

Day Jobs Report

Background

The City of Madison's Community Development Division was recently directed to investigate "day jobs" as an alternative for panhandlers and those in need. Resolution RES-17-00039, directing this work, specified that staff investigate Albuquerque, New Mexico's "There's a Better Way Campaign" as well as similar programs in other cities. Staff was further directed to prepare a comprehensive and strategic implementation plan for a similar program in the City of Madison to provide day jobs and other supports to panhandlers and those in need.

Resolution sponsors included Alders Cheeks, Harrington-McKinney, Phair, and Rummel.

Executive Summary

Community Development Division staff identified, as comparables, Albuquerque, New Mexico's "There's a Better Way Campaign" as well as similar programs in Portland, Maine, Denver, Colorado, and Chicago, Illinois. All four can be described as "day job programs" and share the following characteristics:

- low-barrier to entry
- work crew approach
- pay to participants that is above minimum wage
- no cost van transportation to work sites
- connecting participants to services is a primary goal

Among the four programs, there were significant differences in the following areas:

- target population - all people who panhandle versus only people experiencing homelessness
- annual budget - \$42,500 to \$540,000
- participant screening and selection - first seen-first served; first come-first served; or by referral

CDD staff also conducted local field research, engaging individuals experiencing homelessness as well as advocates, funders and service providers. Research tools included surveys, focus group, individual meetings, and community meetings.

Evidence-based programs and best practices were also researched.

Findings

- Panhandling in Madison's high traffic areas has decreased significantly since the City's median safety ordinance was implemented (seven citations since April 2017).

- People who panhandle in high traffic areas are often transient.
- Seven out of ten individuals who panhandle in downtown Madison stated they would rather work than panhandle. Three individuals stated they panhandle to supplement their income and are not interested in stopping panhandling.
- People experiencing homelessness appeared to have difficulty accessing existing employment resources, in part because stable housing is a prerequisite to participation in many of these programs.
- Identified best practices suggested that placing low-skilled workers in day jobs or temporary jobs did not improve long term employment outcomes.

Conclusion

Should the Common Council choose to pursue an employment program in Madison, such as that modeled in the City of Albuquerque's "There's a Better Way" campaign, circumstances here suggest it might have greatest impact if it focused on individuals experiencing homelessness. Staff advises that the following be considered as key elements of such a program:

- Leadership by a nonprofit agency experienced in providing employment services to low-income individuals
- Use of a transitional Jobs model (versus a Day Jobs model) that combines paid work, job skills training, and supportive services designed to help individuals facing barriers to employment succeed in the workforce
- Person-centered individual placement approach (versus work crew approach)
- Partnerships with downtown Madison businesses to provide private sector jobs that might lead to permanent employment

I. Model Programs

CDD staff researched four distinct day job programs, using internet search tools as well as direct contact with program administrators and front line staff. What follows is a summary of the four different programs. Appendix A includes more detailed information on each.

There's a Better Way: Albuquerque, NM

Panhandling has been a recent and growing concern in most U.S. cities. The "There's a Better Way" program was initiated in September 2015 as an attempt to understand and positively impact panhandling in the City of Albuquerque, New Mexico. The program started as a partnership between the City and a local nonprofit, St. Martin's Hospitality Center, established to pilot a day jobs program targeting panhandlers. Currently, St. Martin's staff drives a van, four times a week, to areas frequented by panhandlers. Staff contact panhandlers and ask them if they want to work for the day. Those willing to work board the van without any required screening. Up to ten people work at a job site for five to six hours. The City's Solid Waste Department provides all of the day jobs projects and they include such things as garbage removal and landscape beautification. A lunch, light snack, and water are provided. At the end of the day, participants are transported to the St. Martin's Hospitality Center where emergency shelter and other support services are available, and each participant is paid \$9 per hour, in cash.

The stated purposes of the program include the following:

- offering people the dignity of work
- connecting individuals with needed services
- supporting a collective impact approach to ending panhandling
- helping the community to understand "There's a Better Way"

In the last 20 months, the program served 584 unduplicated persons. Forty-four percent of participants were connected to employment services and 28% were connected to mental health or substance abuse services. Information on reduction in panhandling or connection to stable employment is not currently being tracked by the program. The initial budget for the six-month pilot was \$50,000; the current annual program budget is \$181,000, all funded by the City of Albuquerque.

Opportunity Crew: Portland, ME

The City of Portland started an eight-month pilot project similar to that of Albuquerque in April 2017. The main difference between the two programs is that staff of the City of Portland's Social Services Division transport and supervise day jobs crews whereas the City of Albuquerque contracts with a nonprofit to deliver these services. The City of Portland's Parks Division provides a passenger van for program use, determines where participants will work each day, and provides tools and protective equipment. A light breakfast, water and lunch are provided. Participants are taken to the Social Services office at the end of their shifts for payment and linkage to services. The hourly wage is

\$10.68 and pay is made on a debit card. It is the City's intent to partner with local landscaping companies to offer successful program participants an interview and possible employment. The eight-month program budget is \$42,000 and is fully funded by the City of Portland.

Denver Day Works: Denver, CO

The Denver Day Works program is a one-year pilot that started in November of 2016. It is an effort by the City of Denver to provide a low to no barrier work experience for people experiencing homelessness with a specific focus on engaging those not actively connected to supportive day services. The program is geared toward providing work experience to people who are experiencing homelessness rather than curbing panhandling per se.

Those identified as job ready are immediately referred to a job site on a first-come, first-served basis and are provided with information on location, contact person, proper attire, etc. Those who are not yet job ready are connected to resources designed to help them establish job readiness and secure connections to work as soon as feasible. Participants are assigned to one of the three once-a-week work teams (Tue, Wed, or Thu) and can work one day a week for as long as they like. Various public and private sector jobs are available. Participants are asked to meet at the Civic Center Park and are driven by City staff to worksites. If someone on a work team does not show up, a person from a standby list is contacted. There is a long wait list. Participants work at job sites for a full or half day. At the end of the day, they are compensated for their work at the rate of \$12.59 per hour and outreach workers are on hand to help connect them to other needed supports. The pilot program budget is \$400,000 and funding is provided through a partnership between Denver's Road Home, Denver Public Works, Denver Parks and Recreation and Denver Human Services.

Day for Change: Chicago, IL

The City of Chicago funded a three-month day jobs pilot program in 2016. The City subsequently allocated \$540,000 to extend the program for one year and hoped to double its capacity. The Chicago project targets individuals experiencing homelessness or those who panhandle in the Central Business District.

During the 2016 pilot period, the program had a goal of reaching 100 individuals; it actually served 225. No other outcomes have yet been published. The City contracts with a nonprofit agency, Safe Haven Foundation, to operate the program. Safe Haven utilizes two vans for daily recruitment of participants, focusing on viaducts and underpasses where concentrations of homeless persons and panhandlers are known to reside. Similar to the Albuquerque program, only public jobs are offered. They include cleanup of vacant lots, cleaning and maintenance of abandoned properties, and trash collection near expressways. The hourly wage is \$11 and program participants are eligible to earn up to \$600 annually. This dollar limit allows the City to avoid IRS reporting requirements that

would be necessary if total annual compensation were higher. Participants receive meals, transportation, and connection to services.

Summary of Programs

The four “Day Jobs” programs described above share the following key elements:

- low-barrier to entry
- work crew approach
- pay to participants that is above minimum wage
- no-cost van transportation to work sites
- connecting participants to services is a primary goal

Among the four programs, there were significant differences in the following areas:

- target populations - all people who panhandle versus only people experiencing homelessness
- annual budget \$42,500 to \$540,000
- participant screening and selection: first-seen, first-served; first-come, first-served; or by referral

II. Research Methods

Staff used the following methods to assess the local need for day jobs and other supports:

- Requested information from the police department about the median safety ordinance citation
- Surveyed 14 individuals who were panhandling or experiencing homelessness in downtown Madison
- Researched available local statistics associated with panhandling
- Interviewed the following City staff: Eric Veum, Risk Management; Patricia Lauten, City Attorney; Heather Allen, Legislative Analyst; Lisa Laschinger, Parks; Iliana Wood, Community Development; Hugh Wing, Community Development
- Held community meeting that included the following representatives of Homeless Services Consortium agencies: Linda Ketcham, Madison Urban Ministry; Ulysses Williams, City County Homeless Issues Committee Chair; Brenda Konkel, Tenant Resource Center; Garrett Lee, WHOA!/MACH OneHealth; Heather Kapp, Project Kinect; Alder Barbara Harrington-McKinney; Susan Morrison, City of Madison, Community Development
- Met with the following funders, service providers, and employers: Angela Jones, United Way of Dane County; Gwen Schmidt-Hannes, Dane County Human Services; Mike Bruce, Dane County Joining Forces for Families; Tami Fleming, Catholic Charities/Friends of State Street Family; John Wroten, Common Wealth Development; Jon Danforth & Julie Enloe, Employment and Training Association; Linda Ketcham, Madison Urban Ministry; Lisa Wilber & Will Brewer, Porchlight; Jay Kiefer, Briarpatch; Mary Maronek, Tellurian; Calvin

Brace & Tyler O'Brien, Access Housing; Garrett Lee (WHOA!/MACH One Health; Chris Brockel & Adam Haen, FEED Kitchen; Greg Frank, Food Fight Restaurant Group

- Conducted focus group at Madison Central Library and specifically invited people with lived experience of homelessness. Participants included Ronnie Barbett, Brian Golden, Ulysses Williams, Art Paul Schlosser, Garrett Lee, Alder Barbara Harrington-McKinney
- Researched existing local employment resources and successful programs.
- Reviewed literature on evidence-based and best practices for employment services
- Met with Alders Barbara Harrington-McKinney and Maurice Cheeks to provide updates and receive feedback
- Used the Racial Equity and Social Justice (RESJ) questionnaire throughout the community engagement process

III. Local Need

1. Strong indicators of need for a panhandler-focused local day jobs program were not identified.

- Panhandling in high traffic areas (outside of downtown Madison) has declined significantly since the median safety ordinance was put into effect. Only seven median safety citations were issued between April 10 and June 10, 2017; four of them to the same individual.
- Local outreach staff reported that people who panhandle in high traffic areas are often transient.
- Seven of ten individuals interviewed, who panhandle in downtown Madison, stated that they would rather work than panhandle. Three stated they panhandle to supplement their income (SSI, VA pension) and intend to continue.
- Eight of ten individuals interviewed who panhandle stated they do it less than four hours a day. Given that fact, driving a van at a certain time period to pick people up would likely reach only a small number of people – those who are actively panhandling at that time.
- A key theme that emerged from focus group conversations was that people who want to and are able to do day labor already do it without a program.



2. Related unmet needs were identified.

- There are many individuals in downtown Madison who are experiencing homelessness, occasionally or regularly panhandle¹, or want to work, but cannot find or maintain stable employment. Some of these people access day jobs through temporary agencies as needed.²
- Seven out of ten individuals interviewed, who panhandle in downtown, Madison stated they would rather work than panhandle.
- Most people experiencing homelessness have significant barriers to stable employment. These include such basic needs as the lack of access to sleeping quarters, showers, storage, laundry and transportation, as well as further challenges posed by issues with substance abuse, mental health, low employment skills, education, etc. Without assistance, those individuals have little hope for stable employment or housing. Occasional day jobs, panhandling, or illegal activities may often be their only options for income.
- Most existing employment programs available for low-income persons require stable housing to participate. Even if programs do not explicitly exclude people without stable housing, their experiences suggest that successful participation by those without stable housing is unlikely.
- Programs that homeless individuals can access and are likely to benefit from are intensive and individualized. They include such programs as Department of Vocational Rehabilitation (DVR) and FoodShare Employment and Training (FSET) 50/50. The program utilization among individuals experiencing homelessness is low due to eligibility requirements, application process, transportation issues, and lack of information and outreach.
- W-2 employment programs and cash benefits (\$600-\$680 per month) available for families are not available for singles.

Our community lacks a “front-end” employment program designed to target and serve individuals experiencing homelessness who want to work, but can’t find or maintain stable employment.

¹ In downtown Madison, it is not easy to discern who engages in panhandling on a regular basis. Most individuals staff spoke with had panhandling experience, but they were not actively panhandling when staff spoke with them.

² It was pointed out, however, that there is no bus available from downtown Madison to Highway 51 where day labor sites are located early in the morning. Additional bus service (30-60 minute ride) to Highway 51/Cottage Grove Rd or providing access to bicycles (30 minute ride) was proposed as a solution to this problem. There are people who camp out around the day labor sites.

IV. Best Practices

An academic literature review suggests that day job or temporary job placements for low-skilled workers do not lead to positive employment outcomes in the long run, while direct-hire job placement does. Autor & Houseman (2010) raised an important related question, “do temporary jobs improve labor market outcomes for low-skilled workers?”³. In their analysis of the Michigan welfare program, which included a two-year follow-up, they concluded that temporary jobs do not improve, and may diminish, subsequent earnings and employment outcomes among participants. The analysis found evidence that participants placed in day jobs or temporary agency jobs were more likely than other participants to continue working in the temporary sector and were more vulnerable to frequent spells of unemployment as well as shorter periods of work.

Both staff research on best practices and community feedback suggest that a Transitional Jobs model would be more effective than a Day Jobs or Temporary Jobs model. Transitional Jobs (TJ) is a well researched approach and is different from Day Jobs or Temporary Jobs models in that it combines wage-paid work, job skills training, and intensive supportive services to help individuals facing barriers to employment succeed in the workforce. TJ program participants earn a paycheck, learn skills, receive mentoring and support to obtain and maintain stable employment and may become eligible for the Earned Income Tax Credit. The following information on Transitional Jobs was taken from the National Transitional Jobs Network, Heartland Alliance National Initiatives.

Evaluations of TJ programs show that the strategy can have many positive and demonstrable effects:

- The benefits of these programs can far outweigh the costs. A recent evaluation of a re-entry-focused TJ program found that every \$1 invested in the program yielded up to almost \$4 in returned benefits to the community and taxpayer.⁴
- TJ programs can promote pro-social behavior and orient job seekers around work. There is evidence that TJ programs help workers make positive changes in their choices and behavior, as demonstrated by reductions in recidivism among TJ participants recently released from incarceration.
- TJ programs get people working who would not otherwise be employed. TJ programs are targeted at individuals who, if not for the strategy, would be unemployed.

³ Autor, D. & Houseman, S. (2010), *Do temporary help jobs improve labor market outcomes for low-skilled workers? Evidence from “Work First”*, American Economic Journal: Applied Economics, American Economic Association: 96-128

⁴ Redcross, C., et. al. (2012, January). *More than a job: final results from the evaluation of the center for employment opportunities (ceo) transitional jobs program*. New York: MDRC

TJ programs in other communities have adopted one or more of the following three approaches:

1. Person-Centered Individual Placement Approach

Program staff members work with individual participants to place them in a transitional job. The work can be direct-hire with a transitional subsidy. Job placements are most often clerical, maintenance, food service, or childcare. There may be only one TJ participant working at a job site or there may be several. This is the most common TJ model.

Advantages

- Maximum choice – matching job site and participant skills and interests
- Diversity and number of employer relationships – supports community buy-in and support through employer engagement and relationship building
- “Realist” of real work experience types – participants are working primarily with people who are not part of an employment program. This provides significant opportunity for immediate feedback from colleagues and peers.

Challenges

- Staff intensive – monitoring individual job sites and participants
- Diversity and number of employer relationships – many relationships to manage
- Need high quality organization
- High need for role clarity and communication of expectations – program staff must set clear roles and expectations for employers. Employment site mentoring is critical

2. Work Crews Approach

Work crews of five to seven TJ participants, under the direction of a supervisor, are sent each day to work sites to perform a job. Jobs often include maintenance, repair, and sanitation jobs for parks, schools, and government facilities.

Advantages

- Relatively easy to control – work environment is highly controlled by crew leader
- Job developer role streamlined – job developer concentrates on unsubsidized placement sites only
- Daily observation of progress – supervisor on-site to see growth and progress of participant
- “Good” peer pressure – group of participants helps foster adherence to ideal work behaviors

Challenges

- Less flexibility – job environment is less flexible to TJ participant skills and interests
- Job congruency – what jobs are participants transitioning to in unsubsidized employment?
- Focus on work behaviors – work setting forces TJ program to think critically about work behaviors that must be achieved before transition

3. Social Enterprise Approach

Known social enterprise TJ programs currently include a packaging plant, a manufacturing company that produces soap products, a bookstore, a moving company, and numerous retail cafes.

Advantages

- Maximum control – every TJ position is one you develop and manage through your business
- Diversified work experience – participant has the opportunity to work in a number of different jobs, all within the same program
- Revenue for wages – product or service allows for non-restricted program funds for participant wages
- Similar advantages to a work-crew model

Challenges

- Capital needed to start – social enterprises are expensive to start
- Staff intensive creation and management of business while employing persons with barriers to employment
- Transitioning best workers dilemma – the goal of TJ is the transition. Under this model, when participants succeed, the business stands to lose its best workers
- Need to balance social and business mission
- Market influence – your program depends heavily on demand for your product or service

V. Staff Guidance

After reviewing four “day job” programs implemented in cities across the U.S., researching best practices on these and similar programs, and gathering local insight through interviews of persons who might be involved with or potentially affected by such a program in Madison, staff would offer the following advice to policy makers with respect to how a program here might be structured:

Target Population

The program should focus on single individuals experiencing homelessness in downtown Madison who do not have a stable source of income and want to work, but cannot find or

maintain stable employment. This will likely draw in most of those engaged in panhandling.

Program Period

A one-year pilot program is suggested. In order to evaluate longer-term impact (for example, the number of people who maintained employment at six-month follow-up), the program must operate for at least a year.

Operator

The program should be operated, under contract, by a local nonprofit organization experienced in providing employment services to low-income individuals. The organization would have responsibility for liability and workers' compensation insurances.

Evidence-based Practice

The most effective program model would be one that used the Transitional Jobs Person-Centered Individual Placement approach. The person-centered approach is likely to produce better long-term employment outcomes for participants than the work crew approach and would not require the significant up-front costs needed to implement the social enterprise approach. Where possible, the program should use a direct-hire approach (with or without subsidy) rather than temporary placement.

Participant Selection

A first-come, first-served approach to enrollment may be a more equitable way to ensure program access as opposed to one that depends on referrals from other service providers.

Participant Screening

A program serving this population should be designed with an eye toward reducing or removing barriers to participation. Staff advises that a criminal background check be allowable upon the request of a participating organization, but not required to participate in the program. A background check should be used as a tool to identify best long-term job placements, not to exclude people from participating in the program.

Intensive Supportive Services

A successful program will require a full-time Employment Coordinator to develop and connect participants to job opportunities, provide on-site job coaching and mentoring, and provide and/or connect participants to job skills training. The program should offer participants continued support from the Employment Coordinator even after the wage subsidy period ends and as long as the participant needs and wants the support.

Employment Opportunities

A program can certainly utilize both public and private sector employers but it should place a priority on securing work opportunities that can lead to permanent employment. Partnering with businesses in downtown Madison in order to develop local TJ opportunities could be especially valuable. Ideally, the agency selected to operate the program would have established connections with employers.

Pay for Work

The level of wages paid to program participants is an important consideration. Wage rates in the range of \$10 per hour are advisable. Community input suggested compensation at the minimum wage of \$7.25 per hour might not be well received by potential participants or the community at large. “Minimum wage jobs are the reason why many people are homeless”. According to focus group participants, a wage of \$10 per hour would be sufficient to attract participation. Conversations with potential employers suggest that \$10 per hour wage rate is feasible. The Food Fights Restaurant Group, for instance, starts all employees at a minimum of \$10 per hour. Due to regulatory changes, quite a few of the local entry level jobs previously filled by high school students or immigrants are now more available. With proper support, program participants without a positive job history might be able to secure entry level jobs and continue to progress through different opportunities.

A bonus or wage increase for stable participation could be considered as a quick feedback loop to encourage continued engagement. A wage or paid training subsidy of up to \$700 per month per participant might be provided for two to three months. It is a similar amount to the W-2 cash benefit available for families.

Pay could be delivered using a debit card deposit. This method, compared to cash, payments would provide an easier way to save. In either case, the ability to receive payment immediately upon completion of work is attractive to participants.

Connection to Other Resources

Since industry-based intensive training is not suggested as part of the program, connections to more intensive employment training opportunities should be offered to participants. The program should also ensure participants are connected to housing options through the local Coordinated Entry system.

Leverage and Strength

The County Day Resource Center, expected to open in the fall, might provide a convenient base from which to operate the program. It will be easy to access for homeless persons in the downtown and will offer amenities such as shower, laundry and computers that could help reduce barriers to employment. Sense of community and volunteer help, part of the STEP program design, will also be supported by the Day Resource Center.

Goals and Outcomes

The long-term goal of the project should be to help project participants obtain and maintain stable employment, and as a result, contribute to achieving stable housing. The following performance measures should be tracked as indicators of success:

- Number of people that enrolled in the program
- Number of people that attended training
- Number of people that received work experience
- Number of people that found full-time jobs
- Number of people that found part-time jobs
- Number of people that secured jobs at program discharge and had maintained them at six-month follow-up
- Number of people who were formerly homeless and subsequently stably housed, as measured at program discharge and at six-month follow-up

Sample Program Budget

A program budget could vary widely based on the number of people served. The following is a sample budget scenario, developed with the support of a local employment agency, assuming a total of 30 participants, each receiving a \$700 per month wage subsidy for two months. The 30 participant model was developed based on community feedback, estimating that there would be sufficient demand to serve 30 individuals.

Program Staff Wages	\$34,097.00	Admin Wages	\$6,386.00
Program Staff Taxes	\$4,166.00	Admin Taxes	\$564.00
Program Staff Benefits	<u>\$13,195.00</u>	Admin Benefits	<u>\$2,588.00</u>
Total Program Personnel	\$51,458.00	Total Admin Personnel	\$9,538.00
Program Operations	\$6,786.00	Admin operation	\$1,403.00
Program Rent	\$2,232.00	Admin Rent	\$309.00
Work Experience Wage	\$42,000.00		
Work Experience Taxes	\$6,174.00		
Transportation (bus passes)	\$5,100.00		
TOTAL PROGRAM	\$113,750.00	TOTAL ADMIN	\$11,250.00
TOTAL PROJECT COST	\$125,000.00	TOTAL PER PERSON COST	\$4,167

Funding

While an exhaustive review of specific revenue sources was not undertaken, one possible new source of funding may soon emerge. At the time of this writing, the State Legislature is deliberating the State's 2017-2019 budget. It provides \$150,000 over two years as matching funds to support municipalities that seek to develop pilot employment programs for homeless persons, like that discussed in this paper. Should that provision become law, municipalities applying for grant funds would be required to contribute at least \$50,000. The provision gives preference to a municipality that obtains an agreement from a nonprofit organization to provide additional employment and support services to homeless individuals participating in the program.



	Albuquerque, NM	Portland, ME	Denver, CO	Chicago, IL
Project Name	There's a Better Way	Opportunity Crew	Denver Day Works	Day for Change
Stated Purpose	1) Give people dignity in work; 2) Connect individuals with services; 3) Collective Impact to end panhandling; 4) Help the community to understand "There's a Better Way"	To help panhandlers move to a safer, healthier lifestyle and prepare them for gainful employment	To help people who work hard and do well in the program obtain stable jobs and connect to other resources that help them achieve their full potential	To reach more homeless individuals through a unique program that provides an opportunity to engage in day labor and wraparound services
Budget	Initial budget \$50,000 for 6 month pilot (2015)--> \$181,000 (current) funded by the City--> City Council approved \$70,000 additional funds from the Solid Waste Dept in May 2017 to expand to two vans	\$42,000 funded by the City	\$400,000 funded through a partnership between Denver Road Home and City (Public Works, Parks, Human Services)	\$540,000 allocated to double the capacity of the pilot and run a year long project (5/9/17)
Project Period	Started in September 2015; now ongoing, all year around	36 weeks pilot: April-November 2017	one-year pilot: November 2016-October 2017	3 month pilot: October-December 2016; one full year funding recently approved
Target Population	People who panhandle (homeless or underemployed). St. Martin's does not track how many participants are homeless, but per director, "90% are homeless or near homeless".	People who panhandle (homeless or underemployed)	People experiencing homelessness but not actively connected to supportive day services (While the program will open job opportunities to panhandlers, <u>it is not geared toward curbing panhandling</u> but rather providing a work experience to people who are experiencing homelessness)	People who are experiencing homelessness or who panhandle in the Central Business District (initially at viaducts on the north side of Lake Shore Drive, now will expand to the Michigan and State Street corridors)
# To Be Served	9 persons a day, twice a week (2015) --> 10 persons a day, four times a week	10 persons a day, twice a week	12 persons a day, three times a week	14-16 persons per day, 100 people to be reached in the 3 months pilot, reached 225 people; with increased funding, seek to serve 550 individuals
Hourly Wage Paid	\$9/hr for 5-6 hrs a day	\$10.68/hr for up to 6 hrs/day, paid in debit card	\$12.59/hr, paid in cash	\$11/hr (\$55 payday), paid in cash, can only earn up to \$600/yr

	Albuquerque, NM	Portland, ME	Denver, CO	Chicago, IL
Project Name	There's a Better Way	Opportunity Crew	Denver Day Works	Day for Change
Project Design	<p>The City contracts with a non-profit agency (St. Martin's Hospitality House). The City's Solid Waste Department is able to offer jobs. St. Martin's staff drives to areas frequented by panhandlers and offer them day labor. If they say yes, they hop on the van, and if they say no, they are given a resource card and encouraged to stop by St. Martin's for additional assistance. The driver not only supervises the crew but also works alongside of them modeling how to use the tools and teaching them as they go along. After their work day is complete, passengers are transported back to St. Martin's to be paid and connected with emergency shelter to house them overnight as needed.</p>	<p>The City's Social Services Division partners with the City's Parks Division to implement. Parks is sharing a passenger van, Social Services provides the staff person; Parks will determine where participants should go to work that day and have tools and protective equipment ; Social Services staff will transport and supervise the crew. A light breakfast, water and lunch will be prepared by the Barron Center and picked up by the Social Services staff person before the start of the program work day. Participants will be taken to the Social Services office at the end of their shifts for payment and linkage to services.</p>	<p>The City contracts with a non-profit agency (Denver Road Home). Jobs are offered by the City Parks & Recreation, Public Works, Wastewater Division, Public Library and a private partner (i.e. Colorado Petroleum). It works by dispatching outreach teams across the city each day to connect with people who are experiencing homelessness and offer them an opportunity to work at city park and private companies. Participants are assigned to one of the three work teams (Tue, Wed, Thur) and can work one day a week for as long as they want to. They are asked to show up at the Central Park, from which a bus driven by a city staff transports them to worksites. If someone doesn't show up, a person from a standby list is called. There is a waiting list. Participants work at job sites for a full or half day. They are provided with personal protection equipment like gloves and eye and ear protection and receive lunch. At the end of the day, they are compensated for their work and outreach workers help connect them to other supports.</p>	<p>The City contracts with a non-profit agency (A Safe Haven Foundation). Safe Haven operates two work vans to do daily work recruitment at the viaducts and underpasses, where a concentrated population of homeless and panhandlers reside. Program participants are eligible to earn up to \$600 annually (11 times per year) to avoid the IRS reporting requirements. Participants receive meals, transportation, behavioral health services, job preparedness training, healthcare screenings, hygiene care, and interim housing.</p>

	Albuquerque, NM	Portland, ME	Denver, CO	Chicago, IL
Project Name	There's a Better Way	Opportunity Crew	Denver Day Works	Day for Change
Jobs Offered	trash and debris clean-up, weed and overgrowth removal, cleaning the grounds at the city dump, etc.	In city parks, picking up trash, planting, weeding, etc.	general city jobs including maintaining parks, planting trees, shoveling snow, aiding with street cleaning.	cleanup and maintenance of vacant lots, abandoned properties, and trash collection near expressways
Participant Selection	First 10 people who were approached by the van driver and agreed, "nobody hung over or high (per van driver observation)	First 10 people who were approached by the staff and agreed to day labor	Individuals interested in working are initially assessed for job readiness by the outreach team. Those who are job ready are immediately referred to a job site or put on a waiting list on a first come first served basis; those who are not yet job ready are connected to resources to help them establish their job readiness and be connected to a work site as soon as feasible.	First 14-16 people who get on the van. It is reported that people swarm the van when it approaches the pickup location wanting to get in.
Follow-Up for Longer Term Impact	St. Martin's offers 16 homeless service programs. Staff from various departments do site outreach during the worker's lunch break to provide info about resources in St. Martin's and other community providers.	The City will partner with local landscaping companies to offer successful program participants an interview and possible employment. The City may also employ them.		

	Albuquerque, NM	Portland, ME	Denver, CO	Chicago, IL
Project Name	There's a Better Way	Opportunity Crew	Denver Day Works	Day for Change
Goals & Outcomes	<p>Jobs & Work (in the last 20 months):</p> <ul style="list-style-type: none"> 1) 584 unduplicated people served; 2) 2,066 day jobs given; 3) 256 (44%) connected with employment services; 4) 479 blocks cleaned & 130, 901 pounds litter removed <p>Service and Housing Connections:</p> <ul style="list-style-type: none"> 1) 20 people (3%) connected to permanent supportive housing; 2) 163 (28%) engaged with mental health or substance abuse services 	<p>Jobs & Work:</p> <ul style="list-style-type: none"> 1) Number of program participants agreeing to perform day labor; 2) Number of program participants entering job training/support program; 3) Number of program participants hired by the City or a partner landscape agency <p>Service and Housing Connections:</p> <ul style="list-style-type: none"> 1) Number of program participants engaging in supportive services 	<p>Jobs & Work:</p> <ul style="list-style-type: none"> 1) Engage with at least 300 people and connect 150 to a work experience through Denver Day Works--> at 6 month mark, 150 people provided with work; 2) Retain at least 70 of the participants for more than one day of work at either city or established contract sites; 3) Connect at least 49 of the participants to permanent work with 30 of those individuals retaining a job for at least 90 days. Ideally, some of the permanent jobs will be with city agencies. --> at 6 month mark, 48 people obtained stable job (25% placement came from Goodwill) 	<p>The City or the agency did not release any official outcome data. The evidence of success is mostly anecdotal: 25 participants followed up for workforce development; two found permanent employment; three are in a job training program (per Chicago Sun-Times). Agency president: "the program has so far resulted in a handful of job opportunities...but believes the program is effective at connecting individuals with the services they need."</p>
Additional Info	<p>Albuquerque: 1) St. Martin's reports "not a single fight, injury or theft", because participants are supervised at all times while working; 2) The City set up a donation website through United Way. It has brought \$50K in donations, but St. Martin's is not the sole recipient; 3) St. Martin's Shelter chef makes food each day (a sack lunch, water, snacks); 4) In response to the panhandling van and the workers' desire to continue earning money, they started a Day Labor program in June 2016 to help connect the workers to other employment opportunities in the community. They have business owners, homeowners, and other agencies that hire the workers for small jobs. Each worker completes a skills assessment/intake and attends a one-hour orientation class before they are sent out on any jobs. Typically the jobs are for one day and the workers are usually paid cash. This program has proven to be a good way to fill the gap in employment while the workers access the Job Development services and seek permanent employment.</p> <p>Denver: 1) No major injuries reported so far. People who do not have a proper ID are paid with gift cards; 2) Denver has very high housing cost and has been struggling to housing people experiencing homelessness; on the other hand, the work prospect has been good; 3) The program manager notes that the biggest beneficiaries of this project are people with criminal background history who want to work but could not work.</p> <p>Chicago: The officials were not sure if people would want to work. However, as word of \$55 payday circulated among the homeless networks, more people showed up to demand a chance to work than the slots available. Now the vans are often swarmed as soon as they show up downtown.</p>			

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Legal/Liability	<p>Albuquerque: 1) The workers are covered by St. Martin's Worker's Comp policies in case of injury on the job. However, St. Martin's does not consider the workers to be actual employees of the agency. Participants do not have to provide the agency with any documentation or fill out employee forms. The only time someone would need to fill out paperwork is if they exceed the \$600/year maximum. Then St. Martin's has them fill out the paperwork for a 1099 and advise them that they will be responsible to pay taxes on the income. St. Martin's does not check IDs or require any proof of who they are. They only take job assignments from the Solid Waste Department. They typically assign the workers to public right of way areas and vacant city owned properties (so no background check needed). However, workers typically have their lunch break at the nearest park. The workers are continuously supervised by the driver though. All information collected is based on self-report. Denver: 1) considerations about legal status are not part of the program; 2) initial background checks are not required. They may be a requirement for longer term employment following their time with Denver Day Works.</p>			