

PUTTING NEW YORKERS TO WORK IN AN ECONOMIC DOWNTURN

New York State Transitional Jobs Initiative Concept Paper

A proposal of the Community Service Society in collaboration with Community Voices Heard
written and prepared by the Community Service Society

**for Submission to NYS Office of Temporary and Disability Assistance, NYS Department of Labor,
NYS Department of Correctional Services, NYS Division of Criminal Justice Services, NYS Division of
Parole, and NYS Division of Probation and Correctional Alternatives**

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I. Overview

Despite economic growth in recent years, New York State (NYS) is marked by rising inequality. The gap between rich and poor in NYS is the highest in the nation – we are the only state with both rising poverty rates and rising economic growth.¹ While Wall Street bonuses recently reached an all-time high, welfare reform, coupled with structural changes in our economy and corresponding declining rates of unionization, have pushed many New Yorkers into low-wage jobs with limited benefits and opportunities for upward mobility, and other New Yorkers have been excluded from the labor market altogether. Recent months have only brought increasing uncertainty and fears of a prolonged economic downturn, dimming the employment prospects of those whose attachment to the labor market is already vulnerable. These trends create all the more urgency for policymakers to help New Yorkers gain a foothold in the workforce and advance toward economic security. The proposed Transitional Jobs (TJ) Initiative seeks to create pipelines to viable, sustainable, unsubsidized employment – that offer living wages and opportunities for upward mobility – for two populations often excluded from the labor market in large numbers: public assistance recipients and the formerly incarcerated.

Public Assistance Recipients. Even after the dramatic drop in welfare receipt since the mid-1990s, more than 500,000 New Yorkers still receive support through Temporary Assistance for Needy Families (TANF) or Safety Net Assistance.² Those left on the rolls are generally the most difficult to place into work; many face multiple potential barriers to employment, including access to health care, mental health issues, criminal backgrounds, and low levels of literacy. An additional barrier that many public assistance recipients and other job-seekers face is a lack of recent work experience. Many public assistance recipients are capable of working, but find it difficult to obtain a job because they have stepped out of the workforce while caring for young children and/or are unable to find stable childcare to support their reentrance into the workforce.

Formerly Incarcerated. In New York State, there are nearly 63,000 people incarcerated in state prisons, 40,000 more in local jails, and another 100,000 under community supervision (on parole or probation). Every year, 27,000 individuals are released from state prisons, back into our communities. A dismaying two-thirds of those released individuals are re-arrested within three years.³ There is little doubt that unemployment

¹ Sam Roberts, “New York’s Gap Between Rich and Poor is Nation’s Widest, Census Says,” August 29, 2007. New York Times. The gap between rich and poor was assessed by calculating the ratio between the average household income of the top 20% and the average household income of the bottom 20%.

² According to the NYS Office of Temporary and Disability Assistance, a total of 514,691 New Yorkers remained on Temporary Assistance as of April 2008. In January of 1995, there were over 1.6 million Temporary Assistance recipients.

³ The Independent Committee on Reentry and Employment, “Report and Recommendations to New York State on Enhancing Employment Opportunities for Formerly Incarcerated People,” October 2006.

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contributes to the cycle of incarceration of people released from prison. Recent labor statistics show that, in New York State, 89 percent of people who violate the terms of their probation or parole are unemployed at the time of violation.⁴

II. The Proposal: A NYS Transitional Jobs Initiative for Public Assistance Recipients and the Formerly Incarcerated

Transitional employment is a workforce strategy designed to overcome employment obstacles by using real work in time-limited, wage-paying jobs combined with skill development and supportive services to transition participants successfully into the labor market. Transitional employment is shown to be effective for moving public assistance recipients into full-time, unsubsidized paid employment. Furthermore, preliminary research shows that transitional employment does in fact reduce recidivism for those recently released from prison. Details about the effectiveness of transitional jobs programs are included in Section IV below.

This proposal is based on an annual total of 4,000 subsidized transitional job “slots.”⁵ In each program year, we propose to create 2,000 TJ slots for public assistance recipients and 2,000 TJ slots for formerly incarcerated individuals. Clearly, these are overlapping populations in some instances, so program implementation would need to ensure some level of flexibility. The initiative will target specific sub-groups of each population in order to serve the individuals who are most vulnerable or who may benefit most from the transitional work experience. For the public assistance population, the initiative will focus on recruiting individuals who are receiving public assistance and have been unemployed for at least 12 months consecutively prior to program enrollment. For the formerly incarcerated population, the initiative will focus on recruiting individuals in the first 90 days after their release, especially those facing serious barriers to stability such as disconnection from family and community, health problems, temporary housing arrangements, substance abuse history, and low education levels.

Participation in a paid transitional job satisfies the federal work requirements issued by the U.S. Department of Health and Human Services (HHS) in response to the 2006 Deficit Reduction Act (DRA).⁶ The time participants spend in subsidized employment would count as “core” work activities. Participants are able to engage in “non-core” activities for the remaining hours of required work participation, including job skills training directly related to employment, education directly related to employment, and attendance in a secondary school or GED program. This model can be used to help NYS meet stricter participation rates for public assistance recipients and avoid financial penalty.

The proposed TJ initiative will contain the following distinct components:

- A. ***Paid Transitional Jobs.*** The cornerstone of transitional jobs programs is temporary placement in fully subsidized work. The amount of time participants will be engaged in subsidized work will vary

⁴ Mukamal, Debbie, “Confronting the Employment Barriers of Criminal Records: Effective Legal and Practical Strategies,” (Journal of Poverty Law and Policy, January-February 2000).

⁵ Because not all participants will require 12 months of paid transitional employment, these 4,000 transitional job “slots” will most likely represent more than 4,000 transitional job opportunities.

⁶ US Department of Health and Human Services, Office of Family Assistance. Fact Sheet: http://www.acf.hhs.gov/opa/fact_sheets/tanf_factsheet.html (last visited Jul. 15, 2008)

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depending on their needs – anywhere from 2-12 months. The budget for this initiative will reflect an expected average participation period of 6 months. Participants will be engaged in paid transitional employment for 28 hours a week (the equivalent of 4 days). For the other 7 hours per week (the equivalent of 1 day), participants will be engaged in education and training opportunities.

We propose that participants are paid \$8.00 per hour.⁷ There will be a full temporary subsidy for the time-limited, wage-paying jobs.⁸ Positions can be created in non-profit organizations, the private sector, and government agencies, provided there is no displacement of civil servants. There is no expected or prescribed proportion of positions in any one sector. Transitional work may take place in groups as a work crew model, or in individual placements through a scattered-site model.

Generally, though not a requirement, preference for contracts will go to organizations that can demonstrate a clear connection between the subsidized jobs and ultimate placement in unsubsidized jobs at sustainable wages, or a committed number of permanent unsubsidized positions for program completers. Demonstrated existing relationships with and keen understanding of employers in a given sector – or with several employers in a number of industry sectors – are critical to achieving this goal. Furthermore, TJ program administrators should have relationships with social service providers as well as education and training organizations.

For instance, programs may focus on transitional jobs providing training in the following six industry sectors: child care; health care; social and human service; clerical/administrative assistance, transportation, and construction/outdoor maintenance. These high growth sectors present promising opportunities for ultimate unsubsidized entry-level employment at sustainable wages for completers of the TJ program.⁹ Labor market opportunities in these sample industry sectors, as well as funding opportunities for transitional jobs programs, will be described in Section III below. Of course, programs may choose to focus on other sectors sharing the same desirable characteristic of being a high growth industry with substantial opportunity for continued employment. If working in other sectors, contractors would need to demonstrate opportunities for post-program unsubsidized employment at sustainable wages – through, for instance, examining opportunities identified by the New York State Department of Labor in their 2014 employment projections.¹⁰

⁷ The \$8.00 per hour wage is slightly above the New York State minimum wage, which is currently set at \$7.15 per hour. Taking the six sample sectors suggested in this proposal, we analyzed a list of 29 job titles, as reported by the New York State Department of Labor, in which TJ participants could be placed for unsubsidized jobs. The lowest entry-level wage was \$8.01 per hour; hence, our suggested wage of \$8.00 per hour for the subsidized phase of this program. Of course, the cost of living is dynamic and not the same throughout New York State. So it may be appropriate for the state to adopt an indexing formula in order to take into account the higher cost of goods and services in certain localities. But for the purposes of this proposal, the budget will reflect a baseline wage of \$8.00 per hour.

⁸ Grant diversion would subsidize a percentage of the subsidized wage for public assistance recipients.

⁹ Programs will, of course, need to take into account existing laws and regulations for these six sample sectors, or any other chosen high-growth sector, as they specifically relate to the employment prospects for people with criminal histories. For instance, there are considerable existing statutory barriers in the child care and health care fields for formerly incarcerated jobseekers. In essence, all six suggested industries outline in this proposal may be potential avenues for public assistance recipients, but people with criminal histories, depending on their prior conviction, may only be eligible for four of the six sample sectors.

¹⁰ See <http://www.labor.state.ny.us/workforceindustrydata/apps.asp?reg=nys&app=projections> for detailed 2014 industry projections.

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- B. **Education and Training.** Participants will engage in education and training activities for 7 hours per week for the duration of their transitional employment. These activities will primarily function as “in-service training” – being specifically connected to the workplace competencies required. Since the activities are directly linked to the transitional employment, participants will receive a stipend of \$8.00 per hour while they participate. The activities could include ongoing work readiness training, On-the-Job Training (OJT), preparation for license tests, or classroom education – such as Adult Basic Education (ABE), GED, ESOL, or short-term skill certification – that will help them better perform their jobs. The activities could be conducted in partnership with nonprofit organizations or institutions and could take place off-site, but would require careful coordination. Training and education will be job relevant, vocational in nature, and should ideally focus on those activities that may lead to a portable credential.
- C. **Case Management.** Each participant must be thoroughly assessed to understand their career goals and interests, as well as the supports they will need to address their personal challenges, find a job and stay employed. Case management will include developing strategies for strengthening interpersonal skills and work/life balance—two essential components of finding and maintaining employment. Financial development goals and tools will be included in the case management discussion.

Each participant will be assigned a Career Planning Case Manager, who will be the primary point of contact for clients and will provide services integral to success in the subsidized placement and subsequent unsubsidized work. The case manager will provide career advice/support during the subsidized placement; assist in developing career plans; assist in assessing and developing corresponding education and training opportunities; spearhead financial development and asset building efforts; advise on access to work supports and employer-sponsored benefits; provide referrals to additional wrap-around services and supports; liaison with a job developer to ensure appropriate job placement opportunities; and provide employment retention and advancement services – including on-site visits to the workplace – when necessary.

Research has documented the value of intensive case management and frequent contact with support personnel for TJ program participants.¹¹ Therefore, this initiative will encourage daily or near-daily interaction between program participants and their worksite supervisors/mentors or their case managers as a crucial component. Additionally, case managers will develop ongoing relationships with participant employers. It will be up to individual programs to demonstrate frequent interaction. It is expected that over time, as a participant progresses in a TJ program and becomes more capable, interaction may decrease.

- D. **Support Services.** TJ participants may require child care, transportation assistance, health insurance, financial development services, substance abuse treatment, mental health treatment, food stamps, testing fees, work uniforms/clothing, help with the Advanced Earned Income Tax Credit, and other supports both to participate in the subsidized placement and to succeed in unsubsidized work later

¹¹ Kirby, Gretchen et al. “Transitional Jobs: Stepping Stones to Unsubsidized Employment.” (Mathematica Policy Research, Inc., April 2002), 24-27. <http://www.mathematica-mpr.com/publications/PDFs/transitionalreport.pdf>

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on. Programs will be encouraged to develop and foster relationships with other social service providers to ensure access to these supportive services as necessary.

E. *Job Placement and Retention.* The major outcome of this TJ initiative will be placement into an employment sequence beginning with a time-limited, subsidized job to gain experience and training, and leading to a longer-term, unsubsidized position in a career field with potential for future advancement. To the extent possible, both subsidized and unsubsidized work placements will be in high growth industry sectors – such as child care; health care; social and human service; clerical/administrative assistance, transportation, and construction/outdoor maintenance, or those demonstrating similar traits as described in subsection A above. Though opportunities for continued unsubsidized employment at the same or a different employer will be looked upon favorably, employers participating in TJ programs will not be required to hire employees after completion of the transitional phase, nor demonstrate any number of “committed slots” for permanent employment. Programs may offer incentives to employers to retain TJ employees. For example, programs may offset the cost of obtaining a credential that would benefit employer and employee, provide a wage subsidy for a specified period, or offer continued case management. Moreover, programs may also offer incentives to employees to encourage job retention. All incentives offered will be made at the discretion of the TJ providers.

Unsubsidized jobs will be evaluated based on their ability to promote economic stability and offer career advancement potential. Providers will be expected to work with employers who demonstrate a history of providing employer-sponsored benefits, as well as opportunities for workplace education and training. In addition to job development activities and a supported job search, providers will offer a full year of post-placement support and job counseling.

Ensuring a successful transition into the workforce is a high priority component of this program. So retention services once on the job are equally as important as placement services to find a job. Continued case management and client contact – including job mentoring, peer support, counseling and the like – should persist well into the unsubsidized portion of employment to increase long-term retention. TJ program completers who have been placed into unsubsidized positions, but fail to thrive and become unemployed may return to their TJ program to receive additional time in a subsidized position, along with ongoing intense case management, support services, and renewed job placement assistance. As noted above, program completers could also be encouraged to retain their unsubsidized positions by receiving rewards – such as food vouchers, cash earnings supplements, metro cards, movie tickets, or gift certificates – for reaching specific retention milestones.¹² The key for TJ providers is to identify approaches to help the participants stay steadily employed.

F. *Outcomes.* All TJ programs will incorporate accountability measures to systematically track participant milestones and employment outcomes, evaluate progress, and to make program adjustments and improvements on an ongoing basis based on the data collected. Outcome measures

¹² The effectiveness of certain incentives may depend on the gender of the participants and if they have children. If TJ programs are inclined to offer incentives, it may make sense to do a focus group with their clientele, before deciding what the exact incentives would look like.

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for the whole TJ initiative will be aligned with typical measures for other New York State workforce development programs to facilitate comparisons.

As mentioned, the major outcome of this TJ initiative will be placement and retention in subsidized work followed by placement and retention in unsubsidized work. In order to document and evaluate progress, organizations will track the number of participants that they are able to successfully recruit, enroll and place in subsidized and unsubsidized jobs. They will track the number of TJ program participants retained in the subsidized positions at 30 days, 90 days, 180 days, and 365 days, as applicable. Likewise, organizations will be responsible for tracking the number of TJ program completers retained in unsubsidized employment for 30 days, 90 days, 180 days and 365 days. They will also track the average quarterly earnings of the participants during both subsidized and unsubsidized employment. In addition, organizations will track education and training enrollment and completion. Data collected and maintained by individual programs should be assessed by an outside evaluator to compare, track, and benchmark programs' success. These outcome measures are based on national best practice for transitional jobs programs.¹³ For a more extensive listing of proposed data and measures to be collected, please see Appendix 1.

III. Pathways to Unsubsidized Work: Examples of Six Growth Sectors

Preference for TJ contracts will go to organizations that can, at the outset of the program, demonstrate the ability to ultimately place participants in unsubsidized jobs at sustainable wages, and can demonstrate how placement in subsidized work will help achieve this goal.

This initiative will give priority to transitional jobs in high-growth areas. Six sample fields are provided below, which all exhibit favorable labor market prospects offering opportunities for unsubsidized employment at sustainable wages for individuals without a college degree. The possible sectors showcased here include child care; health care; social and human service; clerical/administrative assistance; transportation; and construction/outdoor maintenance. Labor market opportunities in these industry sectors, training required, and wages offered are described in Appendix 2. It is understood that jobs in some sectors, such as child care and health care, will be unavailable to certain persons targeted in this TJ initiative, while jobs in other sectors will present good employment prospects. Moreover, it is expected that the industry focus will vary in different geographic locations.

The subsidized transitional jobs will prepare participants with basic skills and experience needed to enter their respective sectors. Typical TJ participants will need to acquire work readiness skills such as responsibility, punctuality, professional communication etiquette, and the ability to develop good collegial relationships with supervisors and coworkers. Transitional jobs will also allow participants to obtain real-world work experience relevant to a future career field, professional references, and training in technical skills required for the subsequent unsubsidized positions. Descriptions of possible transitional jobs for each sample sector are below. These descriptions are not exhaustive and merely serve as examples to give an idea of the types of transitional jobs that may be created.

¹³ See "Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Sources," Institute for Youth, Education and Families, National League of Cities. See also Center for Law and Social Policy, www.clasp.org, and the National Transitional Jobs Network, www.transitionaljobs.net.

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Sector	Transitional Job Example
Child Care	<p>Child Care Aide: Child care aides will work under the supervision of teachers, after-school program directors, and pre-school instructors to assist with organizing play and instruction, ensuring children’s safety, and making sure children’s basic needs are met.</p> <p>Child care aides may:</p> <ul style="list-style-type: none"> • facilitate group projects and games; • organize supplies and educational materials; • maintain and organize children’s records and information; • assist with dressing, feeding, and washing; • oversee activities and help maintain a safe and caring environment. <p>Skills acquired through work and training may include dependability, child interaction and management skills, activity planning and coordination, record keeping, and knowledge of childcare standards and regulations.</p> <p>Child Care Aides may be prepared for unsubsidized positions such as child care workers, teacher assistants, or recreation workers.</p>
Social & Human Service	<p>Community Service Aide: Community service aides will work under the supervision of regular employees providing services to individuals and communities.</p> <p>For example, a community service aide in a housing development may:</p> <ul style="list-style-type: none"> • lead recreational activities such as sports and games, and foster community engagement through singing clubs and group trips; • develop community projects such as gardens; • provide resources to agency users; • organize community activities; • conduct outreach to individuals and community groups. <p>Skills acquired through work and supplementary training will include organizational, communication, conflict resolution, and community outreach skills as well as dependability and client interaction etiquette.</p> <p>Community Service Aides may be prepared for unsubsidized positions such as outreach workers, community educators, entry-level case workers at non-profit community agencies, recreation workers, or marketing or customer service representatives.</p>

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<p>Health Care</p>	<p>Public Health Assistant: The public health assistant helps staff in schools and clinics with clerical and health-related duties. This position is suited for TJ participants with a high school diploma, a GED, or 11 years of education with one year of clerical or health care experience.</p> <p>The public health assistant will:</p> <ul style="list-style-type: none"> • perform vision, hearing, and urinalysis tests; • collect weight, height, pulse, and temperature data from patients; • collect and label specimens; • administer simple first aid; • organize, maintain, verify, and retrieve medical folders; • collect and record statistics; • maintain logs and schedules. <p>Skills acquired through work and supplementary training will include basic health care procedures such as urinalysis, hearing tests, pulse and respiration measurement; record-keeping; handling of sensitive personal information; and patient interaction, as well as possible classroom training in health care service delivery.</p> <p>Public Health Assistants may be prepared for unsubsidized positions such as home health aides, nursing aides, or medical or dental assistants.</p>
<p>Clerical/Administrative Assistance</p>	<p>Clerical Aide: The clerical aide is a position without formal education or experience requirements that allows the aide to gain familiarity with a variety of office procedures under close supervision.</p> <p>The clerical aide will:</p> <ul style="list-style-type: none"> • keep simple records and statistics; • check and process routine forms; • receive, process, and deliver mail; • act as a receptionist, including answering phones; • file, check, distribute, and store agency correspondence and records. <p>Skills acquired through work and supplementary training will include dependability, attention to detail, word processing and other computer skills, technical reading, business writing, basic math, and phone etiquette.</p> <p>Clerical Aides may be prepared for unsubsidized positions such as office clerks, secretaries, receptionists, billing clerks, record clerks, or word processors.</p>

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<p>Transportation/ Commercial Driving</p>	<p>Driver/Delivery Assistants: The driver assistant will work together with and under the supervision of a current driver to help carry out duties.</p> <p>The driver/delivery assistant may:</p> <ul style="list-style-type: none"> • assist passengers with boarding and leaving the vehicle • load and unload goods for delivery • plan routes for charter trips <p>Skills acquired through work will include dependability, punctuality, responsibility for safely delivering products or passengers, and customer service and communication skills. Training will include completing relevant licensing requirements for unsubsidized positions.</p> <p>Driver and delivery assistants may be prepared for unsubsidized positions such as bus drivers, light truck or delivery drivers, or heavy truck drivers.</p>
<p>Construction/Outdoor Maintenance</p>	<p>Parks Worker: Parks workers will perform a variety of cleaning, general maintenance, gardening, forestry, and repair tasks under the supervision of Parks employees. Specific activities may include:</p> <ul style="list-style-type: none"> • lawn mowing, seeding, hedge trimming; • fertilizing and sod laying; • raking and waste removal; • minor plumbing, masonry, electrical, painting, and carpentry repairs; • minor vehicular and equipment repair; • facilitation of park restoration and revitalization projects by community groups <p>Skills acquired through work and supplementary training may include transferable skills for work in maintenance and basic repair, gardening techniques, some familiarity with construction-related fields such as plumbing, electrical work, and carpentry, as well as responsibility for task completion.</p> <p>Parks Workers may be prepared for unsubsidized positions such as landscaping and grounds-keeping workers, highway maintenance workers, tree trimmers and pruners, or construction trades helpers.</p>

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IV. Transitional Jobs Work: Building on Best Practice From Around the Nation

Transitional jobs are an effective strategy for helping populations typically excluded from the labor market and considered hard to employ. Studies show that consistent participation in and completion of TJ programs by those on public assistance usually leads to placement in unsubsidized employment.¹⁴ Graduates typically also increase family income, improve skill levels, and have higher self-esteem.¹⁵ Furthermore, preliminary research demonstrates that participation in TJ programs reduces recidivism for formerly incarcerated individuals who enroll within three months of release from prison.¹⁶ Though the universe of rigorous random assignment studies is limited, and the existing studies to date have provided little information on long-term job retention for either public assistance recipients or formerly incarcerated persons participating in TJ programs, the research that has been done evidences clear patterns and strong potential on which to build and further evaluate.¹⁷ By all accounts, the right combination of work, training and support services can produce very positive results and lead to sustained employment.

Five components are generally recognized as standard features of transitional jobs programs¹⁸, as we outline in this proposal:

¹⁴ National Transitional Jobs Network, “Evaluation of Transitional Jobs Programs” (2007).

http://www.transitionaljobs.net/Resources/Downloads/Evaluations_new.pdf. For instance, one extensive national review of program data for six transitional jobs programs found that about 50 percent of participants who enrolled actually completed the program, and between 81 to 94 percent of the completers found unsubsidized employment. . Kirby, Gretchen et al. “Transitional Jobs: Stepping Stones to Unsubsidized Employment.” (Mathematica Policy Research, Inc., April 2002). <http://www.mathematica-mpr.com/publications/PDFs/transitionalreport.pdf>

¹⁵ Baider, Allegra and Frank, Abbey. “Transitional Jobs: Helping TANF Recipients; with Barriers to Employment Succeed in the Labor Market.” (Center for Law and Social Policy, May 2006).

http://www.clasp.org/publications/transitional_jobs_06.pdf; Frank, Abbey. “Increasing Opportunities: Creating and Expanding Transitional Jobs Programs for TANF Recipients under the Deficit Reduction Act.” (Center for Law and Social Policy; National Transitional Jobs Network, updated 2007).

http://www.clasp.org/publications/increasing_opportunities.pdf.

¹⁶ Bloom, Dan et al., “Transitional Jobs for Ex-Prisoners-Early Impacts from a Random Assignment Evaluation of the Center for Employment Opportunities (CEO) Prisoner Reentry Program” (MDRC, Nov. 2007),

<http://www.mdrc.org/publications/468/full.pdf>. The transitional jobs strategy has increasingly been gaining ground as a workforce strategy particularly suited to people coming out of prison or jail. See Bouman, John et al. “Attacking Poverty by Attacking Chronic Unemployment: An Update on Developments in Transitional Jobs Strategies for Former Prisoners (Clearinghouse REVIEW Journal of Poverty Law and Policy, July-Aug 2007), p 152-153.

<http://www.transitionaljobs.net/Resources/Attacking%20Poverty%20TJ%20update%20article.pdf>

¹⁷ Bloom, Dan. “Employment-focused Programs for Ex-Prisoners: What have we learned, what are we learning, and where should we go from here” (MDRC, Jul. 2006) <http://www.mdrc.org/publications/435/full.pdf>. There have only been a handful of experimental evaluations on transitional jobs programs, and there are many variables within the very specific models that have been analyzed. So the existing research admittedly has gaps. Some new research in the works should help to augment our knowledge base, particularly for participants involved with the criminal justice system. For instance, the Joyce Foundation has recently funded a “Transitional Jobs Reentry Demonstration” as a four-site random assignment evaluation of programs – Goodwill/Easterseals (St. Paul, Minnesota); Goodwill Industries (Detroit, Michigan); Safer Foundation (Chicago, Illinois); and New Hope Project (Milwaukee, Wisconsin) – that use transitional employment to serve individuals recently released from prison. The evaluation is underway by MDRC, the Urban Institute and the University of Michigan and will be completed in 2009. See The Joyce Foundation, “\$5.4 Million Awarded to Test Employment Strategy for Ex-Prisoners” (July 26, 2006), available at www.joycefdn.org/Programs/Employment/NewsDetails.aspx?NewsId=41 (listing grantee sites and cofunders); MDRC Projects Page, “Transitional Jobs Reentry Demonstration”.

http://www.mdrc.org/project_33_83.html.

¹⁸ Bouman, John and Antolin, Joseph. “Attacking Poverty By Attacking Chronic Unemployment: A Proposal to Stabilize and Grow the Transitional Jobs Strategy” (Clearinghouse REVIEW Journal of Poverty Law and Policy, May-June 2006), p. 108-109. <http://www.transitionaljobs.net/Policy/Policy.htm>.

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1. Temporary paid subsidized employment;
2. Case management services and referrals;
3. Training and development;
4. Placement in unsubsidized work; and
5. Job retention.

Initiatives throughout the country that NYS should explore as it creates its own statewide TJ initiative include, but are not limited to:

- Philadelphia Transitional Work Corporation (public assistance recipients)¹⁹;
- Washington State Community Jobs Program (public assistance recipients)²⁰;
- Georgia Good Works! (public assistance recipients)²¹;
- New York City Center for Employment Opportunities (formerly incarcerated)²²;
- St. Paul Goodwill/Easter Seals (formerly incarcerated as well as people with disabilities, transition-age youth, New Americans and refugees and public assistance recipients)²³

Existing TJ programs offer different models of program administrative structures that NYS may adapt to its needs and goals. Generally, responsibility for day-to-day service delivery and program administration lies with non-profit agencies and the level of government agency involvement in program design varies.

The Washington State Community Jobs Program (CJP) and Georgia Good Works! (GW) were both initiated at the state level, and administrators of these programs feel that having state-defined program structures with room for local flexibility has been beneficial. In Washington, key program elements—such as eligibility requirements, type and level of support services, and transitional job duration—were defined by a state agency to ensure state-wide consistency, but a RFP (Request-For-Proposal) process allowed each local site control over its own service delivery approach. A consortium of local public and private agencies developed the details of day-to-day operations, with state administrators providing technical assistance. In Georgia's more decentralized model, local representatives of two state departments joined forces with county officials and primary social service deliverers to decide the types of placements, amount of wages and how to best meet the needs of their clients. After meeting a few basic system requirements, the partners designed staffing and communication processes that made sense for their individual community. Washington and Georgia use collaborative structures, in which they rely on the strengths of multiple agencies and providers to implement the program and minimize duplication of effort.

¹⁹ <http://www.transitionalwork.org/> (last visited August 5, 2008). See also VanNoy, Michelle Perez-Johnson, Irma, "Targeted Help for the Hard-to-Employ: Outcomes of Two Philadelphia Welfare-to-Work Programs (Mathematica Policy Research, Inc. Sept. 2004).

²⁰ http://www.workfirst.wa.gov/programs/briefings/cted_work_programs.pdf (last visited August 5, 2008). See also Burchfield, Erin. "Community Jobs Program Moves People from Welfare to a Career Track: Outcomes Assessment Summary." (Economic Opportunity Institute, 2002), <http://www.transitionalwork.org/publications/CJOutcomesSummary2002.pdf>; "Evaluating Washington State's Community Jobs Program: Two-Year Employment Outcomes of 2002 Enrollees." (Washington State Institute for Public Policy, November 2005). <http://www.wsipp.wa.gov/rptfiles/05-11-3301.pdf>

²¹ <http://www.dol.state.ga.us/wp/goodworks.htm> (last visited August 7, 2008). See also Derr, Michelle et al. "Georgia GoodWorks!: Transitional Work and Intensive Support for TANF Recipients Nearing the Time Limit." (Mathematica Policy Research, Inc., Dec. 2002). <http://www.mathematica-mpr.com/PDFs/goodworks.pdf>

²² http://www.ceoworks.org/paid_transitional.htm

²³ http://www.goodwilleasterseals.org/site/PageServer?pagename=serv_emp_tran. Phone conversation with Sheila Olson, Interim Vice President at Goodwill/Easter Seals on July 30, 2008.

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As a further contrast, Philadelphia's Transitional Work Corporation (TWC) was developed as a local non-profit employment agency with intense input from philanthropic and service-oriented organizations, but still included public program administrators in its design process. The TWC also represents a more independent administrative model in that it controls all major program elements itself (including orientation, placement development for subsidized jobs, case management and job coaching, job development for unsubsidized jobs, and retention support), rather than needing to coordinate these operations with other public or private entities.

Both the TJ programs operated by Center for Employment Opportunities (CEO) in New York City and Goodwill/Easter Seals (GES) in St. Paul were developed entirely by the non-profit organizations themselves.²⁴ Over time, the non-profit organizations have nurtured critical partnerships at the city, county and/or state level to refine program design and streamline implementation as necessary.

CEO provides comprehensive employment services exclusively for people with criminal convictions. CEO derives its client base from a close working relationship with the New York State Division of Parole. Creating a reliable, productive, cost-effective labor pool, it employs these individuals in CEO-supervised work crews providing light maintenance, grounds-keeping and demolition for the physical plants of state and city agencies. These include the City University of New York, the City's Department of Citywide Administrative Services (which maintains the courthouses and other large public facilities), and the New York State Department of Transportation. These agencies pay for the service out of their existing maintenance budgets.

GES provides comprehensive employment services to a wide variety of individuals, including formerly incarcerated men and women. It has evolved from an existing work experience model which the organization has used for almost 90 years; they have flexibly adapted to the needs of the various populations that they serve. Individuals are employed through retail, warehouse or office environments owned and operated by GES. Individuals also have the opportunity to participate in one of their industry cluster training programs, designed with and for business partners, in banking/finance, automotive, construction, customer service/call center or retail industry. GES uses multiple government sources to fund their services, but overall governmental involvement is minimal.

²⁴ Marta Nelson, Director of Policy and Planning, Center for Employment Opportunities, correspondence on July 29, 2008. Kelly Matter, Vice President of Mission Services, Goodwill/EasterSeals, correspondence on July 29, 2008.

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V. Program Budget

TJ programs can be new initiatives or build on existing initiatives throughout New York State, so long as a) each of the five program components listed above is included in the design; and b) the program creates new TJ opportunities.

The total estimated direct cost of the NYS Transitional Jobs Initiative is \$80 million, but only a net cost of \$49 million, based on a “Return on Investment” analysis that we have conducted to accompany this concept paper.²⁵ Within three years, the entire statewide initiative could pay for itself in primary public cost savings. For public assistance recipients, an initial \$17 million investment in the TJ initiative results in a state/local cost savings of \$60 million dollars. For formerly incarcerated individuals, an initial \$32 million investment results in state/local cost savings of \$96 million.

The budget will include the following elements: start up costs; participant wages; staff for case management (one case manager per 15-35 participants); database/data tracking and external analysis; technical assistance; and program administration and oversight. Funds for training and education (including textbooks, computers, instructional costs, etc) as well as funds for support services (including transportation assistance, professional clothing, work uniforms or tools, emergency expenses, etc) may also be included, where these items and services are not already provided by partner organizations in the community or public agencies. In addition, some TJ programs may budget funds for financial incentives for employers and/or financial incentives for participants to encourage retention in unsubsidized jobs; training for host site supervisors; stipends to reward host site supervisors’ efforts; criminal background checks; drug screens; child abuse screens; or physicals for participants.

VI. Potential Sources of Funding

The average cost of this proposed initiative, covering wages and administration, is \$1,700 per client per month.²⁶ There is no clear funding stream for TJ programs. However, there are numerous federal, state, and local funding streams that New York State can leverage to create a NYS Transitional Jobs Initiative. Some potential funding streams are highlighted below.

A. Federal Funding Sources.

- *Community Development Block Grant (CDBG)*. The U.S. Department of Housing and Urban Development aims to enhance the economic and housing conditions of low- and moderate-income persons and neighborhoods by awarding annual formula grants to states and certain municipalities. Due to the flexibility of these grants, competition for them tends to be strong.²⁷
- *Workforce Investment Act (WIA)*. WIA is a formula grant program providing limited funds to every local community for paid work experience and training supports. Program rules

²⁵ Trudi Renwick, Transitional Jobs Return on Investment Study (Fiscal Policy Institute, August 2008).

²⁶ Trudi Renwick, Transitional Jobs Return on Investment Study (Fiscal Policy Institute, August 2008).

²⁷ Kass, David. “Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Sources.” The Finance Project, Washington, DC, 2003, 1.

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require beneficiaries to move sequentially from core services to intensive services and then to training services. These stringent program guidelines may make this funding stream more difficult to utilize for transitional jobs programs.²⁸

- *Food Stamp Education and Training (FSET)*. Small formula grants are disbursed to states for programs increasing the employability of adult food stamp recipients. Funds may be used for programs offering job search activities, work experience or training, and supported work, but may not be used to pay transitional jobs wages.²⁹
- *Social Service Block Grant (SSBG)*. Flexible grants are given to states, which may provide services directly or contract with non-profit service providers. SSBG funds cannot pay transitional jobs wages, but may fund programs aimed at achieving or maintaining self-sufficiency.³⁰
- *Empowerment Zones (EZ), Enterprise Communities (EC), and Renewal Communities (RC)*. Certain economically distressed urban neighborhoods and rural areas have been designated by the federal government to receive grants or employer tax credits. The benefits may be used for transitional jobs costs for programs within these communities.³¹
- *Operation Weed and Seed*. This U.S. Department of Justice strategy targets high-crime neighborhoods. Some of the human services “seed” funds may be used for job-training and placement activities.³²
- *Carl Perkins Vocational and Technical Education Act*. States receive formula grants to support a state plan for vocational and technical training. These funds may not be used to pay transitional jobs wages, but up to 1% may be used to serve youth and adults in state correctional institutions.³³
- *Life Skills for State and Local Prisoners Program*. State and local departments of corrections and correctional education agencies may apply to the U.S. Department of Education for grants. The programs funded can include the development of communications, job, financial, and interpersonal skills.³⁴
- *Literacy Programs for Prisoners*. The U.S. Department of Education disburses these grants to state or local departments of corrections and correctional education agencies to improve literacy of incarcerated adults or skills necessary for reintegration, with the goal of reducing recidivism.³⁵

²⁸ Ibid.

²⁹ Ibid.

³⁰ Ibid, 53.

³¹ Ibid, 33-34.

³² Ibid, 47.

³³ Ibid, 12.

³⁴ Ibid, 42-43.

³⁵ Ibid, 43.

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- *Workplace and Community Transition Training for Incarcerated Youth Offenders.* The U.S. Department of Education provides grants to state correctional education agencies for postsecondary education, life and job skills for individuals aged 25 or younger. Services, including case management, may begin before release and continue afterward.³⁶
- *YouthBuild Program.* Focused on youth between the ages of 16-24, these grants may be used to fund various TJ program costs, including wages.³⁷
- *AmeriCorps.* State and local governments as well as nonprofit organizations may apply for AmeriCorps grants to operate or plan national and community service programs in education, public safety, human services, or the environment. The funds can be applied to all varieties of costs arising from a TJ program.³⁸
- *Second Chance Act.* This new bill, recently passed and signed into law in April 2008, will help provide more expanded services for these individuals and their families.³⁹ If it receives appropriations, state and local governments as well as nonprofit organizations will be able to apply for grants to cover employment services, substance abuse treatment, housing, family programming, mentoring, victims services, and methods to improve release and revocation decisions using risk-assessment tools.

Appendix 3 highlights allowable uses of some of these federal funding examples for the five major program components – Wages, Case Management, Skill Development, Support Services, and Job Placement and Retention.

In addition, the sector focus of this TJ initiative provides other creative opportunities for funding. One example is the potential use of transportation funds. With the support of the federal Surface Transportation Program, states can fund projects aimed at building up cultural, aesthetic, and environmental aspects of transportation systems. The authorizing legislation (Transportation Equity Act for the 21st Century) is especially favorable toward youth conservation corps.⁴⁰

Similarly, the Energy Bill could be a source of funding for “green” construction jobs.⁴¹ Other sectors to be considered for these types of opportunities include the health care sector and the child care sector.

B. State Funding Sources.

- *Temporary Assistance for Needy Families Surplus and Grant Diversion (TANF).* State welfare agencies may allocate TANF funds for transitional jobs at their own discretion through legislative appropriations or a governor’s directive. Alternatively, state agencies can divert TANF recipients’ cash grants to be used as wage subsidies for transitional jobs. These

³⁶ Ibid, 60.

³⁷ Ibid, 11.

³⁸ Ibid, 29.

³⁹ Second Chance Act of 2007, H.R. 1593/S. 1060, 110th Cong. (2007).

⁴⁰ Kass, David. “Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Sources.” The Finance Project, Washington, DC, 2003, 55-56.

⁴¹ Energy Policy Act of 2005, 42 U.S.C. 15801 (2008).

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wages do not count against the recipient's federal public assistance time limit.⁴² Wage recipients can also qualify for Earned Income Tax Credits to boost their income.

- *State Vocational Rehabilitation Services Program.* This funding source is most appropriate for TJ initiatives serving persons with learning disabilities. Formula grants are provided to state vocational rehabilitation agencies for training and job placement for individuals with disabilities. Funds may be used to cover TJ program costs except for wages.⁴³
 - *State Tax Levied Funding.* New York State could also use General Fund dollars to support this Transitional Jobs Initiative. In an economic downturn, this Transitional Jobs proposal is an economic stimulus program to put NYS residents to work. NYS could choose to invest its own non-restricted dollars for this effort.
- C. *Opportunities for Non-profit and For-profit Organizations.* The following federal funding sources cannot be drawn down by New York State directly to create a TJ program, but may be leveraged by local administrators of the program. In addition to the funds that the state disburses itself, the state can advise service providers of these additional funding possibilities.
- *Work Opportunity Tax Credit (WOTC).* In December 2006, the Welfare-to-Work tax credit was merged into the WOTC. Under the consolidated WOTC, employers can receive a federal tax credit in the amount of up to \$2,400 per each new adult hire meeting certain qualifications; \$1,200 for each new summer youth hire; or \$9,000 for each new long-term family assistance recipient hired over a two-year period.⁴⁴
 - *Job Opportunities for Low-Income Individuals (JOLI).* Federal grants are awarded to non-profits for the creation of new employment and business opportunities for TANF recipients and other low-income individuals. Supported approaches include self-employment, micro-enterprise, expansion of existing businesses, new business ventures, and nontraditional strategies. Public and for-profit entities cannot apply for these funds.⁴⁵
 - *HOPE VI.* A percentage of these public housing funds can be used for supportive services including literacy programs, job training, and childcare. TJ programs can partner with local public housing authorities to tap into these opportunities.⁴⁶

⁴² Kass, David. "Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Sources." The Finance Project, Washington, DC, 2003, 54-55.

⁴³ Ibid, 12.

⁴⁴ <http://www.doleta.gov/business/incentives/opptax/>.

⁴⁵ Kass, David. "Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Sources." The Finance Project, Washington, DC, 2003, 41-42.

⁴⁶ Ibid, 40-41.

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Appendix 1

This appendix lists proposed data and outcome measures to be collected from participants during and after the TJ program. General measures will be collected from all participants; other measures may only apply to one of the two target populations (long-term public assistance recipients or the formerly incarcerated).

I. Background Measures:

- a) Age
- b) Race/Ethnicity
- c) Education Level Attained
 - i) TABE scores
 - ii) English as a first or second language
 - iii) High School Diploma or GED / Some College / College Degree
 - iv) Highest Grade Completed
- d) Employment History
 - i) Length of time on jobs
 - ii) Types of jobs held
 - iii) Salaries at previous jobs
 - iv) Benefits at previous jobs
 - v) Income and source of that income at time of intake
- e) Arrest History and/or Conviction History
 - i) Number of arrests and/or convictions
 - ii) Type of charge
- f) Family situation
 - i) Married, single, widowed, or domestic partnership
 - ii) Number of children
 - iii) Members of current household
- g) Housing situation
 - i) Subsidized or unsubsidized housing
 - ii) Living in shelter
 - iii) Percentage of income spent on housing
 - iv) Adequacy of housing (for example: functional utilities, in good repair, absence of pests)
 - v) Lease agreement (if yes, type of lease)
 - vi) Length of time in apartment
 - vii) Borough (for participants in New York City)
- h) Other barriers to employment
 - i) Mental or physical illness
 - ii) Substance abuse or alcohol addiction
 - iii) Disability in family
 - iv) Child care
 - v) Domestic violence
 - vi) Caring for a sick relative

II. Outcome Measures:

- a) Completed pre-work assessment
- b) Sent to subsidized job
- c) Days between assignment and starting subsidized job
- d) Participation in subsidized job

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- e) Number of weeks worked in subsidized job
- f) Development of a career plan
- g) Enrolled in training or education, and what type of activity
- h) Attendance at weekly training days
- i) Training or education progress (increase of grade level) or completion (certification)
- j) Referral to other services and type of service (for example: domestic violence, child care, substance abuse, healthcare/benefits, financial coaching, mental health)
- k) Placement in unsubsidized job
- l) Type of job and relatedness to training and subsidized job
- m) Salary of unsubsidized job
- n) Benefits of unsubsidized job
- o) Screening for transitional benefits and receipt of them
- p) Subsidized and unsubsidized employment, as well as career advancement, tracked at 30 days, 90 days, 180 days, and 365 days

III. Recidivism Measures for Formerly Incarcerated Individuals:

- a) Re-arrest
- b) Re-conviction
- c) Average number of arrests
- d) Number of months between TJ program assignment and first arrest
- e) New charge versus parole violation
- f) Violation arrest versus crime
- g) Misdemeanor versus felony
- h) Seriousness of new charge versus prior criminal history
- i) Re-incarceration – reason and number of months to serve
- j) Status tracked quarterly for one year: Incarcerated / On parole / At liberty

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Appendix 2

This appendix seeks to demonstrate that the six sample industry sectors identified in this proposal indeed offer viable prospects for long-term unsubsidized employment at sustainable wages for TJ program completers. The viability of opportunities in these sectors creates a reasonable basis for gearing the subsidized transitional jobs towards acquiring the skills needed to enter these sectors.

The figures compiled in Table 1 below are taken from the New York State Department of Labor’s “Workforce & Industry Data,” based on its Occupational Employment Statistics Survey, except as otherwise noted.⁴⁷ New York State labels each occupational category according to its employment prospects, based on the total number of annual openings and the growth rate. Only opportunities ranking as “favorable” or “very favorable” are included in the list below. A label of “favorable” refers to 1) slow-growing occupations with large numbers of annual openings; 2) average-growth occupations with medium numbers of annual openings; or 3) occupations with a negative growth rate but continued large numbers of annual openings.⁴⁸ “Very favorable” refers to occupations with an average growth rate and large numbers of annual openings, or fast-growing occupations with a medium or large number of annual openings.

Table 1
Job Opportunities in Targeted Industry Sectors

Industry Sector	Description	Projected Average Annual Openings 2004-2014	Median Wage
Child Care	<i>Childcare Workers:</i> Attend to children at schools, businesses, private households, and child care institutions. Perform a variety of tasks, such as dressing, feeding, bathing, and overseeing play.	4,270	\$22,590
	<i>Teacher Assistants:</i> Perform duties that are instructional in nature or deliver direct services to students or parents. Serve in a position for which a teacher or another professional has ultimate responsibility for the design and implementation of educational programs and services.	4,960	\$22,640

⁴⁷ The “Workforce & Industry Data” can be accessed at <http://www.labor.state.ny.us/workforceindustrydata/apps.asp?reg=nys&app=demand>.

⁴⁸ For further clarification of terms, please see <http://www.labor.state.ny.us/workforceindustrydata/apps.asp?reg=nys&app=techdesc>.

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Social and Human Services	<i>Social and Human Service Assistants:</i> Assist rehabilitation, social work, or psychology professionals provide client services and family support. May assist clients in identifying and obtaining available benefits and social and community services. May assist social workers with developing, organizing, or conducting programs to prevent or resolve problems with substance abuse, human relationships, or adult daycare.	1,240	\$27,800
	<i>Recreation Workers:</i> Conduct recreation activities with groups in public, private, or volunteer agencies or recreation facilities. Organize and promote activities, such as arts and crafts, sports, games, music, dramatics, social recreation, camping, and hobbies, taking into account the needs and interests of individual members.	890	\$22,510
	<i>Customer Service Representatives:</i> Interact with customers to provide information in response to inquiries about products and services and to handle and resolve complaints.	3,450	\$32,000
Health Care	<i>Home Health Aides:</i> Provide routine, personal healthcare, such as bathing, dressing, or grooming, to elderly, convalescent, or disabled persons in the home of patients or in a residential care facility.	5,110	\$20,980
	<i>Medical Assistants:</i> Perform administrative and certain clinical duties under the direction of physician. Administrative duties may include scheduling appointments, maintaining medical records, billing, and coding for insurance purposes. Clinical duties may include taking and recording vital signs and medical histories, preparing patients for examination, drawing blood, and administering medications as directed by physician.	1,000	\$29,010
	<i>Dental Assistants:</i> Assist dentist, set up patient and equipment, and keep records.	910	\$31,570
	<i>Nursing Aides, Orderlies, Attendants:</i> Provide basic patient care under direction of nursing staff. Perform duties, such as feed, bathe, dress, groom, or move patients, or change linens.	2,330	\$29,460
Clerical/ Administrative	<i>Office Clerks:</i> Accomplish general clerical tasks including answering telephones, bookkeeping, typing or word processing, operating office machines, and filing.	5,030	\$26,360
	<i>Secretaries:</i> Perform clerical and administrative functions including drafting correspondence, scheduling appointments, organizing and maintaining paper and electronic files, and providing information to callers.	3,240	\$30,720

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	<i>Receptionists:</i> Answer inquiries and obtain information for general public, customers, visitors, and other interested parties. Provide information about activities conducted at establishment as well as location of departments, offices, and employees within organization.	3,400	\$26,720
	<i>Bookkeeping, Accounting, and Auditing Clerks:</i> Handle numerical data and perform routine calculating, posting, and verifying duties for accounting records.	2,550	\$34,440
	<i>Word Processors and Typists:</i> Use a word processor/computer or typewriter to type letters, reports, forms, and other materials from rough draft, corrected copy, or voice recording. May also perform other clerical duties.	650	\$31,720
Transportation/ Commercial Driving	<i>Bus Drivers, School:</i> Transport students or special clients, such as the elderly or persons with disabilities. Ensure adherence to safety rules. May assist passengers in boarding or exiting. Requires a commercial driver's license.	1,440	\$31,430
	<i>Bus Drivers, Transit and Intercity:</i> Drive bus or motor coach, including regular route operations, charters, and private carriage. May assist passengers with baggage. May collect fares or tickets. Requires a commercial driver's license.	750	\$45,050
	<i>Truck Drivers, Light or Delivery:</i> Drive a truck or van with a capacity under 26,000 GVW, primarily to deliver or pick up merchandise or to deliver packages within a specified area. May require use of automatic routing or location software. May load and unload truck.	1,040	\$28,390
	<i>Truck Drivers, Heavy and Tractor Trailer:</i> Drive a tractor-trailer combination or a truck with a capacity of at least 26,000 GVW, to transport and deliver goods, livestock, or materials in liquid, loose, or packaged form. May be required to unload truck. May require use of automated routing equipment. Requires a commercial driver's license.	1,260	\$38,770
Construction	<i>Construction Trades Workers:</i> Trades include masons, tile setters, carpenters, electricians, maintenance and repair workers, plumbers, pipefitters, painters, plasterers, production workers, roofers, and others.	7,850	\$37,780- \$56,210 (varies by trade)
	<i>Construction Trades Helpers:</i> Helpers assist construction trades workers by performing duties of lesser skill. Duties include using, supplying or holding materials or tools, and cleaning work areas and equipment. Apprenticeships are excluded from this occupational designation.	980	\$21,310- \$40,610 (varies by trade)

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<p>Outdoor Maintenance</p>	<p><i>Landscaping and Grounds-keeping Workers:</i> Landscape or maintain grounds of property using hand or power tools or equipment. Workers typically perform a variety of tasks, which may include any combination of the following: sod laying, mowing, trimming, planting, watering, fertilizing, digging, raking, sprinkler installation, and installation of mortarless segmental concrete masonry wall units.</p>	<p>1,690</p>	<p>\$24,630</p>
	<p><i>Highway Maintenance Workers:</i> Maintain highways, municipal and rural roads, airport runways, and rights-of-way. Duties include patching broken or eroded pavement, repairing guard rails, highway markers, and snow fences. May also mow or clear brush from along road or plow snow from roadway.</p>	<p>330</p>	<p>\$34,720</p>
	<p><i>Tree Trimmers and Pruners:</i> Cut away dead or excess branches from trees or shrubs to maintain right-of-way for roads, sidewalks, or utilities, or to improve appearance, health, and value of tree. Prune or treat trees or shrubs using handsaws, pruning hooks, sheers, and clippers. May use truck-mounted lifts and power pruners. May fill cavities in trees to promote healing and prevent deterioration.</p>	<p>40</p>	<p>\$40,950</p>

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Appendix 3

The tables in this appendix highlight allowable uses of some of the federal funding examples for the five major program components – Wages, Case Management, Skill Development, Support Services, and Job Placement and Retention. Tables 2 and 3 show the funding sources that can be utilized for public assistance recipients and the formerly incarcerated, respectively.

**Table 2
Allowable Uses of Some Federal Grants for Transitional Jobs Programs:
Public Assistance Recipients⁴⁹**

Program	Wages	Case Management	Skill Development	Support Services	Job Placement & Retention
Temporary Assistance for Needy Families	Yes	Yes	Yes	Yes	Yes
Workforce Investment Act	Yes	Yes	Yes	Yes	Yes
Community Development Block Grant	Yes	Yes	Yes	Yes	Yes
Food Stamp Education and Training	No	Yes	Yes	Yes	Yes
Social Service Block Grant	No	Yes	Yes	Yes	Yes
Empowerment Zones, Enterprise Communities, Renewal Communities	Yes	Yes	Yes	Yes	Yes
Operation Weed and Seed	Yes	Yes	Yes	Yes	Yes

⁴⁹ Kass, David. “Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Sources.” The Finance Project, Washington, DC, 2003, . 15.

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Table 3
Allowable Uses of Some Federal Grants for Transitional Jobs Programs:
Formerly Incarcerated Population⁵⁰

Program	Wages	Case Management	Skill Development	Support Services	Job Placement & Retention
Serious and Violent Offender Reentry Initiative	Yes	Yes	Yes	Yes	Yes
Workforce Investment Act	Yes	Yes	Yes	Yes	Yes
Community Development Block Grant	Yes	Yes	Yes	Yes	Yes
Food Stamp Education and Training	No	Yes	Yes	Yes	Yes
Social Service Block Grant	No	Yes	Yes	Yes	Yes
Empowerment Zones, Enterprise Communities, Renewal Communities	Yes	Yes	Yes	Yes	Yes
Operation Weed and Seed	Yes	Yes	Yes	Yes	Yes
Perkins Vocational and Technical Act	No	Yes	Yes	Yes	Yes
Life Skills for State and Local Prisoners	No	Yes	Yes	No	Yes
Literacy Programs for Prisoners	No	Yes	Yes	No	Yes
Workplace and Community Transition Training for Incarcerated Youth	No	Yes	Yes	No	Yes

⁵⁰ Ibid, 15.