventually entering formal apprenticeship training receive classroom instruction in reading and math skills in a three-semester, union-sponsored pre-

apprenticeship program that will prepare them for apprenticeship entry tests. A high school diploma or equivalent is also required for entry into apprenticeship.

12.2.5 Linkages

The Sherman Park program has successfully linked a group of organizations and programs that all have strong interest in the project's basic mission. The primary funding source is CDBG, administered by the city government, with additional funds contributed by the Milwaukee PIC under the JTPA Title IIA program. The city's building code inspectors work with the Sherman Park Redevelopment Corporation in identifying buildings with repairable code violations. Local AFL-CIO groups, particularly the local carpenters' and painters' unions, have been important partners by providing the journeymen/supervisors, operating the pre-apprenticeship program through a union-sponsored organization (known as "BIG STEP"), and making apprenticeship opportunities available to successful program graduates.

12.2.6 Funding

Annually, \$400,000 is allocated to the program from the city's Community Development Block Grant; \$25,000 is contributed from JTPA Title IIA funds. The funds cover the wages and fringe benefits of journeymen and work crews, the cost of materials, the cost of the pre-apprenticeship classroom program, and administrative expenses.

12.2.7 Program Management

The program is managed by the executive director of the Sherman Park Redevelopment Corporation, who is responsible for the program's budget and selecting the houses to be rehabilitated. The unions are responsible for screening program applicants, for overseeing the renovation work, and for administering the pre-apprenticeship classroom program through their training organizations.

12.2.8 Results

Sherman Park is characterized by well-maintained homes, few vacant dwellings, and an availability of retail establishments, while adjoining neighborhoods (for example, Metcalfe Park, discussed earlier) have suffered from deterioration. Under the Sherman Park program, hundreds of homes have been repaired for those who were least able to pay for these repairs. These repairs have allowed low-income, owner-occupants to remain in their homes and have helped the neighborhood to remain vital and attractive.

In addition, since the program's inception in 1979, over 400 individuals have benefited from well-paid, practical work experience in the building trades that would help qualify them for competitive employment. Of this number, 54 persons have moved into formal apprenticeship training, the gateway to careers as journeymen in the skilled trades.

12.2.9 Local Factors

Although the Milwaukee economy is relatively healthy, the building industry has experienced a downturn in recent years. Thus, building trades jobs are scarce. While this has meant that fewer individuals are being accepted as apprentices, the Sherman Park program has continued to function, providing temporary employment and valuable work experience for program participants. The primary factors that account for this continued success are:

- The concern and commitment of Sherman Park's residents in maintaining the appearance of their neighborhood;
- The willingness of the city to continue its investment, through CDBG, in this community; and
- The continuing policy of local labor unions to provide expanded opportunities for minority and female workers.

12.2.10 Lessons Learned

The project staff believe that it was particularly important, in the Sherman Park partnership, that each of the partners had an important stake in a successful outcome: the residents, who wished to preserve the quality and physical appearance of their neighborhood; the city government, that had an interest in preventing the deterioration of a community and the eroding tax base that would follow; and local unions that needed to broaden the ethnic composition of their membership.

The staff also attribute the success of the project to low turnover in program staff and contract personnel who serve as instructors.