

STRATEGICALLY POSITIONING GOODWILL INDUSTRIES OF CENTRAL TEXAS

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LIST OF ACRONYMS

| | |
|---------|---|
| APA | Austin Polytechnic Academy (Chicago) |
| ARCH | Austin Resource Center for the Homeless |
| CHASSIS | Community Health and Social Services Information |
| CRP | Community Rehabilitation Programs |
| CRS | College Readiness Standards |
| CTS | (Goodwill) Client Tracking System |
| DARS | Department of Assistive and Rehabilitative Services |
| ECM | ECMTH Software(Empowered Solutions Group) |
| G3 | Goodwill Goes Green |
| GCC | Goodwill Community Center |
| GED | General Educational Development |
| GICT | Goodwill Industries of Central Texas |
| GII | Goodwill Industries International |
| GTOP | Grant for Technology Opportunities Program |
| HACA | Housing Authority for the City of Austin |
| HMIS | Homeless Management Information System |
| IMS | Information Management System |
| JAWS | Job Access with Speech |
| JD/JP | Job Development/Job Placement |
| JSS | Job Source Services |
| MSA | Metropolitan Statistical Area |
| RMC | Ray Marshall Center |
| SE | Supported Employment |
| SPP | Strategic Positioning Project |
| TANF | Temporary Assistance to Needy Families |
| TEEI | Transgender Economic Empowerment Initiative |
| TWC | Texas Workforce Commission |
| TWIST | The Workforce Information System of Texas |
| UI | Unemployment Insurance |
| VOESP | Veterans Outreach and Employment Services Program |
| WAT | Work Adjustment Training |
| WIA | Workforce Investment Act of 1998 |
| YEP | Youth Employment Partnerships |

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EXECUTIVE SUMMARY

Introduction

The Strategic Positioning Project has been a collaborative effort of Goodwill Industries of Central Texas (GITC), Goodwill Industries International, and the Ray Marshall Center for the Study of Human Resources. GICT contracted with the Ray Marshall Center to assess current workforce efforts and to identify viable options for adjusting, expanding, or introducing new elements to its current programs and services array. The purpose of the project is to help position the organization for improving the livelihood prospects of disadvantaged populations in Central Texas.

This report assesses current programs and services through multiple approaches. The Ray Marshall Center conducted a qualitative process analysis of workforce development services and a quantitative outcomes analysis of employment and earnings to examine the value and effectiveness of employment and supportive services in the Job Source Services, Community Rehabilitation Programs, and Youth Services departments of Goodwill's Workforce Development Services division. These programs serve challenged populations, including the homeless, physically or mentally impaired individuals, criminal offenders, non-custodial parents, and youth who are at-risk or have not completed secondary education, as well as persons who face language or other barriers to employment. Center researchers also elicited insights from informed community professionals — including researchers, advocates, policy advisers, foundation leaders, and program administrators — about Goodwill's current program contributions and ways to improve them, as well as opportunities for introducing new offerings. Additionally, researchers scanned innovative and notable programs at Goodwill agencies throughout the nation that may be applicable to setting promising new directions for GICT. Informed by these multiple research approaches, Center researchers formulated hypothetical scenarios integrating observations and options from the research for Goodwill and its stakeholders to consider. In sum, this report is intended to help guide Goodwill's strategic positioning process as it advances beyond this initial phase and moves toward planning and design phases.

Workforce Development Services Analysis

Goodwill's focus on individualized services, its engaged service delivery staff, its multiple service locations in the core service area, its strong community partnerships, and comparatively flexible funding from its own resources—including donations, grants, and social enterprise revenues provide a strong foundation for delivering workforce services. These assets confront considerable challenges for improving the work prospects for populations at the economic margins of society. Occupational preparedness, wage levels, significant and often multiple individual barriers to employment, escalating service requests, and limited human capital enrichment opportunities constrain program potential. These conditions are especially challenging in loose labor markets. Inconsistent and uneven employer contacts — Community Rehabilitation Programs (CRP) being the most structured — has been insufficient for increasing employer (and public) awareness of and engagement in Goodwill's workforce services, which could strengthen labor market outcomes.

The workforce development analysis identifies several options for enhancing GICT's services and improving their outcomes. Goodwill could strengthen the integrated use of group-based instructional modules, self-paced modules, and individual instruction in work readiness and job search services. Co-enrollment in workshops, peer-learning exchanges, the provision of inter-site transport, expanded computer lab access, and strengthening services such as financial literacy training and mental health counseling are additional considerations.

Advanced options for improving its workforce services include introducing a stronger focus on continuous learning and work, introducing structured pathways to occupational skills training, committing to a comprehensive strategy and structure for employer engagement, and inserting a more intensive financial literacy component across all of its programs. As part of a clear individual and family economic sustainability strategy, financial literacy could be coupled with pre-eligibility screening services for supportive public nutritional, income, and health services. Changing demographics and residence patterns in Central Texas invite Goodwill to develop a

strategy for expanding workforce services to residents and communities *outside* the core metropolitan area.

Outcomes Analysis

Researchers matched Goodwill’s Client Tracking System data with quarterly Unemployment Insurance (UI) wage records to document and analyze employment and earnings outcomes for each of the three program areas across participant cohorts for 2007, 2008 and 2009.¹ Jobs Source Services, Community Rehabilitation Programs, and Youth Services serve distinct population groups; labor market outcomes, as well as expectations, vary accordingly. Job Source’s job readiness and job search services and its adult participants—despite their barriers—are clearly directed to securing employment. For youth, most of whom participate in services funded under the Workforce Investment Act (WIA); employment entry is but one immediate outcome: continuing or completing education and receiving skills or certification for future employment are equally important outcomes. CRP participants are prepared for employment entry, but as part of the larger population of disabled individuals, are more likely to obtain part-time employment and have lower labor force participation rates in general.

Understandably, given the differences in the populations served, there is wide variation in quarterly employment rates and earnings levels across programs. Former Job Source and Youth participants who are working have generally experienced rising earnings over time, whereas earnings for working CRP participants have remained flat and are generally lower. Earnings approach \$4,000 per quarter for employed Job Source adults in the periods after initial service receipt. Earnings for employed Youth Services participants approach \$3,000 and earnings for employed CRP participants range between approximately \$1,700 and \$2,500 at similar points in time. Note that

¹ The UI wage records extend through September 2010, enabling 15 quarters of entry to post-program employment and earnings observations for the 2007 cohort, 11 quarters for the 2008, and 7 quarters for the 2009 cohort. Four quarters of pre-program wage records were extracted for each cohort.

these are earnings only for those with any reported earnings in a given quarter; quarterly earnings averaged across *all* participants, *regardless of employment status*, are substantially lower. The earnings of more successful participants across time are very low by most any standard measure of economic well-being.

Since the April-June 2008 quarter, employment rates for Job Source Services participants have been flat or falling—usually well below 40 percent for the 2008 and 2009 cohorts. Employment rates for the 2008 and 2009 CRP cohorts have been below 30 percent across this time frame as well. These rates are undoubtedly influenced by the recession and slow recovery, coupled with the rapid expansion in the numbers of individuals seeking jobs. On the brighter side, youth employment rates, though low, have risen steadily. Employment rates for the 2007 Youth Services cohort have maintained at approximately 50 percent, and the 2008 cohort is approaching that rate. The employment rate for the 2009 Youth Services cohort was 34 percent entering the second half of 2010, below the other cohorts, but improving.

Not unexpectedly, each program area exhibits variation in employment rates and earnings levels by gender, age, race/ethnicity and sub-group (i.e., homeless, mentally or physically disabled, veterans, and ex-offenders). Some recognizable, yet preliminary, patterns have emerged.

For Job Source Services:

- Females generally have higher employment rates than males, but have lower average earnings.
- Hispanics tend to do better in terms of both employment and earnings than other groups.
- Older workers tend to do better in terms of employment and earnings and have some resiliency in loose labor markets.
- Younger participants struggle in the low-wage and entry-level labor markets available to Job Source participants.
- Employed veterans and ex-offenders appear to be pulling up earnings among Job Source participants.

For Community Rehabilitation Programs:

- Earnings for CRP females appear to be increasing recently, both overall and in relation to male earnings.

- CRP youth 24 years of age and under struggle with finding employment. Older workers tend to do better in the labor market, but there is more churning across age groups and outcomes in the CRP population, likely associated with varying individual circumstances.
- Employment rates for African-American CRP participants are comparable to those of White participants, but there is a notable gap in earnings between the two groups.

For Youth Services:

- Higher proportionate shares of African American and Whites are enrolled in youth programs.
- Employment rates and earnings of African American youth appear to be declining, while rising for females and other youth.
- Homeless youth, though enrolled in low numbers, appear to actively embrace work and earnings.

Community Leadership Perspectives

Discussions with community leaders regarding GICT's current role and contributions affirmed that Goodwill is recognized as a major and outstanding provider of workforce services to the hardest-to-serve populations, an outstanding community collaborator, and a "a model for social entrepreneurship." Nevertheless, these same observers frequently acknowledged the limits of basic job search/job readiness services against the needs for the skills training, career advancement potential, or wages sufficient to attain economic independence in the increasingly high-cost Austin area.

Community leaders offered several recommendations directed at education, including supporting academic preparedness for advanced training and education for adults and youth, and improving the outcomes of failing local schools. Other opportunity areas suggested for Goodwill included:

- Introducing entrepreneurial training and education by building upon its existing retail sales model via its stores and expanding into small business and micro-enterprise training;
- Enhancing employer outreach/awareness and better marketing of workforce services in general;
- Developing linkages to certificate programs at Austin Community College;

- Developing mechanisms to provide behavioral health services and meeting the mental health needs of youth served, while finding structured and productive employment experiences;
- Targeting program services and resources at the “idle-youth” demographic, an increasingly recognized, yet substantially underserved population;
- Expanding services and employment prospects for resident ex-offenders through access to advanced skills, as well as basic computer skills training;
- Positioning for greater involvement with the Veterans Administration’s programs as the agency seeks to develop stronger linkages with social services agencies;
- Advancing financial literacy and money management skills and combining these with the opportunity to “practice” these skills (i.e., job opportunities that provide livable incomes to actually manage resources); and
- Addressing current workforce readiness/emerging occupations skills gap.

Responsiveness to regional needs through partnerships and systemic development may be advanced by:

- Deeper involvement in the planning and implementation of the local workforce development system under WIA;
- Stronger alignment of workforce, education, and human services providers;
- Data management and data sharing among partnering entities;
- Supporting expanded and enhanced access to public human services, including pre-screening and eligibility data transfer mechanisms to populate official intake forms; and
- Strengthening affordable housing initiatives, especially permanent supportive housing efforts emanating from federal agencies and community partnerships for the homeless.

Notable Goodwill Programs and Practices in Other Localities

Center researchers also scanned the programs and services of Goodwill agencies throughout the nation, focusing on programs and areas of interest expressed by GICT, leads provided by Goodwill Industries International (GII), and opportunity areas identified by community stakeholders and researchers. There are numerous exemplary programs across multiple service areas (e.g., education, skills training, housing, veterans services, ex-offender services, employer services/engagement, youth services, entrepreneurial training), as well as models for comprehensive community and One-Stop career centers. A few of the most notable programs and practices identified are:

Goodwill Industries of Central Indiana has opened Indianapolis Metropolitan High School, a charter school dedicated to success beyond high school and lifelong learning, and The Excel Center, a public charter school providing adults the opportunity to earn a high school diploma and enter postsecondary education, as well as the supports necessary to achieve their educational goals.

Goodwill Industries of San Antonio operates the Good Careers Academy in partnership with Alamo Community Colleges. Good Careers Academy is co-located within two major Goodwill Stores and offers basic skills training applicable across industry sectors and advanced skills training guided by Industry Alliance Councils for careers in information technology and healthcare.

Goodwill Industries of San Antonio has also adopted Financial Services as a major tool to eliminate poverty in the community through asset building and financial literacy. San Antonio Goodwill has an Alliance Partnership with Generations Federal Credit Union to provide access to banking products and services and promote financial literacy, asset building, and independence. Services are co-located at existing Goodwill service centers.

Goodwill Industries of Southwest Florida is currently operating 194 housing units for 210 area residents with physical disabilities at eight housing complexes, as well as a 54-unit apartment complex that provides income-subsidized housing for seniors.

Goodwill Industries of Central Illinois (Peoria) operates a ten-bedroom facility providing permanent, supportive housing for veterans who also receive comprehensive services, including treatment for post-traumatic stress syndrome and substance abuse, psychological counseling, and other services (e.g., legal assistance, medical care, job training, education, job placement services, etc.).

Goodwill Industries of North Georgia in the Atlanta area is one of the leading progenitors of employer engagement. Its business services unit, Business Partners, is credited with enhancing placements. Its “Projects with Industry” program creates and expands job and career opportunities for individuals with disabilities in the competitive labor market by engaging private industry as partners in the rehabilitation process.

This agency also offers self-employment training, BusinessNow, for community residents who are interested in starting or expanding a business.

Cincinnati Ohio Valley Goodwill Industries operates “Employer Partnerships, Collaboration Key”, a promising program based upon an extensive network of community service partners, including employers who are willing to give veterans a “second chance”. The program provides emergency and transitional housing while participants prepare for and find jobs.

The most advanced and ambitious undertaking of a community center approach by a Goodwill agency is arguably in Menasha, Wisconsin. **Goodwill Industries of North Central Wisconsin** formed partnerships with several other organizations to establish the Goodwill Community Center, a “one-stop” center where people can receive medical care, employment and training services, information and referral, and placement services, or donate and shop at the Goodwill retail store.

The Workforce Development Center of **Goodwill Industries of Western Michigan** in Muskegon is a designated Michigan Works! Service Center, the One Stop service center authorized under the federal Workforce Investment Act (WIA). The Center, like other WIA One-Stops, offers area employers a full-range of employment services, such as recruitment and placement, candidate screening, application processing, reference checks, personnel testing, skills assessment, and other employer services.

Goodwill Industries of San Francisco, San Mateo, and Marin Counties operates a One-Stop Career Link Center providing WIA and affiliated services for the City of San Francisco to job seekers who are predominantly low-income and other disadvantaged populations. The Center “links” the activities and services of state, local government, and community agencies and other organizations. The workforce efforts benefit from the City’s First Source program, which requires companies doing business with the City to strongly consider qualified participants in the locally funded employment programs to meet their employment needs.

October 2010, **Goodwill Industries of San Francisco, San Mateo, and Marin Counties** also opened “The Pop Up Store”, based on the idea of short-term retail sales

experience as a way to create business experience, job training, and employment opportunities for transgender individuals. Working with the Transgender Economic Empowerment Initiative (TEEI), the neighborhood based temporary store is a new and replicable concept with promising results.

Goodwill Columbus (Ohio) established the Goodwill Art Studio & Gallery as a fine arts program for persons with disabilities and other barriers. While fostering creativity, self-esteem, and a sense of personal accomplishment, participants learn under the guidance of professional artists and art educators to take their artwork to a higher level, while earning income through the sale of their artwork.

Goodwill agencies have begun to open full recycling centers, such as those operated by **Goodwill Industries of Central Indiana** and **Goodwill Industries of Greater Grand Rapids**. **Goodwill Industries of Southwest Florida** and **Goodwill Industries of Southern California** each offer secure document shredding services.

Formative Scenarios

Informed by these multiple information-gathering components, the Ray Marshall Center formulated five hypothetical scenarios that integrate observations and options from the research. These scenarios are intended as tools for visioning and discussing new directions as GICT and its stakeholders begin the tasks of moving from the exploratory and the formative phases toward program design and development. These are just a few of the options available to Goodwill for strategic repositioning.

Scenario A: Austin Area Community Advancement Center, a charter adult high school and college readiness academy. Goodwill operates an adult high school that guides lower academic achievers from across socioeconomic strata to obtain a regular high school diploma, while gaining the knowledge, skills, and abilities to successfully enter advanced training and education. The school has two tracks: the first serves adult learners who earn a diploma and graduate college-ready, the second serves adults who already have a GED or high school diploma, yet need remediation to succeed at the postsecondary level. Expected outcomes are graduation, college-readiness attainment, employment entry, and postsecondary education and training enrollment.

Scenario B: An advantageous partnership with the local One-Stop system.

Goodwill and its community partners establish a more systemically integrated employment and training continuum in Central Texas. Employment specialists of the local One-Stop contractor are assigned on a part-time or itinerant basis to Job Source Centers to recruit and enroll clients who are able to participate and benefit from intensive and training services funded through the local One-Stop career centers. Goodwill negotiates direct enrollment mechanisms for a targeted share of training dollars to serve qualified, disadvantaged individuals who have steadily progressed in accord with their Individual Employment Plan. This approach leverages the investments already made by the City of Austin, Travis County, Goodwill, and other non-profits providing health and human services to the hardest-to-serve populations.

Scenario C: A comprehensive community and One-Stop career center.

A more ambitious approach has Goodwill align with ongoing community, City of Austin, and Travis County partners to operate a One-Stop career center and centralize access in one location to the social and workforce services that address the multiple needs of diverse, disadvantaged populations entering the labor market. While the full array of required One-Stop partners and services are available as in other Texas One-Stops, this Center targets the most challenged populations and provides wrap-around support and follow-up services, including a continuum of education and training for those willing and able to further advance their livelihood prospects. The identity of the Center is the provision of individual attention and supplemental services that are not readily available through WIA universal services or traditional Wagner-Peyser labor exchange services. Goodwill retains its community-based presence through its current workforce offices.

Scenario D: Incubating microenterprise and experiential learning while earning. Building upon the resale and reuse success of Goodwill Retail Stores for raising revenues to support programs while providing work experience and training, Goodwill expands the retail model to encompass a wider array of entrepreneurial, microenterprise, and work-based learning experiences. Its Emerging Entrepreneurs Program combines business and creative skills development with structured, paid work

experience for young adults in the “idle youth” demographic, as well as older youth currently served by WIA Youth programs

Scenario E: The Alliance for Shared Prosperity in the Regional Economy (ASPIRE). Goodwill introduces a uniquely local, comprehensive, sectoral employer/employee membership network that matches the human capital needs of small-to-medium sized local businesses with skills and aspirations of its workforce participants. The recently formed Business Services unit at Goodwill staffs and houses the Alliance for Shared Prosperity in the Regional Economy. Employer members share Goodwill’s commitment to advancing human dignity through work for all Central Texas residents and to social and economic equity in the region. Employee/job seeker members are Goodwill certified “employment-ready” participants, who have successfully met the requirements of their Individual Service Plan and are ready to work prior to referral for employment.

Final Note

A recognized, but non-monetized and unmeasured benefit of Goodwill’s programs is their ability to rekindle a sense of human dignity and hope in those that pass through its doors, providing services to all who might possibly benefit from its programs and referring others to appropriate services available elsewhere in the community. Goodwill is poised to upgrade and reorient its programs and services to make a deeper and more durable impact on the lives of individuals and the quality of the social fabric that defines communities. This report has been structured to assist in that pursuit.

SECTION I: PROJECT OVERVIEW

Introduction

The Strategic Positioning Project is a collaborative effort of Goodwill Industries of Central Texas (Goodwill), Goodwill Industries International, and the Ray Marshall Center for the Study of Human Resources, a research institute of the LBJ School of Public Affairs at The University of Texas in Austin. Goodwill, a prominent community-based service provider dedicated to the vision of “a world where every person has access to meaningful work,” is poised to strengthen its current workforce development services and to identify viable possibilities for significantly deepening the influence of its efforts in Central Texas. The Ray Marshall Center, which specializes in workforce development research and evaluation, is conducting quantitative and qualitative research to support the project. The Research and Development Office at Goodwill Industries International is providing guidance, as well as assistance with spatial analysis. This report presents the findings and observations from the initial stage of this research conducted from July 15, 2010 through April 30, 2011.

Research Objectives

The Strategic Positioning Project is intended to assist Goodwill’s efforts both to adjust or expand current programs and to identify future options for better serving disadvantaged populations in Central Texas. The research examines the value and effectiveness of employment and supportive services administered by Goodwill’s Workforce Development Services division and delivered through its Job Source Services, Community Rehabilitation Services, and Youth Services Programs. These programs serve populations whose needs and circumstances undermine their ability to navigate labor markets and develop successful livelihood strategies. Challenging populations served include the homeless, physically or mentally impaired individuals, criminal offenders, non-custodial parents, and youth who are at-risk or have not completed secondary education, as well as those who face language or other barriers to employment.

The goals of the Strategic Positioning Project are to:

- Document and assess the effectiveness of Goodwill's existing workforce and employment services for youth, disadvantaged adults, and persons with disabilities, and
- Formulate mechanisms to improve outcomes by intensifying and/or expanding current services, extending geographic and/or target group coverage, or introducing new options to Goodwill's current program and service array.

Research Components

The Ray Marshall Center has adopted five quantitative and qualitative research components that contribute to this report for the Strategic Positioning Project.

The **Process Analysis** component entails an investigation of current policies, practices, services, expenditures, and performance in the Youth Services, Community Rehabilitation Services, and Job Source Programs. A detailed examination of operations is essential for identifying key features of service delivery and producing observations regarding program and services adjustments and additions. An understanding of the populations served, client flow, service content, information management, and performance expectations also enhances the explanatory power of the Outcomes Analysis.

The **Outcomes Analysis** component presents employment outcomes based upon administrative records of Goodwill client services and Unemployment Insurance wage records regarding their pre-post program employment experiences. This report documents client outcomes overall by program and participant characteristics regarding employment entry, quarterly earnings, wage growth, and employment stability. Other variables of interest to be pursued during the course of SPP may include receipt of additional workforce services, educational attainment, certifications and licensures, public assistance, incarceration, and other characteristics associated with and of interest to Goodwill services, programs, policies, practices, partnerships, or strategies.

Researchers will also provide **Ancillary Research Support** to Goodwill Industries International and collaborating Goodwill Industries agencies for community

level effects research, either planned or proposed, during the course of the research partnership. In this initial phase, the Ray Marshall Center collaborated with Goodwill Industries International for a Spatial Analysis of participants, services, and placements in Central Texas. Return-on-investment (ROI) or other analyses may be conducted in the future.

Researchers are also conducting a **Programs and Services Scan** of noteworthy and innovative training and employment practices, services, and programs that other regional Goodwill Industries organizations, as well as public entities and non-profit agencies, have implemented to broaden or deepen their community impact. For this report the Ray Marshall Center has also conducted a series of conversations with community leaders, advocates, and researchers to “mine” their observations regarding Goodwill’s current contributions in support of local human needs and potential opportunities for strategic advancement. The Ray Marshall Center examines on an ongoing basis the research literature of promising programs and practices to improve the workforce prospects of economically disadvantaged populations.

Lastly, the **Adjustments and Enhancements** component is the formative and developmental part of the Strategic Positioning Project that identifies options for program enhancements, adjustments, and expansions for Goodwill consideration, based on the combined results, observations, and analysis of the preceding research components. Several possible avenues for “new directions” are contained in this report. The Ray Marshall Center is available to provide additional feasibility analysis and design support to Goodwill in program areas it may choose to pursue.

Conceptual Considerations for Strategic Positioning

Goodwill will ultimately determine the substance, scale, scope, and depth of its strategic decisions. This analytic and formative investigation is framed by two basic concepts.

First, Goodwill operates within three interlocking domains within which it can focus its choices.

Independently, Goodwill can:

- Adjust and enhance quality and depth of current programs and services
- Make complementary investments in new services designed to improve the outcomes of current programs
- Expand geographic coverage of all or portions of current service array or intensify comprehensive services for a specific geographic area or population
- Introduce an entirely new program and service package

Collaboratively, Goodwill can:

- Address gaps in current collaborative service arrays
- Strengthen workforce services for shared and underserved target populations
- Advance collaborative capacity for service delivery and improved outcomes

Systemically, Goodwill can:

- Reposition services for disadvantaged populations within the regional workforce model
- Advance the integration of human services and workforce services
- Construct and promote new mechanisms for effecting community level change

In practice, any initiative that Goodwill chooses to pursue within a specific domain will likely influence the other domains. Enhancing the contribution of Goodwill to the economic viability of disadvantaged residents of Central Texas crosses all of these boundaries.

Second, strategic positioning requires Goodwill to assess its role as a change agent. Strategic positioning can be shaped by:

- Adopting and adapting successful and evidence-based program policies and practices introduced and operating elsewhere; or
- Developing and implementing innovative programs and services that emerge in response to the needs and opportunities of the operational context and push the frontier of theory in the field of workforce and human services.

Organization of the Report

The Strategic Positioning Project Final Report has five additional sections that follow this introduction.

Section II presents the workforce development analysis and contains brief descriptions of the Youth Services, Community Rehabilitation Services, and Job Source Services and their programs, as well as observations regarding current services and potential adjustments or additions to improve services and outcomes.

Section III is the outcomes analysis—the statistical analysis based on individual participation data in Goodwill’s Client Tracking System linked to Unemployment Insurance (UI) administrative records to present labor market outcomes

Section IV informs strategic positioning from three directions. First, informed community leaders provided assessments of Goodwill’s current roles and accomplishments, unmet community needs and challenges, and opportunities for additional program and service focus. Next, the report provides brief descriptions of notable and promising efforts at other Goodwill organizations throughout the nation. Lastly, researchers present brief scenarios as options for consideration to deepen the quality and the value of Goodwill workforce development services.

Section V, the final section, provides concluding observations based on the results of the preceding analyses and reflections on viable program options.

SECTION II: WORKFORCE DEVELOPMENT SERVICES ANALYSES

Introduction

The Workforce Development Services Analysis examines service delivery structures and practices in the Youth Services, Community Rehabilitation Services, and Job Source Services programs at Goodwill that help less job-ready individuals prepare for, enter, and retain employment. The research investigates these key program areas to produce insights regarding options for the improvement or expansion of current services, as well as to help improve outcomes

The baseline data collected and reviewed for this component consists of:

- Program policy and service delivery manuals and documents
- Client management and outcomes reports produced via the Client Tracking System (CTS)
- Ancillary, recent reports and evaluations produced by external reviewers
- Intake and eligibility forms and other standardized instruments
- Department and program expenditure reports
- Program and service curricula and client “hand outs”, as available

Field research consisted of delivery site visits and in-depth, guided conversations with vertical and horizontal cross-sections of departmental managers, program unit supervisors, and frontline staff. The intent is to understand the service delivery process and prevailing client flow patterns associated with each program, the content of services provided, and the practices related to data entry in the CTS. From the perspectives of managers and service delivery staff, researchers gathered their observations regarding workforce and social services needs and status of clients, and the relationships between those client needs, available services, and program outcomes.

The analyses target the Community Rehabilitation Services, Job Source Services, and Youth Services Departments within the Workforce Development Services division

at Goodwill.² Each Department has programs and services appropriate to the program objectives and client needs. Their structure, services, and client flow are briefly described below. Although GICT's administrative region encompasses a fifteen county region of Central Texas, its current services area for Workforce Development Services is concentrated in the greater Austin/Travis County core.

Job Source

Job Source provides employment readiness, job search, and supportive services to individuals with disadvantaging conditions and to families facing hardships. Job Source served over 3200 individuals in 2009 at six full-time Job Help Centers and by staff assigned off-site on a part-time or itinerant basis to human service centers of collaborating agencies with whom Goodwill has partnered as the employment services provider. These latter include Caritas, St Louise House, Austin Resource Center for the Homeless (ARCH)/Front Steps, Housing Authority for the City of Austin Public Housing, Travis County Health and Human Services Department Sites, and Travis County Corrections Facility/Travis County Jail.

JOB HELP CENTERS

| | |
|---|--|
| Goodwill Community Center 1015 Norwood Park Blvd Austin, TX 78753 | Springdale Job Help Center 916 Springdale Road Austin, TX 78702 |
| Rosewood Job Help Center 2001 Rosewood Austin, TX 78702 | San Marcos Job Help Center 1005 HWY 80 San Marcos, TX 78666 |
| South Lamar Job Help Center 3005 S. Lamar Austin, TX 78704 | Georgetown Job Help Center 805 W. University Ave, Ste 127 Georgetown, Texas 7862 |

² Other departments within Workforce Development Services include the Employee Assistance Program, Goodwill Staffing Service, and Community Service Restitution; these are not the focus of this study.

Job Source Programs. Job Source Services encompasses a number of programs that provide similar employment readiness, job search, case management, and supportive services to participants. Distinctive features of Job Source Services are the capacities to provide additional and ancillary services tailored to the target groups served by a specific program, to meet the services and performance expectations negotiated with the particular funding source, and to assist the partnering entities to better advance their service mission. Total expenditures approached \$1.6 million in 2009.

Job Source programs are internally identified by program name, funding source, or partnering entity. The provision of employment services is central to each, but each also is strongly attached to the approach that work is but one element in the regime of challenges that limit livelihood prospects for disadvantaged population. The programs are herein briefly presented and described as Tier I, Tier II, and Special Programs.³ The principle differences between the Tiers are eligibility/target group, program scale, service delivery location, performance expectations, services and funding cycles.

Tier I programs include:

- Job Source (regular)
- Job Source Ready to Work City of Austin
- Job Source Ready to Work Travis County
- Job Source Ready to Work United Way
- Job Source Housing Authority for the City of Austin (HACA)

Tier II programs include:

- SafePlace
- St. Louise House
- Caritas
- Travis County Correction Facility/Del Valle County Jail

³ Tier I programs are the primary subject of the Outcomes Analysis. Researchers at the Ray Marshall Center have developed the segmentation into Tiers I-III solely for analytic purposes. These are not designations used internally by Goodwill workforce staff.

Special Programs include:

- Fatherhood Works
- Goodwill Goes Green
- Veterans Outreach and Employment Services Program
- AmeriCorps

Tier I programs are the larger scale, broader based programs that provide job readiness, placement and retention services to disadvantaged populations, but each has a slightly different target group.

- Ready to Work City of Austin targets local residents with a focus on the homeless, many of whom are introduced through ARCH. Services are funded by a grant (\$189,700 in 2009) from the City.
- Ready to Work Travis County serves residents with a focus on ex-offenders and is funded by a grant (\$142,249 in 2009) from the County,
- Ready to Work United Way has a geographic focus on residents of Southeast Travis County, as well as ex-offenders. Services are provided with a Financial Stability Grant from United Way Capital Area (\$110,500 in 2009).
- Job Source HACA funded by the City housing authority (\$100,000 in 2009) targets public housing residents at the Booker T. Washington complex in East Austin and 14 other properties.
- Job Source (regular) serves all clients not assigned to one of the above, Tier II, or Special Programs.

Tier II programs depend largely on smaller (\$7,000 to \$46,645) locally funded grants and are tightly targeted to limited numbers of individuals and families enrolled or receiving services from a host partner. Goodwill serves as the employment specialist in these local human services continuum of care efforts.⁴

- SafePlace is a domestic violence center and Job Source provides employment services to Supported Housing Program and other clients.
- Job Source employment counselors assist Caritas clients struggling against poverty, including clients receiving Homeless Prevention and Rapid-rehousing Program, Homeless Housing Services Program, and Best Single Source assistance.

⁴ These exemplify of Goodwill's commitment to special community efforts by making available staff and resources to help partner agencies further their shared interest in advancing the prospects of individuals and families facing hardship.

- St. Louise House offers long term supportive housing to single mothers and children and Job Source addresses the employment needs and capacities of Homeless Housing Services Program participants.
- Guided by the insights of the Austin Travis County Re-Entry Roundtable, Travis County funds and Job Source delivers job readiness workshops at the Travis County Correction Complex at Del Valle to incarcerated individuals to enhance their employability prior to release.

Special Programs are state and federal grant funded opportunities to provide specialized services to targeted populations in the Central Texas area.

- Fatherhood Works provides job readiness, placement, and retention services, as well as workshops on child support enforcement, parental responsibilities, domestic violence and family issues, and financial literacy to non-custodial parents in order to promote responsible fatherhood practices in the behaviors of participants.⁵ Fatherhood Works has entered the final year of a five-year grant at \$250,000 per year through September 2011 from the U.S. Department of Health and Human Services.
- Goodwill Goes Green (G3) is a Pathways Out of Poverty Grant awarded to Goodwill Industries International by the U.S. Department of Health and Human Services with Recovery Act funding to provide green jobs training in multiple sites. Goodwill's sub-award of \$541,173, effective for two years beginning October 1, 2010, will be used to provide training in solar electric systems and weatherization to low-income residents of Northeast Austin (public use micro data area/PUMA 05301). In addition to occupational skills training, G3 supports pre-employment training (computer, job application, resume, and interviewing skills); temporary, transitional work at the Goodwill recycling center; job search assistance; and supportive services (work-related expenses, transportation, and child care).⁶
- Veterans Outreach and Employment Services Program (VOESP) provides job readiness, vocational training, job placement, and retention services to Gulf War veterans and their families. The Texas Workforce Commission awarded the one-year grant for \$155,653 on July 1, 2010.
- AmeriCorps volunteers have been providing financial literacy training and employer outreach, as well as assisting Job Source job readiness services under a sub-award of \$48,150 per year from the national Good A\$\$ets grant awarded to Goodwill Industries International through December 1, 2010.

⁵ *Society and You Training*, a workshop on domestic violence conducted by SafePlace for Fatherhood Works, is another example of local collaboration.

⁶ G3 and VOESP are not included in the Outcomes Analysis because the programs have not reached full implementation status nor had time to produce results. Nonetheless, both have significant potential for strengthening Goodwill's local workforce achievements, as do each of the current Special Programs.

Table 1. Job Source Grant Performance Requirements 2009

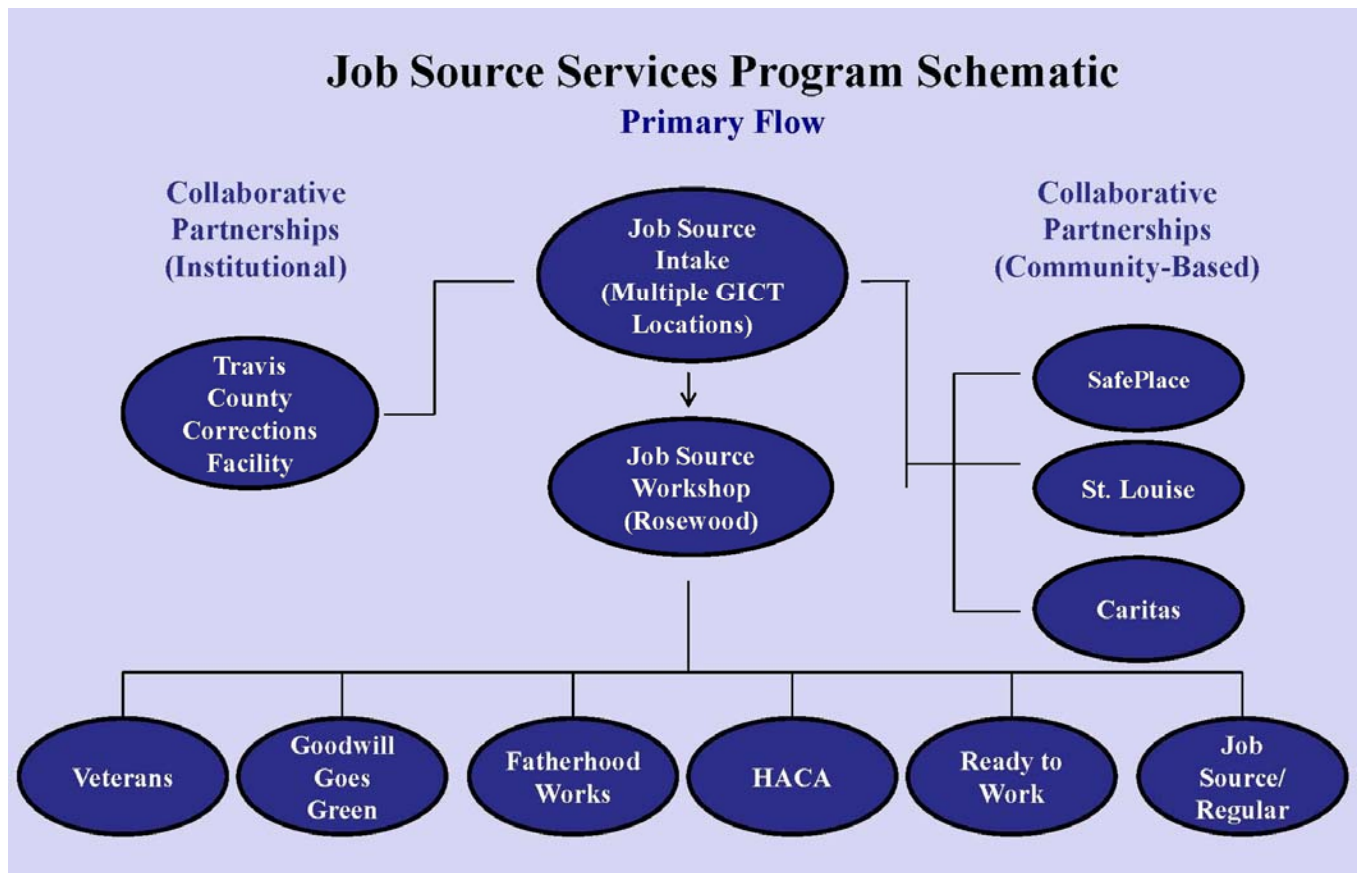
| Performance Measures | City of Austin Ready to Work | Travis County Ready to Work | United Way Ready to Work | Housing Authority (HACA) | US DHHS Fatherhood Works | Travis County Corrections | Caritas |
|--|-------------------------------------|------------------------------------|---------------------------------|---------------------------------|---------------------------------|----------------------------------|----------------|
| # unduplicated clients | 94 | 70 | 56 | 91 | 120 | 665 | 60 |
| # clients w/homeless/transitional housing challenges | 19 | 11 | N/A | N/A | 24 | N/A | N/A |
| # clients receiving Job Readiness Training | 68 | 51 | 40 | 100 | 120 | 665 | N/A |
| # clients completing Job Readiness Training | N/A | N/A | N/A | N/A | N/A | 500 | N/A |
| # Financial Literacy Seminars | N/A | N/A | N/A | N/A | 132 | N/A | N/A |
| # clients receiving Case Management | 68 | 51 | 40 | 60 | 120 | N/A | 45 |
| # clients receiving Job Placement and Retention services | 68 | 51 | 40 | 94 | 120 | N/A | 45 |
| # clients Placed into jobs | 66 | 51 | 40 | 26 | 90 | N/A | 32 |
| # ex-offenders who gain employment | 45 | 37 | 28 | N/A | N/A | N/A | N/A |
| # clients obtaining employment at or above \$10/hour | 33 | 25 | 20 | N/A | N/A | N/A | N/A |
| # clients meeting 90 day Job Retention | N/A | N/A | N/A | 21 | 68 | N/A | 19 |
| # clients meeting 180 day Job Retention | 33 | 25 | 20 | N/A | N/A | N/A | N/A |
| # clients meeting 365 day Job Retention | N/A | N/A | N/A | N/A | 54 | N/A | N/A |

** N/A = Not a performance requirement for the grant.

Source: GICT Job Source Grant Performance Requirements Handout

Client Flow and Program Assignment. Figure 1 sketches the basic features of client flow from intake through program assignment. Prospective clients receive information about or referrals to Job Source Centers from multiple points within the service area, including homeless shelters, transitional and supportive housing sites (particularly McCabe Center and Austin Transitional Center for ex-offenders), public housing complexes, Travis County Correctional Complex, city and county community

centers, Workforce Solutions One-Stop Career Centers. Word-of-mouth referrals and walk-ins are commonplace.⁷



Job seekers must first obtain and complete a three-page Request for Job Search Assistance form at any Job Help Center. The application records personal demographics, education, skills and certification, disabling conditions, veteran status, citizenship, transportation means, criminal background, government assistance, and current household size and income.⁸

⁷ Focus groups conducted for the recent community needs assessment (Knox-Woollard, December 2010) revealed that a significant number of participants heard about Goodwill services through friends or family and informal exchanges among peers.

⁸ Selective data elements from the Application are captured in the Client Tracking System and are used in the Outcomes Analysis.

Intake & Referral is the initial activity recorded for Job Source clients in the Client Tracking System. Intake is conducted at the Job Help Centers during regularly scheduled time frames (minimally 20 hours per week) or by appointment at satellite locations.

The intake specialist reviews the client application, identifies employment barriers, and discusses the service offerings with the client. If the client is eligible and “suitable” for Job Source, the client is scheduled for the Job Search Workshop, which serves as the Job Source orientation. If Job Source is not suitable for the client, the intake specialist refers the individual to appropriate community resources, including the Department of Assistive and Rehabilitative Services (DARS), which may result in a subsequent enrollment in CRP services. No applicant is left without some referral for further assistance.

The two-hour Job Search Workshop is held at the Rosewood Job Help Center twice weekly on Tuesday and Thursday mornings. Clients who miss their initial assignment may reschedule. The Workshop introduces the Job Source programs and basic application, resume writing, interviewing, and job retention skills. In addition to providing an initial service, the Workshop functions as a “screen” to whether the client is intent on receiving job search assistance; approximately one-third of the clients are no-shows.

After the Workshop, the Intake Specialist/Trainer assigns the client’s case to an appropriate grant/program and a program-dedicated, case manager/placement specialist depending on client characteristics, place of residence, needs/interests, and program fit. Initial intake to assignment is normally completed within a ten-day time span. Assignment is conditioned by a priority list, currently (November 2010) ranked as follows:

1. Veterans Outreach and Employment Services (Gulf Wars and Afghanistan veterans and families)
2. Goodwill Goes Green (eligible residents in the PUMA 05301, and if approved additional PUMAs in southeast Austin)
3. Fatherhood Works (eligible parents with child support orders who will reside in Travis County for at least 365 days post-placement)

4. Housing Authority City of Austin (residents of Booker T. Washington, Rosewood or other HACA sites)
5. Ready to Work (City of Austin, Travis County, and United Way, depending on target group, intake point, and place of residence)
6. Job Source/Regular (Goodwill funded services for all Job Source clients not assigned to one of prior groupings)

The assigned case manager/placement specialists review and discuss the client's Job Readiness Survey, develop an Individual Service Plan, and prepare a Client Barrier Profile at their first meeting. The one-page Job Readiness Survey probes employment interests, availability, work experiences, and special needs. The Individual Service Plan identifies immediate client needs (shelter, food, medical, attention, utility assistance, transportation, etc.) and lays out goals, methods/services, and target dates for services leading to employment entry and retention. Case managers normally schedule or meet with clients once a week during the job readiness and job search phase of their program enrollment period.

Employment entry and retention is tracked using the Job Source Employment Verification Form, which records employer information, job position, initial wages and hours worked, and contact information. Retention/employment follow-up minimally occurs at thirty, sixty, and ninety day benchmarks, and/or 180 or 365 day benchmarks, as appropriate to the funding stream and variable performance targets. During the retention phase, case managers and staff may be available for additional assistance, including job coaching, dependent upon client needs and the relationship between the client, case manager, and employer.⁹

Job Source Services. Preparing clients for employment involves the delivery of job readiness and job search assistance, as well as the provision of or referral to appropriate supportive services. The central feature of service delivery is individual

⁹ Staff use professional judgment to gauge the extent to which the client wants or needs ongoing post-employment assistance. On the one hand they do not want to interfere with employer/employee relations intrusively or in ways that may "stigmatize" the clients; on the other hand staff want to be as helpful as possible to clients and employers in order to make the work placement as beneficial as possible to all parties.

case management. Case manager judgment within program operating parameters to best address a client's needs and circumstances, abetted by the availability of flexible funding from Goodwill resources, is the hallmark of Job Source Services.

In addition to the initial Job Search Workshop, basic employment services include:

- Pre-Employment training
- Application skills
- Interview skills
- Networking/job search skills
- Resume writing skills
- Computer Training (introduction to computers, the internet, and e-mail)

Trainings in these categories may be provided individually, in small group settings (up to 3 or so individuals) or in a scheduled workshop/seminar. Goodwill's Job Fitness Curriculum contains twenty lesson plans related to the skills that form the core for most workshops available to all clients at either the Goodwill Community Center (GCC) or the Rosewood Job Help Center. Topics include Networking, Financial Literacy, Image Consultation, Life Skills, The Unwritten Rules of Work, Disclosing Disabilities, Having a Criminal Background, and other work readiness trainings, in addition to the standard application, resume writing, interviewing, and job search assistance. Placement Specialists draw from the Job Fitness Curriculum, as well as their special training and experience, for the individualized consultations with clients. Computer Labs are available at GCC and Rosewood Offices.

The standard menu of services varies slightly across funding streams, programs, and delivery sites and clients are not required to receive services in each category. For example, computer training is absent from the Del Valle Corrections Center—computers are disallowed in prison; G3 is the only Job Source program offering Occupational Skills Training (in Solar Electrical Systems and Weatherization) and the Veterans Program will provide Vocational Training; and Fatherhood Works requires "Positive Relationship Building" (led by SafePlace facilitator) and "Financial Overview," which is optional in most other programs. Staff provide gift cards for completion of

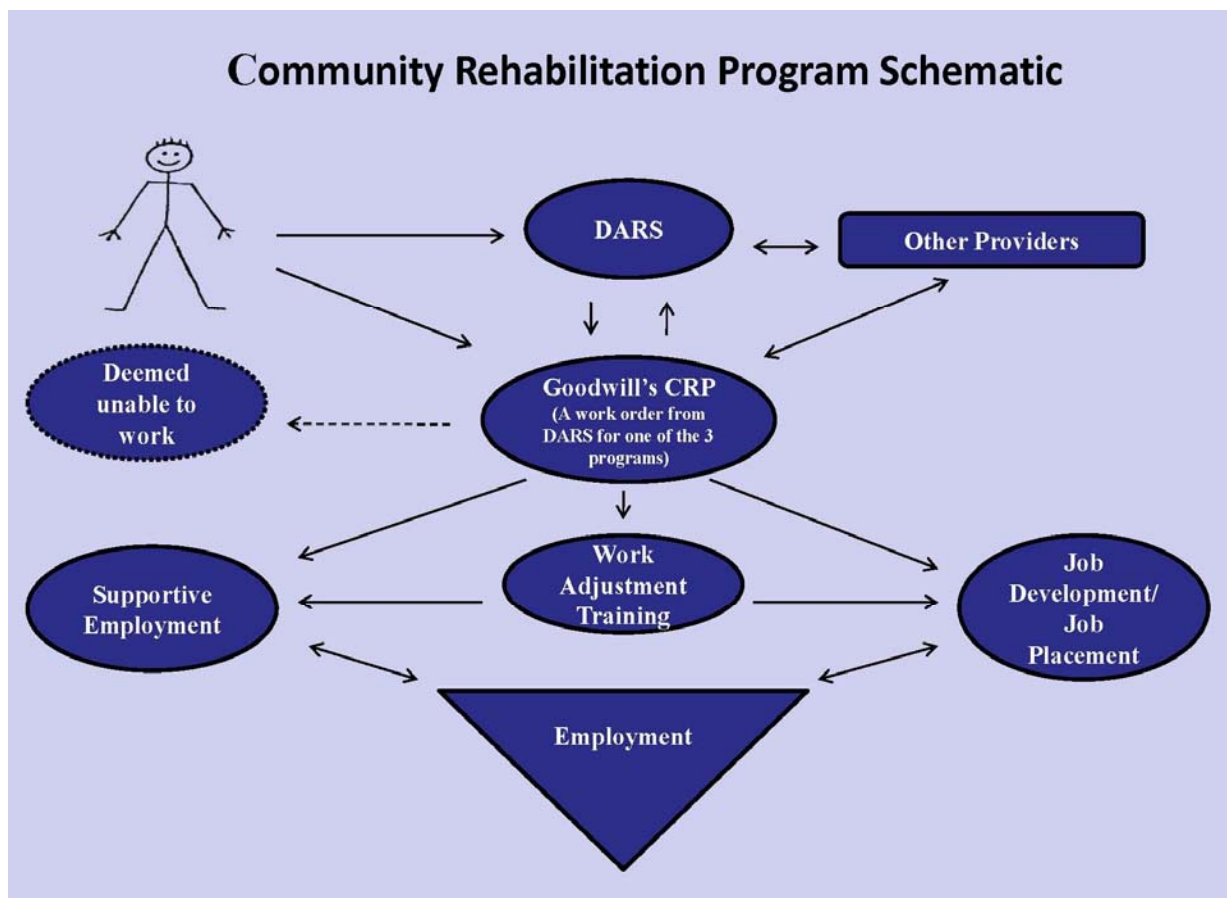
certain workshops and as employment retention incentives for achieving benchmarks. Transportation needs are addressed through the provision of bus passes. Assistance is available for work-related expenses for clients who enter employment. Additional supportive service, such as child care, housing, nutritional, or health services may be provided as appropriate and available through the continuum of care approach that Goodwill has embarked upon with partnering providers.

Community Rehabilitation Programs

Community Rehabilitation Programs (CRP) provides services to individuals with disabilities who are willing and able to benefit from workforce attachment. The goal of the programs is to enter and retain meaningful employment equipped with the necessary skills and supports for success in place. Serving people with disabilities has been the major activity of Goodwill Industries since its inception. Goodwill served more than 500 individuals in 2009. About one-third of the revenues are structured, fee-based reimbursements from the Texas Department of Assistive and Rehabilitative Services (DARS) that are primarily linked to employment outcomes; the remainder largely comes from Goodwill revenues and supplemental grants. CRP is not a direct link to Goodwill employment, as is often perceived. Although some individuals may find employment at Goodwill or through its staffing services, CRP seeks regular stable employment in the open labor market for persons with disabilities.

CRP clients come almost exclusively from DARS with a work order for Work Adjustment Training, Supportive Employment, or Job Development/Job Placement. Walk-ins and referrals for employment assistance for disabled persons from any source may approach Goodwill for services or attend a regularly scheduled CRP Orientation. However, anyone lacking a DARS work order is referred directly to that agency for eligibility determination and assessment. Individuals approved for DARS services self-select their provider.¹⁰

¹⁰ Goodwill is a major provider, but other key providers in the area are Easter Seals of Central Texas, Hands on Education, individual service vendors, and (increasingly) The University of Texas at Austin's



CRP Programs. The principal CRP programs are Personal/Social Work Adjustment Training (WAT), Job Development/Job Placement (JD/JP), Supported Employment (SE), and Assistive Technology Lab. Current grant-funded programs include Technology Opportunities Program Services (G-TOPS) and Hands on Hospitality.

Personal/Social Work Adjustment Training. Work Adjustment Training is a one month, observational evaluation program that combines 25 hours per week of paid work experience and 5 hours of training to determine the employability of an individual. The DARS Individualized Adjustment Plan guides services and records progress. Staff located at two Retail Store locations monitor workplace competencies

Department of Vocational Rehabilitation. Clients have frequently tried one or two providers before reaching Goodwill.

while providing guidance to assess whether the individual's behaviors and attributes are prospectively sufficient to engage the labor market with additional assistance, subsequently provided through SE or JD/JP. WAT does not produce an employment outcome beyond the paid work experience provided; job readiness and placement occur through SE and JD/JP.¹¹

Supported Employment Program. The goal of Supported Employment is to place individuals with significant disabilities into the workplace.¹² Goodwill Placement Specialists conduct a comprehensive Career Community Situational Assessment as a basis for two-stage service planning. Supported Employment Service Plan-Part 1, which guides services through placement, is prepared and approved by the client, Placement Specialists, and Vocational Rehabilitation Counselor from DARS, and services are initiated. Supported Employment Service Plan-2 is completed after the first day of employment and remains in effect while services are provided until the case is closed. When four-week and eight-week retention ("Job Maintenance") benchmarks have been achieved, the Vocational Rehabilitation Counselor and the Placement Specialist determine a "Job Stability" date, which varies by client and situational factors. Sixty days after Job Stability, the case is "closed" and the shared client/reimbursement relationship between Goodwill and DARS is ended. Goodwill, however, continues to work through its own resources with the clients as long as they are employed and have service needs.

Job Development/Job Placement. DARS may authorize JD/JP program services for persons who face relatively less disabling challenges to employment. The Placement Specialists, Vocational Rehabilitation Counselor, and client prepare the Job Placement Services Plan to guide participation and employment goals. JD/JP has placement, 45-day, 90-day, and 180-day benchmarks, after which DARS payments end. As in

¹¹ Goodwill pays minimum wages to clients (or "consumers" as they are known in program vocabulary) during work experience.

¹² Both SE and JD/JP have Tier I and Tier II triage and fee schedules related to the severity and number of challenges faced by the individual seeking employment.

Supported Employment, Goodwill continues to serve the individuals and assist in their post-program employment needs with its own resources.

Supported Employment Program and Job Development/Job Placement

Services. These two programs offer similar services that vary in the degree of intensity and appropriateness to the employment needs of the individual served. Job readiness services include:

- Application skills
- Interview skills
- Resume writing skills
- Basic computer training

The Job Fitness curriculum provides the basis for delivering individual training by Placement Specialists at the Job Help Centers and group/workshops scheduled at the Goodwill Community Center. Targeted topical lessons within the curriculum address specific readiness and situational skills (as described previously in the section regarding Job Source services). Group Talk is a peer group discussion within Job Fitness designed to increase confidence and self-esteem, while learning skills to manage and communicate disabilities in the workplace. Group Talk is potentially migrating towards a formal, stand alone, group therapy session within the CRP service menu. Additionally, CRP provides specialized trainings using standard curricula. Current offerings include Food Handlers Certification training and Cashier/Grocery Bagger training.

The defining characteristics of these programs are the intensive job coaching services and employer engagement: both are key to successful employment entry and retention. Goodwill staff works to closely align job seeker skills and capacity with the functional requirements of the job opening and employer needs. “Job carving” to align the match requires close cooperation with the employer to inform them of the opportunities, needs, and limitations of the prospective disability-challenged employee, as well as to understand the employer’s needs and expectations.

Assistive Technology Lab. The Assistive Technologies Lab provides access to special equipment and advanced technologies that enable disabled individuals in CRP programs, as well as community members and employees of Goodwill to succeed in the workplace. The Lab offers training and demonstrations of these and other technologies:

- JAWS - Job Access with Speech for the blind and visually impaired
- Magic – Magnification software for persons with low or limited vision
- Deaf link – Video relay interpreting for the deaf or hard of hearing
- Dragon Naturally Speaking – Speech recognition software for navigating the computer and internet by voice

Grants for Technology Opportunities Program. The Grant for Technology Opportunities Program (GTOPs) is a City of Austin funded matching grant program that aims to provide access to advanced technologies for all community members. GTOPS enables the Assistive Technologies Lab to expand its technologies, services and customer base.

Hands on Hospitality. Funded with federal Recovery Act resources awarded through DARS, Hands on Hospitality provides work experience and classroom training in the hospitality sector through an on-site partnership with Doubletree Hotels.

Youth Services

Goodwill Youth Services provided educational and employment services to more than 1200 young people in 2009. Programs and services are designed to equip young adults to more fully participate as self-sufficient, contributing members of the community. By far the largest single program that Job Services operates is the WIA Youth program with an annual budget of approximately \$1.5 - \$1.7 million. Goodwill is the lead and fiscal agent for the program awarded to the Youth Employment Partnership (YEP), which collaboratively operates the program. The grant is awarded by Workforce Solutions-Capital Area Workforce Investment Board. In 2009 and 2010, YEP received additional funding authorized by American Response and Recovery Act of 2009 to serve upwards of 650 additional youth each summer, the former from the U.S. Department of Labor and the latter from the U.S. Department of Health and Human

Services. School-to-Work Transitions and Jumpstart are smaller Goodwill programs serving youth with disabilities. Goodwill also leverages other grant funded programs to serve WIA and other youth participants, notably the GoodGuides Youth Mentoring grant from the U.S. Department of Justice for 2010-2012 and Project Reboot, funded by Impact Austin, a local women's philanthropic organization.

Youth Employment Partnership. YEP provides WIA Youth Services to low-income youths ages 14-21, many of whom face additional challenges and are a priority for services, including those who are:

- School dropouts
- Basic literacy skills (reading and math) deficient
- Behind at least one grade level
- Pregnant or parenting
- Disabled
- Homeless or runaway
- Foster youth, particularly aging out of foster care
- Criminal offenders

YEP consists of Goodwill, Communities In Schools, American Youth Works, and LifeWorks. Each partner has the experience and capacity to effectively deliver a segment of the youth services required within the WIA Youth program. Goodwill brings its experience in client case management, job readiness/job search, counseling, and disabled services practices, among other strengths to the program. Communities In Schools is able to connect school-based and community resources on site in the service of WIA youth and other students. American Youth Works operates a charter alternative high school and GED programs, as well as numerous work-based learning initiatives (Casa Verde Builders, E-Corps, Computer Corps) and has remarkable depth of experience helping youth with juvenile justice problems and school drop-outs. LifeWorks have expertise in services to youth who are homeless, in foster care, or face mental health or substance abuse challenges. Each of these partners is a leading and respected community-based provider.

As lead entity for the WIA Youth program, Goodwill provides case management and conducts essential program functions, including orientation (three monthly), intake, service planning, job search services, follow-up services, and reporting. Case managers are outstationed at YEP affiliate offices as well as at Goodwill locations, and they plan and deliver services coordinated with partners. WIA program data is entered into the state TWIST system; very little data is collected in the Client Tracking System.

Goodwill staff noted that although the WIA Youth program is consistently meeting or exceeding the federal performance standards, YEP is only able to serve a small portion of those who would qualify for the program, should they apply. The challenge of failing schools and growing numbers of idle youth who neither work nor go to school pervades the operational context. Goodwill has historically played a leading role in the Ready by 21 Coalition that unites the full force of youth resources and service providers to meet these challenges.

YEP targets services for the slightly older subset of eligible youth (16-21 years of age), which is a challenging group to serve. WIA Youth has a strong focus on education and many seeking services are more interested in receiving training for a paying job; they are not interested in getting a GED or returning to school. Moreover, there is often a disconnect between their aspirations regarding an occupation and wages and their commitment to the education and training necessary to make plausible such outcomes.

Staff at times finds themselves conflicted by the need to provide individualized guidance and case management services to help youth progress and the reporting and documentation requirements of the WIA Youth program, a common theme among WIA Youth programs nationally. Goodwill noted that the program has migrated over recent years to a more rules and reporting driven approach and has moved away from intensive case management services.

School-to-Work Transitions and Jumpstart. Goodwill operates these two small programs for high school students with disabilities. Both are partnerships consisting of Goodwill, area businesses, and local Independent School Districts. Vocational Adjustment Coordinators at the high schools and Goodwill staff work with

employers to provide supervised, paid work experience to disabled students that leads to regular employment in the competitive labor market.

Jumpstart works exclusively with Flextronics, a local firm that specializes in the assembly and refurbishing of electronic devices. After high school graduation, students may enter regular employment with Arrow Technologies, a temporary employment agency that contracts labor with Flextronics. Goodwill provides the job readiness, training, job coaching, and case management services to the students.

Goodwill GoodGuides Youth Mentoring. Goodwill is the local recipient of a two-year national grant awarded to Goodwill Industries International by the U.S. Department of Justice. With funding of \$150,000 each year, GoodGuides anticipates matching 100 youth with mentors to lead them towards greater interest, commitment, and skills regarding career exploration and planning.

Project Reboot. Impact Austin supports this Goodwill effort to provide case management, job readiness, financial literacy, and other services through Project Reboot, a paid job training and work experience program in the fields of computer repair, sales, technical support, and assembly. Project Reboot serves approximately 30 youth in its summer session and eight youth year-round. The program prepares youth for regular employment, and often places participants at Goodwill' Computer Re-Store, one of its Goodwill Retail Stores, or other internal positions.

Program Observations

Current Strengths. The positioning of Goodwill services in the regional work force development system helps to meet basic needs and to fill services gaps for the marginal work force. The principal strengths of the Job Source, Community Rehabilitation, and Youth Services Programs cross independent, collaborative, and systemic domains and include:

Individualized Services. Placement Specialists/Case Managers across the programs spectrum strive to individualize service delivery to meet the workforce and human services needs of each client, developing a level of interpersonal exchange at the basic workforce services level often absent from One-Stop career centers in the nation.

Prepared and Motivated Personnel. Goodwill has a well-educated and dedicated service delivery workforce: many are bi-lingual, most have at least a college degree, and many have specialized training and certifications related to services and target groups.

Community Collaborations. Goodwill has developed partnerships to support comprehensive services, generally promoting a continuum-of-care approach. Front-end staff are encouraged to actively engage with practitioners and programs in their services field.

Community-based and Centralized Service Locations. Goodwill has multiple service sites that are accessible to target and general populations throughout the core Austin area, including the Goodwill Community Center, six Job Help Centers, two CRP sites at Goodwill Retail Stores, and satellite offices, as well as itinerant staff at community-based centers operated by service partners.

Structure and Flexibility. Staff are allowed to use professional judgment to best serve clients within program guidelines and outcomes expectations. Although individual staff in practice may tend more toward a structured, rules-oriented service delivery style or a more flexible, client-centered approach, all are bound by the pursuit of meaningful employment for the persons served. The open approach supports interpersonal communications between clients and staff.

Flexible Funding. Goodwill has the relatively unique capacity to provide ancillary services needed to meet the job readiness and basic needs of those served, an asset particularly conducive to strengthening human services partnerships. Grant and cost-reimbursed services are enhanced with revenues generated by Goodwill's retail, staffing, and other funds, sources of support that most other providers lack.

Social Capital Development. Co-located services, multiple service sites, and partnering relations conjoin to build and strengthen the social capital of disadvantaged populations, exposing them to providers and resources that enable them to address and improve their livelihood prospects by extending their social networks.

Areas of Concern. Administrators and staff indicated structural and contextual areas of concern across and within the Job Source, Community Rehabilitation, and Youth Services Programs that constrain their outcomes. Researchers also heard many of these concerns expressed by clients themselves during focus groups conducted by Knox-Woollard Professional Management in a recently conducted parallel study (Knox-Woollard, 2010). These include:

- ***Labor and Wages at the Economic Margins.*** Goodwill recognizes the occupational limitations and wage constraints of jobs normally available to the populations served. Many clients at best will find jobs paying at slightly above minimum wage, which is usually lower than their wage expectations and insufficient to attain financial stability.
- ***Targeted Population Barriers.*** Whereas CRP serves clients with *diagnosed* disabilities, Youth, Job Source, and special program participants also face *significant* needs and barriers that may limit their employment prospects, including mental and physical health challenges, prior arrests and incarceration, substance abuse problems, unstable housing or homelessness, limited work histories, and low levels of education.
- ***Caseload Increases.*** Each program area has faced increased demands for services, resulting in caseload sizes that are challenging to manage and difficult to place in the competitive, entry-level labor market. Excessive caseloads could limit staff availability for effective collaboration and individual services.
- ***Service Limitations.*** Client needs and expectations in Job Source, particularly access to skills training and jobs with wages sufficient to attain economic independence, remain beyond program reach. Staff recognizes that some clients would benefit from additional skills training.
- ***Employment Retention.*** Keeping clients employed after initial job placement, even among those motivated to work, is difficult, and more so in the current labor market. CRP staff report a statewide “cliff” at sixty-day retention.
- ***Employer Engagement/Awareness.*** Staff report that employers are generally not well informed about Goodwill workforce services. CRP currently has the most developed approach to employer engagement, but even within that program, staff acknowledge that more structured engagement and “employer training” for disabled workers would be beneficial. Job Source is equivocal regarding the need for a more structured approach for job development, but consistently supports better information and outreach to the employer community.

- ***Performance Measurement.*** Employment entry and retention expectations tied to grant-funded or fee-based services drive programs and service delivery, but staff also indicates that such performance measures fail to capture the full value of individual human services that their efforts produce. These include important intangible benefits such as restoring hope and dignity to the individuals and families served.
- ***Geographic Coverage/Service Catchment Area.*** Populations in need of services remain outside of the current services catchment areas. CRP staff noted the absence of services in key population growth areas surrounding Austin. Job Source and Youth Program Services almost exclusively serve residents within Travis County. Job Source has extended services to Williamson and Hays counties, and Goodwill is committed to extending some form of employment services throughout the fifteen county service areas.

Prospective Adjustments and Additions

Researchers identified several options for service additions or adjustments that Goodwill may consider based on this analysis. From a broad perspective, it seems apparent that Goodwill should continue to target and improve services to hard-to-serve populations through continuum-of-care collaborations. Goodwill is a prominent provider of “second chance” services with community partners striving to help those whose circumstances make successful labor force attachment difficult. Principal areas of community need that Goodwill is currently addressing through the provision of workforce services include prisoner re-entry, homelessness/unstable housing, veteran services, substance abuse and addiction, non-custodial parents with child support arrearages, at-risk youth, and persons with disabilities. Many participants belong to more than one of these categories. Goodwill’s knowledge and capacity within and across these needs regimes are valuable community assets that should be maintained and could be deepened in all or any one of these areas.

Prospective adjustments for improving the quality of services and outcomes for Goodwill to consider adopting are presented in two categories: structural/functional adjustments that address current program design and services, and conceptual adjustments that underlay and embellish the service model. The former touches upon efficiencies attained by streamlining or improving services ranging from revisiting the relationship between group and individualized services to improved information

technology services. The latter lever the model towards service expansion and depth. All are presented as mechanisms to improve the quality of services and outcomes.

Structural/functional adjustments for consideration include:

- **Strengthen the integrated use of group-based instructional modules, self-paced learning modules, and individual instruction.** Aligning instruction in unique job readiness component elements (e.g., interviewing skills, communications, workplace behaviors/expectations) across all programs through a common core curriculum, could provide a foundation for consistent services that would be reinforceable at any point of client/worker contact within Goodwill. Group/centralized service activities could free staff for more intensive and targeted individual/decentralized service delivery that follows and reinforces the lessons of the group workshop. Goodwill performance analysis has already identified potential staff position gains with time-saving technology improvements; additional human resources might be captured through a mixed services approach.
- **Introduce co-enrollments and peer learning exchanges in workshops.** Goodwill may more consistently fill all slots in offered group trainings by opening enrollment across programs. Mixed enrollments could serve as a conditioning experience to the type of socialization that occurs in the workplace. Workers from different backgrounds and capacity may learn to help each other to achieve their shared goal of employment success. Case managers/placement specialists from each program could be present to address individual client needs within the group setting. Successful placements and alumni may be recruited for peer-learning exchanges with those currently preparing for employment.
- **Expand access to computer labs.** In addition to its Rosewood and Goodwill Community Center computer labs, Goodwill might open an additional, conveniently located laboratory, improve computer areas in other sites, extend lab hours, and provide additional structured guidance for client instruction, self-paced learning, computer skills practice time, as well as job search activities.
- **Provide inter-site transportation.** Goodwill could provide limited but regular shuttle service for transporting clients between field offices and service delivery centers to facilitate attendance at group workshops or special trainings. Although bus passes are available to participants, service between locations can be inadequate. For example, public transport from the South Lamar Job Help Center to the Goodwill Community Center on the north end of Austin may take up to two hours one-way. Goodwill may have options available within its current fleet of vehicles to get clients to services that support employment outcomes.

- **Introduce responsible parenting and financial literacy components into the Youth Services Programs.** Deepening knowledge in these two life skills areas early in life may reduce or eliminate future constraints on individual and family prospects.
- **Expand mental health counseling services.** CRP already has a number of licensed mental health counselors on staff, and each program area recognizes the need for mental health services for its service population. Goodwill has potential for introducing or expanding individual and group services to address basic needs and pre-screening individuals for referrals to external services as needed.
- **Replace the Client Tracking System with a state-of-the-art Information Management System.** Goodwill will benefit from an advanced IMS that streamlines data management and data sharing regarding intake and eligibility determination, client case management, services, referrals, and outcomes, as well as provides timely and informative management reports.¹³ In addition to saving staff time and improving service delivery, an advanced IMS could provide a platform for improved collaboration and inter-organizational communication. Ideally, an advanced IMS would be moving towards future compatibility with the Homeless Management Information System (HMIS), Community Health and Social Services Information System (CHASSIS), and Medicaider™.

Conceptual adjustments for consideration to support expansion and deepening of services include:

- **Strengthen program focus on continuous learning and work.** Goodwill staff are committed to strengthening human dignity through meaningful work. A renewed emphasis on continuing personal growth and advancement may influence retention and wage growth over time. Participant expectations should not be modulated by time-limited benchmarks, a subtle consideration that may have crept into current service delivery practice. In support of this, Goodwill could place more emphasis on retention services and provide opportunities for those working to gain additional skills, as well as to benefit from employee assistance services. Expanded incumbent worker services may serve as an employer enticement for hiring and retaining Goodwill placements.¹⁴

¹³ Goodwill at the time of the study was investigating database system improvements and has subsequently acquired the ECM Software package developed by Empowered Solutions Group that promises to deliver these benefits.

¹⁴ Knox-Woollard presents the “stackable certificates” option in their *Community Needs Assessment* as a viable approach for supporting skills and career progression for entry-level workers (Knox-Woollard, 2010, pp. 21-22).

- **Pursue selective pathways to occupational skills training.** Goodwill could position itself to move beyond the provision of basic job readiness towards developing advanced skills training leading to better employment opportunities for those clients proven willing and capable of benefitting from such training services. Skills training are currently limited to special programs such as Goodwill Goes Green and the Veterans Program, but linkages to participants in other workforce programs might be introduced. For example, Fatherhood Works participants who are successfully approaching the program's one-year employment benchmark, may be linked with available advanced education and training resources funded by WIA at the One-Stop career center to further improve their income capacity. Similar extended pathways might be developed for veterans, supportive housing residents, ex-offenders or other target populations who have reached a benchmark indicating their employment commitment and ability to benefit from a continuing mix of public and private investment in their future. "Clean and sober" should be a prerequisite for additional investment in those facing substance abuse challenges.
- **Revisit cross-program messaging and practice stabilization.** To the extent that Goodwill staff provide services to meet basic needs and workforce services to prepare for and find employment, there is potential for melding the use of incentives and support services. Specifically, bus passes and gift cards do not appear to be consistently distributed within and across programs, contributing to inconsistent participant expectations and possible friction with or between case managers. Staff might more clearly distinguish between incentives and supports in service delivery, and adhere to policy intent. The response to supplemental client needs that arise could be better aligned with qualifying criteria, such as "exceptional circumstances". The mission is employment: supportive services ameliorate barriers, incentives aim to encourage desired behaviors.
- **Commit to a strategy and structure for employer engagement across programs for disadvantaged populations.** Dedicated staff, a clear menu of employer and employee services, and a defined industry sector approach would increase business and public awareness of Goodwill services. Goodwill could better market its job readiness, recruitment, and retention services; tax credits and hiring benefits; employee assistance services; and skilled and unskilled labor supply, available on part-time or full-time basis. Goodwill has many offerings for large and small employers across industry sectors that are mutually beneficial to employers, workers, and the community at large.
- **Introduce broad and consistent delivery of financial literacy/ financial planning curriculum.** Goodwill has been providing Good A\$\$ets services to employees, various elements of financial literacy through Job Fitness and life skills workshops (until recently assisted by an AmeriCorps grant) and program specific workshops for target groups, such as Fatherhood Works and the non-custodial parent participants (Good Sen\$e Initiative). Given the

need for practical financial knowledge among low-income populations, Goodwill might consider this a key service element to strengthen individual capacity across all program areas, including Youth Services.

- **Provide preliminary eligibility screening for clients who may benefit from publicly funded nutritional, income, and health services.** Goodwill staff might assist individuals who appear eligible and would improve their livelihood prospects through relevant public assistance by conducting a simple pre-eligibility screening. Ideally, Goodwill might collect basic information during its own intake that could be used to populate official application and eligibility forms to streamline access to critical assistance for which clients may be eligible.
- **Expand the regional presence of workforce development programs.** Goodwill could enhance its services to communities throughout the central Texas region by introducing workforce services in all new or redeveloped retail sites in its fifteen-county area. A larger program footprint is a viable response to demographic transition and population growth beyond the present Austin/Travis core service area.

SECTION III: PARTICIPANT CHARACTERISTICS AND LABOR MARKET OUTCOMES

Introduction

This section presents characteristics and labor market outcomes for participants in Goodwill's main workforce programs for the years 2007 through 2009. Data are reported separately for participants in Job Source Services (JSS), Community Rehabilitation Programs (CRP), and Youth Services (YS), each of which has a distinct service delivery design and target participant population, as described earlier in this report. Participant data extracted from Goodwill's Client Tracking System (CTS) are comprehensive for 2008 and 2009. The 2007 data represent a subset of all participants for that year.¹⁵

Labor market outcomes are based upon CTS data on participant characteristics, services, and job placements linked with quarterly Unemployment Insurance (UI) wage records to produce profiles of participants' employment and earnings experiences before, during and after participation. This report presents labor market outcomes by program (JSS, CRP and YS), gender, race/ethnicity, age, and significant population sub-groups (i.e., homeless, physically or mentally disabled, veterans, ex-offenders) in terms of quarterly employment and earnings over time.¹⁶

Analyses for all participants and for subgroups of participants in each of the three programs include:

- Employment rates and quarterly earnings for each cohort; and
- Employment rates and quarterly earnings for each cohort by demographic characteristics and sub-group.

¹⁵ GoodTracks replaced the Client Tracking System for one intervening year (2007); only a subset of that data migrated back to CTS when it was reintroduced in 2008. Goodwill has indicated that these 2007 samples are representative of participants for that year. RMC staff elected to include these samples in the analysis for comparative and descriptive purposes.

¹⁶ UI wage data available to the project cover all quarters through the third quarter (July-September) 2010.

Workforce development programs at Goodwill Industries of Central Texas have been operating in a challenging environment. Though not as high as elsewhere in Texas, unemployment in the Austin-San Marcos MSA, generally below 4 percent throughout 2007, rose above 7 percent by June 2009 before leveling off at around 6.8 percent where it remains in March 2011. Concurrently, the annual growth rate for Total Nonagricultural Employment, which peaked at just under 6 percent in December 2006, fell to just over 4 percent a year later, before declining in December 2008 and hitting its nadir of -3 percent in September 2009.

(http://www.tracer2.com/admin/uploadedpublications/1712_austinmsa.pdf).

Despite these stressful economic conditions, the Austin region continues to attract new residents, and employment is extremely competitive. The statewide employment-population ratio has dropped steadily in Texas, from 62.3 percent in 2008 to 60.2 percent in 2010 (<http://www.bls.gov/news.release/pdf/srgune.pdf>). At the same time the number of hourly workers employed at the Federal minimum wage rose from around 50,000 workers to nearly 300,000 workers as a result of Congressional action to raise the Federal rate, ripening conditions for potentially crowding out the disadvantaged workforce further: more employable dislocated workers are likely to settle for lower-paying jobs in periods of rising unemployment and negative job growth. Moreover, at 9.5 percent, Texas is now tied with Mississippi for the highest proportion of hourly-paid workers earning at or below the prevailing Federal minimum wage among the 50 states and the District of Columbia in 2010

(http://www.bls.gov/ro6/fax/minwage_tx.htm). Downward pressure on wages is forcing more-skilled workers into lower-paying segments of the labor market, and employment prospects for the more disadvantaged groups served by GICT appear less promising.

Job Source Services

Job Source Services participant characteristics and their employment and earnings patterns are presented and discussed in this section.

Participation and Characteristics. The number of JSS participants expanded rapidly in recent years and was serving more than 3,200 individuals by 2009 (Table 2). Nearly 5,800 individuals are included among the JSS participants studied over the 3-year period.¹⁷ Approximately two-thirds of JSS participants are male, and those between the ages of 25 and 45 years of age comprise well over half of all participants. The vast majority of JSS participants are White and African-American; African-Americans over-represented as a share of the local population.¹⁸ Nearly two-thirds are ex-offenders, by far the largest sub-group served, while only a small share (about six percent) are veterans.

Table 2. Job Source Participants and Characteristics, 2007-2009.

| | Total | GENDER | | AGE GROUP | | | | | |
|-------|---------------|----------------|------------------|--------------|---------|-----------|------------|-------------|-------------|
| Year | Number Served | Male | Female | 24 and under | 25 - 34 | 35 - 44 | 45 - 54 | 55 and over | |
| 2007 | 232 | 65% | 35% | 12% | 32% | 27% | 18% | 12% | |
| 2008 | 2361 | 64% | 36% | 18% | 28% | 28% | 20% | 6% | |
| 2009 | 3206 | 67% | 33% | 19% | 29% | 25% | 21% | 7% | |
| Total | 5799 | 66% | 34% | 18% | 29% | 26% | 20% | 7% | |
| | Total | RACE/ETHNICITY | | | | SUB-GROUP | | | |
| Year | Number Served | White | African American | Hispanic | Other | Home less | Disability | Veteran | Ex-Offender |
| 2007 | 232 | 33% | 56% | 9% | 1% | 13% | 8% | 3% | 55% |
| 2008 | 2361 | 50% | 43% | 5% | 2% | 9% | 11% | 5% | 64% |
| 2009 | 3206 | 54% | 37% | 7% | 2% | 13% | 11% | 6% | 66% |
| Total | 5799 | 52% | 40% | 6% | 2% | 11% | 11% | 6% | 65% |

¹⁷ Each annual cohort includes all individuals who completed a Job Source service in that calendar year. Consequently there is limited duplication of individuals who received services in more than one year; the unduplicated count, including the 2007 sample, is 5,095 individuals.

¹⁸ The 2010 Census indicates that Travis County, home for the vast majority of Job Source clients, is 56.4 percent White, 28.2 percent Hispanic, 9.3 percent Black, and 14.6 percent Other (http://www.city-data.com/country/Travis_County-TX.html). Hispanics appear to be under-represented among those served, but Goodwill has indicated that this is a data extraction error. RMC will engage this issue in future analysis.

All Participants

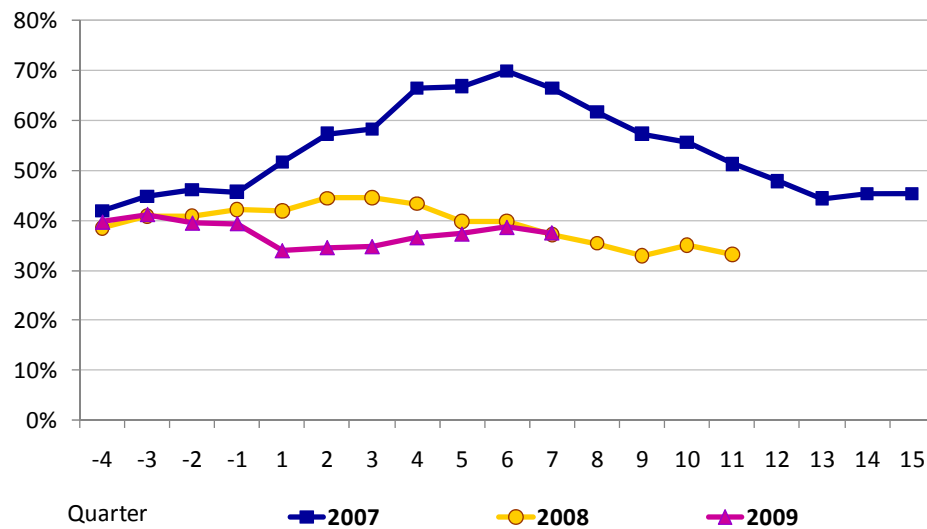
Employment. The employment rate is measured as the share of all participants who have reported wages in the quarterly UI wage records database maintained by TWC.¹⁹ The figures in this section display employment rates beginning four quarters prior to the start of the service at the zero quarter, and then all subsequent quarters through September 2010. For participants enrolling in services in 2007, more possible quarters of employment are possible, up to fifteen quarters in the services/potential employment time frame. For participants enrolling in 2009, however, only seven quarters of post-service data are available. Quarters designated Q (minus)-4 through Q (minus)-1 are the pre-program entry quarters for each annual cohort.

Employment rates for the two annual JSS cohorts and the 2007 sample cohort were in the 39-42% range a year before enrolling in services, with the 2007 cohort having somewhat higher rates (Figure 3). However, it is clear from even a cursory look that the 2007 sample cohort's experience was much better than that for the 2008 and 2009 cohorts, which appear to have faced more difficult labor market conditions. The employment rate for 2007 JSS participants rose steadily to a peak of 69.8 % at six post-service quarters (Q6, April-June 2008), while employment rates for the subsequent two cohorts were fully thirty points lower at the same point. Labor market difficulties pulled employment rates for the 2007 sample down into the mid-40s by 13-15 quarters after enrollment. Employment rates remained relatively flat for the 2008 and 2009 cohorts during their service year, with 2009 showing a slight rise in the post-program period, and 2008 showing a steady decline. Entering and maintaining employment appears challenging for JSS participants since mid-2008. This experience is understandable given increasing competition for jobs in the labor market during the recession and the disadvantages that the JSS population brings to the marketplace, including their precarious housing situations, disabilities, ex-offender status, and other barriers to employment.

¹⁹ More than 95% of wage and salary employment is covered by the UI program in Texas (Stevens, 2007).

To place this discussion in context, the employment rate for Travis County from 2005-2009 was estimated at 69% (U.S. Census Bureau, American Community Survey 5-year Estimates). Entered employment rates for WIA Adult participants served by the two local workforce boards ranged from 68.51% to 85.25% (Texas Workforce Commission WIA Title I-B Annual Reports, Program Years 2007-2009), and comparable employment rates from local workforce investments for 2007-2008 participants in the second quarter post-exit ranged from 32% to 68% (Smith et al., forthcoming, 2011). It is broadly recognized that Goodwill's workforce programs serve the most disadvantaged residents, and it is therefore difficult to identify a comparable program regarding scale, services, and target populations.

Figure 3. JSS Pre-Post Quarterly Employment Rates By Year, 2007-2009



Earnings. Two measures of earnings are used in the analysis: first, earnings for employed participants, which reflects the earnings of participants who had a job at any time during a quarter; and, second, earnings for all participants, which reflects participants' earnings *regardless* of their employment status in the quarter. The latter measure — also referred to as unconditional earnings — better captures the overall effects of program participation, although it is not a true measure of the program's impact, which would require experimental or quasi-experimental analysis.

Earnings for employed participants for each of the three JSS cohorts overall followed a similar trajectory (Figure 4). Although employment rates have fallen, quarterly earnings for those who remain attached to the workforce have, with minor exception in the 2007 sample, steadily increased during the service years and all subsequent quarters for all three cohorts. Beginning four quarters prior to enrolling in services, employed participants earned around \$3,100-\$3,400 per quarter. By three years after enrollment, 2007 employed JSS participants were earning nearly \$4,300 per quarter, an increase closely tracked by 2008 participants. Quarterly earnings for 2009 employed participants have risen to \$3,530 in Q7 from below \$3,000 in Q1 through Q4. Although these earnings support the value of work attachment and retention, the earnings are likely influenced by the statutory increase in the Federal minimum wage between 2007 and 2009.²⁰

Figure 5 presents quarterly wages for all participants in each of the three service-year cohorts. The 2007 and 2009 cohorts experienced an average quarterly earnings increase at the end of the service year and immediately following. Unconditional earnings of the 2008 cohort remain flat across the same time frame. The highest average quarterly earnings occurred in Q7 for the 2007 sample cohort, which exhibits consistently higher post-program earnings than the two annual cohorts. Service-year average quarterly earnings for the 2009 participants—at approximately \$900—are notably lower than comparable earnings during the service delivery year of prior cohorts, suggesting that entrants in that year may have been experiencing greater economic hardship than entrants of previous years. This cohort did experience an average quarterly earnings increase in Q4 through Q7 to approximately \$1,300, paralleling the earnings of the 2008 group; again both of the latter cohorts fall far short of the earnings of the 2007 sample cohort. Earnings began to decline following Q7 (July-September 2008) for the 2007 group, likely reflecting recessionary effects.

²⁰ The Fair Minimum Wage Act of 2007 included phased increases to the federal minimum wage from \$5.15 per hour to \$5.85 per hour, effective July 24, 2007. Subsequent increases followed, raising the minimum to \$6.55 per hour effective July 24, 2008 and to \$7.25 per hour July 24, 2009 (<http://www.dol.gov/elaws/faq/esa/flsa/001.htm>).

Again, it is useful to place these earnings levels in context. Median quarterly earnings in Travis County in the 2005-2009 period averaged \$4,760 per quarter for those with less than a high school education (U.S. Census Bureau, American Community Survey 5-year Estimates). Earnings for those served by One-stop Career Centers in the WIA Adult program ranged from an average \$5,591 to \$13,863 per quarter in Q2 and Q3 post-service (Texas Workforce Commission WIA Title I-B Annual Reports, Program Years 2007-2009). Quarterly earnings of those served with City and Travis County local workforce funding in 2007-2008 ranged from an average \$2,199 to \$5,404 in the second quarter post-service (Smith et al., 2011). Goodwill workforce participants generally constitute harder-to-serve populations relative to those served in many other area programs. As mentioned elsewhere in this report, some question whether JSS clients would be ready or able to participate in employment and training services provided elsewhere in the local provider array.

Figure 4. JSS Quarterly Earnings By Year (Employed Participants), 2007-2009

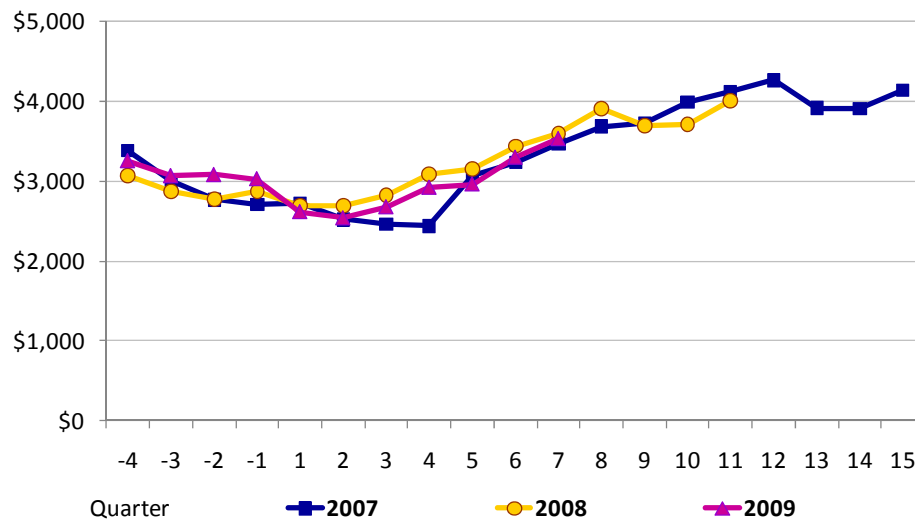
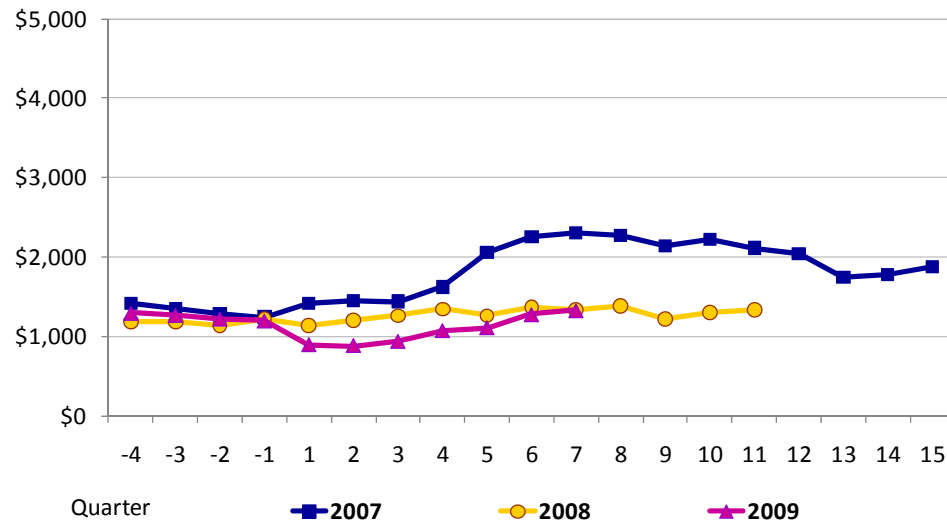


Figure 5. JSS Quarterly Earnings By Year (All Participants), 2007-2009

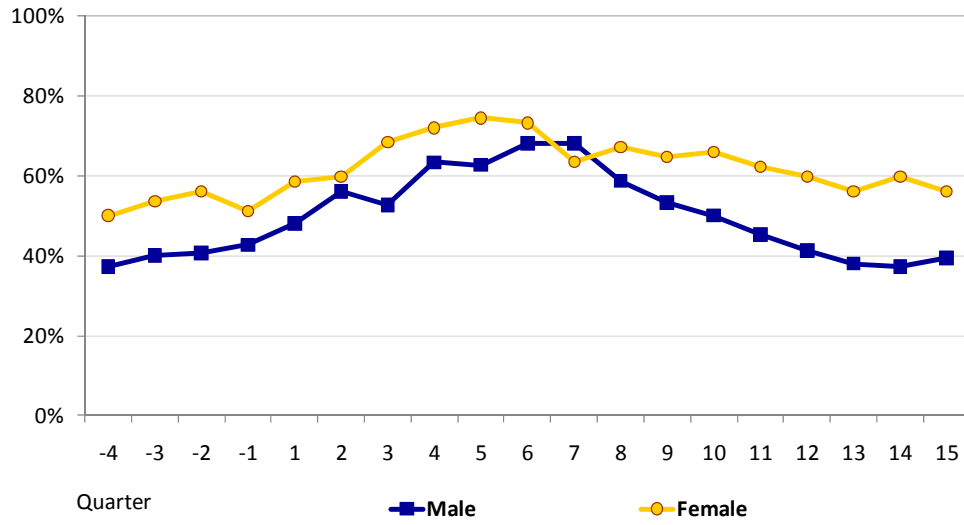


Gender Patterns

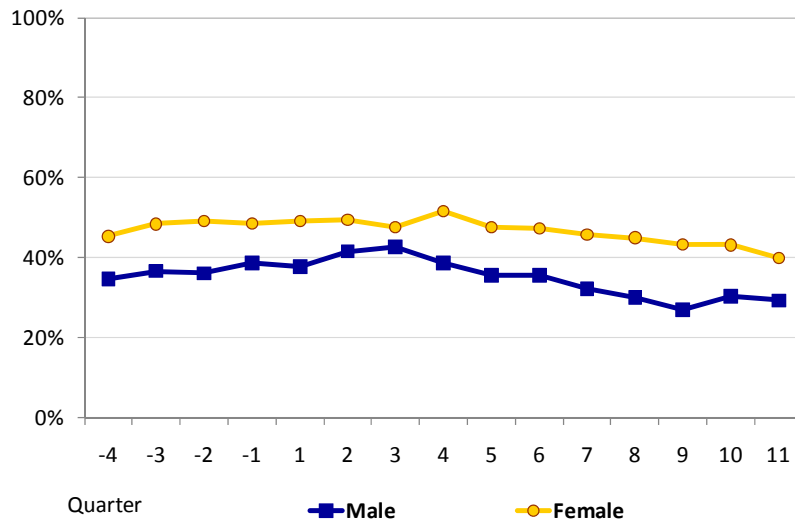
Employment. Female JSS participants generally enjoyed higher employment rates than males across all three cohorts for the timeframes measured. Female employment rates have surpassed males by more than 15% in Q11-Q15 of the 2007 cohort (while male rates have fallen), and generally by 5-10 % for the latter cohorts. The same general patterns discussed above are evident. 2007 JSS participants of both genders experienced a marked increase in employment 5-8 quarters following enrollment after which their employment rates diminished as the labor market softened (Figure 6). Employment rates for both genders in more recent cohorts have been relatively flat, although declining somewhat for both genders in 2008. The 2008 and 2009 cohorts have had difficulty attaining pre-program employment rates.

Figure 6. JSS Quarterly Employment Rates by Gender

2007



2008



2009

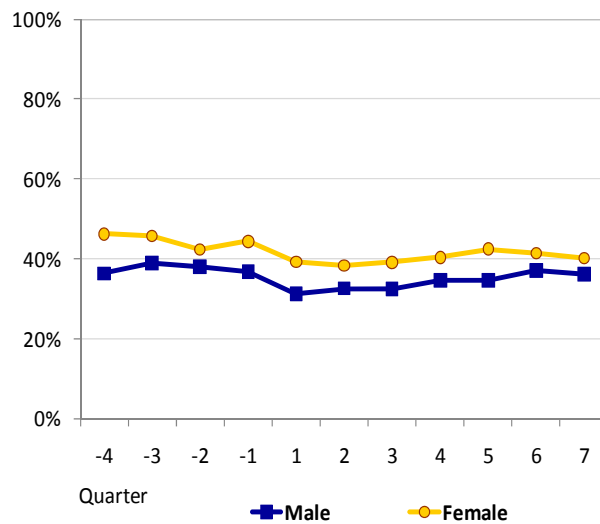
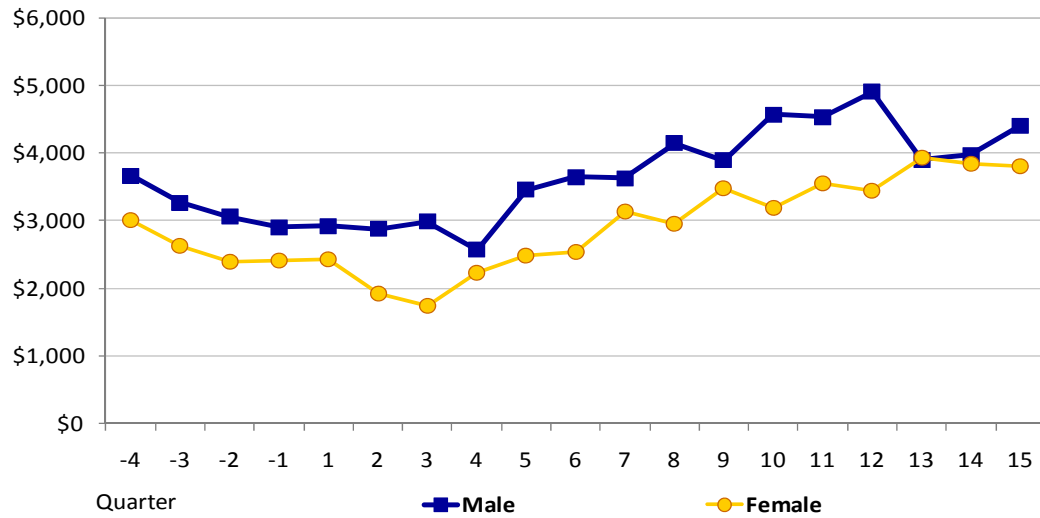
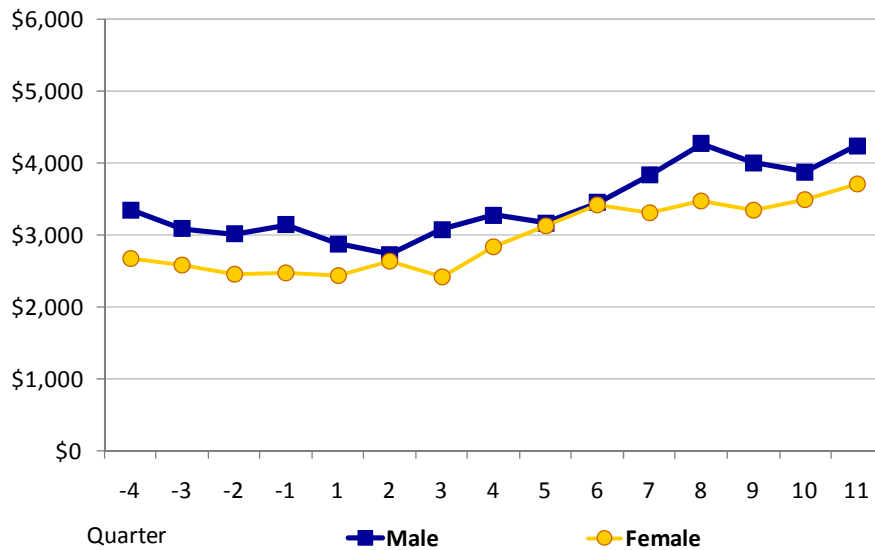


Figure 7. JSS Quarterly Earnings by Gender (Employed Participants)

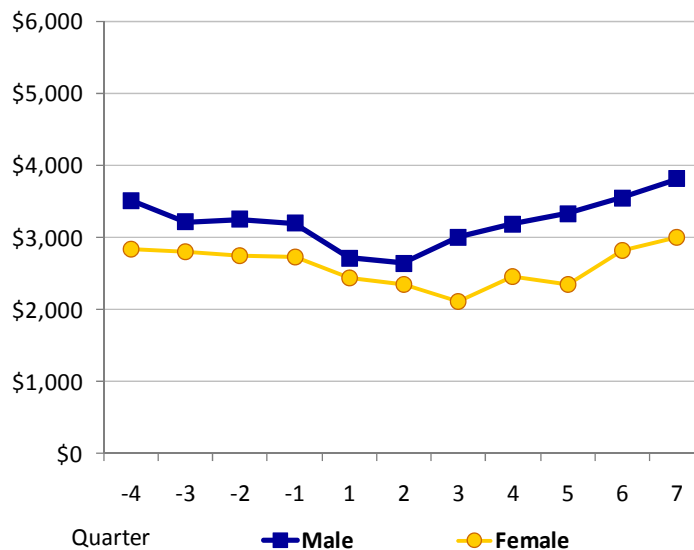
2007



2008



2009

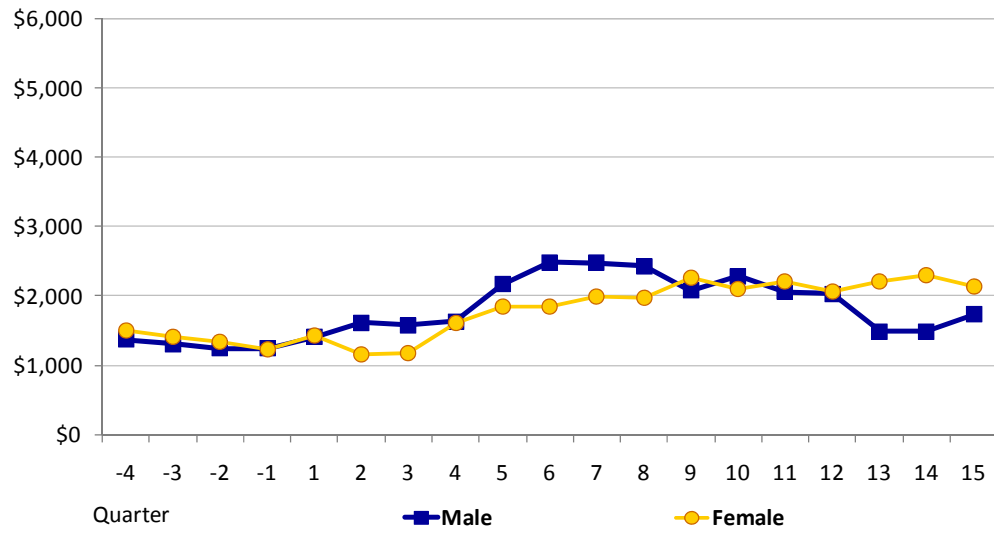


Earnings. While employment rates for females were higher than those for males, the pattern reversed for employed JSS participants' earnings: male earnings were higher than those for females across all cohorts and timeframes (Figure 7). Earnings for both genders appear to steadily increase for both genders subsequent to program participations and annualized earnings reached the \$12,000-\$16,000 range at about Q7 for each cohort.

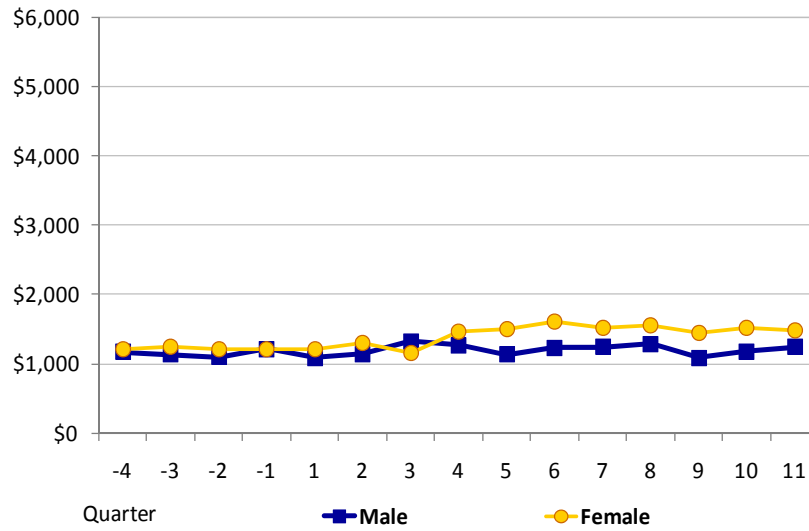
The picture changes considerably when looking at earnings for JSS participants regardless of employment status. Averaging earnings across all participants not only reduces average quarterly earnings and flattens their profiles considerably, but it compresses average earnings such that little difference remains between males and females (Figure 8). Men in the 2007 group earned slightly more on average than women through Q8 (October-December 2008), when male earnings began to drop from their peak above \$2,400 to below \$1,500 per quarter, while female earnings rose to and remained about \$2,200 per quarter. Average quarterly earnings for females in 2008 surpassed those of males at that same time, rising to nearly \$1,500 in Q4 (October-December 2008), while that of males dropped below \$1,300. Earnings for males and females in 2009 are more similar.

Figure 8. JSS Quarterly Earnings by Gender (All Participants)

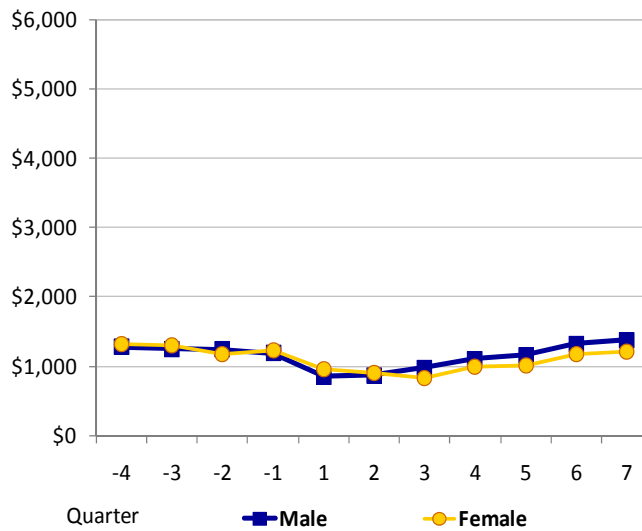
2007



2008



2009

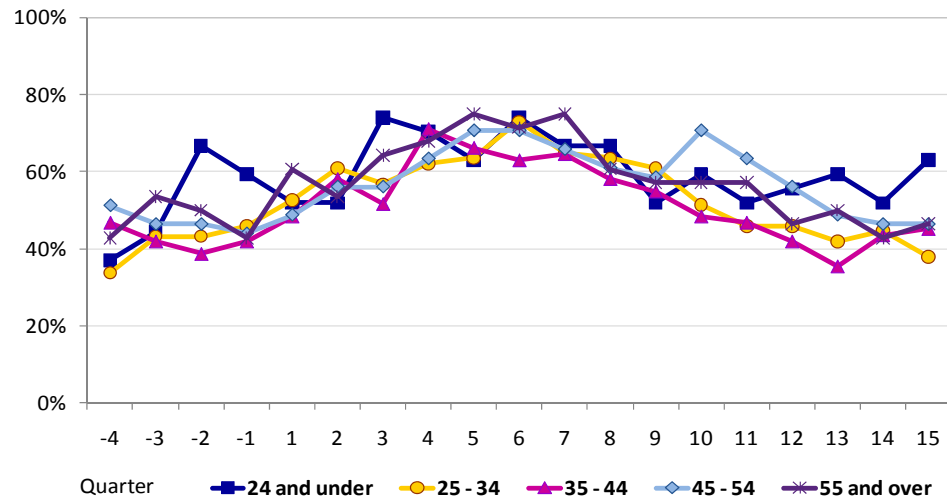


Patterns by Age

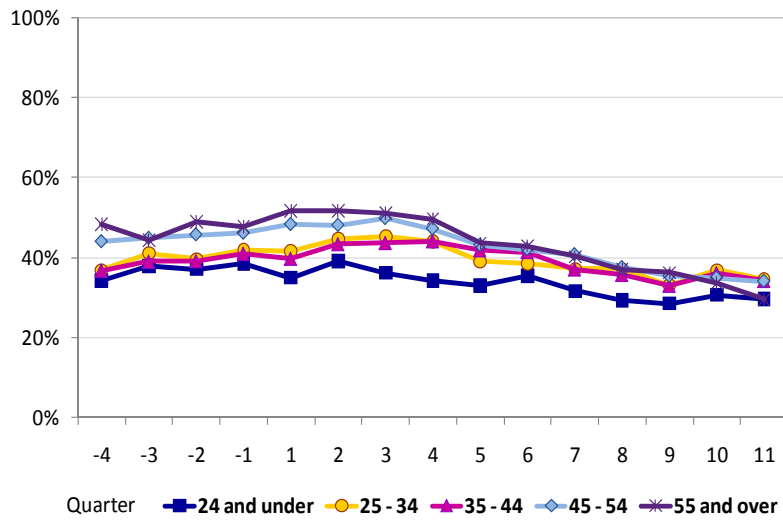
Employment. Not unexpectedly, employment rates for all years and age groups in the 2008 and 2009 annual cohorts have declined from the higher rates experienced by the 2007 sample cohort, following the pattern of all Job Source Services participants discussed previously. Employment patterns by age group differ across the three cohorts, likely a function of looser labor market conditions facing the latter cohorts and possibly of smaller age group sizes for the 2007 cohort (Figure 9). Employment rates for those age 24 or under for the 2007 cohort tended to be relatively high, reaching the high 70s several quarters after enrolling and ending up in the low 60s, surprisingly well above the rates for other groups. For the 2008 and 2009 cohorts, employment rates remain relatively flat or even declining somewhat for most age groups, with noticeable compression near the end of the time period near or below 40 percent. In these latter cohorts, employment rates for younger workers tend to be lower than others, and older workers somewhat higher.

Figure 9. JSS Quarterly Employment Rates By Age

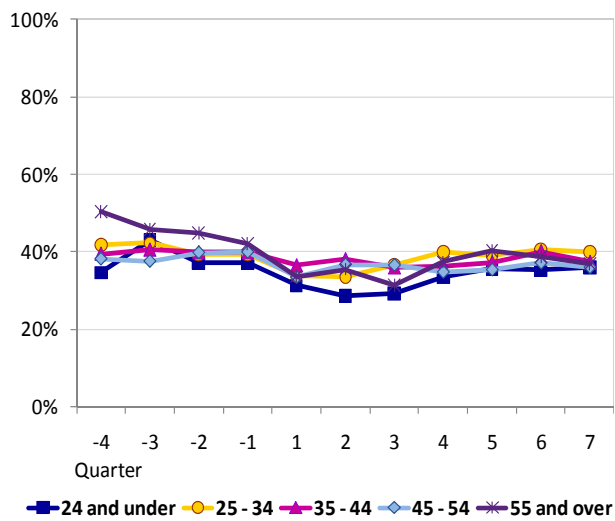
2007



2008



2009



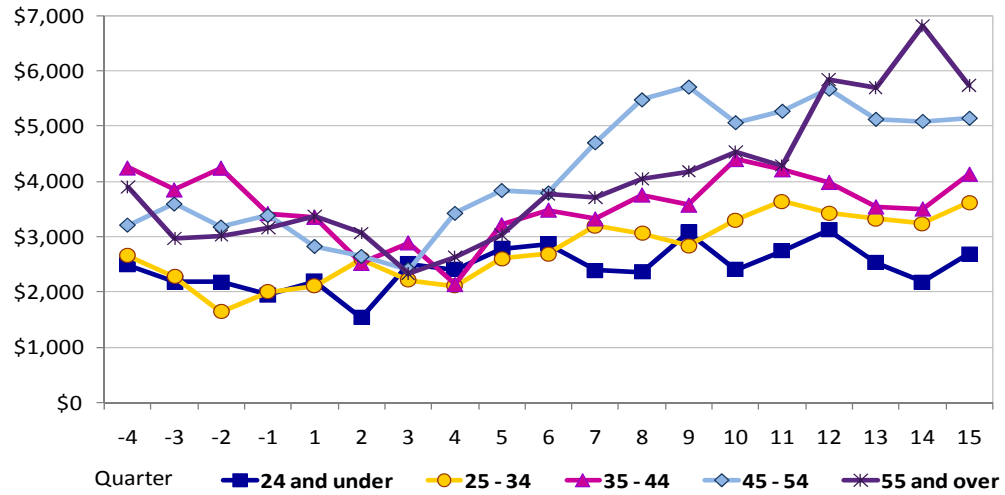
Earnings. Age and experience are generally important drivers of earnings. Quarterly earnings for employed JSS participants exhibit an expected pattern: for all three cohorts, workers in the older age groups (45-54 years, 55 and over) tend to have higher earnings over time relative to other age groups, with younger workers earning the least (Figure 10). Average earnings for the 2008 and 2009 cohorts are lower than for the 2007 sample cohort, in part due to the shorter length of time since exiting the program and in part due to the effects of the labor market slowdown.

For 2007, earnings in the older age groups began to surpass \$4,000 per quarter in Q7 and Q8 (the last half of 2008), and increased well beyond \$5,000 in subsequent quarters, before dropping alongside earnings of other age groups in late 2009 and early 2010. In 2008, post-program earnings generally improved for all age groups but with less magnitude than that of participants in 2007. In 2009, quarterly earnings have remained flat and a bit below those of the 2008 cohort. Younger workers have, with slight exception in the 2007 sample cohort, consistently lower average quarterly earnings than all other age groups, seemingly locked in the \$2,000 to \$3,000 range across all years.

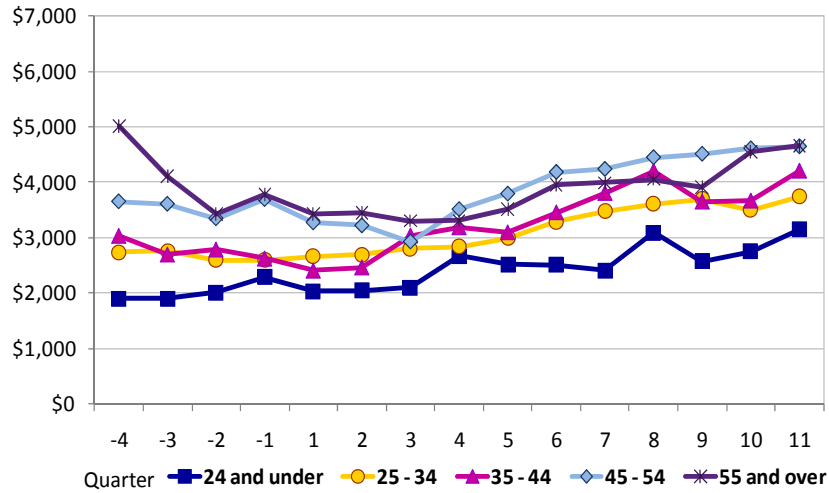
Quarterly earnings for all participants regardless of their employment status tend to be lower and more compressed across the various age groups and cohorts (Figure 11). The 2007 cohort has higher earnings with greater work experience and somewhat more dispersion across age groups. Higher post-program quarterly earnings gains have been sustained by older participants in 2007, but have faltered recently. Post-program quarterly earnings have been weaker and relatively flat for all other age groups in the 2007 cohort and for participants of all age groups in the 2008 and 2009 cohorts.

Figure 10. JSS Quarterly Earnings By Age (Employed Participants)

2007



2008



2009

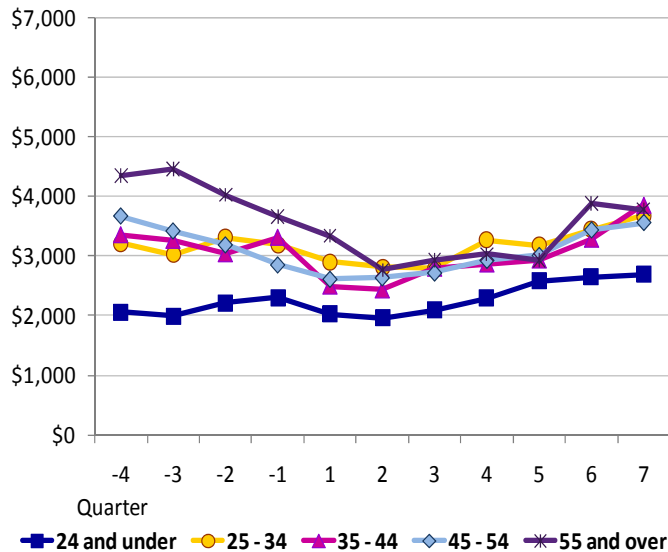
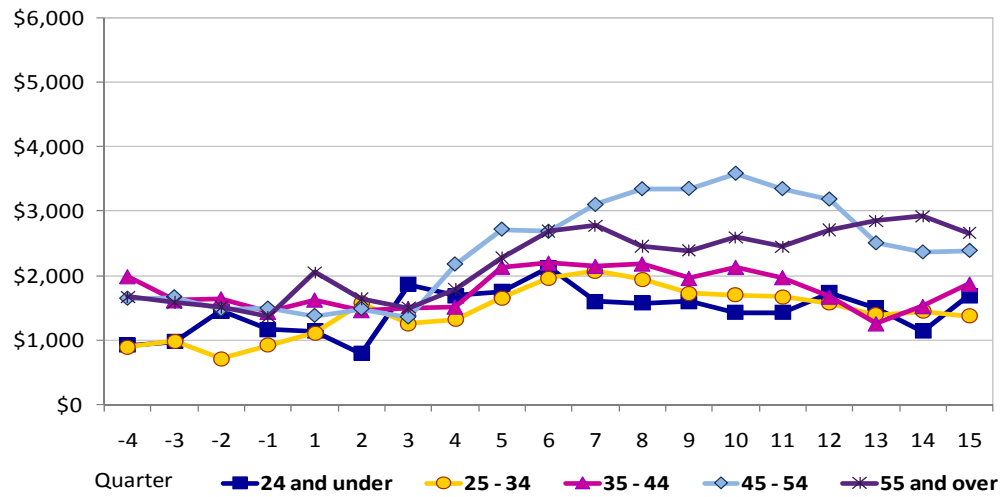
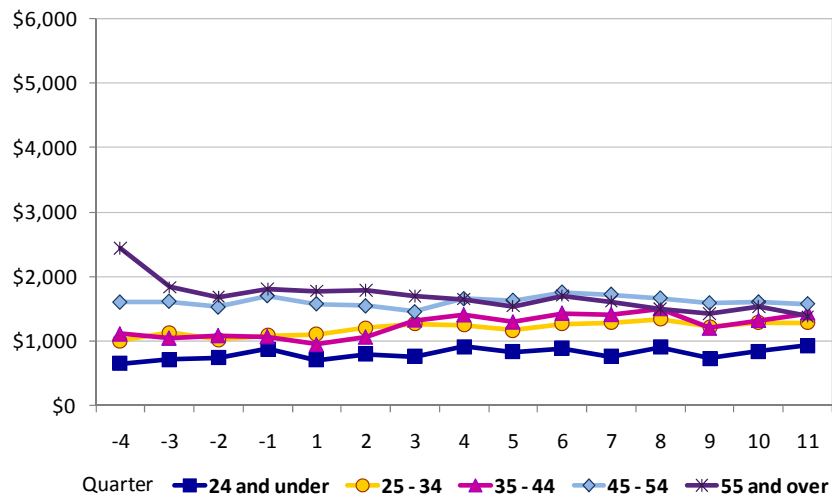


Figure 11. JSS Quarterly Earnings By Age (All Participants)

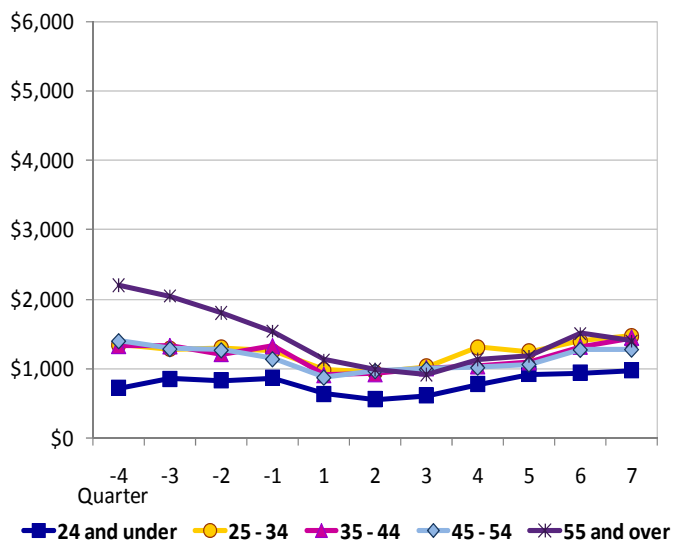
2007



2008



2009



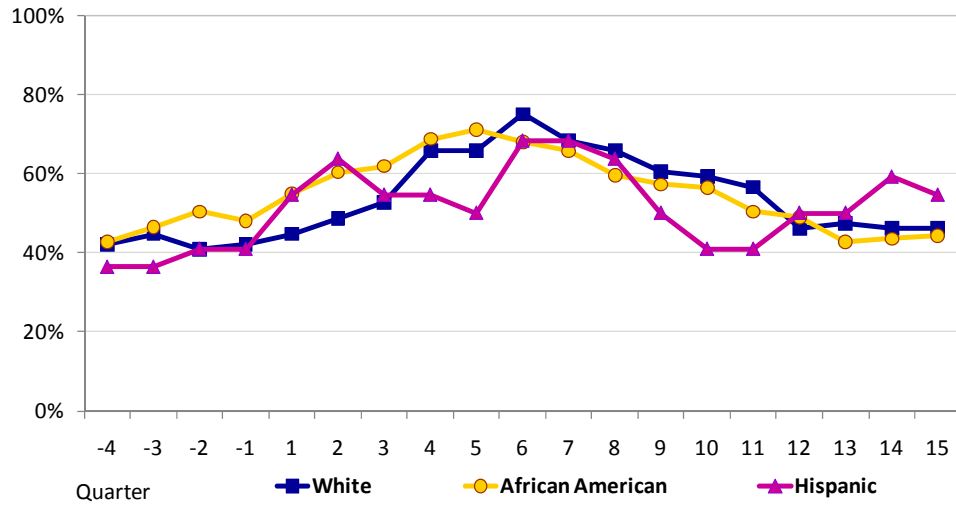
Patterns by Race/Ethnicity

Employment. Employment rates are presented for three race/ethnic groups: Whites, African-Americans and Hispanics, who can be either White or African-American.²¹ Employment rates for all race/ethnic groups in the 2008 and 2009 JSS cohorts are low to start with—ranging from the high 30s to the low-to-mid 40s before enrolling—and show little progress following JSS program participation, largely entering the labor market during the recession and slow recovery (Figure 12). The 2007 cohort experienced better employment opportunities across all race/ethnic groups, but a large portion of the gains posted in the second year after participation in JSS was erased subsequently. Hispanics from the 2007 sample cohort improved their situation the most, ending with a 55% employment rate fifteen quarters later. In general, employment rates for racial/ethnic groups have retained relative parity across years, peaking for all in the 2007 sample cohort, and weakening for all in subsequent cohorts and employment quarters.

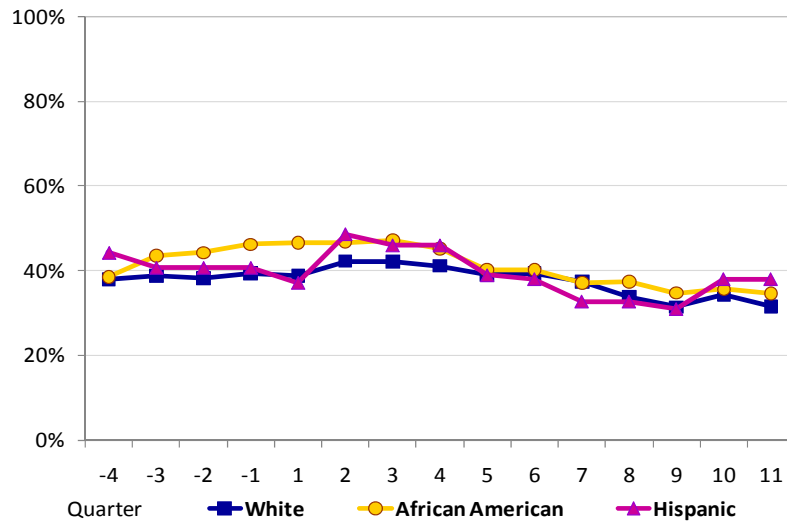
²¹ While data are also available for Other, a group that includes Native Americans and Asians and Pacific Islanders, their numbers are quite small, resulting in widely varying employment rates and average earnings. Presenting data for this group would also allow them to be identified in some instances. Thus, data for Others are not shown.

Figure 12. JSS Quarterly Employment Rates By Race/Ethnicity

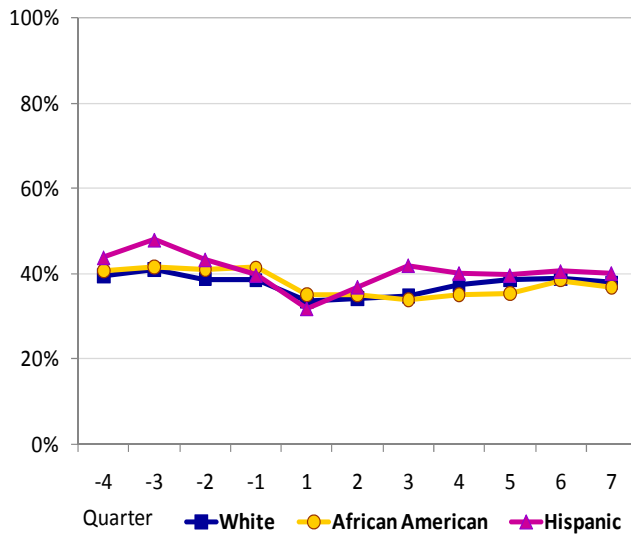
2007



2008

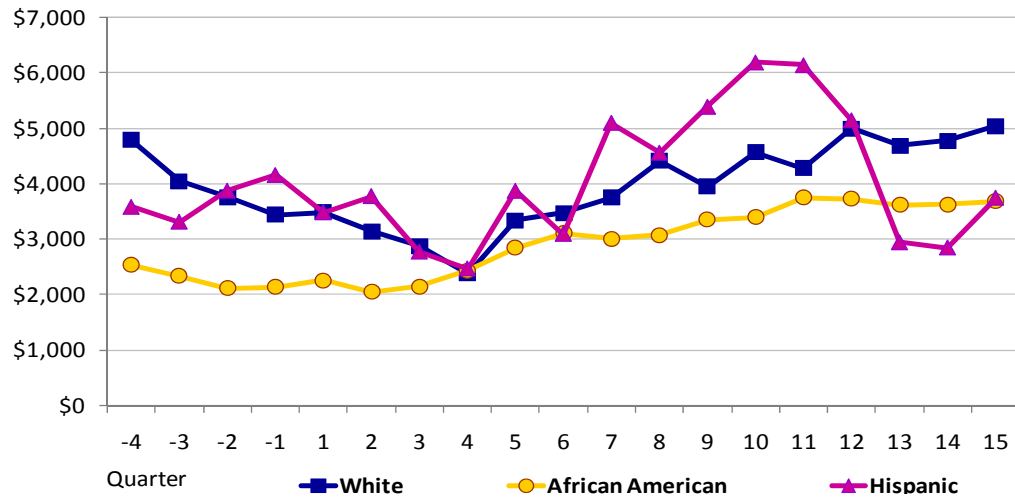


2009

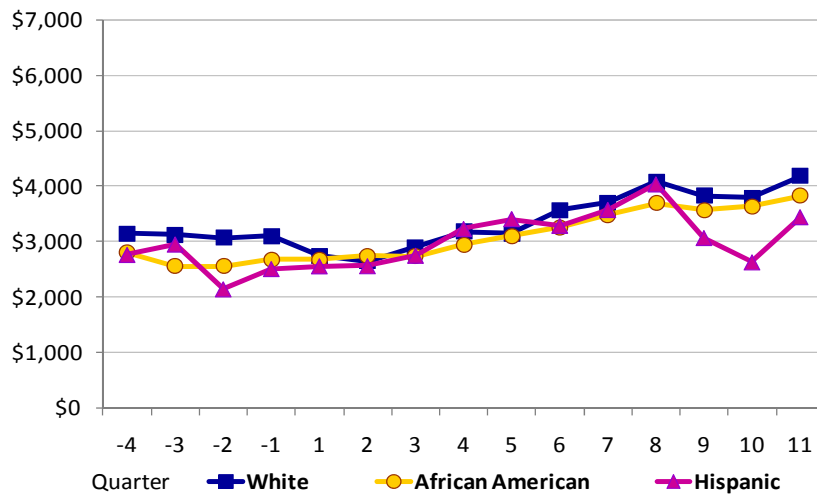


**Figure 13. JSS Quarterly Earnings By Race/Ethnicity
(Employed Participants)**

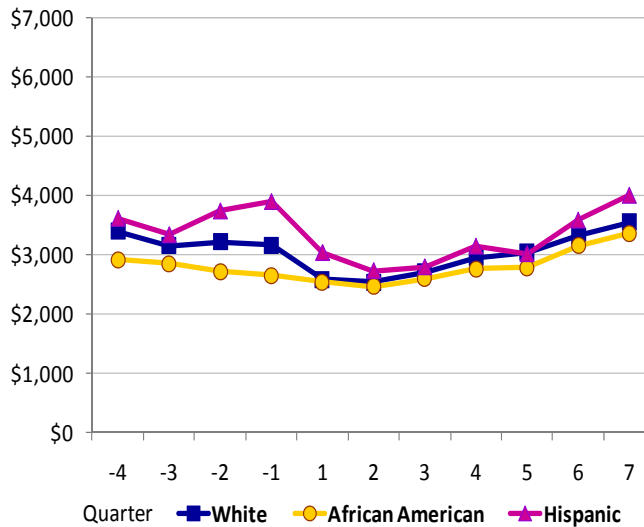
2007



2008



2009



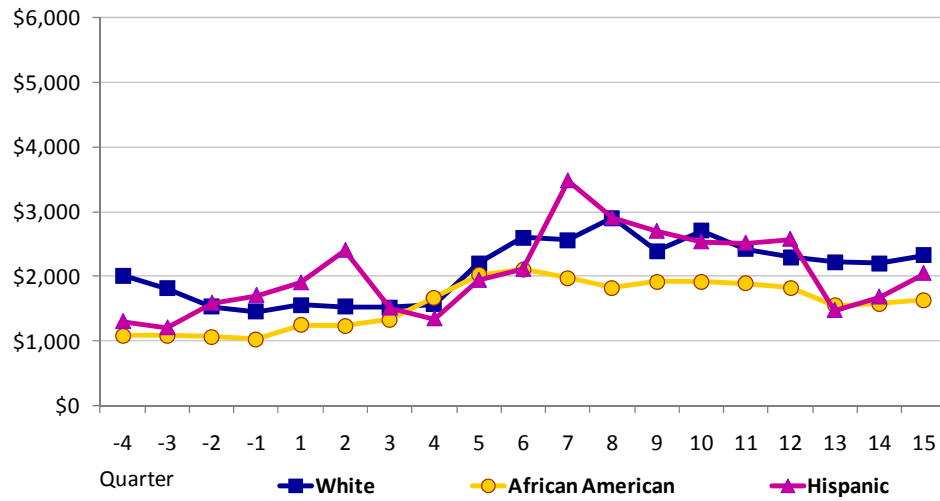
Earnings. Quarterly earnings for employed participants generally rose for all cohorts with the exception of the notable drops in earnings for the smaller recorded number and shares of Hispanic participants in 2007 and 2008 that began in Q8 and Q12 respectively and carried forward (corresponding to end of calendar year 2009).²² While all race/ethnic groups experienced increased earnings in employment quarters subsequent to the service year, Hispanic and White participants have generated slightly higher earnings than African-American participants.

Earnings for all participants regardless of their employment status, however, show little variation by race/ethnicity over the period of measurement, particularly for the 2008 and 2009 cohorts (Figure 14). None of the groups experienced much progress over the period, though again the earlier 2007 sample cohort fared better than the later annual cohorts. For the 2007 cohort, all race/ethnic groups enjoyed increased earnings in the employment quarters following the services, although modest. Earnings for these three groups are more tightly woven, lower, and flat for the 2008 and 2009 cohorts.

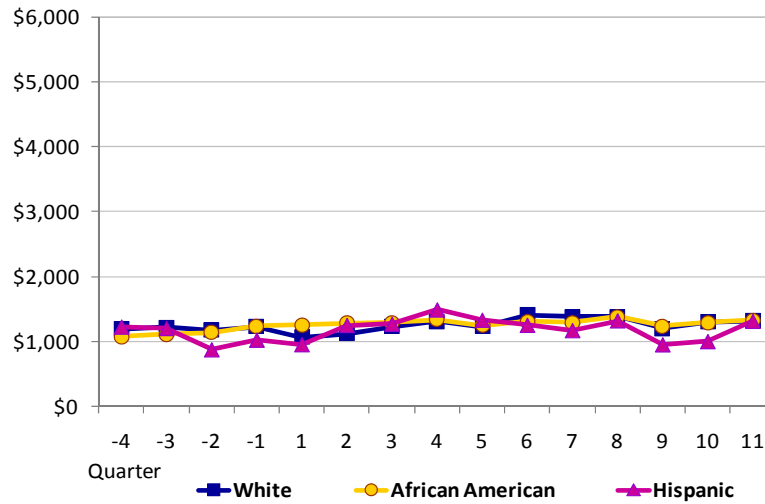
²² This drop may be associated with exceptionally tougher enforcement of immigration laws.

Figure 14. JSS Quarterly Earnings By Race/Ethnicity (All Participants)

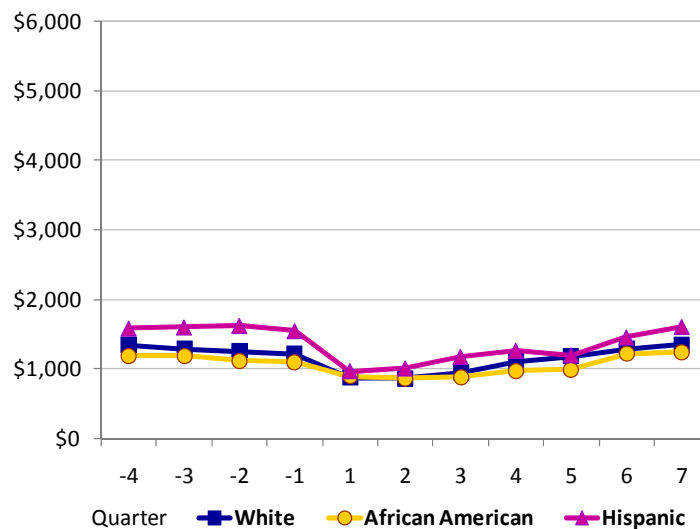
2007



2008



2009

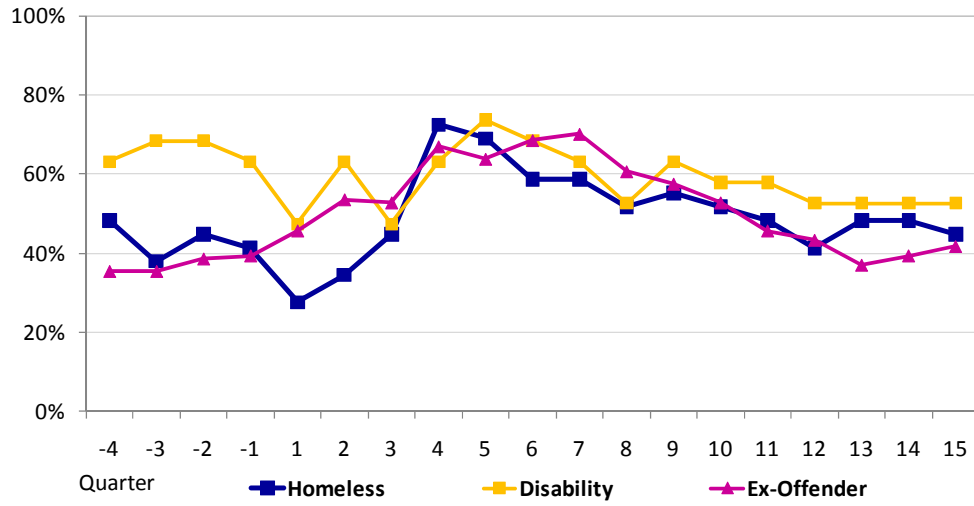


Patterns by Population Subgroup

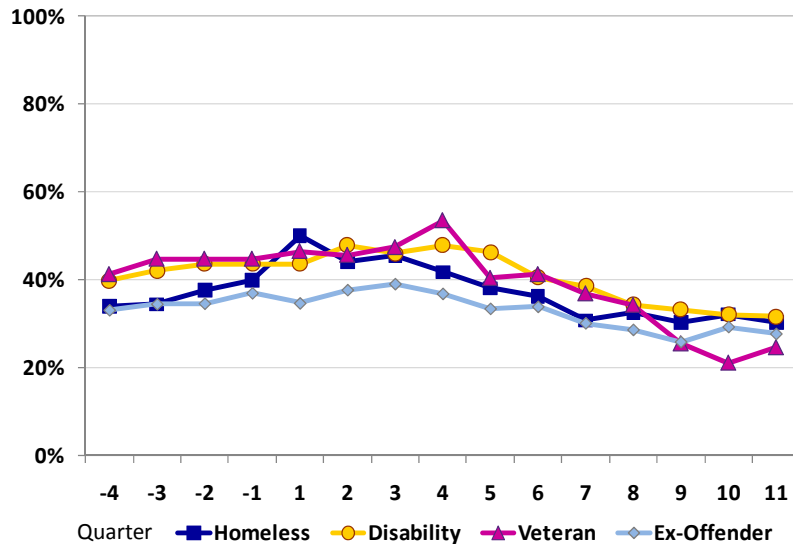
Employment. Figure 15 portrays the employment rates of participant subgroups, which are identified as homeless, physically or mentally disabled, veterans, and ex-offenders. (Veterans have been excluded from the 2007 cohort because the number of veterans was small.) Persons with reported disabilities have maintained marginally higher employment rates across all three years. In 2007, ex-offenders show steady increases in employment, peaking at nearly 67 percent in Q7, before dropping to about 40 percent in the late employment quarters. In subsequent years, ex-offenders and homeless persons have not successfully improved their employment rates, which have been generally below those of veterans and disabled persons. The employment rate of veterans nearly reached 55 percent in Q4 of the 2007 cohort before sliding to nearly 20 percent by Q10. The employment rate for veterans is in the 35-45 percent range for the 2009 cohort. (Note that JSS has served 647 homeless, 617 disabled, 320 veterans, and 3,749 ex-offenders during these three years.)

Figure 15. JSS Quarterly Employment Rates By Sub-Group

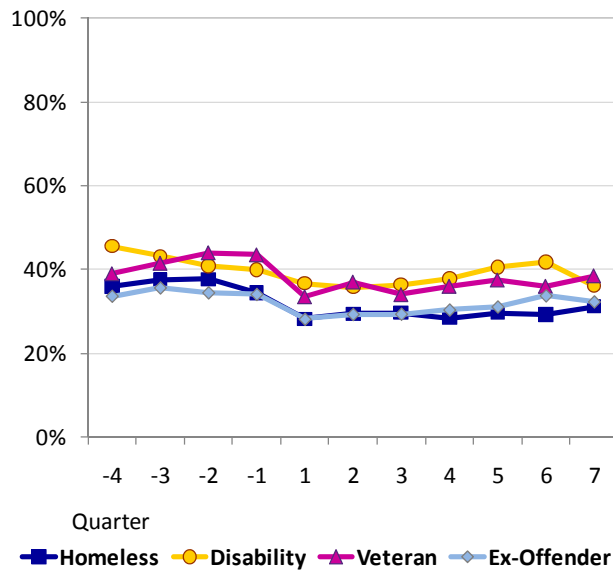
2007



2008



2009



Earnings. Figure 16 presents quarterly earnings of employed participants in these same subgroups. Quarterly earnings for employed participants in each subgroup across the three annual cohorts have consistently increased over time, tracking the overall JSS population with reported earnings. In the 2007 and 2008 cohorts, each subgroup surpassed its Q-4 through Q-1 earnings by Q4 or Q5, and did so by Q6 for all subgroups in 2009. Sharp increases in quarterly earnings are reported for the homeless and disabled in 2007.²³ Although their employment rate tends to be lower, ex-offenders tend to report higher earnings. That group and veterans report slightly higher quarterly earnings than homeless and disabled participants in the 2008 and 2009 cohorts, except beyond Q6 in 2008 when earnings of the homeless subgroup began to climb.²⁴ Quarterly incomes for all subgroups and years track one another through a relatively narrow range, suggesting that despite their status or barriers to employment, they are operating in the same low-wage labor market shared by the JSS population as a whole.

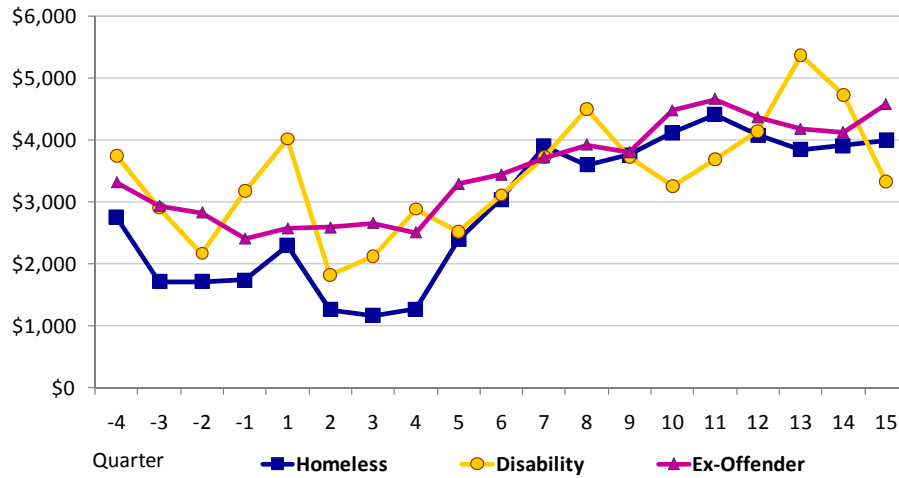
Figure 17 presents unconditional quarterly earnings by subgroup. As the figures show, quarterly earnings for the homeless, disabled, and ex-offender subgroups in the 2007 sample cohort increased slightly by Q4 and Q5 compared to Q-4 through Q-1 and remained somewhat stable before beginning to drop in Q11 (July-September 2009). None of these groups has noticeably increased their quarterly earnings in the 2008 and 2009 cohorts across the same pre-enrollment and post-service time frames, with the exception of veterans in the 2009 cohort, who increased their quarterly earnings slightly in Q4 through Q7

²³ Homeless quarterly earnings rose from under \$1200 in Q3 to nearly \$3900 in Q7 for the 2007 sample cohort; similarly impressive increases for persons with disabilities occurred. These results are drawn from smaller numbers of participants, ranging from ten to twenty employed persons per quarter in these two subgroups for 2007.

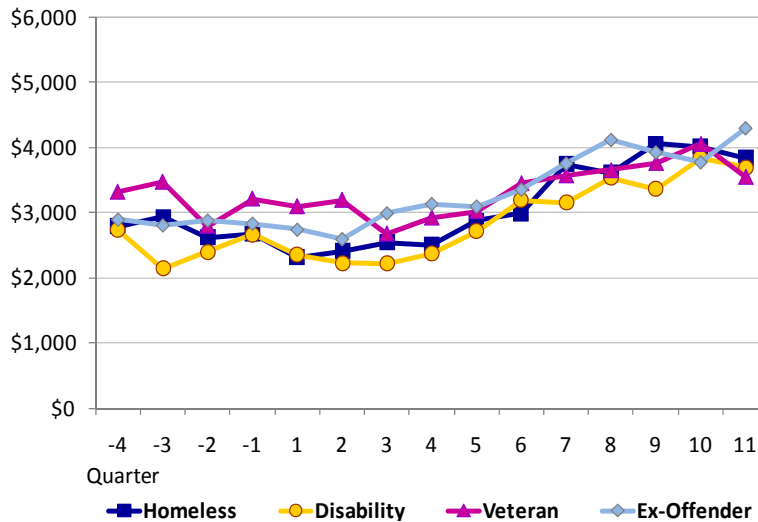
²⁴ GICT service patterns beckon research on the “new” homeless displaced by the recession and the co-identification across subgroups.

**Figure 16. JSS Quarterly Earnings By Sub-Group
(Employed Participants)**

2007



2008



2009

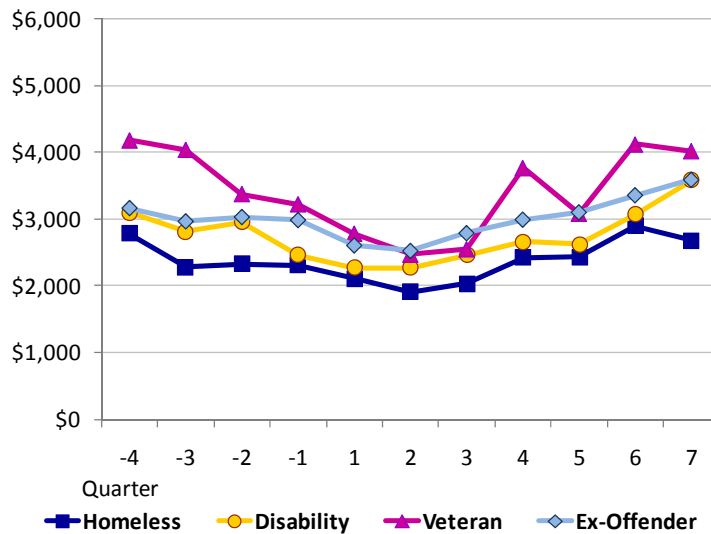
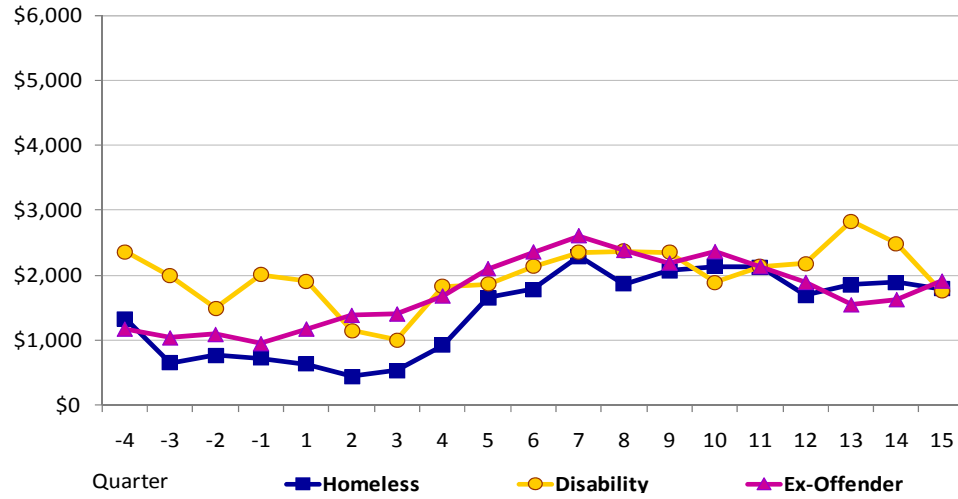
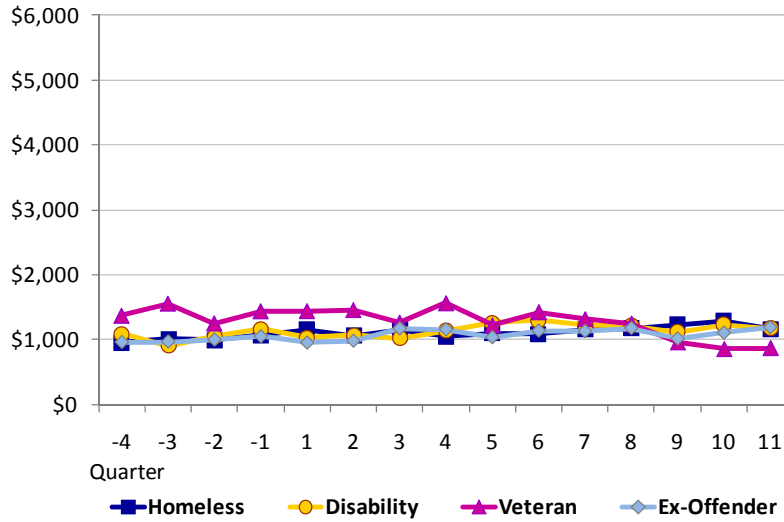


Figure 17. JSS Quarterly Earnings By Sub-Group(All Participants)

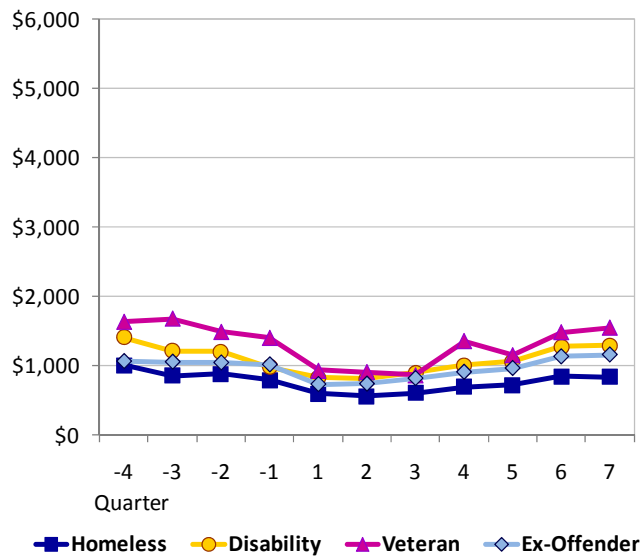
2007



2008



2009



Preliminary JSS Program Observations. The preceding discussion suggests several preliminary observations for Job Source Services outcomes. First, it is readily apparent that the recession and sluggish recovery has constrained labor market outcomes for these participants. Unconditional earnings patterns suggest that the populations served are at worst minimally avoiding further economic hardship, while conditional outcomes suggest that at best participants have recovered prior earnings levels and moved toward more sustainable livelihoods, as fragile and uncertain as their labor force attachment might be. Employment entry and retention clearly make a difference. Other initial indications are:

- Females have generally higher employment rates than males, but also have lower average earnings.
- Hispanics tend to do better in terms of employment and earnings than other groups.
- Older workers tend to fare better in terms of employment and earnings and have some resiliency in loose labor markets.
- Younger participants struggle in the low-wage and entry-level labor markets available to JSS participants.
- Employed veterans and ex-offenders appear to be pulling up earnings for Job Source participants overall.

Community Rehabilitation Programs

Community Rehabilitation Programs (CRP) participant characteristics and their employment and earnings patterns are presented and discussed in this section.²⁵

²⁵ This section differs in content from the Job Source Services section. Employment and earnings by race/ethnicity is limited to White and African American participants. Age group descriptives for the 2007 cohort and Sub-Group descriptives for all three annual cohorts are not presented. In all cases, the subject class is too small to be useful.

Participation and Characteristics. The total number of individuals included in the two annual (2008, 2009) cohorts and sample cohort (2007) served by Community Rehabilitation Programs and included in this analysis is nearly 1,200. As Table 3 suggests, CRP currently serves approximately 500 individuals per year.²⁶ CRP serves slightly higher shares of males than females and persons 55 and over pursue services at a lower rate than other age groups, which are somewhat evenly represented. Racial/ethnic distributions-dominated by White and African American persons- have remained constant.²⁷ The programs serve relatively small shares of Homeless and Veterans, whereas the share of Ex-Offenders has doubled from the 2007 level, settling in at around 9 percent.²⁸

Table 3. CRP Participants and Characteristics, 2007-2009.

| | Total | GENDER | | AGE GROUP | | | | |
|-------|---------------|----------------|------------------|--------------|---------|-----------|---------|-------------|
| Year | Number Served | Male | Female | 24 and under | 25 - 34 | 35 - 44 | 45 - 54 | 55 and over |
| 2007 | 117 | 52% | 48% | 15% | 18% | 17% | 37% | 13% |
| 2008 | 550 | 57% | 43% | 22% | 20% | 21% | 25% | 12% |
| 2009 | 507 | 58% | 42% | 28% | 21% | 19% | 23% | 10% |
| Total | 1174 | 57% | 43% | 24% | 20% | 20% | 25% | 11% |
| | Total | RACE/ETHNICITY | | | | SUB-GROUP | | |
| Year | Number Served | White | African American | Hispanic | Other | Home less | Veteran | Ex-Offender |
| 2007 | 117 | 70% | 27% | 1% | 2% | 3% | 3% | 4% |
| 2008 | 550 | 70% | 25% | 2% | 3% | 4% | 5% | 10% |
| 2009 | 507 | 69% | 25% | 2% | 4% | 3% | 3% | 9% |
| Total | 1174 | 70% | 25% | 2% | 3% | 3% | 4% | 9% |

²⁶ As in the Job Source data, the CRP information includes duplicated cases. The unduplicated count across the three years is 831 individuals. As described in Section II, CRP cases have employment retention benchmarks and participants regularly receive follow-up services. Therefore these annual cohorts are fluid; pre-service year quarters include some active individuals who are already working. Note also that many CRP participants are capable of working only less than full-time only. Furthermore, earnings caps for disability benefits may constrain their work efforts. These limitations are less pronounced among Job Source participants.

²⁷ Hispanics appear notably under-served. GICT has indicated that this is a reporting and data extraction issue, and does not accurately reflect the participant demographic distribution. As noted previously, RMC staff will address this issue in future analyses.

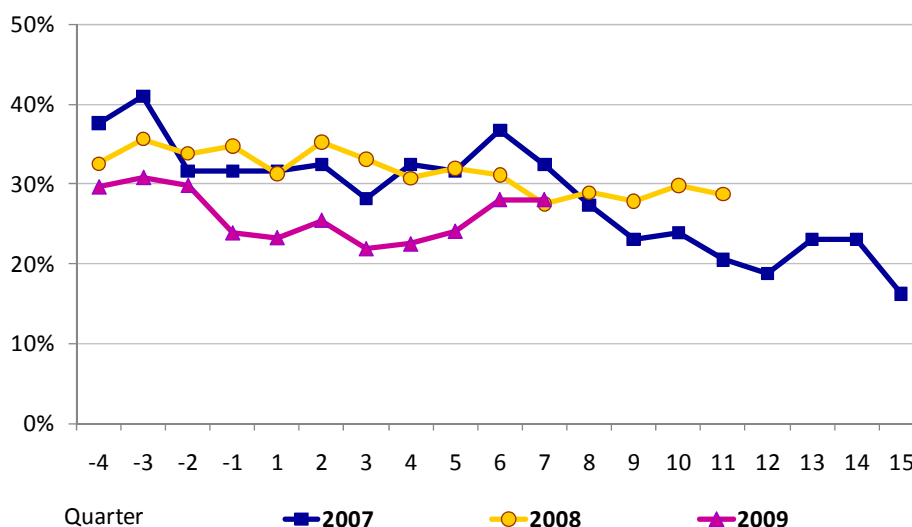
²⁸ Staff expressed concern regarding capacity for serving and appropriately placing disabled individuals with criminal records.

All Participants.

Employment. Patterns for all CRP participants presented in Figure 18 indicate that the employment rate fluctuated within a 10 percent range from Q-4 prior to service through post entry Q6 for each annual cohort, with notably lower overall work attachment for the 2009 cohort. However, employment rates of the three cohorts converge in the 27-29% range at Q7-Q8. The 2008 cohort maintains a 29-30% employment rate through Q11, but the 2007 cohort, which peaked at 37% in Q6, drops sharply thereafter reaching 16% at Q15. Employment improved slightly through Q7 for the 2009 cohort and held relatively steady through Q11 for the 2008 cohort. The sustained employment rates may be associated with the program's attentiveness to post-employment services (e.g., job coaching, job carving, and follow-up services). It is also noteworthy that the employment rate of 29% for the 2008 cohort at Q11 is only a few percentage points below the 33% rate for the 2008 cohort in JSS. None of the cohorts surpassed pre-program peaks in respective employment rates.

Once again, recessionary effects are clearly constraining labor market outcomes for these participants. The Q6 start in the employment rate slide for the 2007 cohort is the April-June, 2008 quarter. Those 2007 CRP clients experienced steady job loss without any reported hint of recovery in their employment. As a group they may be described as highly discouraged, in addition to the challenges that their disabilities present. On the positive side, the 2008 and 2009 cohorts appear to have at least maintained or slightly improved their work attachment, which may be associated with enhanced job development and placement activities in recent years.

Figure 18. CRP Quarterly Employment Rates By Year, 2007-2009



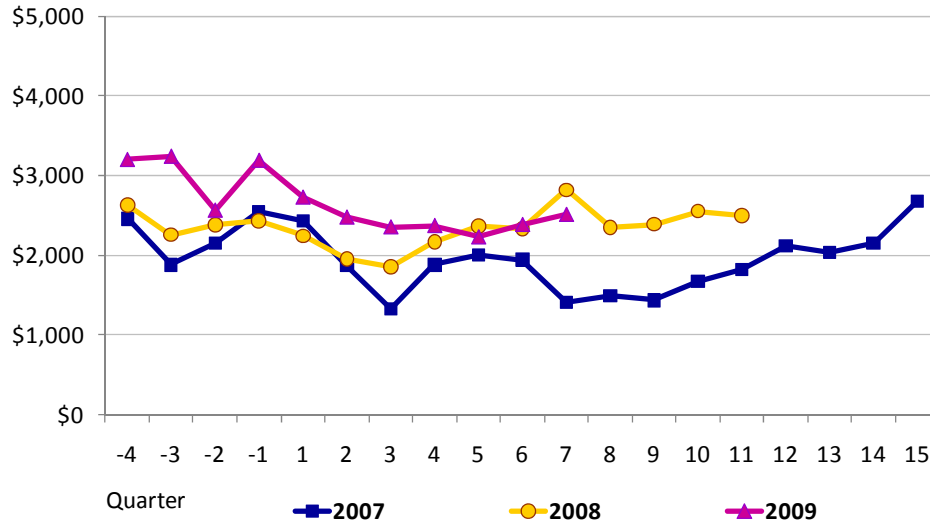
Earnings. Figure 19 and Figure 20 present quarterly earnings over time for employed participants (conditional earnings) and all participants regardless of employment (unconditional earnings) for each annual cohort of CRP participants, continuing the approach taken with Job Source Services participants in the preceding section.

Figure 19 indicates that the 2009 cohort entered the CRP programs with higher quarterly earnings than the other two cohorts. Earnings converge at Q5-Q6 for the 2008 and 2009 cohorts at about \$2,500, some \$300-\$400 above the 2007 cohort's earnings at those points, and remain at that level for those two cohorts in the reported data series. 2007 cohort earnings eventually returned to a similar earnings level at Q15.

It is revealing that earnings for the 2009 cohort are higher Q-4 through Q4 than those for the other two cohorts, despite the lower employment rates noted in the preceding discussion. The 2007 and 2009 cohorts reverse positions on the two figures, with the 2008 cohort remaining in between. In other words, though larger shares of 2007 clients are working, smaller shares of employed 2009 participants are earning higher wages, indicating higher pay or longer hours and possibly better jobs. It is also possible that CRP Job Development/Job Placement participants are increasingly more

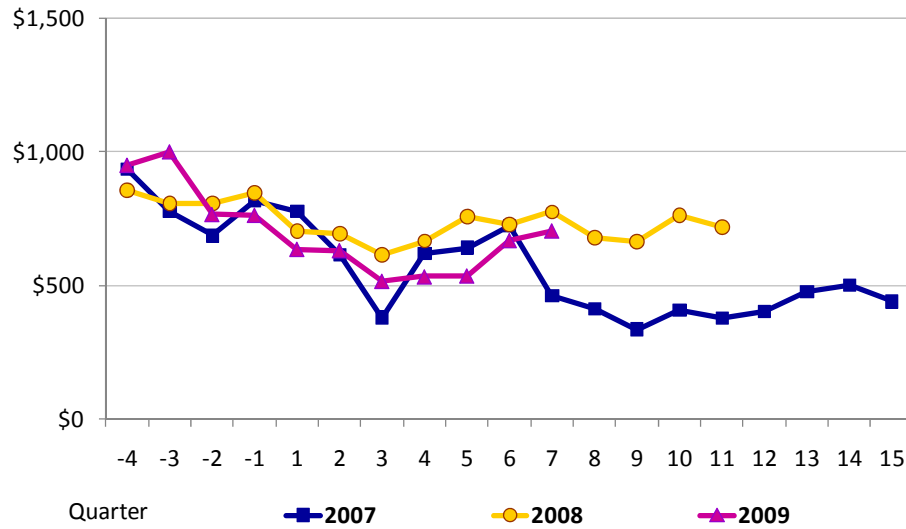
job-ready and staff has had success placing them. Statutory increases in the Federal minimum wage have influenced earnings as well.

Figure 19. CRP Quarterly Earnings By Year (Employed Participants)



When earnings of all participants, regardless of employment status are presented (Figure 20), a different earnings pattern emerges. All cohorts experienced a steady decline in earnings prior to program services and increased thereafter for each. Quarterly earnings for the 2008 cohort have been level at about \$700 from Q5 through Q11. Quarterly earnings for the 2009 cohort stood at just over \$500 across Q3 through Q5, surpassing \$700 by Q7. The 2007 cohort peaked at \$722 at Q6, slid to \$335 at Q9, and eventually approached \$500 in the Q13-Q15 period. Although none of the cohorts has regained their pre-service earnings, the 2007 sample cohort has remained markedly below its pre-service earnings without any sign of attaining prior earnings levels.

Figure 20. CRP Quarterly Earnings By Year (All Participants)

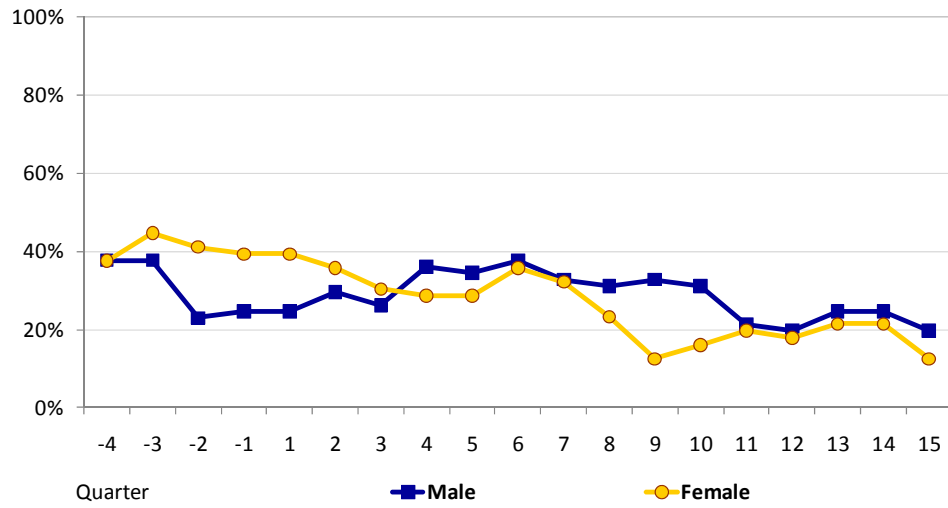


Gender Patterns.

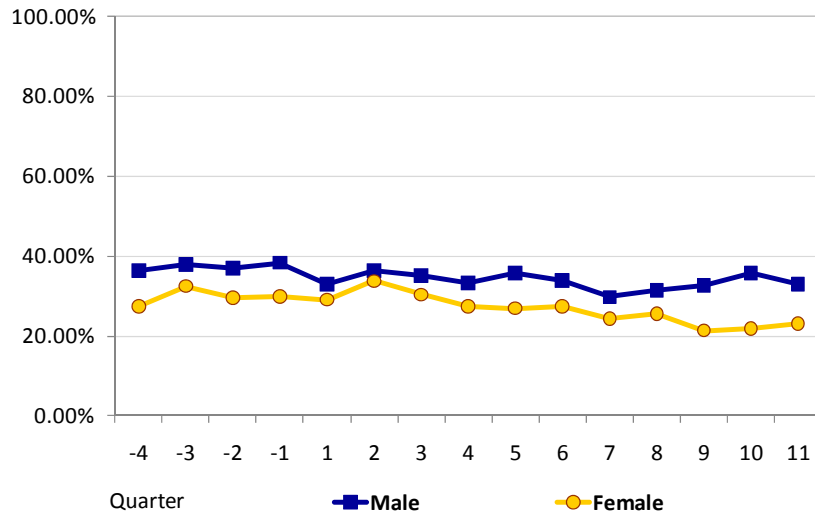
Employment. CRP quarterly employment rates by gender (Figure 21) indicate that female employment rates have been generally lower than males, with noteworthy exceptions in the 2007 and 2009 cohorts. Pre-Service year (Q-4 through Q-1) employment rates (in the 40-42 percent range) for females in the 2007 sample cohort are higher than males in that cohort, slightly higher than males in the 2008 cohort; and markedly above females in that cohort and both genders in 2009. Subsequently however, they exhibit a steady downward trend, ultimately reaching 13 percent at Q15. Females in the 2007 cohort began a sharp decline at Q6, dropping nearly 25 percentage points by Q9. This precipitous event fully accounts for the steep decline in the employment rate for all 2007 CRP participants demonstrated in Figure 20 above. In 2009, the gender employment rate gap visible Q-4 through Q2 narrowed considerably in the following quarters, but the rate never rose above 30 percent for either gender.

Figure 21. CRP Quarterly Employment Rates by Gender

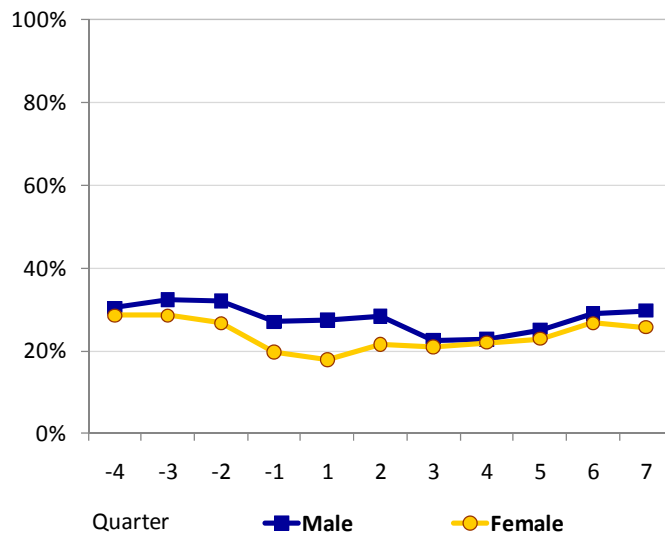
2007



2008



2009



Earnings. Quarterly earnings for employed CRP participants only (Figure 22) indicate that males regularly had higher earnings than females in the 2007 and 2008 cohorts, and that this relationship reversed in the 2009 cohort at Q1 through Q7. A closer look reveals that earnings for females tended to improve somewhat overall and in relation to male earnings in *calendar* years 2009 and 2010, the years bracketed by Q9 – Q15 in the 2007 cohort, Q5 – Q11 in the 2008 cohort, and Q1 – Q7 in the 2009 cohort.

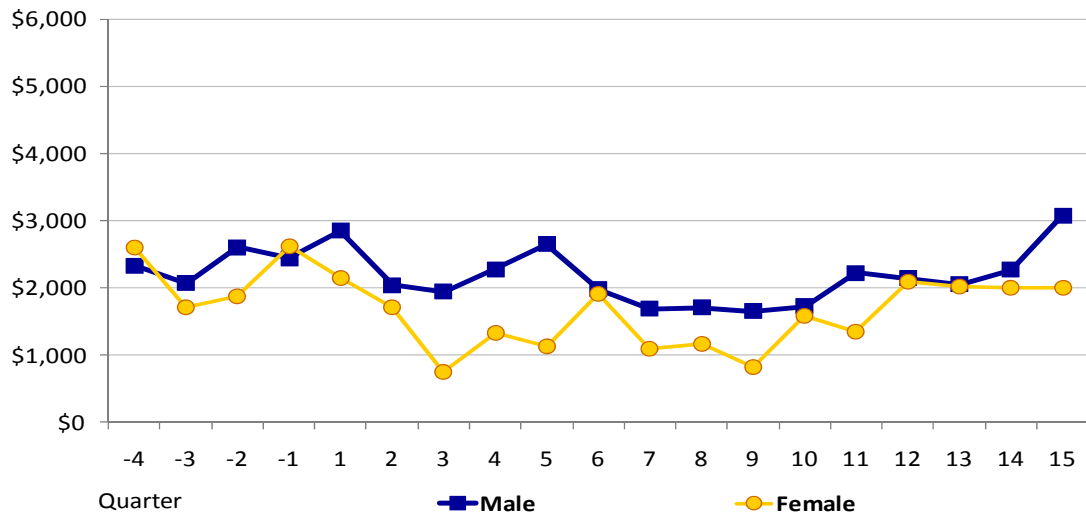
In the 2007 cohort, female earnings at Q9 rose and converged with male earnings at Q12 through Q14 at around \$2,000. (Male earnings rose sharply the next quarter as female earnings remained stable, but their employment rate dropped to 13 percent). In the 2008 cohort, the gender quarterly earnings gap remained relatively consistent across all employment quarter, with changes in earnings affecting both genders similarly in terms of magnitude and direction. Yet at Q9 through Q11 the gap narrowed to between \$300 and \$400 with female earnings in the \$2,000 to \$2,300 range. Employed females in the 2009 cohort show higher earnings than either gender in all cohorts. From a low of under \$2,000 in Q-2, female quarterly earnings peaked at just under \$3,800 in Q1, and remained in the \$2,600 to \$2,800 range at Q4 through Q7, some \$400 to \$600 higher than male earnings in those quarters.

Male earnings show a differing tendency and have not improved as have those of females over the years. Quarterly earnings for males in the 2007 cohort hit a few peaks near \$3,000 in select quarters, but generally remained in the \$2,000 to \$2,300 range at Q11 to Q14. Male earnings in the 2008 cohort nudged into the \$2,500 to \$2,650 range in the later employment quarters, but remained lower (in the \$2,000 to \$2,300 range) in Q1 through Q7 of the 2009 cohort.

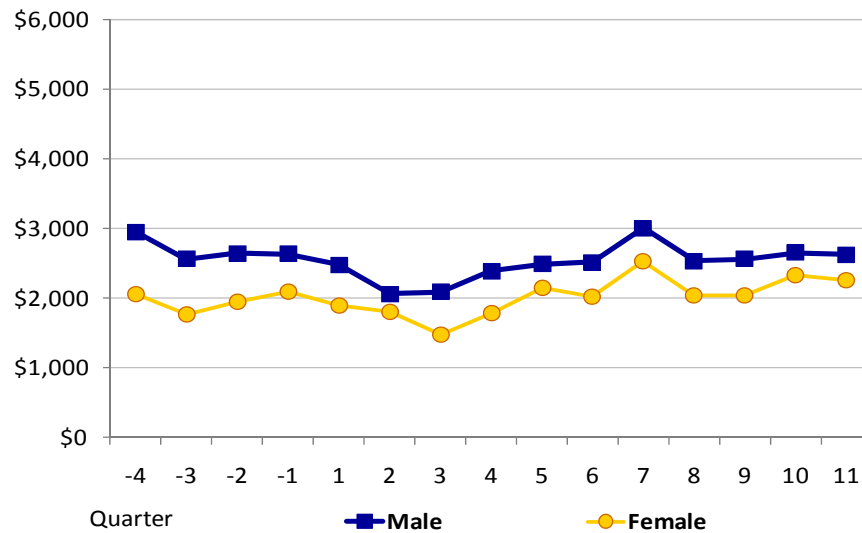
Quarterly earnings for all participants, regardless of employment status (Figure 23) also indicate that female earnings in the 2007 and 2008 cohorts run consistently below that of males. Female earnings rise slightly above males at Q1 through Q7 of the 2009 cohort. Earnings of females in the 2007 cohort hit the highest (\$1,031 at Q-1) and lowest (\$105 at Q9) across all cohorts. Females in 2009 and males in 2008 exhibit higher and more consistent earnings post Q1, but neither breaks above \$1,000.

Figure 22. CRP Quarterly Earnings by Gender (Employed Participants)

2007



2008



2009

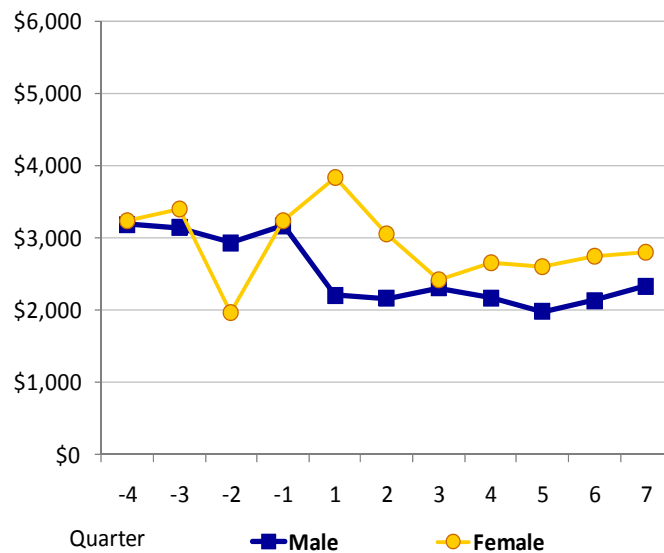
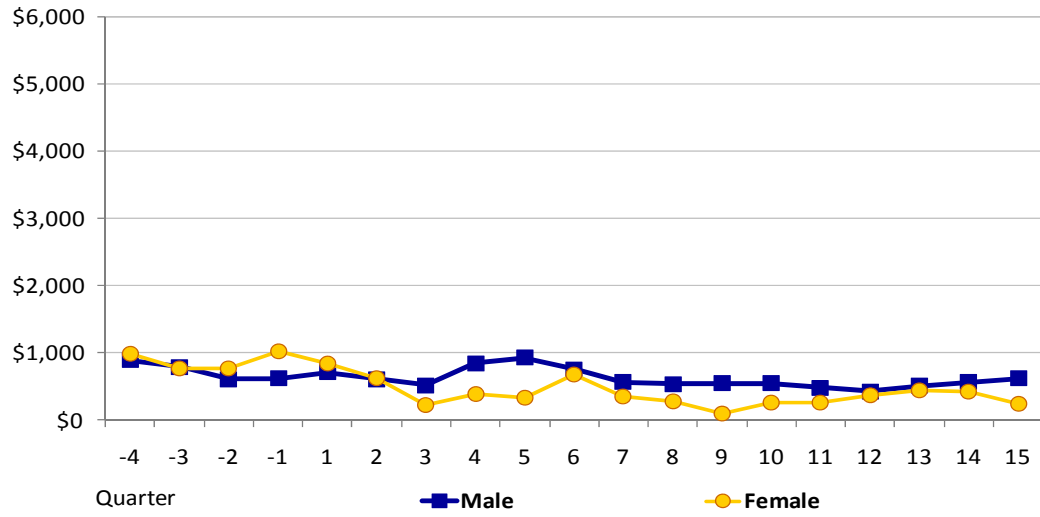
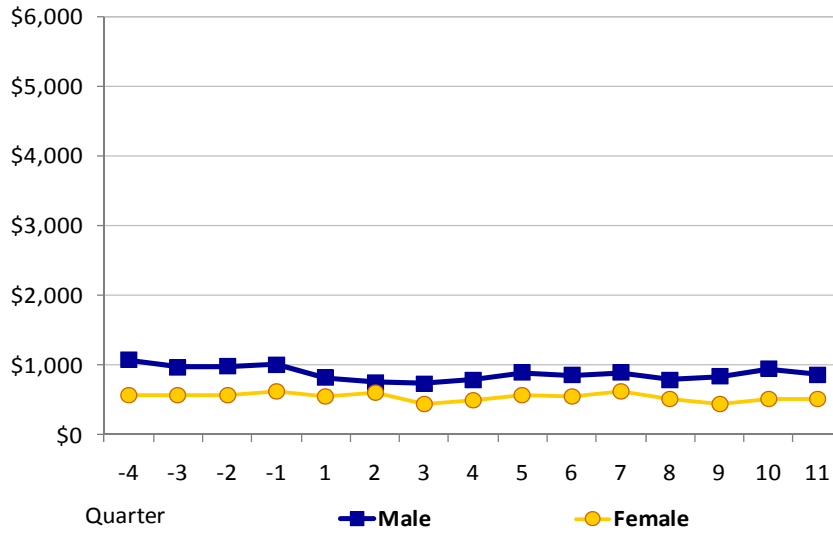


Figure 23. CRP Quarterly Earnings by Gender (All Participants)

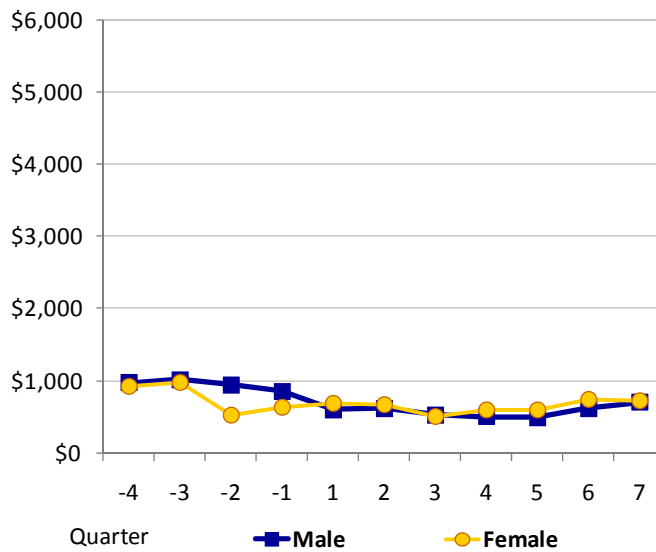
2007



2008



2009



Patterns by Age.

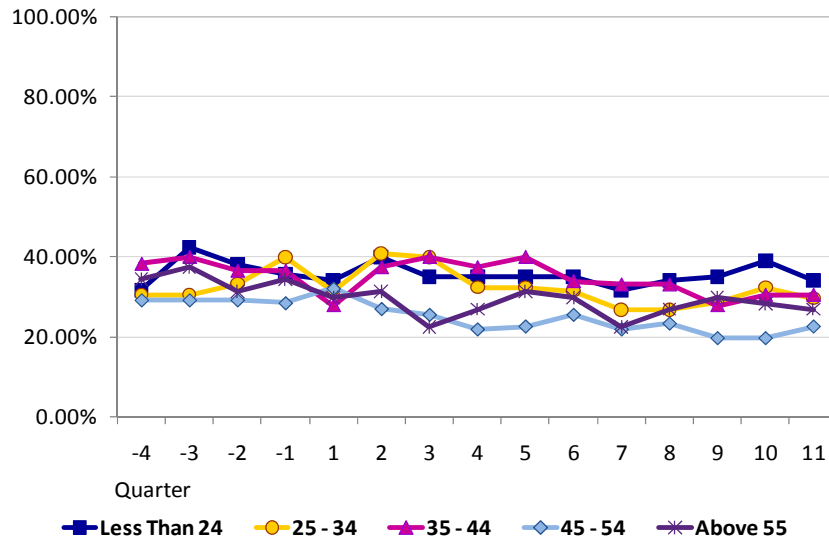
Employment. Figure 24 portrays quarterly CRP employment rates by age group for the 2008 and 2009 cohorts. The 2007 sample cohort has been excluded because age subgroups were very small.

In the 2008 cohort, the 24 and under age group exhibits slightly higher employment rates, peaking at 39 percent in Q10, and the 45-54 age group tends to have lower employment rates, never regaining its Q1 employment rate of 32 percent and subsiding to around 20 percent in later quarters. The other age groups are between these two, with the 55 and over group exhibiting lower employment rates in general.

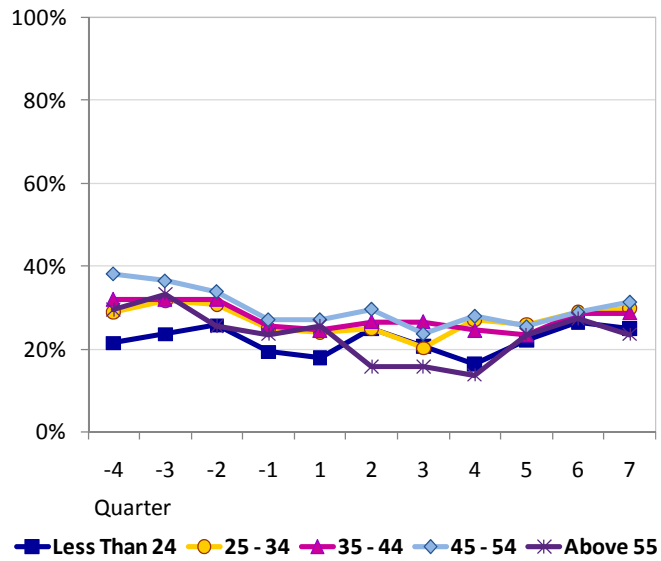
In the 2009 cohort, the 45-54 age group shows more work engagement by revealing consistently higher employment rates, generally at or about 30%; this group is trailed closely by rates for the 35-44 age group. The 24 and under and 55 and over groups display the lower employment rates among this cohort.

Figure 24. CRP Quarterly Employment Rates By Age

2008



2009



Earnings. Figure 25 portrays CRP quarterly earnings by age group of employed participants for the 2008 and 2009 cohorts. The 2007 cohort has been excluded because cell sizes by age were very small.

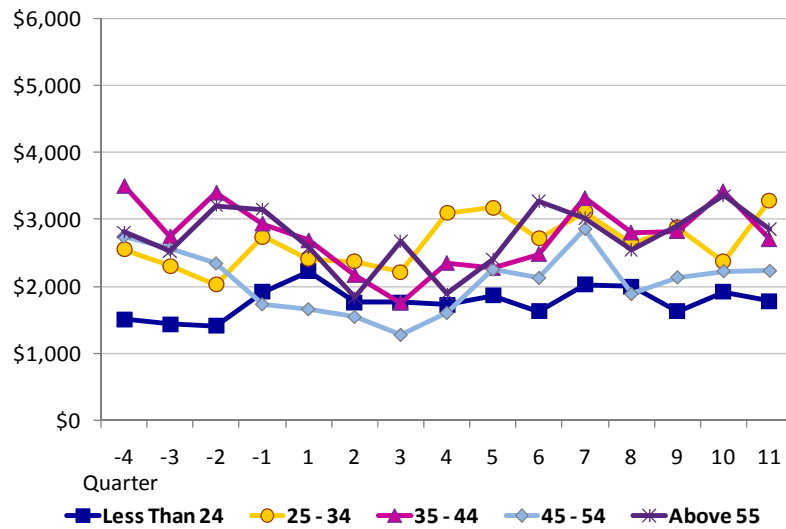
Clearly across both cohorts, the 24 and under group has the lowest earnings, moving toward \$2,000 in 2008 and averaging under \$1,400 per quarter in 2009. In the 2008 cohort, the 55 and older, 35-44 and 25-34 groups retained higher earnings approaching and cycling the \$3,000 mark at Q7 through Q11. The 45-54 group exhibits much lower earnings across quarters, dipping below \$1,300 at Q3 in the 2008 cohort and below \$2,000 at Q3 to Q7 in the 2009 cohort.

The 2009 cohort demonstrates age/earnings stratification for the two youngest age groups. The lowest earning 24 and under group is below the 25-34 group, whose quarterly earnings hover around \$2,000. The 45-54 and 55 and over groups exhibit steady and sharp declines in quarterly earnings; earnings for the 55 and over group drop from \$5,384 at Q-2 to \$2,012 at Q3, while earnings for the 45-54 year old group drops to \$1,753 at Q4, well into the 2009 cohort. Stronger, but erratic quarterly earnings of the 35-44 year age group, averaging about \$4,300 at Q1 through Q7, helped pull up overall quarterly earnings.

Figure 26 presents unconditional CRP quarterly earnings for all participants in the 2008 and 2009 cohorts. In the 2008 cohort, the 45 – 54 group reports earnings in the \$300 to \$500 range in Q1 through Q 11, only once surpassing \$600 (at Q7). None of the groups in the 2008 cohort are able to sustain earnings above \$1,000 at Q1 through Q11. In the 2009 cohort, the 35-44 age group is able to sustain quarterly earnings at about \$1,200, the only cohort to do so.

Figure 25. CRP Quarterly Earnings By Age (Employed Participants)

2008



2009

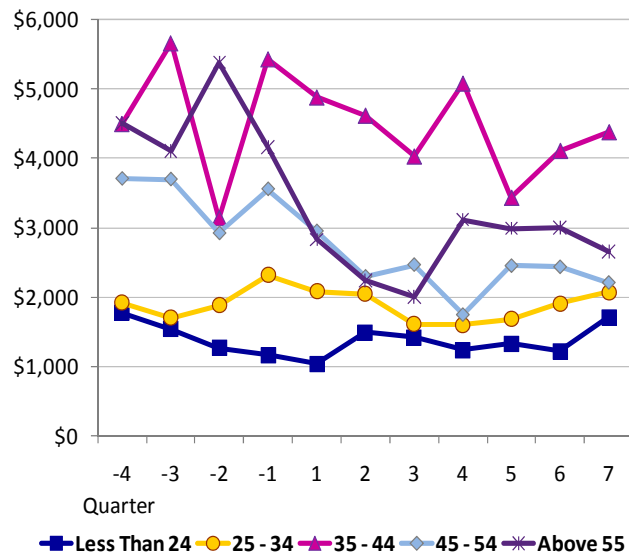
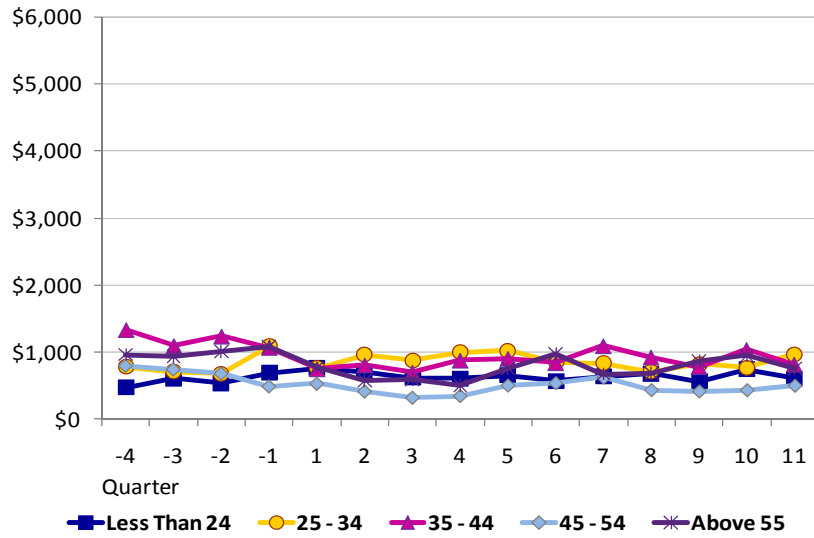
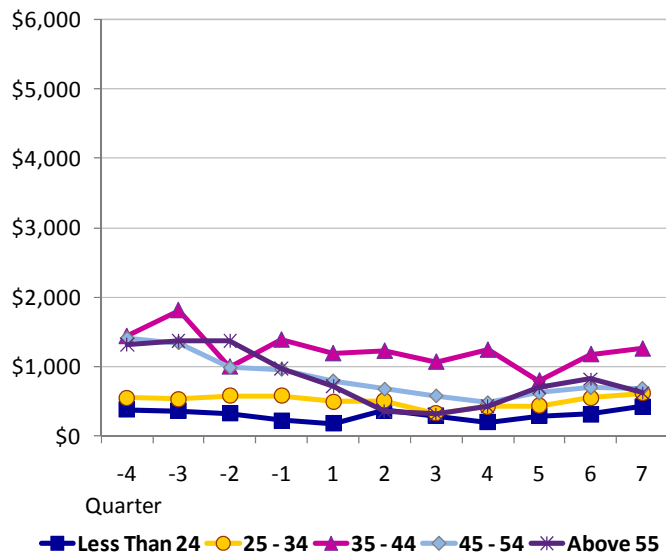


Figure 26. CRP Quarterly Earnings By Age (All Participants)

2008



2009



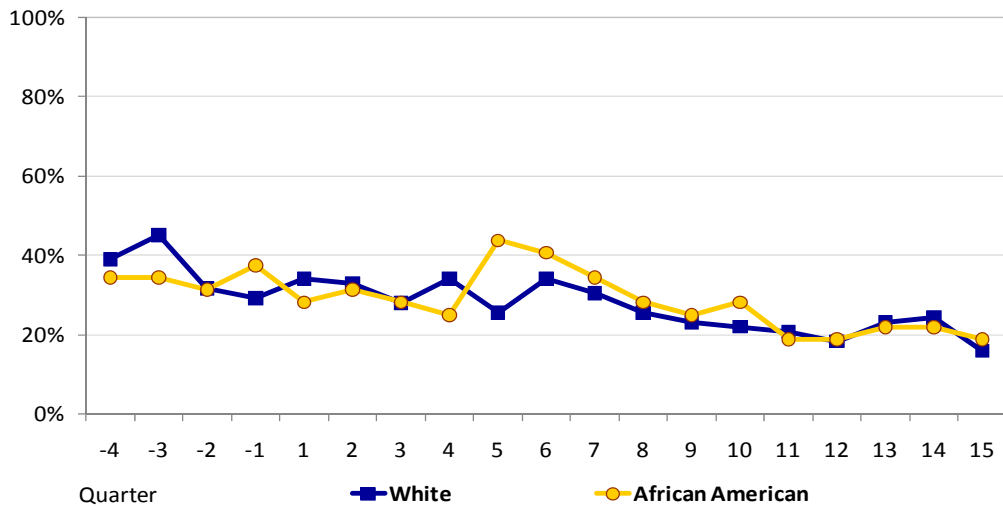
Patterns by Race/Ethnicity.

Employment. Figure 27 portrays CRP quarterly employment by race/ethnicity. Small shares of “Hispanic” and “Other” participants have been eliminated from the figures. Employment rates for White and African-American CRP participants are fairly consistent across the annual cohorts. African-Americans have slightly lower employment rates Q-4 to Q-1, prior to enrolling for services. In the service year and afterward, African-American employment rates tend to surpass those of Whites as occurred at Q4 to Q10 in the 2007 cohort and at Q1 to Q7 in the 2008 and 2009 cohorts.

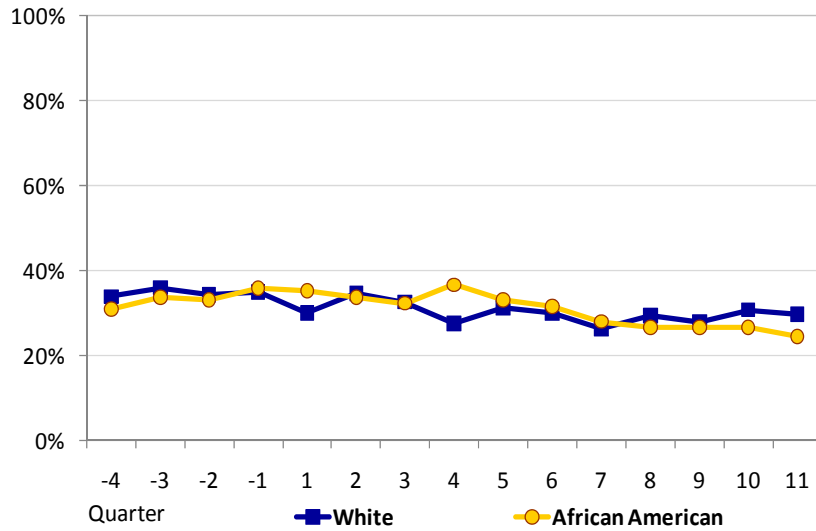
Earnings. Figure 28 presents conditional earnings for Whites and African-Americans for the three cohorts. With minor exceptions, the earnings of African-American CRP participants have been consistently lower than those for Whites. After trailing White earnings by at least \$1,000 per quarter in the Q-4 to Q2 period in the 2007 cohort, African-American earnings began tracking (Q3 to Q6) and surpassing White earnings by roughly \$800 with earnings of nearly \$2,000 at Q7. Subsequently, African-American earnings began falling and the earnings gap widening to well over \$1,000 per quarter Q12 through Q15. In the 2008 cohort, African-American earnings were below White earnings, in the range of \$300 to \$600 per quarter through Q8 and Q9 at which points African-American earnings rose above \$2,500, placing these earnings \$200 - \$300 above the earnings of White participants at that point before falling back. For the 2009 cohort, Figure 28 reveals the constant earnings gap between White and African-American CRP participants from Q-4 through Q7.

Figure 27. CRP Quarterly Employment Rates By Race/Ethnicity

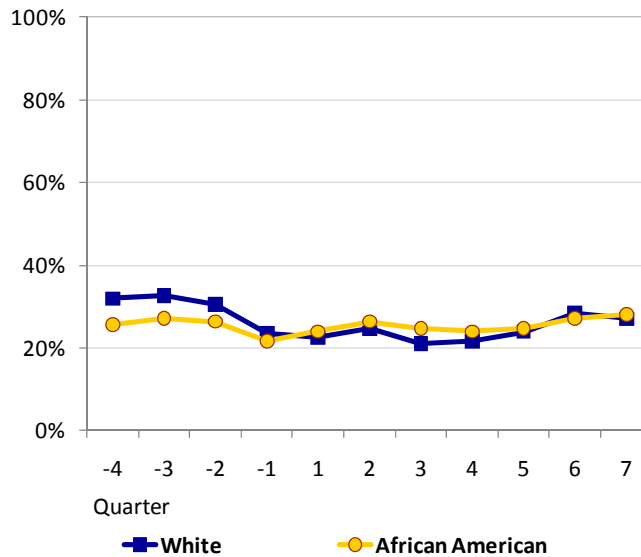
2007



2008

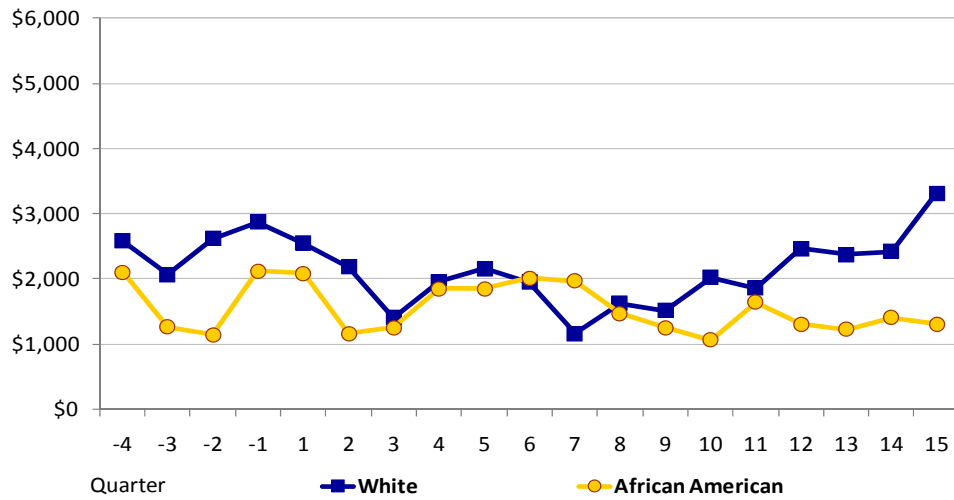


2009

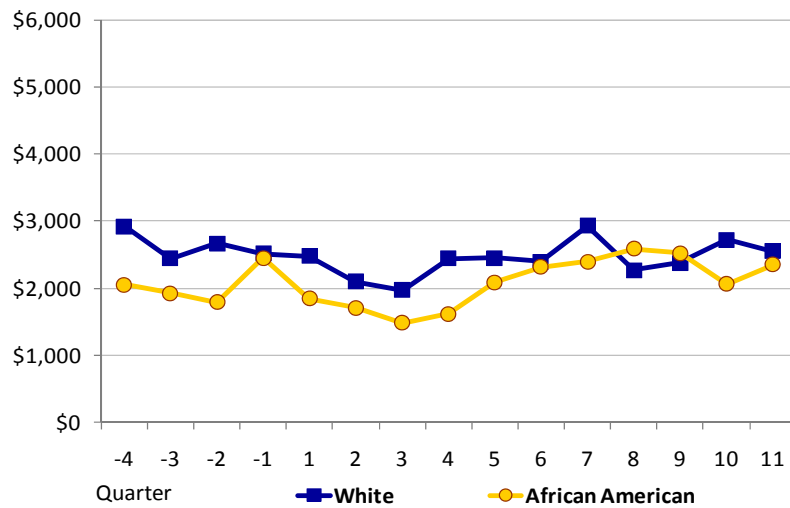


**Figure 28. CRP Quarterly Earnings By Race/Ethnicity and Year
(Employed Participants)**

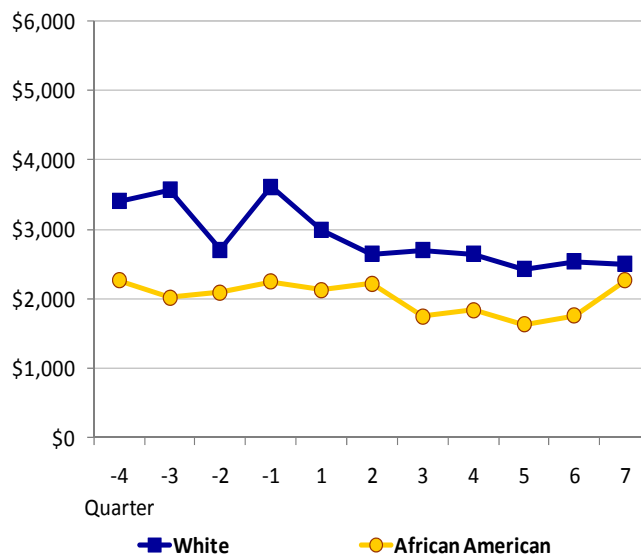
2007



2008



2009



Preliminary Observations. Goodwill's CRP programs provide employment readiness services coupled with job development, placement, and post-employment services to individuals with disabilities that challenge their viability in the workplace. The goal is less attaining full-self-sufficiency and more the provision of the opportunity to become employed in a manner aligned with the capacity and willingness of the individual to participate in work. In addition to the modest earnings that the programs facilitate, CRP helps individuals participate more fully in the community, facilitating personal enrichment through the non-monetary benefits of work and social engagement. Simply stated, CRP services help participants obtain and sustain a sense of dignity and self-worth.

The figures and brief discussions in this section reveal a few preliminary observations regarding CRP participant employment and earnings outcomes. It is clear that average quarterly earnings among employed participants, ranging from a peak of \$3,200 to a low of nearly \$1,300 across all quarters in the time frame of this analysis, that CRP alone cannot overcome the economic hardship that many disabled individuals may be facing. Moreover, it is beyond the scope of this analysis to assess multiple variables that affect employment and earnings, including other forms of income support or regulatory restrictions on earnings, willingness to work, housing and transportation stability, the extent and acceleration of disabling conditions, and other factors.

However, CRP efforts in terms of employer engagement/job development, placement and follow-up services seem to have maintained a relatively steady employment rate and earnings for the 2008 and 2009 cohorts, despite the devastating effects the recession and sluggish recovery has had on low-wage and entry-level workers in general. That the 2007 employment rates dropped as that cohort moved in time away from its initiation of program services, may be a function of reduced access to post-employment services. Attribution would require additional research to validate.

Other observations include:

- The White and African American populations are the prevailing consumers of CRP services. Homeless, veterans, and ex-offenders are not strongly present in the CRP population.
- Earnings for females in the CRP population appear to be increasing recently, both overall and in relation to male earnings.
- CRP youth under 24 years of age struggle with employment, as do youth in other programs. Age is loosely associated with employment and earnings. Older workers tend to do better in the labor market, but there is more churning across age groups and outcomes in the CRP population, likely associated with varying individual circumstances.
- Employment rates for African-American participants are comparable to those of White participants, but there is a notable gap in earnings.

Youth Services

Youth Services participant characteristics and their employment and earnings patterns are presented and discussed in this section.

Participation and Characteristics. The number of Youth Services (YS) participants has also increased rapidly in recent years, serving fully 1,238 by 2009, when service capacity ramped up stimulated by Recovery Act allocations for youth programs (Table 3). Nearly 2,200 youth are included in the 3-year period studied. Females enrolled at four percent to eight percent higher rates than males each year and six percent overall. Shares of White and African American participants varied across years, but these two groups, at 39 percent, have been served at equivalent rates overall. Hispanic shares, very likely under-reported, nevertheless appear to have dropped steadily across the three years; very small shares of Other youth also appear to be under-represented. YS participants included three percent Homeless, 21 percent

Disabled, and 8 percent Ex-Offenders, all of which are recognized as important target groups for youth employment services in the Austin area.

Table 4. Youth Services Participants and Characteristics, 2007-2009

| | Total | Gender | | RACE/ETHNICITY | | | | SUB-GROUP | | |
|-------|---------------|--------|--------|----------------|------------------|----------|-------|-----------|------------|-------------|
| Year | Number Served | Male | Female | White | African American | Hispanic | Other | Homeless | Disability | Ex-Offender |
| 2007 | 175 | 46% | 54% | 40% | 29% | 30% | 1% | 3% | 12% | 7% |
| 2008 | 760 | 46% | 54% | 37% | 33% | 25% | 6% | 3% | 24% | 7% |
| 2009 | 1,238 | 48% | 52% | 40% | 44% | 12% | 3% | 3% | 20% | 9% |
| Total | 2,173 | 47% | 53% | 39% | 39% | 18% | 4% | 3% | 21% | 8% |

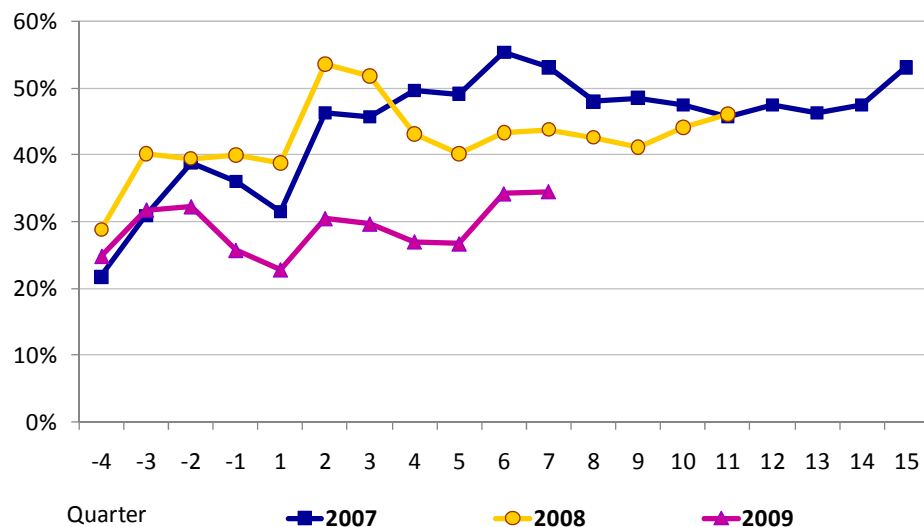
All Participants

Employment. Quarterly employment rates prior to the service year period (Figure 29) indicate that the 2009 cohort experienced rates through Q1 in the range of 8 percent to 16 percent below the 2007 sample and 2008 annual cohorts. Each cohort exhibits a sharp increase at Q1 to Q2, jumping 15 percent for the 2007 and 2008 cohorts, and 7 percent for the 2009 cohort. Both the 2007 and 2009 cohorts were able to maintain or improve the quarterly employment rates; the 2007 cohort through Q15 remains in the neighborhood of 50 percent, whereas the 2009 cohort, settles at 34 percent at Q6 to Q7. The initial success of the 2008 cohort, having peaked at 54 percent at Q2, eventually declines to the low forty percent range before intersecting the 2007 cohort at Q11 with 46 percent employment.

The decline at Q3 for the 2008 cohort suggests the difficulty for youth in that group to maintain employment against recessionary pressures. The continuous and better employment rates of the 2007 cohort may indicate favorable labor market

outcomes related to entry in the workforce in better economic times; a positive initial experience provides a platform for retention and earnings growth. The 2009 cohort may illustrate the opposite effect. In addition to normal challenges of youth employment, youth in this cohort face the task of finding employment in looser and more competitive labor markets. Constraints to entry deny the opportunity to gain experience and build a work history. They may remain less competitive than slightly older youth who have gained these advantages in better economic times. Although the 2009 employment rate trajectory is positive, it remains well below that of the earlier youth cohorts.

Figure 29. YS Quarterly Employment Rates By Year, 2007-2009



Earnings. Earnings patterns for the three YS cohorts (Figure 30) are remarkably consistent. Quarterly earnings among all employed YS participants are nearly identical in magnitude and direction; lower pre-program earnings are surpassed in the post-service quarters. Between Q4 to Q7 employed YS participants of all cohorts earn around \$2,200 per quarter. At Q11, earnings for the 2007 and 2008 cohorts rose to just below \$2,900; by Q15 quarterly earnings surpassed \$3,000 for the 2007 group.

These are promising results to the extent that earnings have steadily grown for YS participants. The earnings patterns also convey a stark reality: at \$3,091 per quarter (or little over \$12,000 per year), YS 2007 participants, who as a group are near

twenty years of age, will be challenged by the affordability of independently residing in Austin as adults without increasing their earnings capacity.

YS quarterly earnings for all participants, regardless of employment status, reinforce the earlier observations. For each cohort, earnings have improved over time. The 2007 and 2008 cohorts are earning noticeably more than the 2009 cohort at the same points along the quarterly continuum. As these youth cohorts move toward their adult status, their earnings patterns Q7 to Q11 are not remarkably dissimilar than those of Job Source participants.

Figure 30. YS Quarterly Earnings By Year(Employed Participants)

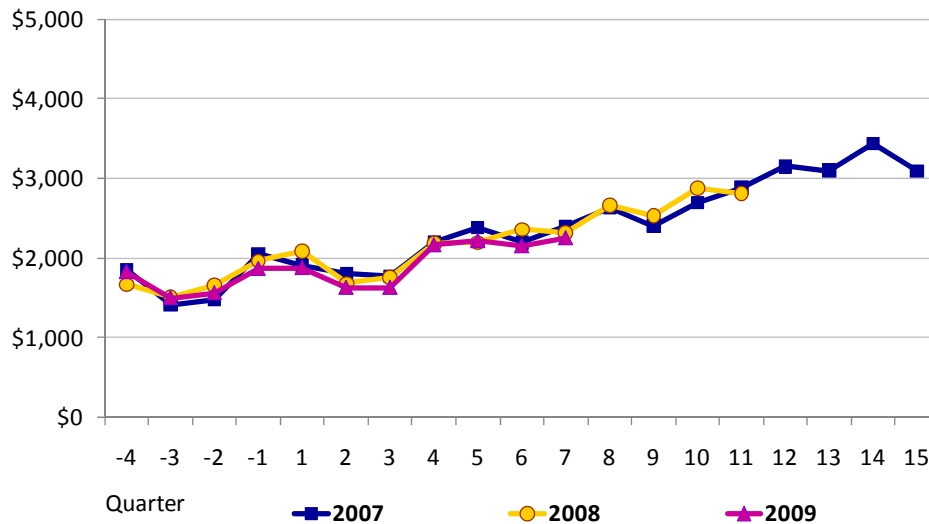


Figure 31. YS Quarterly Earnings By Year (All Participants)

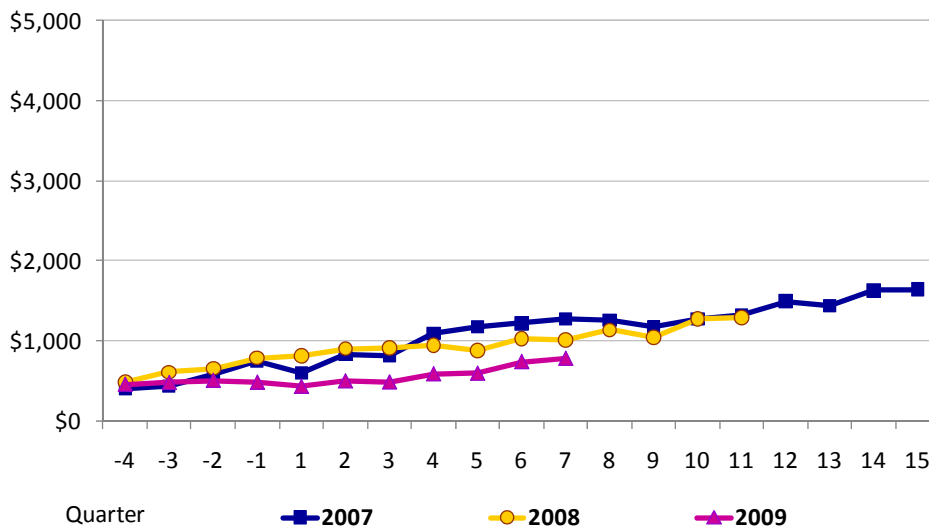
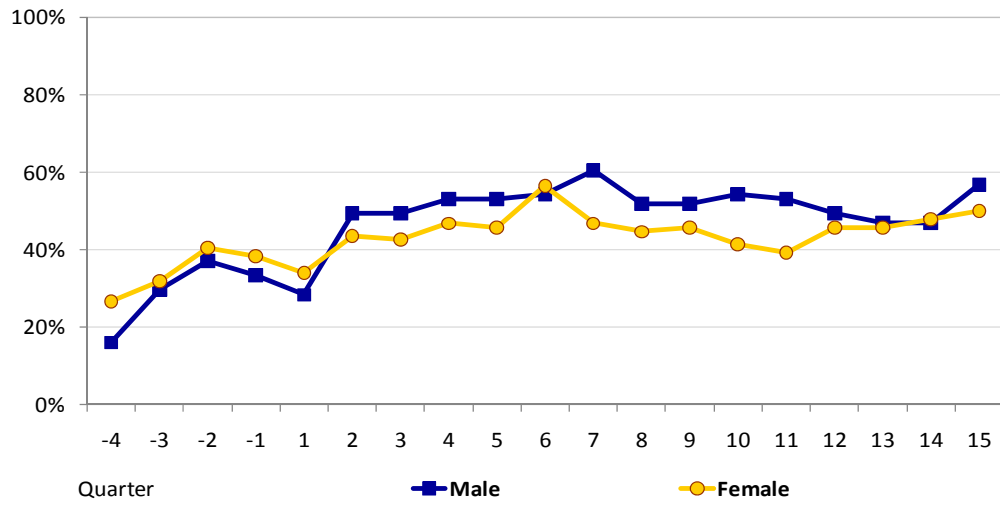
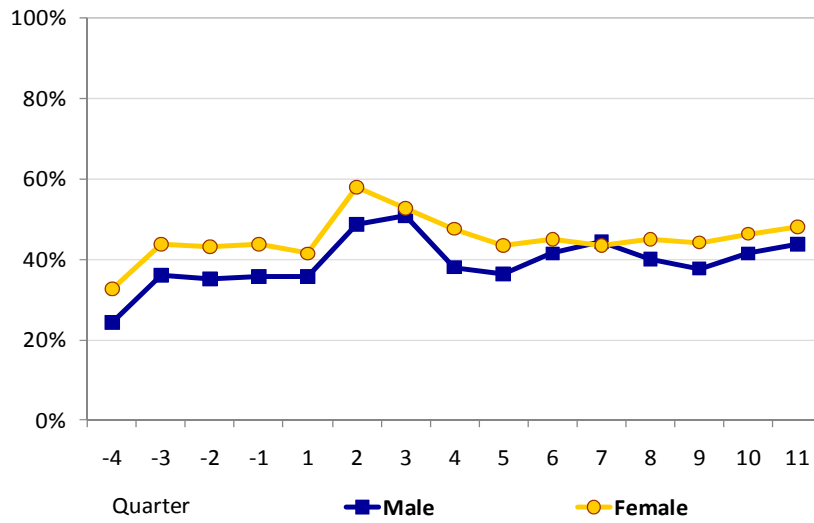


Figure 32. YS Quarterly Employment Rates by Gender

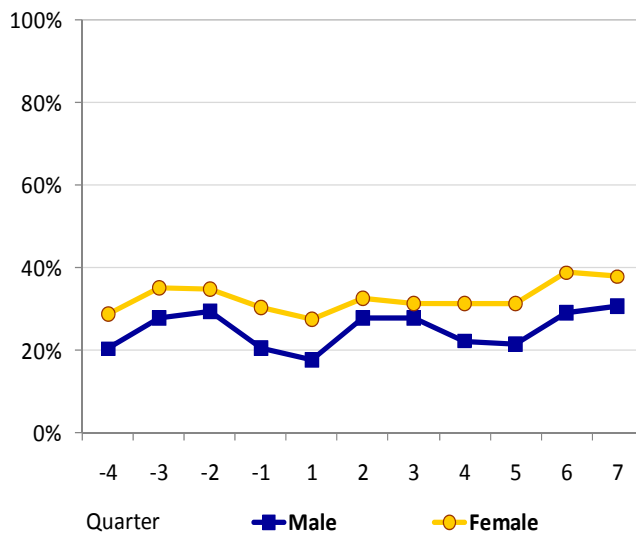
2007



2008



2009



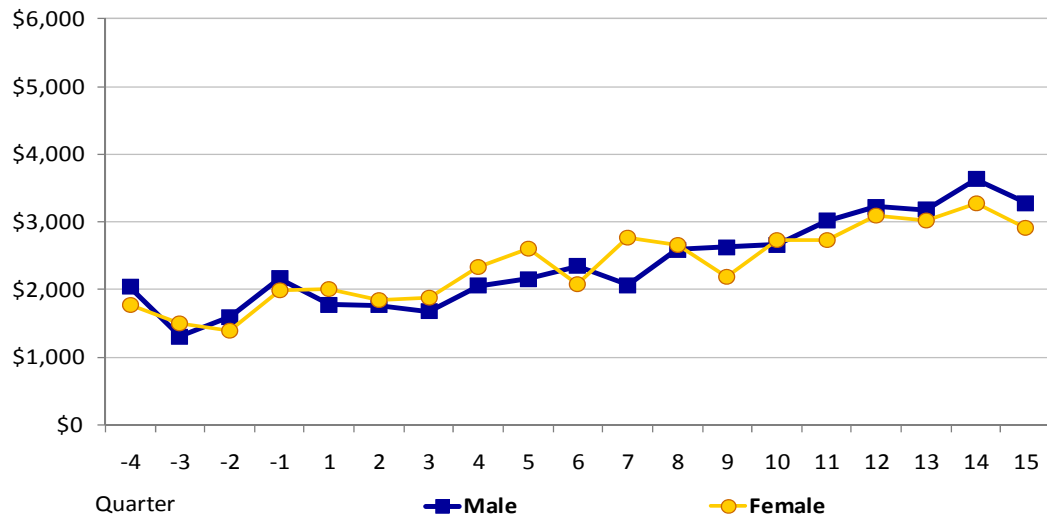
Patterns by Gender

Employment. YS quarterly employment rates by gender (Figure 32) indicate that female employment rates, generally below those of males in the 2007 sample cohort, were notably higher than males in the two subsequent cohorts. In 2007 at Q7 and at Q11, the gender employment rate gap for females was 13 percent and 14 percent. In 2008 female employment rates exceeded that of males for every quarter, except Q7 when they converged at 43-44 percent. At Q3 of the 2009 cohort (the same point in time as Q7 for the 2008 cohort), male employment rates came within three percentage points of the female rate, but remained in the range of seven to ten percentage points below through Q7.

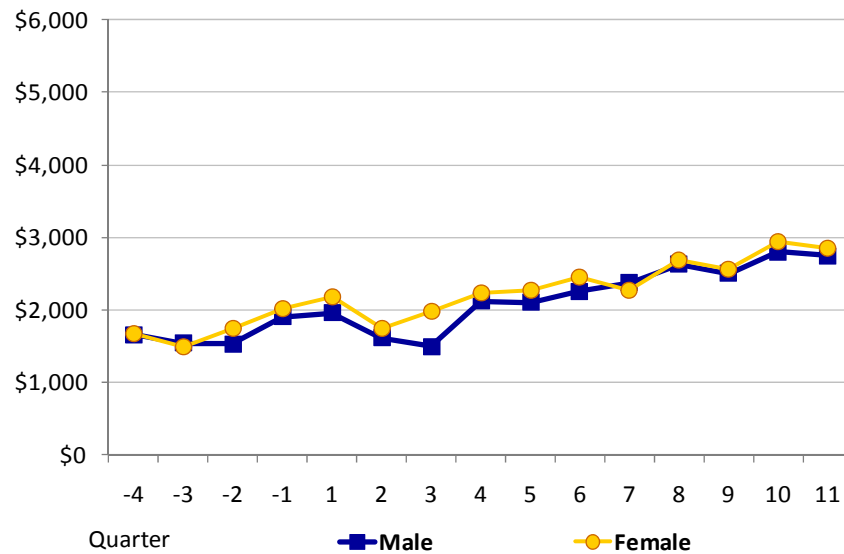
Earnings. Quarterly earnings by gender for employed participants across the three annual cohorts are presented in Figure 33. Like employment rates, female quarterly earnings have gradually improved in relation to those of males across the cohorts. Female earnings in the 2007 cohort were at or slightly below male earnings at Q-4 to Q1, at which point they show a slim increase over male earnings through Q7, before generally dropping behind Q11 to Q15. The 2008 cohort females earn marginally more than males Q-4 through Q11 with slight exception; this pattern is more pronounced in the 2009 cohort. Quarterly earnings by gender for all participants, regardless of employment status, basically repeat the same pattern at lower earnings levels (Figure 34).

Figure 33. YS Quarterly Earnings by Gender (Employed Participants)

2007



2008



2009

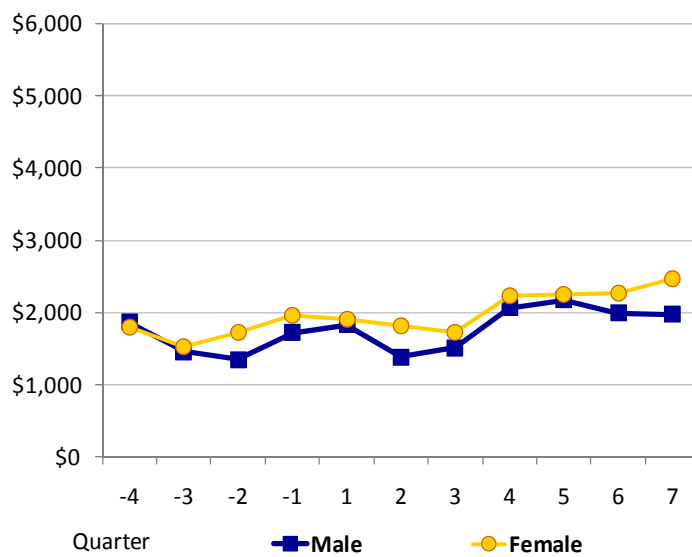
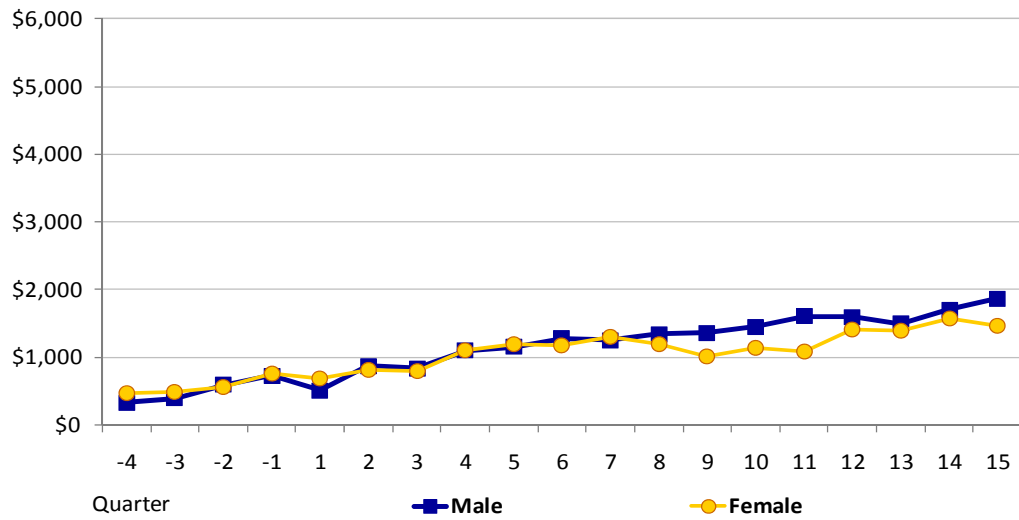
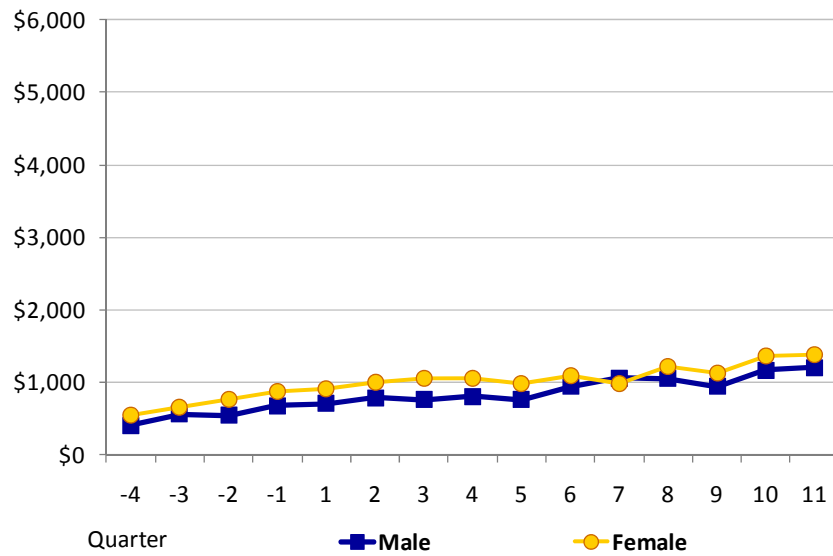


Figure 34. YS Quarterly Earnings by Gender (All Participants)

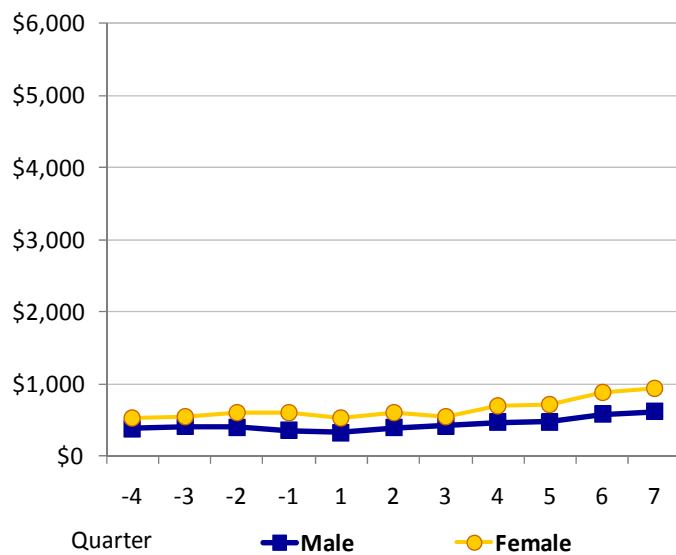
2007



2008



2009



Patterns by Race/Ethnicity

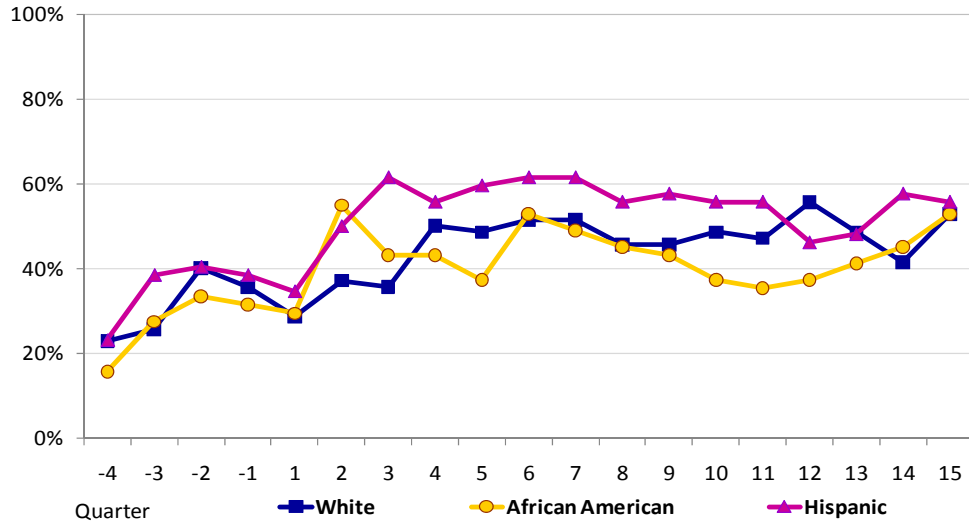
Employment. Youth Services quarterly employment rates by race/ethnicity for the three annual cohorts are presented in Figure 35. The Other classification has been dropped from the 2007 chart due to small sample numbers.

A clear pattern emerges across all three cohorts; Hispanic youth have consistently higher employment rates than other youth groups, followed by White youth, who in turn exhibit generally higher employment rates than African American youth. African American youth and White youth employment rates are more congruent in the pre- and early service quarters (Q-4 through Q2); afterwards African American employment rates, with few exceptions in 2007 and 2008, fall below that of White youth consistently. This pattern is very clear in the 2009 cohort.

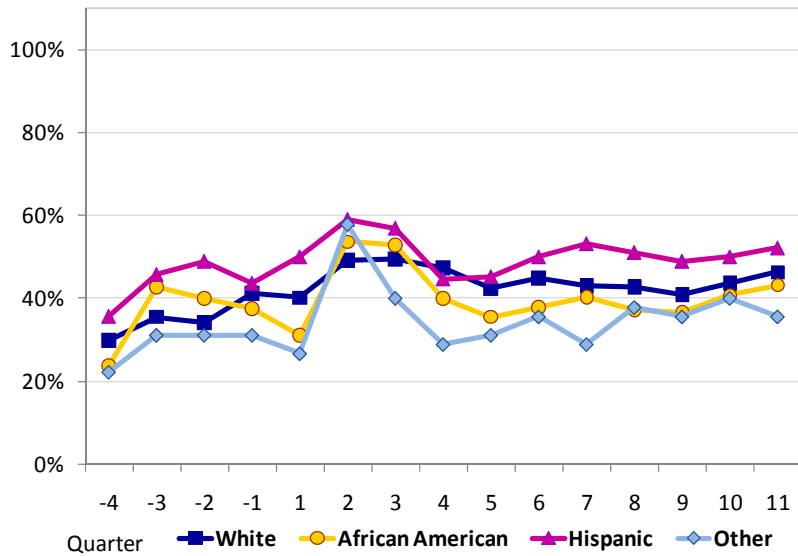
Hispanic youth employment rates are notably high. They are at or around 60 percent Q3 through Q11 in the 2007 sample cohort, and reach these levels again at Q2 to Q3 in 2008 and 2009. Youth in the Other class show erratic and low employment rates for 2008, but appear to start an upward trend at Q3 through Q7 in the 2009 cohort, surpassing the employment rates for White and African American Youth in that time frame.

Figure 35. YS Quarterly Employment Rates By Race/Ethnicity

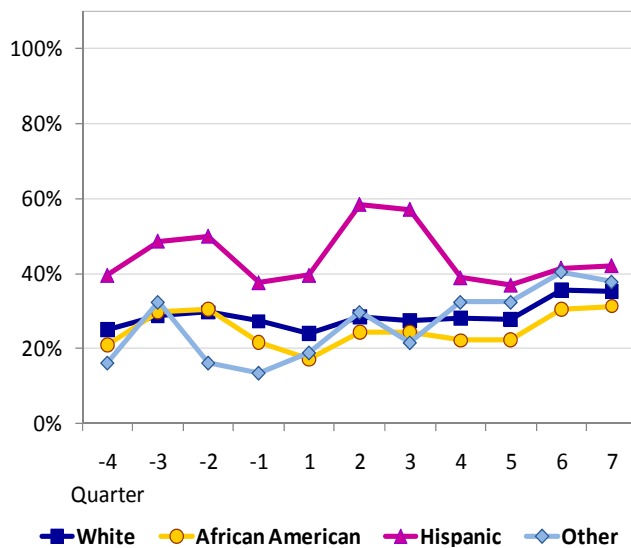
2007



2008



2009

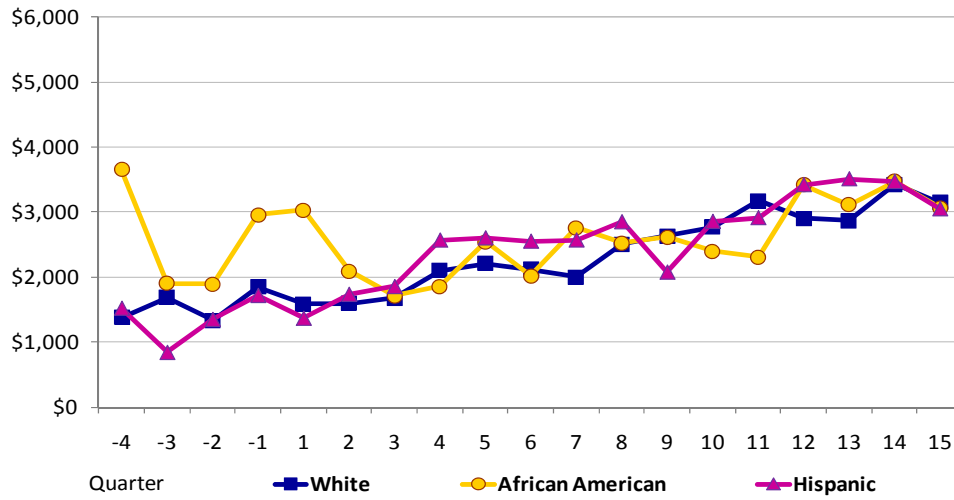


Earnings. Quarterly earnings for employed youth (Figure 36) indicate that although the quarterly earnings patterns for all race/ethnicity classes are rising in a relatively tight band for the 2007 cohort at Q3 through Q15, quarterly earnings for African American youth fall below those of other racial/ethnic classes throughout 2008 and 2009. Lower earnings for Other youth at Q2 and Q3 in 2008 rise and surpass earnings of African American youth from Q3 through Q11. At Q4 through Q7 in the 2009 cohort, earnings of African American youth are approximately \$1,000 lower per quarter than other youth participants.

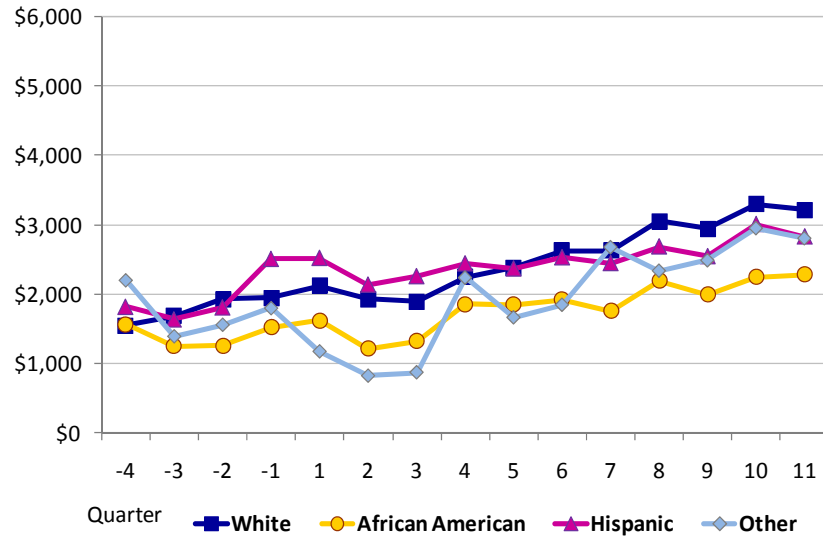
Figure 37 presents quarterly earnings by race/ethnicity for all participants, regardless of employment status. Fluctuating employment levels are smoothed in the charts, presenting an equivalent pattern at lower earnings levels across the cohorts. Hispanic and white youth have similar earnings over time across the 2007 and 2008 cohorts. White youth have lower earnings in 2009, and the Other youth surpass White youth earnings solidly across Q4 to Q7 of that year. Quarterly earnings of African American youth in the 2009 cohort are low (averaging below \$375) at Q1 through Q7, about one-half of White youth earnings and one-quarter of Hispanic youth earnings.

**Figure 36. YS Quarterly Earnings By Race/Ethnicity and Year
(Employed Participants)**

2007



2008



2009

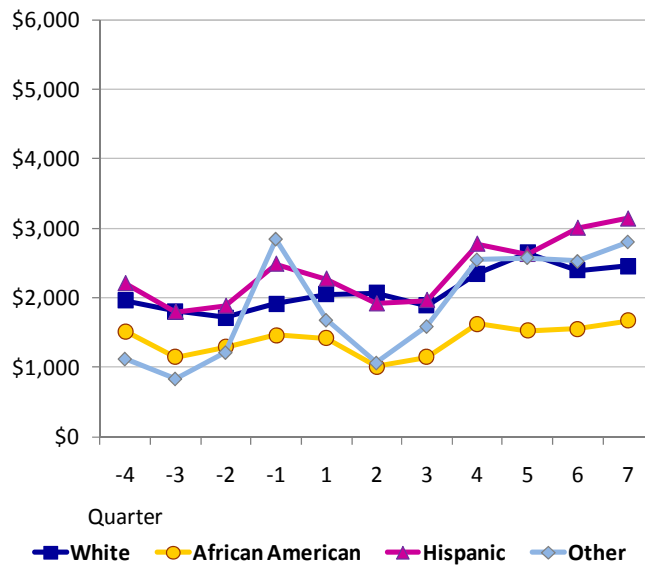
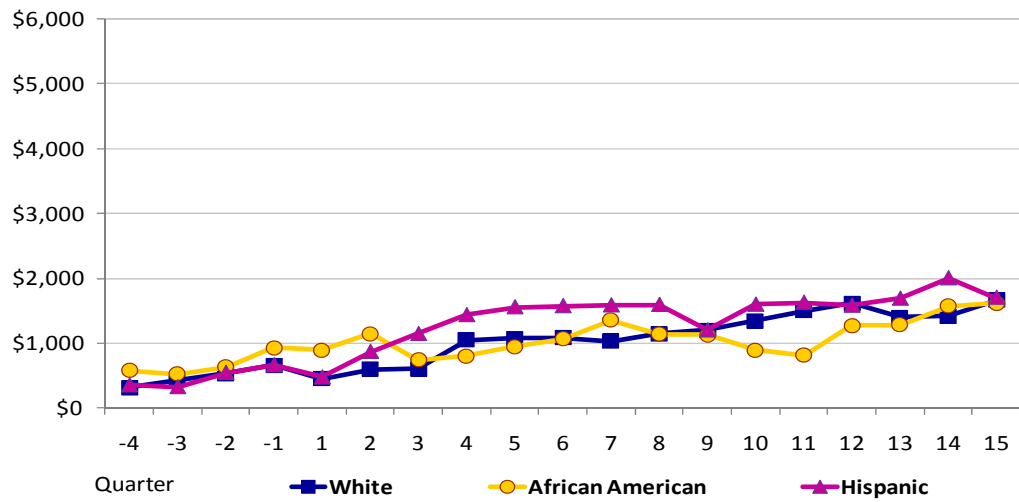
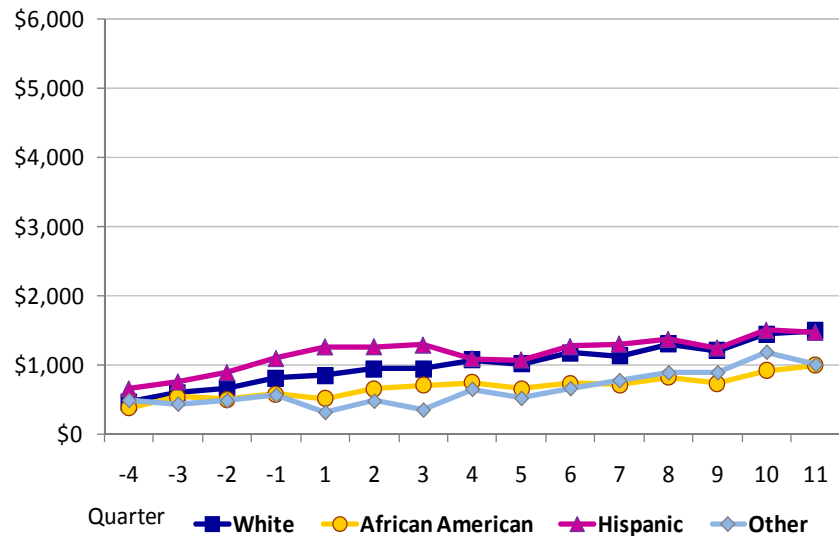


Figure 37. YS Quarterly Earnings By Race/Ethnicity (All Participants)

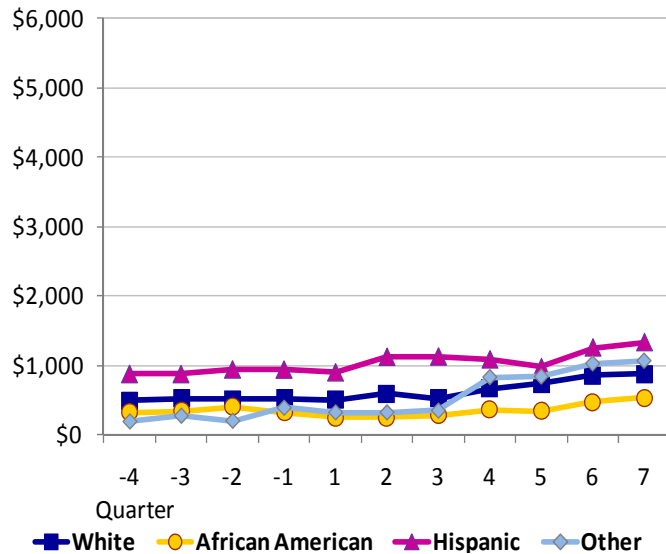
2007



2008



2009



Patterns by Sub-Group

Employment. Sub-group populations account for small shares and numbers of Youth Services participants in the 2008 and 2009 annual cohorts too small in the 2007 sample. Nevertheless they are recognized as important target groups in the arena of youth services. Quarterly employment rates by sub-group for Youth Services participants (figure 38) reveal that homeless youth have higher employment rates than youth with disabilities and youth who have engaged the criminal justice system. Moreover, the homeless youth employment rates in 2008 and 2009 exceed the employment rate of the entire youth participant population by nearly 10 percent at Q1 through Q11 for 2008 and by about 4 percent in 2009.

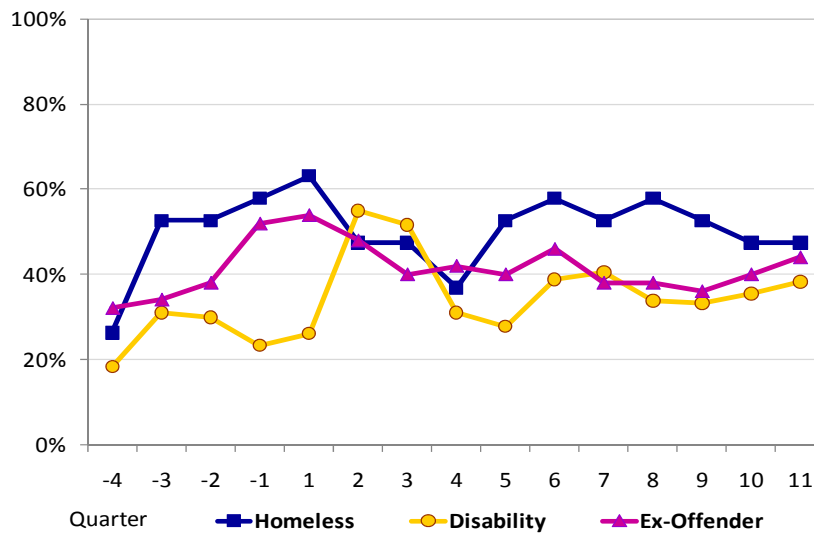
Employment rates for ex-offenders are fairly stable at Q3 to Q11 in 2008, slightly above those of youth with disabilities, and align closely with youth employment rates overall. In the 2009 cohort, youth with disabilities have slightly better earnings than youth ex-offenders at Q1 through Q7 with both cycling around the 25 percent range. Employment rates for these two subgroups are two to six percentage points below the employment rate for the 2009 cohort as a whole. That employment rates for youth with disabilities are lower is not unexpected, given the outcomes and limitations presented in the CRP section above.

Earnings. Youth Services participant quarterly earnings for those employed (Figure 39) indicate positive earnings trends for all subgroups in 2008 and for homeless youth in 2009. Quarterly earnings for youth with disabilities and ex-offenders are relatively flat across employment quarters in 2009, but similar to the quarterly earnings of all youth in that cohort.

Unconditional quarterly earnings for youth sub-groups (Figure 40) reveal that homeless earnings are substantially higher than the other two sub-groups for both years. Homeless youth earnings also exceed those of all participants for both years, while earnings for disabled and ex-offender youth trail the earnings of their respective cohorts.

Figure 38. YS Quarterly Employment Rates By Sub-Group

2008



2009

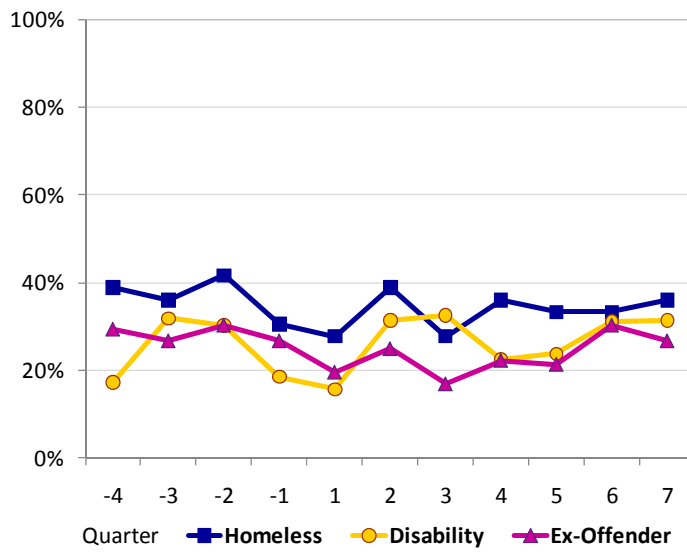
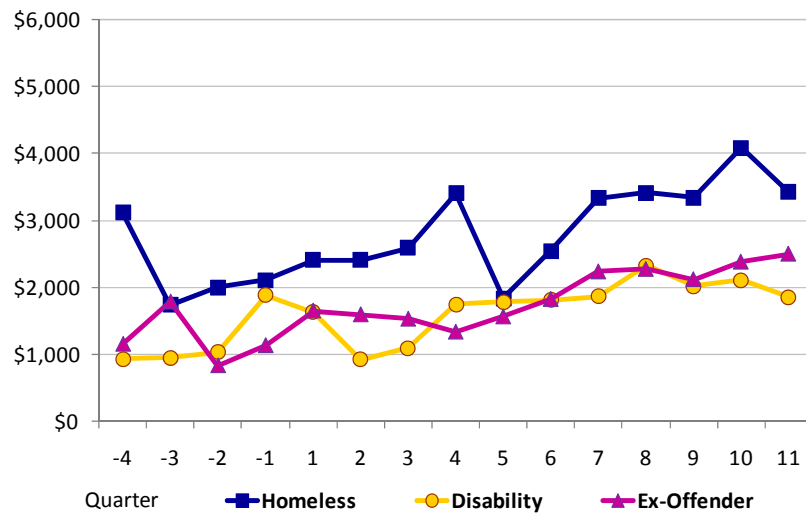


Figure 39. YS Quarterly Earnings By Sub-Group (Employed Participants)
2008



2009

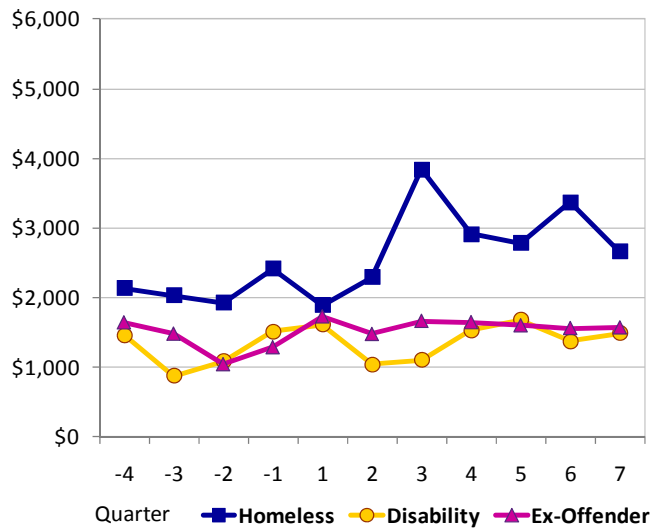
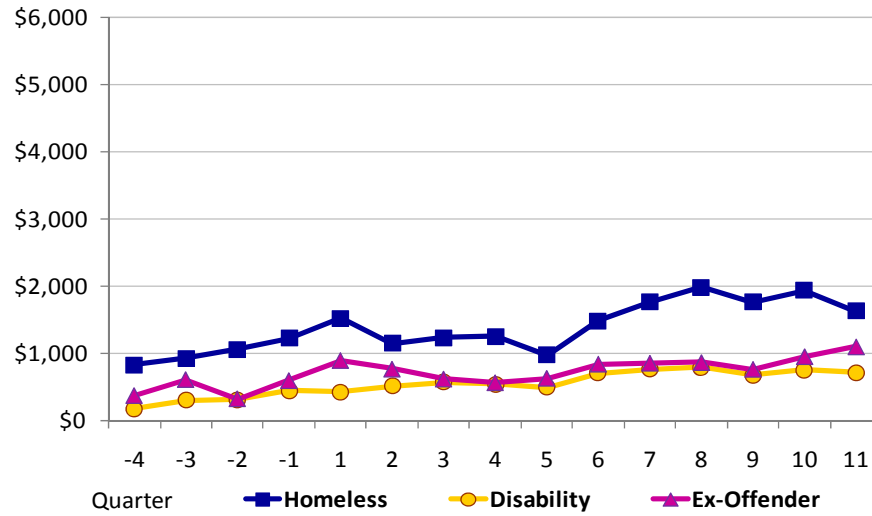
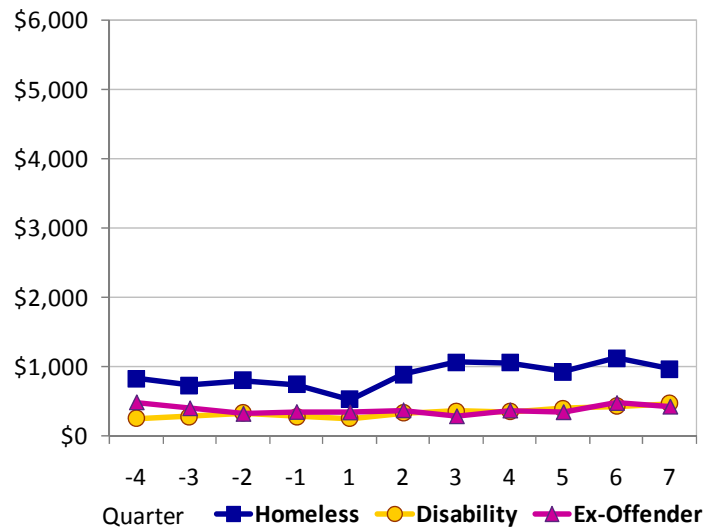


Figure 40. YS Quarterly Earnings By Sub-Group (All Participants)

2008



2009



Preliminary Observations.

Youth Services are a prominent feature of the Goodwill service array that is widely recognized for its efforts and accomplishments to better serve local youth. Independent of the enormous education challenges facing youth providers, a major challenge has been engaging youth in employment, one of the major outcomes and performance expectations of the WIA Youth program administered by GICT, as well as the other youth programs.²⁹ This analysis has focused solely on that employment outcome within a relatively narrow time frame in the early workforce attachment efforts of resident youth, many who have disadvantaging conditions. Juxtaposed to their challenges are the weak employment prospects for youth in central Texas and throughout the State. The American Community Survey 5-Year Estimates for 2005-2009 calculate the youth (age 16-19) unemployment rate in Travis County at 20.1% (with the rate dropping to 9.1% for 20-24 year olds). In 2010, Bureau of Labor Statistics estimates from the Current Population Survey for Texas put the youth (age 16-19) unemployment rate at 22.3%, with unemployment among 20-24 year olds at 12%. Shares of unemployment were higher among males than females for both age groups. Actual shares are much higher among minorities, youth with disabilities, and youth with special challenges like limited English proficiency or criminal records, i.e., much of the Youth Services participant pool.

Youth Services has helped prepare and guide youth towards employment. Quarterly employment rates six quarters after the beginning of the service year (at Q6) were 55 percent, 43 percent, and 34 percent for the 2007 through 2009 cohorts, respectively. These increased to 46 percent at Q11 for the 2007 and 2008 cohorts (2009 has not reached that marker yet), and increased to 53 percent for the 2007 cohort at Q15.

²⁹ The education, employment training, and economic viability of youth in the central Texas region is a priority concern of most of the community leaders invited to participate in a discussion regarding current and prospective contributions of GICT to community well-being as part of the SPP effort.

By comparison, average quarterly employment for participants in American YouthWorks, a partner in YEP with much more intensive work-based learning features, from 2005-2008 was 45.4% in the second quarter after leaving the program, 54.6% in the sixth quarter post-service. Earnings for participants employed in those quarters averaged \$1,871 and \$2,696, respectively. Earnings for employed Youth Services participants at Q6 ranged from \$2,157 to \$2,360. Employed 2007 and 2008 youth cohorts have pushed those quarterly earnings towards \$3000 and beyond (\$2,811 at Q11 for 2008 and \$3,091 at Q15 for 2007). Certainly the employment efforts of Youth Services are producing positive results.

Other preliminary observations of Youth Services include:

- Youth Services serves proportionately higher shares of African American youth.
- Employment rates and earnings for female participants are higher than those of male participants in the 2008 and 2009 cohorts.
- Earnings trajectories of each annual cohort are positive and highly correlated for employed youth.
- Employment rates for the 2009 cohort are considerably lower than the two earlier cohorts and the 2009 cohort earnings for all participants, regardless of employment, are lower as well. Nonetheless, both appear to be moving in a positive direction.
- Employment rates and earnings of African American youth appear to be declining, while rising for females and Other youth
- Homeless youth appear to actively embrace work and earning.

SECTION IV: EXPLORING NEW DIRECTIONS

Introduction

Exploring new directions requires surveying the acknowledged needs and opportunities in the service context, and the collection of information about effective programs, policies and practices most likely to assist target populations to improve their livelihood prospects. The Ray Marshall Center combined three approaches for developing options for modifying, expanding, or introducing new elements into Goodwill's current service delivery mix. These included:

- Consulting community stakeholders, including policy and program specialists, foundation leaders, collaborating non-profit service agencies, advocates, and public sector entities regarding unmet needs and challenges related to disadvantaged populations, current Goodwill programmatic and service contributions, and prospective pathways for strengthening effectiveness.
- Surveying promising programs and practices at other Goodwill Industries, as guided by the interests and recommendations of Goodwill and Goodwill Industries International.
- Reviewing relevant practice and service trends in programs to low-income and disadvantaged populations.

This section contains the results of those efforts. First, the results of the consultations with community stakeholders are presented. Next, brief synopses of current programs at other Goodwill agencies are presented. Lastly, researchers offer brief, formative scenarios as options for consideration to deepen the quality and the value of Goodwill workforce development services based on programs and practices in the field.

Community Consultations

The Ray Marshall Center conducted informal and in-depth interviews with leadership and key staff of current and potential Goodwill community partners to get their perceptions of Goodwill's contributions and continuing prospects for bolstering its community-wide impact, independently and as a collaborating partner. Researchers

contacted prospective participants explaining the purpose of the contact and inviting them to participate by phone or in-person (as feasible) in a 30-45 minute conversation. Participation was completely voluntary, confidential, and guided by key questions, which the Ray Marshall Center provided in advance. The Ray Marshall Center invited 24 prospective informants and 17 representative individuals were available to participate. (Attachment One contains a list of those who participated.) Interviews were conducted from November through early December 2010.

Discussions regarding the current role and contributions of Goodwill to community well-being reaffirmed that Goodwill is highly regarded as a major and outstanding provider of services. Goodwill provides opportunities and assistance to the hardest-to-serve populations, and respondents expressed generally deep appreciation for that fact. Not surprisingly, respondents acknowledged that retail stores not only market the Goodwill “brand” and heighten community visibility, but also are widely recognized as a flexible revenue stream that supports services.

Goodwill is specifically recognized:

- For its commitment and level of services provided to disabled populations
- For the provision of workforce and support services to low-income, less skilled and educated, disadvantaged population
- As an outstanding community collaborator responsive to human needs in the area; “a dedicated team player committed to meaningful strategic partnerships”
- As “a model for social entrepreneurship” because of its capacity to use discretionary revenues from its retail and business services to meet basic needs of hard-to-serve job seekers

Respondents widely recognized that Goodwill provided Community Rehabilitation Services, Youth Services and workforce services to disadvantaged adults. A few were fully aware and noted the scale and extent to which Goodwill targeted services to the homeless, ex-offenders, persons with substance abuse and mental health problems, and those with generally very poor employment and work histories. They also noted the computer recycling and resale operations, the Assistive Technologies Lab, and the provision of space at GCC for community meetings as community assets.

Among those with better working knowledge of Goodwill, the benefit of individualized services and case management, as well as Goodwill's capacity to provide immediate help with basic human needs—recognized as a function of the flexible funding available to Goodwill largely through the commitment of its own discretionary resources—were clearly acknowledged. Nevertheless, these basic job search assistance and support services were sometimes observed as falling short of providing occupational skills training, career advancement, or wages sufficient to attain economic independence in the high-cost Austin area. Such respondents also noted that services were highly accessible and visible with multiple points of entry throughout the region.

Education services was prominent among the community needs articulated. Two stated opportunity areas are:

- Supporting academic preparedness for advanced training and education for adults and youth, including support for a “college going culture” and college readiness
- Improving the outcomes of failing local schools—“ where the drop-out rate is the single greatest challenge to a resident workforce prepared for the emerging labor market prospects”

Generally, opportunity areas to address ingoing community needs that Goodwill might consider fall under two headings: program adjustments or expansions—including intensifying target group services—and advancing collaborative and systemic efforts. Program related suggestions included:

- Introducing entrepreneurial training and education by building upon the retail sales model and expanding into the arenas of small business and micro-enterprise
- Enhancing employer outreach/awareness and better marketing of workforce services in general
- Developing linkages to certificate programs at Austin Community College
- Developing mechanisms to provide behavioral health services and meeting the mental health needs of youth served, while finding structured and productive employment experiences
- Targeting program services and resources at the “idle youth” demographic, an increasingly recognized, yet substantially underserved population
- Expanding services and employment prospects for resident ex-offenders through access to advanced skills training, as well as basic computer skills;

- Positioning for greater involvement with the Veterans Administration's programs as the agency seeks to develop stronger links with social services agencies
- Advancing financial literacy and money management skills, and combining these with the opportunity to "practice" these (i.e., job opportunities that provided livable incomes to actually manage)
- Addressing the current workforce readiness/emerging occupations skills gap

Responsiveness to regional needs through partnerships and systemic developments may be advanced by:

- Deeper involvement in the planning and implementation of the local workforce development system under WIA
- Stronger alignment of workforce education, and human services providers
- Data management and data sharing among partnering entities
- Supporting expanded and enhanced access to public human services, including pre-screening and eligibility data transfer mechanisms to populate official intake forms
- Strengthening affordable housing initiatives, especially permanent supportive housing efforts emanating from federal agencies (Housing and Urban Development, Veterans Administration) and community partnerships for the homeless, as the region probes a "housing first" approach for marginal populations.

A couple of informants warned of the dangers of "mission creep" or colliding "turf" boundaries regarding Goodwill entering areas outside its current primary focus or areas of competency.

Notable Goodwill Programs and Practices

Several prospects for program repositioning have surfaced within the Goodwill Industries network. The Ray Marshall Center based these selections on the interests of Goodwill, suggestions of Goodwill Industries International, and opportunity areas identified by community stakeholders and researchers. These include efforts involving collaborations advancing community-wide interests, as well as those addressing individual and family well-being. Some have a distinct target group or service focus

serving; others serve the general public. These selections are briefly suggestive of the breadth of approaches that Goodwill might consider as it develops new pathways to progress. These are not exclusive service categories, but broadly defined include:

- Education
- Basic and occupational skills training
- Housing
- Financial literacy/financial services
- Veteran services
- Ex-offender services
- Multi-purpose community service centers
- Employer engagement
- Entrepreneur training and services
- Green jobs

Table 5. Notable Programs at Goodwill Agencies Nationwide

| | Education | Basic and Occupational Skills Training | Housing | Financial Literacy/Financial Services | Veteran Services | Ex-offender Services | Community/Workforce Centers | Employer Engagement | Entrepreneur Training and Services | Green Jobs |
|---|-----------|--|---------|---------------------------------------|------------------|----------------------|-----------------------------|---------------------|------------------------------------|------------|
| Goodwill Industries of San Francisco, San Mateo, and Marin Counties | | | | | | X | X | | X | |
| Goodwill Industries of Southern California | | | | | | | | | X | X |
| Goodwill Denver | | X | | | | | | | | |
| Goodwill Industries of Greater Detroit | X | | | | | X | | X | X | |
| Goodwill Industries of Southwest Florida | X | | X | | | | | | | X |
| Goodwill Industries of North Georgia | | | | | | | | | X | |
| Goodwill Industries of Central Illinois | | | X | | X | | | | | |
| Goodwill Industries of Central Indiana | X | | | | | | | | | X |
| Goodwill Industries Cincinnati Ohio Valley | | | | | X | | | | | |
| Goodwill Columbus | | X | | | | | | X | X | |
| Goodwill Industries of Greater Grand Rapids | | | | | X | X | | | X | |
| Goodwill Industries of Western Michigan | | | | | | X | X | | | |
| Goodwill Industries of San Antonio | | X | | X | | | | | | |
| Goodwill Industries of the Southern Piedmont | | X | | | | | | X | | |
| Goodwill Industries of North Central Wisconsin | | | | | | | X | | | |

Education

Several Goodwill agencies have incorporated education as a major component of their service array. Outstanding among these is **Goodwill Industries of Central Indiana**, which established Goodwill Education Initiatives, Inc., a nonprofit entity whose mission is to develop charter schools to prepare young people and adults for productive lives. In August 2004, GEI opened Indianapolis Metropolitan High School, a charter school dedicated to success beyond high school and lifelong learning. The Indianapolis Met has been successful as noted by:

- A four-year graduation rate higher than that of any high school in the state that has open enrollment and in which at least 80% of the students are eligible for free or reduced price lunch.
- A five-year graduation rate within two percentage points of the five-year graduation rate for all public high schools in Indiana.
- 96% of graduates accepted into post-secondary institutions. After two years, 69% have completed or are still enrolled in a post-secondary course of study. <http://www.indianapolismet.org/AboutUs.aspx>

Current enrollment is approaching 450 students of whom more than 80% come from low income and minority households; 27% are special education; and most enter two grade levels behind. Adult mentoring, an extensive high school internship program (one of the largest in the state), and a two-year follow-up for college attendees contribute to the school's success.

Goodwill Education Initiatives, Inc. also recently opened The Excel Center, a mayor-sponsored public charter school to provide adults the opportunity to earn a high school diploma and to successfully enter post-secondary education, as well as the supports necessary to achieve their educational goals. The Center targets adults 18 to 22 years of age, but adults of any age can enroll. The school opened in September 2010 with an initial enrollment limited to 300 students. The Center combines traditional classroom-instruction, individual instruction, and online learning with flexible scheduling to meet individual needs. A drop-in center provides onsite day care while students are in a learning activity. <http://www.theexcelcenter.org/AboutUs.aspx>

THE EXCEL CENTER
Goodwill Education Initiatives, Inc.
Goodwill Industries of Central Indiana

Challenged by poor graduation rates for older (17 and 18 year old) dropouts who wanted to attain a high school diploma, **Goodwill Industries of Central Indiana** came upon the adult high school idea. The Mayor's Office (empowered to authorize charter schools) and EmployIndy, the local Workforce Investment Board, offered full support.

Goodwill conducted focus groups with adult education learners to help frame the design of the school in line with their needs and expectations. The focus groups indicated that the school should:

- Be open and accessible throughout the day
- Provide child care on-site
- Allow participants to work at their own pace
- Provide online as well as traditional instruction

In May 2010, the charter for The Excel Center was approved. Goodwill began a public outreach campaign to inform and recruit 200 students for fall enrolment. Response far exceeded expectations and initial enrollment was raised to 300 students; there are currently 1300 individuals on the waiting list. There are plans to increase enrollment to 900 at one or two additional locations in 2011.

The curriculum has two goals:

- To teach the necessary content to graduate with a high school diploma; and
- To develop proficiency in skills required for being successful in modern careers.

The Center offers two learning tracks:

- Credit recovery focuses on the simple completion of course requirements; and
- Knowledge mastery builds long-term knowledge and the ability to successfully perform at higher education levels.

Goodwill Indianapolis provides the building and most of the funding is state public education dollars, supplemented by adult training funds. EmployIndy states that it could refer an additional 1500-3000 applicants. The state superintendent of education wants to go statewide with the model, and the Excel Center receives calls about replication from throughout the state.

James M. McClelland, CEO of Goodwill Industries of Central Indiana for 32 years, has "never had a program resonate so clearly with the community."

(Conversation with Scott Bess, COO, December 12, 2010; supplemented by <http://www.theexcelcenter.org/AboutUs.aspx>)

Adult students may also receive credits from work experience and courses taught at Ivy Tech Community College. All courses are aligned with Indiana Academic Standards for high school course completion. Coaches, College Transition Counselors, and Resource Specialists assist career planning, continuing education, and individual assistance, keeping students on track with their Individual Learning Plans.

Other Goodwills have focused on remedial education. For example, the Detroit Career Center, operated by **Goodwill Industries of Greater Detroit**, offers academic upgrade services for individuals at least 18 years of age who want to improve their reading or math skills in order to become employed. Goodwill Detroit also provides Basic Computer Training, a 16-week course designed to develop entry-level skills. In addition to keyboarding, students receive introductory training in the Microsoft Office suite and minor academic remediation in arithmetic and English as needed.

<http://www.goodwilldetroit.org/services/detroit/>

Another approach is to develop a school for special populations. **Southwest Florida Goodwill Industries** in Ft. Meyers operates the Goodwill L.I.F.E. (Learning Institute For Life) Academy, a tuition-free, open enrollment Lee County Charter School for students grades six through twelve (ages 11-22) with intellectual disabilities. The Academy has a Vocational Training Program designed to transition students with developmental disabilities into adult living.

<http://www.goodwilllifeacademy.org/index.html>

Basic and Occupational Skills Training

Many Goodwill agencies strive to provide high quality basic skills training to help disadvantaged workers enter employment, as well as the occupational skills training necessary to advance the earnings potential for those who are capable.

Goodwill Industries of San Antonio operates the Good Careers Academy in partnership with Alamo Community Colleges. Good Careers Academy is co-located within two major Goodwill Stores. Good Careers offers basic skills training applicable across industry sectors and advanced skills training guided by Industry Alliance Councils for careers in information technology and healthcare

<http://www.goodwillsa.org/main.php?mainNav=gca>.

Basic skills trainings include GED preparation, introduction to Microsoft Office, and introductory Computer Technology instruction. Basic training classes are self-paced and low-cost, and supported by job readiness training, individual career coaching, and access to allied employers committed to hiring participants. The

Academy offers Information Technologies and Medical Technologies certification programs, as well as coursework for Pharmacy Technician, Business Office Technology, and Accounting Payroll Clerk.

Goodwill Denver has developed a direct training-to-employment model in the field of environmental remediation through successful partnership with Environmental Safety, Inc. ESI has donated more than \$10,000 in free industrial hygiene services training to help ex-offenders re-enter society. Goodwill workforce participants who complete the training are virtually guaranteed employment in asbestos removal and hazardous material handling. ESI received Goodwill's Power of Work, Corporate Visionary Award. <http://www.goodwilldenver.org/powerofwork>

Goodwill Industries of the Southern Piedmont in Charlotte, North Carolina offers occupational skills training for employment in targeted industries that are eligible for WIA funding. Classes leading to a certificate run from five days to nine weeks in the following industries (<http://www.goodwillsp.org/training.html>):

- Banking & Customer Service
- Construction Skills
- Hospitality & Tourism
- OMITT Trade School
- Basic PC Skills Training
- Customer Service Call Center Training
- ServSafe Food Protection Certification

At **Goodwill Columbus**, Occupational Skills Training provides customized, self-directed career training through a comprehensive range of coursework designed to prepare participants for office-based and retail careers. The program serves people with disabilities and other barriers to career and job opportunities. The occupation and career-oriented courses include:

- Core Office Skills (includes Word, Excel, PowerPoint and Outlook instruction)
- Medical Office Specialist
- Administrative Assistant
- Receptionist
- Accounting
- Customer Service
- Retail Sales <http://www.goodwillcolumbus.org/workforce/>

Housing

A handful of Goodwill agencies have directly entered the housing services market. **Goodwill Industries of Southwest Florida**, an agency deeply involved in the provision of housing, is currently operating 194 units providing housing for 210 residents in the greater Fort Meyers area. Under the auspices of Southwest Florida GWI Housing, Inc., Goodwill offers HUD-approved, barrier-free housing for persons with physical disabilities at eight housing complexes. Affordable and located in areas accessible to public transportation, shopping centers, banks, and schools, the housing complexes help residents to live independently.

Additionally, Southwest Florida operates the Hatton B. Rogers Retirement Community, a 54-unit apartment complex that provides income-subsidized housing for seniors 62 years of age or older. Disability is not a requirement to qualify for occupancy, and residents must be able to live independently. Senior Friendship Centers of Lee County, a local partner, provides meals and activities for Hatton B. Rogers residents. http://www.goodwillswfl.org/housing_opportunities.htm

In May 2005, **Goodwill Industries of Central Illinois** (Peoria) opened its General Wayne A. Downing Home for Veterans. The ten-bedroom facility is permanent, supportive housing, the only facility of its kind in Illinois. Veterans receive assessment-based, comprehensive services, including treatment for post-traumatic stress syndrome, substance abuse, stress, anxiety and psychological counseling, budgeting, clothing, legal assistance, food, telephones, transportation, entitlement benefits, medical care, job training, education and job placement services. http://www.goodwillpeo.org/article_53.shtml

Veteran Services

Several Goodwill agencies have advanced services for veterans, many of whom have significant and multiple barriers to employment, including chronic homelessness, felony convictions, and substance abuse problems. Nationally, led by Goodwill Industries International, which has been working with the Vocational Rehabilitation and Employment Service of the Veteran's Administration, Goodwills have been moving to a comprehensive approach driven by collaborative services and a family strengthening model. New challenges and service needs are escalating for younger veterans increasingly experiencing post traumatic stress disorders (PTSD) and traumatic brain injuries. Moreover the numbers of female veterans in need of assistance has escalated. (Marinaccio, 2009)

The Homeless Veterans Reintegration Program, “Employer Partnerships, Collaboration Key”, at **Cincinnati Ohio Valley Goodwill Industries** is a promising program that depends on an extensive network of community service partners, including employers who are willing to give veterans a “second chance”.³⁰ The program provides emergency and transitional housing while participants prepare for and find jobs. The program emphasizes flexibility in terms of the types of employment placements because of the diverse backgrounds, skills and experience of program participants. It has impressive employment entry and job retention rates at an average wage of \$9.85 per hour in full-time, unsubsidized jobs. The suitability of employment—based on job matching criteria—is essential. Employment prospects are conditioned by a number of factors, including location, institutional culture, occupational and industry forecasts, certification and bonding issues, and pay scale.

<http://www.cincinnati-goodwill.org>

Goodwill Industries of Central Illinois in Peoria operates the Goodwill Veteran’s Reintegration Program (GW-VREP), which began in July 2009, with the assistance of a grant from the U.S. Department of Labor. The program is designed to facilitate the reintegration of homeless veterans into the labor force by providing job

³⁰ HVRP programs are emerging as guideposts for other community-based homeless service providers that have developed employment assistance programs

GOODWILL INDUSTRIES OF CENTRAL ILLINOIS VETERAN'S REINTEGRATION PROGRAM

GOALS – The GW-VREP has seeks to reduce the barriers that prevent homeless veterans from obtaining and maintaining stable and consistent employment; provide access to resources that facilitate stabilization and entrance into the workforce; and create a cohesive community network to reduce the barriers associated with a veteran moving from unemployed and homeless to domiciled and employed.

AREA OF SERVICE – Twenty-one counties of central Illinois

ELIGIBILITY – Honorably discharged U.S. Military Veterans residing in central Illinois who are homeless, looking for work, and who want to make a difference in their lives.

STEPS TO SUCCESS

- **Pre-Screen and Assessment** – Detailed assessment determines suitability for the GW-VREP program.
- **Program Plan** – All specific needs related to vocational training and job placement are addressed. Each participant is assigned to a two-week training program focused on job training, job readiness, and skill acquisition. Optional courses and training is available as needed for each individual.
- **Vocational and Individual Assessment** – Assessment covers vocational needs, but also address physical health, mental health, substance abuse, housing, basic needs such as food and clothing, legal and criminal issues, strengths, goals, and other barriers.
- **Education Program and Vocational Training** –The two-week mandatory vocational and life skills program consists of: Job Readiness, Computer Basics, Computer Skills, Customer Service, Money Smart, Life Management Skills, Interpersonal Skills, and Behavior Skills.
- **Support Services (Ongoing)** – Staff provide concurrent intensive case management services to address other barriers participants face through referrals to community.
- **Job Readiness** – Staff work closely with participants to track progress from assessment through training and education, ensuring each individual is job ready.
- **Job Placement** –Re-entry specialist network with area businesses to promote the hiring of veterans by matching the specific talents and skills of each individual to employment opportunities as they become available.
- **Job Retention and Follow-Up** – Retention benchmarks are 90, 180, and 270 days. Contact is maintained with each individual through phone calls, e-mail, home visits, employer visits, and face-to-face meetings.

http://www.goodwillpeo.org/article_110.shtml

training and preparation, (including job readiness, literacy training, and skills training), case management, mental health counseling, substance abuse treatment, referral services, and job placement assistance. (See Text Box).

(http://www.goodwillpeo.org/article_110.shtml)

Goodwill Industries of Greater Grand Rapids operates two programs that address the needs of veterans: the Homeless Veterans Reintegration Program and the Veterans Per Diem Only program. In addition to workforce services (Employability Skills Training, Transitional Work Experience, Occupational Skills Training), HVRP also offers Cognitive Behavioral Therapy, a critical service for many younger vets. Veterans Per Diem Only provides temporary housing, meal vouchers, case management, and basic employment assistance.

http://www.goodwillgr.org/Training_Programs_services.htm

Financial Literacy

Elements of financial literacy training and financial services are present in multiple Goodwill agencies. Perhaps the most comprehensive is right next door.

Goodwill Industries of San Antonio has adopted Financial Services as a major tool to eliminate poverty in the community through asset building and financial literacy. In addition to Volunteer Income Tax Assistance (VITA) services and a matched savings program, Financial Strengthening Services facilitates access to:

- Education, home and car savings programs
- Financial literacy courses
- Low-cost and/or low-fee banking service
- Low-interest commercial business loans to start a business

San Antonio Goodwill also has an Alliance Partnership with Generations Federal Credit Union to provide access to banking products and services, and promote financial literacy, asset building, and independence. Services are co-located at Goodwill service centers. This relationship mitigates the impact of predatory lending and is the “cornerstone” of the Financial Strengthening Model.

Community/Workforce Center

Goodwill agencies throughout the nation are willing collaborators with other workforce and social services partners, frequently co-locating services in community centers. Several Goodwill agencies also operate workforce One-Stop Career Centers, mandated by the Workforce Investment Act of 1998. The most advanced and ambitious undertaking of a community center approach by a Goodwill agency is arguably in Menasha, Wisconsin.

Goodwill Industries of North Central Wisconsin formed partnerships with several other organizations and began a capital campaign in 1993 to establish the Goodwill Community Center, a "one-stop" center where people can receive medical care, employment and training services, information and referral, and placement services, or donate and shop at the Goodwill retail store. Co-location of human services entities in a campus environment was designed to reduce administrative costs and increase services. Partners share central resources such as a receptionist, office machines, meeting rooms and maintenance services. <http://www.goodwillncw.org/>

The Workforce Development Center of **Goodwill Industries of Western Michigan** in Muskegon is a designated Michigan Works! Service Center, the One Stop service center authorized under the Workforce Investment Act of 1998. The Center, like other WIA One-Stops, offers area employers a full-range of employment services such as recruitment and placement, candidate screening, application processing, reference checks, personnel testing, skills assessment, and other employer services. <http://www.goodwillwm.org/program-a-services#wia>

Goodwill Industries of San Francisco, San Mateo, and Marin Counties operates a One-Stop Career Link Center providing WIA and affiliated services for the City of San Francisco to job seekers who are predominantly low-income and other disadvantaged populations, and exemplifies an intensified public sector employment linkage. The Center "links" the activities and services of state, local government, community agencies, and other organizations. The workforce efforts benefit from the City's First Source program, which requires companies doing business with the City to strongly consider qualified participants in the locally funded employment programs to

GOODWILL INDUSTRIES OF NORTH CENTRAL WISCONSIN
GOODWILL COMMUNITY CENTER PARTNERSHIP
MENASHA, WISCONSIN

The Goodwill Community Center Partnership is located at the nexus of three counties in the 35 county area served. The Center is home to 34 separate nonprofit organizations, collectively serving more than 100,000 clients annually. Goodwill provides multiple services to support the work of partnering organizations: facilities maintenance, computer and telecommunications support, a mailroom and copiers, meeting spaces, financial and human resources services including medical and retirement benefit administration, accounting, and help with marketing and fundraising.

The following are among those agencies co-located at the Goodwill Community Center.

- Autism Society of the Fox Valley
- Beacon of Hope
- Casa Hispana
- Epilepsy Foundation-Central and Northeast Wisconsin
- Family Services of North East Wisconsin
- Fox Cities Community Health Center
- Fox Cities Workforce Development Center (FCWDC)
- Career Resource Room
- CCDET-UW Oshkosh
- Division of Vocational Rehabilitation
- Equal Rights Division
- Fox Valley Technical College GOAL Lab
- Fox Valley Workforce Development Board
- Job Service
- Labor Education & Training Center (LETC)
- Outagamie County Health and Human Services
- NEW Curative - Senior Aides Program
- Unemployment Insurance
- Workforce Economics, Inc.
- Fox River Valley Alternative School (CESA 6)
- Juvenile Diabetes Research Foundation
- Leukemia & Lymphoma Society
- Goodwill Industries of North Central Wisconsin
- Goodwill Retail Store & Training Center

The Goodwill Community Center Partnership received the Mutual of America Life Insurance Company's Community Partnership Award. The award highlights the important contributions that nonprofit organizations, in partnership with public, private and other social sector organizations, make to society. Competitive recognition is based upon the value of the partnerships, its ability to be replicated, and its capacity to stimulate new ideas in addressing social issues. <http://www.goodwillncw.org/>

meet their employment needs.³¹ Moreover, customized program elements—e.g. Vocational English as a Second Language and other supportive services tailored to program participants—help to better prepare participants for work.

<http://www.sfgoodwill.org/ProgramsChart.aspx>

Employer Engagement

Goodwill agencies widely recognize the importance of employer involvement to the success of their workforce efforts, yet the structure and intensity of employer engagement varies. A recent survey of Goodwill agencies that demonstrated significant job placement gains from 2007 through 2009, despite ongoing recession, emphasized the importance of a strong business engagement focus. Highlighted practices included deepening knowledge of and responsiveness to employer needs leading to better job matching; realigning staff responsibilities targeting employer services; and significant involvement with business organizations. (Turner-Little and Marinaccio, 2010).

Goodwill Industries of North Georgia in the Atlanta area is a leader in employer engagement. Its business services unit, **Business Partners**, is credited with enhancing placements. Services include its “Projects with Industry” (PWI) program, which creates and expands job and career opportunities for individuals with disabilities in the competitive labor market by engaging the talent and leadership of private industry as partners in the rehabilitation process. Goodwill of North Georgia was also the recipient of a grant from the Goizueta Foundation to operate a Business Connections project to improve workforce programs for Hispanic populations. (Crosslin, Robert, et al., 2007).

<http://www.ging.org/index.cfm?fuseaction=page.csthree>

³¹ The First Source Hiring Program was initially enacted into law (Chapter 83 of the City's Administrative Code) in San Francisco in August 1998 and modified in April 2006. The intent of First Source is to connect low-income San Francisco residents with entry-level jobs that are generated by the City's investment in contracts or public works; or by business activity that requires approval by the City's Planning Department or permits by the Department of Building Inspection.

Goodwill Columbus benefits from the guidance and experience that its **Business Advisory Council** brings to its workforce programs. The volunteer group of local business representatives provides professional expertise to build a skilled, work-ready, labor force that meets the requirements of the business community.

Business Advisory Council members contribute to mentorship, classroom instruction, curriculum evaluations, internships, and employment opportunities. Equally important is the fact that the Business Advisory Council plays a major role in promoting the public's awareness of the workforce programs at Goodwill Columbus. <http://www.goodwillcolumbus.org/volunteer/businessadvisory.cfm>

Similarly, **Goodwill Detroit's** "Moving Men and Women to Economic Independence" attributes its accomplishments in part to its **Business Advisory Council**, comprised of leaders representing a variety of service and industrial businesses, which helped shape the program to provide training and support services beyond the norm for chronically unemployed persons. The program targets individuals with "employability challenges including learned dependence on entitlements, inadequate environmental supports, and underdeveloped socialization skills." The majority of participants are referred by the Michigan Department of Human Services or the Michigan Department of Corrections. In addition to demonstrated commitment to the program as reflected in attendance and participation in life skills and job readiness workshops, clients must submit to alcohol/drug screening prior to enrollment and randomly throughout participation. Post-placement/retention services are provided for one year.

<http://www.goodwilldetroit.org/programs/moving.aspx>

Goodwill Industries of the Southern Piedmont in Charlotte, North Carolina combines targeted skills training in key industry sectors with its career counseling and development services to increase the employment success. Targeted sectors include the computer, banking, call center, construction, customer service, retail, hospitality and tourism industries. Classes leading to a certificate run from five days to nine weeks to prepare individuals for work in these sectors. Goodwill of the Southern Piedmont

also serves as an example of unified marketing of business services across all program lines and target groups. (<http://www.goodwillsp.org/training.html>)

Ex-offenders Services

Goodwill agencies serve large shares of ex-offenders, a pervasive characteristic of the marginal labor force. Several Goodwills have specific programs and practices targeting ex-offenders or, in at least one case, provide an alternative to imprisonment.

Goodwill Industries of San Francisco's "Back on Track" program partnership with the San Francisco District Attorney's Office and the Family Services Agency tries to redirect the lives of individuals prior to possible incarceration. Back on Track is a deferred judgment program for individuals that have been arrested for first time drug sales felony. It is designed to keep participants out of the criminal justice system by providing them with the skills and opportunities to achieve steady employment through provide intensive joint case management; job readiness and life skills workshops; job training and education; and placement services that will result in removal of their felony charge after completion of the approximately one year program. The Family Services Agency provides mental health, and peer support services; the deferred entry of judgment (DEJ) is an entered guilty plea which is used as an accountability tool enforceable by the District Attorney's Office.

<http://www.sfgoodwill.org/backontrack.aspx>

Goodwill Industries of Greater Detroit has been operating "Flip the Script" Program, an outcome-based mentoring and job training program, for seven years, and more recently initiated "Flip the Script" for Women. The goal of the male program is to enable men to become economically self-sufficient individuals and positive heads of household.

The program serves economically marginal men ages 16-30 who reside in Detroit or Wayne County for careers in the skilled trades, building and construction industries, and entry-level "green jobs". The program's curriculum centers on training/retraining participants in the critical areas of mathematics, reading enrichment, positive relationship development, male responsibility, fatherhood,

positive citizenship and workplace ethics.

<http://www.goodwilldetroit.org/programs/flip-the-script.aspx>

Flip the Script for Women offers a holistic approach to address the barriers that adversely affect the lives and personal development of young, single mothers, returning ex-offenders, and women dealing with chronic unemployment, underemployment and emotional trauma. The program claims early success as a key community partner providing reentry services to women returning home after incarceration.

<http://www.goodwilldetroit.org/programs/fts-women.aspx>

Goodwill Industries of Greater Grand Rapids operates two programs that address the needs of ex-offenders: the Community Re-entry Initiative (CRI) and the Michigan Prisoner Re-Entry Initiative (MPRI). (**Goodwill Industries of Western Michigan** also operates an MPRI program.) CRI serves individuals with substance abuse problems and other barriers to employment, commonly including criminal records. MPRI is targeted at prisoners/ex-offenders through direct referrals from the “In-Reach” Coordinator at the Michigan Department of Corrections Parole Board. Both programs offer job readiness and job search services; MRPI also offers transitional work experience and occupational skills training.

http://www.goodwillgr.org/Training_Programs_services.htm

Entrepreneur Training and Services

Goodwill Retail stores are widely recognized as a model for social entrepreneurship that provides employment and on the job training. Some Goodwills have reformulated the retail approach to provide new forms of entrepreneurial and work experience; others now actively support small business development and self-employment.

In October 2010, **Goodwill Industries of San Francisco, San Mateo, and Marin Counties** opened “The Pop Up Store”, based on the idea of short-term retail sales experience as a way to create business experience, job training, and employment opportunities for transgender individuals. Working with the Transgender Economic Empowerment Initiative (TEEI), the neighborhood based temporary store is a new and

SAN FRANCISCO GOODWILL'S CASTRO DISTRICT

"POP-UP STORE"

In the spring of 2010, **Goodwill Industries of San Francisco, San Mateo and Marin Counties** was approached by then city Board Supervisor, Bevan Duffy (District 8), with a unique idea brought by the Transgender Economic Empowerment Initiative (TEEI) — the idea of a “pop up” store in San Francisco’s Castro District that would be the first of its kind nationally to provide job training and employment opportunities for members of the transgender community. TEEI is a collaborative partnership of the San Francisco Lesbian Gay Bisexual Transgender Community Center, Jewish Vocational Services, and the Transgender Law Center.

TEEI presented to Goodwill a problem—a population of educated, but underserved and underemployed individuals—and a solution—a pop-up (temporary) Goodwill store (formerly Tower Records), rent free (in-kind donation from a community member) in the Castro neighborhood, staffed by transgender people.

San Francisco Goodwill sought the views of community organizations and business in the neighborhood, which were overwhelmingly positive, and adopted the proposal. Goodwill conducted a demographic survey to determine cliental and product mix, marketed the idea to the community and city residents, and opened the store with fanfare (including Mardi Gra beads and in store activities) during the Castro Street Fair in October 2010, drawing the attention of the Bay City News and other media.

Early indicators point towards success. The store has six employees, one of whom has been promoted to manager. Initial sales surpassed expectations by 30 percent and elder patrons from the community have arisen as an unexpected demographic seeking goods at the store. Current staff are working with Jewish Vocational Services to enhance their employment prospects after the store closes, and some may eventually work for Goodwill.

In addition to attaining employment and sales objectives, the Pop-up Goodwill has moved recognition of the Goodwill brand beyond retail, recycle, and re-use by:

- Elevating awareness among the business and resident communities of Goodwill workforce services; and
- Illustrating the commitment of Goodwill to disadvantaged populations

The Pop-up Store has been able to surpass operating costs through its own sales during the short period of its existence. Goodwill considers the model sustainable.

(Conversation with Michael Bongiorno, Goodwill, December 7, 2010;
<http://www.sfgoodwill.org/popup.aspx>)

replicable concept with promising results. The Pop-Up store has helped to publicize Goodwill services and to enhance relations with the local business community.

<http://www.sfgoodwill.org/popup.aspx>

Goodwill Columbus established the **Goodwill Art Studio & Gallery** as a fine arts program for persons with disabilities and other barriers. While fostering creativity, self-esteem, and a sense of personal accomplishment, participants learn under the guidance of professional artists and art educators to take their artwork to a higher level. The goal is to create expressive and high quality artwork that provides exposure and income through the sale of their artwork for the artist.

<http://www.goodwillcolumbus.org/artstudio/>

Goodwill Columbus also operates **The Career Closet**, a resource for women in need of professional work clothing. The Career Closet provides women with a referral from a local social service agency as well as used business and work clothing to the general public at low cost. This approach could easily adapt to a “store within a store” model providing retail and entrepreneurial experience.

<http://www.goodwillcolumbus.org/shop/careercloset.cfm>

Goodwill Industries of Southern California (Bakersfield) offers the Customized Employment Options (CEO) Program to expand employment options for developmentally disabled individuals beyond the typical sheltered and supportive work options. Conceivably, elements of these could be applied to other target group populations that might benefit from self-employment, businesses within businesses, micro-enterprise development, independent contractor work, or franchise development. All of these are possibilities for employment that typically result in higher pay as well as increased independence, self-esteem, and quality of life for clients. The CEO program is a collaborative effort among Goodwill Industries, Kern Regional Center, and the Small Business Development Center.

<http://www.giscc.org/contractservices.php>

Goodwill Industries of North Georgia (Atlanta) offers self-employment training, **BusinessNow**, which includes:

- One-on-One Business Assessment
- Self-Employment Training
- Business Plan Assessment
- Post Training Follow-up
- Access to Capital
- Access to market Opportunities

<http://www.ging.org/index.cfm?fuseaction=page.csthree>

Goodwill regularly schedules BusinessNow Information Sessions to provide an overview for community residents who are interested in starting or expanding a business. The agency also houses and markets a “Business Partners” business services unit that addresses the personnel needs of employers amenable to Goodwill workforce placements.

Goodwill Industries of Greater Grand Rapids operates a catering and event planning service directed by culinary professionals through its Hospitality Services. Contracted food services provides individuals participating in the Hospitality Services training program with an opportunity to develop the skills needed for employment in the food industry. <http://www.goodwillgr.org/index.htm>

Goodwill Industries of Greater Detroit operates the “Ben & Jerry’s PartnerShop Youth Program,” a 16-week training program for at-risk youth between the ages 15 – 21. The program contains 4 week of classroom training regarding employability and customer service skills, 4 weeks are on-site training in a Ben & Jerry’s store, and 8 weeks paid work experience as a Scooper in our Ben & Jerry’s store. While completing their paid work experience, students receive staff assistance for regular employment. <http://www.goodwilldetroit.org/programs/ben-and-jerrys.aspx>

Green Jobs

Goodwill agencies have adopted many novel programs and practices tied to national, state, and local efforts to promote “green” jobs and services, notably including those funded under the Recovery Act, such as Green Jobs Training and Pathways Out of Poverty Grant awards like Goodwill’s Goodwill Goes Green program. Other efforts

involve computer/electronics recycling and green cleaning services. Most notably, Goodwill agencies have begun to open full recycling centers.

Goodwill Industries of Central Indiana opened its first recycling center in June 2008 in an 8,000-square-foot space where Goodwill employees sort, separate and bale unsold goods from its retail stores. Following the Goodwill Indianapolis lead, Goodwill Industries of Greater Grand Rapids partnered with Grooters Green Group to lease space and develop its recycling capacity for unsold goods. Both centers provide “green jobs” as material handlers, sorters, machine operators, and managers.

Goodwill Industries of Southwest Florida and **Goodwill Industries of Southern California** each offer secure document shredding services, Secure Shred and Secure Shredding, respectively. These provide employment opportunities for people with disabilities and other barriers to employment, while providing an important service for businesses, organizations, and government agencies and gaining revenues for training and other service. The secured facilities and procedures meet or exceed regulatory standards for the disposal of sensitive information. Shredded paper byproduct is pulped and used to make recycled paper products. Paper is never sent to the landfill.

http://www.goodwillswfl.org/contract_services.htm,

<http://www.goodwillsocal.org/shredding/>

Formative Scenarios

Equipped with an understanding of Goodwill’s current workforce programs, notable efforts at other Goodwill agencies, and informed insights regarding local unmet needs and opportunities, the Ray Marshall Center embarked on a series of inductive and formative excursions into the arena of “possibilisms” for charting new directions at Goodwill Industries of Central Texas. These options engage independent, collaborative, and systemic domains for advancing the livelihood prospects of disadvantaged populations through innovative and creative Texas style “imagineering.” Goodwill could position itself for deep and effective change at the individual, family, target group, and community levels, heightening its position as a change agent while elevating the stature of Central Texas as a leading global region. The Ray Marshall Center developed

these scenarios as starting points for opening discussions on future options available to Goodwill.

Scenario A

Austin Area Community Advancement Center, a charter adult high school and college readiness academy. Goodwill operates an adult high school that guides lower academic achievers from across socioeconomic strata to obtain a regular high school diploma, while gaining the knowledge, skills, and abilities to successfully enter advanced training and education.

The school has two tracts: the first serves adult learners who earn a diploma and graduate college ready, the second serves adults who already have a GED or high school diploma, yet need remediation to succeed at the postsecondary level. Expected outcomes are graduation, college readiness attainment, employment entry, and postsecondary education and training enrolment.

Goodwill leads a directorial consortium that includes Austin Community College, the adult education cooperative, Workforce Solutions, and others. The school is aligned with American Youth Works, LifeWorks, and other Youth Employment Partners, as well as the Ready by 21 Coalition, Austin Partners in Education, and local independent school districts.³² The school is a resource for Job Source, Youth Services, and Community Rehabilitations Programs, as well as the local One-Stops and other local employment and training providers. Successful completion of the educational tract is a prerequisite for structured, direct access to partner funded or provided postsecondary education and training.

Peer study groups, self-paced study options, individualized and class room teaching, performance-based incentives (tuition assistance, individual development accounts, and other mechanisms), community mentors, and alumni support networks

³² Austin Partners in Education currently has a College Readiness program in high schools designed to increase the number of high school students eligible to take college-level and to avoid remedial coursework. <http://www.austinpartners.org/cr>

contribute to success. The school provides continuing case management and wrap-around services for those who continue education and training at the postsecondary level, and would benefit from such services. Every effort and program tool is applied to assure that failure is not an option.³³

The Community Advancement Center takes a giant step forward by increasing the regional capacity for preparing residents to compete for emerging occupations in the 21st century economy. Postsecondary achievement is crucial to labor market viability, and far too many individuals lack the ability to perform successfully to the extent necessary in the advanced education and training available through the community college system, the prevailing provider of skills and knowledge requisites.³⁴ Goodwill considers expanding the Center's scope to include a centralized training academy for systematically preparing volunteer mentors and tutors for all entities providing education assistance to K-12 instructors in schools throughout Central Texas. Training can maximize the effectiveness of volunteer assistance by educating volunteers on the student needs and classroom pedagogy, prior to assignment.

Scenario B

An advantageous partnership with the local One-Stop system. Goodwill and its community partners establish a more systemically integrated employment and training continuum in Central Texas.

Employment specialists of the local One-Stop contractor are assigned on a part-time or itinerant basis to Job Source Centers to recruit and enroll clients who are able to participate and benefit from intensive and training services funded through the local

³³ Elevating standards and expectations is a central feature of education interventions across the nation. Ready examples include the Harlem Childrens Zone, (Harlem Children's Zone, n.d.), Alliance Schools (Alliance, 2010), and the Austin Polytechnic Academy in Chicago (Swinney, 2008) three distinct models that share this common theme.

³⁴ Texas has recently adopted across-the-board College Readiness Standards (CRS) in the critical areas of English/language arts, social sciences, mathematics and science. CRS intends to better align the public and higher education (K-16) curriculum, facilitating a more seamless transition between high school and college or the workforce. (United Way Capital Area, Ready by 21 Youth Development Continuum. Austin, Texas. 2009, p.70.)

One-Stop career centers. Goodwill negotiates direct enrollment mechanisms for a targeted share of training dollars to serve qualified, disadvantaged individuals who have steadily progressed in accord with their Individual Employment Plan. This approach leverages the resource investment already made by the City of Austin, Travis County, Goodwill, and other non-profits providing health and human services to the hardest-to-serve populations.

Closer systemic relationships generate a multiplier effect, enhancing the employability, earnings potential, and economic viability of challenged populations who have exhibited their commitment and capability to succeed in the labor market. Prospective advanced training participants are first referred to the adult high school/college readiness academy for assessment and education services. Goodwill continues to provide ongoing co-case management and post-placement employment services to assist the individual through the skills training and employment transition.

The hardest to serve resident populations (e.g., ex-offenders, homeless, individuals in recovery, young fathers, women with children in shelters) who may not be appropriately or fully served by the structure and practice of the current One-Stop service array, given their deep and special needs, are provided transparent opportunity to move from the margins to the mainstream of the economy. Better coordinated public/private investments improve performance outcomes across providers. Central Texas benefits by improving the livelihood prospects of economically marginal residents and advancing its commitment to improving equity through action.³⁵

Scenario C

A comprehensive community and One-Stop career center. A more ambitious approach has Goodwill align with ongoing community, City of Austin, and Travis County partners to operate a One-Stop career center and centralize access in one location to the

³⁵ EmployIndy, a project of the Workforce Investment Board for Marion County, Indiana, is an outstanding example of leveraging training for marginal populations. <http://www.employindy.org/web/about/>

social and workforce services that address the multiple needs of diverse, disadvantaged populations entering the labor market.

While the full required array of One-Stop partners and services are available as in other Texas One-Stops, this Center targets the most challenged populations and provides wrap-around support and follow-up services, including a continuum of education and training for those willing and able to further advance their livelihood prospects. The identity of the Center is the provision of individual attention and supplemental services that are not readily available through the universal services of the Workforce Investment Act or traditional Wagner-Peyser services. Goodwill retains its community-based presence through its current workforce offices.

Goodwill and its partners have worked with the Workforce Investment Board to restructure its delivery structure and strategy. The Center may also adopt a geographic focus, serving as a de facto Promise Neighborhood, and broaden its scope to include a multi-generational service approach.

Scenario D

Incubating microenterprise and experiential learning while earning.

Building upon the resale and reuse success of Goodwill Retail Stores for raising revenues to support programs while providing work experience and training, Goodwill expands the retail model to encompass a wider array of entrepreneurial microenterprise and work-based learning experiences. Its Emerging Entrepreneurs Program combines business and creative skills development with structured, paid work experience for young adults in the “idle youth” demographic, as well as older youth currently served by WIA Youth programs.³⁶ Participants share responsibility for operating a retail business from product supply and production through sales, in the

³⁶ Opportunities for funding and operating entrepreneurial and self-employment services under Title I of the Workforce Investment Act of 1998 are found in the U.S. Department of Labor, Employment and Training Administration’s Training and Employment Guidance Letter (TEGL 12-10), November 15, 2010, which authorizes entrepreneurial work experience for youth.

process learning valuable work and social skills, as well as the many facets of customer service and operating a business.³⁷

Classroom training extends from financial literacy and skills training through business plan development under the guidance of instructors. Mentors from the business community who have volunteered their services, are a critical program element. The program harvests their experience and knowledge to benefit youth while community awareness expands through the mentor contacts.

Every new store or current store remodel is designed to support a Job Source employment office and a “store within a store” business. The latter is a flexible-use space dedicated to an in-store “boutique” selling a limited product array targeted to a niche market or a “mini mall” style multi-vendor model. Each vendor is a microenterprise development project developed by participants, requiring few employees and very little capital to start. Vendor ideas include art and artisanal wares (jewelry, designer quality textiles and clothing), and themed (e.g., Oaxacan textiles, “hipster” styles, vintage Rock’nRoll), specialized products (e.g., bicycles, baking, gardening), and seasonal product lines (Fall clothing, swimwear). Products and materials can be recovered from current inventories and repurposed by program participants. The store within a store approach is adapted to “pop-up” sales at donated retail space and at temporary events, such as the Pecan Street Festival. Austin City Limits Music Festival, the Blue Genie Bizarre, and the myriad of vendor friendly events throughout Central Texas. Space secured by Goodwill is assigned/“awarded” to innovative and promising projects on a rotational basis.

Successful product lines stimulate additional paid employment through internal supply chain skill training and producer workshops (e.g., fashion design/seamstress, bicycle maintenance and repair, jewelry crafting and other artisanal skills.) Many new residents from the local immigrant population have cultural goods production skills

³⁷ Youth entrepreneurship and business training has widespread support. StartZone program in Washington State helps King County residents from a variety of disadvantaged backgrounds start and grow businesses through no-cost training, technical assistance and other business supports. StartZone is funded by a grant from the U.S. Small Business Administration, <http://startzone.highline.edu/>

that are brought to market as well. Seniors and adults with pertinent skills sets and experience participating in other workforce and service programs may be assigned as paid/unpaid instructional assistants, including individuals available through Senior Community Employment Services Programs or AmeriCorps grants.

The Emerging Entrepreneurs Program expands the geographic footprint of Goodwill, while providing work-based learning and career development opportunities. Successful outcomes include employment, self-employment, and continuing education and training. The approach can be similarly adapted to multiple age, as well as target groups, and services, as well as goods. By integrating microenterprise development within Goodwill's ongoing social enterprise structure, risks and concerns regarding microenterprise prospects for disadvantaged populations in a challenged economic environment could be substantially mitigated.

Scenario E

The Alliance for Shared Prosperity in the Regional Economy (ASPIRE).

Goodwill introduces a uniquely local, comprehensive, sectoral employer/employee membership network that matches the human capital needs of small to medium local business with skills and aspirations of its workforce participants. The recently formed Business Services unit at Goodwill staffs and houses ASPIRE. Six dedicated sector employment specialists recruit and serve employer members.

Employer members share Goodwill's commitment to advancing human dignity through work for all Central Texas residents and to social and economic equity as articulated for the region by the Austin Equity Commission in its 2001 Report, *Improving the Odds* (Austin Equity Commission, 2001). Employee/job seeker members are Goodwill certified "employment-ready" participants, who have successfully met the requirements of their Individual Service Plan and are ready to work prior to referral for employment.

The Alliance "champions" business whose fiscal success is linked to the vision that all who work should have opportunities and supports commensurate with their ability to attain a sustainable livelihood, including disadvantaged individuals less likely

to succeed in purely competitive labor markets. The Alliance launched the initiative through a public outreach campaign and participating business display the organizational logo prominently on-site to inform consumers of their business values, similar to “gay friendly” demarcations in other cities or the “Go Local” campaign in Austin.

For employers, Goodwill is able to:

- Recruit, screen, and train new employees
- Provide job coaches, career development counselors, and retention specialists
- Assist employer acquisition of Work Opportunity Tax Credits and other credits³⁸
- Provide supportive human and social services to Alliance employee members

Employers can hire participants matched to the job from the several Job Source programs, Community Rehabilitation Programs, Youth Services, or GoodTemps and contract services, confident that they are ready and able to fulfill all designated job tasks.

Alliance employers have agreed to give reasonable consideration to the certified referral; they are not required to hire from the referral pool and are free to hire whomever they deem best for the position. They may, however, “reverse refer” walk-ins or other applicants to Goodwill for assessment and job readiness or other services prior to employment consideration.

A compelling feature of the business engagement model is that employer members have adopted a vision of shared prosperity through advancement of the local workforce and concern for those left behind by the economic expansion of recent decades. These “preservationist”, community-oriented, and “target group friendly” employer members of the Shared Prosperity Alliance recognize the:

³⁸ The National HIRE Network streamlines access to information and employer resources, http://www.hirenetwork.org/admin/clearinghouse.php?state_id=TX

- Centrality of a livable wage commitment
- Multiplier effects of local job creation and wages
- Individual, family, and community benefits of labor force participation for disadvantaged populations
- Importance of skills building and career advancement
- Circumstantial needs for flexible scheduling and other family/worker-friendly policies
- Community and customer relations benefits of hiring those committed to successful job entry, re-entry, or career advancement

The Alliance for Shared Prosperity in the Regional Economy measures success as employer/business penetration and the employment entry, retention, and wage outcomes of those placed. Goodwill becomes a national leader in the arena of sustainable communities and increases its stature as an outstanding provider of workforce services. Local consumers, already responsive to fair trade goods, regionally-produced foodstuffs, sustainable energy production and conservation, eco-building, and green jobs, gain an additional criteria for supporting local business—shared prosperity practices.³⁹

These are but a select few of the options available to Goodwill for strategic repositioning. The Ray Marshal Center will continue to develop and refine options as directed by Goodwill in the future, supplementing the chosen pathway with promising and effective practices and services available in the relevant workforce program literatures.

³⁹ Should Goodwill decide to adopt a broader asset-building approach, it might consider becoming a member of RAISE Texas (Resources, Assets, Investments, Savings, and Education) a statewide network of non-profit organizations, for-profit corporations, and public institutions working to support and expand asset-building activities in Texas, with a particular focus on low- and moderate-income families and areas. Austin's Center for Public Policy Priorities has been working with RAISE Texas on OpportunityTexas, a joint initiative to help individuals and families save for the future and increase college access. <http://raisetexas.org/>

SECTION V: CONCLUDING OBSERVATIONS

Introduction

In the preceding sections Ray Marshall Center researchers have assessed programs and outcomes in Goodwill's Workforce Development Services division and provided information to help Goodwill enhance and add to its present programs and services array. The research clearly identifies Goodwill, independently and collaboratively, as a predominant private, non-profit provider of workforce services to some of the most disadvantaged populations in the central Texas region. This final section provides concluding observations based on the results of the preceding analyses and reflections on viable program options.

Research Overview

The workforce services and outcomes analyses document Goodwill's efforts at helping disadvantaged workers connect to jobs, as well as the modest earnings and tenuous attachments to ongoing employment as documented through matched quarterly UI wage records data. The analysis of Workforce Development Services provides observations regarding program strengths, constraints, and opportunities for improving services as currently structured and practiced, as well as for deepening the conceptual framework for elevating the program offerings and strengthening the livelihood prospects of those served by the programs. Discussions with community leaders regarding its current role and contributions affirmed that Goodwill is recognized as a major and outstanding provider of workforce services to the hardest-to-serve populations, an outstanding community collaborator, and a "a model for social entrepreneurship." These spokespersons articulated a number of areas in which Goodwill could enhance its efforts or break new ground for building an innovative services approach. Goodwill agencies across the country are moving forward in many service areas relevant to the needs of the disadvantaged populations in their communities. Researchers have identified exemplary programs across multiple service areas (e.g., education, skills training, housing, veterans services, ex-offender services, employer services/engagement, youth services, entrepreneurial training), as well as

models for comprehensive community and One-Stop career centers. Ray Marshall Center researchers formulated five hypothetical scenarios integrating observations and options based on the research. These scenarios are intended as tools for visioning and discussing new directions as GICT and its stakeholders begin the tasks of moving from the exploratory and the formative phases toward strategic program design and development.

Jobs Source Services, Community Rehabilitation Programs, and Youth Services serve distinct population groups; labor market outcomes, as well as performance expectations, vary accordingly. Job Source adult participants—despite their barriers—and the job readiness and job search services provided to them are clearly directed to obtaining employment. For youth, most of whom participate in WIA-funded Youth Services, employment entry is but one immediate outcome: continuing or completing education and receiving some skills or certification for future employment are equally important outcomes. CRP participants are prepared for employment entry, but as part of the larger population of disabled individuals, are more likely to obtain part-time employment and have lower labor force participation rates in general.

Understandably, given the differences in the populations served, there is wide variation in quarterly employment rates and earnings across programs. Former Job Source and Youth participants who are working have generally had rising earnings over time, whereas earnings for working CRP participants have remained flatter and lower. Earnings approach \$4,000 per quarter for working Job Source adults nearly three years (11 quarters) after initial service receipt, and Youth earnings approach \$3,000; CRP earnings range between approximately \$1,700 and \$2,500 at the same point in time. Note that these are earnings for those with reported earnings; quarterly earnings averaged across all participants, *regardless of employment status*, are substantially lower. The earnings of more successful participants across time exhibit very low earnings by any standard measure.

Although the 2007 Job Source Services sample cohort attained a peak employment rate of nearly 70 percent in the April-June 2008 quarter, employment rates for Job Source Services participants have been flat or falling since—usually well

below 40 percent for the 2008 and 2009 cohorts. Employment rates for the 2007 CRP sample cohort peaked at 37 percent at that time as well, then declined sharply to 16 percent by July-September 2010. Employment rates for the two other CRP cohorts have been below 30 percent across this period. These rates are undoubtedly influenced by the recession and slow recovery, coupled with the rapid expansion in the numbers of individuals seeking employment. There are up to seven persons available for every new job opening (Eberts, 2010). Moreover, the recession has pushed the unemployment rates of Blacks and Hispanics much higher than that of Whites in the workforce. At the beginning of 2008, the unemployment rates Hispanics, Blacks, and Whites in Texas were 4.7 percent, 9.4 percent, and 3.1 percent respectively; by the third quarter of 2010 those rates had reached 9.2 percent for Hispanics,, 14.5 percent for Blacks, and 5.9 percent for Whites (Algernon, 2011).

On the brighter side, youth employment rates, though low, have risen steadily. The 2007 Youth Services sample cohort has maintained an approximately 50 percent employment rate, and the 2008 annual cohort is heading in that direction. The employment rate for the 2009 Youth Services annual cohort was at 34 percent entering the second half of 2010, well below the other cohorts, but improving.

Viable Program Options and Strategic Directions

The Workforce Services Department at Goodwill offers targeted and efficient programs that daily serve people for whom there are few easy solutions and many challenges. In addition to the results in this report, a wealth of research exists to support and guide Goodwill Industries of Central Texas along a path to successful design and implementation of programs and services, whichever new directions it should choose to follow.⁴⁰

Many elements of successful practices and programs have already been incorporated in current efforts to serve disadvantaged populations (or at least

⁴⁰ This body of research includes the series of local workforce evaluations conducted by Ray Marshall Center researchers focused on programs offered by Goodwill, Capital IDEA and other area providers (see Smith et al., 2007, 2008, 2010 and 2011).

recognized as options to improve services). For example, Fatherhood Works exhibits the features and practices of exemplary non-custodial parents programs in Texas and elsewhere (Looney, 2004). The emerging Veterans Outreach and Employment Services Program is driven by a holistic, family-strengthening approach, building a strong relationship with the Veterans Administration, focusing on individualized services, and building a knowledge base of needs and supports to help veterans succeed, all features aligned with effective research-based practices (Marinaccio, 2009). Goodwill is also well positioned within the local continuum-of-care coalition for the growing homeless populations as a leading provider of employment services, an effort well-grounded in theory and practice. Similarly, Goodwill is steeped in services for ex-offenders, and local efforts are guided by the Re-entry Roundtable, a noted authority on appropriate services for this hard-to-serve population.

Goodwill also exhibits promising practices in other areas. Goodwill Industries International recently identified themes and opportunities shared by Goodwill Industries of Central Texas that are conducive to successful job placement results at Goodwill agencies despite the global recession (Turner-Little and Marinaccio, 2010). Goodwill has improved its strategic capacity by expanding its points of contact in the community and plans to continue doing so at new retail locations housing workforce services. As the provider of workforce services, its strong partnerships leverage community resources for other basic needs in support of better livelihood prospects. Further, Goodwill is considering implementing a more structured approach to business-relations.

Regarding the latter, a stronger commitment to a workforce intermediary approach is now a well recognized option for intensifying employer engagement. The Ray Marshall Center has been a continuous proponent of this strategy; Goodwill's recent *Community Needs Assessment* specifically recommends it as well (Knox-Woollard, 2010). SkillPoint Alliance and Capital IDEA have locally demonstrated benefits from an intermediary approach, which is broadly perceived as an effective strategy for low-wage, low-skilled workers to advance in the labor market (Giloith, 2004). Goodwill is poised to engage food and beverage service, hotels and hospitality, and retail sales

sectors as employment entry points for many of its workforce services participants. Its recruitment and retention services could serve as an enticing service link for employers (Insight Center, 2010). Goodwill is beginning a partnership with Austin Community College for the Goodwill Goes Green training component and is negotiating a skills training regimen. This experience is providing a level of mutual understanding that may prove useful for the future.⁴¹

To the extent that Goodwill ties its future services to advanced training and education through sector partnerships, collaboration with the community college system is essential. This directs Goodwill's strategic positioning to another important service area. The links between improved high school achievement, college readiness and workforce success is a growing concern in the Austin area and throughout Texas and the Nation. There is enormous potential for Goodwill to more assertively enter this field. Nearly two-thirds of all community college students nationwide are referred to developmental education, and only 33-46 percent of students complete the developmental education courses (Coffey and Smith, 2010, p.19, citing Bailey et al., 2010, pp.260-267). In Austin ISD, the share of 2008 high school graduates who are considered college/career ready (i.e., ready for success in higher education or a high performance workplace) reached 50 percent, indicating that the other half of the graduates are required to take remedial education prior to enrolling in for-credit classes at a community college or other postsecondary institution (Austin Chamber, 2010). Barriers to academic and advanced training success are significantly greater among the population Goodwill serves.

To help disadvantaged populations by providing workforce services to move beyond entry-level jobs, Goodwill might seriously consider advancing academic achievement and college readiness, an area of unmet need that is widely recognized. The most ambitious approach would follow the comprehensive, community-based model of the Harlem Children's Zone. The project targets academic success from early

⁴¹ Giloth notes the difficulties of securing meaningful commitment and responsive change within "program driven, bureaucratic institutions, or organizations devoted to only one of the key customers" (Giloth, 2004, p.371).

childhood programs through college, supporting this achievement “pipeline” on a solid platform of family, social service, and health programs, which are all part of the broad and intense community-building effort in a defined geographic area (Harlem Children’s Zone, n.d.).

Other possible approaches in this program area include an innovative, yet more targeted institutional approach represented by The Excel Center in Indianapolis (highlighted earlier in this report) or Alliance College-Ready Public Schools (Alliance, 2010). Career academies and the “school-in-a-school” approaches progressing elsewhere might be replicated by GICT. Austin Polytechnic Academy (APA) in Chicago is one such promising model. The APA is a new form of public high school driven by a vision of community renewal and economic development. It is a result of a partnership of labor, business, community, education, and government leaders forming the Chicago Manufacturing Renaissance Council, and is increasingly recognized as a catalyst for progressive education reform nationally (Swinney, 2008). The concepts and emerging efforts of Austin Achieve in the St. Johns area, Austin Area Research Organization’s region-wide Workforce Potential Project and the Pathway to Prosperity Initiative, which was recently convened by Workforce Solutions-Capital Area and the Community Action Network at GICT’s central office, may provide opportunities along these lines as well.

Consistent resource allocations by the City of Austin and Travis County to Goodwill and other non-profit entities reflect the deep local public sector concern for and commitment to improving livelihood prospects for the growing numbers of individuals and families living on the economic margins in the community. To get beyond low-wage job “churning,” Goodwill and its partners need to develop a pathway beyond basic job search services linked to advanced skills training available in the public workforce system. Unfortunately, there has been something of a fissure between the locally supported efforts for disadvantaged and hardest-to-serve populations and the public workforce system’s One-Stop career centers, particularly in regard to advanced skills training available under the federal Workforce Investment Act. Elements of disjuncture involve numerous variables, including the client characteristics,

the degree of intense services needed, institutional culture, performance expectations, and labor market prospects.

Fortunately, the City of Austin and Travis County appear to be moving towards accommodation in this area with Workforce Solutions-The Capital Area Workforce Board, by encouraging connections between community-based organizations, neighborhood-level programs, and the WorkForce Career Centers.⁴² Referral and enrollment procedures can be established to structure the client flow to assure that individuals, in whom local government and private resources have been invested and who have shown the capacity to benefit, can move to the next step on the career ladder with federal and state funds administered through the Capital Area Workforce Board.

EmployIndy is an outstanding example of leveraging training for marginal populations. EmployIndy, a project of the Workforce Investment Board for Marion County, Indiana, has the goal of expanding access to workforce development services “by supporting and developing community-based organizations and neighborhood-level programs that connect chronically-underemployed and/or unemployed residents to career pathways aligned with Indianapolis' growing economic sectors and improving the connection between community-based organizations, neighborhood-level programs, and the WorkOne offices”. Defined outreach and referral processes and relationships are expected to minimize the common complaint that referred individuals ‘fall through the cracks’ at WorkOne.” Through community partnerships, EmployIndy has the ability to leverage federal workforce funding to consistently bring employment

⁴² At the time research was being conducted, Austin/Travis County Health and Human Services Department issued the, “Self-Sufficiency Continuum for Social Services RFP.” According to Katie Navine, former Director of Workforce Development Services, GICT submitted an independent proposal and a joint proposal with Workforce Solutions, Capital Area, to steer services in that direction. The Public Health and Human Services Committee recently recommended funding those proposals. The Commission recommended that the proposal submitted by GICT and its nine partners receive nearly \$1.75 million and that the proposal submitted by Workforce Solutions Capital Area and its 12 partners (including GICT) receive nearly \$5.9 million in funding. <http://www.caction.org/cms-assets/documents/Self-Sufficiency%20Continuum%20for%20Social%20Services%20RFP%20Recommendations%20-%20050911.pdf>

services and case management support to organizations and individuals.

<http://www.employindy.org/web/about/>

Goodwill Industries of Central Texas cannot resolve all the economic viability issues of disadvantaged residents of central Texas, but it has many options for the future. Goodwill's Workforce Development Services have selected the arduous task of serving the most challenge populations, some members of which are extremely unlikely to attain more than temporary success in the labor market for various reasons. To date, GICT does so primarily through providing job readiness, job search and supportive services, with a strong emphasis on individual case management that other local providers typically do not offer. With the Goodwill Goes Green and the Veterans Outreach and Employment Program, Goodwill is broadening its entry into the occupational skills training, perhaps revealing an inclination to enter the training field further. As this report has revealed there are many options available to advance this and alternative pursuits.

A recognized, but non-monetized and unmeasured benefit of Goodwill's programs is their ability to rekindle a sense of human dignity and hope in those that pass through its doors, providing services to all who might possibly benefit from its programs, and referring others to appropriate available services. Goodwill is poised to upgrade and reorient its programs and services to make a deeper and more durable impact on the lives of individuals and the quality of the social fabric that defines communities. This report has been structured to assist that pursuit.

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