



**Narration Notes:**

Welcome to HUD's Office of Special Needs Assistance Programs (SNAPS) teleconference presentation on documenting employment results. This teleconference is being moderated by staff from ICF International and Advocates for Human Potential, Inc., who worked collaboratively on this product under contract to HUD.

This one-and-a-half hour national teleconference is intended for coordinators, supervisors, and directors of employment programs in the homeless assistance and workforce systems, as well as fund development specialists. It can also be used by case managers and employment specialists to gain a better understanding of employment practices and indicators of success.

Our focus today is on what works in employment services. We will examine what is known about successful employment programs and discuss how these results are quantified and replicated. We will not focus on the specific steps necessary to help a person who is homeless become job ready. For more information on that topic you can go to HUD's Homelessness Resource Exchange at [www.hudhre.info](http://www.hudhre.info).

# Introductions

- Who we are
  - U.S. Department of Housing and Urban Development Special Needs Assistance Program
    - <http://www.hud.gov/offices/cpd/homeless/index.cfm>
    - <http://www.hudhre.info>
  - ICF International (ICF)
    - [www.icfi.com](http://www.icfi.com)
  - Advocates for Human Potential (AHP)
    - [www.ahpnet.com](http://www.ahpnet.com)

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## **Narration Notes:**

The SNAPS office of the U.S. Department of Housing and Urban Development contracted with ICF International to create a series of products that address employment for people who are homeless. ICF subcontracted with AHP for some of these products, which include several guidebooks, a lecture series, and this teleconference.

Founded in 1969, ICF International is a large consulting firm that partners with government and commercial clients to deliver consulting services and technology solutions in a variety of fields, including low-income housing, community development, and homelessness assistance.

Advocates for Human Potential is a research and consulting firm that specializes in changing or improving organizational systems. AHP's services focus on the needs of people with disabilities and disadvantages to help them achieve full community integration. Several of AHP's core content areas are part of this product, including mental health policy and services, homelessness and housing, and employment program development.



# Introductions

## ■ Presenter Introductions

- John Rio, Advocates for Human Potential
- Dan Buck, St. Patrick Center
- Margret Graham, Workforce Development Council of Seattle-King County

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### **Narration Notes:**

Our presenters today are

- John Rio;
- Dan Buck; and
- Margret Graham.

# Purpose of Teleconference

- Help homeless assistance and workforce providers collaborate on behalf of homeless jobseekers
- Document successful employment practices so that others may learn from them

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## **Narration Notes:**

The purpose of this teleconference is twofold.

First, we want to document employment practices that have been successful in helping homeless people obtain and retain jobs so that we can learn from them and replicate them when possible. We will do this by examining what factors contribute to success and how successful programs document and quantify these factors.

Second, we want to help providers in the homeless assistance and workforce systems understand how to collaborate on behalf of homeless jobseekers, taking into account their separate treatment philosophies, funding streams, and performance measurement systems. We will do this by learning what works from other providers who have helped people make the transition from homelessness to successful employment and housing.

# Overview of the Teleconference

- Background Information
- Systems and Services
- Principles and Practices
- Defining/Documenting Success
- Creating Successful Collaborations
- Summary and Resources

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## **Narration Notes:**

During the next hour and a half, we will discuss

•**Background:** We'll begin by discussing some important reasons for documenting results of employment services for homeless people.

•**Systems and Services:** Next, we'll talk about the two separate systems that fund and deliver employment services for homeless people—the homeless assistance system and the mainstream system of workforce development and ancillary services.

•**Principles and Practices:** Then, we'll highlight basic principles and practices behind successful employment programs.

•**Defining and Documenting Success:** We'll continue by examining how the homeless and mainstream systems define success, what measures they use to document success, and how these relate to one another.

•**Creating Successful Collaborations:** After that, we'll explore the impact that these differing systems of measurement have on creating successful collaborations between the homeless assistance and workforce systems on behalf of homeless jobseekers.

•**Summary and Resources:** Finally, we'll review what we've learned about success for both clients and programs and close with a set of resources for more information.



# Background

- Why document results?

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## **Narration Notes:**

### **Background**

Let's begin by discussing why it's important to document results in employment.

# Why Document Results?

- Homeless people want and need to work.
- Homelessness and joblessness are linked.
- Performance measures assess participant and program success.
- Treatment, housing, and employment can help break the cycle of homelessness.

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## **Narration Notes:**

We all know there is a high rate of unemployment among people who are homeless and, in fact, a lack of employment is a cause of homelessness for some individuals. However, we also know that homeless people want and need to work. Research and practice tell us that given the opportunity, training, and support, even people who have been homeless for long periods of time or have had frequent episodes of homelessness can work.

We also know that homelessness and joblessness are inextricably linked. Stated simply, being homeless makes it difficult to find a job and not having a job makes it difficult to find and maintain a home. Clearly, it is difficult to interview for a job if you do not have a place to take a shower or a clean pair of clothes. Likewise, it is hard to maintain a job if you do not have a regular place to sleep, a way to store tools or supplies, and regular transportation.

Typically those of us in the homeless assistance sector have moved people from the streets to shelters; then to transitional or permanent, subsidized housing; and perhaps ultimately to market-rate housing. Unfortunately, this process has done little to encourage, and in some cases has actually hindered, employment. Similarly, requiring people to prove their readiness for competitive employment by demonstrating housing stability, clean and sober behavior, stable mental health, and work adjustment skills presents additional barriers to employment.

Supported by recent research, practitioners are now encouraged to help people access employment more directly. Just as we ask what supports and services are necessary to help people succeed when they are placed directly into permanent housing, we can act quickly to determine a homeless person's interest in employment, strengths and abilities, the usefulness of these talents to employers, and what supports are needed to get and keep a good job.

Performance measures help you focus on client success by providing important feedback about how your program is doing. Are clients finding jobs? Are they able to obtain better housing if they are employed? Are they more stable as a result? Performance measures provide programs with a baseline from which to assess whether or not the participant is making progress and if the program is working.

These changes mean case managers, treatment staff, and employment specialists can now seek to engage people in an individually tailored, simultaneous combination of treatment, employment, and housing, all of which are the potential supports needed for someone to break the cycle of homelessness and joblessness.

## Why Document Results?

- Continuum of Care priorities have changed.
- GPRA measures emphasize employment.
- Performance measures increase accountability.
- There are agencies and programs that work.

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### **Narration Notes:**

In addition to recent changes in theory and practice, other changes in the homeless assistance system make it imperative to look at what elements make an employment program successful.

Notably, HUD has shifted its focus somewhat under the Continuum of Care to place more emphasis on permanent housing over service provision. As a result, HUD is awarding more score points and funds for housing and fewer funds for services under the Continuum of Care, and providers must find new ways to address and pay for services for clients. Despite this change, Government Performance and Results Act, or GPRA, measures linked to the Continuum of Care hold homeless providers accountable for employment outcomes. We'll discuss more about GPRA later in this presentation.

All of these changes mean that providers need more than ever to learn from one another and to document their success in order to stay competitive for funding competitions and, more important, to have a positive impact on the lives of the homeless clients they serve. The good news is that there are a number of programs that are already successful in helping people who are homeless become and stay employed. We will explore some of these today and summarize the lessons learned from both, these and other programs nationwide.

# Systems and Services

- The mainstream system
- The homeless assistance system
  
- Mainstream workforce funding
- Other mainstream funding
- Targeted funding for homeless people

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## **Narration Notes:**

### **Systems and Services**

Funding and programs for workforce development come from two systems—the homeless assistance system and the mainstream system. Let's now examine the two systems and the funding sources available within them for homeless jobseekers.

# The Mainstream System

## ■ Advantages

- + High capacity
- + Links to employers
- + Braided funding streams

## ■ Disadvantages

- May be unable to deal effectively with people who have complex needs
- Lack of flexibility, creativity

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### **Narration Notes:**

Mainstream programs are publicly funded programs that provide services, housing, employment, and income supports to people who are poor or disadvantaged, whether they are homeless or not. The Homeless system focuses on the specific needs of people who are homeless, including employment, housing, and a variety of supportive services. The resources of both systems are important to build a successful program of employment services for homeless people.

Each system has its advantages and disadvantages for serving homeless people. The mainstream system has developed significant capacity to build relationships with local, regional, and national employers and to establish linkages for placing large numbers of individuals into jobs at these employment locations. Doing so is difficult to perform on a small scale or with only one source of workers, so the scope and funding of the workforce system make it well-suited to this role.

Some workforce systems across the country have been effective at “braiding” funding streams in order to serve diverse populations with different needs. Braiding occurs when one or more organizations use a variety of funding sources to develop a joint venture without changing the inherent program rules of each source.

Examples include cities that are integrating employment programs for homeless veterans with overall workforce services, One-Stop Career Centers that are co-locating with homeless employment programs, and One-Stop Career Centers that are implementing employment programs which integrate motivational interviewing principles into the overall employment placement process. We'll talk more about services offered by One-Stop Career Centers in a moment.

However, the mainstream system is not as proficient at serving individuals with multiple, complex needs. Often, homeless people require specific accommodations to benefit from mainstream employment programs and the providers that operate these mainstream services may not be funded or adequately trained to provide this extra level of support.

# The Homeless Assistance System

## ■ Advantages

- + Flexible, creative
- + Intensive services
- + Connected with high-need individuals

## ■ Disadvantages

- Serves fewer people
- Few connections to industry, employers
- Not always connected to WIBs

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### **Narration Notes:**

Meeting the multiple and complex needs of homeless people—particularly those with mental illnesses and co-occurring substance use disorders—requires flexibility and, many times, creativity. This is something that caseworkers in the homeless assistance system tend to do very well. The homeless assistance system is also highly committed to providing the intensive and individualized services people with unique combinations of needs require to be successful.

However, this specialization means that the homeless system serves fewer people than the workforce system. Homeless assistance outreach workers and case managers may be unaware of the workforce system's requirements and resources or how to access them on behalf of their clients. Further, they may mistakenly believe that their clients are not ready for competitive employment or able to be successful. Finally, they may not be connected to or collaborating with their local workforce providers and area employers who can help their clients gain access to jobs that pay a living wage.

# Mainstream Workforce Funding

- Workforce Investment Act (WIA) (U.S. Department of Labor)
  - State and local Workforce Investment Boards
  - One-Stop Career Centers
    - Core, intensive, and training services

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## **Narration Notes:**

One of the key differences between the mainstream and homeless assistance systems is in the type and level of funding for employment services. Let's begin with the mainstream workforce system.

The Workforce Investment Act of 1998, which replaced the Job Training Partnership Act, provides the framework for a public workforce system designed to (1) help employers find workers, (2) help jobseekers find employment, and (3) train individuals for jobs in demand. Title I of WIA provides for services to adults, youth, and dislocated workers through three formula-based funding streams administered by the U.S. Department of Labor.

WIA money is overseen by State and local Workforce Investment Boards that have broad discretion to design and operate their systems. Each local WIB charters at least one comprehensive One-Stop Career Center in its service area.

As their name implies, One-Stop Career Centers are facilities where jobseekers can access a broad range of employment-related and training services in a single, central location.

One-Stop Career Centers offer three types of services—core, intensive, and training services. Core services are self-directed job search activities that are available to anyone, regardless of income or other eligibility criteria. Intensive services provide

## Other Mainstream Funding

- State Vocational Rehabilitation Agencies (U.S. Department of Education)
- Temporary Assistance for Needy Families (U.S. Department of Health and Human Services)
- Job Corps (U.S. Department of Labor)
- Youth Build (U.S. Department of Housing and Urban Development)

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### Narration Notes:

In addition to the WIA, there are a number of other Federal mainstream programs that can support employment services. In 2003, the U.S. General Accounting Office—now the Government Accountability Office (GAO)—identified 44 programs administered by 9 federal agencies that provided a range of employment and training services. Of these, six programs accounted for nearly three quarters of the dollars spent on these services. In addition to the WIA adult, youth, and dislocated worker programs, the other three programs are State vocational rehabilitation agencies, Temporary Assistance for Needy Families, and Job Corps. I'll highlight each of these in brief:

•**State vocational rehabilitation agencies** are funded by the Rehabilitation Services Administration of the U.S. Department of Education, under Title I of the Rehabilitation Act of 1973. VR agencies provide employment-related services for individuals with disabilities, giving priority to individuals who are significantly disabled. Individuals who have a physical or mental disability that presents a substantial impairment to employment, and who need services to prepare for, secure, retain, or regain employment, are eligible for VR services.

•The **Temporary Assistance for Needy Families** or TANF program is administered by the U.S. Department of Health and Human Services to provide financial assistance, supportive services, and work opportunities to needy families with children. Welfare reform legislation grants States the flexibility to use TANF funds for many workforce services and supports such as job search and placement, subsidized employment, job retention and advancement, basic and advanced skills training, and work supports for low-income families on and off cash assistance.

## Targeted Funding for Homeless People

- Homeless Veterans' Reintegration Program (U.S. Department of Labor)
- McKinney-Vento SHP Supportive Services Only (SSO) projects (U.S. Department of Housing and Urban Development)

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### **Narration Notes:**

Mainstream resources such as these are extremely important for helping homeless jobseekers because funding targeted to the job training and employment needs of this group is severely limited. The only Federal program geared specifically to the needs of *homeless* jobseekers is the DOL Homeless Veterans' Reintegration Program. The purpose of HVRP is to provide services that help homeless veterans "reintegrate" into the labor force and to stimulate the development of effective service delivery systems that will address the complex problems facing homeless veterans.

Funds are awarded on a competitive basis to eligible applicants, which include State and local Workforce Investment Boards, public agencies, for-profit entities, and nonprofit organizations. Grantees provide job placement, training, and career counseling and link veterans to a variety of supportive services in the community.

Currently, many homeless assistance providers fund employment services for homeless people using the McKinney-Vento Supportive Housing Program's Supportive Services Only (SSO) grants. However, as I noted earlier in this presentation, HUD is awarding more funds for housing versus services since providing housing is HUD's main focus, which means many programs that currently use SSO grants to fund employment will have to find alternate sources of funding in order to sustain the services they provide. The mainstream resources we've discussed, and some additional ones I'll highlight later in the presentation, are a good place to start.



# Principles and Practices

- Benefits of vocational services
- Successful strategies
- Engagement strategies
- Transferring skills

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## **Narration Notes:**

### **Principles and Practices**

I'd like to turn our attention now to some basic principles and practices behind successful employment programs. But before we do that, let's briefly review why we do this difficult, but important, work.

# Benefits of Vocational Services

- Reduces public expenditures and increases tax base
- Increases stability and reintegration into society
- Reduces substance use
- Reduces symptoms of mental illnesses and co-occurring disorders
- Improves job retention

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## Narration Notes:

Research on employment for people who are homeless is consistent in several areas. It shows that work not only reduces public expenditures on benefits such as unemployment and TANF, but that it is critical to an increased quality of life for people who are homeless. In particular:

**Income promotes stability.** Individuals who have income from work and/or benefits can become stably housed, and stable housing allows them to benefit from employment and from treatment services. Access to income, affordable housing, and treatment and support services help people transition from poverty, disenfranchisement, and recurrent homelessness to a healthy and dignified life in the community. Work also enhances self-esteem and provides people with valuable social support.

**Work supports recovery.** Many individuals with mental illnesses and substance use disorders, who are overrepresented among the homeless population, cite employment as critical to their recovery. In addition to increased self-esteem, providers that serve these individuals have come to recognize that having a job can help develop a motivation to change, dignity and self-respect, and hope for the future.

**Vocational services promote job retention.** The most successful programs provide follow-up support for clients from 3 to 12 months after they have been placed successfully in a job. Research shows that this helps clients gain stability

# Successful Strategies

- Linking to other programs and services
- Including all stakeholders
- Successful engagement

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## **Narration Notes:**

Neither the mainstream nor the homeless assistance system is able to meet the needs of homeless jobseekers by itself. Across systems, successful programs share several characteristics:

- First, they tend to get out of their individual “silos” and link to one another, building on each system’s strengths. We know that individuals who receive comprehensive services have a higher rate of success. Creating linkages among housing, employment, and treatment programs and establishing a no-wrong door approach to obtaining services is crucial. This means that individuals should be able to obtain the assistance they need, regardless of which system they enter or where they do so.

- Second, successful employment programs include all stakeholders—including homeless people—in the planning, implementation, and evaluation of services. Both the workforce and homeless assistance systems have much to offer each other. Employment specialists have access to employers and tools for success. Homeless assistance case managers and other direct service staff understand the barriers to employment their clients face and can provide the necessary supports they need to be successful.

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- Finally, successful employment programs engage people who are homeless successfully and over a sustained period of time. This last element—empathic and sustained engagement—is particularly important and is a strength of homeless assistance programs; we’ll explore that in more depth with our next slide.

# Engagement Strategies

- Establish relationship/trust
- Learn what their real needs are ( child care, transportation etc.)
- Prompt and listen to peoples' stories of jobs they've had and jobs they want
- Make a "standing offer of work"

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## **Narration Notes:**

Establishing a trusting relationship is the most important first step in engaging someone who is homeless. They need to feel safe and believe that they can be open and honest with you. The most successful engagement efforts are those that are sustained over a period of time; non-threatening and flexible; responsive to an individual's perceived and real needs (i.e., day care, transportation); and designed to build trust slowly, beginning with meeting people "where they are."

Talking to people about work is an important engagement strategy. Asking people about their work experiences can prompt a discussion about what employment options are available and how the individual views work, while at the same time building your relationship with them.

Because many homeless people, including those with mental illnesses and co-occurring substance use disorders, identify themselves as wanting to work, it can be valuable to be able to make what is called a "standing offer of work." Agencies that do so provide flexible, part-time jobs that are owned by the agency to give people an early opportunity to test work. For example, some homeless assistance and workforce providers operate social enterprise businesses that allow clients to test their job skills and provide an additional source of revenue for the agency.

# Transferring Skills

- Identifying and developing personal strengths
- Understanding coping skills as workplace assets
- Building self-worth to increase capabilities

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## **Narration Notes:**

Let's talk for a minute about another successful practice, which involves helping homeless people learn how to translate the skills they've developed to survive on the streets into those they need to succeed in a job. People who are homeless use many skills to navigate their lives on the streets.

For example, people who are homeless must manage complex schedules. Often, they are evicted from shelters early in the morning and must make their way back before the doors close in the evening. During the day, in sweltering heat or below-zero temperatures, they must know when and where to pick up food, what street corner offers the best chance of receiving loose change and when and where to meet with an outreach worker or case manager to talk about getting help, all with limited or no access to transportation and perhaps without even a watch.

Employment programs can take these skills into consideration at assessment or placement. Ask, in particular, about personal strengths. When individuals are asked to identify what they are good at, it may serve as a predictor of what type of work they will be interested in and successful at. It will also allow them to take a pro-active role in their placement.

Examine coping skills, as well. Resourcefulness and the ability to overcome difficult situations can be very valuable skills in the workplace. Looking at what a client has been able to do while living on the streets, and assessing what can be transferred or adapted to the workplace, is not only an effective résumé builder, but also a self-

## Defining/Documenting Success

- Homeless assistance system
- Continuum of Care requirements
- Mainstream workforce system
- Government Performance and Results Act (GPRA)

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### **Narration Notes:**

#### **Defining/Documenting Success**

Let's turn our attention now to how we define what employment success looks like for our homeless clients.

# Homeless Assistance System

- Regular versus sheltered employment
- Does employment contribute to housing stability?
- Does employment contribute to recovery?

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## **Narration Notes:**

The homeless assistance system defines success in a variety of qualitative and quantitative ways. Qualitative measures include:

- Is the person working at all, and is that work in regular or sheltered employment?
- Is the person able to maintain housing and what is the quality of that housing? This includes such factors as how long the person stays in housing, whether the housing is a transitional or permanent placement, and whether the housing is subsidized or not.
- Is the person able to maintain a service plan? For example, is he or she making progress with vocational goals such as training, finding work, or participating in work, as well as with non-vocational goals such as achieving sobriety or symptom management?

# Continuum of Care Requirements

## ■ HMIS

- Currently employed?
- How many hours worked?
- Permanent, temporary, seasonal?
- If not working, are they looking for work?

## ■ Additional items to consider

- Source of income
- Amount of income

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### **Narration Notes:**

In addition to the qualitative measures commonly used by service providers, the Continuum of Care funding requires that programs count several quantitative employment statistics for each client entered into HUD's Homeless Management Information System (HMIS) system.

The HMIS allows providers to track service indicators, including client-level data on services provided, progress, outcomes, and follow-up. Additional information, such as mental health indicators, may be tracked at the discretion of the service provider but are not required.

The data elements reported on through HMIS are:

- Is the client currently employed?
- If currently employed, how many hours did the client work in the last week?
- If currently employed, is the work permanent, temporary, or seasonal?
- If the client is not currently working, is he or she looking for work?

Additional items that can be collected are:

- What is the source of income;
- How much the person earns per hour or per week in order to track wage changes;
- Clearly, housing and shelter programs under the Continuum must ensure that clients are working toward vocational goals as well as housing goals; and
- It is recommended that you add Annual Performance Reporting information as well, including the income source and amount for clients.

# Mainstream Workforce System

- Workforce Investment Act national measures
- Hinge on “eligible” status and “exit” status
- Employment in FIRST quarter is crucial
- Benchmarks negotiated by State and local boards

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## Narration Notes:

The WIA system uses national measures of success. In order to promote integration of services, in 2005, the Department of Labor collaborated with other Federal agencies and adopted common performance measures for use in two dozen Federal job training and employment programs. Only one of these programs, called YouthBuild, is administered by HUD. The remaining programs are administered by the Department of Labor, Department of Education, and other agencies.

All of the measures are dependent on two factors: the number of people who qualify as “eligible” —defined as those who are both determined to be eligible to receive services AND actually receive a service within 90 days—and the date of “exit” from services.

Another factor that is extremely important in affecting positive outcomes is employment in the **first quarter after exit**. A person who is not employed during the first quarter is not counted in subsequent performance measures, even if he or she later obtains a job. This is considered the “magic” quarter for positive outcomes. Employment is defined by those who have *wages* greater than zero.

Finally, while the measures are national, performance benchmarks under each measure are negotiated by the local and State Workforce Investment Boards.

# Mainstream Workforce System

- National performance measures
  - Number who entered employment
  - Employment retention
  - Average earnings (must meet local area earnings goal)

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## Narration Notes:

The three common national performance measures are:

1. The number of people who entered employment, defined as those who were employed in the first quarter after program “exit”;
2. Employment retention, defined as those who are employed in both the 2nd **and** 3rd quarters after the quarter they exit from employment services; and
3. Average earnings of those employed in the 1st, 2nd, **and** 3rd quarters. This is measured by dividing total post-program earnings in quarters two and three by the number of people who exited in the first quarter. Average earnings must meet or exceed the local area earnings goal, which is negotiated by the local WIB with the State.

# Mainstream Workforce System

- Employment credentialing
  - Workforce credentialing
  - *Workkeys*
  - National workforce credential

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## Narration Notes:

A fourth performance measure that WIA programs track is the employment credential, or the number of adults and dislocated workers who receive training services who are employed in the first quarter **and** receive a work credential or certificate by the end of the third quarter after exit.

Workforce credentialing has become a trend in mainstream workforce development. This means training and testing workers to provide them with employment credentials or job readiness certificates based on their performance on the tests. Credentials are then used by the jobseeker when applying for specific jobs.

*Workkeys* is the brand name of a series of skill tests used for credentialing. Workkeys tests measure a variety of factors to assess readiness for work. Some of the assessments offered include reading for information, business writing, locating information, applied technology, and applied mathematics. Workkeys is used by the mainstream workforce system in 40 States. The tests are used not just to assess where a worker is, but also as a basis for providing work credentials in the areas of Applied Mathematics, Locating Information, and Reading for Information. Workkeys testing may also lead to a National Career Readiness Certificate. For more information on Workkeys, go to [www.act.org/workkeys](http://www.act.org/workkeys).

The National Career Readiness Certificate is certificate program that certifies individuals who achieve specific scores on Workkeys assessments. The idea is that by obtaining a certain score or certification level, a person can demonstrate that he

# Mainstream Workforce System

- Performance exemptions
  - Institutionalized
  - Missing or invalid SSN
  - Under medical care
  - Called to active duty
  - Death
- More difficult to serve populations *not* exempt from measures

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## **Narration Notes:**

The WIA allows grantees to exclude some people from counting toward performance measures. Participants who were enrolled in services, but had to discontinue services for one of the following five reasons, are exempt from performance reporting. The five reasons are:

- Someone who is institutionalized or incarcerated;
- A person who does not voluntarily provide a valid Social Security number;
- A person who is receiving medical care or is taking care of a family member;
- Military reservists who are called to active duty; or
- Someone who dies during participation.

Individuals for whom services need to be interrupted—for example because they are unable to continue for health or medical reasons or they are waiting for a planned training element to begin—may enter into what is called a “planned gap” in services; they will not be counted for purposes of performance reporting.

DOL does not, however, allow the workforce system to exempt a group of people from being counted in performance evaluations, which may create an unintentional disincentive to serve groups of people that are statistically less likely to find or maintain employment using the workforce system’s services. Because the needs of people who are homeless can be quite complex, some mainstream workforce providers may be reluctant to serve them for fear of not meeting their required outcomes.

## Government Performance and Results Act (GPRA)

- Holds Federal agencies accountable
  - Requires a strategic plan
  - Requires the creation of measures
  - Annual reporting
- No prescribed performance measures
- Requires coordination!

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### **Narration Notes:**

Finally, GPRA—the Government Performance and Results Act of 1993—helps hold Federal agencies accountable for using resources wisely and achieving program results. GPRA requires federally funded agencies to develop a 5-year strategic plan that sets out long-term goals and objectives and create annual performance plans and reports that chart progress toward meeting an agency's stated commitments. In turn, Federal agencies that provide grants to homeless service providers or the mainstream workforce system pass on GPRA requirements to their grantees.

GPRA does not establish specific performance measures for grantees, but it does require that Federal grantees gather, measure, and report results. Since HUD and DOL are unlikely to request the exact same performance measures, GPRA requirements can impact coordination efforts between homeless and workforce grantees. Even obvious aspects of some programs can be problematic when homeless assistance and workforce providers collaborate on behalf of homeless clients. For example, the definition of a participant or a participant's date of enrollment may vary slightly across two programs and thereby complicate who is counted. The most successful programs have found ways to communicate about their differing measurement criteria and make their individual program guidelines work for both systems.

# Creating Successful Collaborations

- Challenges
- Solutions
- Collaborations that work
- Ask the experts

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## **Narration Notes:**

### **Creating Successful Collaborations**

We've examined the separate treatment philosophies, funding streams, and performance measurement systems of the homeless assistance and workforce systems with respect to employment for homeless people. Now let's look at how programs bridge these distinct worlds to create successful programs for homeless jobseekers.

# Challenges

- Two systems of measurement
- Lack of flexibility in traditional employment services
- Limited funding
- Structural barriers in mainstream programs

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## Narration Notes:

Collaborations between homeless assistance and workforce systems have great potential for meeting the full range of needs of homeless jobseekers. Clearly, however, there are some significant challenges that must be overcome.

First, the **two systems of measurement**, while they attempt to measure similar outcomes, may conflict with one another and create barriers for participation by homeless jobseekers in the mainstream system. For example, in order to improve employment outcomes, the mainstream system is under pressure to obtain employment for its participants in the first quarter after they exit services. Mainstream providers who fear that homeless clients will not be able to meet this standard may be reluctant to serve them.

Second, **traditional employment services may not be effective unless they are modified** for homeless jobseekers. Homeless jobseekers may be more disconnected from and intimidated by the mainstream system, making it difficult for them to benefit from its services. Other barriers include lack of transportation and childcare. Some collaborative initiatives have addressed these obstacles by co-locating workforce and homeless assistance services in a One-Stop Career Center or homeless drop-in center.

Third, **limited funding** in many mainstream programs makes it difficult for them to serve their current clients, let alone meet increased demand. For this reason alone, programs may resist taking homeless clients.

## Possible Solutions

- Collaboration on the front-end
- Modifications to accommodate clients who are homeless
- Bring non-WIA funds to the table
- Assign a homeless specialist to the project

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### Narration Notes:

Successful collaborative initiatives employ the following strategies to solidify their achievements:

**They plan together from the beginning.** When homeless assistance and mainstream workforce programs decide to collaborate, it works best if they plan their program together and discuss details such as performance measures, funding streams, and reporting requirements. Those that understand each other's requirements and constraints are best able to problem solve and adjust to challenges.

**They create flexible employment services.** Homeless assistance providers typically serve people with multiple barriers to work. While working with the group may not appeal to traditional workforce programs, providers in both systems have a wealth of experience and skills they can share with one another. For example, if people who are homeless cannot get to the One-Stop Career Center on their own due to lack of transportation, a homeless assistance caseworker can arrange transportation. Because some homeless people may be intimidated by trying to use the services of a One-Stop Career Center, Center staff can arrange for presentations specifically geared to homeless clients.

**They access non-WIA funds.** The homeless assistance system can use funds for special needs populations that are not subject to the same restrictions as WIA funds. These include the Food Stamp Employment and Training Program,

## Collaborations That Work

- ARCH & the Mid-South One-Stop Career Center – Chicago
  - Serves chronically homeless
  - Provides targeted One-Stop services
  - Additional supports enable participants to use One-Stop services

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### **Narration Notes:**

Let's look at one program that put some of these principles into action. The collaboration between ARCH and the Mid-South One-Stop Career Center in Chicago provides specialized services for homeless people at a One-Stop Center.

Jeffrey Gilbert, Program Director for the ARCH Team, which stands for ACT (Assertive Community Treatment) Resource for the Chronically Homeless, saw a problem and set out to address it. ARCH was created in response to an award to the Illinois Department of Human Services under the Federal Collaborative Initiative to Help End Chronic Homelessness, an effort of HUD, the U.S. Department of Health and Human Services, and the U.S. Department of Veterans Affairs. Gilbert saw that many of his clients lacked confidence and knowledge about how to use One-Stop services and frequently had large gaps in their work history. Further, they didn't feel supported by workforce staff. He approached the Mid-South One-Stop Career Center, one of four full-service Career Centers in Chicago, with a plan. Together, the two agencies embarked on an unfunded pilot to provide a comprehensive set of services to homeless jobseekers.

Gilbert recruited five clients who were housed and were active participants with the ARCH Team. Together, they participated in One-Stop services as a group (for example, they attended an orientation that was designed specifically for them). The ARCH employment specialist supported participants by arranging transportation, addressing behavioral health concerns, and coordinating housing and health care services. A Mid-South case manager, together with the Disability Program Navigator at the One-Stop Career Center, coordinated and facilitated access to

## Ask the Experts

- Dan Buck, St. Patrick Center, St. Louis, MO
- Margret Graham, Workforce Development Council of Seattle-King County

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### **Narration Notes:**

As this point in the presentation, we have a wonderful opportunity to hear from the “experts”—two individuals who have put these theories into practice and are working successfully with homeless jobseekers.

Dan Buck is CEO of the St. Patrick Center in St. Louis, MO. St. Patrick’s operates The Partnership Center, which provides “one-stop shopping” for a set of services homeless people need, and the agency operates a variety of employment programs both on its own and through partners. These include an employment agency, a program for ex-offenders, and a restaurant, McMurphy’s Grill, which provides training and employment opportunities for St. Patrick Center clients.

Margret Graham is with the Workforce Development Council of Seattle-King County. The mission of the Workforce Development Council is to “provide a world class workforce training and development system for the residents and employers of King County.”

Both Dan and Margret have agreed to take your questions on a variety of topics related to providing employment services to homeless and disadvantaged jobseekers. At this time, we’ll open the presentation for your questions. You can ask your question via the conference line.



# Summary of What Works

- Success checklist for clients
- Success checklist for project teams
- Resources for more information

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## **Narration Notes:**

### **Summary and Resources**

Thank you, Dan and Margret. I know you've given our participants some useful tips they can take back to their own programs.

I'd like to close our presentation today with a summary of what works, both for clients and for the teams that serve them.

## Success Checklist for Clients

- Increased stabilization and self-sufficiency
- Increased employment
- Increased retention in employment
- Increased earnings
- Increased sense of self-esteem

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### **Narration Notes:**

Regardless of whether your funders require you to track outcomes, it will be helpful to you as program developers and case managers to know how your clients are doing. When you are offering a full range of comprehensive services to homeless jobseekers, you likely will see the following measures of success:

- They will become increasingly stable and self-sufficient. In particular, they will have decreased psychiatric symptoms and substance use and a greater ability to manage activities of daily living. Clearly, having stable, affordable housing will be critical to their success.
- They will be able to find and accept a job and to retain it over time, perhaps with the aid of follow-along support.
- They will earn a living wage and have benefits, either through their employer or various government programs such as Medicaid.
- Most important, when homeless people recognize their skills and interests and put aside their fears to take the first steps back into the world of work, they will gain a greater sense of self-esteem that will support their future success.

## Success Checklist for Teams

- Fully explore interests, needs and skills for each client
- Link to mainstream resources and other supports
- Address employment *and* housing *and* other needs
- Partner with the workforce system
- Celebrate small successes

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### **Narration Notes:**

It is also helpful to understand whether, as a team, those of you who are working with homeless jobseekers are successful in your efforts. To do so, you must:

- Fully explore your clients' interests and skills and help them translate this into a suitable job.
- Identify a full range of support needs and provide those supports directly or by linking clients to other providers. You can help your clients take full advantage of the mainstream resources for which they are eligible, including such benefits as Supplemental Security Income and Medicaid.
- Address your clients' housing and employment simultaneously. Remember, it is difficult to work without a home and it is nearly impossible to maintain a home without a job.
- Partner with the workforce system that provides an organized method to search for jobs and tracks employers' needs. Educate them about your clients' needs and abilities.
- Finally, celebrate your clients' successes, no matter how small. For some people who have been homeless, particularly those with mental illnesses and/or co-occurring substance use disorders, the path to employment may be rocky and gradual. But work is both an important adjunct to their recovery and a means of becoming a self-sufficient member of the community. They deserve every opportunity to succeed.

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- Chronic Homelessness and Employment Technical Assistance Center. (in press). Issue Brief: *WIA performance measures and homeless job seekers*.

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### **Narration Notes:**

The final two slides in our presentation include several of the sources we've used in compiling our information and a set of resources for more information. We encourage you to seek additional information on any and all of the topics we've discussed.

Thank you for participating in this teleconference today. Copies of the PowerPoint slides and streaming audio of today's presentation will be archived on the HUD Homelessness Resource Exchange at [www.hudhre.info](http://www.hudhre.info).

This ends our presentation.

# Resources

- HUD's Homelessness Resource Exchange [www.hudhre.info](http://www.hudhre.info)
- Department of Labor One Stop Centers: [www.careeronestop.org](http://www.careeronestop.org)
- A list of local VR offices: [www.jan.wvu.edu/SBSES/VOCREHAB.HTM](http://www.jan.wvu.edu/SBSES/VOCREHAB.HTM)
- Vocational Rehabilitation State Grants: [www.ed.gov/programs/rsabvrs/index.html](http://www.ed.gov/programs/rsabvrs/index.html)
- WIA performance enhancement project: [www.spra.com/PEP/adult.shtml](http://www.spra.com/PEP/adult.shtml)
- Corporation for Supportive Housing: [www.csh.org](http://www.csh.org)
- WIA performance measures:  
[www.doleta.gov/performance/quickview/WIAPMeasures.cfm](http://www.doleta.gov/performance/quickview/WIAPMeasures.cfm)
- *Finding Funding: A Guide to Federal Funding for Workforce Development Initiatives.*  
The Finance Project, [www.financeproject.org](http://www.financeproject.org)

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## Narration Notes: