Contract No.: HHS 100-86-0045
Contract Amount: $3,790,220 (Competitive Award)
Task Amount: $229,016
MPR Reference No.: 7700-925

2771.4

IMPLEMENTING SERVICES FOR WELFARE DEPENDENT TEENAGE PARENTS: EXPERIENCES IN THE DHHS/OFA TEENAGE PARENT DEMONSTRATION

VOLUME I

June 15, 1989

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This report was prepared for the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services, under Contract HHS-100-86-0045. This report does not necessarily represent the official opinion or policy of the Department of Health and Human Services. The results of this study and the views expressed are solely the views of the authors.

ACKNOWLEDGEMENTS

The spirit in which this report has been prepared is one of sympathetic but analytical observation. The purpose of the report is not to judge how well or poorly the State agencies or site staffs have performed their demonstration roles, but to understand--and to help others understand--the complexity of this innovative undertaking, the problems that have been encountered, and the operational methods that have proved successful. Demonstration projects are almost inevitably a process of struggling to create something new; that experience must be expected to include satisfying success and frustrating problems. The pitfalls encountered along the way in this particular demonstration, which we point out on occasion in this report, can serve not only as guidance for future program designs, but also as tribute to the staff who have ventured onto new terrain and whose work has helped to discover these pitfalls and find ways out of them. The project directors in both states and their staffs, as well as the site managers and their staffs, are to be thanked not only for their help in preparing this report, but for their hard work in finding new ways to help teenage parents.

The state project directors, Janet DeGraaf and, formerly, Lydia Davis-Barrett in the New Jersey Department of Human Services, and Denise Simon in the Illinois Department of Public Aid, have been consistently helpful. Jane DeLung, during the critical planning and start-up period in New Jersey, helped MPR in its technical assistance and evaluation planning roles. The site project directors and managers, Frank Ambrose and Kathy Abbott in Camden, Yvonne Johnson in Newark, and Melba McCarty in Chicago, not only provided much of the input for this report by responding to our many queries, but they also provided thoughtful commentary on an earlier draft of this report. In addition, the program specialists and case managers in Camden, Newark, and Chicago have always been open and informative about the process of running demonstration services. Many other people assisted in our assembly and interpretation of information, including Rowena Bopp, Bonnie Mecanko, and Sybil Stokes of NJDHS and Charles Mugler of IDPA. Finally, and no less important, Reuben Snipper, ASPE/OS, and Nancye Campbell, Office of Family Assistance, who are the Evaluation and Program Project Officers for the Teenage Parent Demonstration, provided important support for this study.

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EXECUTIVE SUMMARY

In September 1986, the Office of Family Assistance (OFA) of the U.S. Department of Health and Human Services (DHHS) awarded grants to the States of New Jersey and Illinois to establish and operate demonstration programs of innovative approaches to reducing long-term welfare dependency among teenage parents receiving AFDC--the Teenage Parent Demonstration. This report presents preliminary findings from one component of the broad evaluation of the demonstration being conducted by Mathematica Policy Research, Inc. (MPR)--the implementation and process analysis..

In the following sections of this executive summary, we first present in Section I an overview of the demonstration design and its target population. We then describe (II) the process for identifying and referring teenage parents to the demonstration, (III) 'the intake process by which eligible clients are brought into the demonstration, (IV) an overview of the services offered to participants, and (V) data on the numbers of teenage parents who have entered the demonstration and'received various services. In Section VI, we present major findings concerning the delivery of services and organization and management of the demonstration programs.

I. OVERVIEW OF THE DEMONSTRATION

Each sponsoring state has selected particular local sites in which to operate the Teenage Parent Demonstration. New Jersey has implemented its program under the name TEEN PROGRESS in two sites: the city of Camden, under the auspices of the Camden County Board of Social Services, and the city of Newark, where the demonstration is operated directly by the State of New Jersey, with staff of the Division of Public Welfare's Bureau of Employment Programs. Illinois is operating the demonstration as Project Advance in the south side of Chicago, in an area defined by the service areas of four local offices of the Department of Public Aid.

The demonstration programs are intended to serve teenagers who are just beginning to receive AFDC as parents. More specifically, the target population is defined as those teenagers (under the age of 20) who receive AFDC, who are providing care for a single child or are pregnant with a first child, and who are receiving AFDC for the first time for that child or expected child.[1] These teenagers may be the head of household in their own case, or may be included in their parent's or someone else's case.

The service intervention has five components:

'Pregnant teenagers are eligible only in Illinois, because New Jersey does not provide AFDC financial assistance based only on pregnancy.

- o Program Workshoos: the programs offer a variety of workshops and discussion groups designed to improve participants' motivation, self-esteem, and life management skills, and to enhance their knowledge of the world of work, family planning and parenting.

- o Education, Training and Employment Services: participants may continue in high school if still enrolled, and have access through the demonstration to GED/Adult Basic Education courses, job skill training, and assistance in finding employment.

- 0 Support Services: the programs help participants find child care, and help pay for child care, transportation to and from approved program activities, and other training- and work-related expenses.

- o Child Support Enforcement Enhancement: the sponsoring agencies have agreed to increase the emphasis on the child-support process for demonstration participants beyond normal practice, and to expedite establishment of paternity and obligations.

- 0 Case Management: the cornerstone of the service intervention is the assignment of each participant 'to a case manager, who works with the teenager to develop'a service plan aimed at eventual economic self-sufficiency, and who provides ongoing monitoring and counseling to help the participant carry through on planned activities, and overcome personal and logistical obstacles and crises.

Participation in the demonstration is mandatory as a condition of continued receipt of AFDC. The mandatory participation provision is intended to underscore the obligation of the teenage parents to take responsibility for their lives and to work towards self-sufficiency, as well as the responsibility of the program to help the teenagers overcome obstacles to fulfilling their plans and achieving self-sufficiency.

The demonstration has been implemented under an experimental design. Eligible teenage parents are randomly assigned to one of two groups: (a) the "enhanced services group," which receives the expanded set of services provided by the demonstration, or (b) the "regular service" group, which has available the financial and other forms of assistance already provided under the regular AFDC program. Random assignment to these groups occurs after the identified eligible teenage parents take part in a mandatory baseline data collection session. A combined total of nearly 6,000 eligible individuals will be identified in the two states: half are being assigned to the enhanced services group. and half to the regular service group, which is subject to regular welfare program requirements, receives no special services, and is not subject to any mandatory participation requirement.

II. IDENTIFYING AND REFERRING TEENAGE PARENTS TO THE DEMONSTRATION

The definition of the eligible population posed an operational challenge to the projects. Teenage parents had to be identified by methods consistent with the normal public assistance processes of approving AFDC applications and of adding individuals to existing cases. Identification and referral turned out to be quite difficult, because of the complexity of the population definition, disparities between data normally collected on AFDC applicants and cases and the data needed to identify eligibles, and problems relating to staff training and commitment to the demonstration process and goals.

Both states have spent considerable effort developing methods for accurately and systematically identifying eligible teenage parents as their applications for AFDC are approved, or when their children are added to the cases in which the teenage parents have been active recipients. Both states began the demonstration relying on income maintenance (IM) eligibility staff to identify eligibles and refer them to the demonstration. This method succeeded only in Camden, where IM workers have continued to be the primary source of referrals. New Jersey and Illinois have both, however, developed computerized procedures for identifying probable eligibles from their AFDC case data bases. Regular listings of recipients who are likely to be eligible for the demonstration are produced; these listings are then screened manually to eliminate cases that do not actually meet the eligibility criteria.

Experience to date has underscored the difficulties that can be encountered in this seemingly straightforward process of identifying and referring eligible teenage parents. But experience has also shown that, when systematic procedures are followed , eligible teenage parents can be quite reliably identified. Moreover, the available evidence suggests that the teenage parent target group for this demonstration represents a substantial portion of new AFDC cases. In Camden and Chicago, where identification practices have been shown to be quite rigorous, identified eligibles represent about 9-14 percent of the total number of AFDC approvals.

III. THE INTAKE PROCESS

Call-in letters are mailed to individuals identified as eligible for the demonstration. The call-in letters advise the identified teenage parents that they have been selected for an "important study" being conducted by the public assistance agency, and instruct them to attend an intake session about a week later. The notice warns that failure to attend may result in a sanction--a reduction of their welfare grant. If the teenage parent is included in her mother's AFDC grant, a copy of the call-in notice (as well as any later sanction notice) is sent to the payee as well.

The intake session consists of three activities: administering the Baseline Form, administering the Test of Adult Basic Education (TABE) Survey Form, and conducting orientation. The Baseline Form inquires into various aspects of the respondent's background (e.g., education and employment history of the respondent and her/his parents, welfare history, fertility control and pregnancy history, child care and support information on the baby's father,

current living arrangements, and involvement with other programs). It is intended primarily to collect accurate background information for later research purposes. The Level M Survey Form of the Test of Adult Basic Education (TABE) has been used to measure the basic educational abilities of sample members. Together, the Baseline Form data and the TABE serve dual functions: (1) they provide control variables for the eventual impact analysis of program effects on participants; and (2) they provide diagnostic information that can be used by case managers in assessing needs and abilities of program participants and in developing service plans. While the Baseline Forms and TABE are being administered, program staff call MPR to obtain the random assignment of each person attending the intake session.

Attending the intake session is the first mandatory activity required under the Teenage Parent Demonstration. A sequence of warning notices and sanction actions is prescribed in each state to encourage eventual compliance. Warning notices are heavily used; between 50 and 75 percent of teenage parents called in for intake fail to respond to the first notice. If there is no response to three appointment letters in New Jersey and two in Chicago the demonstration staff send a notice to the IM staff requesting imposition of a sanction. Enforcing participation requirements at intake has required careful coordination with IM staff, to ensure that sanctions are imposed as requested, and to ensure that demonstration staff receive feedback confirming that sanctions have been imposed. The sequence of warning notices and actual sanctions is effective in promoting completion of the baseline intake process. When very recent referrals are excluded (because they have not yet received the full sequence of notices and sanction pressures), eventual intake completion rates are estimated at about 88.0 percent for Camden, 69.6 percent for Newark, and 85.1 percent for Chicago.

IV. OVERVIEW OF PROGRAM SERVICES

The Teenage Parent Demonstration offers four basic types of services: case management, workshops, education and job training and preparation, supportive services (child care and training expense payments), and enhancement of child support enforcement.

Case Management

Case managers are the front-line staff of the Teenage Parent Demonstration. The first extensive one-on-one contact between case managers and participants revolves around the development of self-sufficiency plans, to establish a clear statement of long-term goals and the intermediate steps the participant will take to move toward economic and social independence. Plans are also intended to clarify the activities in which the participant must engage to satisfy program requirements, and the steps that the program staff will take to arrange supportive services. Developing the self-sufficiency plan entails three steps: assessment, problem-solving, and identification of service resources.

The problems that case managers must help clients to resolve are quite varied and in some cases extremely difficult to address. Case managers may discover that a new participant is homeless and living with her child in a

shelter, or that the household in which she lives is rife with drug abuse or domestic violence. Conflicts between the teenage parent and her mother over child care responsibilities or other issues may affect the teenager's ability to make a clear commitment to participate in the program. Part of developing a self-sufficiency plan is addressing these obstacles that might prevent the teenage parent from participating in program activities.

To carry out the activities envisioned in a self-sufficiency plan, case managers must place participants in the programs of specific agencies, as well as draw on some ongoing activities run by the program itself. Case managers must therefore develop a thorough knowledge of resources available in the community, based either on their own efforts or the information developed by other demonstration staff.

Once a plan has been established the case manager must take an active role in its "implementation." The case manager must check to be sure that the participant adheres to the very first commitment made in .the plan: to begin attending a training or education course or, if initial plans are developed to cover workshops, to attend the workshops. Case managers also monitor ongoing adherence to the self-sufficiency plan, which, for the most part, means checking to see if the participant is attending an outside activity as planned and maintaining contact directly with the participant to identify problems and help address them.

Case managers also play a role in the administrative procedures that were developed to keep the overall program operating. They enforce program requirements, authorize service payments, maintain case documentation, and collect research data. In Chicago and Newark, case managers have also been responsible for conducting initial workshops.

Workshops

All three demonstration sites require their participants to attend a set of initial workshops designed to enhance basic personal skills, to convey information that can help them cope with their new responsibilities as parents, and to prepare them for later education, training, and employment activities. In addition, the sites schedule later specialized workshops for selected participants, to help them cope with particular problems or progress towards their individualized goals.

Camden Workshops. New participants in Camden have generally been required to participate in five initial workshops over a period of about five weeks following intake, entailing a total of 78 hours of workshop attendance. These mandatory workshops are: (1) the ACE Workshoo (Action for Career Employment), which motivates participants to pursue employment (immediately or in the longer term) by instilling self-confidence, improving self-esteem, increasing awareness of self-defeating behaviors and attitudes, and cultivating positive attitudes and behaviors; (2) the Life Skills Workshop, which introduces participants to skills that are important in meeting daily challenges, adjusting to changes in life, and achieving personal goals; (3) the Parenting Workshoo, which seeks to improve parenting skills through discussions of problems and situations

encountered by parents, and also includes presentations on child support enforcement: (4) the Family Planning Workshop, which includes instruction on clinical topics such as human sexuality and anatomy, birth control practices, and sexually transmitted diseases, as well as discussions on relationships, self-esteem, decision-making, assertiveness, and communication, and (5) the Grooming for Success Workshon, which promotes adherence to commonly accepted standards of dress, hygiene, and behavior appropriate for places of employment.

In addition to these initial workshops, Camden has also, since November 1988, been operating a Pre-Employment Workshon for clients not attending school. This workshop prepares job ready clients for employment search and the workplace environment. Sessions are held on job-seeking and job-keeping techniques, educational reading and writing skills, basic math skills, and job equipment skills.

Newark Workshoos. Newark has four initial workshops, which may be attended by new participants in any sequence, and may extend over a period of as much as three months after intake, depending on workshop scheduling and the participant's other activities. The mandatory initial workshops, which altogether include 97 hours of scheduled sessions, are: (1) the ACE I Workshoo, which consists of motivation and self-esteem exercises, and sessions on job-seeking skills, appropriate dress, behavior, and speech for interviews and the workplace, and a segment on Child Support Enforcement; (2) the Life Skills Workshon, with a curriculum similar to that followed in Camden; (3) the Family Planning Workshop, an extensive six-week program covering methods of fertility control, human anatomy, sexually transmitted diseases, attitudes and values in relationships, developing personal interests, sound parenting practices, and special activities such as tours of medical facilities and family planning centers; and (4) the Nutrition Workshop, which covers food safety, good shopping practices, food groups, food preparation, budgeting and meal planning, food labeling, and nutritious snacking.

In addition to these mandatory initial workshops for all new participants, the Newark site also offers a Parenting Workshoo for selected "high-risk" parents. This workshop covers issues related to child development, parenting and coping techniques, community resources for parents, and the relationship between the adolescent mother and her parents or the child's father. The workshop is co-led by a clinical psychologist and a pediatrician.

Chicano Workshops. The approach to initial workshops in Chicago is a sharp contrast to both Camden and Newark. Whereas Newark and Camden participants are scheduled for 78 and 97 hours of workshops over a minimum of five to six weeks, Project Advance conducts all of its initial workshops in nine hours over three consecutive days. Six workshop topics are covered in sessions led by case managers: (1) the Parenting Workshop, a discussion aimed at helping participants become better parents by helping them recognize and develop the qualities of a "good" parent, and presenting information on the stages of child development and children's physical and emotional needs; (2) the Child Support Enforcement Workshoo, which acquaints participants with the procedures for establishing paternity and the benefits to their children, and attempts to counteract any misconceptions that participants may have about this process: (3) the Health and Nutrition Workshon, designed to impress upon participants the

importance of good nutrition and health practices, especially for pregnant women; (4) the World of Work Workshon, which attempts to strengthen employment motivation and understanding of employers' general expectations; (5) the Family Planning Workshon on methods of contraception, family planning services and resources available in the community, AIDS and other sexually transmitted diseases, and responsibility in personal and sexual relationships: and (6) the Motivation and Self-Esteem Workshon, a discussion designed to help participants recognize the positive qualities they possess and the negative ones they may wish to change.

In addition to these initial workshops required of all new participants, Project Advance offers special workshops as part of the Family Life Management component of the program. These sessions are designed to help participants develop skills in homemaking, budgeting time and money, comparative shopping, household safety measures, and balancing family and job demands. Individuals are scheduled to take part in Life Management sessions when they are between activities or when staff recognize that they are particularly in need of guidance in this area.

Education, Traininn, and Emnlovment-Related Services

The aim of the Teenage Parent Demonstration is to help participants enter education, job training, and/or employment activities that can move them towards self-sufficiency, or to support their continuation in such activities if they are, for example, still in high school when they enter the program. The programs rely heavily on existing services in their communities for education, training, and employment services. However, they have also developed some in-house services, using either their own staff or outside staff from other agencies working on premises.

Education Services. For participants who have left public high school and do not wish to return, but wish to further their education, the primary service offered at the three sites has been classroom GED courses, of several variations. Camden originally arranged for on-site GED and ABE classes, taught on site by instructors from the State Department of Personnel. These classes suffered from low enrollment and poor attendance, so the Camden site restructured its educational program beginning in the fall of 1988, negotiating an arrangement under which TEEN PROGRESS participants take part in the Youth Corps GED program, which offers GED classes during the morning hours and work experience activities at various sites arranged by Youth Corps in the afternoon.

For most of its operations period to date, Newark has offered an on-site remedial education GED class, taught by an instructor from the Newark Board of Education, Urban Youth program. Although this class is formally labelled a "GED class," it has until recently served clients with a wide range of skill levels. Over two-thirds of Newark's participants to date have participated in this class. In February 1989, however, the Newark site divided its on-site education course into two, one continuing to serve participants with stronger skills (the GED class), and a second class in basic skills for participants with TABE scores below seventh grade level.

Project Advance in Chicago has offered two types of education service to date: an Education Preparation workshop led by in-house program staff, and placement in GED courses operating in the community. The Education Preparation workshop, for participants about to enroll (or reenroll) in school or who are having difficulty in school, aims to help participants become better students by giving them guidance on how.to organize their time, improve their study and test-taking skills, and become better listeners and consumers of educational resources. The primary external service used by Project Advance for participants who have dropped out of high school has been the Adult Learning Skills Programs (ALSP), which offers free GED, ABE, ESL, and Literacy classes at the various community colleges serving the area covered by Project Advance.

Training and Employment-Related Services. All job skill training for demonstration participants is provided by referral to other community agencies. To varying degrees, the three sites provide in-house support to help participants identify training opportunities, select a course, and prepare for training.

In Camden, employment is promoted by the Pre-Employment Workshop and mini-job fairs held on site every two weeks. A half-time job developer works with participants to find suitable job openings and OJT slots. Camden has made a particular effort to emphasize employment among clients who speak only Spanish, because there are no training programs locally available for this group; Spanish-speaking employers have been found to take these clients for OJT.

Through 1988, Newark case managers, supported by the project manager, were responsible for identifying training providers, and for finding job openings suitable for employment-ready participants. GED instructors also turned out to be a source of information on some job openings. Since February 1989, a DOL Employment Service job counselor has been stationed full-time at the TEEN PROGRESS office to provide training and employment placement. The counselor also conducts the ACE workshop for all new clients, which provides substantial opportunity to identify their strengths and weaknesses. She then follows up with selected clients who are ready for job search, providing intensive job search assistance.

Both Camden and Newark offer job training through local JTPA providers. However, both sites have experienced some difficulties placing participants in training, because some providers require a high school diploma or equivalent, or require basic skill test scores that many out-of-school participants have not achieved.

Project Advance offers job training and work experience placements through community providers, and provides employment readiness preparation in-house, adapted from IDPA's employment training program, Project Chance. Given the pre-existing Project Chance framework, Project Advance has not had to develop new service contracts with employment training providers. The Chicago providers have generally not required high school completion,. so Project Advance has faced less difficult barriers to training placement than the New Jersey sites. In addition to outside job training, Project Advance offers two in-house activities for job-ready participants, designed to lead directly to employment: a Job Club and an Independent Job Search Program.

The sanction process has played a substantial role in the sites' efforts to promote participation. Through December 1988, requests for IM workers to impose sanctions were made for 29.8 percent of all participants in Camden, 46.8 percent in Newark, and 16.5 percent in Chicago.

VI. MAJOR FINDINGS

Conclusions about the impact of the Teenage Parent Demonstration on participants can be drawn only when the impact analysis is completed, based on comparisons of follow-up interview and records data for the two sample groups. Based on a year and a half of demonstration operations, however, it is possible to present some observations about the operational successes and difficulties of the demonstration. The following seven major points are derived from the detailed monitoring of the three demonstration sites and the overall operation of them by the two-sponsoring states, as described in the body of this report:

1. It is feasible to ooerate a program of mandatorv service participation for teenage oarents in the context of a public assistance agency. Although persistent efforts are needed to get teenaged parents into the program, and substantial effort is required to develop appropriate services, the overall experience of the sites has demonstrated that it is possible to operate a mandatory service program for welfare-dependent teenage parents.

2. Substantial effort and systematic procedures are needed to identify eligible teenage narents. Identification can be accomplished either by computer analysis of agency case records, or by manual referrals performed by staff of the public assistance agency assigned to intake or ongoing APDC cases. To the extent that subtle distinctions must be made between eligible mandatory participants and ineligibles, the difficulty of identification increases. Automated identification methods in the demonstration have been hampered to some extent by lack of necessary descriptive detail in automated files. Manual referral methods, on the other hand, have to some extent been hampered by lack of income maintenance staff cooperation with and commitment to the identification process. In an ongoing program, emphasis should be placed on maintaining a simple definition of the population subject to mandatory participation.

3. Getting eligible teenage narents to enroll in the program reauires repeated notification and freauent use of the threat of sanctions: even with these tools, it can be expected that for various reasons substantial oercentanes of identified eligibles will not enroll. A high percentage of identified teenaged parents--estimated to be in the range of 50-75 percent across all three sites--fail to respond to the first notice instructing them to attend a program intake session. Use of repeated notices, and final resort in some cases to actual grant reduction sanctions, can be effective, however. The three sites have been able to enroll 69-87 percent

Support Services

All three programs offer child care and transportation subsidies to their clients as the primary form of support services. Child care assistance is provided for periods when clients are participating in workshops, education, training, or employment. Child care payments are made to approved providers. In Camden and Newark providers are evaluated and approved by special child care staff. In Chicago, provider approvals are handled through regular IDPA procedures, which require home visits and approvals by case managers for payments to unlicensed providers. All three sites provide some form of on-site care as well--Chicago and Newark with dedicated child care staff and a specially equipped child care room, and Camden with more informal care by general site staff as needed.

The three sites also provide financial assistance and, in some instances, transportation service to help participants with transportation to and from their scheduled activities. To varying degrees, other expenses relating to program participation are also reimbursed. The Camden program pays a standard daily expense rate of $6 a day to cover both transportation costs and meals, and has a 16-passenger bus to transport some participants to their regular activities. Newark pays participants $5 per day for transportation expenses. In Chicago, staff issue transit authority tokens and passes in advance for short-term activities, and for longer-term activities they authorize advance payments based on actual trip cost, which in general run about $2.50 per day. All three sites also issue payments for miscellaneous training and education expenses, such as uniforms, registration fees, and tools.

The demonstration sites have also provided support services in the form of support groups, special educational and cultural outings, groups for the mothers of participants, parties and awards ceremonies, and in-house newsletters.

V. PROGRAM AND SERVICE PARTICIPATION

For the demonstration period from the start of operations through December 1988, site operations reports indicate the following levels of activity:

PERCENTAGE OF ENHANCED SERVICE GROUP COMPLETING OR ENTERING SPECIFIED DEMONSTRATION SERVICES

	Project Site		
	Camden	Newark	Chicago
Cases Completing Required Initial Workshops (est.)	54.6	33.9	73.8
Cases Entering:			
Education	31.9	67.3	21.0
Job Training	5.1	7.3	13.1
Job Club/Job Search	NA	NA	15.5
Employment (permanent or summer)	28.5	21.4	24.9

of the identified eligible individuals. Most of those who do not enroll leave the AFDC rolls. It does not appear that teenage parents commonly refuse to participate and then remain on AFDC receiving reduced grants under sanctions over the long term.

4. The demonstration sites have fulfilled the plan to arovide comprehensive services, but developing opportunities for appropriate education and training tailored to the needs of teenage parents reauires a substantial effort. The sites are providing or brokering initial instructional and motivational workshops, as well as GED and ABE classes, job skill training, and job placement services. The most common program activity is continuation of education, either in public high school or in GED or ABE classes offered through the demonstration. A small proportion of the enhanced service sample--about 10 percent across all three sites --have taken part in job training.

   Training and education programs previously available in the sites, in varying degrees, are a limited resource for a teenage parent program. JTPA programs have been found to impose entrance qualifications which exclude many of the teenage parents who are not in school and might benefit from training. This problem has been particularly challenging in Camden and Newark. In Chicago, earlier efforts by Project Chance to develop training opportunities for lower-skilled individuals have led to the creation of a broader set of training opportunities, and allowed somewhat higher rates of training participation. In all of the sites, project staff have had to find ways of overcoming the shortcomings of readily available GED programs, by helping to devise new programs, or by supplementing GED programs with in-house educational activities.

5. Case management itself is an imoortant service: it can provide essential crisis resolution assistance and motivational support, as well as practical help in gaining access to education and training services and iobs. Case managers help to resolve housing and transportation problems that can be barriers to participation in school, training, or employment, deal with family problems, and arrange their schedules to reconcile the demands of parenthood with the demands of program participation.

6. In addition to case managers, specialized staff to handle child care arrangements and placement in training programs and iobs can provide useful support. Specialized staff have been used in Chicago and Camden to coordinate relations with training programs and employers, and in Camden to identify child care arrangements and handle payment authorizations. Newark has arranged for the specialized on-site services of a training/job placement counselor, and also has an on-site child care evaluator.

7. Large total caseloads can be handled by case managers if staff support and record-keeoinn systems are adeauate. Based on the total number of cases enrolled in the enhanced service group, and

the size of case manager staffs, individual caseloads had reached about 105 in Chicago and about 50 in New Jersey by the end of 1988. These figures, however, include substantial numbers of cases who do not require the active attention of the case managers--because they are involved in off-site activities and are not encountering serious problems, or because they may have already left AFDC. Small percentages of active cases, however, demand extensive attention to help them resolve personal crises. There are indications that caseloads much beyond 100, even with good management systems in place, may undermine case managers' abilities to keep up with client-related tasks.

General-skill case managers can more readily handle large caseloads if some specialized staff are also available to help with certain program functions. The collective experience of the three sites has shown that valuable use can be made of specialized staff to conduct intake sessions, lead workshops, develop community service linkages, and search for training and employment openings. Use of specialized staff for at least some of these functions can help case managers devote their time to monitoring the progress and participation of the individuals in their caseloads, helping to resolve problems, and performing ongoing assessment of the optimal service plan for active participants.

I. INTRODUCTION AND SUMMARY

In September 1986, the Office of Family Assistance (OFA) of the U.S. Department of Health and Human Services (DHHS) awarded grants to the States of New Jersey and Illinois to establish and operate demonstration programs of innovative approaches to reducing long-tern welfare dependency among teenage parents-- the Teenage Parent Demonstration. The result of those grants has been the successful accomplishment in both states of an extremely challenging task not previously attempted in any state: the creation and operation of a program of special services for teenage parents receiving AFDC, directed towards self-sufficiency and employment, with rigorous requirements for mandatory participation. This report documents this program development accomplishment and the lessons learned along the way that may be useful to future policy and program development efforts.

The findings presented here are part of a larger evaluation of the Teenage Parent Demonstration, being conducted by Mathematica Policy Research, Inc., (MPR) under contract to the Office of the Secretary of DHHS. This report presents preliminary findings from one component of the evaluation--the implementation and process analysis. The report describes approximately the first 18 months of demonstration operations, focusing on the management and organization of the programs, the services developed and provided, operational issues encountered, and the ways in which various operational issues have been addressed.

As background to the detailed descriptions that follow, this introduction first provides some information about the demonstration and its planned evaluation. Section A summarizes key information about the demonstration design, and Section B presents an overview of the evaluation design. Section C summarizes the history of demonstration implementation to date, and outlines the schedule for the remainder of the project. Section D describes the sources of data drawn on for this report, and the further data collection planned for subsequent stages of the implementation and process analysis. Section E presents a summary of major findings to date. Section F sets forth the organization of the remainder of the report, and explains the general objective of the report: to provide a factual but analytical view of demonstration operations.

A. OVERVIEW OF THE DEMONSTRATION

The Teenage Parent Demonstrations have been developed and implemented by the New Jersey Department of Human Services (NJDHS) and the Illinois Department of Public Aid (IDPA). New Jersey's program has been named TEEN PROGRESS, and the Illinois program is known as Project Advance. The demonstration programs developed by the two states can be characterized in terms of the demonstration sites, the target population, and the demonstration intervention.

1. Demonstration Sites

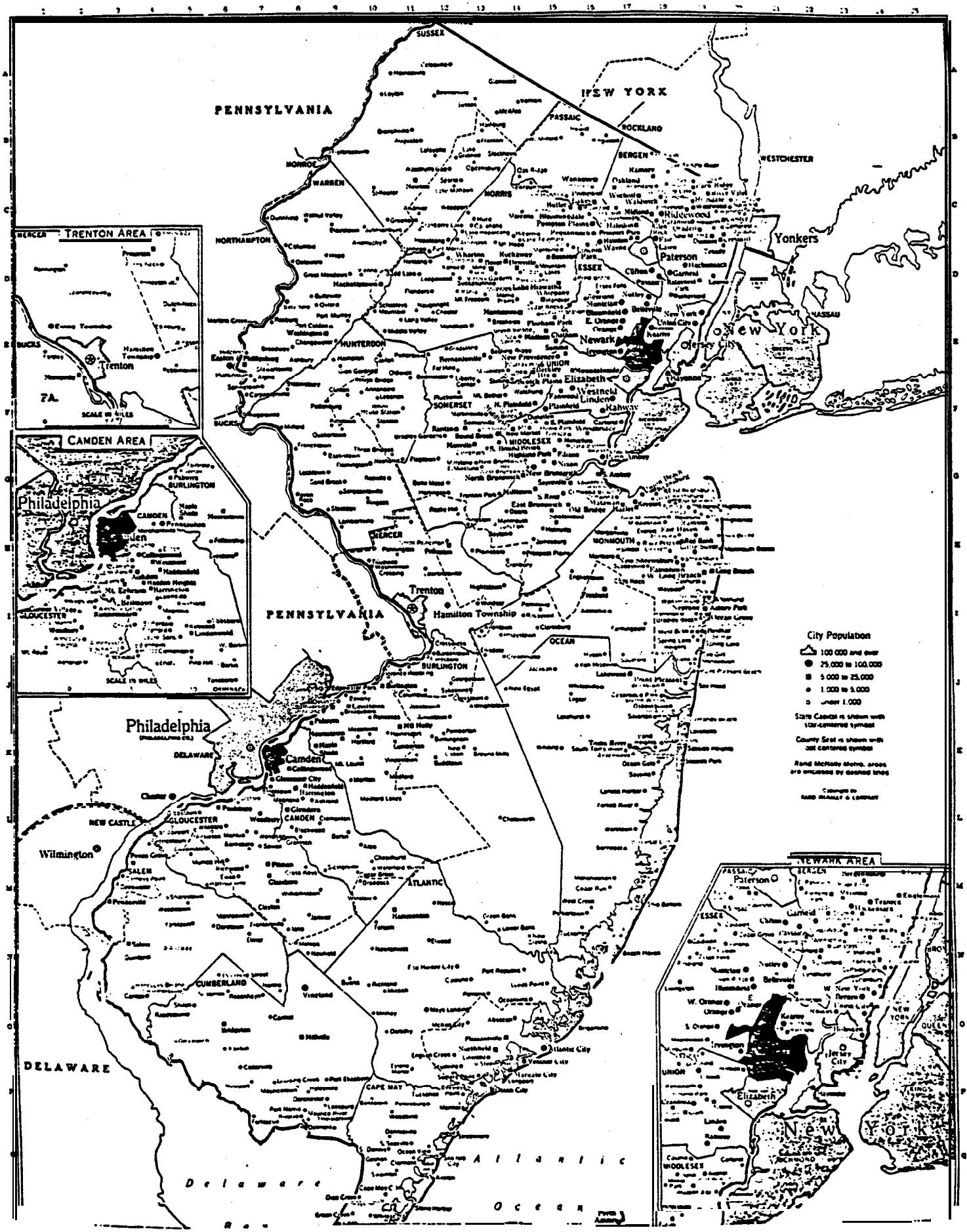
Each sponsoring state has selected particular local sites in which to operate the demonstration. New Jersey has implemented TEEN PROGRESS in two sites: the city of Camden, under the auspices of the Camden County Board of Social Services, and the city of Newark, where the demonstration is operated directly by the State of New Jersey, with staff of the Division of Public Welfare's Bureau of Employment Programs (see Figure 1.1). Illinois is operating Project Advance in the south side of Chicago, in an area defined by the service areas of four local offices that constitute Public Aid Region IV--Auburn Park, South East, Roseland, and South Suburban (see Figure 1.2).

As seen in Table 1.1.. these sites are located in cities of quite different size, ranging from Camden with a population of 84,910 to Chicago with a population of over 3 million, 15 percent of whom reside in the Project Advance catchment area. In all three cities there are substantial levels of poverty, but particularly in the two New Jersey cities. In Camden and Newark, racial/ethnic minority groups make up three quarters of the population, median family income is SO-60 percent of the national average, 30-33 percent of all families live in poverty, and unemployment rates have persisted at double digit rates. Chicago as a whole is more typical of large American cities. Over 40 percent of its population is white, median family income is nearly $19,000 per year, the poverty rate is just under 17 percent, and unemployment rates are nearer the national average (9 percent in 1980).

However, it is important to note that these statistics for Chicago mask the extreme socio-economic diversity of the city as a whole and even the area served by Project Advance. For example, there are areas of Chicago just to the north of the Project Advance area that are among the most depressed areas of the

FIGURE I.1

LOCATIONS OF THE NEW JERSEY PROGRAMS



RAND McNALLY
STATE COUNTY-CITY MAP

NEW JERSEY
SIZE 8½ x 11

FIGURE I.2

LOCATION OF THE ILLINOIS PROGRAM

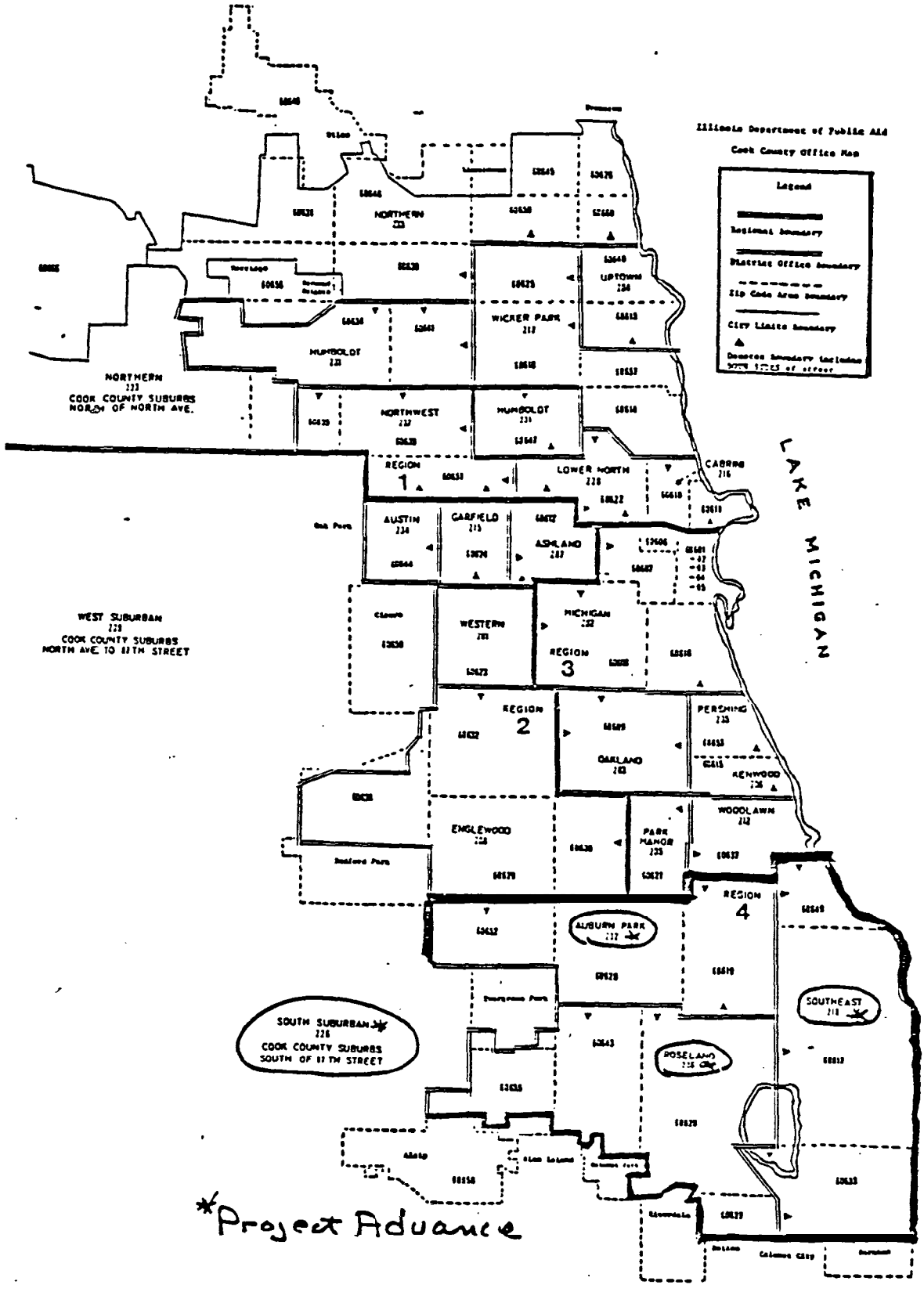


TABLE I.1

CHARACTERISTICS OF THE DEMONSTRATION CITIES

	Camden, NJ	Newark, NJ	Chicago, IL
Total Population	84,910	329,248	3,005,072
Race/Ethnicity			
% White-Nontlispanic	27.4	22.1	43.2
% Black-NonHispanic	52.4	57.3	39.5
% Hispanic	19.2	18.6	14.0
% Other	1.0	2.0	3.2
Age			
% 10-19 Years Old	20.9	20.3	16.7
% Female, 10-19 Years old	10.5	10.2	8.3
% Enrolled in School by Age Groups			
7-13	98.3	97.8	98.1
14-15	98.1	97.3	96.7
16-17	84.4	82.7	84.6
18-19	47.6	42.8	48.8
Median Family Income			
All Families	$10,606	$11,989	$18,776
Female Heads with Own Children Under Six	$4,357	$4,307	$4,547
% of Families with Female Heads and Children Under Six	14.8	12.6	6.8
% of Families Below Poverty Level	32.3	29.9	16.8
% of Families Below Poverty Level that have Female Heads and Related Children Under Six	40.6	38.5	34.5
% of Families Receiving SSI, AFDC, or GA	32.6	30.2	17.0
% of Adult Females with Children Under Six Who are in the Labor Force	37.5	41.3	43.7
Civilian Unemployment Rate (%)	17.9	13.4	9.8
Unemployment Rate of Female Heads of Households (%)	24.1	18.7	12.3

SOURCES: U.S. Census, (1980, Tables 16, 25, 29, 57, 117, 119, 120, 124, and 125).
Note that data are for the entire cities of Camden, Newark, and Chicago. The Chicago demonstration project area is defined as selected neighborhoods in the South Side of Chicago and South Suburban neighborhoods just outside the city limits.

country, with poverty rates ranging up to 60 percent.' The Project Advance catchment area mirrors some of the diversity of the entire city in its statistics: 11 percent of families have incomes below the poverty level, median family income is nearly $23,000, and the unemployment rate in 1980 was 9 percent. Nonetheless, there are also very substantial pockets of economic depression within this area that are counterbalanced in the statistics by some relatively affluent neighborhoods. This greater economic diversity within the Chicago site, as contrasted with the New Jersey sites, should not be construed as diminishing the severity of the circumstances faced by the welfare-dependent teenage parents in Chicago or the conditions in the specific neighborhoods from which Project Advance clients are drawn.

2. Target Population

The demonstration programs are intended to serve teenagers who are just beginning to receive AFDC as teenage parents. More specifically, the target population is defined as those teenagers (under the age of 20) who receive AFDC, who are providing care for a single child, or are pregnant, and who are receiving AFDC for the first time for that child or expected child.[2] These teenagers may be the head of household in their own case, or may be included in their parent's or someone else's case. In New Jersey, they must be residents of the city of Camden or Newark to be eligible and, in Illinois, they must be residents of the area served by the Auburn Park, Southeast, Roseland, or South Suburban offices of the Department of Public Aid (South Chicago, Public Aid Region IV).

3. The Demonstration Intervention

The demonstration is testing aninterventionwithtwo major characteristics: a comprehensive array of services, and a mandatory oarticination requirement.

The service intervention has five components:

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[1]Wacquant and Wilson (1989) reported that in 1980, Oakland and Englewood, just to the north of the Project Advance area, had poverty rates of 61 and 36 percent and public assistance rates of 61 and 41 percent, respectively.

*Pregnant teenagers are eligible only in Illinois, because New Jersey does not provide AFDC financial assistance based only on pregnancy.

- Program Workshoos: the programs offer a variety of workshops and discussion groups designed to improve participants' motivation, self-esteem, and life management skills, and to enhance their knowledge of the world of work, family planning and parenting.

- Education. Training and Employment Services: participants may continue in high school if still enrolled (or reenroll), and have access through the demonstration to GED/Adult Basic Education courses, job skill training, and assistance in finding employment.

- Support Services: the programs help participants find child care if they need it. They can also pay for child care, transportation to and from approved program activities, and other training- and work-related expenses.[3]

- Child Support Enforcement Enhancement: the sponsoring agencies have agreed to increase the emphasis on the child support process for demonstration participants beyond normal practice, and to expedite efforts to establish paternity and support obligations.

- Case Management: the cornerstone of the service intervention is the assignment of each participant to a case manager, who works with the teenaged parent to develop a service plan aimed at eventual economic self-sufficiency, and who provides ongoing monitoring and counseling to help the participant carry through on planned activities and overcome personal and logistical obstacles.

Participation in the demonstration is mandatory as a condition of continued receipt of AFDC. The mandatory participation provision is intended to underscore the obligation of the teenage parents to take responsibility for their lives and to work towards self-sufficiency, as well as the responsibility of the program to help the teenagers overcome obstacles to fulfilling their plans and achieving self-sufficiency. Individuals selected for the demonstration must take part in education, training, or employment (or some combination of these activities) as long as they remain on AFDC in the demonstration site. Failure to comply with demonstration requirements results

[3]These support services can be supported by available Title IV-A and Title XX funds, as is true for regular AFDC clients, before the special demonstration funds are used.

in warnings, and then sanctions which remove the noncompliant teenager's needs from the calculation of the welfare grant.'

B. THE EVALUATION DESIGN

To support the planned evaluation, the demonstration is being implemented under an experimental design. Eligible teenage parents are randomly assigned to one of two groups: (a) the "enhanced services group," which receives the expanded set of services provided by the demonstration, or (b) the "regular service" group, which has available the financial and other forms of assistance already provided under the regular AFDC program. Random assignment to these groups occurs after the identified eligible teenage parents take part in a baseline data collection session: attendance at this session is mandatory for all individuals who are identified as eligible and called in. For the enhanced services group, participation in the further activities of the demonstration is also mandatory. Under the evaluation plan, a combined total of about 6,000 eligible individuals will be identified in the two states over a two-and-a-half year enrollment period; half will be assigned to the enhanced services group, and half to the regular service group, which will be subject to regular welfare program requirements, and will neither receive special services nor be subject to any mandatory participation requirement.

The overall evaluation has five major components:

- **Impact Analysis:** an analysis of the effects of the demonstration intervention on a variety of intermediate and longer-term outcome measures, including educational achievement, basic skills levels, completion of training, earnings, welfare dependency, and repeat pregnancies

- **Implementation and Process Analysis:** documentation of the nature of the demonstration intervention, analysis of management and' service delivery methods and problems, and development of guidelines on replication of the demonstration program

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[4] Sanctions affect only the AFDC grant: they do not reduce Food Stamp benefits or affect Medicaid eligibility. The AFDC sanction removes only the teenage mother's needs from the grant calculation. AFDC eligibility and grant calculation are then based on available income and the needs of the teenage mother's child (and others in the AFDC unit).

(including cases assigned to both the enhanced service and regular service samples). Enrollment will continue in Chicago through September 1989. In New Jersey, intake will continue through late 1989 or early 1990.

This implementation report is the third of a series of evaluation products that will be prepared on the Teenage Parent Demonstration. The first report was an evaluation design report (Maynard et al., 1988). The second major evaluation report was an analysis of the child care markets in the demonstration sites (Risker et al., 1989). Future reports will include the following: a study of child care needs of, and services used by welfare dependent teenagers (1989), a preliminary in-depth analysis (Polit et al., 1989), a short-term impact analysis (1989), a program cost analysis (1990), and final impact, process, benefit-cost, and in-depth analysis reports (1991 and 1992).

D. DATA SOURCES FOR THE IMPLEMENTATION REPORT

This implementation report is a preliminary assessment of the early stages of demonstration operations. It draws on a variety of sources of information. MPR staff have made numerous visits to the three sites, for purposes that have combined delivery of technical assistance, monitoring site operations, and collecting information that can contribute to the implementation and process analysis. These site visits have included observation of program activities and discussions with site staff, and meetings with representatives of some of the community agencies that provide services to demonstration participants; Two major group meetings have been held: a demonstration "retreat" including both TEEN PROGRESS and Project Advance staff, and a "roundtable" for New Jersey management and program staff . Data on the number of individuals referred to the program and assigned to the two sample groups are taken from the automated random assignment data base maintained by MPR.

Only limited information on the program activities of individual participants was available for inclusion in this report. As will be explained later in this report, program staff have from the start of operations used case tracking forms designed to capture information on program activities, but there were long delays in both states in implementing the computerized tracking systems designed to maintain these data and make them available for analysis. As a result, information for this report on the flow of teenage AFDC parents

- Child Care Study: analysis of the supply of and demand for child care in the demonstration sites and the factors that affect child care needs and availability generally and among teenage parents

- In-Depth Study of Participants: analysis of the life experiences of selected teenage parents in both the enhanced service and regular service sample groups.

- Cost-Effectiveness Analysis: an analysis of the fiscal implications of implementing policies modeled after the demonstration program

To perform this comprehensive evaluation, MPR is collecting data from a variety of sources. Baseline data are being collected from all sample members prior to random assignment. Baseline data include information on their education, employment, and training histories, and family backgrounds, and standardized tests that measure basic literacy and math skills. Information on the program activities of participant sample members is being collected through case tracking forms, supported by automated computer systems, at each site. Data on receipt of welfare benefits and employment wages, as well as information on the administrative cost of operating the demonstrations, will be obtained from the files of state agencies. Focus groups and in-depth in-home interviews are being conducted in both states with individuals from the enhanced service and regular service samples. A follow-up survey and basic skills test will be conducted with members of both groups 24 months after their entry to the sample.

C. IMPLEMENTATION HISTORY AND FUTURE SCHEDULE

Detailed planning for the Teenage Demonstration began in October 1986, after New Jersey and Illinois had received their demonstration grants and MPR had been awarded the contract for evaluation and technical assistance. The original demonstration plan called for a 6-month planning period, a 3-6 month period of pilot operation, and two years of sample enrollment, followed by an additional year of service. Delays extended the planning process, however, so that operations began in Camden and Chicago in August 1987, and in Newark in October of 1987. As of the end of April 1989, a total of 3,564 individuals had gone through the baseline data collection process and thus become members of the demonstration sample, 682 in Camden, 629 in Newark, and 2,253 in Chicago

into the demonstration and of participants into program activities had to come from the data base maintained by MPR for random assignment of newly identified eligible cases, and the statistical summary reports produced by the sites for their state agencies. These summary reports have no detailed data for individual participants, and are not completely consistent in definition. They therefore provide only preliminary impressions of program activity; more detailed and structured data will be analyzed in later reports that draw on individual case data from the sites' tracking systems.[5]

The process analysis still to be conducted will draw heavily on the automated case tracking data, as well as on other new sources of data. Case manager questionnaires distributed to the sites will be analyzed to provide data on the educational and employment backgrounds of site staff and their attitudes about teenage parents and their needs. Further roundtable discussions will be held with site staff, and future site visits will involve discussions with demonstration staff and analysis of specific aspects of site operations.

E. SUMMARY OF KEY FINDINGS

Conclusions about the impact of the Teenage Parent Demonstration on participants can be drawn only when the impact analysis is completed, based on comparisons of follow-up interview and records data for the two sample groups. Based on a year and a half of demonstration operations, however, it is possible to present some observations about the operational successes and difficulties of the demonstration. The following seven major points are derived from the detailed monitoring of the three demonstration sites and the overall operation of them by the two sponsoring states, as described in the remainder of this report:

1. It is feasible to operate a program of mandatory service participation for teenage parents in the context of a public assistance agency. Although repeated and persistent efforts are

[5]At the time this report was being prepared, both states had made considerable progress towards this goal. Both states had completed implementation of their tracking systems, and either completed or nearly completed the entry of backlogged paper forms to their data bases. The remaining step is to arrange for delivery of tracking system data in machine-readable form to MPR.

needed to get teenaged parents into the program, and substantial effort is required to develop appropriate services, the overall experience of the sites has demonstrated that it is possible to operate a mandatory service program for welfare-dependent teenage parents.

2. Substantial effort and systematic procedures are needed to identify eligible teenage oarents. Identification can be accomplished either by computer analysis of agency case records, or by manual referrals performed by staff of the public assistance agency assigned to intake or ongoing AFDC cases. To the extent that subtle distinctions must be made between eligible mandatory participants and ineligibles, the difficulty of identification increases. Automated identification methods in the demonstration have been hampered to some extent by lack of necessary descriptive detail in automated files. Manual referral methods, on the other hand, have to some extent been hampered by lack of income maintenance staff cooperation with and commitment to the identification process. In an ongoing program, emphasis should be placed on maintaining a simple definition of the population subject to mandatory participation.

3. Getting eligible teenage parents to enroll in the program reauires repeated notification and freauent use of the threat of sanctions: even with these tools, it can be expected that for various reasons substantial percentages of identified elinibles will not enroll. A high percentage of identified teenaged parents--estimated to be in the range of SO-75 percent across all three sites--fail to respond to the first notice instructing them to attend a program intake session. Use of repeated notices, and final resort in some cases to actual grant reduction sanctions, can be effective, however. The three sites have been able to enroll 69-87 percent of the identified eligible individuals.

   Most of those who do not enroll leave the AFDC rolls. It does not appear that teenage parents commonly refuse to participate and then remain on AFDC receiving reduced grants under sanctions over the long term. Some teenage parents may leave AFDC rather than participate in the program because they already have other sources of income, or because they have the skills and motivation to obtain employment on their own.

4. The demonstration sites have fulfilled the plan to orovide comprehensive services. but developing oooortunities for appropriate education and training tailored to the needs of teenage parents reauires a substantial effort. The sites are providing or brokering initial instructional and motivational workshops, as well as GED and ABE classes, job skill training, and job placement services. The most common program activity is continuation of education, either in public high school or in GED or ABE classes offered through the demonstration. A small proportion of the

enhanced service sample--about 10 percent across all three sites --have taken part in job training.

Training and education programs previously available in the sites, in varying degrees, are a limited resource for a teenage parent program. JTPA programs have been found to impose entrance qualifications which exclude many of the teenage parents who are not in school and might benefit from training. This problem has been particularly challenging in Camden and Newark. In Chicago, earlier efforts by Project **Chance** to develop training opportunities for lower-skilled individuals have created a broader set of training opportunities, and allowed somewhat higher rates of training participation. In all of the sites, project staff have had to find ways of overcoming the shortcomings of readily available GED programs, by helping to devise new programs, or by supplementing GED programs with in-house educational activities.

5. Case management itself is an important service: it can **provide** essential Crisis resolution **assistance** and motivational **support,** as well as **practical help** in **gaining** access 'to education and training services and **jobs**. Case managers help to resolve housing and transportation problems that can be barriers to participation in school, training, or employment, deal with family problems, and arrange their schedules to reconcile the demands of parenthood with the demands of program participation.

6. In addition to case managers. **specialized** staff to handle child care arrangements and placement in training **programs** and iobs can provide useful **support**. Specialized staff have been used in Chicago and Camden to coordinate relations with training programs and employers, and in Camden to identify child care arrangements and handle payment authorizations. Newark has arranged for the specialized on-site services of a **training/job placement** counselor, and also has an on-site child care evaluator.

7. Larne total caseloads can be handled **by** case managers if staff **support** and **record-keeping** systems are adeuuate. Based on the total number of cases enrolled in the enhanced service group, and the size of case manager staffs, individual caseloads have reached about 105 in Chicago and about 50 in New Jersey. These figures , however, include substantial numbers of cases who do not require the active attention of the case managers--because they are involved in off-site activities and are not encountering serious problems, or because they may have already left APDC. Small percentages of active cases, however, demand extensive attention to help them resolve personal crises. There are indications that caseloads much beyond 100, even with good case management systems in place, may undermine case managers* abilities to keep up with client-related tasks.

General-skill case managers **can more** readily handle large caseloads if some specialized staff are also available to help with certain

program functions. The collective experience of the three sites has shown that valuable use can be made of specialized staff to conduct intake sessions, lead workshops, develop community service linkages, and search for training and employment openings. Use of specialized staff for at least some of these functions can help case managers devote their time to monitoring the progress and participation of the individuals in their caseloads, helping to resolve problems, and performing ongoing assessment of the optimal service plan for active participants.

Managing a large caseload also requires that the burden on case managers for record-keeping be minimized. All three sites have been burdened with excessive paperwork demands resulting from long delays in implementation of effective automated case tracking systems. Completion of system installation, and further practice with these systems, has the potential for freeing up more case manager time for direct services and more consistent monitoring of individual status and participation.

F. ORGANIZATION AND OVERALL OBJECTIVES OF THE REPORT

The remainder of this implementation report is organized in seven chapters. Chapter II describes the processes by which the programs have identified eligible teenagers on AFDC and called them in to begin the intake process. Chapter III presents details on the intake process itself: administration of baseline data collection, random assignment, orientation of newly selected participants, and methods of enforcing the requirement to attend the intake session. In Chapter IV, we present an overview of the services offered by the programs to participants subsequent to intake completion. Chapter V then pre'sents available data on the extent to which participants have engaged in the various program services and activities, and Chapter VI presents a qualitative assessment of these services, identifying service delivery issues faced by the sites and offering some judgments of the strengths and weaknesses of each service component.

Chapters VII and VIII focus on the organizational methods and resources of the demonstration. Chapter VII describes the general management of the demonstrations, focusing on the overall structure of responsibilities and the way that the State agencies have developed the resources needed at the sites and provided support for implementation. Chapter VIII then focuses on the program sites, examining the staff available at the sites, the roles they play, and the training they have received.

Throughout the chapters that follow, references are made to materials used by the state and site project staff in the operation of the demonstration--forms, notices, computer reports, course curricula, and so forth. A comprehensive collection of exhibits containing these materials is attached as Volume II of this report.

II., IDENTIFYING AND REFERRING THE ELIGIBLE POPULATION

An important premise of the Teenage Parent Demonstration is that public assistance agencies can play a role in delivering early intervention services to people at risk of long-term dependency on public assistance. The demonstration focuses on serving a particularly high-riskgroup--teenage parents. To operate the demonstration and deliver services, it was necessary to develop a more precise operational definition of the eligible target population and procedures. for identifying eligible individuals and bringing them into the demonstration. A precise definition and consistent identification and referral procedures were also needed to ensure that the sample of AFDC teenage parents enrolled in the demonstration would be chosen consistently and in a way that made it representative of the population of policy interest.

This chapter examines the principles and practices developed for identifying eligible individuals and referring them to Project Advance in Illinois and TEEN PROGRESS in New Jersey. Section A first presents the original definition of the eligible population and the manner in which it was refined to reflect clarifications of intent and practical concerns. Section B describes the procedures originally adopted in the three sites to identify eligible individuals in the public assistance agency and refer them to the demonstration, and the ways in which these procedures had to be revised in pursuit of the goal of consistent and complete identification. (Data on the actual flow of referrals to the demonstration in each site are presented later in Chapter V.) Section C presents summary comments on the identification and referral process.

A. DEFINITION OF THE TARGET POPULATION

The target population for the demonstration was originally defined in quite general terms : the Request for Proposals issued by the U.S. Department of Health and Human Services for the evaluation, the MPR evaluation proposal, and the demonstration proposals submitted by New Jersey and Illinois envisioned targeting "teenage parents.' In the detailed planning phase of the demonstration, this definition was refined and the target population was described as including individuals who at the time of selection were:

- o Residents of the City of Camden or Newark, or of the service areas of four selected Chicago Public Aid offices (DPA Region IV, South Chicago), and
- o Receiving AFDC as head of household or as a minor member of an AFDC case, and
- o Under the age of 20, and
- o Parents providing care for a single child or pregnant, and receiving assistance for the first time for that child or expected child

This definition limited the demonstration to teenage parents entering their first episode of APDC receipt as a parent, and with the burden of caring for only one child. The demonstration was thus intentionally restricted to teenage parents for whom' early intervention was still possible, and whom the demonstration treatment might most readily enhance progress towards self-sufficiency.

This formulation of the eligible population left some ambiguities, and posed some operational challenges. The resolution of these issues led to several clarifications, refinements, and in some cases divergences in the actual practices followed in the two states in identifying who was and who was not eligible for the demonstration. Issues emerged, and were explicitly or implicitly resolved, concerning the treatment of (1) teenagers pregnant with a first child, (2) parents of a single child and pregnant with a second, (3) fathers, (4) cases of multiple births to teenage mothers, and (5) teenage parents who had previously received APDC.

The process by which these issues were resolved and the definition of the eligible population was refined illustrates how implementing a complex set of rules through state operating agencies in a multi-state demonstration inevitably leads to some residual variation. As the state agencies developed the rules they needed to operate the demonstration, they set in motion a process of interpretation of demonstration guidelines and formulation of language within the constraints of their own statutes and related program rules.' There was considerable time pressure on the Illinois and New Jersey project staff to

[1]See Exhibits land 2 for New Jersey and Illinois demonstration regulations.

develop proposed rules and start them through the formal rule-making process in their agencies. It was infeasible to conduct a joint review among the states, MPR, and DHHS of each state's proposed rules, to amend and fine-tune them to complete consistency. 'Minor differences in the definition of the eligible population could thus be expected, and did develop, but they are not of a magnitude to undermine the original intent of a commonly defined target group and program intervention.

1. Pregnant Teenagers

In keeping with the interest in early intervention, the target population definition developed in the design period allowed inclusion of teenagers who received AFDC because they had a child or because they were pregnant with a first child. However, Federal demonstration waivers from the DHHS Office of Family Assistance applied only to individuals receiving AFDC. Teenagers receiving Medicaid only could not be included because the demonstration would have had no basis for enforcing participation requirements.

Illinois had, since 1981, exercised the option in federal regulations allowing extension of AFDC financial benefits to women (with no other children) in their last trimester of pregnancy, so both teenage parents and pregnant teenagers receiving assistance on their own qualify for the demonstration in Illinois. [2] New Jersey, however, has not exercised that option; women become eligible for AFDC only upon delivery of a first child, although they may receive Medicaid benefits during pregnancy. Although DHHS had stated "AFDC receipt" to be a condition of eligibility, it did not give explicit recognition to the fact that New Jersey does not give AFDC benefits to pregnant teenagers. As a result, New Jersey, with MPR's technical assistance, was guided by the general demonstration design allowing inclusion of pregnant teenagers in the demonstration, and mistakenly began its demonstration intake process in August 1987 accepting pregnant teenagers who were receiving only Medicaid benefits.

*Pregnant teenagers with no other children who are included as minors in an AFDC case, however, are not eligible for the demonstration, because the AFDC grant is not increased until the birth of the child. Moreover, since there is no requirement to report the pregnancy of a teenage recipient, there would be no systematic way of identifying them for the demonstration.

After eight months of operations, this issue was clarified, and in March 1988 Camden and Newark began to restrict the intake process to teenagers who had already given birth and were receiving financial assistance.

2. Subseouent Pregnancies

The intention of the target population definition was to limit the demonstration to teenage parents who still had the relatively limited parental burdens of a single child. This motivation suggested that parents pregnant with a second child should be excluded. In the design of the referral process, however, practical considerations led the MPR evaluation design team to avoid reference to subsequent pregnancies in referral forms or formal criteria for selecting those who should be referred to the demonstration. The primary reason for this recommendation was the fact that information that would reveal a pregnancy, and that could be used for screening, is not systematically collected in APDC applications or ongoing redetermination. Moreover, some actual pregnancies may be still undetected at the time of application or redetermination. In the course of refining referral and baseline session procedures, MPR and the states have agreed, nevertheless, to try to adhere to the underlying motivation of the target population definition; referred teenagers who have a child and are pregnant with a second child, if their pregnancy is discovered before they complete intake and random assignment, are to be excluded from the demonstration.

This common intent is reflected differently in the states' regulations. Illinois adopted regulations for Project Advance that specifically exclude pregnant parents, limiting eligibility to AFDC recipients who are "(1) childless and pregnant, or (2) have only one child and are not pregnant at the time of selection."[3] The Chicago site staff now require verification of subsequent pregnancies reported at intake, to guard against possible use of alleged pregnancy as a justification for being dropped from the program. New Jersey's regulations are silent on the issue of subsequent pregnancy. In practice,

[3] Illinois Administrative Code, Title 89, Chapter I, Par. 112.86.

however, the New Jersey sites have occasionally taken actions to exclude from the baseline intake process referred teenage parents who say they are pregnant.[1]

3. Treatment of Fathers

The original broad definition of the eligible population, and the more specific formulation developed in the planning process, were gender-neutral. Although it was assumed that most teenage parents on AFDC caring for children would be female, the formal definition of the eligible population was left broad enough to include fathers receiving AFDC with a child. New Jersey and Illinois adopted divergent demonstration regulations on this issue. In Illinois, the regulations for Project Advance specifically call for selection of only female AFDC caretakers, whereas in New Jersey teenage parents with a child are considered eligible for the demonstration, whether male or female,

Fathers are eligible for the demonstration indirectly in both states, however. In both states, when a teenage mother on AFDC is assigned to the demonstration participant sample, the father of her child is considered eligible for the demonstration (and a mandatory participant) if he receives APDC or General Assistance.[2] In addition, both states allow fathers of demonstration participants' children to receive services from the program voluntarily if they are not receiving assistance.

4. Multiple Births

Although teenage mothers with twins (or other multiple birth outcomes) might be excluded from the target population based on number of children, they are on the other hand first-time mothers on AFDC. Neither state's regulations originally made reference to the effect of multiple births on demonstration eligibility. However, in keeping with design recommendations, neither state has chosen in practice to exclude mothers of twins (or other multiple births).

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[1] It does not appear, however, that such exclusions have been made after random assignment to experimental or control status.

[2] It should be noted that indirect inclusion in the eligible population is possible only for members of the experimental group. In Illinois, demonstration rules, however, limit this provision to adjudicated fathers--those whose paternity has been legally established.

In Illinois, where some individuals are referred to the demonstration solely on the basis of their pregnancy, this practice is a necessity, since the decision to include a pregnant individual in the demonstration intake process would in many circumstances be made with no knowledge of a predicted multiple-birth outcome. In New Jersey, revisions to the TEEN PROGRESS regulations have been drafted that explicitly include teenage parents with multiple children from the same pregnancy in the eligibility definition.

5. Previous Receipt of Assistance

In keeping with the aim of making the demonstration a test of early intervention, the eligible population is limited to teenagers receiving assistance with a child for the first time.[6] Although this principle has been largely adhered to, practical constraints make it difficult for either state to ensure absolute observance of it. As explained later in Section B, the data available from automated case records for the selection process has ended up limiting the demonstration sites' ability to determine clearly in all cases whether a teenage parent approved for assistance with a child had previously received assistance with that child. However, most teenage parents referred to the demonstration programs have had young infants (or been pregnant), so it is unlikely that many young parents are being included in the demonstration who had previous spells of assistance with the same child.'

B. IDENTIFYING ELIGIBLE TEEN PARENTS

The definition of the eligible population posed an operational challenge to the projects. Teenage parents had to be identified by methods consistent with the normal public assistance processes of approving AFDC applications and of adding individuals to existing cases. The federal design for the project anticipated that the demonstration would occur in a "real life" setting--using

[6]Teenaged parents who had previously been on assistance without a child (e.g., included as a child in their mothers' grants) are eligible for the demonstration.

'Analysis of baseline data, when it becomes available, will provide a basis for more definitive statements on the age of sample members' children and their prior receipt of assistance.

selection and referral procedures, as well as service capacities and staff, that could be developed on a larger scale by the Illinois Department of Public Aid and by the New Jersey Department of Human Services and the county welfare agencies. However, the very first step in the demonstration process--identifying and referring the eligible population--entailed development of special processes within these agencies. Identificationand referralturnedout to be quite difficult, because of the complexity of the population definition, disparities between data normally collected on APDC applicants and cases and the data needed to identify eligibles, and problems relating to staff training and commitment to the demonstration process. Below we review the originally planned methods for identifying and referring people to the demonstration and, then, we describe the operational problems that emerged and the procedural revisions made to improve the selection and referral process.

1. Original Plans for Identification and Referral

In their proposals to DHHS/OFA, New Jersey and Illinois presented quite different procedural approaches to identifying eligible teenage parents and referring them to the demonstration. The differences in the original plans were consistent with the quite different organization of the AFDC program in the two states.

a. New Jersey's Planned Referral Process

In New Jersey, where the AFDC program is administered by County Welfare Agencies (CWAs), the planned process of identifying TEEN PROGRESS eligibles and referring them to the demonstration offices centered on the income maintenance (IM) staff at the CWAs. The original plan had five elements: identification by IM workers, selective use of a referral form, training for IM workers, a quality control process, and promotion of the use of teenage parent codes in the general statewide AFDC data base.

In both Camden and Newark, it was planned that IM workers would identify teenage parents who qualified for TEEN PROGRESS, and refer them to the program. It was envisioned that IM workers would identify eligibles during the course of performing approvals of AFDC applications and making additions to existing AFDC cases. Having IM staff make the referral decision as part of their case actions

was deemed sensible because it would allow immediate identification and rapid referral, as compared to a process that relied on analysis of case data in computer files that are updated only after some delay. In performing the identification and referral process, IM workers were to complete a specially designed TEEN PROGRESS Referral Form (Exhibit 3) on cases that met the selection criteria displayed on the form.[8] Once completed, workers were to give one copy of the referral fom to the teenage parent, place one copy in the case file, and send the remaining two copies to the TEEN PROGRESS office. TEEN PROGRESS staff would issue call-in notices to the identified teenage parents instructing them to attend a scheduled intake session, and send one of the referral fom copies to MPR, where referrals would be randomly assigned to enhanced or regular service status.

A third important element of the New Jersey plan was training. Training was to be provided in several rounds to IM supervisors and IM workers in Camden and Essex Counties. It was initially planned that this training would be conducted by the TEEN PROGRESS staff from the Camden and Newark sites.

A fourth aspect of the overall plan for identifying eligibles was a quality assurance review process. DHS, MPR, and site staff agreed that some attention was needed to monitoring how completely the IM staff were identifying the eligible population. Ideally, a review procedure would examine all case transactions. Staffing and time constraints clearly precluded such a broad scope, so the initial plan called instead for review of cases with a high probability of being eligible for TEEN PROGRESS, with the possibility left open for a broader review only in the event that the criteria used to select the high risk cases were suspect. DHS project staff made arrangements for production of computer reports from the statewide assistance data base (FAMIS) that could aooroximatelv identify cases subject to referral, and thus' provide the basis for reviews of the accuracy and completeness of the IM-initiated referrals (Exhibits 4 and 5). It was anticipated that these reviews would yield both error rate statistics as an assessment of the performance of the IM referral process, and

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'Consideration was given to having such foms completed in connection with all application approvals and case actions involving the addition of a child to an active case. Objections from the Camden IM staff over the implied paperwork burden led to the more narrow definition of the group of cases for which the referral form was to be completed.

identification of additional eligible cases that should have been referred. IM supervisors would be responsible for ensuring that non-referred eligible individuals identified through the quality review were referred to the program.

Finally, the New Jersey plan called for an effort to promote IM workers' use of a code field (known as the RG/43 block) in the FAMIS system designed to identify adolescent parents. Entries to this field were not strictly required, and DHS project staff believed that making the field mandatory or otherwise promoting its use would provide a way to identify all teenage parents, and thus establish a simple criterion for listing cases from FAMIS files as a basis for quality review. At times, project staff held the view that proper use of this code could substitute for IM worker decisions on demonstration eligibility. Achieving this goal would have required either changes to the statewide FAMIS system to require entry of this code for all cases, or a successful campaign in Newark and Camden to get IM workers to make systematic use of the field voluntarily.

b. Plan for Illinois Referral Process

In contrast to the identification and referral plans developed in New Jersey, Illinois planned originally to rely on weekly screening of the Department of Public Aid's central Client Information System (CIS) files to identify the program eligibles. Each week, the list of identified eligibles would be sent to MPR for random assignment. Call-in notices would then be prepared in Springfield and sent to Chicago .for mailing to those on the list, indicating the scheduled intake session they should attend at the Project Advance office in Chicago.

IDPA's plan reflected different constraints and priorities than New Jersey's. The Illinois plan put greater emphasis on not placing the burden of selection and referral on IM workers. It was decided that local IM offices would not have the resources to devote to the referral process, particularly for a project which is relatively minor in the overall scope of IDPA programs. This decision, from the outside evaluator's perspective, is also a sensible response to the planned scale of the Chicago site, which was to serve teenage parents drawn from the AFDC caseloads and new grant approvals in four local offices with total caseloads and staff considerably larger than either Camden

or Newark. Minimizing dependence on the effective training and cooperation of large IM staffs was preferred. This decision was also, of course, facilitated by the fact that the Illinois APDC program is state-administered, and the Project Advance staff reported directly to the central IDPA office in Springfield. It was thus more feasible in Illinois than in New Jersey to make technical decisions and use technical resources available centrally to define and implement procedures needed for local operation of the program.

2. The Evolution of Referral Procedures

The success of the identification and referral process is critical to the overall success of the evaluation of the Teenage Parent Demonstration. Plans for the impact analysis of the enhanced and regular service samples are predicated on a total sample size of 3600 in each state, resulting from a flow of referrals over a 24-month intake period. These sample targets, judged at the time to be realistic by the two State agencies based on caseload and vital statistics data, implied an expected average monthly referral rate of 150 in Chicago, 90 in Newark, and 60 in Camden.

Achieving targeted referral rates and ensuring referral of appropriate individuals proved to be a complex undertaking and a significant operational challenge in all of the sites. Low rates of referral in the first few months of operation (see data presented in Chapter V) gave indications of possible problems in the identification and referral process. The following two sections describe the ways in which procedures initially adopted in the sites diverged from original plans, how these early procedures contributed to the low referral rates, and the changes made by the sites to improve their referral processes.

a. Evolution of the Referral Process in New Jersey

The Camden TEEN PROGRESS program began accepting its first clients in mid-August 1987 and Newark TEEN PROGRESS followed two months later on October 15th. In preparation for start-up in the two sites, training for IM staff on identification and referral procedures was conducted during the summer of 1987. Camden's TEEN PROGRESS administrators trained the income maintenance specialists (staff who perform internal reviews of case actions prepared by eligibility workers) and supervisors in July 1987. The supervisors, in turn, were

responsible for training the income maintenance eligibility workers in their units. The Newark TEEN PROGRESS site manager conducted an initial training session for Essex County field office supervisors in June. Thus, by the time the programs became operational, the local income maintenance staff were at least aware of TEEN PROGRESS and the identification and referral procedures. In the early months of operations, however, both sites fell short of anticipated referral rates. Over the first three months of operations, Camden averaged 46 referrals a month, compared to its target of 60, and Newark averaged 67 referrals a month, compared to its target of 90. Referrals from the IM staff in Newark were in fact, however, far lower than the monthly average of 67 referrals. During the first weeks of operation, Newark received only a trickle of referrals from the income maintenance offices. This so alarmed the Newark TEEN PROGRESS site manager that she solicited referrals from the local Office of Child Support Enforcement (OCSE). OCSE was approached for two reasons. All AFDC applicants who are caretaker relatives must be interviewed by OCSE before the AFDC application can be approved; in addition, the TEEN PROGRESS' manager personally knew the OCSE supervisor and anticipated a helpful response. Most of the referrals received over the first three months in fact came from the child support unit, and only a handful from the IM units formally designated to initiate referrals.

Given this disappointing initial referral experience, actions were taken in both Camden and Newark to assess the sources of the low referral rates and to correct them.

Camden Referral Analysis and Performance. Beginning with the earliest months of Camden TEEN PROGRESS operations, DHS project staff in Trenton received computer reports produced from the central FAMIS system that listed "potential demonstration eligibles" in two separate categories: teenage AFDC applicants approved for assistance, and cases of adolescent parents included in their mothers' AFDC case ("major mother cases"). The listing of approved teenage applicants (the "149-l report") provided a reliable basis for determining if all new teenage AFDC payees were being referred. The corresponding listing of major mother cases (the "149-Z report"), however, was found to be inadequate, because it included cases only if they had a completed adolescent parent code (the RG/43 block): it was known that this field was optional and completed inconsistently.

Instead, a rather tedious review process was devised based on listings of transactions adding children to the case files.

The first review of Camden referrals, conducted in November 1987, showed that 81 percent of newly approved AFDC cases headed by a teenage payee had been referred to the program by the IM staff. Moreover, since the Camden TEEN PROGRESS staff were using the 149-1 listings not only for quality review but also as a back-up referral source, eligible cases missed by IM staff were called in by the TEEN PROGRESS staff. Thus it was concluded that the lower than expected number of total referral call-ins in the early months of operation was largely a function of the true size of the flow of new teenage AFDC applicants. DHS project staff in Trenton have continued to prepare the monthly 149-1 listing, so Camden staff can detect eligible teenage parents with their own AFDC cases who are missed by the IM staff and call them in directly.[9]

A comparable series of reviews and back-up call-ins have been performed in Camden for major mother cases. The earliest review of referrals of teenage parents in cases headed by others, performed for the period August - October 1987, indicated that, although the number of such cases was very small (16 percent of all referrals in the first three months), the combination of IM-initiated referrals and back-up call-ins by the project staff was capturing all eligibles. There has been some persistent uncertainty about whether the review process begins with a comprehensive enough listing of potential eligibles, but continued monthly reviews have failed to uncover evidence that any substantial number of cases is being missed."

Subsequent reviews have continued to show that the Camden IM staff have consistently identified and referred about 70 percent of eligible cases.[11] Thus,

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'This represented a departure from the original quality review plan, which called for information on missed eligibles to be sent back to IM supervisors.

"Neither of these reports was certain to include all potential eligibles. The 149-2 report is clearly incomplete because it includes cases only if the optional adolescent parent block is completed in the FAMIS record. The alternative child addition transaction report can miss a case if the transaction is processed in a givenmonthwith an effective child addition date in an earlier month.

[11]An August 1988 review by MPR showed that 211 of 299 referred cases (70 percent) originated from the income maintenance offices.

the back-up review and call-in process performed by the TEEN PROGRESS staff is necessary to ensure reasonably complete coverage of the eligible population. The latest quality assurance review conducted by MPR indicated that even after the secondary review by TEEN PROGRESS staff, about 12 percent of eligible cases were still missed, seemingly due to flaws in the listings of potential eligibles available to the site staff rather than to shortcomings in staff diligence. These reports include many cases that must be dropped as inappropriate for referral, and probably miss some who should be eligible .[12] The process for identifying eligible cases in Camden has succeeded in large part because the local TEEN PROGRESS staff have always had excellent access to detailed AFDC case data maintained in the state FAMIS data base. The site supervisor, a former income maintenance supervisor, is very knowledgeable about the AFDC computer file, and has access to a terminal to access these files directly from the building in which TEEN PROGRESS is housed. The monthly quality review process relies on inquiry to the FAMIS records to clarify which potential eligibles'not yet referred should have been, and which were not truly eligible for TEEN PROGRESS. [13]

Given the dependence in Camden on secondary reviews using case listings generated from the state case data base as a means of ensuring a thorough referral process, the question can be raised why the referral process is not entirely based on such listings. Rather than burdening IM workers with the referral process and then hunting for their oversights, it would be possible to initiate all call-ins from the listings now used only for quality review and back-up detection of eligibles. The primary reason this alternative approach is not used in Camden relates to the strong preference for identifying and

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[12]For example, the 149-1 report includes cases given an initial approval for assistance even if only for Medicaid, but does not list cases converted from Medicaid-only to APDC upon birth of a child. This report design was appropriate when TEEN PROGRESS was accepting referrals of pregnant teenagers (on Medicaid only); although this policy has been revised, the 149-1 report has not yet been revised, and thus includes cases inappropriately and then fails to include them when APDC receipt actually begins.

[13]Cases shown on the 149 listing or the Child Added Transaction listing may in fact not be eligible for TEEN PROGRESS for a variety of reasons: the AFDC case may have already been closed, there may be no teenaged parent in a case in which a child was added, the payee may have been over 20 at the time of referral, etc.

beginning to serve teenage parents as early as possible after their children are born, or after the teenage parent begins receiving assistance. The idea behind this goal is that early intervention is important for keeping the teenage parents in school or getting them to return to school, maximizing chances that they will adopt effective family planning practices and avoid second pregnancies, and gain the emotional support the program offers." There are often lags of as much as a month or two between the local IM staff decisions to approve a new case or child addition and the time that such transactions are registered in the state data base and appear on the 149-1 listings.

Newark Referral Analysis and Procedural Evolution. Implementation of the referral process in Newark has entailed repeated efforts to diagnose and correct a variety of problems that have seemed to contribute to referral rates lower than required to meet the original sample enrollment targets. These efforts have involved the collaboration of state and site TEEN PROGRESS staff, the management of the Essex County Board of Social Services Division of Welfare (and particularly its Document Control Unit), and staff of MPR.

Shortly after the start of the referral process in Newark in October 1987, it was observed that considerably fewer individuals were being referred than had been anticipated, and an initial review of referrals against a listing of potential eligibles was conducted. A review of a 149-1 listing of teenage AFDC payees approved in October and November showed that only 44 percent had been referred. Since most referrals had actually been made by the Office of Child Support Enforcement, it was clear that IM workers were referring an insignificant percentage of the eligible population.

The first response of DHS project staff and the TEEN PROGRESS site manager was to try to improve the performance of the income maintenance staff by providing additional training. Three additional rounds of training were conducted. The first was conducted for local office administrators and supervisors by the director of TEEN PROGRESS in October 1987, at which time it became apparent that IM staff were not committed to making referrals to TEEN PROGRESS. Beginning in November, income maintenance workers from the various

"During the period when TEEN PROGRESS was accepting referrals of pregnant teens still receiving only Medicaid, early referral was also important as a way of ensuring that they received prenatal care.

field offices received instructions from TEEN PROGRESS staff on identification and referral during a series of county-sponsored training sessions on adolescent parents. Despite the active involvement of Essex County Welfare Division management in support of this training, it met with considerable indifference from line staff and supervisors concerning the importance of accurate and complete referrals. A follow-up session with field office administrators was conducted in December by the director of TEEN PROGRESS, accompanied by the director of the Essex County Division of Welfare, in an effort to enlist commitments to support this project and cooperate with the referral process.

The additional training had little effect on the performance of IM staff in making referrals. Overall, referrals continued at a low level, averaging 58 per month through December 1987, compared to a target of 90. Moreover, the overwhelming majority of the referrals were still coming from the Child Support Enforcement Office. However, effective January 1, 1988, the New Jersey project director informed the local Newark TEEN PROGRESS staff that they could no longer expect the child support unit to make referrals, since the intent of the demonstration was to try out a process for identifying teenage parents that originated within the administering public welfare agencies.[15]

An alternative strategy was then devised, in consultations among DHS and Newark TEEN PROGRESS staff, MPR, and the Essex County Welfare Division, to put teeth into the request for referrals by income maintenance workers. Essex County management informed IM staff that, effective February 1, 1988, all transactions involving the addition of a child under 5 years old would have to be accompanied by a TEEN PROGRESS referral form, whether or not the IM worker thought the case was eligible for TEEN PROGRESS. The transaction requests would be screened by the data entry staff and those unaccompanied by the referral form would be returned unprocessed to the income maintenance worker.

This policy resulted in a surge of referrals from the income maintenance offices, but also a surge of complaints from the IM workers about increased

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"This step was taken by the Project Director based on her interpretation of the general DHHS guideline that referrals must be carried out within the structure of normal agency operations, and must be designed to capture all eligibles. No formal directive had been issued by DHHS, however, specifically barring the use of child support enforcement processes as a source of referrals, if they could be designed to ensure identification of all eligibles.

paperwork demands. As a result, less than two weeks after the policy went into effect it was suspended. After further discussions, it was agreed that referral forms would be required only with actions involving a person deemed eligible for TEEN PROGRESS. The data entry staff would still screen actions involving a child under five for cases that included a teenager as payee or other member. Relevant case actions unaccompanied by the referral form would be returned to the income maintenance workers unprocessed.

The switch to this less demanding policy, which took effect on March 21, 1988, was followed by a substantial drop in referrals from IM units. Results from a quality review indicated that under the stringent policy followed in early February the income maintenance staff referred approximately 70 percent of all eligibles, approaching the rate achieved in Camden. Although the data used were not complete, the evidence suggested that, under the subsequent less demanding procedure, income maintenance workers once more became quite lax in screening for program eligibles, and the screeners in the data entry unit did not succeed in detecting missed referrals. Referrals over the period March-July 1988 averaged only 46 per month.

Because of the continued difficulty of achieving consistent referrals by IM staff in Essex County, efforts then shifted to implementing a more centralized identification approach based on the computer-generated listings.[16] Substantial programming effort by state staff was devoted to correcting the defects in the computer programs that produced the 149 listings. These reports, revised to focus more efficiently on probable eligibles and to include cases converting from Medicaid-only to AFDC, became available for the first time in February 1989. Initially with assistance from state project staff, and then on their own, the Newark TEEN PROGRESS staff will be using the revised reports--called the FF10 report--to identify probable eligibles. A FAMIS terminal was installed in the Newark TEEN PROGRESS office late in 1988. and its staff were

[16]During approximately the first year of operations, Newark TEEN PROGRESS chose not to adopt Camden's approach to an on-site monthly review of the 149 listings to identify *missed eligibles" and make direct call-ins as needed. In part this was due to the fact that none of the Newark TEEN PROGRESS staff was experienced in using and interpreting AFDC case records from the FAMIS computer files. Furthermore, until September 1988, there was no FAMIS terminal at the TEEN PROGRESS offices, so such a process would have been quite cumbersome.

trained in making FAMIS inquiries and interpreting the FAMIS AFDC records, so they can review cases on the listings and issue call-in notices directly.

To date, however, these revised computer-generated listings have not become the sole source of referrals. Camden staff plan to continue having IM workers make referrals, to preserve the potential for prompt referral at the time of IM worker action. Moreover, nagging questions remain about the completeness with which the new FF10 report identifies all eligibles.[17] As a result, Newark continues to rely on a combination of paper referral forms received from IM workers, and cases identified from the FF10 report.

b. Development of the Referral Process in Illinois

As described earlier, the Illinois Department of Public Aid had initially planned to use a computer program, run in Springfield against the State's case data base (CIS), to identify individuals receiving AFDC who were eligible for Project Advance. However, development of this program proved to be more complex than the state had anticipated, and necessary programming resources were not available to implement this program at the start of operations (August 1987).

As a temporary solution, IDPA implemented a manual identification and referral process in the four local offices covered by Project Advance. Project Advance staff trained local welfare staff in the use of a referral form to be completed and sent to Springfield, where project staff would screen the forms to eliminate ineligibles, prepare call-in letters, and send them to the Chicago site for mailing.

The manual referral process ran into problems from the start. Local office staff raised objections about the mandatory nature of the program. One local office administrator, responsible for the office furthest from the Project

[17] In the first few months of operation, the FF10 report identified approximately the same number of eligibles in Camden and Newark, which, given the different caseload sizes in the two sites, has been surprising. Moreover, the percentage of major mother cases identified on the FF10 report for Newark has been negligible, whereas for Camden it has been about 50 percent. State systems staff have voiced the concern that this discrepancy results from miscoding of individual AFDC case members' relationships to the APDC payee when the APDC case includes three generations. If this theory is correct, no automated report could detect all of the truly eligible teenaged parents.

Advance site, voiced particular concern about the distance demonstration participants would have to travel.

The flow of referrals under this manual procedure was far below the expected 150 per month, averaging instead only 42 cases per month from August through December 1987. Furthermore, referral rates varied widely among the four local offices. Although the four offices all had APDC caseloads of 9,000-11,000, 70 percent of the referrals were from two of the offices. November 1987 referrals ranged from 9 percent of approved applications in one office to 2 percent in another.

Beginning in January 1988, Project Advance implemented a computerized process for screening case files to identify demonstration eligibles (Exhibit 6). Although in the early months of its use this program still had some flaws, referrals doubled immediately when the switch was made to the centralized referral process. Once the program was completed "debugged," referrals reached and surpassed the initial target of 150 cases per month. Consideration was given to developing an improved program to identify eligibles more accurately and reduce the amount of clerical time needed to screen the computer listings (about four days per month). However, given the limited remaining duration of the intake period, and the substantial changes that would be required to the statewide CIS system, a decision has been made that the current procedure is satisfactory for the remainder of the demonstration intake period.

C. COMMENTS ON THE IDENTIFICATION AND REFERRAL PROCESS

Experience to date has underscored the potential difficulties that can be encountered in this seemingly straightforward process of identifying and referring eligible teenage parents, but experience has also shown that when systematic procedures are followed, eligible teenage parents can be quite reliably identified. Moreover, the available evidence suggests that the teenage parent target group for this demonstration does in fact represent a substantial portion of new AFDC cases. In the commentary sections below, we first present available data comparing the number of identified eligible teenage parents to the overall scale of AFDC applications and caseload. We then discuss three factors that appear to affect success in identifying and referring eligibles:

(1) the complexity of the definition of the target population; (2) organizational factors within the IM agency: and (3) the extent and quality of training in referral procedures.

1. Identified Eligibles Compared to AFDC Applications and Caseload

Comparing the number of AFDC recipients who are identified as eligible for the Teenage Parent Demonstration to the overall flow of new AFDC approved applications and the AFDC caseload is important for two reasons. First, this comparison gives us a rough measure of the success of the procedures the sites have implemented to identify eligibles. Although differences in caseload dynamics and local economic conditions clearly may lead to differences in the true size of the teenage parent AFDC population relative to the overall AFDC population, this measure can nevertheless corroborate or raise questions about our impressions of the relative success the sites have had in identifying eligibles. Second, we can use this comparison as a measure of the true size of the teenage parent population, and thus the significance of teenage parent initiatives in addressing the overall problem of dependency (with some adjustment for our estimate of the reliability of identification).

Tables 11.1-3 present comparisons between the number of identified eligible teenage parents and AFDC approvals and caseload." Identified eligibles in Chicago represent about 14 percent of the total number of AFDC approvals, and an average of about .4 percent of total AFDC caseload each month.[19] In Camden,

[18]In these tables, data are presented for all three sites on the total number of AFDC approvals. For Chicago, the breakdown of approvals into new grants and reinstatements is presented to allow the number of demonstration eligibles to be put in the perspective of the stream of new applicants. Data to support this distinction were not available for the other two sites. Comparisons among sites are therefore based strictly on the ratios of identified demonstration eligibles to total AFDC approvals (and caseloads).

[19]The total number of identified eligibles shown for Chicago and Camden in Table II.3 (2,363) does not match the total number of referrals presented later (see Table V.1) for two reasons. First, Table II.3 does not include the entire period of operations ; AFDC application and caseload data were made available only beginning in October 1987. Second, for two months in Chicago (October and November 1988). IDPA identified more than the target of 150 referrals; "excess" eligibles were assigned to a non-research group and are not counted as referrals, but they are counted in Table II.3 as identified eligibles.

TABLE II.1

IDENTIFIED TEEN PROGRESS ELIGIBLES IN CAMDEN
COMPARED TO AFDC APPLICATIONS AND CASELOAD
IN DEMONSTRATION SERVICE AREA

October 1987 - January 1989

Month	Teen Progress Eligibles Identified	AFDC Applications Approved in City of Camden	Identified Camden TEEN PROGRESS Eligibles as Percent of New Approvals	Estimated[a] AFDC Caseload in in City of Camden	Identified Eligibles As Percent of Total Cases
	64	338			
Oct 1987	40	492	18.9%	8,528	0.8%
Nov 1987			8.1%	8,672	0.5%
Dec 1987	54	310	17.4%	8,405	0.6%
	40				0.5%
Feb 1988	31	402	7.7%	8,528	0.4%
Mar 1988	54	408	13.2%	8,608	0.6%
Apr 1988					
May 1988	41	407 503	10.1% 4.6%	8,264 8,662	0.3% 0.5%
	23				
Jun 1988	60	518	11.6%	8.224	0.7%
Jul 1988	47	489	9.6%	8,218	0.6%
Aug 1988	36	586	6.1%	8,400	0.4%
Sep 1988	27	548	4.9%	8,359	0.3%
Oct 1988	32	558	5.7%	8,318	0.4%
Nov 1988	14	499	2.8%	8,169	0.2%
Dec 1988	28	518	5.4%	8,221	0.3%
Jan 1989	15	484	3.1%	8,482	.2%
TOTAL	606	7.530	8.9%	MEAN 8,427	MEAN 0.45%

SOURCES: New Jersey Department of Human Services, Caseload Statistics, and MPR Random Assignment Data Base.

[a]Number of applications approved in City of Camden is estimated based on county-wide approvals, adjusted by average ratio of city to county caseload (.673).

TABLE II.2

IDENTIFIED TEEN PROGRESS ELIGIBLES IN NEWARK
COMPARED TO AFDC APPLICATIONS AND CASELOAD
IN DEMONSTRATION SERVICE AREA

October 1987 - January 1989

Month	Teen Progress Eligibles Identified	AFDC Applications Approved in City of Newark	Identified Newark TEEN PROGRESS Eligibles as Percent of New Approvals		Estimated[a] AFDC Caseload in in City of Newark		Identified Eligibles As Percent of Total Cases
	30						0.1%
Nov 1987	67	530	12.3%		22,656		0.3%
Dec 1987	67	917	7.3%		23,618		0.3%
Jan 1988	53		5.8%				
Feb 1988	63	907 630	10.0%		21,348		0.3% 0.3%
					21,721		
Mar 1988	76	726	10.5%		22,038		0.3%
Apr 1988	30						0.1%
May 1988	30	856 772	3.5%		22,164 21,859		0.1%
Jun 1988	54	600	9.0%		21.327		0.3%
Jul 1988	16	746	2.1%		21,451		0.1%
Aug 1988	21	848	2.5%		21.275		0.1%
Sep 1988	128	792	16.2%		21,388		0.6%
	37						0.2%
Oct 1988	16	861	2.3%		21,298		0.1%
Dec 1988	35	816	4.3%		21,039		0.2%
Jan 1989	25	738	3.4%		21,420		0.1%
TOTAL	748	11,939	6.3%	MEAN	21,719	MEAN	0.22%

SOURCES: New Jersey Department of Human Services, Caseload Statistics, and MPR Random Assignment Data Base.

[a]Number of applications approved in City of Newark is estimated based on county-wide approvals, adjusted by average ratio of city to county caseload (.710).

TABLE II.3

IDENTIFIED PROJECT ADVANCE ELIGIBLES
COMPARED TO AFDC APPLICATIONS AND CASELOAD
IN DEMONSTRATION SERVICE AREA

October 1987 - January 1989

Month	Project Advance Eligibles Identified	AFDC Applications Approved			Identified Project Advance Eligibles as			Total AFDC Caseload (Cases)	Identified Eligibles As Percent of Total Cases
		Total	New Grants	Reinstated	Percent of Total Approvals	Percent of New Grants			
Oct 1987	36	1,025	601	424	3.5%	6.1%		38,800	0.1%
Nov 1987	47	899	527	372	5.2%	9.0%		38,523	0.1%
Dec 1987	42	1,023	593	430	4.1%	7.1%		38,560	0.1%
Jan 1988	111	822	467	355	13.5%	23.8%		38,397	0.3%
Feb 1988	197	891	519	372	22.1%	38.0%		38,350	0.5%
Mar 1988	211	1,136	670	466	18.6%	31.5%		38,373	0.5%
Apr 1988	206	971	547	424	21.2%	37.7%		38,012	0.5%
May 1988	225	927	523	404	24.3%	43.0%		37,773	0.6%
Jun 1988	171	971	526	445	17.6%	32.5%		37,523	0.5%
Jul 1988	130	1,100	581	519	11.8%	22.4%		37,154	0.3%
Aug 1988	197	1,157	598	559	17.0%	32.9%		37,291	0.5%
Sep 1988	137	1,203	628	575	11.4%	21.8%		37,189	0.4%
Oct 1988	191	1,120	572	548	17.1%	33.4%		36,837	0.5%
Nov 1988	178	961	488	473	18.5%	36.5%		36,567	0.5%
Dec 1988	145	1,092	562	530	13.3%	25.8%		36,477	0.4%
Jan 1989	89	1,094	539	555	8.1%	16.5%		36,433	0.2%
TOTAL	2,328	16,392	8,941	7,451	14.2%	26.0%	MEAN	37,641	MEAN 0.39%

SOURCE: Illinois Department of Public Aid, Caseload Statistics, and MPR Random Assignment Data Base.

identified eligibles were about 9 percent of total approvals, and about .5 percent of mean caseload. In Newark, where referral procedures have been most problematic, identified eligibles were about 6 percent of AFDC approvals, and .2 percent of mean caseload. Given the problems experienced in Newark in implementing the identification and referral process, we are inclined to conclude that the range observed in Camden and Chicago provides a reasonable estimate of the incidence of eligible teenage parents under the rules of the demonstration.

2. Complexity of the Target Population Definition

The criteria for selecting individuals for the Teenage Parent Demonstration are complex. Some of this complexity resulted from the need to focus the demonstration on a more narrowly defined population than would probably be enrolled in an ongoing program for teenage parents. For example, an ongoing program might not distinguish between teenage parents with one child and more than one child, or between teenagers receiving assistance as parents for the first time and those who had previously received aid,

However, this complexity in the population definition explains only some of the difficulties encountered in the demonstration. The overall job demands of IM workers, dealing with a welter of multi-program rules, are very complex, and certainly make it hard for them to focus on the referral requirements for this demonstration, However, the low rates of referral from IM staffs do not usually appear to relate directly to the complex aspects of the population definition. IM staffs in both states referred some cases that turned out to be ineligible for the demonstration, but these errors often related to relatively simple selection criteria; for example, people over age 20 were at times referred.[20] It is possible, of course, that some of the subtleties of the definition made it harder for IM staff to focus on the major selection criteria.

Complexity of the population definition clearly has had an effect, however, on the feasibility and difficulty of implementing a computerized selection process and a regular process of quality review. For example, the data

[20] In Illinois, such errors may have occurred because IM staff were familiar with the similar Young Parents Program, which accepts parents over 20.

routinely stored in the New Jersey and Illinois case data bases, and the organization of the data bases, do not provide a basis for precise identification of teenage parents included in their mothers' AFDC case. Computer programs have been written to use clues that indicate the possibility of such major mother cases, but the listings that result must still be manually culled, and judgments made about whether a case fits the program criteria and should be sent a call-in notice. This problem would most likely persist in an ongoing program, since such cases would be logically included, unless changes were made in the data routinely collected and stored in automated files describing household composition. The distinction between teenage parents receiving AFDC as parents for the first time and those who had previously received assistance has not been included at all in computerized selection criteria, but this factor would probably be less relevant in an ongoing program.

The difficulty of implementing computer selection criteria in this demonstration is particularly worth noting in the context of the legislated criteria for identifying mandatory participants in the new JOBS program established by the Family Support Act of 1988, and the criteria that states must follow for targeting services to subgroups of the AFDC population. For example, custodial parents under 20 who have not finished high school must participate; identifying such individuals, particularly in major mother cases, is likely to raise some of the same issues encountered in the Teenage Parent Demonstration. Targeting criteria involve reference to education level of the custodial parent, and number of months of assistance received in the previous five years; these factors are 'likely in some states to go beyond the current data base capabilities of eligibility systems. The basic criterion for mandatory participation--having no child under three years old--is relatively simple, but computer programs to identify cases meeting exemption criteria would have to refer to weekly hours of employment, school attendance of children over 16, and delivery due date for pregnant recipients. Identifying exemptions is likely to remain dependent on manual screening.

3. Organizational Factors

To the extent that referral to Project Advance and TEEN PROGRESS has required active involvement of IM staff, a variety of organizational factors

came into play that seriously affected the goal of prompt referral of all eligibles. These factors included the relationship between demonstration staff and IM units, general IM staff morale, and management's role in exercising organizational control to require referrals from their IM units.

Referrals by IM staff clearly proved most feasible where there were close organizational relationships between the demonstration staff and the IM staff. In Camden, TEEN PROGRESS is operated as a special project of the Camden County Board of Social Services, and the case manager supervisor came from the IM unit and has maintained close working relationships with it. In Illinois, Project Advance and the local Public Aid offices are operated by the same state agency, which made it at least feasible for State office project staff and local Chicago staff to work closely with the catchment area local offices to develop a manual referral process on relatively short notice. The experience in Newark, where the demonstration staff are an am of the State Division of Public Welfare and the IM workers are units of the county welfare agency, has been marked by the least cooperation and the poorest referral performance by local office IM staff, despite the supportive efforts of county management.

Organizational ties and the staff relationships that develop as a result have clearly helped the referral process, although this factor has its limits. The Camden TEEN PROGRESS supervisor was a former supervisor at the IM office, and thus had established lines of communication to known colleagues who were responsible for making the referral process work. Informal relations may have also played a role in Newark's success in getting the Child Support Enforcement Office to make referrals. In a large, complex agency, however, formal organizational ties at the management level are not always sufficient to ensure a rigorous process at the line staff level. IDPA management staff in the Chicago region where Project Advance operates made vigorous efforts to implement and strengthen a manual referral process during the period it was needed, but the other work burdens on line staff and the large numbers of staff involved continued to make the manual referral process relatively ineffective compared to the results of the centralized, automated process adopted later.

Even with the benefit of close organizational ties, it must be noted, relying solely on IM workers to identify eligible teenage parents as they perform case actions is likely to remain subject to some error. The most

effective manual referral process conducted by IM workers--the process still followed in Camden--has been identifying about 70 percent of all eligibles, with the remainder of the identified eligibles spotted by the TEEN PROGRESS site staff in their monthly review of the computer-generated listings,

Aside from organizational relationships, staff morale in a public assistance agency can also affect the success of a manual referral process. This was evident in the case of the Newark referral process. Morale among Newark's income maintenance workers was poor. They were in the midst of a labor dispute with the county and labor relations had been sour for some time. The Essex County Division of Welfare had been for years seriously understaffed; over the preceding five years, caseloads in Newark had risen while staffing levels remained unchanged. Many staff members are themselves only a step out of poverty circumstances, so the introduction of a program involving mandatory participation of teenage parents could be expected to be viewed with some suspicion. Under these circumstances, the income maintenance staff were in no mood to accept the added responsibility of making referrals to TEEN PROGRESS. Indeed, there were incidents of open hostility during the identification and referral training provided by the local TEEN PROGRESS staff. Given these deep-seated problems, it is in fact testimony to the dedication and persuasiveness of the state director and the Newark site manager, and to the persistence of Essex County managers, that the demonstration was implemented at all in Newark.

4. Training for IM Staff

A third factor affecting the success of referral is the training given to the income maintenance staff, and the way in which training is capable of affecting the priorities and behavior of line staff.

In Newark and Chicago, although training sessions communicated the demonstration eligibility criteria and the importance of referrals, the message that all eligible cases should be referred was not fully incorporated into staff behavior, although this was a clear requirement of the federal grants to the states for operation of the demonstration. The delicate relations with Essex County line staff gave the DHS and demonstration staff conducting training in Newark good reason to avoid a "laying down the law" training style. They emphasized the benefits of the program for their clients, describing the

program's supportive services and the ways in which the program would help them become economically independent. Although IM staff were told that they were responsible for identifying and referring all eligibles to the program, extended discussion of the program's benefits and the trainers' efforts to persuade IM staff of the program's importance may have diluted this message.

In Chicago, the aid of IM staff was enlisted shortly before the scheduled start of demonstration operations, when it became clear that the automated selection process would not be ready for start-up. Although training included statements on the required referral of all eligibles, line staff gave priority to other activities, and at times referred those whom they judged in need of the demonstration's help, while not referring others who they believed were in less need. Strict adherence to the principles laid down in training might have been achieved later if the manual referral process had been extended for the full demonstration. but the anticipated short term of this process inevitably led staff to give it lower priority than other responsibilities.

III. THE INTAKE PROCESS

Teenage parents who are eligible for the demonstration are identified by the procedures described in Chapter II. If they are identified by income maintenance workers (either at intake or as a result of a case action for an ongoing AFDC case), the IM worker gives the teenage parent a copy of the completed referral form and explains that she will receive a call-in notice and must then report to the demonstration office.[1] Call-in notices specify the date and time of a scheduled baseline session. At this session, all attendees complete a baseline data collection form and a basic skills competency test. Site staff then call MPR to learn whether each person attending was randomly assigned to enhanced or regular service status. Those in the enhanced service group are -given an orientation to the program and its requirements and services, and are informed of their next obligation under the program (an assessment appointment in Camden and Newark, and three days of scheduled workshops in Chicago). Project staff monitor response to call-in notices, issue warning notices to individuals who do not attend a scheduled session, and request imposition of sanctions if they fail to attend rescheduled sessions.

This chapter describes these steps and highlights operational methods adopted by the sites and issues they have encountered. Section A deals with the call-in process, Section B describes the intake session itself, and Section C describes the random assignment process. Section D describes the process of enforcing mandatory requirements for attendance at intake.[2] (Chapter V presents available summary data on the flow of teenage parents through the intake process, including the number of people completing intake sessions and the frequency of sanction actions against those who fail to attend).

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[1]The term "income maintenance workers" is used for staff who handle eligibility determination for either new applicants at intake or ongoing AFDC cases.

[2]The call-in and sanction notices are presented in Exhibit 7 for Camden and Newark and Exhibit 8 for Chicago.

A. CALL-IN FOR INTAKE

Call-in letters are mailed to individuals identified as eligible for the demonstration. The letters are prepared and sent by the Camden and Newark demonstration site staff. In Illinois the IDPA Project Advance staff in Springfield prepare the letters and send them to Chicago for mailing. The call-in letters advise the identified teenage parents that they have been selected for an "important study" being conducted by the public assistance agency. The letter instructs them to appear for a scheduled appointment, set for about a week later, and warns that failure to attend may result in reduction of their welfare grant.

Two issues arose in the design or operation of the call-in process that could affect how well the letters motivate the sample members to respond and attend the intake session. These concern the identification of the demonstration agency and the information provided to the parents of teenage parents.

Call-in notices for the Chicago site are mailed out on stationery of the Illinois Department of Public Aid, with additional identification of Project Advance. In New Jersey notices have been mailed out, for most of the operations period to date, on special stationery designed for the TEEN PROGRESS demonstration. Although the text of the New Jersey notices mentions that cooperation is required by the Essex County Division of Public Welfare or the Camden County Welfare Agency, the notice appears quite different from correspondence that AFDC recipients receive from the Camden or Essex County welfare agency. In all sites, substantial percentages of individuals who were sent call-in notices have failed to respond, at least to the first notice. Newark staff believe that associating the call-in letter with the welfare department is helpful, because it impresses on the recipient the potential for consequences affecting their finances. The Newark demonstration staff succeeded in negotiating an arrangement with the Essex County Division of Welfare to allow call-in notices to be printed on welfare agency stationery, beginning around October 1988.

The merit of identifying the demonstration with the familiar procedures of the public assistance agency, at least for initial call-in, appears to outweigh negative attitudes towards public assistance. Focus groups conducted in Chicago and Camden revealed quite negative attitudes about the welfare agency, which the

demonstration staff must overcome to win the trust of participants. However, for purposes of getting teenage parents to come initially to the program for the baseline intake session, clear identification with the welfare agency appears important. The teenaged parents or their mothers, given a notice from a familiar agency source, can at least contact the IM staff they know to inquire about the legitimacy and importance of the call-in notice. Having this known source to contact for information is viewed by site staff, at least in Chicago, as a useful way of promoting intake response.

A second issue concerned the call-in approach to be followed with teenage parents included in the AFDC case of another individual--usually, but not always, their mother. These cases are referred to in this report as "major mother cases." Most welfare agency correspondence is directed to the case payee. In this case, however, the demonstration programs, were selecting the teenage parent and wanted to communicate directly with her. With teenage parents still considered minors, it was deemed legally necessary to send a copy of the call-in notice to the case payee as well. All three sites send copies of call-in notices and any later sanction notices to both the teenager and the payee.

B. THE INTAKE SESSION

Each site schedules its intake sessions to fit the volume of referrals and their developing experience with the schedule constraints of their clientele. In Camden, intake is held every Wednesday at 9: 00 a .m.[3] In addition, in the early months of the demonstration Camden staff occasionally went to individuals' homes to conduct one-on-one intake for teenage parents who could not attend a regular morning intake session because of conflicts with their school schedules or illness. In Newark, intake is normally held on Thursday at 9:30 a.m.[4] Project Advance holds two intake sessions each week, on Monday at 9:00 a.m. and

[3]On rare occasions in the early months of the demonstration, Camden staff also conducted special "on-the-spot" intake sessions for individuals who walked over from the welfare agency a few blocks away after receiving their referral form rather than waiting for a call-in letter.

[4]Beginning in early 1989, Friday intake session have also been scheduled in Newark, to accommodate the increased numbers of call-ins anticipated from an intensive effort to schedule intake for individuals who had been identified over recent months but had not completed intake.

on Wednesday at 1:00 p.m. Chicago's higher referral volume has routinely required two intake sessions per week. Early demonstration plans anticipated an intake flow equal to the projected flow for Camden and Newark combined, and Chicago attendance at baseline intake sessions has in fact been over 70 percent higher than at the two New Jersey sites combined.

Scheduling intake sessions for individuals who are attending school has created some special challenges. To accommodate referred teenage parents who are attending school, Camden schedules special intake sessions at 3:00 PM, and also schedules some individuals for intake sessions during school vacations. Holding late afternoon sessions requires a degree of flexibility in staff hours. Moreover, site staff have, at various times, expressed reluctance to schedule activities which for much of the year would keep the attendees out after dark. In Chicago and Newark, all referred teenagers are expected to attend a daytime intake session.[5]

In all sites, the intake session consists of three activities: administering the Baseline Form, administering the Test of Adult Basic Education (TABE) Survey Form, and conducting orientation. In the demonstration design MPR suggested that the Baseline Form be administered first, to allow staff to review Baseline Forms for completeness and consistency while intake session participants were taking the TABE. At several points, however, site staff have reversed the order of these two activities, because they felt that the test-takers would score better on the TABE if they took it when they were fresh. Staff have been concerned about TABE performance for two reasons: to obtain as accurate as possible a basis for developing a service plan, and to maximize clients' chances of gaining entrance to local training programs that might use test results as entrance criteria (and not conduct further testing themselves). Chicago administered the TABE first from project start-up until around October 1988. Newark staff, after doing the Baseline Form first for nine months, switched briefly to administering the TABE first in July 1988 because inadequate air conditioning made test conditions difficult later in the day: they switched back to the recommended order in the fall of 1988.

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[5]Chicago staff report that they write excuse notes for clients who cut school to attend intake, and, if notified ahead of time, contact the schools to arrange for attendance at Project Advance intake to be treated as a school-related activity and not to be counted as an absence.

1. Administering the Baseline Form

The Baseline Form -(Exhibit 9) was designed by MPR, with advice from IDPA and NJDHS, exclusively for this demonstration. The form inquires into various aspects of the respondent's background (e.g., education and employment history of the respondent and her/his parents, welfare history, fertility control and pregnancy history, child care and support information on the baby's father, current living arrangements, and involvement with other programs). The Baseline Form is intended primarily to collect accurate background information for later research purposes, but the baseline session (or the TABE session) is also the first contact with the program for those who will end up assigned to the enhanced service group. The form itself and the manner in which the session is conducted can affect the first impression that the teenage parents get of the program. Three issues affect these two purposes: what staff resources are committed to the baseline session (and intake in general), the methods used in administering the form, and the content of the form.

a. Resources Committed to Intake

Conducting intake has proven a demanding component of demonstration site operations. Intake accounts for a substantial commitment of staff time, has posed some demand for bilingual staff (in New Jersey), and creates some immediate need for child care support.[6]

The intake session, including administering the baseline form and the TABE, and conducting orientation, consumes half a work day. Site staff report that the additional time required to prepare the intake roster, record attendance, and do the necessary file preparation makes intake a full day's task. To perform this set of intake functions, the sites have at various times used case managers to conduct intake, and at other times have used special staff.

[6]Although the New Jersey sites have encountered substantial numbers of non-English speaking teenaged parents, the Chicago site reports that it has not found any who could not speak English. If needed, bilingual staff would be drawn on from IDPA.

To equalize the burden of intake and orientation, for much of the first year of operation, Camden rotated this responsibility among its case managers. This, however, was not completely successful because of the number of non-English speaking Hispanic teenagers entering the program. Although Camden had several staff members who could speak Spanish, the responsibility of translating the questions into Spanish fell primarily on the sole bilingual case manager. As a result, in April 1988 Camden hired a bilingual baseline administrator, to administer the Baseline Forms and perform quality review on them. However, in September 1988 the baseline administrator went on maternity leave and, as a result, the responsibility for conducting the baseline and orientation session is again being rotated among the case managers.'

Until recently, Newark also rotated the responsibility for conducting the intake sessions among its case managers for most of the operations period to date, but not by design. Project plans called for the hiring of a special baseline administrator, but long delays in internal State approval of this staff position prevented hiring such a person through the fall of 1988. As an alternative, Newark assigned one case manager responsibility for intake, but subsequently found it necessary to rotate intake responsibility to other case managers as well, usually the most recently hired person. In January 1989, a baseline administrator was hired in Newark to work part-time.

At Project Advance in Chicago, in contrast, two staff members are designated as responsible for intake sessions. One person has primary responsibility and the other is a substitute. However, the substitute usually assists in performing quality review on the Baseline Forms.

In Camden, a small but significant percentage of referred individuals speak only Spanish (estimated at about 8 percent). Because Baseline Forms have been available only in English, this has placed a particular premium on having bilingual staff to conduct intake sessions.*

'At the same time, the backup quality reviewer, the data entry clerk, left the program, leaving it without a trained quality reviewer.

'Consideration has been given to producing Spanish versions of the Baseline Form, which would reduce the time spent on intake, since it would no longer be necessary to translate the Form orally. However, even with translated forms, special resources are still needed for intake in a site with non-English speaking clients. If all clients attend common intake sessions, bilingual staff are

The overall burden of conducting intake is also affected by the fact that some people bring their young children to the session. In the interest of limiting barriers to intake attendance, neither New Jersey nor Illinois call-in notices prohibit bringing children: in fact, the Project Advance call-in advises those called in that they can bring their children along. Both Chicago and Newark have set aside a room for the children, staffed with child care monitors (one in Newark, two in Chicago). Camden, where space has been more limited, has neither a child care room nor child care staff, but has purchased some child care accoutrements (toys, diapers, etc.), and staff share the responsibility for caring for the children during the intake session.

b. Methods for Comoletinn Baseline Forms

Despite the substantial burden that intake imposes on site staff, it is important that procedures for completing the Baseline Forms and the TABE be systematic and consistent, since they are the vehicles for collecting data that will be used in the demonstration impact analysis. Several procedural factors have emerged that could have some potential effect on data quality: the order in which Baseline and the TABE are completed, the promptness of arrival for intake, the manner in which Baseline instructions are conveyed, and the thoroughness of Baseline quality review.

The Order of Baseline and TABE. The general procedure recommended in the design phase for intake called for site staff to administer the Baseline Forms first, then get session, participants started on the TABE, review. the Baseline Forms for data problems while the TABE work is in progress, and then iron out Baseline problems with individuals after the TABE is finished. As pointed out earlier, Newark and Chicago have at different times reversed the order of the Baseline and TABE, largely because they would like to promote the best possible performance on the TABE. From the research perspective, it has appeared more important to allow time for quality review on Baseline Forms, since this is an important source of researchandtracking information and self-administered forms will tend to have considerable missing and inconsistent data. From the sites'

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required, since instructions and guidance must still be given in both languages; alternatively, special intake sessions can be held with non-English speaking clients.

perspective, however, achieving the highest possible scores on the TABE is viewed as providing the best basis for developing service plans, and maximizing chances of gaining access to some education and training programs.

Promntness of Arrival. In all three sites, some individuals invariably arrive late for the intake session appointment. Those who arrive within about a half an hour after the starting time are allowed into the session.[9] Those arriving later, however, are usually rescheduled for the next session. Although tardiness is not a major factor, the necessity of helping some late arrivals catch up to the rest of the group in completing the Baseline Form may add to the general time pressure on the overall process, and thus contribute to the shortage of time for quality review.

Explaining Baseline Sections. Recommended procedures (Exhibit 10) call for site staff to introduce the purpose of the Baseline Form, and then to have those attending complete one section at a time, giving them instructions for each section before they begin it, and encouraging them to raise questions about any item they don't understand. Under these procedures, it generally takes 60-90 minutes to complete the Baseline Form,

Although in general the Baseline Forms are appropriately administered, some departures from this procedure have been observed. For example, in some cases, although each section in the Baseline Form is introduced and explained as suggested, respondents who complete a section ahead of the others proceed on to the following section, rather than stopping at the end of each section as directed. Oral instructions, which go somewhat beyond the written instructions that appear in the Baseline booklets, are thus probably lost on those respondents who may already have completed much of a section before it is introduced. In other cases, Baseline staff have been observed to introduce and explain all the sections at once and then entertain questions, rather than introducing each section before it is completed. In this case as well, some of the benefit of

[9] If the Baseline Form is done first, late arrivals simply catch up. It appears that, where the TABE is done first, some catching up is also allowed. Although this implies that some respondents may be allowed a shorter time than others for at least some TABE sections, it is generally observed that most respondents do not use the full time allotted, so the time constraint may not be having much effect on TABE results.

instructions is likely to be lost. These procedural lapses may contribute to some observed data quality problems found in Baseline Forms (see further below).

Quality Review of Baseline Forms. Given the complexity, length and importance of the Baseline Forms, emphasis was placed in procedural design on having site staff 'review the forms for completeness and internal consistency before the end of the intake session. This review is particularly important because it is the only appropriate time for correction of baseline data; although new or different information may come to light for members of the enhanced service group when they have entered the program, no such opportunity arises for regular service group members. Site staff have therefore been instructed to correct Baseline Form data only at the intake session, in order to maintain comparability of data quality for both sample groups."

Initial training in Baseline data quality procedures was limited. Quality review was covered in the December 1987 Baseline training for Newark case managers. In Camden, the baseline administrator and her back-up (the data entry clerk) received training in quality review, in April 1988. Quality review training was also quite limited in Chicago; the intake supervisor received instructions by telephone on the quality review process after the quality review manual was distributed in June 1988.

Although the sites were trained in Baseline quality review procedures prior to the start of operations, further attention to this issue was required. After signs of some early shortcomings in Baseline data quality in New Jersey, steps -were taken to measure data quality and to promote adherence to data collection procedures. MPR developed a detailed quality review manual (Exhibit 11) and conducted special training in quality review procedures at all sites.

Conditions for ensuring systematic and rigorous quality review of Baseline Forms have not been ideal. Staff turnover and changes in the assignment of intake responsibilities in Camden and Newark have resulted in a substantial number of intake sessions being conducted in these sites by staff not specifically trained by MPR in either forms completion or quality review. Moreover, in those periods when intake session responsibility has been rotated among case managers, it has been more difficult for staff to become proficient

[10]Some departure from this rule early in the program was observed. This led to retraining of the staff responsible for administering the baseline.

in form administration and review. When designated staff have been responsible for intake over a period of time, clearer communications about data quality and review procedures have been possible.

Spot checks of data quality on Baseline Forms by MPR have given some indication of the value of using designated, trained staff to review the forms. A review of forms before the quality review training session for the Camden baseline administrator indicated clearly that staff were uncertain how to review the forms; there were an average of 16.3 errors per form. A review in April 1988, after the baseline administrator had taken on responsibility for baseline sessions and been trained in quality review, showed an average of 7 errors per form, with most of the difference accounted for by a reduction in the number of missing responses. Review of a very small sample of Baseline forms in Chicago, where designated staff conduct Baseline sessions, yielded results roughly comparable to this improved rate in Camden. In Newark, at least through the fall of 1988, no effective quality review of Baseline Forms was conducted." This seems to be related largely to the fact that Newark did not have a staff member who specialized in baseline administration and quality review.

Performing quality review on Baseline Forms is clearly a challenge under the constraints the sites face. In Chicago, staff report that it usually takes the staff a half hour to review the forms for an intake group, and that they feel some pressure from the group to finish quickly, particularly in afternoon sessions. If Baseline Forms are administered at the end of the intake session, at that point the teenage parents are simply waiting for the staff to complete their review.[12] In New Jersey, staff shortages and the resulting need to assign case managers to conduct intake sessions have added to the pressure on staff to finish the intake process and return to their other duties. As actual analysis

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"A review of Newark Baseline Forms in August 1988 found an average of 17.6 errors per form; over half the errors were missing responses. With the addition of a Baseline Data Collection Administrator in December 1988, however, Newark increased its potential resources to conduct a quality review of the Baseline Forms.

[12]Chicago staff have more recently begun experimenting with administering the Baseline Forms before the TABE so as to permit staff to review Baseline Forms during the TABE administration.

of the Baseline data begins, the success of the quality review procedure will become clearer.

c. Content of the Baseline Form

The Baseline Form is fairly long, and asks questions about potentially sensitive topics. Site staff report that during the baseline session respondents often express discomfort at having to answer some of the questions, particularly those concerning sexual activity, family planning practices, and their child's father. Staff have in some instances found that later responses to questions on these topics, when the individuals are in the program and somewhat more comfortable with the staff, are at variance with what was reported on the Baseline Form. Focus groups have borne out this observation; participants in focus groups (from both the enhanced and regular service groups) have complained of the intrusiveness of the baseline questionnaire, although enhanced service group members generally report having overcome this initial negative impression of the program and formed positive relationships with their case managers (Polit et al., 1989). Nevertheless, it is possible that the negative reaction to some Baseline questions may result in poor quality data on those questions.

2. Administering the TABE

In all three sites, the Level M Survey Form of the Test of Adult Basic Education (TABE) has been used to measure the participants' basic educational abilities.[13] This multiple-choice test, developed by McGraw-Hill, evaluates such basic education skills as vocabulary, reading comprehension, mathematics computation, mathematics concepts, language mechanics, and language expression. Together, the Baseline Form data and the TABE serve dual functions: (1) they provide control variables for the eventual impact analysis of program effects on participants: and (2) they provide diagnostic information that can be used by case managers in assessing needs and abilities and developing service plans.

[13] Level M of the test gives the most precise scores for those whose skills are in the grade range from 4.6 to 6.9,. and less precise scores outside that range. The Camden site is planning to experiment with administering the D form, which has a mix of questions designed to provide the most accurate scores in a higher skill range.

The teenage parents taking the TABE have a fixed time to complete each section of the test. The maximum "work" time needed to complete the TABE is about 70 minutes, based on the maximum time allowed for each section, but not including time spent introducing and explaining each section, However, in all sites most sections are generally completed in less than the maximum time allowed. In Camden, for example, it generally takes a total of a little more than an hour to complete the TABE. As with the Baseline Form, occasional departures from formal administration procedures have been observed. For example, some individuals, finishing a section of the TABE ahead of others, have been observed to proceed to the next section, contrary to instructions.

3. Orientation

While the Baseline Forms are being completed, program staff call MPR to obtain the random assignment of each person attending the intake session. (The random assignment process is described in further detail below in Section C.) At the conclusion of the Baseline and TABE administration, staff divide the group up into the enhanced service group and the regular service group. Those falling into the regular service group are thanked and given a letter of appreciation for their cooperation, which also informs them that a research firm (MPR) will be contacting them again in the future to interview them about what they have been doing. A brief program orientation is then conducted for those in the enhanced service group.[14]

The content of the. orientation session is quite similar across the three sites. The purpose of the program is explained, as well as the random assignment process by which they were selected into the program. The orientation leader explains the ways the program can help the teenagers get off welfare, the

[14]In all sites, intake participants are divided into two groups before orientation, so that only those in the enhanced service group are given a full explanation of program services and requirements. The aim is to minimize the degree to which members of the regular service sample are exposed to an "intervention" that could affect their behavior and, thus, the results of the impact analysis. However, in Newark, much of the content of the orientation session has been included in the introduction to Newark's intake session, so the regular service group has been, at least in some observed sessions, exposed to some basic information about TEEN PROGRESS.

services available from the program, and the help they can get with transportation and child care expenses.[15] Finally, all three programs stress that participation is mandatory and that failure to comply with the program regulations could lead to their ineligibility for continued welfare benefits. The aim of the orientation is, thus, both to motivate participants positively and begin forming a supportive, encouraging relationship, and also to alert them clearly to their obligation to participate.

C. RANDOM ASSIGNMENT

Random assignment of eligible teenagers to the participant (enhanced service) or regular service group is critical to the overall evaluation. To ensure that the random assignment process follows systematic rules and is insulated from any risk of staff interest in the outcome for an individual, MPR conducts the randomization procedure and maintains a data base of all random assignments performed. Copies of all referral forms received by the programs are sent to MPR.[16] MPR staff enter to a computer file the individual's name and address, birth date, social security number, welfare case number, and payee name. Computer routines are then executed to perform the following functions:

- o New cases are compared against a master list of all previously assigned teenage parents in the site to check for duplicates (cases already randomized) or cases that reside in the same household (AFDC case) as a previously assigned teenage parent.

- o Experimental statuses are assigned randomly. Duplicate cases and cases from a household with a previously assigned teenager are automatically assigned the status previously assigned to that individual or household. When the number of referrals for the month exceeds the projected number (Chicago), some of the referrals are randomly assigned to a non-research status, and the remaining

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[15] In Chicago, newly enrolled members of the enhanced service group are also given a Participant Handbook.

[16] In Illinois, referral forms are completed by Springfield central office staff and sent directly to MPR. In Camden and Newark, hard copies of referral forms, completed by income maintenance workers and sent to TEEN PROGRESS or completed by the TEEN PROGRESS staff, are sent to MPR. In New Jersey, more recently the sites have been able to print an advance roster of teenage parents called in for intake from the automated tracking system, and send this roster to MPR.

cases are assigned randomly to participant or regular service status. In all cases, the odds of assignment to participant and regular service status are predetermined and generally have been 50:50.

- All newly assigned cases are added to a master log of eligible teenage parents in the site, and an evaluation database record is created for the new sample members.

While the attendees are in the intake session, the program staff call MPR with the names of the attendees and MPR releases the demonstration status for those individuals." MPR then tags their records in the data base file to indicate that their demonstration status was released. At the end of the month, a list of all those whose demonstration status has been released is sent to each site for confirmation.

D. ENFORCING INTAKE PARTICIPATION REQUIREMENTS

Attending the intake session is the first mandatory activity required under the Teenage Parent Demonstration. It is required of all individuals who receive call-in notices. For those who turn out to be assigned to the regular service group, it is the only participation required. Those assigned to the enhanced service group, of course, are required to participate in further activities: development of a self-sufficiency plan, and pursuit of education, employment or training.

Attending intake is also inevitably the first 'program requirement which many fail to complete, at least initially. A sequence of warning notices and sanction actions is prescribed in each state to encourage eventual compliance, in accord with the federal waivers which allowed mandatory participation requirements and related sanction actions.

1. New Jersey Intake Sanction Procedures

New Jersey procedures for call-in and related enforcement steps follow the pattern established in the WIN program. AFDC recipients called in for intake

[17] Random assignment is conducted by MPR on each set of referrals as they are received. The sample assignment status is held on file by MPR, and not released until the individual attends intake.

receive a total of four notices before sanction grant reductions are imposed, including the initial call-in notice. A second call-in letter is sent within five working days to referred teenage parents who fail to show up for their first scheduled intake session. The letter reminds the recipient of the missed appointment, warns again that continued eligibility for AFDC benefits may be jeopardized by failure to comply, and states a new date and time for the scheduled intake session." If the recipient fails to come to the second scheduled session, TEEN PROGRESS sends a case conference appointment letter, setting a specific date and time for a meeting with a TEEN PROGRESS staff member, and clearly informing clients that their failure to respond to this notice will make them ineligible for financial assistance. At this conference, the individual may explain why she has failed to respond, and the staff can try to determine the reason for non-response and to remove any barriers that may have prevented attendance.[19]

Under demonstration policy, if the attempted case conference does not achieve compliance (or demonstrate good cause for non-compliance), the case manager sends a notice to the IM worker requesting imposition of a sanction--the removal of the teenage parent's needs from the APDC case.[20] Finally, the IM worker, under standard AFDC rules, must send a 10-day advance notice of the impending grant reduction.

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[18]In the early pilot months of TEEN PROGRESS operations, the program was prohibited from sanctioning clients -- up until the formal start date of regular operations on October 5, 1987. No notices warning of grant reduction were included in any call-in letters.

[19]When TEEN PROGRESS first began, a total of <u>three</u> call-in notices (two follow-up notices after the initial call-in) were sent before a case conference letter was issued. Some staff interpreted the language of state regulations to require this extended sequence of notices. However, clearer interpretation of the State regulations has now been transmitted to the sites, to the effect that only two call-in notices are required. In addition, experience showed the second follow-up letter to have no discernible impact on client response, although it does create additional paperwork and prolongs the sanctioning process.

[20]Under federal policy, when a sanction action causes reduction of an APDC grant, there is not supposed to be any compensating increase in food stamp benefits. However, it appears, in both New Jersey and Illinois, that food stamp actions are being taken to increase benefits when APDC grants are reduced by sanctions.

Both New Jersey sites made some use of home visits to improve intake response rates in the early months of operations. Case managers made home visits to explain the program. Both programs have since discontinued this policy, as it seemed not to be effective. However, because they found that some clients' mailing addresses recorded on AFDC records were at non-existent buildings, Newark continued, through November 1988, to require its case managers to deliver the case conference letter personally and, if the client was not at home to accept the letter, to leave the letter with an adult.

The process of imposing sanctions through the IM units has worked well in Camden throughout the demonstration, and has now been developed successfully in Newark after earlier difficulties. In Newark, sanction requests forwarded to IM units by case managers were in most instances not acted on through September 1988. Essex County was known as a county that took very few AFDC sanction actions of any kind, and the experience of TEEN PROGRESS staff bore out this reputation (see Chapter V for data on the incidence of sanctions). Essex County management, however, collaborated with TEEN PROGRESS staff to develop a centralized procedure for responding to demonstration sanction requests; this special procedure was put in place beginning in October 1988. Under this new procedure, sanction requests are sent to a designated staff person in the Essex County Welfare Division central office. This person now completes sanction grant reduction actions directly, and sends copies of the transactions to the relevant IM workers. Under this plan, sanction requests have been acted upon quite systematically.

Sanction policy in New Jersey calls for escalating the length of the sanction for persistent or repeated noncompliance; regulations prescribe a first sanction period of one month, a second sanction period of three months, and a third sanction period of six months. For a first instance of noncompliance, a client's AFDC grant is to be reduced for a period of one month. At the end of the month, a Notice of Continued Sanction is supposed to be sent, offering another opportunity for compliance; if the client does not respond, the sanction extends into the second period of three months. A similar extension can occur at the end of the three months into a six-month sanction. For clients who are sanctioned and comply with program requirements, but later violate program rules again, the length of the sanction period is theoretically longer (three months

if a second violation, six months if a third). However, a sanction may be suspended at any time during a sanction period, and then reimposed with only a single notice if the client falls out of compliance again within the sanction period.

The policy intent to notify clients of the threat of continuing sanction has been implemented differently by Camden and Newark. In Camden, requests for sanctions at first asked IMworkers to implement sanctions for a limited defined period (e.g., one month only). This approach proved logistically impossible: just when an IM worker might lift a one-month sanction, it would become clear to the case manager that the sanction should continue because the client was still not complying. IM workers now leave the sanction in place until asked by TEEN PROGRESS staff to lift it. In this circumstance, there is no practical need for a sanction continuation action on the part of the case manager. Camden procedures, however, do give clients warning that the sanction is going to be extended beyond the initial term indicated in previous notification. The Data Intake Clerk mails a notice to each client in the last month of the sanction period (1, 3, or 6 months). A simpler and less prompt procedure has been adopted in Newark; sanctioned cases are reviewed 90 days after the sanction is imposed, and a notice is sent warning that the sanction is continuing.

2. Illinois Intake Sanction Procedures

Teenage parents in Chicago who fail to attend a first scheduled intake session are sent a second appointment letter. This second letter, which is issued on the very day of the missed appointment, also warns them that failure to attend the intake session will make them ineligible for AFDC benefits. If the individual does not respond to the second scheduled intake letter, the case manager sends a request for sanction imposition to the IM worker. However, before requesting the imposition of a sanction, the case managers are instructed first to contact the income maintenance worker to determine, if possible, if there is some circumstance that explains the failure to attend. The IM worker must send a standard prior notice of action before the grant reduction actually takes effect.

The Illinois sanction process differs in two respects from the New Jersey process (under explicit waiver authority). First, for intake-related actions

it involves a total of three notices before a grant reduction takes effect, whereas the New Jersey process involves four notices. Second, Illinois adopted a simpler definition of its sanction duration. Sanctions are imposed for a minimum of one month, and continue until the individual complies with program requirements. The duration of the sanction is open-ended, whereas in New Jersey regulations prescribe three successively longer sanction periods. In reality, however, given the actual procedure followed in New Jersey, the only significance of this latter difference is that the New Jersey sites provide reminders of a continuing sanction. New Jersey procedures thus involve somewhat more repeated contact to encourage compliance.

The major problem encountered with the sanction procedure in Chicago has been the difficulty of getting confirmation back from the IM staff that a sanction has been imposed. The form sent by case managers requesting sanctions is supposed to be signed by the IM worker and returned when the grant is reduced, but this practice has not been well followed. In response to this problem, the demonstration site developed a special report generated from the automated CAMS case tracking system, using data which are downloaded from the central public assistance data base (CIS). When sanctions are imposed, they are recorded in CIS; the new report tells Project Advance case managers who has been sanctioned, and thus makes them less dependent on individual feedback from the IM workers.

IV. OVERVIEW OF PROGRAM SERVICES OFFERED

Members of the enhanced service sample are in effect enrolled as participants in the TEEN PROGRESS or Project Advance program once they have completed the baseline intake 'session. Their subsequent involvement with the program consists of three stages. First, all new participants go through a series of initial group workshops on a variety of topics relating to motivation and personal life skills.[1] Participants then move on to involvement in longer-term program activity, consisting of education, training, or employment-related services (or some combination). Some of these ongoing services are provided directly by the demonstration program staff, and others are provided by other agencies, schools or service vendors. Finally, participants may enter an "inactive" stage if they leave AFDC for any reason or if they move out of the program service area. However, all participant group members remain in the program sample, and are required to participate again if they return to the AFDC program in the local project area.

The programs offer an array of supportive services that are designed to help participants pursue education, training, or employment, and to enhance or develop personal, academic, and occupational skills. Case management--including assessing participants' needs, developing individual service plans, helping participants enter a major service and coordinate their schedules, and providing personal guidance and support for dealing with the stresses of program activity --is the "glue" that program planners have seen as critical to retaining participants and maximizing the benefits they gain from available services. Supportive services also include financialassistancewith the cost of child care and transportation, and a variety of special activities or procedures developed by the programs to build peer group associations, self-esteem and motivation, and to promote child support enforcement.

This chapter describes the array of program services offered in the Teenage Parent Demonstration. Section A focuses first on the case management function.

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[1]Some participants may already be active in an ongoing activity (e.g., school or some kind of training program) when they enter the demonstration, so the initial workshops do not always precede entrance to education, training, or employment.

Section B describes the initial workshops offered by the sites, and Section C describes the education, job training, and employment-related services of the programs. Section D explains the supportive services of the programs, including child care and training expense payments, enhancement of child support enforcement, and various specialandintermittent services. This chapter focuses on describing the services offered; the following chapter presents information on the extent of actual service participation.

A. CASE MANAGEMENT

Case managers are the front-line staff of the Teenage Parent Demonstration. Although they are overseen by supervisors and site managers, and supported by staff specialists, they have the primary in-house responsibility for direct services to program participants. Their traditional case management responsibilities can be viewed as consisting primarily of three functions: the development of self-sufficiency plans, helping participants fulfill their plans, and various administrative and record-keeping tasks.* These are described in this section. It must be remembered, however, that for a variety of reasons the case managers in the sites have taken on additional tasks that go beyond this traditional scope. For example, given the difficulties encountered in the New Jersey sites in hiring and retaining a full complement of staff, case managers have taken on responsibility for intake sessions and for preparing backlogged files for entry to the automated case tracking system. In Chicago, case managers conduct initial workshops, and have had to take on unanticipated data entry tasks to enter backlogs of paper tracking forms into the automated tracking data base.

1. Development of Self-Sufficiency Plans

The first extensive one-on-one contact between case managers and participants revolves around the development of self-sufficiency plans. These plans are intended to establish a clear statement of both long-term goals and the intermediate steps the participant will take to move toward economic and social independence. Plans are also intended to clarify the activities in which

*More details on case managers' jobs are presented in Chapter VIII.

the participant must engage to satisfy program requirements, and the steps that the program staff will take to arrange supportive services. Developing the self-sufficiency plan entails three steps: assessment, problem-solving, and identification of service resources. This process is repeated at varying intervals throughout the course of a participant's involvement with the program, as circumstances change. In Chicago, case managers must conduct a formal re-assessment at least every six months. At the other two sites, case managers are expected to re-evaluate participants' activities continuously and develop new plans as needed.

a. Assessment

A practical plan must take into account each individual's strengths, weaknesses, needs, aspirations, abilities, motivation, and the nature and availability of support networks. This, of course, requires the case manager to have a significant amount of information on the individual. To support the assessment process, case managers can draw on several sources of information: a special Assessment Interview Form, the Baseline Intake Form, TABE results, special skills and interest inventories, and personal contact with the new participant.

The assessment process can begin when new participants have completed intake, and are assigned to a specific case manager. At this point the intake form and TABE results become available to the case manager for review.

The next.step is an individual assessment interview between the participant and the assigned case manager. In Chicago the assigned case manager contacts the participant personally while she is attending initial workshops, and sets up an appointment for some time during or after the three-day workshop period. In Newark and Camden, participants are given an appointment for an assessment interview with their assigned case manager before they leave the intake session, and the interview is generally scheduled at some time within a week after the intake session.

In the assessment interview, the case manager goes through an extensive assessment form (Exhibit 12) developed by MPR in consultation with New Jersey and Illinois project staff. The assessment form includes questions about education background, personal interests and career aspirations, job search

experience and skills, needs for child care and other social services, health problems or handicaps, and feelings of self-esteem and control. The form also provides places to record the results of the TABE administered at intake, so that all information relevant to assessment can be kept in a single structured document.

In the demonstration planning process, two further instruments were selected as potentially valuable for assessment purposes: a Job Search Knowledge questionnaire, and a Job Interests Check List.[3] Case managers, however, have found them to be of minimal usefulness. For most participants, and especially younger teens, the employment options and job search practices covered in these forms are quite foreign, and the participants end up completing the forms almost randomly. Thus currently neither of these tools is used regularly or even frequently by case managers.

Case managers generally feel that personal contact with the participant is the most valuable source of information that contributes to the assessment process. In varying ways, the period of initial workshops, aside from providing participants with useful information and establishing their relationship to the program, also gives staff a further opportunity to assess the personal skills and problems, motivation, and interests of participants. The workshop period is especially useful as input to the assessment process when the workshops are conducted by in-house staff. The case manager who leads a workshop may be getting a chance in the process to get acquainted with the personal strengths and problems of a new participant with whom she will work directly later. The insights gained in the workshops can be relevant even for clients who are not assigned to the caseload of the workshop leader, since staff share their impressions of new program participants gained during the workshops.

In Newark, case managers draw up a first plan for new participants before they enter initial workshops. This first plan varies from client to client, because it must take into account the timing of upcoming workshops and any special constraints on the individual's schedule. However, the aim of these initial plans is consistent: to have the new participants complete the standard

[3]These instruments were adapted, as reported in Nightingale (1986), from the Adult Performance Level Program (APL), and from the U.S. Department of Labor's Occupational Interest Check List (USDOL 1979).

set of initial workshops. Another plan is developed after workshop completion, identifying the ongoing activities selected for the particular client's needs. This ongoing service plan, developed after the workshop period, can be based on a more developed understanding of each participant's needs.

In Camden, assessment interviews are generally held before the workshops are completed, and workshops are not conducted by case managers. Nevertheless, case managers monitor workshop attendance and have some chance to observe and meet with participants during the workshop period. Although a plan may be developed before workshops are completed, this further contact during the workshop period provides some additional information for development of subsequent plans.

In all three sites, case managers have been required to make a home visit to each of their newly assigned cases. These visits can add to their understanding of individual needs. However, as caseloads have grown, it has become more difficult to adhere to this policy.[4] Although we do not know what criteria are used to determine whether a home visit is done, it does not appear that they are done universally, at least in Chicago and Newark.

b. Problem-Solving

An important aspect of case management is the process of detecting and addressing intervening problems that may prevent a participant from taking advantage of major education or training services, or from working. To some extent, this process of identifying and resolving problems is part of the formal process of developing self-sufficiency plans, but it continues in varying degrees throughout participants' involvement with the program.

These intervening problems are quite varied and in some cases extremely difficult to address. Case managers may discover that a new participant is homeless and living with her child in a shelter, or that the household in which she lives is rife with drug abuse or domestic violence. Conflicts between the

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[4] Other demands have also intruded on the time available for home visits. In Chicago, for example, the backlog of paper tracking forms to be entered to the automated tracking system (CAMS) made it necessary for case managers to enter their own backlogged files, seriously reducing the time they had available for home visits. Increased emphasis may again be placed on home visits now that entry of backlogged tracking data is completed.

teenage parent and her mother over child care responsibilities or other issues may affect the teenager's ability to make a clear commitment to participate in the program. Part of developing a self-sufficiency plan is addressing these obstacles that might prevent the teenage parent from participating in program activities. Addressing these problems may entail meetings with the teenage parent, home visits, discussions with other family members, contacts with other social agencies that can offer counseling, or various forms of material assistance.

c. Identifying Intermediate Goals and Available Services

Having gained some familiarity with the participants' needs, strengths and weaknesses, and having identified problems that could interfere with program participation, the case manager completes a formal Self-Sufficiency Plan (Exhibits 13 and 14). In drawing up this plan, the case manager works with the participant to identify a long-term goal (e.g., "become a nurse"), and short-term intermediate objectives (e.g., "finish high school"). The self-sufficiency plan focuses on one of the intermediate steps or goals and lays out the activities that would enable the teenage parent to achieve that intermediate goal. A service plan form is completed, listing the specific activities the participant will engage in, and the steps that project staff must complete to help remove obstacles to full participation (e.g., find a child care provider, or arrange placement in a job training course agreed upon by the case manager and participant). Both parties sign the plan, to make clear the commitment to the plan and to reinforce the client's awareness of the formal obligation to participate.

To carry out the activities envisioned in a self-sufficiency plan, program staff must place participants in the programs of specific agencies that offer these services, as well as drawing on some ongoing activities run by the program itself. Case managers must therefore develop a thorough knowledge of resources available in the community, based either on their own efforts or the information developed by other staff. Developing familiarity with service sources and a network of personal contacts at other service agencies is a critical ingredient in planning program activities for individuals, particularly because each of the sites offers only a limited range of ongoing services directly.

The three sites have taken varying approaches to developing their resource networks, but in all sites identifying suitable sources of job training, education courses, and job placements has required a substantial effort. Some services are in short supply or are not, in their commonly available form, particularly well suited to teenage parents.

At all three sites, the site manager and supervisors have played the key role in developing the service network. Chicago also has Education and Employment Specialists to develop resources in these specific areas. In Camden and Newark, case managers have generally made contacts themselves with potential service providers, and staff share information about the accumulating set of contacts with providers. Camden also has a JTPA representative stationed in the TEEN PROGRESS office to help with training placements. Both Camden and Newark have recently added staff whose main functions are job development and employment preparation of clients.

2. Ongoing Case Monitoring and Support

Once a plan has been established the case manager must take an active role in its "implementation." The case manager must check to be sure that the participant adheres to the very first commitment made in the plan: to begin attending a training or education course or, if initial plans are developed covering workshops, to attend the workshops. Problems with entry to activities may occur because of motivation problems, or because participants need help dealing with procedural formalities or practical matters associated with beginning something new (e.g., buying books, filling out registration forms, understanding the public transportation system).

Case managers also monitor ongoing adherence to the self-sufficiency plan, which, for the most part, means checking to see if the participant is attending an outside activity as planned and maintaining contact directly with the participant to identify problems and help address them. In many cases, communications with the participant occur naturally as the participant comes to trust and depend on the case manager, and makes frequent telephone or in-person contacts for help, advice, or just to talk. In other cases, case managers must take a more active role, using attendance information and initiating telephone calls to determine how well the participant is progressing.

3. Administrative Responsibilities

Although their primary job is to serve the needs of program participants, case managers must inevitably also play a role in the administrative procedures that were developed to keep the overall program operating. The administrative aspect of the job consists of enforcing program requirements, authorizing service payments, maintaining case documentation, and collecting research data.

The case manager is responsible for enforcing the mandatory ongoing participation requirements of the demonstration. Although these requirements are explained to enhanced service group members at the intake orientation, the case managers must be ready to translate the general requirement into more specific language pertaining to each participant's activities. Case managers are formally charged with ensuring that participants enter into a "full-time" program and adhere to it. "Full-time" has been defined, in the federal grant conditions, as 30 hours of program activity per week. Site staff in both states have developed calendars which are used to document the specific schedules of individual participants. These calendars are useful not only to document fulfillment of the full-time requirement, but also as a clear way of communicating about participants' commitments.

Case managers* experience has indicated, however, that in some instances satisfying the 30-hour requirement is difficult because of the schedules of the activities that make sense for an individual. When a participant is attending an educational or training program that meets 25 hours per week, it is difficult to identify true program activities to fill in the remaining five hours. As a result, case managers anxious to document compliance with the full-time requirement occasionally include in the documented 30 hours time allotted for activities that are not actually program attendance, such as "home study" or "travel."

When attendance or motivation problems arise, the case manager must reemphasize program requirements to the participant. When participants fail to satisfy program requirements--by failing to appear for workshops, missing training or school, or abandoning employment without good cause--the case manager is responsible for initiating notices warning of the possibility of a sanction, attempting to hold a conference with the participant to explain the consequences of non-compliance, and eventually--if thesewarnings are not heeded--transmitting

a request to the AFDC income maintenance staff to remove the teenage parent from the AFDC grant. The case manager must then also check to be sure that the requested sanction action is carried out.

Case managers also play a role in issuing payments for supportive services (child care and transportation allowances), although in different degrees in the three sites. In Newark, after the Child Care Evaluator makes an initial approval of a child care arrangement, case managers are responsible for monitoring participants* attendance at school or training and signing authorizations for continuing child care payments to their providers and transportation payments directly to the participants. Chicago case managers have full responsibility for approving child care, and signing authorizations for child care and transportation payments. In Camden, if the case manager and the client cannot identify a provider, the Child Care Specialist will identify and approve a provider. The Camden Specialist in all cases authorizes initial and continuing payments, based on attendance monitoring results. Case managers thus have limited responsibility for child care arrangements or payments in Camden, but they do authorize transportation payments.

The case manager's job entails a considerable amount of record-keeping to document the activities of each participant, contacts with the participant, and program actions taken concerning the participant. Record-keeping serves several purposes. It establishes the base of information that the case manager needs to recall the history of a participant and make reasonable decisions based on past experience. It is a necessary element in efforts to enforce participation requirements, since documentation must always be available in case records of attendance, instances of non-compliance, and **issuance** of requiredwarning notices to support sanction actions. Finally, some aspects of the record-keeping case managers must perform are specifically designed to yield data on program operations and participant activities for the demonstration evaluation.

The overall effort involved in these record-keeping activities is substantial. As explained further in Chapter VIII, case managers are required to maintain detailed and structured information in a Case Tracking Form, describing the dates of entry to and completion of intake, assessment, workshops, and all subsequent education and training activities, and recording contacts with participants (See Exhibits 15 and 16). They also maintain case notes, writing narrative descriptions of problems and events in the history of each case.

B. WORKSHOPS

All three demonstration sites require their participants to attend a set of initial workshops designed to enhance basic personal skills and to convey information that can help them cope with their new responsibilities as parents and prepare them for later education, training, and employment activities. In addition, the sites schedule later specialized workshops for selected participants, to help them cope with particular problems or progress towards their individualized goals. This section describes both initial and special workshops.

The initial workshops are quite similar across the three sites in general subject matter. They differ, substantially, however, in the time spent on each topic, the total elapsed time taken up with the overall series of workshops, and in the resources drawn on to lead the workshops. As a result, the sites differ sharply in the interval that passes before a new participant can be considered ready for placement in an education or training course. This section describes the set of workshops at each site, to clarify the similarities and differences in approach. Table IV.1 summarizes key data on the initial workshops in the three sites.

It must be noted, of course, that demonstration workshops have evolved over' time and are likely to continue to change. In New Jersey, the lineup of workshops has changed as some workshops have been tried and dropped because they do not appear productive, and new ones have been developed. In all of the sites, the content, methods, or materials used in particular workshops have been modified as workshop leaders and programmanagers have more experience conducting the workshops. Experiences working with participants in post-workshop activities, and discovering particular areas of skill or personal behavior that undermine progress towards individual goals, have led site staff to define new workshops not envisioned in the original planning process.

1. Workshops in Camden

New participants in Camden have generally been required to participate in five initial workshops over a period of about five weeks following intake. However, since Camden's workshops are scheduled during the school day,

TABLE IV.1

CHARACTERISTICS OF INITIAL WORKSHOPS, BY SITE

Workshoos	Hours per Session	Days per Week	Number of Weeks	Total Hours	Provider
Camden					
ACE	3.5	5	1	17.5	JTPA
Life Skills	3.5	3	2	21.0	FOCUS
Parenting	3.5	3	2	21.0	FOCUS
Family Planning	3.0	1	2	6.0	Planned Parenthood
Personal Grooming	2.5	1	5	12.5	Girls on the Hove
Newark					
ACE I	3.0 °	5	1	15.0	In-House Training/Job Counselor
Life Skills	2.0	2	3-4	12.0-16.0	In-House
Nutrition	2.0	1	6	12.0	Rutgers University Extension Service
Family Planning	3.0	3	6	54.0	Planned Parenthood
Chicago					
Parenting	1.5	1	1	1.5	In-House
Child Support	1.5	1	1	1.5	In-House
Health and Nutrition	1.5	1	1	1.5	In-House
World of Work	1.5	1	1	1.5	In-House
Family Planning	1.5	1	1	1.5	In-House
Motivation and Self-Esteem	1.5	1	1	1.5	In-House

participants who are in high school at the time they enter the program generally have the workshop requirement deferred until the summer.

Camden TEEN PROGRESS schedules "interspersed" workshops: some of the workshops meet on specific days of the week, and extend over several weeks. Participants involved in initial workshops thus deal with a variety of workshop material each week. Since particular workshops run in approximately monthly cycles, new participants do not all start out with the same workshop.[5]

The ACE Workshoo (Action for Career Employment), developed by Clayton and McCart Associates, Inc., is designed to motivate participants to pursue employment (immediately or in the longer term) by instilling self-confidence, improving self-esteem, increasing awareness of self-defeating behaviors and attitudes, and cultivating positive attitudes and behaviors.[6] The workshop also trains participants on appropriate dress and behavior for job interviews. The ACE workshop, which meets three and a half hours a day for five consecutive days, consists of discussions and exercises in the classroom, as well as "behavioral" exercises for participants to complete outside the classroom to reinforce the instructions they receive in the session (e.g., introduce themselves to two strangers and shake hands, identify their self-destructive behaviors, and report to the class on progress they have made in overcoming these behavior patterns). To prepare them for the demands of a workplace, ACE participants are expected to adhere to a set of rules which may appear arbitrary: no smoking, eating, or gum-chewing is allowed in the classroom; participants are required to arrive promptly for each session, clap after others finish speaking, raise their hands to'ask questions, and sit next to different people in the course of the sessions, and are prohibited from wearing a watch to the class.

Responsibility for conducting the ACE workshop rotates between a Camden County Job Training and Partnership Act (JTPA) job counselor and a counselor from the Camden County Food Stamp Employment and Training program. According

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*Although site staff prefer to have participants go through the ACE workshop first, sticking strictly to that principle would require many participants to wait as long as month before starting workshops; to avoid long delays before workshop entrance, new participants are allowed to begin with other workshops starting sooner.

[6]See the workshop curriculum in Exhibit 17.

to these workshop leaders, the workshop functions best in groups of around 15 and with people who have some employment-related experiences. The initial workshops were held only with TEEN PROGRESS participants; the workshop groups were quite small, and were made up of people with little or no employment experience. The site manager therefore decided to hold some of the ACE workshops with adult clients from other programs who were required to go through ACE training.

The Life Skills Workshoo introduces participants to skills that are important in meeting daily challenges, adjusting to changes in life, and achieving personal goals. It covers self-esteem and self-confidence, values, effective communication, decision-making, managing time and money, and racism and sexism. The workshop, which meets for six sessions of three and a half hours each over the course of two weeks, is conducted by an instructor from FOCUS, a unit in the Camden County Department of Health.

The Parenting Workshop, conducted by the same FOCUS instructor, consists of a comparable set of six half-day sessions over two weeks following the Life Skills Workshop. The workshop seeks to improve parenting skills through discussions of problems and situations encountered by parents and ways of dealing with them. In addition to parenting skills, the workshop sessions cover topics such as child and adult development, stress management, and health and nutrition practices. Since April 1988, 30-60 minutes of the Parenting Workshop are devoted to Child Support Enforcement. A representative from the local Child Support Enforcement Office visits the workshop to speak to the clients on the procedures, consequences; and benefits of establishing paternity. The length of the session depends largely on the questions raised by the clients.

Camden's Family Planning Workshoo consists of two three-hour sessions, over a two-week period. The workshop is led by an instructor from the local Planned Parenthood affiliate, and covers such clinical topics as human sexuality and anatomy, birth control practices, and sexually transmitted diseases. In addition, discussions are held on relationships, self-esteem, decision-making, assertiveness, and communication, in an effort to encourage the young women in the program to exercise greater control over their sexual lives.

The Grooming for Success Workshoo is conducted by Girls on the Move, a local private for-profit organization that primarily serves inner city residents,

in five sessions of two and a half hours once a week. The workshop conveys to participants information about commonly accepted standards of dress, hygiene, and behavior appropriate for places of employment. Although plans called for the workshop to be available during the first year of operation, it was not until October 1988 that the first workshop was offered.

Two other workshops have been defined and offered in Camden, but do not really form part of the initial mandatory activities. Although originally planned as a required workshop, the World of Work Workshop was never really included in the initial set of mandatory workshops; it was given a few times as an activity following the initial set of mandatory workshops, but was eventually discontinued because of the small number of job-ready clients. The workshop, first offered in March 1988, was intended to increase client awareness of the variety of jobs available and, at the same time, provide information on the qualifications required for specific types of jobs. Plans called for two sessions of three and a half hours each at the program office, and a third half-day session visiting a local vocational high school or other career education site.

To a large degree, the function of the World of Work Workshop is now being assumed by the Pre-Employment Workshop (described further in Section C.2 below), which prepares clients for entry level jobs or training positions. Conducted by an instructor from the New Jersey Department of Personnel, this workshop is required only for women who are not attending school. Such participants enter this workshop after completing the initial period of generally required workshops, and are required to attend daily for six weeks. This workshop was first offered in November 1988. The workshop also has a remedial education component (see workshop curriculum in Exhibit 18).

2. Workshops in Newark

Newark has four initial workshops, which may be taken by new participants in any sequence: new clients enter the workshops in the order that their next start dates come up, within the constraints of their own scheduled commitments to other activities (e.g., ongoing school attendance). The workshop sequence in Newark can extend over a longer period than workshops in the other sites, for several reasons. First, the Newark program of workshops includes the'longest

workshop developed by any of the sites--the six-week Family Planning Workshop, Second, the length of this workshop implies not only a long time in the workshop, but often a long time waiting to start. Clients who go through intake soon after the start of a Family Planning Workshop may have to wait as long as five to six weeks before they can enter its next cycle. It may therefore take as long as three months before a new client can complete this workshop. Finally, workshops are sometimes scheduled for the same time period, so clients cannot take them concurrently; this scheduling problem can add still further to the overall elapsed time to complete the full set of workshops.

Newark's approach to scheduling its four initial workshops provides important elements of convenience, although it also contributes to a lengthy workshop-participation period. Workshops are scheduled alternately for mornings and afternoons/early evening. A six-week Family Planning Workshop beginning in March, for example, might be held entirely in morning sessions but, on the next cycle beginning in May, entirely in afternoon sessions. This approach is followed to allow participants who are in school eventually to find a workshop cycle on each topic that they can attend without missing school. At the same time, however, the long workshop durations and the varied schedules on which they operate inevitably extend for some clients the period of workshop activity before entrance to an education, job training or employment activity.

The ACE I Workshoo in Newark has been offered in two different ways. From the start of site operations in October 1987 through February 1989, this workshop was conducted by site case managers. The workshop was loosely based on the model developed by Clayton and McCart Associates, Inc. that is used in Camden, and the case managers were trained by Clayton and McCart Associates. As the workshop was conducted, however, it was less focussed on the structured discussions and motivation exercises outlined in the curriculum. The case managers who conducted the ACE Workshop in Newark found that the formal ACE curriculum did not work well in eliciting active participation, and so they modified the content and developed their own classroom exercises. The workshop was reduced from five to three sessions of three hours each; some structured discussions relating to employment were omitted. Attention was paid, however, to employment issues in the workshop. Participants were taken on a field trip to local shopping malls and given guidance on what kinds of clothing are appropriate for job interviews. Some time

was devoted to instruction and practice in methods of searching classified ads for employment prospects.

In March 1989, Newark added more specialized staff to strengthen the ACE Workshop. A training/job counselor was assigned from the State Employment Service to the TEEN PROGRESS office. This counselor conducts the ACE I Workshop, which has been extended to a week of daily sessions of three hours each. The counselor uses motivation and self-esteem exercises, some based on the formal ACE curriculum, and some that she has developed herself. Sessions cover job-seeking skills, and appropriate dress, behavior, and speech for interviews and the workplace.

Also included as a part of the ACE I Workshop, since May 1988, is a segment on Child Support Enforcement. As in Camden, the local Child Support Enforcement Office sends a representative to TEEN PROGRESS to discuss with the clients the procedures for establishing paternity, and benefits of doing so. This presentation has been a regular component of the ACE I Workshop, with the exception of two summer workshop cycles.

The Newark Life Skills Workshoo, which was developed and is led by one of the case managers, covers an agenda similar to that followed in Camden (e.g., coping skills, adjustment to life challenges, time management, and general formulation and pursuit of life goals) but also includes a greater emphasis on employment issues. Discussions in the Newark workshop focus on how personal interests and values can be analyzed and used as a basis for job and career choices. The instructor discusses the work environment and how to function as an employee in the work environment. Moreover, after the first few Life Skills Workshop sessions, topics are explored as much as possible in terms of their relationship to employment. For example, time management is discussed in terms of its importance on the job. Some time is also spent discussing methods of comparative shopping and personal organization. The workshop meets for two and a half hours, twice a week, for four weeks. Because the topics in the final week are particularly concentrated on employment, the last week of the session is optional for those under 17 years old.

The Family Planning Workshoo covers methods of fertility control, human anatomy, sexually transmitted diseases, and attitudes and values in relationships. This workshop, conducted by staff of the local Planned Parenthood

affiliate, lasts for six weeks and consists of three-hour sessions three times a week, and is thus by far the most extensive commitment of resources to discussion of family planning and related issues among the three sites. A total of 54 hours of workshop sessions are held, compared to 6 hours in Camden and 1.5 hours in Chicago. However, it should be noted that the Newark Family Planning Workshop covers topics that go beyond family planning issues to include motivation, developing personal interests, and sound parenting practices. Nevertheless, this extensive schedule provides the opportunity for much more in-depth treatment of family planning topics than in the other sites.

The Family Planning Workshop in Newark has included some special activities on some occasions. Participants have been taken on a tour of the nearby University of Medicine and Dentistry (UMDNJ) facility to expose them to the day-to-day operation of a hospital; the purpose of this tour is to help them understand why it is difficult to complete a medical visit in fifteen or twenty minutes and to reduce their resistance to seeking medical help. Efforts are made to schedule medical appointments for them for check-ups if they have not done so for themselves. The workshop has also included tours of family planning centers and outside speakers.

In January 1989, Newark added a Nutrition Workshop to its program of initial mandatory workshops. The program has contracted with Rutgers University Extension Service to conduct the workshop. It meets once a week for a two-hour session for six weeks, and covers such topics as food safety, good shopping practices, food groups, food preparation, budgeting and meal planning, food labeling, and nutritious snacking.

The workshops described above constitute the full workshop program that is routinely scheduled for all new participants, either soon after intake, or in a later summer cycle if school attendance interferes. However, Newark TEEN PROGRESS also makes some use of selective workshops.

The supplementary workshop that is most innovative and unusual among the sites' workshop programs is the Parenting Workshop, which is held for selected participants who are viewed as "high-risk" parents.[1] Held for the first time

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[1]One purpose of the sessions, according to the workshop leaders, is to identify particularly high-risk clients who would benefit from referral to more intensive clinical therapy.

in the spring of 1988, this workshop is scheduled to begin every six to eight weeks. It covers issues related to child development, parenting and coping techniques, community resources for parents, and the relationship between the adolescent mother and her parents or the child's father. The workshop is co-led by a clinical psychologist and a pediatrician from the University of Medicine and Dentistry of New Jersey (UMDNJ), and consists of ten sessions of one and a half hours each over the course of five weeks. Each cycle is preceded by a meeting between the workshop leaders and case managers, to identify clients in need of participation and to review their particular problems.

Since March 1989, the Newark training/job counselor has been conducting intensive follow-up with clients who have completed the ACE I Workshop, although the form of this follow-up can be more correctly described as an ongoing employment-related service rather than a workshop. In conducting the ACE Workshop, the counselor identifies the clients who are over 18 and not in school, and requires them to meet regularly with her beginning the week after the ACE I Workshop ends.[8] These meetings are a form of intensive job search assistance: the counselor helps the client identify potential job openings, complete applications, and prepare for interviews. This assistance is open-ended: it continues until the client finds a job.

3. Workshops in Chicano

The approach to initial workshops in Chicago is a sharp contrast to both Camden and Newark. Whereas Camden and Newark participants are scheduled for 78 to 97 hours of workshops over a minimum of five to six weeks (not counting Parenting in Newark), Project Advance conducts all of its initial workshops in nine hours over three consecutive days. Six workshop topics are covered in that period. Two topics are covered each day, for an hour and a half each. Participants routinely enter the workshop series the week after they complete the baseline intake session, and can thus be assigned to a case manager and an education, training, or employment activity more rapidly than in Camden or Newark. Each workshop cycle is led by a case manager; the case managers take

[8] In the months preceding summer vacation, the counselor also checks to make sure school-age clients have summer jobs lined up, and will work with those who do not to find jobs.

turns leading new intake groups through the workshops. Although a standard curriculum has been developed for each workshop, the case managers each have their own personal style of presentation, and try to tailor the discussion based on their perceptions of what the new participants need. No outside specialists are employed to lead workshops, but outside consultants have been used in some cases to design curriculum and provide training for the case managers.

The Project Advance Parenting Workshop is a discussion aimed at helping participants become better parents by helping them recognize and develop the qualities of a "good" parent. The workshop presents information on the stages of child development to help teen parents recognize their child's physical and emotional needs and how they change as the child grows older. Finally, the workshop is used to combat common parenting myths that may prevent the participants from realizing economic independence (e.g., that relying on a non-relative for child care is a sign of poor parenting). The Child Support Enforcement Workshoo acquaints participants with the procedures for establishing paternity and the particular benefits to their children, and attempts to counteract any misconceptions that participants may have about this process. A videotape produced by the Division of Child Support Enforcement is shown to stimulate discussion.

The Health and Nutrition Workshoo is designed to impress upon participants the importance of good nutrition and health practices. The dangers for pregnant women and their children of poor health and dietary practices are covered. Participants are told of the importance of periodic visits to health providers for themselves and their children, and, especially for pregnant participants, of the importance of prenatal care. Information is distributed on the available sources of health and nutrition services in the community.

The World of Work Workshoo in Chicago has several related goals. First, it attempts to strengthen the attitude among participants that the benefits of employment outweigh the advantages of being on welfare. Second, the workshop is meant to expose participants to jobs and careers, and introduce them to the career options available to them that coincide with their interests and abilities. The workshop discussion is also intended to clarify the value of entry level jobs and the importance of any employment opportunity in building an employment record. Finally, the workshop is intended to help participants

understand the general expectations that employers have of employees, with regard to attitude, work habits, punctuality, behavior, and dress.

The Chicago Family Planning Workshop stresses the negative consequences of untimely repeat pregnancies, the effectiveness of various methods of contraception, including abstinence, family planning services and resources available in the community, and AIDS and other sexually transmitted diseases. Participants are advised of the factors they should consider when selecting a birth control method. A video tape on family planning methods is shown to the participants, and the group leader explains the effectiveness of each method and its side effects, and circulates contraceptive devices among the women for their examination. In some groups, the leader demonstrates the use of contraceptive devices on a clear plastic anatomical model. To encourage participants to be more responsible for the course of their sexual activity, the workshop includes some discussion of approaches to decision-making and problem-solving, and ways to take control over decisions that affect their intimate relationships.

The Motivation and Self-Esteem Workshop consists of a discussion designed to help participants recognize the positive qualities they possess and the negative ones they may wish to change. The women are encouraged to think better of themselves and given advice on how to do so. They are also encouraged to expect more of and for themselves.

In addition to these initial workshops required of all new participants, Project Advance offers special workshops as part of the Family Life Management component of the program. These sessions are designed to help participants develop skills that are useful inmanaging a household. Among the topics covered are homemaking skills, budgeting time and money, comparative shopping, household safety measures, and balancing family and job demands. Individuals are scheduled to take part in Life Management sessions when they are between activities or when staff recognize that they are particularly in need of guidance in this area. The workshop is held on site, and is conducted by selected case managers. The workshop has no regular schedule, but is conducted when staff time is available and program participants are identified who appear likely to benefit from it.

C. EDUCATION, TRAINING, AND EMPLOYMENT-RELATED SERVICES

The aim of the Teenage Parent Demonstration is to help participants enter education, job training, or employment activity that can move them towards self-sufficiency, or to support their continuation in such activities if they are, for example, still in high school when they enter the program. To a large extent, the programs must rely on existing services in their communities to provide education, training, and employment. The essential role of the demonstration staff is to identify sources of appropriate services with capacity to serve demonstration participants, negotiate general working agreements with these providers, and make individual placements. To meet some needs, however, the demonstration programs have had to develop in-house services, using either their own staff or outside staff from other agencies working on premises. This section describes the combination of in-house and external services that the Camden, Newark, and Chicago sites have used to provide education, training, employment and employment-related services.

1. Education Services

A substantial proportion of teenage parents entering the demonstration in all three sites are still attending high school, and the preferred plan for these participants is to encourage them to complete high school. For participants who have left public high school and do not wish to return, but wish to further their education, the primary service offered at the three sites has been classroom GED courses, of several variations.

a. Education Services in Camden

During the first year of operation, Camden arranged for on-site GED/ABE classes. This GED/ABE program, co-sponsored by the State Department of Personnel and JTPA, was originally staffed by two instructors and two teacher's aides--an instructor and a teacher's aide in each class (GED and ABE). The Department of Personnel, which provided the instructors, was reimbursed a standard amount for each student by JTPA. In general, participants who tested at the fifth grade level or higher on the TABE were placed in the GED class and those testing lower were assigned to the ABE class.

Both classes originally met daily from 9:00 a.m. to 3:00 p.m. However, only a small number of clients were placed in the ABE class, and those that were eventually dropped out, so the ABE class was discontinued. Those in need of ABE instruction who entered TEEN PROGRESS after the cancellation of the on-site ABE class were placed in the GED class.

At the end of the 1987-88 academic year, the Department of Personnel sponsors decided that the low enrollment did not justify having an on-site GED class. Like the ABE class, the GED class also suffered from a dropout problem; enrollment was about one-half of the 18 needed to justify a separate class. Thus, the on-site GED programwas discontinued at the end of the academic year. In its place, Camden arranged for TEEN PROGRESS participants to be served by the Youth Corps GED program, which offers GED classes during the morning hours and work experience activities at various sites arranged by Youth Corps in the afternoon.

Those without a GED certificate or a high school diploma, but who wish and have the skills to pursue post-secondary school education, are referred to Camden County College's Basic Skills Academy, where they can work toward an AA degree.

b. Education Services in Newark

For most of its operations period to date, Newark has offered an on-site remedial education GED class, taught by an instructor from the Newark Board of Education Urban Youth program. This class meets three days per week, for two hours each day. The course operates continuously, and participants can enter at any time. The complete TABE test battery is administered to all entering students to determine the appropriate grade level of instruction the student should receive, and they are tested after each 100 hours to determine their progress.

Although this class is formally labelled a "GED class," it has until recently served a broader group than only participants preparing to take their GED exams.[9] Over two-thirds of Newark's participants to date have entered this class, including some whose test scores were quite low, for whom instruction at

[9]The Newark Board of Education, in designing the service it would provide, recommended including participants even if their test scores were low (below 7th grade).

the ABE level might be more appropriate than preparation for the GED exams. Instruction has been given in a single room, where the students are divided into groups based on their grade level and the instructor moves from group to group giving individual instruction. The heavy use of this education option is in large part a reflection of the broad spectrum of skill levels that it serves. In addition, site staff reported that the utilization rate has been high because some participants are assigned to this class temporarily until a targeted training opportunity can be arranged.

In February 1989, however, the Newark site staff successfully completed its negotiations with the Board of Education to provide a more differentiated service, dividing its on-site education course into two, one continuing to serve participants with stronger skills (the GED class), and a second class in basic skills for participants with TABE scores below seventh grade level. This change is intended to allow more focused instruction tailored to the academic levels of the participants.

c. Education Services in Chicano

Project Advance has offered two types of education service to date: an Education Preparation Workshop led by in-house program staff, and placement in GED courses operating in the community.

The Education Preparation Workshop is offered to participants who are about to enroll (or reenroll) in public high school or some other school, or who are having difficulty in school. The program's Education and Training Specialist conducts the workshop in three sessions of three hours each. The aim of the workshop is to help participants become better students by giving them guidance on how to organize their time, improve their study and test-taking skills, and 'become better listeners and consumers of educational resources. In addition, the workshop sessions are used to explain the structure of the education system and the various types of institutions available, so participants can be more effective at defining their own needs and identifying opportunities available to them.

The primary external service used by Project Advance for participants who have dropped out of high school has been the Adult Learning Skills Programs (ALSP) sponsored by the various community colleges serving the area covered by

Project Advance. ALSP offers free GED, ARE, ESL, and Literacy classes. Each community college is responsible for providing ALSP classes in an area of the city. For example, one community college in the fall of 1988 was sponsoring ALSP classes at about 70 off-campus sites, including some in the area covered by Project Advance. GED classes are offered three times a year, in spring, summer, and fall, in semesters that run for 16 weeks. The semesters are broken up into eight-week terms; students can enroll at the beginning of any of these terms.

The Education and Training Specialist is also responsible for identifying and learning about the local sponsors of training services. After a potential provider has been identified by either the specialist or program staff, the specialist contacts the provider by telephone to gather more information about the program (e.g., the location, type of training, service target group, entrance requirement, and fees). The specialist arranges a site visit with providers whose services appear to be suited for Project Advance participants and, after making the site visit, writes a report and disseminates the information to the other office staff.

2. Training and Employment-Related Services

All job skill training for demonstration participant? is provided by referral to community agencies that offer training courses. To varying degrees, however, the three sites provide in-house support to help participants identify training opportunities, select a course, and prepare for training.

a. Camden Job Training and Employment Services

Several approaches have been taken in Camden to help participants enter employment. Workshops have been used to prepare participants for employment. The World of Work Workshop, when it was offered, improved the client's awareness of possible areas of employment and the demands of the work place. Its replacement, the Pre-Employment Workshop, prepares job ready clients for employment search and the workplace environment, and provides clients with work experience and a coach to help them cope with work-related problems. Participants follow a six-week schedule that includes daily sessions in four areas: job-seeking and job-keeping techniques, educational reading and writing skills, basic math skills, and job equipment skills. The workshop has made

arrangements to have representatives from employment agencies speak to its clients for some of the job-seeking skill sessions.

In addition, TEEN PROGRESS participants can attend the mini-job fairs sponsored by the Food Stamp Job Search Program every two weeks on the same floor where the TEEN PROGRESS offices are located. The coordinator of this mini-job fair arranges to have local employers--usually those with job openings in the light industrial, clerical, or service industries--attend the fair. Most mini-fairs are attended by three to five employers, who inform participants about the positions they have available and take the applications of those interested.

Beginning in October 1988, the program added a half-time job developer to its staff. The job developer had previously worked with the program arranging the mini-job fair. The JTPA job counselor has also used his contacts to place clients into private employment.

Camden has relied primarily on the county JTPA programand county vocational schools for occupational job training. For the year July 1988- June 1989, Camden TEEN PROGRESS negotiated with JTPA to reserve 24 full-time training slots, to be made available to TEEN PROGRESS participants for courses in health services, clerical skills, and data entry, If TEEN PROGRESS can identify additional participants ready for training; additional openings reportedly could be made available.

A particular challenge for the Camden site has been how to serve clients who speak only Spanish, and who are out of school and need to make progress towards regular empioyment. Locally available training programs are not equipped to serve clients who do not speak English. Camden has followed ,a strategy of seeking OJT opportunities and regular employment for these clients, and has succeeded in finding placements with Spanish-speaking employers.

b. Newark Job Training and Employment Services

For the first 17 months of operations (through mid-February 1989), Newark had no specialized staff on-site responsible for evaluating participants' readiness for training or employment, or for making training or employment placements. Individual case managers, supported by the project manager, were responsible for identifying training providers, and for finding job openings suitable for employment-ready participants. GED instructors also turned out to

be a source of information on some job openings. Several approaches to job placement were used. The Newark program arranged to have the 1988 Essex County Job Fair take place on the UMDNJ premises. The site manager has also developed some employment prospects through personal contacts in the community; as one example, a major supermarket chain in the area agreed to hire several TEEN PROGRESS clients.

In February 1989, however, the Newark site manager arranged to have a DOL Employment Service job counselor stationed full-time at the TERN PROGRESS office to provide training and employment placement. The addition of this counselor is expected to expand the scope of and utilization of Newark's training services and increase job placements.[10] Through 1988, Newark had relied most on Training, Inc., for job training services. Training, Inc., has offered a 16-week training program on general office skills. To be accepted in this course, a candidate must be functioning at least at the 7th grade level and pass a personal interview. Because these positions are funded by JTPA, TEEN PROGRESS clients must compete with other JTPA-eligible candidates. Site staff reported that about 11 TEEN PROGRESS clients had successfully completed this training by the end of 1988.

The newly added counselor's role in Newark is defined in such a way as to ensure that she gets to know all new clients, and thus can identify the clients who require assistance. The counselor conducts the ACE I Workshop for all new clients, which provides substantial opportunity to identify their strengths and weaknesses. She then follows up with selected clients who are ready for job search, providing intensive job search assistance as described earlier.

c. Chicago Job Training and Employment Services

Project Advance offers job training and work experience placements through community providers, and provides employment readiness preparation in-house. These employment-related aspects of Project Advance are largely adapted from IDPA's employment training program, Project Chance. Project Advance refers

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"Through the spring of 1989, Newark has used seven training providers: Sawyers Business School, Essex County College, Essex College of Business, Essex County Vocational School, Empire Technical School, Training, Inc., and UMDNJ School of Health Related Professions.

teenage parents to training providers under Project Chance contracts, and makes use of job and service slots arranged under Project Chance. All contract training providers, whether they receive city, state, or JTPA funding, must offer job placement services. Given the pre-existing Project Chance framework, Project Advance has not had to develop new service contracts with employment training providers.

The Employment Specialist on the Project Advance staff leads two program activities designed to lead directly to employment: the Job Club and the Independent Job Search Program. Participants are assigned to the Job Club if they are at least 17 years old, have their high school diploma or GED certificate, and are ready to seek immediate employment either in lieu of training, or as a part-time complement to a training or education activity. The purpose of the workshop is to teach participants how to conduct a job search, complete a job application, prepare and dress for an interview, and conduct themselves at a job interview. The workshop is conducted over three days, with two half-day sessions and a full-day session, most of which is spent on a field visit, usually at the state employment service practicing job search procedures.

Program participants who complete the Job Club and are still without a job are required to participate in the Independent Job Search program. Job-ready teenage parents who already have job search skills can be placed directly into the job search program, by-passing the Job Club. Those who are involved in activities that are less than full-time, such as a GED course, are also required to participate in this activity.

Those for whom Independent Job Search is the only program 'activity are required to make at least 20 job applications a week; those with other activities are expected to make a smaller number of job applications. The Employment Specialist spot checks the participant's job search effort (See Job Search Record and Log in Exhibit 19). In addition, once a month the participants in the Independent Job Search Program meet as a group with the Employment Specialist to discuss their experiences and strategies they might use to increase their chances of getting a job.

Participants stay in the Independent Job Search program for nine weeks. If after that period the individual is still without employment, the Employment Specialist meets with the case manager and, if the participant is in training,

with a representative from the provider, to evaluate why the job search has not been successful and to develop a new plan. The new plan may call for additional training at a higher level of skill, continued job search with more intensive monitoring, or closer coordination between Project Advance and the training provider's placement staff concerning the job search effort.

As a complement to the job search efforts of the participants themselves, the Employment Specialist pursues continuous efforts to develop and identify job opportunities. Program participants who are job-ready are signed up with the Targeted Jobs Tax Credit program. The Employment Specialist, with the help of her supervisor, uses her contacts with employers and other job developers to identify job openings. The program has made arrangements with more than ten employers to give preference in hiring to Project Advance participants. Some job opening information is obtained from Project Chance, Illinois' job training program for welfare recipients. A Job Fair was arranged on the Project Advance premises and attended by more than 16 employers in March 1988. Placements have been made in permanent positions, and in temporary summer jobs for participants otherwise engaged in continuing their high school or other education.

For participants who are not in school and are not ready for employment, the program seeks appropriate job training placements. The Education and Training Specialist is responsible for identifying appropriate training providers with openings, from among those contracted with IDPA under Project Chance.

D. SUPPORT SERVICES

One aim of the demonstration is to remove barriers that may prevent clients from taking advantage of needed services. As a result, all three programs offer child care and transportation subsidies to their clients. In addition, all of the sites have made -some efforts to enhance the process of child support enforcement on behalf of participants, to increase the rates at which paternity is established and child support payments are made by the absent parents of participants' children. Finally, all of the sites have run intermittent special events or activities to respond to particular needs.

1. Child Care Assistance

All three sites provide financial support for child care, when it is needed. The sites differ slightly, however, in how they arrange child care and authorize payments for it. Illinois and New Jersey have established maximum child care reimbursement rates for their sites for three care categories (full-time pre-school, part-time preschool and school-age, and full-time infant)." Illinois sets rates for three provider types (day care center, licensed day care home, and unlicensed home care), and New Jersey distinguishes two provider types, as shown in Table IV.2.[12] These rates range from as low as $6.83 per day in Chicago for full-time unlicensed care for pre-school children to as high as $16.95 per day for Chicago center-based infant care.

a. Camden Child Care

Camden TEEN PROGRESS pays for child care expenses that clients incur while participating in education, training, or employment-related activities. When they enter the program, participants are encouraged to identify a child care provider of their choice. The original service plan developed by the Camden County Board of Social Services appears to suggest that, if possible, the child care provider should be a family member. When this is not possible, the program will place a child in an infant child care center. The policy followed by TEEN PROGRESS has been to encourage the use of family providers (family members or family day care providers). Experience has shown that clients prefer to have their children placed with a family member. In addition, Camden has taken steps to have emergency care available by purchasing a small number of slots at local day care centers.

Once a participant begins using a child care provider, the child care evaluator must authorize each bi-weekly payment. As part of that authorization process, the child care evaluator checks attendance monitoring records to verify that the participant has been attending the school or training which makes the

"Rates in Illinois are set by the Department of Children and Family Services, and adopted by IDPA.

[12]Although New Jersey does not license family care providers, it does require inspection of facilities used for TEEN PROGRESS clients.

TABLE IV.2

CHILD CARE REIMBURSEMENT RATES
(MAXIMUM DAILY RATES, EXCEPT AS NOTED)

	Day Care Center			Licensed Day Care Home			Unlicensed Home Care		
	Chicago	Newark	Camden	Chicaao	Newark	Camden	Chicago	Newark	Camden
Full-Time Preschool and School Age	$12.62	$12.00	$15.00	$ 9.32	NA	NA	$ 6.83	$12.00	$12.96
Part-Time Preschool and School Age	8.20	1.50/ hour	1.62/ hour	5.85	NA	NA	1.84/ hour	1.50/ hour	1.62/ hour
Full-Time Infant	16.95	12.00	15.00	10.35	NA	NA	6.83	12.00	12.96

SOURCES: Information on Chicago comes from the Draft Project Advance Procedures Manual.
Information on New Jersey comes from the case manager supervisors for the New Jersey program.

NA means that New Jersey does not license day care homes.

child care necessary.[13] In addition to helping to identify child care providers and paying for care, the Camden program exercises some control over the quality of care used. The child care evaluator is responsible for visiting each provider (including centers and family day care homes) to determine whether it meets program standards." During the visit, the evaluator discusses invoicing and payment procedures and explains the provider's responsibilities.

b. Newark Child Care

Newark TEEN PROGRESS also subsidizes child care for clients participating in authorized educational and employment-related activities. At the intake session, those assigned to the enhanced service group are asked to complete a form identifying a child care provider. Those who cannot identify a provider are referred to the staff child care worker, who helps them find a suitable provider. Before any payments can be made, however, the child care worker must first inspect the child care site. If the child care worker finds the provider does not meet state standards, but the client insists on using that provider, no subsidy will be paid, and the program staff will require that the participant or the mother (if the participant is a minor) sign a waiver absolving the state from any responsibility.

The Newark program staff also attempt to enhance the quality of child care provided by family day care homes. All providers who are being compensated for their services are required to attend a three-hour class conducted by the Newark Office of Children. Under site policy, if.the provider does not attend, no payments are to be issued. However, attendance is not required in advance of the use of a child care arrangement, because of the schedule of the training sessions (for example, every other month in early 1989).

Newark TEEN PROGRESS follows standard reimbursement schedules, but will pay slightly more than the schedule shown in Table IV.2 for providers who include

[13]The Camden site has now established a procedure under which a clerical staff person checks attendance by telephone bi-weekly with all of the current education providers, updates case folders with attendance records, and notifies case managers of absences.

"Should the provider not meet state standards, the program will refuse to pay for child care.

transportation in their services. For example, one day care center charges $72 a week for children under one year old, including daily pick-up and return transportation. Once the initial inspection of the child care site has been completed, the TEEN PROGRESS staff continue to authorize weekly payments to the provider as long as the participant is continuing to attend required in-house or outside activities.[15] Unlike the process followed in Camden, Newark does not require that providers submit regular invoices for payment. However, site staff monitor client attendance as a basis for ongoing child care, using attendance forms that the clients must have completed by their service providers (school or training vendor).

In addition to subsidizing child care, the Newark program offers on-site child care for clients participating in workshops or other activities occurring on premises or for clients who need emergency care. A dedicated child care room is equipped with toys, diapers, and other equipment: care is provided by a private provider working at the TEEN PROGRESS office at an hourly wage, on a schedule that is adjusted to match the periods of heavy participant presence in the office.

c. Chicago Child Care

The Chicago program policy is to secure free child care or child care that can be subsidized by other payment sources, and to pay for child care only as a last resort. Participants, with the help of their case managers, are first encouraged to arrange free care by friends or relatives. If they cannot make such an arrangement, they begin to look for providers who charge a fee. Procedures call for the case manager to investigate whether the participant qualifies for child care subsidies under another program--in most cases Title XX funds. In practice, however, Title XX funds are rarely used, because they are in short supply. If the participant cannot be covered for child care under these other sources, the program will pay for child care using Project Advance demonstration funds, with the amount paid varying by the type of provider and

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"Newark TEEN PROGRESS has contracted with Middlesex County for issuance of child care payments; authorizations are sent to Middlesex County, which draws down a special TEEN PROGRESS child care account and issues checks to the providers.

the age of the child, according to the established IDPA rates. If an unlicensed provider is to be used, the Project Advance case manager is required to make a visit to determine whether the facility is adequate and the provider capable, and to explain the payment procedure.[16] In those rare occasions when the provider is found unsuitable, the teenage parent is encouraged to find another provider. With the substantial caseloads they now handle, however, the case managers are finding it difficult to find time to visit providers and even more difficult to make visits consistently before placement or initial payment.

Project Advance also provides child care monitoring service on-site, which can be used by the teen participants when they are at the site for any purpose. The care is provided at no cost to the participant. Through 1988 the program had four child care monitors, two working a morning shift and two an afternoon shift. Because of the heavy demand for this service, the program is considering adding two more monitors to the staff.

2. Transportation and Training-Related Expense Payments

All three sites provide some form of reimbursement or assistance to help participants get to and from their scheduled activities. To varying degrees, other expenses relating to program participation are also reimbursed.

a. Camden Transportation and Other Expense Assistance

Camden has used standard reimbursement rates to cover participants' transportation expenses associated with coming to program activities at the TEEN PROGRESS offices or at other locations. Up to September 1988, Camden paid $3 a day for transportation expenses. Since September 1988, the Camden program has increased its standard daily expense rate to $6 a day to cover both transportation costs and meals. If a client needs to travel beyond the area covered by public transportation, the program will cover the actual cost of the additional transportation expenses. The programalso has a 16-passenger bus that is used to transport some participants to their regular activities.

[16]Licensed providers are visited and evaluated by the Department of Children and Family Services.

Clients are given their daily expenses in advance. Clerical staff monitor attendance and authorize the payments. If the client is found to have been absent, the next expense check is reduced for the amount overpaid in the previous month.

In addition to paying for transportation expenses, the Camden program makes payments to cover the cost of uniforms, materials, registration fees, and GED test fees. These payments usually take the form of checks issued to vendors.

b. Newark Transportation and Other Expense Assistance

Newark also reimburses participants for transportation expenses, paying a standard rate of $5 for each day the client attends the activity. Payments are usually made prospectively for the first week and retrospectively thereafter, although participants whose transportation costs are higher than the standard amount are paid in advance. The checks are issued bi-weekly and are normally mailed to the participant; however, if the participant has had an attendance problem, the check is kept at the office and must be picked up by the client.

If an activity is expected to last for most or all of a given month, the program will pay in advance for a $33 monthly bus pass that gives the user unlimited access to the bus service for that month. The Newark program also has a van which it uses to provide some transportation services. In addition to transportation costs, the Newark program covers other training costs such as books and uniforms. The program will make vendor payments for the actual cost of the item.

c. Chicano Transportation and Other Expense Assistance

Project Advance pays for participants' program-related use of public transportation and other training related expenses. The case managers, who authorize payments, have the freedom to advance participants the anticipated cost for transportation. Two forms of issuance are used. For short-term needs (e.g., attendance at workshops, referral visits to other agencies, job search), Project Advance purchases Chicago Transit Authority tokens and transfers, and staff distribute them to participants, based on their planned schedule. For longer-term activities, the program follows standard IDPA policy and issues monthly checks in advance to the teenage parents through the IDPA Mercury payment

system. Payment amounts are based on the specific activity schedules of the individual, because transportation costs will vary depending on the number of trips per week, the number of transit legs of each daily schedule, and the distance and number of transfers required. In general, transit costs are about $2.50 per day. Case managers check attendance records, and if they find that a participant has failed to attend scheduled activities, the transportation cost for the missed sessions is deducted from the next month's allowance.

The program also issues payments for training related costs, e.g., uniforms and books. The participant is asked to establish the cost of the needed item, and then a check is issued either to the participant or to the vendor directly.

3. Enhancement of Child Support Enforcement

Enhancement of child support enforcement has been a design goal of the demonstration in all three sites. Enhancements have been made, but they have been implemented gradually in all of the sites, and efforts continue to find ways of strengthening CSE procedures for the demonstration participants.

In Camden, TEEN PROGRESS has arranged for a representative of the local Child Support Enforcement (CSE) office to provide a presentation on child support as part of the parenting workshop, as described earlier in this chapter. In March 1989, a procedure was established under which case managers are expected to discuss child support and-the status of the enforcement process each time they meet with their clients. No other enhancements of the enforcement process have been envisioned in Camden, largely because by most standards the normal process is fairly efficient in establishing legal paternity and making collections.

In Newark, a presentation is made by a representative of the Essex County Child Support Enforcement Unit as part of the agenda for the second day of the ACE I Workshop. Beginning in March 1989, the CSE representative is to be available at the TEEN PROGRESS site one day per week, to make workshop presentations and conduct CSE interviews. A computer hookup has been installed to allow TEEN PROGRESS staff to inquire to CSE files.

In Chicago, Project Advance encourages participants to identify their child's father and to cooperate with the Child Support Enforcement procedures. Planning to strengthen the CSE component has involved discussions with the court system, the State Attorney's Office, the Sheriffs's Office, and the Bureau of

Child Support Enforcement, all of which attended a Child Support open house sponsored by Project Advance. A major result of these discussions has been the arrangement under which the Bureau of Child' Support Enforcement sends one of its workers to Project Advance, to conduct CSE interviews and to process paper work for demonstration participants.[17] At first this worker visited the program site once a week to conduct initial child support interviews. By early 1989, however, arrangements had been developed to allow the CSE worker to spend three days per week at Project Advance, conducting initial and follow-up CSE interviews, as well as further interviews at later periodic case reassessment. The CSE worker also acts as a liaison to expedite procedural steps through the CSE system.

The Illinois Project Advance staff have held repeated negotiations in an attempt to establish a rapid procedure for bringing child support cases involving demonstration cases to court for adjudication. In Illinois, there is no regular procedure for bringing uncontested paternity cases through an administrative hearing; all cases must be scheduled on the regular court docket, which results in long delays. Agreement in principle with the respective judges has been reached to establish a regular "administrative call" period in one Chicago court and two South Suburban courts, at which Project Advance cases could be brought to conclusion as high-priority cases in an abbreviated process. Fathers of demonstration participants' children would be able to sign an acknowledgement of paternity at the Project Advance office, and would not even have to appear in court, under this agreement. Procedural obstacles in obtaining the cooperation from the State Attorney's office, however, have so far prevented this expedited court process from being implemented.

As an alternative approach to promoting involvement of fathers in the support of their children, Project Advance has attempted to encourage the males identified by participants as the fathers of their children to acknowledge paternity voluntarily and sign a non-binding document to that effect. While this acknowledgement of paternity has no legal force, it enables the program to

[17] The special Project Advance notices relating to child support enforcement can be found in Exhibit 20.

provide services to the father .[18] The program also encourages the fathers to make voluntary child support payments.

Project Advance monitors the progress of the CSE process using the Family Support Information System, to which they have access through terminals located in their building, and using reports from the system that are routed to Project Advance. With a CSE worker now spending three days per week at the site, the program has a means of monitoring the CSE status of its cases without imposing this additional burden on case managers.

4. Other Special Services

Program staff at all three sites recognize that the regularly scheduled major activities designed to meet common needs do not respond to the special needs of individual clients or subgroups of the program's clientele. Moreover, some needs are best met by special events rather than regularly scheduled courses or activities. Each site has therefore arranged a variety of special activities.

a. Camden Special Services and Activities

Camden has developed several special activities, including special support groups, a program newsletter printed by the on-site GED class, monthly attendance awards, and educational and cultural outings.

Peer support groups have been arranged in Camden to help participants who seem less likely to feel a part of the program-- students attending regular school and monolingual Spanish-speaking clients. Two support groups for high school students were started during the 1987-88 academic year. The support groups, which met once a week for an hour during the academic year, were each led by a case manager. The purpose of the groups was to give the clients a sense of identity with the program and to give them an opportunity to discuss the particular problems they encounter as adolescent mothers in school. Weekly discussion would focus on whatever topic engaged the group. The support groups were not held in the fall or winter of 1988, but started up again in February 1989 under the leadership of staff from FOCUS, which also conducts the Life

[18] Acknowledged fathers still have to be scheduled for separate court sessions to establish legal paternity.

Skills and Parenting Workshops. The support groups are scheduled as a weekly session of an hour and a half. Attendance at the initial sessions was poor, but program staff have been trying various methods to stimulate clients' interest in the groups.

Beginning in July 1988, Camden offered its Spanish-speaking clients a Conversational English class. The class, which met three days a week and ran continuously until the end of August, was led by the baseline data collection specialist. The program ceased offering this activity when the specialist took a maternity leave in September.

The program has taken program participants on a variety of cultural outings, 'including a Christmas Show at Radio City in New York, a day trip to Washington, D.C., trips to the Afro-American Museum in Philadelphia, the Philadelphia Zoo, the Academy of Music, and movies such as "Cry Freedom.' The program has also held Christmas parties for the clients and their children, and presents awards to participants who complete education or training programs or maintain perfect attendance records at program activities.

Some effort has been made in Camden to involve mothers of the teenage parents in the program. For example, in March 1989, site staff invited participants' mothers to attend the a mothers' session in conjunction with the graduation ceremony of the Pre-Employment Workshop. Attendance was poor, however, and no further attempts of this sort have been made.

b. Newark Special Services

In an effort to improve client program participation, Newark TEEN PROGRESS has conducted several special events and activities. Under the assumption that clients' mothers can influence their children's participation, the program has tried to enlist their support and cooperation by conducting orientation sessions for them. The three sessions that were held attracted a total of five mothers. Although the initial session drew some interest among the mothers and led program staff to contemplate turning the orientation into a support group for mothers, over time interest apparently waned. A session was held in December 1988, and another is planned for June 1989.

In a similar attempt to find ways of encouraging participation by teenage parents, Newark TEEN PROGRESS has arranged special activities for participants.

Clients have gone on trips to Radio City to see the Christmas show, to plays such as "Tracers," and other festivals in New Jersey. In addition, the program has sponsored Christmas parties for the adolescent mothers, their children, and the children's fathers.

c. Chicago Special Activities and Events

Project Advance has arranged several types of support groups, special workshops, and special events to promote personal self-reliance, strengthen motivation, convey special information or skills, and give recognition to program participants for their accomplishments.

Participants who are pregnant or who have a child under six weeks old and who are not in school or in a training program are referred to a special Prenatal/Postnatal Support Group run by selected case managers and a nurse practitioner. This group functions in part as a workshop, covering topics such as dietary and health practices, planning for childbirth, immunizations, medical check-up schedules, basic parenting skills and early child development, and types of relevant services that are available in the community. Because of the small number of participants who require this service, the group has been offered on only a few occasions. When held, the group meets for three days, three hours each day.

Special support group sessions have also been convened at Project Advance for discussions of particular topics, involving teenage participants who are identified as support group candidates by the case managers. For example, clients who claim to be practicing abstinence as an ongoing method of avoiding another pregnancy have met with staff for discussions aimed at helping them abide by their plans or recognize the importance of additional family planning methods. Case managers have identified clients in need of nutritional guidance and held groups on that subject. Clients themselves on occasion have expressed needs for help with child care problems and parenting skills, and staff have held sessions in response to these requests.

To win the support of participants' mothers, and enlist their help to ensure that the teenage parent participates in the program, Project Advance had planned to conduct orientation sessions for the major mothers. After holding several of these sessions, program staff realized that many of the mothers could not

attend the session because they were either employed_ or were committed to activities in Project Chance, Illinois's employment training program for adults. At the few sessions that were held, Project Advance was explained to the major mothers, they were introduced to the program staff, and were given a tour of the building. Further efforts continue to be made to involve participants.' mothers in program activities.

Project Advance has held holiday parties for the program participants, their children, and the fathers of their children. The program has sent the mothers and their children to summer camp for a week. An awards ceremony was also held to recognize program participants who successfully completed their components and those whose accomplishments in education, training, or employment were particularly noteworthy.

V. PROGRAM ENTRANCE AND SERVICE PARTICIPATION

The previous chapter described the services that have been developed and made available at each demonstration site. In this chapter and the next one, we examine the actual delivery of services and participation in program activities. In this chapter, available data are used to present estimates of the flow of participants into the programs, and the extent of participation in specific program activities and services. Chapter VI gives a more qualitative view of service delivery, describing the problems and strengths that have emerged from different approaches to defining and delivering services.

This chapter begins with an analysis in Section A of the volume of referrals to the demonstration programs and the rates at which referred recipients respond to call-in notices, attend baseline intake sessions, and are sanctioned for failure to attend intake. Section B focuses on the rate of participation in initial workshops that follow intake for members of the participant sample who complete intake. Participation in selected on-going activities is discussed in Section C.[1] Section D discusses the programs* specification of participation requirements and their efforts to enforce them, including the use of the sanction process for noncompliance_ with program requirements for participation after intake.

The estimates presented in this chapter of participation in program activities after intake completion must be regarded with caution, because they are based primarily on aggregate statistics maintained manually by the programs, rather than on analysis of detailed individual case records. The programs operated from the start with the assumption that an effective computer system to maintain tracking data would be installed in the "near future." As a result, emphasis was not placed on establishing methods for using data from individual hard copy case files to issue consistently defined, rigorously specified and complete statistical summaries. The site managers have prepared summaries of caseload statistics for most of the operations period, but these reports have

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'Participation data are limited to education, training, and employment; detailed analysis of child care and training-related expense payments will have to await the collection of detailed payment data from state files.

not always been consistent over time. As explained further in Chapter VII, the automated tracking systems planned for both New Jersey and Illinois have only recently been fully implemented. Entry to these systems of the backlog of case participation data accumulated on paper tracking forms has recently been completed in Illinois and is just now being completed in New Jersey, and preparations are being made to transfer the full histories of the accumulated caseloads from the tracking systems to analysis files. Results of analysis of individual case data will be presented in later reports. This chapter presents the presently available data, drawing attention to interpretations that appear defensible, and calling attention where necessary to weaknesses in the data that merit particular caution;

A. INTAKE AND ASSESSMENT

Entering the Teenage Parent Demonstration involves attending a baseline intake session in response to a call-in notice, being assigned to enhanced service or regular service status, and then, for those in the enhanced service group, having an assessment interview with a case manager. This section discusses the rates at which referred AFDC recipients complete the intake process and assessment, and the rates at which the sites must use the sanction process to promote cooperation with the intake process.

1. Intake Comoletion Rates

Once AFDC recipients eligible for the demonstration have been identified, the first task faced by each program is getting them to attend a scheduled intake session. Case managers have noted that, although most teenage parents are at first reluctant to attend, members of the participant group often become more enthusiastic once they understand the program's purpose and its benefits, and once they gain some experience with and develop trust in the program staff. Overcoming initial reservations and getting people to attend intake is therefore crucial ; without that first step, the program has no chance to enhance motivation.

High intake attendance rates are also important from a research perspective. Higher participation rates increase our confidence that the demonstration results represent program effects on the full population of eligible welfare dependent

teenage parents, ensure a test of program effects on a more diverse group of participants, and thus make it more realistic to generalize demonstration results. Even if some participant group members who attend intake drop out of the program, the information collected on them (and on the regular service group) in the baseline form provides important background information that can be used to help us explain factors that affected their departure from welfare.

The simplest measure of the sites' success in getting referred individuals to attend the baseline intake session is the percentage of them whose random assignment status (enhanced service vs. regular service) has been released to the sites.[2] Table V.l shows the monthly numbers of referrals (call-in notices issued) and the monthly cumulative number of cases for which random assignment has been released since the beginning of operations in each site, through the end of April 1989. According to these figures, Camden TEEN PROGRESS had sent 682 (84.5 percent) of the 807 referrals the program received through the intake process. Newark was able to get 629 (62.1) percent) of the 1,013 referrals to attend the Intake Session. Chicago had completed the intake process for 2,253 (79.8) percent) of its 2,825 referrals.'

This simple measure of intake completion, however, exaggerates somewhat the difficulties of getting referred teenage parents to attend intake, because the number of referrals includes some AFDC cases that are temporarily inappropriate for intake, and some who turn out to be permanently ineligible for the demonstration. The "temporarily inappropriate" label applies to individuals who were recognized correctly as falling within the demonstration's eligibility criteria, but who had gone off AFDC or were under APDC sanctions (for non-demonstration reasons) by the time the project staff investigated their case circumstances after they failed to appear for intake. These cases remain part of the eligible demonstration sample, and would be required to attend intake if

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[2]MPR conducts random assignment on cases as their referral information is received from the sites, but only releases the assignment information when site staff telephone MPR during an intake session with a list of those who have attended and completed the baseline form.

[3]The last column of Table V.l shows the cumulative rate of baseline completion over the course of the demonstration. The cumulative rate for the final months can be expected to be slightly lower than earlier rates because recently referred cases have not had time to complete baseline.

TABLE V.l

REFERRALS AND BASELINE COMPLETIONS, BY SITE AND MONTH

	Total Referrals		Cumulative Baseline Completions			Cumulative Baseline Completions As Percent of	
	Month	Cumulative	Enhanced Service	Regular Service	Total	Referrals	Eligible Referrals
CAMDEN							
Aug a7	29	29	13	14	27	93.1	100.0%
Sept 87	37	136	37	25	62	93.9	98.4%
Oct 87	70	180	67	53	120	88.2	92.0%
Nov a7	44		85	73	158	87.8	91.5%
Dec 67	56	236	116	88	204	86.4	90.0%
Jan 66	41	277	132	107	239	86.3	89.6%
Feb 66	32	309	146	122	26a	86.7	89.7%
Mar 66	57	366	170	146	316	86.4	89.2%
Apr 66	43	409	189	165	354	86.6	89.6%
May 88	25		201	177	378	07.1	90.2%
June 88	60	434	224	201	425	86.0	88.7%
July 88	49	543	245	218	463	85.3	87.8%
Aug 88	36	607	261	233	494	85.3	87.7%
Sept 88	28	639	273	245	518	85.3	87.7%
Oct 88	32		288	61	549	85.9	88.2%
Nov 88	16	655	295	267	562	85.8	88.3%
Dec 88	28	663	305	279	584	85.5	87.9%
Jan 89	15	698	313	285	598	85.7	88.0%
Feb a9	33	731	327	300	627	85.8	88.0%
Mar a9	48	779	344	317	661	84.9	86.9%
Apr a9	28	807	355	327	682	84.5	86.7%
NEWARK							
Oct a7	32	32	16	13	29	90.6	93.3%
Nov a7	73	105	39	42	81	77.1	82.5%
Dec a7	80	la5	66	66	134	72.4	80.5%
Jan 66	58	243	82	63	165	67.9	75.1%
Feb 66	72	315	116	109	225	71.4	78.9%
Mar 66	85	400	145	142	287	71.8	78.7%
Apr 88	37	437	154	156	310	70.9	78.5%
May 88	36	473	165	168	333	70.4	78.1%
June 66	61	534	183	185	368	68.9	76.4%
July 66	20	554	189	191	380	68.6	76.2%
Aug 66	46	600	204	207	411	68.5	78.9%
Sept 88	138	738	237	243	480	65.0	73.7%
Oct 88	42	780	239	245	484	62.1	70.24
Nov 88	21	801	243	250	493	61.5	69.74
oec 88	38	839	253	264	517	61.6	69.74
Jan a9	26	865	262	272	534	61.7	69.64
Feb 69	20	885	270	280	550	62.1	69.9%
Mar a9	94	979	294	314	608	62.1	69.0%
Apr a9	34	1,013	304	325	629	62.1	68.7%
CHICAGO							
Aug a7	61	61	28	27	55	90.2	90.2%
Sept a7	20	81	35	37	72	90.1	91.34
Oct a7	37	118	50	52	102	88.1	89.7%
Nov a7	49	167	69	76	145	88.0	90.2%
Dec a7		210	a7	95	la2	87.6	89.84
Jan 88	1::	323	135	149	284	88.5	90.5%
Feb 66	203	526	221	238	459	88.2	90.4%
Mar 88	214	740	317	327	644	87.7	89.6%
Apr 88	209	949	405	416	821	87.1	88.9%
May 88	229	1,178	494	516	1,010	86.4	88.1%
June 88	176	1,354	567	590	1,157	86.2	88.0%
July 66	132	1,486	620	642	1,262	85.7	87.4%
Aug 66	200	1,686	705	724	1,429	85.5	87.2%
Sept 66	137	1,823	764	783	1,547	85.5	87.14
Oct 66	159	1,982	833	848	1,691	85.5	87.0%
Nov 66	150	2,132	884	902	1,786	84.7	86.2%
Dec 88	149	2,281	923	951	1,874	83.7	85.3%
Jan a9	98	2,379	954	975	1,929	83.2	85.1%
Feb 69	146	2,525	1,030	1,046	2,076	82.2	84.0%
Mar a9	152	2,677	1,081	1,097	2,178	81.4	83.0%
Apr a9	148	2,825	1,119	1,134	2.253	79.8	al.3%

SOURCE: MPR Random Assignment HIS.

they return to the AFDC rolls. It is therefore appropriate to retain them in the base of any calculation of intake completion rates.' However, these cases are not ones for which there is any presumption that intake "should" be completed: as long as the case remains in the closed or sanctioned status, the demonstration cannot enforce any requirement to attend intake.

Ineligible referrals are those who had already reached their 20th birthday at the time of the referral, had more than one child in their care, were pregnant with a second child, were living outside the demonstration area, were long-term AFDC recipients, or whose application for AFDC had been denied. These cases are permanently relieved of any obligation to attend intake or participate in the program: an adjusted measure of intake response should therefore exclude them.[5]

Referral of ineligibles has occurred at quite low levels in Camden and Chicago, but at higher levels in Newark. Over the full period of operations through April 1989, there were 34 referrals of individuals who turned out to be ineligible in Camden, or 4.0 percent of its 807 referrals.[6] In Chicago, there have been 58 referrals of ineligible individuals, or 2.1 percent of the total of 2,825 referrals. In Newark, 115 referred cases, or 11.4 percent of the 1,013 referred, have been found to be ineligible.

The higher rate of incorrect referrals in Newark primarily reflects the difficulties obtaining full cooperation and careful attention to the referral

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[4]It is particularly appropriate to retain these cases in the base because intake practices (e.g., promptness of call-ins after referral, promptness of follow-up call-ins and sanctionnotices) may affect the incidence of these cases. For example, the longer intake steps are delayed, the more likely referred cases will have gone off AFDC.

'This group in New Jersey also includes cases that were referred but are found to be receiving Medicaid only, based on pregnancy. Such individuals would become subject to intake requirements later if they deliver their child and begin receiving AFDC.

[6]It should be pointed out that the low rate of incorrect referrals reported in Camden is rather impressive, considering the major change in program policy during the first year of operations regarding the eligibility of teenage recipients who were childless but pregnant. When the program first began to accept referrals, income maintenance workers were told to refer such applicants being approved for Medicaid only. Later, they were told not to refer these women to TEEN PROGRESS. This change in policy did not appear to have a severe impact on the accuracy of referrals.

process from line IM staff. Efforts to increase the rate of referrals may also have contributed to the higher rate of incorrect referrals; when IM staff were instructed in January 1988 to complete TEEN PROGRESS referral forms for all case transactions involving a child five years old and younger, and forward them to the Data Control Unit for screening, some staff mistakenly forwarded copies of the forms they completed to the TEEN PROGRESS office, including forms for cases that fell outside the eligibility criteria. A final factor is probably the shorter experience in Newark with screening listings of potential eligibles. Although Newark staff are now themselves using the computer generated listings of potentially eligible cases (the FF10 report, which replaces the earlier 149 report), they have considerably less experience at identifying eligible cases and screening out ineligibles than staff in either of the other two sites performing the comparable function.

Adjusting the intake completion figures in Table V. 1 for ineligible referrals slightly alters the results. We estimate that, through April 1989, Camden has completed intake for 86.7 percent of its eligible referrals, Newark for 68.7 percent of its eligible referrals, and Chicago for 81.3 percent of eligible referrals. (Table V.2 shows corresponding rates through December 1988.) As shown in Table V.l, long-term completion rates are even a bit higher, because at any given time referrals in the most recent months may not yet have been affected by the complete sequence of actions to encourage intake attendance. As of the end of April 1989, for example, intake completion rates for individuals referred through January 1989 were 88.0 percent in Camden, 69.6 percent in Newark, and 85.1 percent in Chicago.

2. Incidence of Intake-Related Sanctions

When AFDC recipients fail to respond to a call-in notice for an intake session, program staff issue further call-in notices warning of the consequences of non-compliance (one in Chicago, two in Camden and Newark) and then issue a request to the IM staff to impose a sanction if the individual has still not responded. Table V.2 shows the use of sanctions related to intake, as reported by the sites. The reported data describe the frequency with which the site staff

TABLE V.2

SANCTIONS, ASSESSMENTS, WORKSHOPS, AND MAJOR ACTIVITIES
AS REPORTED BY PROJECT SITES
(THROUGH DECEMBER 1988)

	Project Sites		
	Camden	Newark	Chicano
Eligible Referrals[a]	652	725	2,178
Completed Baseline	565	501	1,874
(Percent of Eligible Referrals)	(86.7)	(69.1)	(86.0)
Assigned to Enhanced Service	295	248	923
Assigned to Regular Service	270	253	951
Intake Sanction Requests (est.)	54	208	198
(Percent of Delinquent Referrals)	(62.1)	(92.9)	(65.1)
(Percent of Eligible Referrals)	(8.3)	(28.7)	(9.1)
Assessments Completed	204	203	681
(Percent of Enhanced Service)	(69.2)	(81.9)	(73.8)[b]
Cases Completing Required Workshops (est.)	161	84	681
(Percent of Enhanced Service)	(54.6)	(33.9)	(73.8)[b]
Cases Entering Major Activity			
Education (H.S., GED, ABE)	94	167	196
(Percent of Enhanced Service)	(31.9)	(67.3)	(21.0)
Job Training	15	18	121
(Percent of Enhanced Service)	(5.1)	(7.3)	(13.1)
Job Club/Job Search	NA	NA	143
(Percent of Enhanced Service)			(15.5)
Employment	85	53	230
(Percent of Enhanced Service)	(28.5)	(21.4)	(24.9)
Ongoing Activity Sanction Requests (est.)	88	116	152
(Percent of Enhanced Service)	(29.8)	(46.8)	(16.5)

SOURCES: New Jersey Department of Human Services. Summary Table on Caseload Activity, February 9, 1989. Illinois Department of Public Aid. December 1989 Activity Report.

'Number of referrals and baseline completions based on MPR Random Assignment MIS.

[b]This is a minimum estimate, which assumes that no cases sanctioned for post-intake noncompliance or deferred had completed workshops or assessments.

have reauested imposition of sanctions.[7] Sanction actions are implemented in Camden and Newark by IM staff, and in Chicago by a Project Chance worker. In Camden, sanctions for failure to attend intake were reportedly requested 54 times through December 1988, a rate equivalent to 62.1 percent of the "delinquent referral" cases (the total number of eligible referrals minus the number of baseline completions). In Newark, intake-related sanction requests were reportedly made at a rate of 92.9 percent of delinquent referrals, and in Chicago at a rate of 65.1 percent.

Even if the sanction process is being pursued vigorously, sanction requests cannot be expected to account for 100 percent of delinquent referrals. Some clients who fail to respond to call-in notices turn out to have already left the AFDC rolls for a variety of reasons, including leaving the area, getting married, and becoming employed. Others turn out to be under AFDC sanction for reasons not related to the demonstration, and cannot be "double-sanctioned." If the site staff learn that one of these situations exists, they will not issue a sanction request.

In addition, of course, sanction requests are not restricted to cases counted as "delinquent referrals"--those who have not completed baseline. In some instances, cases have been sanctioned and then complied with intake requirements, so they would be counted among the "baseline completions." Another way to consider the incidence of sanction requests, therefore, is as a percentage of eligible referrals. This view of sanction request rates indicates, for a given stream of eligible referred AFDC recipients, how frequently the site had to resort to requesting a sanction to promote attendance at intake, and to achieve the baseline completion rate that it did. Through December 1988, Camden and Chicago took such action in about 8 to 9 percent of their referral cases, and Newark in about 29 percent of the cases. By eithermeasure, it appears that program action to request a sanction has been more frequently necessary in Newark

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[7]The number of requested sanctions gives a measure of the frequency with which noncompliance persisted despite repeated call-in notices, but is not an accurate measure of the cases actually sanctioned. Some sanction notices were not acted upon by IM staff (a problem particularly in Newark in the first year of operations), and in some instances confirmation of sanction imposition was not received. Finally, in some instances a sanction may have been requested, but the client then complied with intake requirements before the grant was actually reduced.

than in the other two sites. Several factors have probably contributed to this pattern. First, the Newark site was handicapped to some extent in its efforts to promote intake attendance by the reputation that AFDC recipients in Essex County were simply unlikely to be sanctioned for program noncompliance: the CWA had imposed almost no sanctions in recent years. In addition, for the first year of TEEN PROGRESS operations, it was very difficult for the TEEN PROGRESS staff to make sanctions happen: IM staff generally did not respond to sanction requests. The Newark site, during the first year of operations, was thus unable to establish among teenage AFDC applicants the seriousness of the requirement to respond to TEEN PROGRESS call-in notices. In late 1988, however, the management of the Essex County Welfare Division assigned responsibility for imposing sanctions to a central office unit, thus instituting a systematic sanctioning procedure. This step not only provides a previously missing element of the TEEN PROGRESS mandatory participation requirement, but also represents an important symbolic change for the county welfare agency in general.

It must be emphasized, however, that in all sites it was necessary to initiate the sanction warning process in far more cases than actually got to the stage of a sanction request. Based on reports generated from its CAMS data base, Illinois reports that since the start of the demonstration 52.5 percent of all eligible, non-deferred teenage parents failed to respond to their first call-in notice and had to be sent a warning in the form of a second call-in notice. Analysis of several cohorts of Camden and Newark teenage parents who were sent call-in notices in January-March 1989 indicates that 66-75 percent failed to appear at their first intake appointment.

It is clear that the sanction process--including repeated call-ins and warnings, and the ultimate action of grant reduction--does have some effect. The process generally leads either to compliance with intake requirements, or to departure from the AFDC rolls. An analysis was conducted in February 1989 of the status of all cases referred to Camden TEEN PROGRESS since the start of operations who had not yet completed the baseline session. This analysis indicated that, of 95 referred eligible cases that had not completed intake, two were still under TEEN PROGRESS sanction, five had gone recently referred (in the previous two weeks), five had been off AFDC and recently been reopened, and 83 were off AFDC. These 83 cases may have left AFDC for a variety of

reasons. Some may have left for reasons unrelated to TEEN PROGRESS; they may have had a short-term need for assistance, and left AFDC when they got a job, got married, or moved away. Others may have left AFDC voluntarily rather than comply with TEEN PROGRESS requirements, making that decision upon receiving a sanction warning notice or upon actually having a sanction grant reduction imposed. Thus, at least in Camden, sanction notices far more often lead to intake attendance than to continuing grant reduction. Actual sanctions appear to be serving as a means of getting people into the program or off AFDC. They are not having the effect of imposing long- term reductions in grants ; only two of the 54 Camden cases in which intake-related sanction requests were made over an 18-month period were still under a grant-reduction sanction.

Further indirect indication of the role of the sanction process comes from the cohort analysis for January-March 1989 referrals mentioned above. In this analysis, the intake response of cohorts of cases sent initial call-in notices in early 1989 was examined. After three call-in notices, a fairly consistent response rate was achieved for the three sites: of eligible referrals, 69 percent in Camden, 68 percent in Newark, and 57 percent in Chicago had completed intake. This pattern, however, departs from the long-term intake completion rates achieved by the sites, as shown in Table V. 1. When ad justed for ineligible referrals, the long-term completion rates (excluding recent referrals) for Camden, Newark, and Chicago are 88.0, 69.6, and 85.1 percent, respectively. Long-term completion rates are clearly higher in Chicago and Camden than in Newark. One possible explanation for this difference is the difficulty that Newark had imposing sanctions over the first year of the demonstration. Imposition of sanctions seems, in Camden and Chicago, to have increased compliance rates directly by bringing non-compliant individuals into compliance, and perhaps. indirectly by discouraging non-compliance among others. If this explanation is valid, we would expect to see intake completion rates for Newark cohorts beginning with late 1988 referrals to begin showing improved completion rates. This does not yet appear to have happened, as seen in Table V.l, but the persuasive effects of sanctions may take longer to be visible than the period to date in which this improved sanction procedure has been in place.

3. Assessment Interviews

Completing the initial assessment interview in all three sites requires that the teenage parent return to the demonstration office on a later day following intake. It is not surprising, therefore, that there is a further drop-off in participation rates at this point. In Camden and Newark, the assessment interview is scheduled for some time within the next week after intake. As shown in Table V.2, site reports indicate that these interviews are completed with 70 to 80 percent of the individuals who have finished intake. In Chicago, the date of the assessment interview is usually set up by the case manager at some point during the three days of workshop attendance, for a day shortly after the teenage parent completes the workshop cycle. The assessment completion rate in Chicago is estimated to be a minimum of 74 percent, but is most likely over 90 percent.

It should be noted that the sites' ability to conduct assessments promptly is probably quite sensitive to the regularity and predictability of the flow of referrals, and referral volume relative to staff size. A small sample of records for cases referred in late 1987 and early 1988 showed that case managers in Camden were generally able to conduct their assessment interviews within several days after the Intake Session. In Newark, assessment interviews completed between December 1987 and May 1988 were generally done one to two weeks after the intake session. Assessments in Chicago were usually completed about a month after intake. This lag was not in accord with Chicago procedures, which call for assessments to be completed within two weeks of workshop completion. The interval between intake and assessments during that period was probably unusual, and most likely resulted from the sudden increase in referrals that occurred in the first six months of 1988, when new referrals averaged about 190 per month.

B. INITIAL WORKSHOPS

The first substantive activity at all sites is the set of initial workshops described earlier in Chapter IV. All three sites envisioned these initial workshops as the first step in the program for all or almost all new participants, although experience has revealed that workshop participation often has to be deferred for new enrollees who are still in school. Measures of

workshop completion could provide some indication of the extent to which the model of initial program activity is being fulfilled.

Table V.2 indicates the estimated number of cases who completed required initial workshops in each site, through December 1988. The table indicates that approximately 55 percent of enhanced service cases have completed workshops in Camden, 34 percent in Newark, and 74 to 90 percent in Chicago.[8] Although these relative completion rates seem consistent with the patterns that might be expected, given the relative complexity of workshop scheduling at the three sites, the data must be regarded with caution. None of the sites has explicitly reported the number of teenage parents completing each individual workshop in a consistently defined series of reports over the course of operations. When case tracking data become available, more detailed analysis will be conducted to verify these results.

Several factors may help explain why workshop attendance occurs at lower rates in the New Jersey sites. There may, of course, be some inaccuracy in the statistical summaries available to date. In Camden, participants who are in school at the time of intake usually have their workshop participation deferred until summer. Substantial percentages may simply take a long time before completing workshops because they fail to attend and have to recommence on a later cycle. This is particularly true in Newark, where the length of the workshops and the relatively infrequent workshop cycles can result in long delays. It does seem likely, however, that Camden and Newark have a harder time moving people past the workshop stage of the program. More detailed analysis of individual case data will allow us to determine whether the lower workshop completion rates are due primarily to delays for participants attending school, or whether there is a more general dropoff in participation associated with the extended workshop schedules.

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[8]Since Chicago's monthly reports focus largely on current status rather than activity completions, we must derive an estimate of workshop completions from current status data. It is unclear whether cases with ongoing sanctions imposed or recommended, or who were terminated or deferred, had completed workshops before reaching this current status. As a result, the range of workshop completions must be estimated at between 681 and the full 903 in the sample, or as 75-100 percent. It is fair to assume that a substantial percentage of these cases had failed to comply with participation requirements after the workshops, so it is reasonable to conclude that somewhere around 90 percent of Chicago participants have been completing workshops (and assessments).

C. MAJOR ONGOING ACTIVITIES

The previous sections of this chapter have dealt with the programs' success in bringing teenage parents into the demonstration and through the first stage of motivational and instructional activities. This stage, however, is viewed in the demonstration design as a precursor to longer term participation in education, job training, or active job search leading to employment. Intake, assessment, and workshop completion rates reflect the program's own success in establishing procedures and carrying them out internally. Subsequent ongoing activities, however, to a large extent require working relationships with and referrals to existing community programs (although some ongoing activities are also operated by the demonstration programs themselves).

There are several measures we could use of participation in ongoing activities. We could estimate activity entrance rates: the percentage of participants who complete intake who then at any later time enter one of the major ongoing activities (education, training, job search, or employment). Alternatively, we could determine average participation durations: the average length of time over which participants are active in a major activity. Finally, we could estimate current rates of activity: at any given time or times, what percentage of participants are active in a major activity. It will be possible to analyze all of these perspectives once detailed case tracking data are available. However, for the present, we restrict our attention to presenting and commenting on activity entrance rates: the rates at which the sites have reported that teenage parents have been involved in ongoing activities through December 1988.

As shown in Table V.2, the three sites have reported somewhat divergent patterns of involvement in major activities.

- In Camden, heavy use has been made of education courses and employment. Almost a third of Camden enhanced service group members were involved in education. Most (55 of 94) of these were continuing attendance at high school: the remaining 39 were enrolled in GED or ABE classes. Camden had the highest success rate in getting clients into employment, including regular jobs and summer youth corps positions. Utilization of job training has been low, however; only 5.1 percent were involved in job training.

- In Newark, the site reports an even more predominant involvement in education; over two-thirds of the sample either continued in

high school or participated at some point in the site's GED class. Newark reported a similarly low incidence of involvement in job training (7.3 percent), and a roughly comparable rate of involvement in regular or summer employment (21.4 percent).

- In Chicago, use of education services is less common than in the New Jersey sites, but job training and directed job search are more common. As in New Jersey, about a quarter of the clients through December 1988 had held a job for some time during the demonstration.

These data must be interpreted very cautiously and regarded as only preliminary indications of the paths that teenage parents are following through the program. For one thing, the reported data can double count individuals, and the extent of double-counting is unknown. For example, a teenage parent who proceeds from job training (or in Chicago from job club) to employment would be counted in both groups. A second concern is that we cannot be sure, using summary data, whether all cases are accounted for as having either entered an activity or been sanctioned, and thus to determine to what extent case activity data are missing. The ambiguities of the data are particularly evident in the reported Newark figures, where the total number of cases reported to have been involved in education, training, or employment is almost three times the number who have completed the required workshops. Such a pattern could represent merely the difficulty Newark has had in moving clients through the long workshop cycle, and a tendency for clients to enter (or continue in) an educational program or a job even though they may not have gone through all the workshops. It could also suggest that Newark is enrolling relatively more clients who are still in school. Alternatively, there may be data reporting problems which must be addressed using detailed case tracking data.

The sites' success in getting teenage parents involved in education, training, or employment depends not only on the range of services they have developed, but also on their continued ability to emphasize the importance and value of efforts towards self-sufficiency, and their use of the sanction process to underscore this emphasis. The sites' practices in defining participation requirements and enforcing them are described in Section D below. The sites' delivery of some of the supporting services recognized in the program design as needed to facilitate participation is described in Section E.

D. DEFINING AND ENFORCING PARTICIPATION REQUIREMENTS

There are three necessary aspects of a strategy to make a program truly mandatory. First, a clear standard of satisfactory participation must be defined. Second, methods must be developed to monitor actual participation and compare it to the standard. Third, procedures must be adopted to take sanction action so that failure to comply with the participation standard has a consequence.

1. Defining the Participation Requirement

Setting requirements for participation has entailed specifying three criteria, although they have not necessarily been established with uniform precision. The programs have had to define the intensity of required program activity, the non-compliant behavior or actions that should lead to remedial action, and the circumstances of allowable deferral of participation requirements.

a. Defining Full-Time Participation

The grants awarded to New Jersey and Illinois were for programs in which participants would be required to take part in a full-time schedule (30 hours per week) of education, training, or employment (or some combination of these and other activities).[9] During the first six months of the demonstration, concerns were raised in monitoring visits about the intensity of participants' program activity. Perhaps partially in response to these concerns., but also as a way of structuring communications with clients about their activities, both states adopted the use of individualized weekly calendars. New Jersey began using these calendars in the summer of 1988, and Illinois in the fall of 1988.

These individualized calendars are a useful device for helping clients manage their time and understand their commitments, and have also allowed the sites to document their adherence to the grant conditions requiring full-time participation. Examination of some of these calendars also shows, however, that putting together a program of 30 hours of real program activity for some

[9] The 30-hour requirement is consistent with WIN program requirements.

teenage parents is difficult, or in some cases not productive. In fact, the Illinois regulations adopted for the demonstration explicitly allow for less than full-time activity schedules if appropriate--for example, if a participant needs only a four-hour course to complete her high school education, or if only part-time GED courses are available. IDPA thus seems to have adopted a flexible definition of the demands that the program must set for participants (and for program staff in devising activity plans).

Attempting to adhere to an inflexible 30-hour standard, given the realities that the Illinois regulations recognize, is likely only to lead to contrived entries on calendars for the purpose of documenting a 30-hour schedule. Concern over demonstrating full-time activity appears to have led staff occasionally to include time for travel, home study, and lunch hours with actual program activities to reach a sum of 30 hours. In helping teenage parents schedule their activities, it is of course useful to allocate time for things that really do take time: this exercise can help them develop habits of timeliness and planning. Simply using the "total hours per week" data off these calendars to indicate the intensity of program involvement, however, can be misleading. Those figures probably understate the challenge the sites have faced in arranging activity schedules that actually include 30 hours of program activity.

In both states, several factors are affecting intensity of participation. Most obviously, the hours of existing programs that can be tapped for participants set up the basic schedule around which their lives and involvement in other program activities must be adjusted. Where these *major* activities are less than full-time, supplementing them with other activities may or may not be feasible and/or practical, depending on the schedules for other suitable activities. Pursuing a full-time schedule becomes particularly difficult if it has to be made up of a patchwork of activities in different locations; complex logistics are no easier (and probably harder) for teenage parents to master than for the average professional employee.

b. Defining Non-Compliance

Remedial action must be taken when participants fail to adhere to their agreed upon plan, but the programs have, had to define what specific lapses warrant action. The definition of non-compliance warranting sanction can be

complex, because the nature of the activities participants are engaged in is quite varied, and because each State must incorporate previous definitions of good cause for behavior that would otherwise be viewed as non-compliance.

Illinois has adopted a quite detailed list of the acts or behaviors which constitute non-compliance after a participant has completed intake. These include explicit refusals to participate, absence for more than two days in any four-week period from a scheduled program activity, refusal or failure to respond to a job referral or accept a bona fide job offer, quitting a job or education or training program, failing to notify Project Advance of a termination of such activity, and failure to respond to Project Advance notices. The Illinois regulations also specify the "good cause" circumstances under which such behaviors may be excused: death in the family, illness, required court appearances, breakdown in child care or transportation arrangements, sudden emergencies or family crises, inclement weather, and involuntary termination from employment, education or training.

In New Jersey, a much simpler definition of non-compliance is included in the demonstration regulations, but more detailed specifications are included in the Case Management and Office Procedures Manual. The regulations (which mirror WIN rules) define non-compliance for program participants as failure or refusal to report to on-going mandatory activities, refusal to take a job or leaving a job without good cause, and leaving an educational activity without taking a full-time job. This limited regulatory definition leaves some ambiguities which the manual seeks to clarify. It classifies non-compliance as overt and de facto refusals to cooperate with the program or participate in planned activity. De facto refusals are defined as demonstrated by a pattern of absences in the last two months, and a list of the specific number of absences warranting sanction action for each type of program activity is presented. Provision for good cause excuses is made in the manual, although not referred to in the regulations.

Given the defined non-compliance standards, participants are more likely to be sanctioned in relation to workshops in New Jersey than in Chicago. In New Jersey, two absences from workshops without good cause are grounds for initiating the sanction process. Other things being equal, such a standard increases the likelihood of being sanctioned in a program having more days of workshop, since it increases a participant's chances for committing an

infraction. The more extensive workshop schedule and curriculum defined in New Jersey constitute a more demanding initial phase of program activity. The longer workshop sequence clearly contributes to the higher rates of ongoing sanction requests reported in New Jersey than in Chicago (see Table V.2). Moreover, for most of the first year of operation, Newark offered 10 more days of workshop than Camden (29 days of workshop compared to 19 days). This difference may also have contributed to Newark's very high rate of ongoing sanction requests.

c. Defining Deferral of Participation Requirements

Both states permit a temporary waiver of program participation requirements for individuals who have legitimate reasons for not being able to participate. The intent of this provision as defined in joint planning sessions prior to implementation was to give due consideration to circumstances such as serious illness which make it impossible for the individual to take part in any activity designed to promote self-sufficiency. However, "participation" in the program was originally conceived quite broadly; an individual with a drug abuse problem, for example, might not be able to engage in a training or education course immediately, but could take part in a drug treatment program and still be considered an active program participant. A teenage parent working at a job could still be receiving counseling and other forms of support, and thus participating in the program.

Both New Jersey and Illinois are using deferrals sparingly, in keeping with the concept described above. New Jersey staff report that the most common reason for deferral is to allow a participant with a newborn child to recover from childbirth and remain at home with her baby until six weeks after delivery. The Chicago site reported that, as of the end of December 1988, 36 individuals in the enhanced service sample were in deferred status, or about 4 percent of the total sample.

It should be noted, however, that both the New Jersey and Illinois regulations, by following the model of WIN registration requirements, to some extent appear to undercut or contradict the intent of the demonstration program if taken literally. The New Jersey regulations allow temporary deferral of up to one month at a time, only for medical reasons confirmed by a physician, and

only when approved by the supervisor. However, longer term exemptions, to be reviewed semiannually, are allowed under the same conditions specified for exemptions under regulations governing WIN, except for exemptions based on age of the youngest child. These regulations allow exemption for teenagers under 19 in full-time school programs, people employed at least 30 hours per week, and women more than six months pregnant. Nevertheless, demonstration participants who fall in these categories are in fact viewed by program staff as still in the program, and potentially very much in need of ongoing services. However, the formal language of the regulations, would, for example, allow a woman who is in the last trimester of pregnancy (with a second child) to be exempted from program requirements. Furthermore, the language of the New Jersey regulations (probably inadvertently) makes exempt individuals ineligible for TEEN PROGRESS, which would imply that they cannot receive program benefits such as child care or transportation allowances, counseling, workshops, etc.

In Illinois there is no distinction in the regulations between a temporary deferral of program participation requirements and exemption. Exemption is allowed for temporary or chronic illness or excessively remote residential location. The Illinois rules also allow exemption of individuals employed at least 30 hours per week, following the model of WIN regulations. Exemption is not automatic, however; teenage parents who are employed are often still eligible for AFDC. In some cases these individuals wish to continue as participants in the demonstration, because they are eligible to continue receiving demonstration support services and child care and expense payments to help them remain employed.

There is no evidence to date that rules on deferral and exemption have allowed substantial numbers of sample members to escape from mandatory program participation, or to prevent individuals from receiving needed support services for activities aimed at increasing self-sufficiency. These peculiarities in the regulations are nevertheless worth noting as examples of some of the issues that warrant further examination as guidelines are developed for future programs based on the TPD model.

2. Monitoring Participation

All three sites have worked out their own procedures for monitoring participation. Monitoring is generally viewed not only as a way of enforcing participation requirements, but also as part of the service delivered by the program. Monitoring participation helps case managers detect situations in which participants need support or assistance, as well as to detect circumstances requiring initiation of sanction action.

In Newark, the responsibility for monitoring attendance rests solely with the individual case managers. They are required to check the attendance rosters for on-site activities and to make monthly visits or calls to their clients' schools to check attendance.

The case managers in Chicago are also required to make monthly school attendance checks. However, instead of the case manager contacting the attendance officer at the school, the teenage parents have the responsibility to get an attendance report from school officials. Attendance forms are sent or given to the teenage parent each month; they are expected to get the forms completed and signed, and return them to Project Advance. These forms are then reviewed and filed in the case folders.

Camden's monitoring procedures have evolved as the program has developed. At one time, individual case managers were required to check their clients' school attendance monthly. Later the child care worker assumed the responsibility of verifying school attendance at bi-weekly intervals. Most recently, however, the data collection specialist (data entry clerk) has assumed that responsibility. For each school or training agency, a roster of the enrolled clients is created and the data collection specialist calls the provider bi-weekly to gather the attendance information. The data collection specialist makes copies of the completed roster, places one in each client's case folder, and notifies the case managers about problem cases. Site staff emphasize that following attendance at bi-weekly intervals is essential to ensure that the kinds of personal problems and crises that lead first to attendance problems get the case manager's attention before they become irremediable.

To some extent the training programs to which participants are referred help to monitor attendance. Training programs that rely on JTPA funds generally

have strict attendance requirements. Often such programs have one person to follow-up on unexcused absences, and in some cases, students can be dismissed for poor attendance. The catalog for one of the Chicago institutions warns applicants that students are allowed three days of unexcused absence and that students in the Basic Nurse Assistant Program will be required to attend all sessions.

3. Taking Sanction Action

When monitoring procedures show that participants have failed to comply with participation requirements, program staff are supposed to initiate the sanction process. The number of steps in this process differs between New Jersey and Illinois. In New Jersey, the staff must send two warning notices and then attempt, by mail or telephone, to arrange a case conference with the participant. In Chicago, only one warning notice is issued. In both states, if the participant does not respond to these notices, the case manager sends a form to the income maintenance worker requesting imposition of a sanction. Forms and procedures at all three sites have been designed to make the sanction request a turnaround process; the income maintenance worker is expected to complete a section of the sanction request form to show the date the sanction will go into effect, and return the form to the case manager.

Relying on the income maintenance workers to implement sanctions has created several problems. In Newark and Chicago, there have been delays before requested sanctions go into effect, sometimes, as long as two months. (In some cases, of course, when a sanction request is transmitted to the IM staff just after a monthly processing cutoff, it cannot legally be effected for the next month.) Some sanction requests in Newark were not acted on at all.

Another problem that has had to be addressed in all three sites, but particularly in Newark and Chicago, is that income maintenance workers have at times failed to complete the turnaround document, leaving the case manager in the dark about the case's sanction status. As a result, the case managers were forced to verify sanction actions by consulting the AFDC computer files using remote terminals. In Camden and Chicago, where the remote terminals were relatively accessible and where there were staff members experienced in using the system, this procedure has been workable, although it requires individual

inquiry to each case record. Both Newark and Chicago, however, have taken effective action to eliminate this problem, as pointed out in earlier sections. Chicago has implemented automated reports using data downloaded from its central CIS data, listing sanctions imposed. Newark has had a terminal installed to allow direct case inquiries for confirmation of sanctions, and has worked with Essex County to institute a centralized sanction unit that provides TEEN PROGRESS staff with the prescribed confirmation when sanction actions are put into effect.

Data reported by the site indicate that requests for sanction action have been taken for about 30 percent of the Camden enhanced service sample, 47 percent of the Newark sample, and 17 percent of the Chicago sample, through December 1988. Further analysis of the reasons for sanction action will be based on 'detailed case tracking data.

VI. SERVICE DESIGN AND DELIVERY ISSUES

The previous chapter focused on the extent of service delivery: the rates at which the three demonstration sites have identified eligible teenage parents on AFDC, worked through the intake and assessment process with them, gotten them to participate in initial workshops, placed them in continuing education, training or employment services or jobs, and taken sanction actions in an attempt to maximize participation. As detailed participation data become available from the sites' automated case tracking systems, measures of the extent of service delivery will improve. Beyond examining participation levels, however, we must try to understand the complex set of decisions and constraints that the sites have faced in defining their services; the definition of services can affect levels of participation, as well as the quality and potential effectiveness of the experience for those who do take part in program activities.

Three broad issues faced by the demonstration sites, and the state staffs that have helped them in defining services, are discussed in this chapter. First, we examine the definition of initial program workshops. Second, we explore the question of how programs like the Teenage Parent Demonstration should define and deliver services to special subgroups of their client population. Third, we discuss the issues that the sites have faced in placing teenage parents in ongoing education, training, employment services, or jobs that match their needs and abilities.

The aim of the discussion in this chapter is not to "grade" the success of the three sites or to point out failings on their part. The points made here are based on limited observation of particular services, limited data on service participation, and no impact data. Furthermore, almost every decision made in a particular site is a tradeoff among objectives all of which might contribute to the effectiveness of services. The aim of this chapter, therefore, is to highlight these tradeoffs and point out the kinds of issues and problems that the Teenage Parent Demonstration sites are still dealing with and that future programs of this sort will have to face.

A. HOW SHOULD INITIAL WORKSHOPS BE DEFINED?

In planning, developing and refining the initial workshop activities that new program participants are expected to complete, the demonstration sites have juggled several closely related variables: the overall duration of the workshops, the times at which they are scheduled, and the staff chosen to lead the workshops. Choices and tradeoffs have been made between very brief half-day workshops and long workshops lasting as much as six weeks, between intensive workshop sessions and extended schedules of short sessions, between very short introductory discussions of major topics and more structured, in-depth curricula, and between reliance on in-house program staff and outside experts to conduct the workshops.

The "package" of choices the sites have made on these issues is important for several reasons. First, the resulting workshop definition can affect who participates in the workshops, and thus the program's success in making initial workshops a universal or nearly universal component of the program. The scheduling and duration of workshops, for example, can affecthowaccessible they are to participants still enrolled in school. The definition of the initial workshop component can also affect the importance of this activity in establishing relationships between staff and new participants, and among participants: the speed with which these ties are established, and the degree of trust achieved, can potentially affect the program's success in promoting participation in further activities and strengthening participants' commitment to self-sufficiency goals. Some workshop definition choices can also affect the chances of achieving the basic instructional goals of conveying information.

1. Duration of Initial Workshoos

The duration of initial mandatory workshops is an important variable for several reasons. It affects the schedule on which new participants can enter the workshops. It can also affect the usefulness of the workshop sessions as a time for forging relationships and developing staff perceptions of the needs of participating teenage pageants. The three TPD sites have developed workshop sequences of quite different duration. Chicago schedules new participants to complete all of its workshops, on six topics, in a three-day period. Camden schedules participants into its five workshops over a five-week period. In

Newark, participants can be expected to spend six weeks or more in the initial workshop phase, depending on the schedules on which the workshops are being offered, when the participant enters the program, and other activities that the participant is already engaged in that might conflict with the workshop schedules.

Unless sufficient staff resources and facilities are available to conduct concurrent overlapping cycles of workshops, the duration of a workshop is likely to determine how often it can be offered and, thus, the delays that new clients encounter before they can enter the workshops. If entry to initial workshops cannot be routinely scheduled for very soon after intake, program staff face a particularly difficult challenge as they try to keep new participants involved in the program and motivated. Periods of inactivity and lack of involvement with the program are likely to hurt chances of getting a newly enrolled participant engaged in it. If workshop entry must be delayed, program staff must either accept this increased risk of dropout, or find some other meaningful program activity for the new client in the interim. Rapid placement in other activities, however, is even more difficult; program staff have only the information from the intake form and possibly one assessment interview as a basis for judging what activity would be productive. Other activities such as training are likely to be even harder to schedule than workshop entry, particularly if they must be scheduled around other schedule demands (e.g., making up missed workshops). Moreover, these other activities, when offered by outside vendors, have schedules which are out of the program's control. In-house activities could be devised to fill intervals between intake and the start of a workshop; such activities are not likely to be more than time-fillers, however, and it would be difficult to enforce mandatory attendance requirements for activities which are basically meant to keep a client on hold.

Based only on concern for maximizing rates of completion of initial workshops, and getting teenage parents involved as quickly as possible in longer-term activities, it would thus appear that short workshop cycles, compressing the workshop activity in a short period right after intake, are preferable to the longer cycles adopted in Camden and Newark. Although there is some risk in relying on the sites' aggregate statistical reports, it appears that a

substantially higher percentage of new participants complete all required workshops in Chicago than in either Camden or Newark, as reported in Chapter V.

However, the duration of workshops has other implications that merit consideration. Initial workshops can be viewed as an opportunity for intensive interactions that can provide a basis for further assessment of strengths and weaknesses: long workshops clearly provide greater opportunity for this process than is possible in a workshop that lasts just a few hours. The curriculum for the Newark family planning workshop, for example, allows in-depth presentation and discussion, as well as ongoing assessment during the six-week workshop of participants' grasp of the concepts presented and changes in their attitudes. The Camden schedule of workshops provides a varied schedule of topics each week for five weeks, allowing staff to become acquainted with participants and their motivation, discipline, and personal skills. Longer workshops thus allow more considered judgments to be made about the most promising path for a participant to follow towards self-sufficiency. They also provide leaders an opportunity to identify individuals with serious problems that may signal a need for more in-depth counseling. Of course, short workshops may uncover problems or important factors that can then be followed up on by individual case managers, but the more extensive workshops probably have a better chance of identifying problems.

Workshop duration also affects the instructional content that can be presented and the range of methods that can be used to stimulate and inform participants. In workshops as short as those conducted in Chicago--an hour and a half on 'each of the six topics--substantive discussion is inevitably very limited. Disruptions associated with late arrivals can consume what amounts to a significant portion of the allotted time. Very short workshops also make it more difficult to integrate a variety of presentation aids and still allow for substantial interaction to develop between the teenage parents and the leaders. Although presentation aids such as films can be very useful, using them in a very brief workshop sequence leaves little room for presentations tailored to the specific workshop group, well-developed discussions, or substantial peer interaction. Such brief workshops allow little more than introduction to topics of concern. It must be acknowledged, however, that taking advantage of the potential of longer workshops is also a challenge. Successive sessions must be

carefully planned with a true progression of topics and variety of workshop methods; otherwise extended workshops risk losing the attention of those attending.

Still another factor to be considered is the way that workshop duration affects workshop completion, compliance enforcement, and management procedures. In Camden and Newark, given the multi-session design of all initial workshops, it is common for new participants to begin a workshop but fail to attend consistently enough to satisfy attendance requirements. Given the youth of the demonstration population, their new responsibilities as parents, and the circumstances of deprivation in which they live, difficulties completing a significant program commitment are not surprising; if they do not occur right at the outset in an extended workshop, they are likely to crop up in subsequent ongoing activities. With extended workshops, this challenge of promoting activity completion is more likely to emerge and have to be faced right at clients' first steps into the program. They must be rescheduled for another workshop cycle, and in many cases the sanction notice process must be started.

Longer workshops thus contribute in two ways to lengthening the interval before the teenage parents can be helped to enter education, training, or employment. Clients who enter and complete workshops at the first opportunity take longer to do so in Camden and Newark, with their longer workshop cycles, than in Chicago with its three-day cycle. In addition, the-more substantial attendance requirement in the extended workshop cycles increases the likelihood that one opportunity will not be enough, and that readiness to go on beyond workshops will be delayed still further. To get participants through workshops that extend over longer periods clearly requires of the sites a greater effort for monitoring attendance, comparing attendance at individual workshops to a formal minimum attendance policy, using the sanction process for those who fail to attend as required, and rescheduling clients for new cycles.

The overall duration of the workshop cycle must be considered in connection with the intensity of the schedule on which workshop sessions are conducted. The material that is presented in a six-week cycle of workshops meeting six hours per week, for example, could also be presented in a two-week cycle meeting 18 hours per week. The benefit of longer duration workshops can be lost if (a) the workshop schedule does not provide substantially more time for staff-client

interaction than a short schedule, or (b) a large percentage of teenage parents fail to participate enough in the workshops to benefit from the increased instructional input or the increased potential exposure to workshop leaders.

Finally, the relative benefits of longer workshops depend to some extent on who leads the workshops. One potential advantage of initial workshops is the opportunity for developing a trusting relationship between client and staff, and building a basis for more informed assessment. However, if workshops are led by outside consultants who do not maintain ongoing roles in case management or other services, some of the benefit of this contact is likely to be unrealized. Using outside consultants may, of course, have other advantages relating to special expertise, the consistency of workshop methods and content, and general staff utilization, as discussed later in this chapter. It must also be acknowledged that even when outside consultants conduct workshops, participants still have some contact with program staff just by coming through the office, making arrangements for child care payments, working out transportation problems and, if necessary, amending their schedule for workshop participation.

It should be noted that Camden has designed its workshop cycle to allow time for extended workshops, but at the same time to avoid long delays before new clients begin participating in workshops. Camden's six initial workshops begin at staggered intervals, rather than all in the same week. As a result, a new client generally is able to start at least some workshops within a week or two after completing intake.

2. Scheduling of Workshoos

Regardless of the overall duration of workshops, the sites must find a way to schedule them that makes full participation feasible. Several constraints must be dealt with as they schedule workshops. To allow workshop sessions of adequate length for instructional presentation and discussion, holding workshops for several hours in the morning or early afternoon is advantageous. Sessions from 9:00 a.m. to 11:00 a.m. and 1:00 p.m. to 3:00 p.m., for example, allow ample time, and ensure that participants are finished and can leave the, site before dark, even in winter. Such "regular hours" also fit most readily in the normal work schedules of program staff.

Other factors inevitably complicate workshop scheduling, however. The most prominent issue faced by the sites has been how to arrange workshops so they can be attended by clients who are enrolled in school when they enter the program, or are already involved in other training or employment. To some extent, clients already involved in such activities may need some workshops less critically than other clients. They may, for example, be generally more motivated and aware of career preparation paths. However, even such clients can benefit potentially fromworkshops on topics such as family planning, life skills, parenting skills, grooming, and nutrition.

Several approaches have been developed to make workshop attendance possible for clients involved in other scheduled activities. In Camden, workshops are for the most part simply deferred until summer vacation for clients who are in school; they are then scheduled into a five-week workshop cycle with new clients in the summer. In Chicago, every effort is made to have all new clients attend the three days of workshops right after intake; staff try to work with local school officials to make workshop attendance an excused school absence or even to have attendance at the workshop considered part of the school program and not count as an absence. In addition, some workshops are run in the late afternoon to accommodate school schedules. In Newark, workshops are alternately scheduled for morning hours or late afternoon hours, so clients in school can be served in every other workshop cycle.

Each of these approaches has its own merits and problems. In general, scheduling workshop sessions for late afternoon can allow clients who are attending school to participate without lengthy delays or missing classes. On the other hand, late afternoon sessions are likely to be constrained by the fatigue of both clients and staff, to be shorter, and to be less energetically conducted.' Late afternoon sessions may require extending staff hours or instituting flexible work hours, and in winter months they force clients to make

'The Chicago site has tried to deal with the potential effects of fatigue by allowing case managers who conduct late afternoon workshops to work on a flexible schedule, shifting their work hours later in the day, to allow them to be fresher for the workshop sessions.

their trip home in the dark.* Unfortunately, offering late afternoon workshops on only alternating cycles aggravates the problem of workshop delay associated with the long workshop duration in Newark.

In general, allowing long delays before workshop entry is likely to make retaining clients in the program and getting them committed to the program more difficult, as suggested above. However, delay may be somewhat less threatening to chances of retention for clients who are attending school than for others; they at least have an activity that meets program requirements, where their continued attendance can be monitored. All approaches to scheduling workshops clearly have some shortcoming: loss of school time, long delays before workshop entry for clients in school, or constraints on the effectiveness of the time spent in the workshops. Each program site has had to consider these related factors and make a judgment.

One alternative that has not been tried, however, is to arrange the mandatory workshops in two stages: a very brief introductory cycle, and a more extended in-depth set of workshops. For example, all clients who complete intake could be asked to come back for two or three days of introductory sessions beginning a day or so after intake. These introductory sessions could be either full-day sessions or shorter late afternoon sessions. Full-day sessions would provide an intensive "get acquainted" session, but after a few hours attention is likely to wane. Some clients attending school could not participate in such full-day sessions. Late afternoon sessions would provide a less intensive introduction, but would still establish a positive experience to mitigate any negative impressions associatedwith goingthroughthe intake process. Moreover, all new clients could be expected to attend late afternoon sessions.

Following this brief introduction, the program might offer a more extended set of mandatory workshops with more flexible scheduling. For some clients, these might be delayed until summer. With the contact established in the introductory workshops and the further information gathered about clients in these initial sessions, it might be possible and desirable to have several workshop tracks. Older clients who are ready for employment, for example, might be placed in workshops that emphasize preparation for training, whereas younger

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[2]In fact, the Chicago site avoids scheduling late afternoon workshops in the winter.

clients or those not ready for employment or training might be served by workshops that emphasize self-awareness, general motivation, etc. It must be recognized, of course, that in some instances extended workshops may be alternatives to other productive activities. For example, emphasis might be better placed for the summer months on finding work experience or regular employment, rather than the second stage of workshops. This alternative approach would undoubtedly have to be implemented flexibly, with options possible to choose the best activity for each client.

This alternative approach is distinct from the workshop approach now followed by the sites. It would provide a very short introductory set of workshops for all new participants, which is distinct from the Newark and Camden approach. It would allow more in-depth exploration of workshop topics of universal interest than is now possible in Chicago, without losing the advantage of having a high percentage of new participants complete a brief introductory experience with the program.

3. Workshop Leaders

Three approaches to staffing workshops have developed. In Chicago, all initial workshops are led by case managers, who have received special training on the workshop topics. In Camden, all workshops are led by outside consultants. In Newark, four workshops are led by outside consultants, including two initial workshops (Family Planning and Nutrition), and two special workshops for selected clients (Pre-Employment and Parenting). The. other two initial workshops (ACE and Life Skills) are conducted by site staff.

There are important interactions between the approach to staffing workshops and other decisions and constraints affecting initial workshops. These interactions affect the feasible length of workshops, and their content.

Using case managers to lead workshops, as is done universally in Chicago and for some of the Newark workshops, creates a clear constraint on the scale of workshop activity in the overall program. However, having case managers lead workshops also has some clear advantages pointed out by site staff. The case managers quickly become acquainted with the new clients, and the clients get a rapid introduction to the people who actually work at the program. At least in Chicago, case managers also reportedly find leading workshops to be a satisfying

part of their jobs. Finally, using case manager staff is likely to be less costly than contracting with outside professionals.

Leading workshops can, however, be a substantial drain on case managers' time, and reduce the time they have available to work with ongoing clients in their caseloads. Several factors are likely to affect the seriousness of this problem: the number of workshops, the total session time in each workshop, the emphasis placed by program managers on having a very carefully planned and refined curriculum and method, and the degree to which selected case managers specialize in certain workshops. Workshops as long and intensive as Newark's Family Planning workshop (9 hours per week for 6 weeks) could not be considered if staffed by a case manager who was also expected to serve a full complement of ongoing cases. The overall size of the case manager staff, however, may affect the feasibility of using case managers to lead workshops; the burden on individual case managers is somewhat mitigated if spread across a larger staff. In Chicago, for example, with eight case managers, each one leads a workshop series once every other month. Leading a comparable set of workshops in Camden or Newark, with their smaller staffs, would be more burdensome.

It should also be noted that having case managers lead extensive workshops is probably infeasible for reasons of expertise as well-. As long as workshops are brief introductory sessions, the extent of special knowledge required of leaders is limited, and case managers, with preparation and perhaps some training, can be expected to fulfill this role. More extensive workshops, however, are worth conducting only if they involve some structured progression into more specific and detailed information, or the application of a structured progression of methods for teaching and promoting awareness among the clients. These factors would seem to require assigning workshop leadership to -professionals who are heavily involved in the particular subject matter of each workshop.

The merits of having case managers lead workshops also depend on their individual qualifications. Among the case managers observed as workshop leaders, some are clearly more relaxed and adept at leading sessions in which a structured instructional agenda is covered, but open discussion is also stimulated. Others have a more formal and rigid style, and rely more heavily on prepared materials. Although all site workshops have prepared curricula and are thus likely to cover

comparable material, differences in individuals' skills at working with groups can still lead to variations in the nature of the workshop experience for clients.

B. DEFINING SERVICES FOR SPECIAL GROUPS

On the surface, the Teenage Parent Demonstration consists of a fairly simple service sequence: intake, workshops, and assessment, followed by participation in education, training, or employment, with support in the form of child care and transportation subsidies and case manager counseling. To some extent, the clients entering the programs can be treated as having common needs. All are seen as potentially benefitting from initial workshops. Those with educational deficiencies have been more or less routinely placed in an available GED course or ABE course if they are not still in high school. To a large extent, however, the programs have been attempting as well to develop special program services or activities to respond to the particular needs or circumstances of certain individuals or sub-groups of their caseload. Four examples of responses to special needs or special target groups can be pointed out: dealing with non-English speaking clients: serving males: involving major mothers in program activities: and addressing the specific needs of clients who have immediate employment goals.

1. Serving the Non-English Speaking

Camden, in particular, has been serving a population that includes a significant number of teenage parents with little or no English language proficiency. For obvious reasons, it is essential that programs like this have Spanish-speaking staff, and Camden has at all times had at least one. However, serving clients who do not speak English still creates other issues: these issues are in some ways particularly problematic because the non-English speaking group is a very small percentage of the total population served.

At intake, for example, fitting Spanish-only referrals into the intake sequence has caused some strain. Some inconvenience has been caused because MPR has not provided the sites with Spanish-language forms. Intake forms have to be translated by Spanish-speaking staff: in practice, separate intake sessions must be arranged for the occasional non-English speaking referral. Even Spanish

forms, of course, would not obviate the need for such special sessions, but they would make them easier to conduct. In addition, there has been no provision for administering a standard test comparable to the TABE to non-English speaking individuals at intake. Staff have pointed out that being able to measure the literacy and math skills of such enrollees would help distinguish between those who primarily need ESL classes and could handle a fairly demanding ESL curriculum from those who need basic remediation in reading and computational skills as well. Camden staff have, however, managed without such tests, relying on the interaction between Spanish-speaking staff and the client to develop an impression of educational skills.

Beyond intake and assessment, program staff in Camden have had to develop imaginative ways of serving clients with little or no English proficiency. Although enrollment in ESL classes is a desirable program component for such clients, the Camden staff has emphasized direct steps towards employment for these clients. The most successful strategy has been to identify Spanish-speaking employers willing to accept TEEN PROGRESS clients as OJT placements.

2. Serving Males

Both New Jersey and Illinois planned to involve fathers in their programs. According to demonstration plans, fathers of the children of teenage mothers selected for the enhanced service sample would also be required to participate in the program if they were receiving public assistance. In addition, both states have indicated the intention of encouraging voluntary participation by fathers who are not on assistance.

Serving males has proved difficult, however, and very few fathers have been involved to any extent with the program. One reason is that the programs do not appear to have identified significant numbers of adjudicated fathers who are receiving assistance and thus subject to the intended mandatory participation requirement. The site managers have therefore been more interested in trying, to encourage voluntary participation by fathers. Several specific efforts have been made. In Chicago and Camden, identified fathers of participants' children have been invited to attend program orientation meetings. These groups have had two purposes: (1) to establish contact between the program and the fathers so that program staff could encourage fathers to take an active, responsible role

in their children's lives: and (2) to identify fathers who could benefit from and would be interested in available education and training programs.

Several problems have blocked more extensive services to males. In Chicago, the site manager has viewed having male case management staff as a critical ingredient of services to male clients. However, suitable male candidates have not been identified so far. A second problem, probably for all the sites, is that to some extent the tone and content of at least the initial program services (workshops) as now conducted has been developed for a clientele of teenage mothers. Incorporating males in workshops would probably require rethinking their function, or developing special initial workshops for males, which would create another staffing burden. Finally, the most universal problem is simply the difficulty of planning and scheduling substantial services to a group whose attendance cannot be counted on. It seems inevitable that the largely voluntary nature of participation will make it hard to anticipate with any accuracy the number of males who will respond to initial outreach, or to attend any given session of a program activity.

3. Involving Maior Mothers

Site staff have reported that the attitude of their clients' families, particularly their mothers, is often an important influence on the clients' response to the program. Some mothers are very supportive of their daughters' efforts to pursue education and training, and contribute moral and financial support as well as practical help with their babies. Other instances have been reported, however, of mothers who appear to obstruct their daughters' participation in the program, insisting in some cases that they remain at home full-time to care for their babies, and even blocking enrollment of motivated clients in school or training.

Recognizing the important role that their clients' parents can play, the Newark and Chicago sites have made efforts to form "major mothers" groups. The original intention was to provide an orientation to the program and then to establish support groups that would meet regularly. These groups have turned out to have a very limited role in the program. Attendance has been low at initial meetings and dwindled thereafter, as described earlier in Chapter IV. An obvious problem facing attempts to form such groups is that the parents whose

attitudes or behavior is most likely to undermine their daughters' program involvement are probably the least likely to respond to invitations to orientation sessions or support groups.

Efforts to conduct such groups illustrate a general problem that the demonstration sites have encountered in trying to develop special program activities to deal with needs evidenced in certain segments of their caseload. It appears that the sites have had difficulty organizing and then sustaining program activities that are relevant to or needed by a small set of individuals at any given time. Given the relatively small scale of the demonstration in each site, the number of clients in a sub-group targeted for a special service or activity at any given time is small, and sometimes difficult to estimate. The result is, it appears, that these special services are provided somewhat sporadically, when a group of sufficient size is identified that merits scheduling a special activity. This approach is a sensible way to conserve resources, but the result for some clients is probably that desirable and potentially beneficial services are not always available.[3]

4 . Heloinn Clients Entering Job Search

Under the demonstration design, participants are expected, after initial workshops, to engage in education, training, or employment. However, all of the sites have recognized that clients who do not want to pursue education or job training, and may even have marketable basic skills, may nevertheless in other ways.be lacking important skills that they need to obtain and keep a job. They. may be unaware of how to search for a job, what kinds of dress are appropriate in different work environments, and what kind of behavior is appropriate with colleagues and employers.

The site managers have developed or refined their service definitions in recognition of the fact that only a relatively small segment of their clients are ready for focused help on these issues. For many new clients, continuing education of some kind has been the preferred course, and others have opted for

[3]With regard to involving major mothers, however, it should -be pointed out that formal support groups or orientation sessions are not the only method the sites use to deal with family influences. Case managers also deal with individual families as problems are identified.

job training. For many participants, concentrated instruction on workplace issues would thus be inappropriate or of low priority.

The sites have responded to this fact in slightly different ways. In Chicago, the program of available services after initial workshops has from the start been divided into components (e.g., education, training, employment, job search, life management), modeled on the Project Chance program. Participants are assigned to one (or a combination) of these components, based on their individual needs and service plans. A specific component has been defined that includes a three-day job club (described earlier in Chapter IV) and subsequent intensive job search. In Camden, the special needs of this group have been recognizedwith the establishment of a Pre-Employment Workshop, meeting five days a week for six weeks, held for the first time in December 1988.

In Newark, the service strategy for clients who need assistance in preparing for the job market and finding employment has been refined. Such clients could at first be helped through the ACE workshop (as well as through referrals to local employment centers for job search assistance and placement). The workshop was originally designed as an employment motivation and preparation course, divided into two parts. The first part, geared to developing general motivation and self-confidence, was held as an initial workshop for all new clients, but the second part was held only for clients ready to seek employment. This second part of the ACE workshop, however, was offered on an ad hoc basis, when contact with a particular employer identified specific job openings to which clients can be referred, rather than as a generalized curriculum for people ready to start job search. More recently, Newark has begun offering a Pre-Employment workshop like Camden's.

c. ARRANGING ONGOING SERVICES: EDUCATION, TRAINING, EMPLOYMENT, COUNSELING

In arranging workshops, the demonstration staff are essentially defining services they believe are commonly needed by their clients, and then working to either assign their own staff or bring in outside resources to fill a specific short-term need. Major ongoing services, however, demand a long-term commitment of resources that the sites do not have to dispose of: regular education classes, ongoing remedial education help, job skill training, and clinical counseling. An important and challenging part of demonstration operations has

been the process of identifying resources for these services that are well-matched to their clients' needs, and placing clients in these services. The sites have not only worked to place their clients in existing services, but worked with other agencies to develop new services or to adapt existing services to suit the needs of the teenage parents participating in the demonstration. Three kinds of issues appear to have emerged in particular circumstances: (1) the problem of defining resources and service methods that are well-matched to the particular clientele of the demonstration: (2) dealing with "qualification" barriers to demonstration clients; and (3) how to plan services that balance the need for special intensive services against the breadth of demand for them.

1. Finding Well-Matched Services

For major post-workshop services, the sites have had two choices: refer clients to existing programs in their communities, or develop in-house services. Both options have been pursued, and both have given rise to some lessons about the problems in developing services that are well-suited to teenage parents. These experiences underscore the complexity of implementing effective services, and illustrate the extent to which site staff have continued to reassess their programs and search for ways to improve them.

One example of the difficulty of service-matching comes from the experiences of Chicago and Camden with GED programs. Chicago has relied solely on GED classes offered in various community locations by the local community colleges. Site staff, however, have been disappointed in this GED option, because it serves a general adult population and the program's teenage clients often feel out of place. Project Advance has responded to this shortcoming by complementing GED services with tutoring services. Camden, on the other hand, arranged for an in-house program of full-day GED classes for TEEN PROGRESS clients. This approach also had its shortcomings; it proved very difficult to hold clients' attention in a single, small classroom for a full day. Camden has as a result switched to referring clients to a GED work-study program that combines morning classes and afternoon part-time employment. Newark's in-house GED class, designed and conducted by the Board of Education at the demonstration office, was found by the site staff to be overly inclusive, serving a wide range of skill levels.

Newark staff have responded by negotiating to have distinct classes for participants of different skill levels.

These experiences with GED services illustrate a general challenge that any program of comprehensive services for teens is bound to face. On the one hand, the needs of teenage parents are very different from those of even young adults, and service design must acknowledge this. Generally available services in the community may not be especially suitable. On the other hand, the skill levels of teenage participants can cover a broad range, and one of the special needs of teenagers is a particularly acute need for variety and a sense of movement. The overall client group is thus likely to require a variety of staff, teaching methods, subjects, and perhaps even physical settings. In a small program or demonstration, these are difficult to achieve if services must be specially developed in-house.

2. Overcoming Qualification Barriers

Matching clients with services is not simply a matter of finding suitable services; gaining access to them also has presented some specific problems. Some potentially useful community services are not fully accessible to TPD clients.

Some JTPA and GED programs impose entrance qualifications that affect demonstration clients. In all three sites, JTPA-sponsored programs have been the primary potential sources of subsidized job training, but JTPA programs are not accessible to all of the programs' clients. In New Jersey, JTPA-sponsored training programs often accept applicants only if they have either a high school diploma or GED certificate, or only if test scores exceed a specified level. In Chicago, training programs have generally not imposed requirements for a diploma or GED, although they do have test score entrance requirements. Chicago has thus had less difficulty moving program participants into training than the New Jersey sites.

Since JTPA training vendors are subject to performance standards, they generally screen applicants using their own entrance tests, and favor candidates with the most promise of succeeding in training. With limited training slots available, teenage parents in the demonstration are basically competing with other JTPA applicants for open slots. To overcome this competition, Camden and

Newark have negotiated agreements with local JTPA programs to "guarantee" a specified number of slots for TEEN PROGRESS clients. However, even under this arrangement, many TEEN PROGRESS participants do not meet the training vendor's entry requirements.[4] The Chicago site manager reported that JTPA sponsors are reluctant to set aside slots for Project Advance clients for fear that such action would not conform to federal guidelines.

3. Planning for Intensive Services

Considerable discussion throughout the design and operation of the demonstration has been given to the question of how intensively the programs should be serving their clients. The projected and actual sizes of case managers: caseloads have been a powerful argument for the "realistic" view that case managers must ration the time they spend with individual clients. At the same time, program staff recognize that some of their clients are particularly needy, and could benefit in particular areas from some kind of structured help with personal problems beyond what they get either in initial workshops or -in their contacts with case managers.

For the most part, the sites have adopted the approach of trying to alert case managers to signs of severe emotional problems or substance abuse, so that they can make referrals to clinical counseling programs in such instances rather than attempting to deal with. problems for which they are not trained. In Newark, a special service has been developed to try to serve one particularly needy group: clients judged to have severe need for development of parenting skills. This service illustrates one way in which outside professional assistance can be systematically brought to bear on underlying problems that are particularly severe for some portion of the caseload.

Newark has developed a special workshop in parenting skills for clients identified by the staff as particularly weak in that area, and high-risk cases for child abuse or neglect. The workshop consists of ten sessions of one and a half hours each, over a period of five or six weeks, and is conducted by two outside psychologists. Between sessions. there has been some effort to have

[4]For example, for the period July 1988 - June 1989, Camden was allocated 24 JTPA training slots; by December, 9 were filled.

the workshop leaders available to staff for consultation on how to help clients with emotional problems, and how to identify cases that need special attention to child development issues.

This workshop appears to have been valuable as a way of detecting serious problems and opening a route for referrals, and may be reducing risks of child abuse and neglect. However, the cost of contracting for this component is relatively high, given the scale on which it operates. About 10 participants are selected for each cycle, and not all participate; in the first two cycles in 1988, 4 of 21 completed the workshop successfully. The workshop is offered at approximately seven week intervals. It thus serves a small set of clients --considerably fewer, according to its leaders, than the number who could benefit from it. It is not clear, therefore, that such an intensive use of resources could be a continuing component in a program at a site of this scale.

VII. OVERALL DEMONSTRATION ORGANIZATION AND MANAGEMENT

As is true for all service programs, the effectiveness of the Teenage Parent Demonstration programs depends on the success of the sponsoring agencies' in mobilizing necessary staff and other resources, and preparing and organizing staff to do their work efficiently. The successes and difficulties that have characterized the 18 months of demonstration operations are in some ways traceable to the organizational structures in which the programs operate and the issues that have emerged in building demonstration staffs. In both New Jersey and Illinois, implementing and managing the demonstration has involved a sharing of responsibility between local site staffs and a central office staff in the state agency administering the demonstration grant. The structure of this sharing arrangement and the relative roles played by central and site staff, however, have varied among the sites, due largely to differences in the organization of the AFDC program, and to some extent to differences in the resources available at the state and site offices.

This chapter describes the overall organization and management of the demonstration in each state, and the ways in which organization and management approach at the state level have affected the course of demonstration operations and the evaluation. (Chapter VIII will examine the organization and operations of each of the three sites.) Section A of this chapter describes the organization and management of the TEEN PROGRESS demonstration in New Jersey, and Section B describes the Illinois Project Advance demonstration.

A. ORGANIZATION AND MANAGEMENT OF THE NEW JERSEY DEMONSTRATION

Overall responsibility for the New Jersey TEEN PROGRESS demonstration rests with the State Department of Human Services (DHS). DHS created a special project staff, residing in the Economic Opportunity and Income Security Unit of the Office of the Assistant Commissioner for Policy and Program Development. This State project staff is headed by a full-time project director, and has included a small professional and support staff. In general, the State project staff has been responsible for liaison with the site staffs, development of overall policy and regulations governing the demonstration, development and administration of

the federal demonstration grant, liaison with the evaluation contractor, management assistance to the Camden and Newark sites as needed, and relations with the U.S. Department of Health and Human Services (DHHS).

In its earliest planning for the TEEN PROGRESS demonstration, even before a formal proposal was submitted to the DHHS, the State of New Jersey envisioned having two County Welfare Agencies (CWAs), in Camden and Essex Counties, operate the program. Delegating operational responsibility to CWAs was consistent with the state-supervised, county-administered nature of APDC and other assistance programs in New Jersey, and consistent with the State and Federal interest in seeing demonstration operations conducted in an agency setting likely to be chosen as the home of a full-scale program in the future. This intent was fulfilled in Camden; the Camden Board of Social Services concurred with the DHS submission of the original grant proposal and has assumed full responsibility for planning, staffing, and operating the program in the City of Camden.

In Essex County, however, disagreement between DHS and the County Department of Welfare over approaches to staffing the demonstration led to a different outcome. Unlike other New Jersey counties, line client service staff in Essex County are generic "family service workers," who perform income maintenance functions but also provide other supportive services. Essex County proposed to use these family service workers as TEEN PROGRESS case managers, rather than creating a special staff whose duties would be restricted to delivering demonstration services. DHS, however, insisted that the demonstration services be delivered by a special staff separated from income maintenance functions, to ensure that demonstration services were given full attention, and that the desired combination of personal attention and firm adherence to mandatory participation guidelines was possible. The federal DHHS project sponsors concurred with this view. As a result, DHS decided instead to create a special TEEN PROGRESS Newark site staff, outside the CWA, and reporting to the Bureau of Employment Programs (BEP) in DHS's Division of Public Welfare. BEP has traditionally provided WIN services to welfare clients., The demonstration staff within BEP was given responsibilities comparable to those delegated to Camden County. The Newark site is thus operated directly by a State agency.

The project structure adopted in New Jersey had important advantages. The special structure used for the Newark site was a necessary and effective way to

avoid allowing the complex problems of managing the state-county relationship in a state-supervised program to undermine the demonstration. These issues have historically been particularly difficult in Essex County. Similarly, the decision to manage the demonstration out of the office of the Assistant Commissioner for Policy and Program Development was in keeping with DHS's past experiences with other demonstration projects; keeping demonstrations in the policy and development unit has been found preferable to running them through line divisions, where day-to-day operational concerns can rob special demonstrations of resources and attention.

As is true of any organizational decision, however, the project structure used in New Jersey is the outcome of a balancing of concerns. Despite the clear merits of the structure chosen, it is important to recognize some of the consequences that had to be dealt with. Two sets of issues are discussed below. First, lodging the Newark project in a special BEP staff divorced lines of responsibility for the demonstration from lines of authority for some types of administrative decisions that affect its operational success. Second, we discuss the management challenges that had to be addressed by the special project staff at DHS and the constraints it faced in overseeing the two sites' operations.

1. Conseouences of Running the Newark Operation through BEP

The organizational location of the Newark demonstration staff within BEP, a unit of a line operating division of DHS, has affected the way the Newark operationmust be conducted, and has created some special operational challenges, for both the site and central office. Since site staff formally report to BEP, the central state project staff have no formal authority over the site, for purposes of staff accountability or administrative decisions. The same is true in Camden, of course, where demonstration staff formally report to CWA management. However, the absence of direct administrative control of the Newark site has been more problematic because the site has none of the benefits of being part of a local agency that can provide support. Action on matters such as purchasing, hiring, and facilities management and payment expenses must go through standard Division of Public Welfare procedures; when these procedures do not completely or promptly satisfy demonstration needs, the central State project staff in many instances have had limited ability to resolve problems

directly, and have had to rely on internal persuasion and pressure to expedite solutions. Examples of ways this special organizational structure has affected operations can be found in the areas of purchasing and hiring, facilities management, implementation of the referral process, and procedures for payment of child care expenses.

a. **Purchasing and Hiring**

All purchasing and hiring actions in Newark must go through standard DPW procedures. As a result, the site manager has lacked the authority and the direct access to funds to make purchases of even relatively minor items needed in the site off ice (e.g. , paper, pens, copier supplies, and baby care supplies). Hiring procedures have' been constrained as well. Although demonstration funding pays for site staff, the filling of site positions must be approved by DPW, and is subject to statewide personnel freezes and the availability of slots approved to be filled. For example, the Newark site has been barred by a hiring freeze for months from hiring a data entry clerk to replace a departed staff member. The process of hiring case managers has been complicated at times by the necessity of following standard BEP procedures for identifying potential candidates, and of competing with other BEP needs for comparable staff. It should be noted, however, that drawing case managers from other DHS agencies has also had a positive side. Several case managers had experience as Division of Youth and Family Services case workers. When Newark lost some case managers and had a severe staff shortage, BEP was able to make temporary reassignments of BEP workers to fill case manager positions. In both purchasing and hiring matters, the Newark site has thus been hampered in some respects by its organizational status. It has lacked the support of a local bureaucracy to provide responsive service, and being part of the state agency has made it dependent on a relatively distant bureaucratic process governing even minor decisions. Both of the State project directors who have served on TEEN PROGRESS to date have, partly as a result of this impediment, had to devote far more management assistance attention to the Newark operation than to Camden.

b. Facilities Management

With no connection to the Essex County Welfare Department, the Newark TEEN PROGRESS program has had to develop a program facility of its own. Fortunately, available space was identified in a state-owned medical services building at the University of Medicine and Dentistry of New Jersey (UMDNJ). The facility is convenient because it houses agencies that offer services relevant to the teenage parent population. All site renovations and preparations could be made through the University, without the time-consuming bid process that would have been needed if space had been rented on the open market. Moreover, the project has not incurred lease costs or the delays associated with negotiating leases.

Compared to the facilities development experience in Camden, however, the Newark situation has also had its cumbersome features. Since the building was owned by UMDNJ, all plans for renovation and preparation of the space, and scheduling of all work, had to be negotiated and approved by DPW through UMDNJ. UMDNJ is itself a substantial bureaucracy, so it is not surprising that substantial delays occurred in initial renovation of the office space and wiring for computer hardware. Newark staff have relied on UMDNJ for basic services such as mail delivery; the result is that incoming mail, which is routed through internal UMDNJ distribution, is often delayed. In Camden, in contrast, the CWA took direct responsibility for locating and preparing necessary office space, arranging for expansion of space rented in a building already used by other CWA staff units.

c. Implementing the Referral Process

The Newark program's organizational status has contributed to the difficulty of implementing a workable process for identifying and referring eligible teenaged parents to the program, as described in detail in Chapter II. In training IM workers, or in negotiating corrective county steps to improve the referral performance of IM staff, the TERN PROGRESS staff found themselves basically in the position of outsiders, rather than members of a county-level agency responsible for demonstration operations. As a separate unit outside the agency, the local TEEN PROGRESS staff had none of the organizational ties and past working relationships with IM staff that helped create a relatively rigorous referral process in Camden. Moreover, located both physically and

organizationally apart from the CWA, the Newark staff for the first 11 months of operations lacked access to computer terminals for inquiring to the AFDC case data base (FAMIS). Having an in-house terminal from the start would have greatly facilitated the process of monitoring the referral process and identifying eligible cases.

It must be acknowledged that difficulties with the referral process did not result only from the formal organizational relationship between TEEN PROGRESS and the County Welfare Agency. Essex County management cooperated fully with demonstration staff in efforts to find a workable set of referral procedures, but simply could not implement reliable procedures that would be consistently followed by line staff. Given the extent to which the problems with the referral process were a symptom of complex internal management problems, it is likely that even if the TEEN PROGRESS staff in Newark had been a CWA unit, similar problems would probably have arisen.

d. Procedures for Vendor Payments

Located outside a CWA, the Newark TEEN PROGRESS program also had to develop a mechanism for issuing checks for child care services to providers and to other vendors for training related expenses. Such payments for services to AFDC recipients are normally issued through a CWA authorization and issuance process: in Camden, TEEN PROGRESS staff use a standard county procedure for such payments. The Essex County Division of Welfare also has a procedure for issuing child care payments, but the procedure is slow; payments can take as much as ten weeks to issue. To ensure that payment problems did not undermine the demonstration's ability to find child care providers, the Newark TEEN PROGRESS staff arranged for payment issuance by Middlesex County, which has a reputation for prompt payment to vendors and performs this role for several other counties. Under the agreement, Newark TEEN PROGRESS staff sign payment authorizations, which are forwarded to the Middlesex County Board of Social Services, where payments are made against an account established and replenished by DHS that draws down the funds allocated to the Newark site. This procedure has operated smoothly, and serves the Newark operation as well as the payments process used in Camden.

The Newark site's organizational status apart from the Essex County CWA in this instance can be viewed as an advantage, in that it probably contributed to

the use of a more efficient and prompt child care payment system for the demonstration. If the demonstration had been operated out of the Essex County Welfare Division, there might have been a presumption that the normal county provider payment system should be used. Instead, demonstration staff were able to negotiate a considerably more responsive payment procedure with another county.

2. Constraints and Challenges Faced by the New Jersey State Proiect Staff

The staff created by DHS to oversee the TEEN PROGRESS demonstration has had to overcome some problems to become effective in its role of guiding the demonstration. in the two sites: lack of clear authority, problems marshalling internal DHS resources, difficulty developing and maintaining its own staff strength, and the sheer complexity of managing a demonstration involving a state project staff and an outside contractor, one county site operated by a CWA, another site staff operated by a DHS division, and a variety of DHS or DPW units in supporting roles.

a. Formal Limits on Proiect Staff Authority

Most obviously, the State project staff have had to operate with limited authority. In relations with both Camden and Newark, for different reasons, the State project director has lacked formal authority to bring about desired actions--in Camden because of the CWA's effective independence of State management, and in Newark because formal supervisory responsibility for the Newark staff has rested in DPW, which has not been expected to have any substantive involvement in the demonstration. Both sites have operated--perhaps in part as a result of these formal relationships--in a somewhat independent style, seeming reluctant at times, particularly in the first year of the demonstration, to seek advice from the State office or to keep the State office fully abreast of current developments and plans.

At the same time, it must be pointed out that from the site perspective the State project office itself contributed to this pattern. Site staff have not always received clear guidance and direction from the State, and have sometimes been disappointed at the delays experienced in resolving problems that affect them: issuing regulations, implementing an automated tracking system,

removing obstacles to hiring or purchasing, and arranging training for case managers, for example. Site managers have had to address many operational problems themselves.

Despite these issues, it is important to note that each of the TEEN PROGRESS project directors and the other state project staff have made important contributions to getting the demonstration implemented and stabilized in New Jersey. Over the design stage and approximately the first year of operations, the first project director proved a powerful spokesperson for the demonstration, helping to solidify management support in the Essex County Welfare Agency, and shaping the philosophical direction of the demonstration. The second project director has focused appropriately on improving management control over the project, and effectively stepped up the level of technical assistance provided by DHS to overcome some of the special management concern8 faced by the Newark site.

b. Difficulties Mobilizing DHS Resources

The State project staff has at times also encountered difficulties in mobilizing the resources of DHS to assist in the demonstration. For example, writing policies and procedure8 for the demonstration, including formal regulations, operational rules, and case management procedures, constitutes a substantial task, and one in which project staff available in the early stage of the project were relatively inexperienced. Although some support from agency personnel outside the project staff was provided, project staff themselves had to do most of this work. As a result, substantial delays occurred in developing these materials, and formal statements of policy have at times failed to capture accurately the intent of the demonstration (e.g., regulatory language on sanctions).

Difficulties producing precise policy statements that reflect the demonstration's intent accurately have had some negative effects on site operations, For example, policy language as adopted implied that all sanctions would have fixed limited terms, although the State's intention has always been to have sanctions continue until a participant complies with program requirements. Site staff in Camden, attempting to adhere to the misstated policy, attempted for several month8 to have IM workers impose initial sanctions

for a month and then rescind them and await instructions to reimpose them if compliance did not occur. This procedure proved unworkable and was abandoned. Lack of resources to develop corrected regulations has left the site staff without a clear basis in regulation for the sanction process that they understand now to be the State's intent, and are in fact using. This lack of resources is in part a result of difficulties developing and maintaining the project staff, as explained below, and in part a consequence of the shortage of agency resources from outside the project staff.

To the extent that the TEEN PROGRESS staff have received less than the support they wished from other units of DHS, it appears to have been the result of the severe burdens placed on the agency by the effort to implement the REACH program, New Jersey's welfare reform initiative. Staff experienced in writing regulations and procedures have been heavily engaged in REACH planning. Assistance from the DPW systems staff in developing programs to improve the referral process was deferred for months because of programming priorities associated with REACH implementation and development of the REACH case tracking system.

c. Developing and Maintaining the State Project Staff

State project staff have committed themselves with great energy and dedication to making TEEN PROGRESS succeed, and to overcoming the challenges described above. However, the very process of creating the New Jersey State project staff. as planned, and of making it.an effective source of management guidance, has been difficult. This task has proven difficult due to problems recruiting and maintaining the desired staff level, and in part to the relative lack of management expertise and experience committed at the start to the project team.

The State project staff has throughout the project operated without the full staff envisioned either in the State's original proposal or in subsequent revisions in grant continuation applications. The original proposal called for a staff consisting of a full-time project director, and substantial commitments of time by a project coordinator (50 percent), a BEP program specialist (50 percent), and a project analyst (40 percent). A full complement of core staff heavily committed to the project was not achieved during the first two years of

the project. A project director was not on board until February 1987. Prom then until the end of 1987, the project staff consisted primarily of the project director and a part-time project analyst, who had been working as a consultant to DHS before the project began in October 1986. During this period, the staff consisted of these two professional staff. They had no dedicated secretarial support, and the plans for substantial commitments of time by a BEP program specialist and a project coordinator did not materialize.

Recognition of unmet staff needs and realistic assessments of staff commitments led DHS to modify its staffing plan in its application for grant continuation submitted in the summer of 1987 and revised that fall. The new plan called for a full-time project director and project analyst (the two staff who had been functioning as the project staff), added a full-time secretary, and allocated portions of the time of a fiscal officer to monitor grant expenditures (25 percent) and a program supervisor (15 percent) to provide additional management guidance to the project director and help resolve problems encountered within DHS and in relations with site staff or the CWAs. The revised plan recognized the unavailability of the project coordinator, reducing her time to 10 percent, and dropped plans for assignment of a BEP program specialist entirely.

This effort to strengthen the project staff certainly helped to relieve the primary project staff of some burdens by providing clerical and financial staff support, as well as more management attention, but it was partially undone by staff turnover over the next year. The project analyst, who had been largely responsible for efforts to monitor and improve the referral process and for monitoring the development of the TEEN PROGRESS Management Information System for case tracking (TPMIS), left in December 1987. The analyst's departure left uncovered the State project staff's role in preparing data for referral monitoring; this ongoing process in Camden was thus neglected for several months in the spring of 1988, and progress towards a workable referral monitoring process for Newark was also delayed.

In January 1988 a position of operations manager was added to the project and filled by a person with five years of experience in monitoring program performance and developing procedures. An effort to find a strong analyst to work on data issues, including the referral process and the TPMIS implementation,

was unsuccessful. An analyst with experience in programming and microcomputer consulting was hired in April 1988, but proved unsuitable for the project, and left in September 1988. At about the same time, the project director resigned.

DHS has persisted in its efforts to construct a stable and effective project staff, and substantial progress has been made. The project supervisor increased the time she devoted to overseeing the project, and rapid steps were taken to select a new project director, who assumed the position in November 1988. The new project director and the operations manager have become the primary staff for the project at the State level, with continued support on a part-time basis from the project supervisor. The person originally designated as project coordinator, although not in fact formally charging time to the demonstration, has been instrumental in a supporting role in helping to resolve issues relating to DHS preparation of data for research purposes from the agency's FAMIS case data base and administrative expenditure files.

d. Problems of Managing a Complex Project

The original DHS project staff also had the challenge of attempting to run the TEEN PROGRESS demonstration as relative newcomers to the problems of managing such a complex undertaking in a state agency. The first project director came to the job from a position outside DHS managing a small local relief agency. The project analyst, the other main staff person until her departure at the end of 1987, was employed as a consultant and thus, despite her knowledge of the agency. sometimes lacked needed clout. These lead project staff often found themselves in the position of struggling to gain access to agency resources, and to find the right "buttons" to push to trigger decisions or approvals they needed from other agency units. These efforts absorbed considerable amounts of staff time, and to some degree thus detracted from efforts to provide management guidance to demonstration operations in the sites. The effects of these issues are illustrated by problems encountered in preparing the hardware environment for the TPMIS, and providing for training and expert consultant resources.

Preparing for TPMIS Implementation. Development of the automated TEEN PROGRESS Management Information System (TPMIS) was, under DHS's grant proposal, to be undertaken by the State itself. DHS then decided to contract with MPR for software development, and to retain responsibility only for procurement and

installation of necessary hardware, purchase of data base and communications software packages, and installation of communications lines. Originally scheduled for implementation with the start of program operations, the TPMIS was instead implemented using paper forms as a temporary measure in August 1987, but the automated system's implementation was delayed repeatedly until January 1989. Three factors contributed to this delay. One factor was delays in the State's decision regarding whether and if so how to proceed to develop the system. Once system design and development were under way and system requirements were more closely analyzed, MPR and DHS agreed on an expansion of system requirements and related development work beyond the scope of what was envisioned either in the State's original proposal or MPR's initial design for the TPMIS. This additional work contributed to the delay as well. Most of the postponement, however, appears to have been attributable to long delays in the State processes for purchasing computer equipment and for approving an agreed upon supplementation of funds for system development. These delays were largely due to protracted approval processes outside DHS, whichwere extremely frustrating to State project staff. It is possible that project staff with more experience in the State bureaucracy might have had greater success in expediting these approvals, or alternatively in mobilizing senior managers to do so on their behalf. Indeed, the increased attention paid to the project by the project supervisor in the fall of 1988 appears to have contributed to final resolution of both of these problems.

Arranging Training. Difficulties arranging for training of Camden and Newark staff have also been encountered. Site managers themselves, of course, conduct ongoing training of their own staffs in the form of normal supervision. However, additional training has long been envisioned in three areas: general methods of working with teen parents, approaches to assessing clients' needs and developing appropriate plans, and use of demonstration data collection forms. The training that site staff have actually received is described later in Chapter VIII. However, here it is worth noting some of the difficulties that the State project staff has encountered in its efforts to arrange training for both sites.

Although DHS project staff have arranged for several training sessions on general methods ofworkingwith adolescent parents, in some respects the training provided early in the demonstration fell short of what was planned. Training

on data collection procedures, given by MPR, has not been completely effective, most likely because it has not been repeated often enough and not continuously reinforced by site managers' monitoring of data collection practices.[1]

Early in the demonstration, DHS project staff anticipated a series of regular training sessions conducted by outside consultants, and arrangements for ongoing availability of special consultants to help case managers assess the needs of particularly problematic clients and develop appropriate plans for them. These plans were not fully realized in the early months of the demonstration, most likely because it was only with growing experience that the job of the case manager and the specific demands of the job became clear to both site and state staff. Case management is a broad function that can evolve in several ways ; the specific content of the job was not clearly defined at the outset of the program, so the training consultants did not have a clear idea of training needs. The consultants, from the New Jersey Network on Adolescent Pregnancy at the Rutgers University School of Social Work, therefore developed a training package that was geared to helping case managers prepare for delivering substantial counseling services directly, rather than focussing on their role in identifying necessary services, facilitating entry to such services, and monitoring progress. The early training thus failed to meet some of the eventual needs of the case managers.

Other sources of training have been developed to strengthen case manager skills and fill in some gaps left in the early training. For the most part, site staff have been fairly confident of their ability to deal with most participants, but have requested training on problems with which they have less experience. Thus, the program staff have now received further training on child abuse and neglect, sexual abuse and its manifestation in teenagers, and working with the developmentally and emotionally disabled. Site staff have benefited from presentations by local service providers who can serve teenage parents, and by other state and county agencies whose procedures the staff must be familiar with.

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[1]Issues concerning site data collection activities are described in more detail in Chapter VIII.

B. ORGANIZATION AND MANAGEMENT OF THE ILLINOIS DEMONSTRATION

The Teenage Parent Demonstration in Illinois, **Project Advance,** is organized quite differently than in New Jersey, largely because the APDC program in Illinois is operated directly by the Illinois Department of Public Aid. A project director from IDPA's Bureau of Program Services in the Division of Employment and Social Services, based in Springfield, is responsible for overall operation of the demonstration. The project director supervises the work of the Project Advance project manager and site staff in Chicago, manages relations between the demonstration and other State agencies, and identifies and responds to site needs for resources. In addition, the project director, with assistance from her staff, has overseen the work of the firm with which IDPA contracted to perform the development and installation of the Case Administration and Management System (CAMS), the automated case tracking system to be used by the site staff.

The central project staff in Springfield supporting the project director is drawn from the IDPA Bureau of Demonstrations and Evaluations. Three positions were originally defined for this staff: a technical advisor, a research specialist/data base administrator, and a clerk typist. Two aspects of the organization of the demonstration in Illinois have had major effects on development of Project Advance and the operational issues that have emerged at the Chicago site: (1) the "single project" organizational structure, with the state project staff having direct supervisory authority over the site: and (2) the dependence of the demonstration on an outside contractor not involved in the evaluation for the systems necessary to support both case management and evaluation data collection.

1. The Single-Proiect Structure of Project Advance

The organization of the Illinois demonstration in effect created a single project team extending from a central location in the State office to the line case management staff. IDPA also staffed this structure with people from within the Department, which has strengthened even further the feasibility of managing the demonstration under commonly understood guidelines and procedures, and of focusing management attention on program development rather than development of

basic operational tools. The effects of this organizational foundation can be seen in several aspects of the project's development.

The most noticeable result of the demonstration structure and the backgrounds of its staff is the relatively smooth progress made in developing demonstration policy and basic procedures. The project director, at the outset of the project, had 17 years of experience in IDPA in positions ranging from public aid caseworker to supervisor of the Medical and General Assistance Section in the Policy and Planning Division. She was well versed in the mechanics of developing, clearing, and adopting the regulations required for the demonstration, and knowledgeable concerning the interactions between the special Project Advance regulations and the general body of regulations governing APDC and other assistance programs.

Demonstration regulations were as a result quite efficiently drafted, reviewed and adopted in time for the start of demonstration operations. Formal procedures were written and incorporated in the IDPA AFDC manual. The adopted regulations, after further review and comment, were revised within a few months of the start of operations. Particular attention was paid in this revision to ensuring that the regulations contained a carefully structured statement defining the eligible population, the obligations of eligible teenage parents and those enrolled in the program, and the process for sanctioning those who fail to comply with these requirements. The use of IDPA's experienced policy development staff and attorneys to formulate these regulations yielded a clearer product, on a more rapid schedule, than the New Jersey process, which relied more heavily on the input of project staff with less experience developing regulations.

A second consequence of the unified project structure in Illinois is that central office project staff have been very directly involved in providing resources and their own time to solve operational problems at the sites. Central office staff in Illinois have been freely used to support site operations, in activities such as data entry, development of data collection procedures, wiring for and installation of computer hardware, training and support on case tracking procedures and systems. As explained earlier in Chapter II, Springfield staff have directly operated the process for identifying eligible AFDC recipients and preparing call-in notices, and monitoring the thoroughness and accuracy of this process.

This role of the central office staff was a contrast to the sharper distinction between central office functions and site functions as it emerged in New Jersey at least in the first year of operations. In New Jersey, the formal independence of the two sites, their independent operational style, and the difficulties that State project staff had for a long time in finding the time to focus on helping site operations combined to foster a more arm's length relationship, at least until the fall of 1988. It should be noted, however, that beginning in the last few months of 1988, New Jersey State project staff became much more heavily involved in providing assistance to both sites (and particularly Newark) in the tasks required to install hardware for the TPMIS, and to clean up hard copy case tracking forms in preparation for their entry to the TPMIS. In general, the State project staff became more involved in the details of demonstration management and coordination, and increased the level of on-site support to the sites.

The close involvement of the Illinois State project staff in some aspects of site operations has placed a premium on continuity and stability of staffing in Springfield, and some aspects of the demonstration's development have suffered from lack of staff availability. The expertise and Iong experience of both the project director and the technical adviser made them valuable resources for other IDPA assignments, and their commitment of time to Project Advance has often had to compete with other assignments.

Even more serious, however, have been basic staffing disruptions. As explained in the following section in more detail, IDPA's contract terms for development of CAMS, the automated demonstration case management system, left a substantial responsibility with IDPA to clarify the procedures for using the case tracking system, coordinate its design and content- with evaluation data requirements defined in cooperation with MPR, and develop system reports for case managers and supervisors. The technical adviser addressed most of these concerns in the planning stage of the demonstration, but the detailed work required to implement CAMS required further staff support. A research specialist/data base administrator was hired in July 1987, and assigned to rework the Project Advance case tracking forms to ensure that they provided the data required for the evaluation but also matched the data definitions of CAMS. This critical task was not seriously addressed, however, and the research specialist

left his position in January 1988 without having made much progress. Not until July 1988 was a replacement hired. During this same period, the technical adviser was unavailable to the project. As a result, Project Advance had to face the challenge of implementing an automated case tracking system that meets case managers' needs and evaluation needs without the full staff support intended. The specific problems encountered, the ways in which they differ from the problems that have arisen in New Jersey, and the steps taken to resolve them are described in more detail in the following section.

2. Dependence on Separate Contractor for Project Advance Systems Development

Both New Jersey and Illinois engaged outside contractors to develop their automated case tracking systems. However, the project roles of the contractor staff responsible for the two systems have been different in the two states. This difference in the organization of demonstration roles has affected demonstration operations and the issues faced by the demonstration managers. In New Jersey, MPR has been able to give joint consideration to evaluation data requirements, procedures under which case managers will use the TPMIS, and the design and development of the TPMIS software. In Illinois, the task taken on by the outside contractor has been limited to developing and installing tracking software. Tailoring the design of the software to the case managers' working procedures, and ensuring that data definitions in CAMS match the data requirements agreed upon by Illinois, New Jersey, and MPR in the demonstration planning stage have been left primarily to the joint efforts of IDPA and MPR staff.[2]

Implementation of an effective automated tracking system was delayed in both States, but by different sets of circumstances and problems. In New Jersey, the most serious delays arose because of long approval and procurement processes

[2]When discrepancies between CAMS data definitions and agreed upon conceptual data requirementswere identified, contractor staff generally respondedwillingly with efforts to modify CAMS and bring its data definitions into line with evaluation data definitions. However, these efforts were generally limited to modifying individual fields and skip logic in data entry programs, and did not extend to efforts to make the logical relationships among data elements correspond to the logical relationships defined in the tracking concept design, or to structuring system functions to match the work flow experienced by site staff.

--to purchase the basic hardware, to purchase additional memory boards not originally identified as required, to upgrade electrical power in the Camden and Newark offices, and to approve supplemental funding for development. The major consequence of these long delays was the accumulation of a large backlog of case tracking data recorded on paper forms that had to be entered to the TPMIS files when the system was installed. Despite the substantial workload involved in catching up on this backlog, the basic definitions of case tracking information on the paper forms that have been in use since the start of the demonstration match the design of the automated files to which the data will be entered.

In Illinois, the separation of responsibility for implementing case tracking software and hardware from responsibility for defining data requirements and procedures for case managers' use of the system resulted in a quite different set of problems. The long delays in the basic procurement process experienced in New Jersey did not occur: a single contract was let in Illinois for delivery of both software and hardware for a free-standing tracking system, so no further agency approvals or site preparation negotiations were needed of the sort that dragged out the TPMIS implementation in New Jersey. Furthermore, the Illinois contractor's plan from the start was to base CAMS closely on existing proprietary software that had been developed for an Interstate Child Support Enforcement Case Tracking System. This approach made it possible to deliver a system product in relatively short time. However, the initial implementation in November 1987 occurred without the benefit of thorough design attention to the interfaces between case manager procedures and system functions, and between system data and operational or evaluation data requirements. Initial implementation has been followed by a long period of efforts to make CAMS operations match users' procedures and data requirements, as well as to stabilize basic system operations.

The basic design approach proposed and followed in Illinois resulted in a persistent gap between the design and format of CAMS and the logical structure and format of the baseline and tracking data jointly defined by New Jersey, Illinois, and MPR. In New Jersey, the TPMIS was designed to mirror the format of the baseline and tracking data as laid out on paper forms in this collaborative planning process. The design approach followed in Illinois by the systems contractor did not attempt to produce a system that would be used in the

manner suggested by the design of the Baseline and case tracking forms; instead, emphasis was placed on adapting the data base structure and sequence of screens employed in the previously developed Interstate Child Support tracking system. The plan to use this preexisting design rather than to design a system based on analysis of case manager requirements was recognized in the contract with IDPA, and undertaking a basic functional and technical design would have entailed substantial effort not planned for by the contractor. No serious consideration was therefore given to trying to get the Illinois CAMS system to allow data entry and retrieval in the formats set forth in the design of the Baseline form or the conceptual case tracking system, or in the TPMIS system design in New Jersey. Instead, the agreement was reached that efforts would be made to ensure that CAMS could supply all the data called for in the Baseline form and the conceptual design of the case tracking data.

This basic set of ground rules for CAMS development led to the parallel pursuit of two separate strategies for collecting case tracking data, with foundations in very different conceptions of data structure. The justification for these two efforts was the belief that it would eventually be possible to create a precise mapping between the data as defined in the tracking and baseline forms and CAMS, so that CAMS would provide a management tool for Project Advance, but also provide usable data for the evaluation on baseline characteristics of sample members and case tracking information on participants.

One of these parallel efforts focused on getting case managers to use properly the paper forms that resulted from the demonstration planning effort (the Baseline Form, the Assessment Form, and the Case Tracking Forms.) Particular attention was devoted by MPR staff to encouraging site staff in Chicago to perform a quality review on the Baseline Forms before the individuals at the intake session left, to correct issues of missing or inconsistent data. In addition, MPR staff and IDPA staff tried to promote thorough use of the paper case tracking forms. However, case managers received only limited training on the use of case tracking forms, and there was little concerted management review of case tracking forms to promote accurate and correct use of them. The paper tracking forms were viewed as a short-term substitute for CAMS that would soon be replaced. Moreover, contractual responsibility for training on case tracking was lodged with the Illinois contractor; since the paper forms had been designed

by MPR, the Illinois contractor was not in a position to provide such training. In parallel with the effort to record data on paper tracking forms, IDPA and its contractor worked to iron out technical difficulties in CAMS, and to resolve some of the discrepancies between the CAMS design and the baseline and case tracking forms.

The basic split in the design perspectives and defined responsibilities of the Illinois and New Jersey contractors, however, had several consequences which contributed to the long delays in making CAMS usable from the standpoint of either case managers or the evaluation effort. First, Illinois contractor staff spent several months developing and then refining complex skip logic patterns which would allow data entry staff in Chicago to enter data from the Baseline and Assessment Forms designed by MPR and approved and used by Project Advance. Although eventually all of the required data elements were contained in CAMS screens, the sequence of screens and elements within screens does not at all match the order of the source input forms. As a result, the data entry process in many instances entails automatic skip logic that places data elements from a given form on separate screens. No display of Baseline or Assessment data available in CAMS, therefore, resembles the input documents. This difference between input documents and data displays contributed to the substantial burden on site staff associated with entering backlogged case tracking forms to CAMS.[3]

A further indirect consequence with even more serious impact is that the attention paid to resolving discrepancies between CAMS and the conceptual data requirements focused almost exclusively on the Baseline Forms, and not on the case tracking data. Programming effort focussed on adding missing data and fixing skip logic in the Baseline entry process. Training provided by the contractor covered the data entry process, and methods for defining and generating statistical reports. No training was provided, however, on the procedural definition of data, or on the sequence of interactions between case managers and the system over the stages of a client's program participation. No effort was made to make the sequence, format and appearance, or content of the remaining CAMS screens match the logic of the paper tracking forms (based

[3]The entry of backlogged data was also slowed by the fact that there was no available data entry clerk to take on this work, and case managers had to handle much of it themselves.

on the conceptual data requirements) that the Chicago case managers were using as an increasingly long-tern interim tracking system.

The net effect of the decision to allow a contractor to provide tracking system software without at the same time being responsible for basic requirements analysis, procedural design, and fulfillment of evaluation data requirements has been a serious burden on IDPA staff, and the high probability of some loss of useful data for the evaluation. Chicago site staff have had to work with data entry formats that for most of CAMS's history have not matched the relevant source documents (Baseline foms and paper tracking foms); the CAMS screens have different data names, sequences, and formats. Springfield project staff, working with MPR staff, have had to undertake repeated analysis of CAMS to assess how well its data content would meet evaluation requirements, without the benefit of any documentation which clearly explains the use of individual data elements and how they relate to events in the life of a Project Advance case.

IDPA project staff appear to have come close to making CAMS technically usable as a system for recording tracking data for evaluation and management purposes. They have defined a simplified set of foms that match the CAMS screens; these forms, in use since January 1989, can provide at least the most important data on case events for the process analysis component of the evaluation. To capture this data in CAMS, site staff have gone through a process of translating data recorded on the interim hard-copy tracking foms into the CAMS data entry screens, with their diverging formats and data definitions.' A paper flow system was established in March 1989 to ensure that case tracking data are entered to CAMS, and to relieve the case managers of the data entry burden. An initial tape containing CAMS data was delivered to MPR in late April 1989, so that efforts to analyze Chicago participation data could begin. Substantial progress has thus been made in making detailed case tracking data available for the evaluation.

Despite this substantial progress--at great effort to both state and site staff in Illinois--CAMS at this point appears capable of serving Illinois' management needs and MPR's evaluation needs, but is not being used as a tool

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'Since the case managers had not been thoroughly trained in the. use and understanding of the interim paper tracking forms, this process is likely to introduce further ambiguity into the tracking data.

directly by case managers. The case managers have cooperatively and diligently entered tracking data from paper forms to satisfy needs for evaluation and management data from CAMS, but site observations indicate that they make little use of the system as. a direct aid in their daily record-keeping. Paper forms remain the primary medium for recording the information to which case managers refer.

VIII. ORGANIZATION, MANAGEMENT AND STAFFING AT THE DEMONSTRATION SITES

The operation of the Teenage Parent Demonstrationhas required the energetic and persistent management efforts of the state project staffs in New Jersey and Illinois, to provide policy guidance and critical resources to the sites in Camden, Newark, and Chicago. It is the staffs at these three sites, however, who deliver services to demonstration participants, and collect important evaluation data on members of both the participant and control group in baseline sessions. The organization and management of the sites, the types of staff resources available, and the ways in which these staff are used are the most obvious factor in determining the nature and quality of the TEEN PROGRESS and Project Advance programs. Section A of this Chapter describes the organization of staff at each site. Section B explains in greater detail the functions of each staff position at the sites. Section C presents the history of staff development at each site, including recruiting, training, and staff turnover.

A. ORGANIZATION OF SITE STAFFS

The three demonstration sites have slightly different staff structures, for reasons relating to scale of operations and the relationship of the site to the state project staff. The staff structures have evolved to some degree from the earliest plans, due to changing awareness of program demands and the states' and sites' ability to define and fill positions. The staff structures and their changes over time are described below for Camden, Newark and Chicago. The organizational structures of the three sites' staffs are depicted in Figures VIII.l-3, reflecting staff in place and staffing decisions made as of the end of January 1989.

1. Organization of the New Jersev Sites

New Jersey's original grant proposal called for almost identical staff structures in Camden and Newark. Each site was to be staffed by three case managers, a clerical worker, and a WIN worker who would serve as the site's job information and training resource expert. Both the Camden and Newark programs were to be led by a full-time case manager supervisor.

FIGURE VIII. 1
ORGANIZATION OF
CAMDEN TEEN PROGRESS
(AS OF FEBRUARY, 1989)

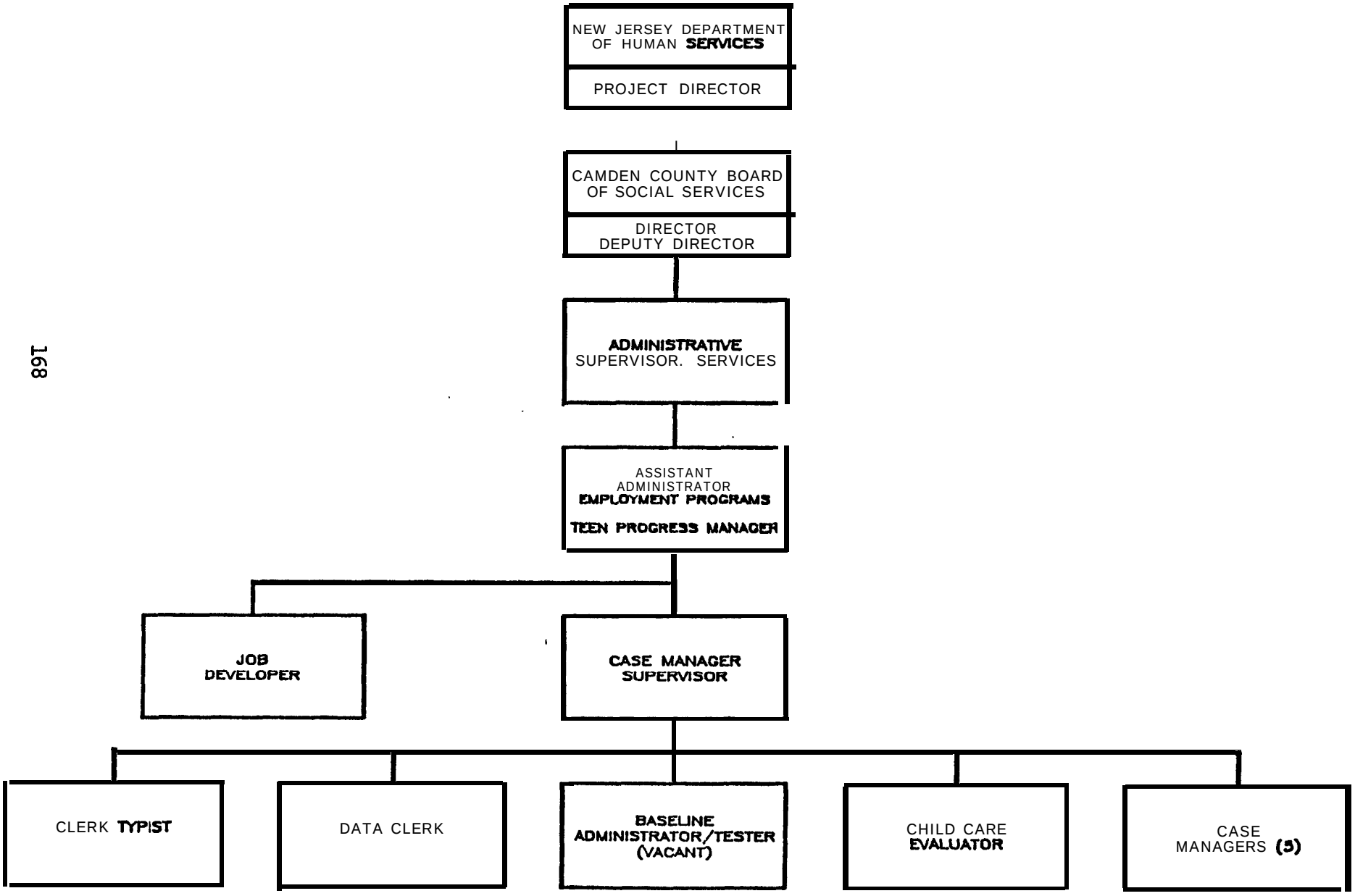


FIGURE VIII.2
ORGANIZATION OF
NEWARK TEEN PROGRESS
(AS OF FEBRUARY, 1989)

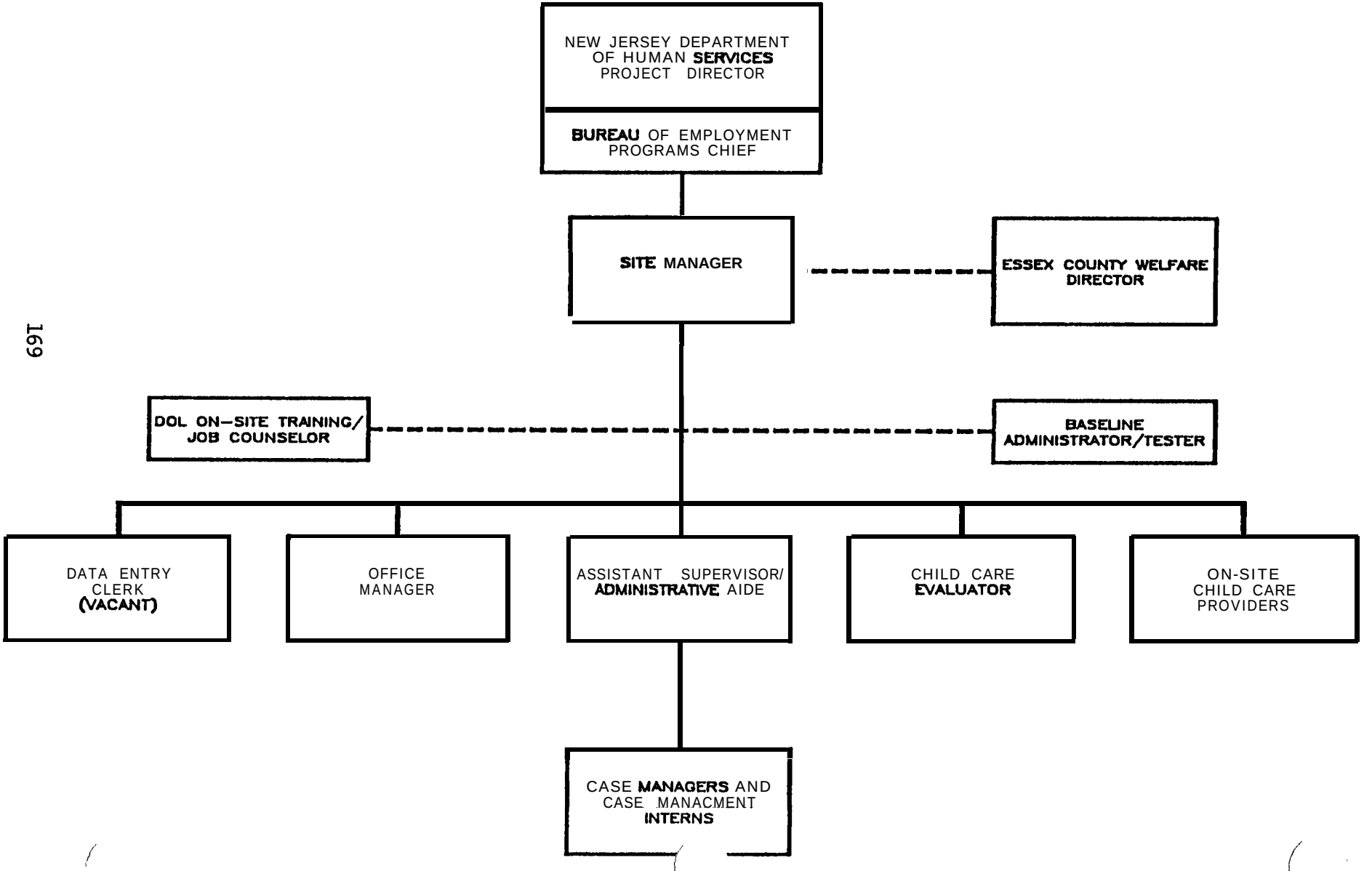
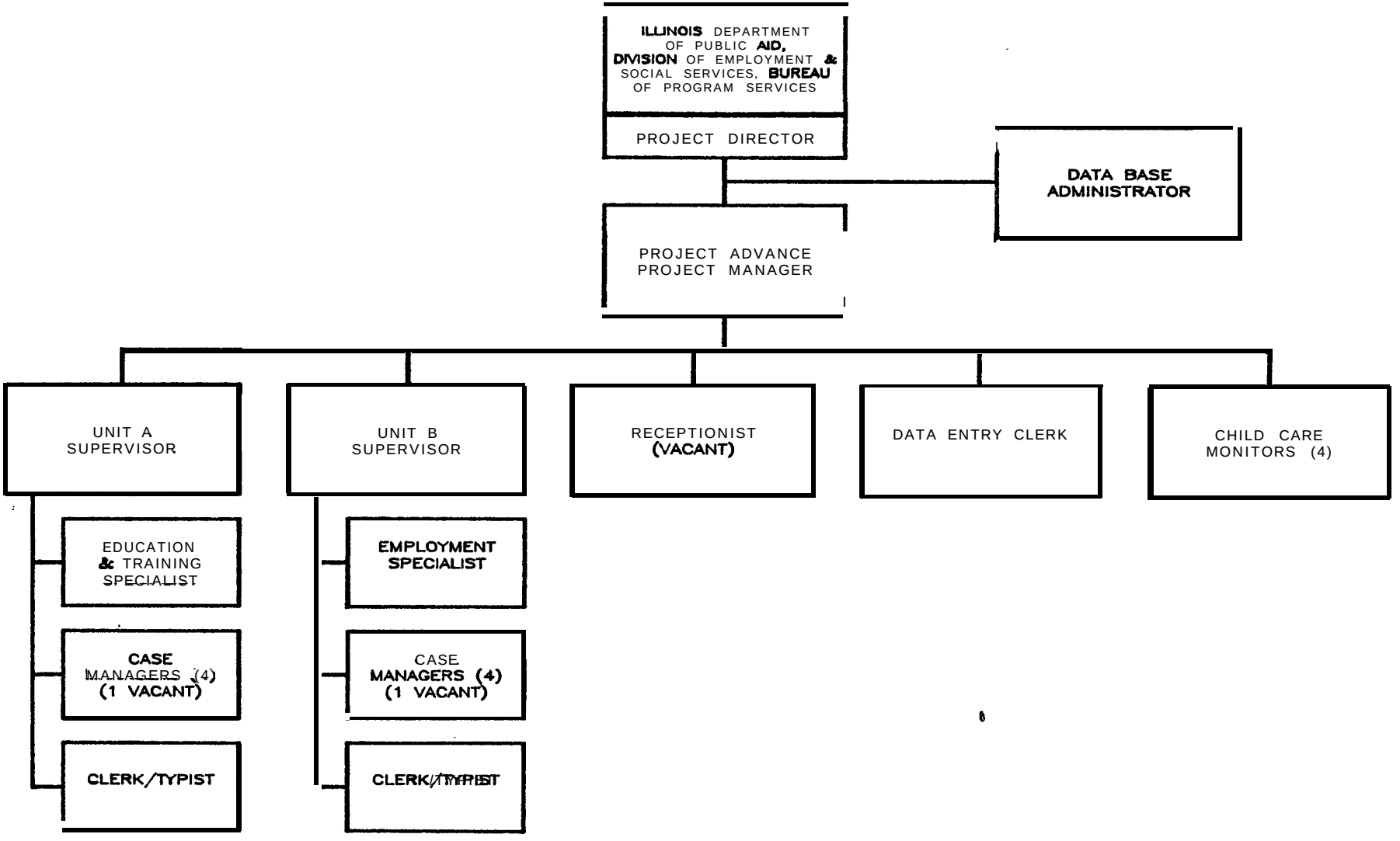


FIGURE VIII.3
ORGANIZATION OF
CHICAGO PROJECT ADVANCE
(AS OF FEBRUARY, 1989)



Before the program began operations, DHS modified staffing plans: each site was to have five case managers, a clerk typist, a data entry clerk and a staff worker assigned from the Bureau of Employment Programs who would evaluate child care providers and help to place participants* children in appropriate child care. In addition, the revised plan provided for a part-time "child support interviewer." These plans thus continued to provide comparable line staff to the two sites. In addition, however, the revised plan called for expanded management resources in Camden. In addition to the full-time case manager supervisor, Camdenwould have a part-time (33 percent) site manager, an Assistant Administrative Supervisor in the Camden County Board of Social Services. In Newark, there was still to be only a case manager supervisor. Thus, in this revised plan, the anticipated staff structure provided somewhat greater supervisory resources in Camden than in Newark, even though the Newark site was expected to be 50 percent larger than Camden. (an average of 90 referrals per months, compared to the expected 60 in Camden).

Actual staffing patterns for most of the first 18 months of operations if anything accentuated differences between the resources available in Camden and Newark. Camden created a position of baseline administrator to conduct intake sessions, including administering the baseline forms and the TABE and conducting orientation, although staff turnover left this position vacant for four out of the ten months after it was first filled in February 1988. In addition, in October 1988 Camden filled the position of job developer envisioned in the original staffing proposal.

Newark, in contrast, has operated for most of its operations period without a second site supervisor, baseline administrator, data entry clerk, or job developer. The site and state project staff have made stubborn efforts to fill these gaps, with some success. In December 1988, a baseline administrator was added, formally in the employ of MPR, but under the daily supervision of the site manager. However, the position again became vacant within a few months, and the Newark site again found it necessary to use case manager time to conduct baseline intake sessions, pending the anticipated refilling of the position in May. In February 1989, an agreement was put in place under which a DOL Employment Service counselor is stationed at the Newark office to perform placements in training programs and employment, and to conduct some employment-related workshops. The

planned data entry position has been filled for only a few months in the entire operations period to date. Finally, a decision was made to promote one of the case managers to a position of assistant site supervisor, overseeing the work of case managers. Although the current organizational chart shown in Figure VIII.2 reflects recent staff additions and changes which have strengthened the available resources, it is important to recognize the extent to which key support and special-function staff in Newarkhave been lacking for most of the operations period, compared to the staff structures in Camden and Chicago.

2. Organization of the Chicano Site

IDPA planned for a staff made up of a site project director, two case manager supervisors, ten case managers, a job developer/employment specialist and an education and training developer/specialist, two clerk typists, and a half-time data entry clerk. Aside from the two case manager positions which have remained vacant, the staff were recruited and in place when operations began in August 1987. The supervisors' responsibilities are divided functionally. The Unit A supervisor oversees four case managers, the education and training specialist, and a clerk/typist, but is also responsible for call-in monitoring and intake. The Unit B supervisor supervises four cases managers, the employment specialist, and a clerk/typist, and is responsible for developing resources in employment and training.

During the first year of operation, two additional positions were created and filled: receptionist and child care monitor. The child care monitors care for the participants' children in the site offices when they are brought along by individuals attending intake or program activities. Currently, there are four child care monitors working two shifts, one in the morning and the other in the afternoon, and plans have been made to add two more monitors. People participating in the work experience component of Project Chance, the Illinois employment program, have been used to fill these positions. They are trained by the Illinois Department of Children and Family Services.

B. STAFF ROLES AND FUNCTIONS

The preceding discussion of the organization of site staffs makes it clear that the sites have developed slightly different definitions of staff functions

in order to accomplish an **overall work** agenda that is very similar across sites. Table VIII.1 describes the responsibilities of each staff person at each site, thus clarifying the areas in which staff perform similar and dissimilar sets of tasks. In some cases, a staff position has had a certain functional content due to implementation delays that have prevented the job from becoming fully feasible; for example, the data entry clerk position in Camden until January 1989 involved only general clerical work rather than data entry, because the TPMIS was not yet implemented.

Leaving aside such unintentional operational definitions of staff roles, the major divergences among the sites have been the following:

- o Camden and Chicago have had two tiers of management or supervisory staff. The addition of an assistant supervisor in Newark, shown in Table VIII.l, did not take effect until March 1989.
- o Evaluation of child care providers and authorization of payments is done by special child care staff in Camden and Newark, but not in Chicago, where case managers do this themselves.
- o In Chicago, referrals of individual participants to specific education or training programs, and placement in jobs, is done by staff specialists. In Camden and Newark, case managers have done this themselves for most of the operations period; in Camden, a job developer now does job placement. In Newark, the training/job developer shown in the table only began in February 1989.
- o In Camden and Newark, all or some of the responsibility for conducting the extensive workshops is assigned to outside consultants, whereas in Chicago, the relatively brief workshops are all conducted by case managers.
- o In Camden, one support staff person collects attendance data from local schools and training providers on all clients, whereas in Chicago and Newark each case manager must verify attendance directly with the provider.

Despite these staff responsibility differences, in al sites the staff who have the most direct service contact with the participants once they have entered the program are the case managers. The nature of a full-scale program of this sort, and its cost, are likely to depend very heavily on the definition of the case manager role. In the following two sections, we briefly discuss the

TABLE VIII.1

RESPONSIBILITIES OF DEMONSTRATION SITE STAFF
AS OF FEBRUARY 1989

Staff Position	Camden	Newark	Chicano
Project Site Director or Manager	o Develops relationships with community service providers o Defines overall service approach, workshop content, and ongoing activities	o Develops relationships with comaunity service providers o Defines overall service approach, workshop content, and ongoing activities o Establishes procedures for case management and monitoring, scheduling workshops and other courses: supervises and trains CMs and all other staff	o Establishes and maintains general relationships with community and government agencies o Establishes procedural guidelines for supervisors and other staff o Arranges training for staff, and conducts training on approaches to working with teens
Case Manager Supervisor or Assistant Site Supervisor	o Establishes procedures for case management and monitoring, scheduling workshops and other courses; supervises CMs and all other staff	o Assists Site Manager in overseeing work of Case Managers o Reviews case files and records	o Supervises selected Case Managers in dealings with clients and record-keeping, and supervises selected Child Care Monitors o Supervises Education and Training Specialist, oversees scheduling and conduct of intake sessions and initial workshops (Unit A) o Supervises Employment Specialist, oversees scheduling and conduct of employment component activities (job club), develops training and employment linkages (Unit B)

TABLE VIII.1 (Cont.)

Staff Position	Camden	Newark	Chicago
Staff Specialists	o Job Developer (part-time): Identifies job openings, maintains relationships with prospective employers, and places participants in jobs	o Training/Job Developer: Identifies training slots and matches clients to them; places clients in jobs; conducts some initial employment-related workshops	o Education and Training Specialist: Leads Education Preparation Workshoo. conducts Baseline sessions and TABE testing: establishes and maintains contacts with education and training providers o Employment Specialist: Conducts Job Club and Independent Job Search components; assists in conducting workshops
Case Managers	o Perform Assessments o Develop Self-Sufficiency Plans: refer to agencies for education/training o Monitor Case Progress and Fullfilment of Plan: issue Sanction Requests to IM as needed o Maintain Case Tracking Data o Provide ongoing crisis support and advice o Make referrals to other agencies for counseling or other special services o Conduct Baseline (in rotation) when Baseline position is unfilled o Inspect child care sites of family providers offering free care o Conduct home visits	o Perform Assessments o Develop Self-Sufficiency Plans: refer to agencies for education/training o Monitor Case Progress and Fullfilment of Plan: collect attendance data from schools/training providers on individual cases: issue Sanction Requests to IM as needed o Maintain Case Tracking Data o Provide ongoing crisis support and advice o Make referrals to agencies for counseling or other special services o Conduct selected workshops o Authorize child care payments	o Perform Assessments o Develop Self-Sufficiency Plans o Monitor Case Progress and Fullfilment of Plan: issue Sanction Requests to IM as needed o Maintain Case Tracking Data o Provide ongoing crisis support and advice o Wake referrals to other community agencies for clinical counseling or other special services o Identify child care needs, refer to providers, inspect child care sites, explain payment procedures, and authorize payments o Conduct workshops in rotation
Child Care Evaluator	o Identifies p propriate child care for each participant o Inspects homes/facilities of fee-charging providers designated to care for participants' children o Briefs providers on invoicing and payment o Reviews all invoices, checks participant attendance and authorizes payment	o Identifies appropriate child care for each participant o Inspects homes/facilities of providers designated to care for participants' children o Authorizes ongoing payments based on participant attendance information	NO SUCH POSITION

TABLE VIII.1 (Cont.)

Staff Position	Camden	Newark	Chicago
Baseline Administrator	o Administers Baseline Form sessions and TABE 0 Quality reviews Baseline Forms 0 Conducts orientation of experimental group members o Monitors school attendance o Conducts Conversational English Workshop (when given)	o Administers Baseline Form sessions and TABE 0 quality reviews Baseline Forms	NO DISTINCT POSITION (Performed by Education and Training Specialist)
Data Entry Clerk	Enters data to TPMIS	POSITION NOT FILLED AS OF FEBRUARY 1999	o Enters Baseline Forms to CAMS 0 Assists in entering Case Tracking data to CAMS
Clerk/Typist/Receptionist	o Receives referrals and schedules cases for intake (under manual system) o Monitors intake attendance and issues sanction warning notices o Monitors workshop attendance and issues notices as needed o Collects attendance data fran outside agencies (schools,etc.)	NO SUCH POSITION	Answers telephone, receives guests and visitors, maintains message center
.On-Site Child Care Monitor	NO SUCH POSITION	Cares for children while mothers are attending intake, workshops or other activities	Cares for children while mothers are attending intake, workshops or other activities

emerging content of the case management role, and then summarize available information on case managers' caseloads and how they might affect the case management job.

1. The Role of the Case Manager

Case management staff in the three sites have filled both case management roles and other roles necessitated by unavailability of support staff or conscious decisions that both staff and clients would benefit if the case managers did more than work with individual program participants. Thus, in Chicago and Newark they have conducted workshops, in Camden and Newark they have had to conduct Baseline sessions and TABE testing, and in Chicago case managers have done substantial amounts of data entry to CAMS of Baseline Forms and tracking data.[1] These ancillary functions depend in large part on organizational decisions and recruiting success. The core of the case management role, however, is still working with individual program participants. This primary case management job as it has developed has had five major components: (a) assessing client needs and developing individual plans, (b) arranging entry to services, (c) providing crisis support and counseling, (d) maintaining case tracking data, and (e) monitoring compliance with program requirements.

a. Assessing Needs and Developing Plans

The clear aim of program leaders in both states.is that every new member of the enhanced service sample identified at intake should become involved in some meaningful program activity that can help lead towards greater self-sufficiency. Although all of the programs conduct a core set of group activities for all new participants--the intake-related workshops--the longer-term challenge that case managers face is developing an understanding of individuals' strengths and weaknesses and the particular family or personal problems they face, and helping the participant develop a realistic plan for productive activities.

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[1]Temporary data input operators were hired when there were serious backlogs, but case managers have nevertheless performed a significant data entry task.

Assessment and plan development is a process that can be repeated, with a changing base of information. In Camden and Newark, where there is a fairly prolonged period of initial workshops, staff usually prepare a preliminary "Progress Plan" right after intake, at the first assessment interview, which simply indicates the schedule of workshops that the participant will be expected to engage in over the next month or two.* This first plan thus usually focuses on one of the purposes of the formal individual plan; it makes clear to the participant what her obligations are, and records them to provide a clear basis for subsequent action if the participant fails to attend the workshops. There may in fact be several plans prepared which focus on workshops. This is possible particularly in Newark; given the way workshops are scheduled there, in some instances the case manager prepares a first plan covering only the first workshop the client will attend, and then a later plan covering the further workshops into which the client is scheduled.

More individually tailored plans for activities beyond workshops, whether prepared as a first plan right after the post-intake assessment interview or in later revisions, draw on a growing base of information. At the initial assessment interview, case managers have available the Baseline Form and TABE scores from the intake session: in the interview they complete the detailed Assessment Form, which collects information on employment and education plans and aspirations, personal interests and skills, employment and education history, child care needs and preferences, transportation problems, indications of drug or alcohol abuse and 'risks of child abuse, health problems, legal problems, use of contraception, extent of pre- and post-natal care, and general indicators of self-esteem. Site staff report that direct personal contact with participants is one of the most valuable bases on which to form judgments about the extent of personal problems, motivation, and interests. As a result, the case managers' involvement in conducting workshops can be an important contribution to assessment. Personal knowledge of individual participants* family life, obstacles they must overcome, and their performance in program

[2]For some new participants, it is possible to develop a first plan which includes not only workshops but longer term goals and activities to be pursued beyond workshops.

activities as well as externally offered courses over time become an additional basis for later revision of self-sufficiency plans.

b. Arranging Entry to Services

The plans developed by case managers and clients in some instances call for continuation of an activity that the participant is already engaged in: most commonly, continued high school attendance. In many instances, however, plans call for starting something new, such as a GED class, active job search, or job training. The case managers must often play a role in trying to ensure that the participant actually enters the activity. In some cases, this assistance takes the form of prompting the participant to take care of required procedural steps (e.g., completing registration forms properly, buying books or appropriate clothes). The case manager may arrange for payment by the program of registration fees, or necessary purchases. In other cases, assistance is required instead to overcome barriers to entering the program, such as lack of confidence, objections of boyfriends or family members, or a participant's continuing resistance to relying on child care. In these situations, the case manager must typically spend time encouraging and supporting the participant in telephone calls or office visits, may speak directly with other members of the participant's household to try to resolve problems, and sometimes actually accompanies the client to the new program for initial entrance.

c. Crisis Support and Counseling

Problems of the sort described above may arise or become apparent before a participant enters a major service activity, or later. Whenever they emerge, the case manager can be drawn into trying to help resolve the most distressing problems faced by program participants, such as homelessness, eviction from current housing, the disruptive and destabilizing effects of drug or alcohol abuse by the participant or other members of her household, conflict with parents over decisions about caring for the participant's child or about attending school or training, and difficulties with school or other public authorities.

Case managers generally have been guided by their supervisors towards being cautious about the extent to which they can devote themselves to resolving

problems such as these. Program staff are conscious of the need for placing limits on the extent of their personal counseling for several reasons. First, as caseloads grow case managers must manage their time and not allow a very few cases to monopolize their time and make it impossible for them to give adequate attention to cases with less severe problems. Second, supervisors have stressed to case managers that they cannot expect to deal successfully with severe emotional or family dynamics problems which require the attention of clinically trained therapists. Not only would some participants* problems be better dealt with by mental health professionals, but some situations must by law be referred to agencies with mental health staff.

The full extent or depth of a participant's problems, however, may not be evident when the case **manager's** help is first enlisted by the participant's distress. As a result, a few relatively rare cases can end up demanding large investments of time and attention, as problems are gradually revealed. Participants may call or visit the case manager frequently for support and advice, and home visits may be necessary to address some problems. Site staff acknowledge the importance of recognizing the signs of serious emotional problems and referring participants with such problems for care by clinical professionais. They also have pointed out, however, that it is often difficult to ensure that participants actually go for such care. As a result, the case manager, already known and trusted by the participant, may inevitably be the primary source of help.

d. Maintaining Case Tracking Data and Documentation

A substantial part of the case managers' job is record keeping. Case managers must keep records to document their dealings with participants, the circumstances of the participants' lives, the actions they, take on their behalf, and plans for the future. In a program with large caseloads, such documentation is necessary, to ensure that case managers can readily refresh their memory if they return their attention to a particular case after some time has passed without close attention. Documentation is 'also important to make it possible for new staff to serve a case if it is transferred to a new case manager, and to make it possible for supervisors to review the suitability of a case manager's handling of a particular case. The case manager's record keeping is

also an important contribution to the demonstration evaluation; it is intended to provide data on the progress of participants through the various program services, the amount of time they spend pursuing various activities, and thus the total magnitude and type of services delivered by the program.

Case tracking forms were designed by MPR, in close consultation with New Jersey and Illinois project staff, during the planning phase of the project .[3] These forms were intended to serve both purposes described above: internal programmanagement, and collection of evaluation data. The problems encountered in implementing systems for entry of tracking data to computer files and providing staff access to the data have been described in Chapter VII. Using the paper tracking forms, which were intended as an interim medium for tracking data, has also caused some difficulty for site staff.

The first difficulty is that the case tracking process calls for recording data about case events in very structured form. Participants' progress through the program must be recorded in tables that have very specific definitions of the events whose occurrence is to be noted and dated: for example, scheduled and actual completion dates for steps in the intake process, expected dates on which a participant will start a course versus the actual start date, and codes for types of activities and reasons for sanctions or departures from a course. Case managers had a difficult time getting a firm grasp on the relationship between these data structures defined for case tracking and the terms in which they see the sequence of participants' steps into and through the program.

The difficulty of using the tracking forms accurately appears to stem from several factors. First, as noted earlier, the extent of training required was originally underestimated. In New Jersey, repeated refresher training sessions were held to sharpen case managers' understanding of the meaning of the events designated by each field on the tracking forms, and of the way in which sequences of activities should appear on different parts of the tracking forms. This repeated training has been particularly important in New Jersey because of staff turnover among case managers. Considerably less training. has been provided in Chicago, for several reasons. First, the paper tracking forms were viewed as an interim solution, so that extensive training would be wasted.

[3]The tracking forms now in use as input to the TPMIS and CAMS are shown in Exhibit 15 and 16.

Second, there was a plan to issue an IDPA forms procedures manual, which would have provided needed guidance. Finally, formal responsibility for "systems" training was given to the contractor that installed CAMS, but that contractor's staff were not expert in the procedural data definitions.

In addition to the partially unmet need for training, the definition of the tracking forms contributed to some extent to the problem. Some data fields once thought to be useful for staff have turned out not to be useful, and some once thought to be important for evaluation purposes appear less so in light of the way program operations have developed. The forms provided to the sites at initial implementation were thus more complex and comprehensive than experience showed was necessary. In New Jersey, the ongoing dual role of MPR as evaluation contractor and designer of the TPMIS made it possible for a series of adjustments to be made to the tracking forms and the automated system, based on consultations with State and site staffs. These changes have resulted in substantial simplification of the ongoing tracking process and the form of the TPMIS. In Illinois, refinement and clarification of tracking forms were impossible because of the State and site staff's concentration on implementing CAMS and the difficulty of simplifying the interim paper forms and then trying to translate such simplifications into specifications for further changes to CAMS. In the end, however, some simplification of the case tracking process occurred as a result of Illinois' October 1988 decision to have case managers use tracking forms based on CAMS screens, which capture a subset of the full tracking data forms used earlier.

A third problem is that structured case tracking data captures only one aspect of what program staff need to record and maintain in their files. When the case tracking forms were first introduced, it was clear that most case managers were more comfortable with recording case events as narrative case notes, rather than in the structured tables defined for case tracking. Since their narratives often include information on the events supposed to be recorded in the tracking tables, staff perceived some degree of duplication in their efforts if they used the tracking forms conscientiously. The long delays in implementing automated case tracking systems in both states have at times made the effort of maintaining manual tracking forms irritatingly burdensome from case managers' perspective.

Early experience in using the automated TPMIS in Camden, however, suggests that staff can adapt quickly to using an automated case management system if its functions are well fitted to the functions they perform, and do not demand extraneous information. Camden staff have made a particularly rapid adjustment to using the system since its installation in December 1988. The Camden case managers generally came from a background in income maintenance, with previous exposure to the use of automated systems for eligibility processing and maintenance of case records, and so had little hesitation about using the automated tracking system. Some inevitable variations have been observed in the extent to which case managers view the system as a useful tool, but all have achieved the necessary proficiency.

In addition to case tracking data and case narratives, case managers maintain other case documentation. Copies of all communications with participants, including all notices regarding program requirements and sanction notices, are kept in the file. The original and subsequent self-sufficiency plans are filed, as well as all information gathered at intake.

e. Monitoring Compliance with Program Requirements

Case managers and other site staff must monitor participants' compliance with program requirements and enforce those requirements. This process occurs in three stages of the normal progression into and through the program. At each of these stages, staff monitor participation or attendance and use the sanction process to encourage compliance as needed. These three stages entail (1) keeping track of referred AFDC clients who are supposed to attend'demonstration intake, (2) monitoring attendance at initial workshops, and (3) monitoring ongoing activities, including attendance at high school, other education or training courses, and detecting unjustified abandonment of employment or refusal to enter planned activities.

The monitoring function is shared between case managers and other staff. Site clerks, for example, maintain files on who is scheduled for intake and who fails to appear, and prepare warning notices, since at this point the individuals are not assigned to a case manager.

For ongoing cases that have completed intake, however, case managers are playing a clear compliance monitoring role. When they note non-compliance

(e.g., a reported failure to attend workshops, education, training, or a job), the case manager issues the required sanction warning notices, and then sends a request for sanction to the AFDC eligibility worker for the case. The case manager may also attempt to meet with the participant to explain the consequences of not complying, to persuade the participant to do so, and to determine what problems may be preventing the participant from complying. In some sites, case managers rely on other staff for the basic attendance information they need to assess compliance: clerical staff gather attendance data in Camden for ongoing activities, and workshop leaders (other than case managers) provide attendance data in Camden and Newark. In Chicago and Newark, however, case managers themselves contact schools and training providers to review recent attendance.

2. Caseloads and Implications for the Case Manager Role

The way in which case managers carry out the primary case management aspect of their jobs is in large part a function of the time they have available to devote to participants. The time they can spend with participants is in turn dependent on several factors: the extent to which they are assigned to other tasks besides case management, the degree of staff support they have, and most importantly, the size of their caseloads. Caseload size has been recognized from the early planning stages of the demonstration as a potentially important factor. Excessive caseloads might make effective case management impossible, but small caseloads might mean that it would be very difficult to generalize from demonstration results to likely outcomes in a larger scale program funded at levels that require larger caseloads.

Demonstration plans anticipated a total program caseload that grows over the period of demonstration intake, and then falls off after intake ends, as participants leave AFDC or leave the active caseload by remaining under long-term sanction for non-participation. Decisions on the timing of case manager hiring were of course expected to affect caseloads per case manager during the period of caseload growth. A projection of caseload dynamics performed for the evaluation design (Maynard et al., 1988) indicated that caseloads could grow as high as 150-155 per case manager in all three sites, assuming total staffs of 10 case managers in Chicago, and 5 in Newark and Camden, and assuming total

intake of 1950 experimental cases in Chicago and 1000 in each New Jersey site. By 16 months after the start of operations, it was assumed that the sites would have a full or almost full complement of staff, and that caseloads would have reached about 90-100 per case manager.

The data on the volume of referrals and assignments to the enhanced service group presented in Chapter V indicate quite varied fulfillment of these expectations concerning caseload sizes. In Chicago, both staffing level and the cumulative number of participants have closely matched earlier projections. As of April 30, 1989, Project Advance had 8 case managers on the staff, and a total of 1,117 participants had entered the program, so average caseloads had indeed reached 140 per case manager. In New Jersey, case manager staffing has reached anticipated levels, but shortfalls in referrals and difficulties (in Newark) in getting referred clients through intake have led to caseloads below expectations. In Camden, a total of 346 participants had come through the intake process into the enhanced service sample through April 1989, producing average caseloads of 69 per case manager. In Newark, total referral volume was higher than in Camden, but intake completion rates have been lower, so Newark had fewer participants than Camden. Newark had enrolled a total of 297 participants in the enhanced service group through April 1989, for average caseloads of 59 per case manager.'

These caseload figures do not, of course, tell the whole story about the workload burden placed on case managers. In all of the sites, total caseload figures overstate the true number of participants who at any given time are involved in decisions, transitions, or crises which require substantial attention and help from the case manager. Moreover, cumulative caseload figures include participants who have left APDC or been sanctioned for long periods, and thus have effectively left the program. Analysis of the "active" caseload under

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'This average caseload is based on five case managers, although the actual number has fluctuated and temporarily reached six. Because of heavy staff turnover in Newark, two BEP WIN workers were temporarily assigned to serve as case managers in October 1988. When a vacant position was also filled in October 1988, the case manager staff functioning in Newark thus rose to six, but reassignment of one of the BEP workers is expected to return the staff to a level of five case managers.

various definitions will be possible when complete case tracking data become available.

The feasibility of working with observed caseloads must also, however, be assessed with some consideration for the tasks that case managers perform other than working with their assigned caseloads. In Chicago, for instance, every case manager takes a turn conducting initial workshops, a role that is estimated by the site manager to take about nine hours for each workshop cycle that the case manager conducts, once every two months. In Newark and Camden, case managers have had to take a part in conducting intake sessions during the extended periods when no baseline administrator has been on staff. In Newark, case managers were assigned to make home visits to teenage parents who did not respond to repeated intake call-ins; this practice was followed for six months in the first year of operations, and then resumed in February 1989, with visits being conducted by student interns serving as case managers. Selected Newark case managers have also played a role in leading initial workshops.

All three sites require case managers to make a home visit with the clients, to enlist the support of family members and to help the case manager to understand the circumstances of the client. In Chicago, where caseloads are substantially higher than in New Jersey, there is some indication that the case managers are finding it difficult to adhere to this procedure.[5]

It is difficult, of course, to arrive at precise estimates of the time that case managers can devote to case management itself. It is nevertheless important to note the nature of the additional demands on their time. Any future interpretation of demonstration operations as a basis for planning larger scale programs must take into account the range of functions that case managers have performed, and the types of support from other staff that they have benefited from in each of the demonstration sites.

[5] In both Camden and Chicago, case managers have questioned the utility of these initial home visits. Although dysfunctioning families and unsupportive members are clearly problems for some new participants, it is questionable whether the problem is pervasive enough to warrant universal home visits.

C. STAFF DEVELOPMENT AT THE DEMONSTRATION SITES

To operate the Teenage Parent Demonstration, Illinois and New Jersey have had to build site staffs and develop staff capabilities to deliver the services described in earlier chapters. There have been several challenges inherent in this process. The program staffs have had to be recruited within standard agency hiring procedures, constrained to some extent by rules governing the applicant pools from which staff could be selected, and in some instances defined with job requirements in mind quite different from the demands of case management as defined for the demonstration. Although formal job descriptions were written as a basis for recruiting and hiring, the role of the case manager has had to be refined during the demonstration as experience is gained. Some case managers have voiced frustration over not knowing clearly what their responsibilities and priorities were, although this uncertainty seems natural when a new program of services is being developed. The very newness of the demonstration, periods of understaffing or indecision at the management level, and pressures from the evaluation contractor and federal project sponsors with regard to their particular concerns, have. all made it difficult at times to convey a clear and consistent set of job guidelines and priorities to site staff. These concerns have been more noticeable in New Jersey. which lacked the prior program models that Illinois had developed in Project Chance and the Young Parents Program.

This section of Chapter VIII describes three aspects of the sites' experiences in developing their staffs. First we summarize the history of staff hiring and turnover in the three sites. Section 2 then presents available information on the prior background of site staff. Section 3 describes the training that has been provided to them.

1. Site Staff Hiring and Turnover

Figures VIII.4-6 depict the staff positions at each site and the periods during which they have been filled or vacant, from the start of operations (August 1987 in Camden and Chicago, October 1987 in Newark) through the end of 1988, and thus depict the varying extent to which the implementation stage of

FIGURE VIII.4

DEVELOPMENT OF SITE STAFF IN CAMDEN
FILLED POSITIONS OVER TIME

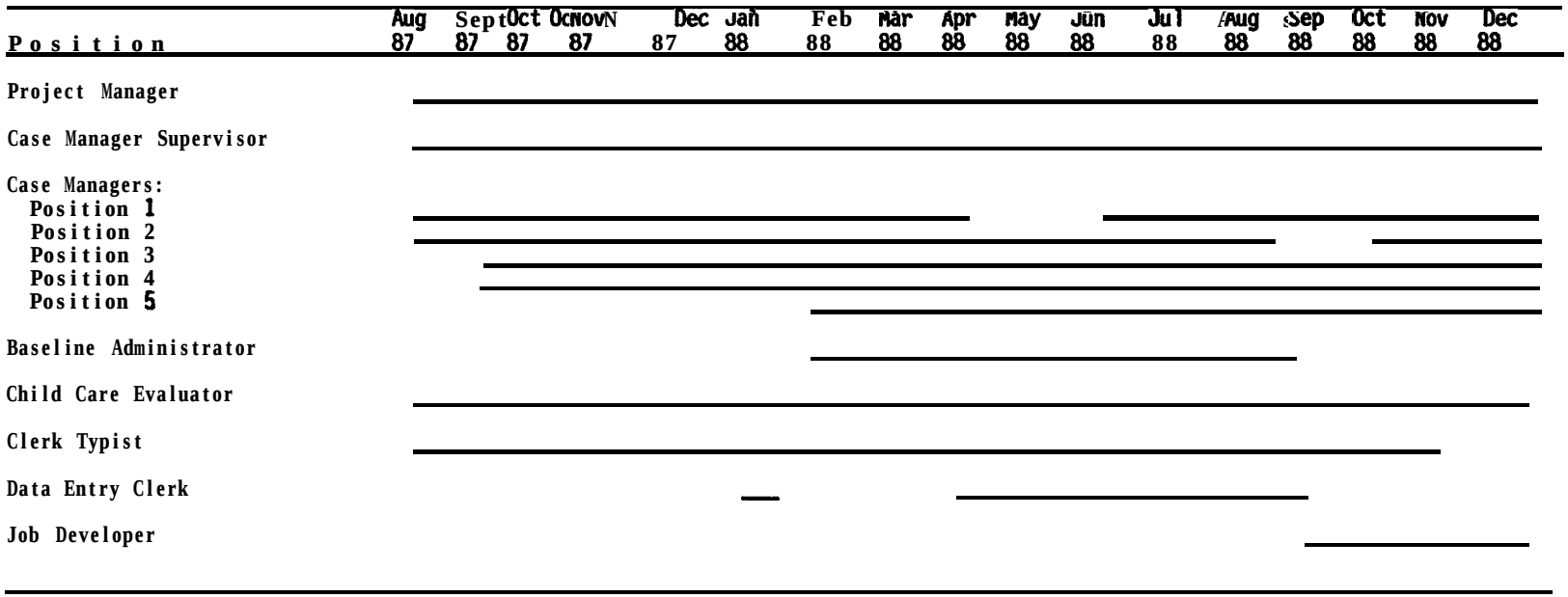

FIGURE VIII.5

DEVELOPMENT OF SITE STAFF IN NEWARK
FILLED POSITIONS OVER TIME

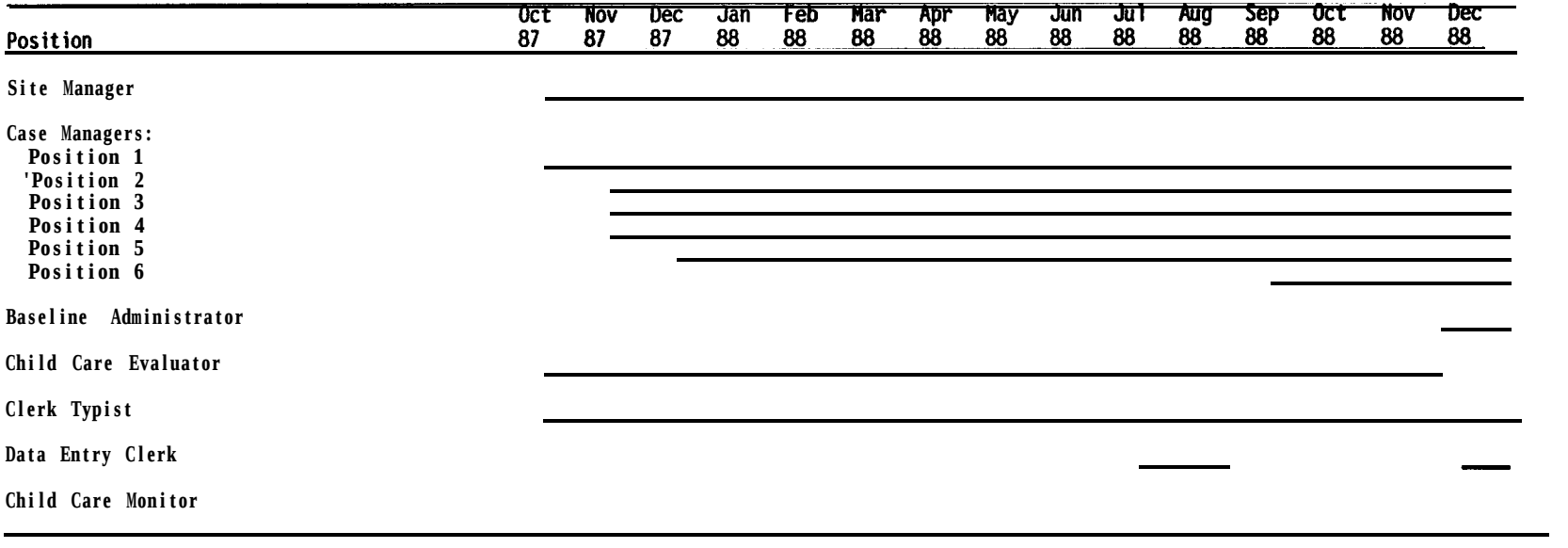

FIGURE VIII.6

DEVELOPMENT OF SITE STAFF IN CHICAGO
FILLED POSITIONS OVER TIME

Position	Aug 87	Sept a7	a7	Oct	Nov 87	Dec 87	Jan 88	Feb 88	Mar a8	Apr 88	May 88	Jun 88	Ju1 88	Aug 88	Sep 88	Oct 88	Nov a8	Dec 88
Program Manager	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Unit A Case Management Supervisor	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Unit B Case Management Supervisor	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Employment Specialist	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Education and Training Specialist	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Case Managers																		
Position 1							—	—	—	—	—	—	—	—	—	—	—	—
Position 2	—	—						—	—	—	—	—	—	—	—	—	—	—
Position 3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Position 4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Position 5	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Position 6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Position 7	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Position a	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Position 9	Vacant																	Vacant
Position 10	Vacant																	Vacant
Clerk Typist 1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Clerk Typist 2								—	—	—	—	—	—	—	—	—	—	—
Data Entry Clerk										—	—	—	—	—	—	—	—	—
Receptionist										—	—	—	—	—	—	—	—	—
Child Care Monitors	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

the demonstration in the three sites has been affected by staffing concerns.[6] These historical staffing patterns reflect both conscious decisions to fill or refrain from filling positions, hiring delays due to agency procedural delays external to the project staff, and in some instances difficulties identifying suitable candidates.

a. Camden Staff History

As a County Welfare Agency, the Camden Board of Social Services has been able to hire for TEEN PROGRESS independently of State-level decisions other than agreement with the State project staff on the allocation of the TEEN PROGRESS grant funds to Camden. The project manager and case manager supervisor positions were filled approximately as planned, with the project manager active on the project beginning in March 1987 and the supervisor joining the staff in June 1987, two months before operations began. Hiring of case managers was intentionally phased in so that staff resources would be increased as caseloads grew. Two case managers were hired just prior to the August 1987 start of pilot operations, two more began work in September 1987, and the fifth began in February 1988.

For the most part, position vacancies in Camden have resulted from the judgments made by the TEEN PROGRESS manager and supervisor on the need for adjustments to staffing, rather than hiring obstacles. When the baseline administrator left on maternity leave in September 1988, the position was left vacant in anticipation of her return, but a decision has been made in early 1989 to refill the position. The long vacancy in the data entry clerk position was due primarily to the view that the position should be filled only when the TPMIS was implemented. However, some repeated efforts were made in 1988 to bring a data entry clerk on board; two individuals were recruited and resigned, one after a few days, the second after five months. The position was again filled in October 1988. The position of job developer was filled as planned by the Camden staff in October 1988, by a job developer who actually had been working in support of TEEN PROGRESS activities even before transferring from his position with the Food Stamp Program.

[6] Further staffing changes have been made since the end of 1988, as described earlier.

b. Newark Staffing History

Staffing in Newark has been much more subject to delays associated with external approvals for personnel actions, as well as other sourdes of staff disruption. Newark began operations in October 1987 with only one case manager, a child care evaluator, and a clerk typist in addition to the site manager. The child care evaluator resigned within a month, but was quickly replaced. The arrival of the next three case managers was delayed until November by a required State fingerprint clearance, and a fifth began work in December 1987. All case managers had to be hired as BEP employees, which entailed either obtaining the reassignment of existing employees or approval to hire into vacant BEP slots.

Beginning in the late summer of 1988, just as efforts were being made to increase the flow of referrals and make sanction actions against non-compliant participants and referrals more systematically, several staffing disruptions occurred. The data entry clerk, who was helping with general clerical support pending the implementation of the TPMIS, was terminated for unsatisfactory performance. A TEEN PROGRESS client was taken on as an intern data entry clerk just as TPMIS implementation began, but resigned at the end of January 1989. Refilling this position has been blocked by a general hiring freeze: for the critical first few months of TPMIS operations, the site has been without a data entry clerk.

One case manager left the Newark program on a personal leave of absence. Two other case managers, who had been working under provisional appointments since the fall of 1987, were informed by BEP that they 'could not remain in their positions permanently; one had scored too low on the civil service examination, and the second had failed to take the examination. The program was thus faced with the prospect of losing three of its five case managers at once in September 1988.

The task of refilling these three staff slots became a major concern and drain on the time of the site manager, particularly because the staff departures came at about the same time that the State project director, who might otherwise have assisted in resolving the staffing problem, was leaving the project. Two replacements were identified through open market recruiting but again the process of obtaining fingerprint clearances delayed their joining the project. BEP therefore asked the two "bumped" case managers to remain longer as temporary

employees; one agreed to do so, but the other left the program. To cover the other two vacated positions, BEP temporarily reassigned two experienced WIN workers in October 1988. When one of the two newly recruited replacement staff completed the clearance process and began work in October, the total case manager staff increased to six, although release of at least one temporary BEP worker is expected to reduce the staff to its planned size of five. As Figure VIII.5 shows, these maneuvers avoided major gaps in staffing, but at the cost of considerable turmoil and uncertainty for the site staff, and a sudden infusion of new staff unfamiliar with project policy and procedures.

Although the Newark site has needed a special baseline administrator just as do the other sites, there were long procedural delays in filling that slot. Given statewide freezes on hiring, the State project director could not get a personnel slot allocated to TEEN PROGRESS for this purpose (although the demonstration had the funding to cover the position). To bypass this restriction, the position of baseline administrator was included in the statement of work negotiated with MPR for extension of its TPMIS development contract, and submitted by MPR as a proposal to DHS in April 1988. Before this contract modification could be approved, however, DHS had to gain internal agency approval to dispense with normal requirements for competitive bidding. This "bid waiver" approval was not granted until November 1988. No action could be taken to fill the baseline administrator position in the interim; when approval was granted, action was taken fairly quickly, and a baseline administrator was hired, formally as an MPR employee working at the Newark site, in December 1988. Even this hiring action had to be repeated, however, when the Baseline Administrator became unavailable for health reasons in March 1989; a replacement was recruited who would begin in May.

c. Chicago Staffing History

The Chicago site has been minimally affected by staff turnover and procedural obstacles or delays in hiring. When operations began in August 1987, the staff included the program director, the two supervisors, eight case managers, a clerk/typist, the employment and education specialists, a receptionist, and child care monitors. Given the very slow rate at which referrals were received through the fall of 1987, this full staffing level--and

the very low turnover experienced in Chicago--gave Project Advance an important advantage: being able to start with low average caseloads, and having a stable group of line staff who could benefit together from training and establish a group identity.?

Retraining because of staff turnover has been less of an issue in Chicago than in either Camden or Newark. Two case manager positions did turn over relatively early in the project, however. The one male case manager left immediately after training, and a second case manager left a few weeks later. These two staff were replaced in January and February 1988.

Although caseloads have risen much higher in Chicago than in New Jersey, the remaining two case manager positions have not been filled. The site manager intends to recruit a male case manager, based on the experience in the Young Parents Program that male case managers are more likely to establish rapport with male clients or the male partners of primary female sample members, and are more suited to leading a variety of activities designed for males that have so far been left undeveloped. Considerable difficulty has been encountered, however, in recruiting eligible male candidates.

2. Background of Site Staff

The three demonstration sites have found their management, supervisory, and line staff in quite different ways, and ended up with staff of quite different immediate backgrounds. In large part, these differences have resulted from differences in overall organization of the demonstrations explained in Chapter VI. Table VIII .2 summarizes the prior backgrounds of the staff who have held management or supervisory positions, or positions entailing working in service roles with participants (case managers and child care evaluators).

At the level of site management and supervision, the Camden and Chicago sites have been staffed by personnel with experience in the public assistance

[7] Al though average caseloads were low, there was in fact substantial variation in caseload among case managers, because cases were assigned based on the IM office from which cases were referred, and the local IM offices varied widely in the volume of referrals made. This problem was gradually alleviated with the switch to a central referral process, and later reallocation of caseloads.

TABLE VIII.2

SUMMARY OF PRIOR EXPERIENCE OF SITE STAFF[a]

POSITION	EXPERIENCE IN PRIOR POSITION: CAMDEN	NENARK	CHICAGO
Project Director/Manager	County Welfare Agency: Administrative Supervisor	Bureau of Employment Programs: Field Supervisor	Department of Public Aid: Director of Young Parents Program
Case Manager Supervisor	County Welfare Agency: Income Maintenance Supervisor		Department of Public Aid: Supervisor in Young Parents Program Department of Public Aid: Income Maintenance
Staff Specialists	----------	----------	Department of Public Aid: Project Chance Coordinator Community education programs: volunteer and teaching positions
Case Managers	School teacher Probations officer Job placement/development for developmentally disabled Income maintenance/Child support enforcement Income maintenance/CETA Income maintenance Income maintenance/job development for disabled	(3) Division of Youth and Family Services: Child protective services (2) Community agencies: employment preparation/job counseling (2) Bureau of Employment Programs: WIN workers (1) IRS investigator	(9) Department of Public Aid: Income Maintenance Eligibility Workers
Child Care Evaluator	Income Maintenance/Job placement/Young parents' programs	NA	----------

Based on discussions with site staff: wore precise information on education and work experience will be obtained from Case Manager Questionnaires.

agency that has direct operational responsibility for the Teenage Parent Demonstration, whereas the Newark site is led by someone whose prior experience was in a related unit--the Bureau of Employment Programs. The Camden project manager and case manager supervisor came from within the Camden County Board of Social Services; the former directed an employment training program, the latter supervised IM workers. In Chicago, the project manager had directed a very similar program for young parents in IDPA, and brought along as key supervisors two individuals who also had backgrounds in the training or income maintenance activities of IDPA. In both Camden and Chicago, this personal experience in the agencies operating the demonstration, and experience operating similar training operations, have helped the staff to find approaches to solving logistical and organizational problems and have provided strong models on which some components of the demonstration have been based.

The Newark site has been led by an individual with broad knowledge of the local community and strong experience in the general field of training. Because of staff selection and the staff structure described in Chapter VII, however, the site has not had the same strong organizational and experiential links to the sponsoring agency's operating unit that characterize Camden's and Chicago's staff. Although the site manager reported to the Bureau of Employment Programs, BEP has not exercised any program guidance. The manager has operated without the benefit of a direct organizational link to an operating unit of the agency that has both authority to make personnel and other transactions and a role in the development and implementation of the demonstration. Moreover, because the Newark site was envisioned as being operated directly by the State, it was not staffed with a senior manager experienced in administering training programs. The manager's prior experience was somewhat more limited, as a supervisor of WIN field workers, and later of WIN supervisors. Nevertheless, she has operated as a sole site manager, without the support and assistance that have been available in Camden and Chicago. The relative lack of organizational and program administration experience at the site was compounded by the fact that the State project staff was also headed, through the first year of operations, by a director from outside DHS who had not had the time to develop strong skills at working within the state bureaucracy. If the Newark site has experienced greater difficulties in developing rigorous organizational procedures, this is

in large part due to the difference in organizational structure and the resulting difference in management resources and barriers to management decisions.

At the line staff level, the sites have also drawn on different sources. Camden drew initially on a fairly broad range of applicants from the community at large, and hired case managers with a variety of backgrounds in direct client service. The Chicago site was required by union contracts to open the Project Advance case manager positions only to qualified Income Maintenance eligibility workers; all have come from those ranks, with strong knowledge of income maintenance operations but relatively little background in case management or social services. The Newark site has recruited under rules requiring internal advertising within DHS, but has also been allowed to recruit outside when there were no acceptable internal applicants. Case managers have thus come from other DHS units--people recruited from the Division of Youth and Family Services (DYFS) or assigned by BEP--but also from among general community applicants.

3. Training of Site Staff

Although the management and supervisory staff of the three sites brought substantial experience to the demonstration, it was recognized by all involved in early demonstration planning that several types of training were needed beyond what would be provided by the site leaders themselves. The demonstration would require the use of specially designed data collection forms and procedures; training on these was needed to ensure that evaluation data were correctly collected. In addition, a need for substantive training was foreseen, dealing with the special problems of working with the client population of teen parents, and with methods of case management.

a. Training on Data Collection Forms and Procedures

In both New Jersey and Illinois, training on data collection forms and procedures was conducted by contractor staff. MPR has conducted training on using the Baseline and Assessment Forms, and administering the TABE, in all three sites. MPR has also provided training on the use of case tracking procedures and forms in the New Jersey sites: in Illinois, training on data collection procedures and data entry has been provided by state staff and by

the contractor responsible for the installation of the automated case tracking system.

Forms Training in New Jersey. Training began in New Jersey with a three-day session in late July 1987, covering the Baseline and Assessment Forms and the paper tracking forms, attended by two case managers and the child care evaluator. This session prepared staff for beginning to use these forms, but also began a process of gathering site staff comments on the forms for subsequent revisions.

A second training session on the intake and case tracking forms was conducted in September 1987. This session was for a small group of staff: the one Newark case manager who by that time had begun work, and two additional Camden case managers hired since the late July training.

A third session on forms use was conducted in December 1987, because additional staff had come on board by that time, and some revisions had been made in the Baseline and Assessment Forms. This training was conducted only for the Newark staff. Later, in April 1988, an additional training session was held in Camden, specifically for the new baseline administrator and her back-up (the data entry clerk), focusing on the revisions in the Baseline Form and procedures for conducting quality review on the form during intake sessions.

Half-day refresher training sessions on case tracking forms were conducted in Camden in February and September, 1988, and in Newark in October 1988.

The effectiveness of forms training has been limited by several factors. With regard to the Baseline Form, the sites have experienced difficulty in conducting systematic and accurate quality review of the forms during the intake session. In large part, this problem has arisen because the sites have been unable to designate a permanently assigned baseline administrator; none was hired in Newark until January 1989, and in Camden the baseline administrator left the project. In both places, the task of conducting baseline has thus shifted among several people, and it has been difficult for MPR staff to establish an ongoing line of communication about quality review issues to reinforce the rare training sessions that have been held.

It has also proven quite difficult to bring New Jersey site staff up to the desired level of proficiency in using case tracking forms. The concepts incorporated in the tracking forms required more thorough explanation and guided

practice than was realized when they were first put into use. Review sessions were conducted to correct some misconceptions about the forms. Yet, the overall volume of information to record, and the need to remember the circumstances under which each type of entry was to be made, discouraged systematic and consistent maintenance of case tracking data, at least through 1988. Site managers and supervisors themselves, although they have certainly supported the goals of case tracking, have had neither the thorough expertise in their use themselves nor the time to conduct systematic monitoring of case managers' maintenance of case tracking records. As a result, as preparations for TPMIS installation in late 1988 and early 1989 were made, substantial effort was required on the part of site staff, with further guidance from MPR and assistance from State project staff, to review all case folders and bring the tracking form entries correctly up to date before the cases were entered to the TPMIS files.

Forms Training in Illinois. MPR conducted a day-long training session for all case managers in August 1987 on Baseline and Assessment Forms, the TABE, and the Job Search Knowledge and Occupational Interest forms. Although reviews were conducted of Baseline data quality, no further training sessions were held.

Training on case tracking forms in Chicago has been sparse, in large part because of the difficulties establishing clear responsibility for the design of case tracking procedures and training staff in them, as explained earlier. The forms designed by MPR in defining the case tracking concept were put into use as a stop-gap measure in August 1987, with no training.[8] Training provided by the Illinois 'systems contractor, in a four-day session in November 1987, focussed on general use of the computer system, and on data entry of Baseline Forms. No conceptual training was given--based either on the paper tracking forms or the CAMS screens and data fields--on the sequence of case events, how they should be reflected in tracking entries, and on the correct interpretation

[8]Since these forms were viewed as a temporary tool pending CAMS implementation, the process that went on in New Jersey over the next year of revising tracking forms to match site operations more closely was not duplicated in Chicago. Efforts to make CAMS data definitions match the case tracking concepts were thus focused on data definitions already somewhat inconsistent with the New Jersey definitions. This made it difficult to move towards two consistent sources of tracking data.

of specific fields. Furthermore, no written procedures have yet been prepared describing the way that case tracking data are to be compiled, and explaining the relationship between case events and tracking data fields.

b. Substantive Training for Case Managers

Training on how to be an effective case manager was conducted in New Jersey primarily by the New Jersey Network on Adolescent Pregnancy, based in the Rutgers University School of Social Work. Training in Illinois was provided by a variety of representatives of State agencies, as well as local consultants.

Substantive Training in New Jersey. The New Jersey State project staff contracted with the New Jersey Network on Adolescent Pregnancy, based in the Rutgers University School of Social Work, for case manager training and consulting. A two-day training session was held in September and October 1987, attended by the limited staff hired by that time. The training covered the program's philosophy, characteristics of adolescents, and how to work with adolescents individually and in groups. To give the case managers a flavor of the jobs, a representative from Parent Linking, another service agency, described the duties of their case managers. In February 1988, the Network arranged for two joint training sessions on group work techniques and identifying emotional disturbance in parents and their children. In April and May 1988, each site received separate training sessions, one introducing the staff to several mental health providers and family counselors in their respective areas, and the other on working with adolescent males and the vocational rehabilitation providers.

The training sessions conducted by the Network covered a wide range of topics: child and adolescent development, group work with adolescents, special problems of working with young fathers and mothers, identifying child abuse, sexual abuse, mental disturbance, and other special problems, and referring for special services. The training also touched briefly on case management methods and introduced some employment programs.

These training sessions apparently gave a good foundation in general issues about the client population and problems that case managers would encounter. However, more project-specific training, which had been envisioned by the State project director as an important element of overall training, was not included

in these sessions, and has been largely left to site managers and supervisors to conduct. Outside trainers did not, for example, provide focused training on how to assess a clients' needs and develop a suitable plan, or on the particular strengths and weaknesses of various local service providers. Site managers and supervisors, more closely familiar with local agencies, have played a larger role in helping their staff become aware of local resources, and helping them share information they come upon themselves about locally available services.

Despite the difficulty of arranging some types of training, site case managers have developed strong commitments to working with their clients, and appear to have developed their own personal styles of promoting motivation and confidence. The concern voiced most clearly by case managers has been that the definition of their job--or managers' expectations of them--has seemed unclear and to shift over time, with regard to both data collection and policy issues. This concern is in part fueled by true shifts in stated policy, and in part by restatements of policy or procedure which, in attempts at clarification, have changed the message that reaches the staff (e.g., how many notices to send to clients before a sanction is imposed, whether to accept pregnant teens in the program, where to record case tracking events).

With regard to both data collection and substantive training, the most serious shortcoming in demonstration training has been the failure to provide prompt, thorough training for new staff and refresher training. Early training was by necessity limited to the few staff on board at the time, and for several site staff comparable training sessions were either long delayed or never received. This inconsistency in training has been compounded by the long delay in the production of a case manager manual, finally issued in August 1988. As a result, some practices followed in the sites have resulted from local "site lore" rather than from clear and consistent training or carefully followed written procedures.

Substantive Training in Illinois. During the first two weeks of August 1987, Project Advance staff were trained by IDPA staff and outside consultants on child and adolescent development, parenting techniques, working with groups, health care and nutrition, child support enforcement, barriers to employment for women, and educational support services. Since then, additional training sessions have been held on group dynamics, parental stress, fostering improved

self-concept and self-esteem, working with sexually abused clients, and enhancing clients* basic employability.

Illinois has had the distinct advantage of a stable case manager staff that can be trained progressively on a sequence of topics. Given the limited turnover in Chicago, all staff have benefited approximately equally from the training that has been given.

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Contract No.: HHS 100-86-0045
Contract Amount: $3,790,220 (Competitive Award)
Task Amount: $229,016
MPR Reference No.: 7700-925

27714
Vol. II

IMPLEMENTING SERVICES FOR WELFARE DEPENDENT TEENAGE PARENTS: EXPERIENCES IN THE DHHS/OFA TEENAGE PARENT DEMONSTRATION

VOLUME II

EXHIBITS

June 15, 1989

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NEW JERSEY TEEN PROGRESS REGULATIONS

(Draft Revision)

SUBCHAPTER 12. NEWARK/CAMDEN TEEN PROGRESS DEMONSTRATION

10:81-12.1 General provisions and purpose

(a) This subchapter is for use by county welfare agencies (CWAs) participating in the "[Teen] TEEN PROGRESS" Demonstration in the cities of Newark and Camden. This subchapter shall at all times be used and interpreted in conjunction with N.J.X.C. 10:81, N.J.X.C. 10:82, N.J.A.C. 10:87, and N.J.X.C. 10:90, as appropriate.

(b) The purpose of this subchapter is to:

1. Identify individuals included in the [Teen] TEEN PROGRESS Demonstration;

2. Establish policy for determining eligibility for the demonstration; and

3. Establish procedures for providing educational and work-reiated activities to project participants.

(c) The purpose of this demonstration is to provide educational and work-related activities to 1,800 applicants for AFDC who are age 19 and under, and who [are either pregnant with a first child or] have one child.

(d) The following existing program practices will be targeted to this population:

1. Mandatory participation in an educational and/or job training/or job search program;

2. Parenting education for both mothers and fathers;

3. Child care;

4. [Transportation; and] Training-related expenses which will include transportation to and from the training or education site, cost of meals, uniforms, materials and similar expenses;

5. Establishment of paternity and child support obligations[.]; and

6. Client-related expenses other than transportation and child care that the case manager determines are necessary and directly related to TEEN PROGRESS participation.

(e) The following new program practices will be implemented:

1. Case management for teenage applicants with referrals to prenatal care, parenting education, and other community programs;

2. Required participation of absent fathers in WIN Demo, Food Stamp Job

Search, or General Assistance Employability Program (GAEP), if they are receiving AFDC[, food stamps,] or General Assistance (GA);

3. Individual educational and job interest assessment;

4. Agreed upon plan for self-sufficiency;

5. Compietion of high school or GED stressed;

6. Use of mixed education/work-related programs where appropriate;

7. Child care for enrollment in educational programs and activities where possible; and

8. [Enhanced] Transportation.

10:81-12.2 Definitions

(a) The following words and terms, when used in this chapter, shall have the following meanings, unless the context clearly indicates otherwise:

"Baseline data" means information about the enrollee's demographic and personal characteristics obtained through interviews, literacy testing, and so forth <u>at the time of entry into the program.</u>

"Case manager" means the individual in the agency responsible for a recipient's participation in the demonstration, in accordance with N.J.A.C. 10:81-12.5.

"Control group" means those individuals meeting the eligibility requirements who will not receive demonstration services, but can receive all other AFDC work-related services for which they are eligible.

"Evaluator" means the organization contracted to perform ongoing evaluation of the demonstration and random assignment of participants into control and experimental groups.

"Experimental group" means those individuals meeting the eligibility requirements who will receive demonstration services.

"Participant" means a recipient of program services (experimental group member).

"PROGRESS Plan" means document which outlines client's plan to achieve self-sufficiency based on the individual's assessment of employability and social service needs.

10:81-12.3 Eligibility

(a) [The following categories of individuals age 19 or under are eligible for participation] <u>AFDC recipients meeting the following conditions are reauired to participate</u> in the demonstration:

1. [Applicants for AFDC who are either pregnant or have at most one child; and] Residing in Camden or Newark, and

2. [Recipients of AFDC who are pregnant with a first child or who have a dependent child added to the assistance unit, resulting from the first birth.] Age 19 years or under. and

3. Living with one child, or

4. Living with more than one child if all children were the products of the same pregnancy, and

5. The recipient and her child(ren) are receiving AFDC benefits together for the first time.

(b) Fathers of the children will be mandatory participants in the demonstration and eligible for services under the demonstration, if:

1. Paternity has been established and confirmed by the Child Support unit; and

2. The [absent] father is either a recipient of AFDC as a dependent child, or a recipient of General Assistance of any age [, or an unemployed, [non-recipient] nonrecipient of public assistance who is a member of a household receiving food stamps].

(c) Eligibility for participation in the demonstration is determined at the following times:

1. At application or reapplication for AFDC or redetermination of eligibility for AFDC; and

2. When a change in the circumstances of an AFDC recipient occurs and that change is the birth of the first child.

10:81-12.4 Exemptions and deferrals

(a) Individuals who are exempt from work and training under N.J.A.C. 10:81-3.18(b)2, except for the exemption for care of the youngest child under age six, shall not be eligible for [Teen] TEEN PROGRESS for the duration of their exemption. Individual's exempt status must be determined prior to random assignment to experimental or control groups.

1. At a minimum, all exemptions shall be reviewed semiannually.

2. Participants temporarily deferred because of illness or other good cause which could change monthly shall be monitored by the case manager;

(b) Temporary deferrals from participation may be granted in the following situation:

TEEN PROGRESS sample members (controls and experimentals) are not eligible for REACH or its successor until the completion of data collection, follow-up (approximately 2 years after each individual's intake date for AFDC).
For example an individual who applies for AFDC on this

1. [A deferral of up to one month for medical reasons.1 Medical deferrals will require a statement from a physician on his letterhead and aoproval by the unit suoervisor. Temporary deferrais apply to participants and are thus granted after random assignment.

[(c) Medical deferrals will require a physician's statement and approval by the unit supervisor. Temporary deferrals apply to participants and are thus granted after random assignment.

(d) At a minimum, exemptions shall be reviewed semiannually. Participants temporarilv deferred because of illness or other good cause which could change monthly shall be monitored by the case manager.1

10:81-12.5 Case management

(a) Case management encompasses a significantly expanded set of worker responsibilities. The case manager is the critical link among the different service subsystems, such as income maintenance: employment; training ; child support enforcement; and support services, and between these subsystems and the recipient. It is this structured approach to the delivery of multiple and interrelated services that will assure the goals and objectives of [Teen] TEEN PROGRESS.

(b) The case management function includes the following:

1. Determining whether an AFDC recipient meets the criteria for an exemption;

2. Presenting a thorough orientation and in-depth explanation of program requirements and sanctions to all eligibles (prior to randomization):

3. Obtaining all necessary information and test results from eligibles;

4. Submitting names for random assignment and informing eligible clients of their status as experimental or control participants;

5. Working with each individual participant to arrive at a joint decision[,] and ensure participation in the most appropriate selection of services which would most likely lead toward economic self-sufficiency;

6. Arranging access to the identified service components;

7. Tracking participants over time to ensure that intended activities take place, to correct possible discontfnuities in service delivery, and to determine any changes in the needs and eligibility status of program participants;

a. Counseling participants, individually or in groups, on issues related to program goals; and

9. Determining whether sanctions shall be applied and following through on the sanction procedure (see N.J.A.C. 10:81-12.11).

10:81-12.6 PROGRESS Plan

(a) The PROGRESS Plan in this demonstration sets forth the requirements for participation by the participant and the services to be provided by the agency.

1. Both the participant and the case manager shall sign the PROGRESS Plan. Absence of a signature will not relieve either the participant or the agency from complying with the terms of the plan, nor will it relieve the AFDC recipient from the employment and training requirements of the AFDC program.

2. The plan may be amended at anytime to reflect changes in such factors as the participant's skills, education level, interests, and so forth. The case manager shall explain that, although the plan can be amended, failure to comply with the plan will mean the start of the sanctioning process.

(b) Failure of the participant to comply with the PROGRESS Plan requirements without good cause shall be considered noncompliance with AFDC employment and training requirements set forth at N.J.A.C. 10:81-3.18.

10:81-12.7 Overview of the Process

(a) The operation of this demonstration will include the following steps:

1. Intake and orientation;

2. Assessment of educational status, employability and need for support services, and completion of the PROGRESS Plan;

3. Registration requirements; and

4. Program activities monitoring and plan updating based'on a client's participation[; and].

[5. Sanctioning process.]

(b) Client violations of program requirements may result in sanctioning as specified at N.J.A.C. 10:81-12.11.

10:81-12.8 Intake and orientation

(a) The intake process for this demonstration will follow regular AFDC intake procedures concerning the taking of AFDC applications and obtaining eligibility information, set forth in N.J.A.C. 10:81-2.4 and 10:81-3, including the establishment of paternity (see N.J.A.C. 10:81-11). The intake worker shall perform initial screening of applicants and refer those applicants age 19 or under who appear to meet the criteria at N.J.A.C. 10:81-12.3(a) for participation in the demonstration.

(b) Upon referral to the demonstration, the case manager shall review eligibility and determine whether exemptions under N.J.A.C. 10:81-3.18(b)2 apply (with the exception of care of youngest child under age 6). For those who are not exempt, the case manager will explain the nature of the demonstration, obtain informed consent, and arrange for literacy and aptitude testing and collect other baseline information. After this process is completed, the case manager will give names of all non-exempt eligibles to the evaluator for random assignment to the experimental and control groups.

I. Experimental group participants shall receive written material explaining the program components and their responsibilities. All other formal intake procedures shall be followed (see N.J.A.C. 10:81-2). Control group participants will receive written material explaining their rights and responsibilities in the existing AFDC program.

2. Those placed in the experimental group shall be given an appointment with the case manager for orientation.

(c) The purpose of the orientation session is to begin to involve the client in a realistic plan leading to self-sufficiency. Orientation will include a private interview or group session conducted by the case manager. The participant may bring another person for support and guidance, such as a parent, teacher or the child's father. In the orientation session, the case manager shall provide an in-depth explanation of the purpose of the demonstration, the kinds of support services available through the demonstration and the program services available to the client. The case manager will emphasize completion of high school or an equivalency degree for those who have not finished school. For those still in high school, the case manager will give early attention to any support services that can avoid a break in the participant's education or facilitate early return to school.

10:81-12.9 Assessment

(a) The purpose of assessment is to evaluate thoroughly the participant's skills, training and need for support services, and to complete the participant's plan developed at orientation. The assessment will be conducted by the case manager during the first two days of participation. The case manager will use private interviews and reports from other agencies. The participant may bring another person for support and guidance, such as a parent, teacher or the child's father to the scheduled interviews.

(b) Assessment of the participant's educational and/or employment potential will be performed by the case manager, using other agency services as needed. This assessment will be the basis for the client/agency contract and supporting case plan.

(c) The case manager must assess the participant's need for support services, education, training and employment activities. Each individual will be assessed with respect to the need for child care, transportation, household management, and other related matters that will enable the

individual to participate. The child care arrangements will be evaluated by agency staff to ensure that minimum standards of reliability and safety, as defined by the Department of Human Services, are met. During the assessment, the PROGRESS Plan shall be developed'and signed by both participant and case manager.

10:81-12.10 Registration requirements

(a) Registration requirements for the demonstration are met by orientation and assessment phases of the demonstration. A participant will have completed registration requirements by signing the PROGRESS Plan.

1. At a minimum, the case manager shall follow-up and monitor the participant's performance and adherence to requirements of the PROGRESS Plan monthly.

(b) The activity or combination of activities in which the participants are involved should be full-time. Full-time is defined as 30 hours a week. In determining whether an activity is full-time, a consideration for travel time beyond 10 hours a week shall be made. Travel time in excess of 10 hours will be counted toward the 30 hours. The case manager will verify that travel arrangements of more than 10 hours a week are the most efficient available.

1. If the case manager determines that a commitment to 30 hours of work or combination of school and work is inappropriate, the case manager may request a less than full-time program.

2. Supervisory approval is needed for activities that are less than full-time.

3. The case manager will initiate referrals to activities and services, and monitor client participation in those activities as appropriate to each project.

10:81-12.11 Sanctions

(a) Participants who fail to comply with program requirements set forth in this demonstration, without good cause, will be subject to the sanctioning process. Good cause includes the reasons set forth at N.J.A.C. 10:81-3.18. The following actions by a participant constitute failure to comply with program requirements:

1. Failure and/or refusal to [attend orientation] <u>report to baseline data collection</u> after three notices have been mailed to the potential recipient and have not been responded to;

2. Refusal to cooperate in developing a PROGRESS Plan;

3. [Refusal to carry-out a plan leading to self-sufficiency;] <u>Failure and/or refusal to report to ongoing mandatory activities after two notices have been mailed to the recipient and have not been responded</u> to;

4. Refusal to take a job or leaving a job without good cause when working is part of the PROGRESS Plan; or

5. Leaving the educational component of a plan without taking a full-time job.

(b) Sanctions shall be imposed for the following time periods:

1. [Up to one] One payment month for the first instance of noncompliance;

2. Three payment months for the second instance of noncompliance; and

3. Six payment months for all subsequent instances of noncompliance.

(c) During the sanction period the needs of the sanctioned individual will not be considered in computing the AFDC grant. A reduced grant will be issued on behalf of the remaining eligible family members.

(d) During the sanction period, the sanctioned individual will not be entitled to receive training-related expenses, child care payments, or client-related expenses.

[(d)] (e) Upon the determination by the case manager that a participant has refused to participate or drops out of an educational/employment program without good cause, the case manager shall begin a series of steps that will lead to imposition of the sanction.

1. Prior to any sanctions, the case manager will confirm that good cause does not exist.

2. Prior to the first sanction, the case manager will conduct a conference with the [non-complying] noncomplying recipient and the head of household. During this conference, the recipient will be given a final opportunity to comply. If as a result of this conference the recipient complies [within a week] with program requirements, the sanction may be suspended.

[(e)] (f) If a participant complies with program -requirements during the sanction period, the sanction may be suspended and the participant's AFDC grant level restored effective for the first of the month following the month in which the participant complied.

1. The recommendation to suspend the sanction and to restore the AFDC grant will be made by the case manager, in consideration of the client's circumstances, past history of compliance with the program, and similar factors.

2. A decision to suspend a sanction requires approval by the unit supervisor.

[(f)] (g). Fathers participating in the Food Stamp ~~Job Search~~ Employment and Training Program (see N.J.A.C. 10:87-3.19 through 3.21) or General Assistance Employability Program (see N.J.A.C. 10:85-10.1 through 10.7) are subject to the sanctioning policies and procedures of those programs.

10:81-12.12 [Absent] TEEN PROGRESS fathers

(a) As a condition of eligibility for AFDC, all individuals must cooperate in the establishment of paternity and assignment of child support obligations. Participants in the demonstration must comply with Child Support and Paternity enforcement procedures pursuant to N.J.A.C. 10:81-11.

(b) When [absent] fathers of children of participants in the experimental group are identified, the case manager will determine whether the father is a recipient of AFDC (as a dependent child), [food stamps] or General Assistance. If the father is a recipient in [any] either of these programs, he will be [contacted and referred to) required to participate in the demonstration project. Case managers will interview the father and initiate participation in this project and other educational, training or employment programs.

[(c)] 1. The following services may be provided to putative fathers participating in rhe demonstration or recognized parenting programs:

[1. Establishment of paternity;]

i. Referral to child support enforcement unit within the CWA;

[2.] ii. Case management with referral to employment, education, and/or work programs;

[3.] iii. Child care;

[4. Transportation; and]

iv. Training-related expenses which will include transportation to and and from the training or education site, cost of meals, uniforms, materials and similar expenses; and

[5.] v. Parenting education and family life education.

10:81-12.13 Entitlement to fair hearings

(a) It is the right of every applicant or recipient adversely affected by an action taken by a CWA to be afforded a fair hearing in a manner established by the rules at N.J.A.C. 10:81-6 and by the Uniform Administrative Procedure Rules of Practice (N.J.A.C. 1:1-1.1 et seq.).

(b) Agency actions which adversely affect an applicant or recipient include: any action, inaction, refusal of action, or unduly delayed action with respect to program eligibility, including denial, reduction, termination or suspension of benefits, adjustment in the level of benefits or condition of payment of benefits with respect to designation of a protective payee or work requirements.

10:81-12.14 Medicaid extension

(a) Extended Medicaid benefits shall be provided to former participants Of this demonstration in accordance with the provisions of this subsection, and subject to approval of a Federal waiver application submitted by the Department of Human Services.

1. When a participant loses eligibility for AFDC due to increased earnings from or increased hours of current or new employment, Medicaid eligibility continues for a period of 12 months beginning with the month in which the family is no longer eligible for AFDC. Additional eligibility requirements are set forth at N.J.A.C. 10:81-8.22.

2. When a participant loses eligibility for AFDC as a result (wholly or in part) of the collection of child or spousal support through the Child Support and Paternity process, Medicaid eligibility continues for a period of four calendar months beginning with the month in which such ineligibility begins. During this four month period, individuals are considered deemed recipients of AFDC and mav qualify for 12 months of extended Medicaid benefits under (a)1 above (see N.J.A.C. 10.81-8.22).

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EXHIBIT 2

ILLINOIS PROJECT ADVANCE REGULATIONS

SUBPART E: PROJECT ADVANCE

Section 112.86 Project Advance

a) Project Advance is a four year demonstration program of experimental design, operated by the Department. The purpose of the demonstration program is to determine if mandatory participation in a program -providing employability, personal and family management skills, and job development services for pregnant or parenting AFDC recipients under age 20 will measurably reduce the length of time on AFDC.

b) Teenage AFDC-R females are eligible for selection in Project Advance. The Department will select AFDC-R female recipients under age twenty (20) who:

1) are childless and pregnant; or

2) have only one child and are not pregnant at the time of selection; and

3) reside in the area served by the South Suburban (Cook County Southern Suburbs--south of 87th Street), Auburn Park (Chicago zip code areas 60659, 60619 and 606201, Roseland (Chicago-zip code areas 60627, 60628, 60642, 60643 and 60655) or Southeast (Chicago zip code areas 60617, 60633 and 60649) public aid offices in Cook County, Illinois.

(Source: Amended at 12 Ill. Reg. 9032, effective May 20, 1988)

Amended
MAY 16 1988
SOS. ISL. CODE UNIT

Effective Date
MAY 20 1988
SOS. ISL. CODE UNIT

enrollment is limited to only experimental group members, and the adjudicated fathers of their children.

(Source: Former Section repealed at 10 Ill. Reg. 10636, effective June 1, 1986; new Section adopted at 12 Ill. Reg. 9032, effective May 20, 1988)

FILED
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Effective Date
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Section 112.87 Project Advance Experimental and Control Groups

a) The individuals selected pursuant to Section 112.86(b) must attend a call-in meeting where they will begiven a literary test and intake information is gathered. Individuals are sent a written notice advising of the scheduled call-in meeting at least seven (7) calendar days prior to such meeting. Immediately following the call-in meeting, they will be randomly assigned by computer to one of the following groups:

1) an experimental group. The experimental group consists of those individuals who must comply with the requirements of Sections 112.88 and 112.89: or

2) a control group. The control group consists of those individuals who meet the criteria of Section 112.86(b) but are not allowed to comply with the requirements of Sections 112.88 and 112.89.

b) Attendance at the call-in meeting and cooperation with the testing and intake process referenced in subsection (a) above is mandatory for both experimental and control group members and those individuals who fail/refuse to cooperate with these requirements, without good cause, will be sanctioned pursuant to Section 112.90.

c) As long as Project Advance is in effect, a person designated as an experimental or control group member retains that designation, even if that person leaves the welfare rolls or project area and subsequently returns to the area served by Project Advance.

d) Participation in Project Advance is mandatory for all persons who are eligible as described in Section 112.86(b). Regardless of age, participation is mandatory for any male, who is the adjudicated father of a child of an experimental group participant, and who receives assistance under the Department's AFDC or General Assistance programs. If the adjudicated father is not a recipient of AFDC or General Assistance, Project Advance services are available to the adjudicated father, however, participation in Project Advance is not mandatory.

e) To preserve the experimental design, Project Advance

Amended Effective Date

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Section 112.88 Project Advance Participation Requirements of Experimental Group Members and Adjudicated Fathers

a) Individuals assigned to the 'experimental group and adjudicated fathers' (hereinafter referred to as *enrolled participants') must attend a scheduled Project Advance Orientation session. The Orientation session consists of Project Advance staff providing enrolled participants with an overview of Project Advance, informing them of Project Advance requirements, distributing a copy of the Project Advance handbook and explaining its content.

b) At the Orientation session, enrolled participants are given a written notice advising that the following week they are scheduled to attend a series of three(3) half-day workshops. Each half-day session is conducted on a different day. At the workshops, enrolled participants receive information on and are afforded the opportunity to discuss topics such as family planning, 'nutrition, parenting, community resources, the world of work, self-esteem and family health care.

c) Enrolled participants must attend the Orientation meeting and all of the three (3) half-day workshops referenced in subsection (b) above or notify Project Advance of good cause to be excused and have their Orientation meeting or workshop rescheduled (see Sect-ion 112.91). If an enrolled participant fails to attend an Orientation meeting or a workshop on two separate occasions, without good cause, he/she will be sanctioned pursuant to Section 112.9-O.

d) After the final workshop, an individual interview is conducted or an appointment for an interview is arranged. At the interview, Project Advance staff will assess the enrolled participant's background, education level, work history as well as factors affecting employability *or* ability to meet participation requirements (e.g., health, physical or mental limitations, family problems), goals and interests, skills, abilities, and needs of each enrolled participant, and based upon that assessment, jointly develop a service plan. Based on that service plan, enrolled participants will be assigned to one or more of the following components:

1) Life Skills

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Enrolled participant's lacking skills such as parenting, home management, daily living, problem solving or socialization skills are assigned to the Life Skills Component. Enrolled participants assigned to this component must attend seminars, meetings and counseling sessions related to parenting and daily living. Additionally, based upon needs identified during the development of the service plan, the enrolled participant may be referred to other appropriate services (e.g., mental health counseling, drug or alcohol abuse counseling and treatment). If the enrolled participant is referred for services, he/she must accept those services and cooperate as required by the service facility to avoid sanction (see Section 112.90).

2) Education

Enrolled participants currently in school, those wishing to return to school, and those not in school but in need of remedial schooling (e.g., express a desire for education, cannot read or write, or are functionally illiterate) are assigned to the Education Component. Enrolled participants assigned to this component may be referred to testing, counseling, educational resources and to programs suited to their educational needs. If an enrolled participant is referred to testing, counseling and educational resources, he/she must accept those services and cooperate as required by the service facility to avoid sanction (see Section 112.90). Enrolled participants assigned to this component must participate in a full-time educational program unless a full-time program is not readily available (e.g., a full-time GED program is not available) or a part-time program is the most appropriate (e.g., the enrolled participant only needs a four hour course to complete his/her education). Curriculum changes can be made only with the prior written approval of the Project Advance worker. Prior approval will be granted when the curriculum change is consistent with the goals of the service plan. Verification of attendance and progress must be provided (i.e., by statements signed by the instructor, educational records and reports prepared at the end of the term).

3) Vocational Training

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Enrolled participants who are determined not readily employable with their current skills or employed and in need of further training are assigned to the Vocational Training Component. Enrolled participants in this component may be referred to testing, counseling and vocational training programs such as those offered by Job Training Partnership Act (JTPA) (29 U.S.C. 1501 et seq.) and city colleges, if they meet the requirements of those programs. Enrolled participants must cooperate as required by the vocational training program to avoid sanction (see Section 112.90). Verification of attendance and progress must be provi-ded (i.e., by statements signed by the instructor, educational records and reports prepared at the end of the term).

4) Employment

Enrolled participants who are determined to be employable but who are in need of intensified job search skills (i.e., has never sought or held a job or the nature and length of time on the job provided little work experience) or who are determined to need orientation to work, work experience or on-the-job training in order to prevent deterioration of or to enhance existing skills (i.e., get a better job) are assigned to the Employment' Component. Enrolled participants *assigned to this component attend Project Advance's Job Club and work assignments. Additionally, enro'lled participants are asked to actively contact employers in their efforts to secure employment. If assigned to Project Advance's Job Club, enrolled participants must cooperate with that Job Club to avoid sanction (see Section 112.90). If referred to a work assignment, enrolled participants are required to report as scheduled and on time to their work assignment. When they cannot report to their work assignment or they will be late, they must immediately notify their work assignment sponsor. If referred to job search, enrolled participants will conduct independent job searches (see Section 112.89(a)).

e) If a need for services other than or in addition to Project Advance services is determined, the enrolled participant will be assisted in obtaining necessary

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services or will be referred to the appropriate provider.

f) Every three (3) months or more frequently, depending on the enrolled participant's circumstances, the Project Advance worker shall make personal contact with the enrolled participant to review that enrolled participant's service plan in relation to his/her needs, circumstances and-progress.

g) Every six (6) months or more frequently, depending upon the enrolled participant's progress and circumstances, the Project Advance worker shall determine whether to continue or revise the enrolled participant's service plan and/or component assignment.

h) If the service plan and/or assigned component are not suited to an enrolled participant's needs, the service plan shall be revised with input from the enrolled participant and the Project Advance worker and, if necessary, the enrolled participant shall be assigned to a more suitable component.

(Source: Former Section recodified to 89 Ill. Adm. Code 160.60 at 10 Ill. Reg. 11928; new Section adopted at 12 Ill. Reg. 9122, effective May 20, 1988)

FILED
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Effective Date
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Section 112.89 Project Advance Cooperation Requirements of Experimental Group Members and Adjudicated Fathers

Enrolled participants are required to cooperate with Project Advance by:

a) Cooperating with Project Advance. Cooperation with Project Advance is defined as providing requested information about the enrolled participant's education level, work history as well as any factor affecting employability or ability to meet participation requirements (e.g., health, physical or mental limitations, family problems), providing complete and accurate information and verifications (e.g., school attendance, day care and, transportation) in response to requests from Project Advance staff, appearing for scheduled meetings (e.g., Orientation, the three (3) half-day workshops, Life Skill seminars), and complying with the requirements of the Project Advance components identified in Section 112.88. While it is not a cooperation requirement, enrolled participants are encouraged to make job contacts while in the Employment Component (see Section 112.88 (d)(4));

b) Responding to a job referral of suitable employment (i.e., a written statement referring an enrolled participant to an employer for a specific position);

c) Accepting a bona fide offer of suitable employment, An enrolled participant must be given the opportunity to explain why an offer of employment was not accepted. A bona fide offer of suitable employment is where:

1) there was a definite offer of employment substantiated by written confirmation from the prospective employer at wages meeting any applicable minimum wage requirements and which are customary for such work in the community based on information obtained from the Department of Employment Security: and

2) there are no questions as to the enrolled participant's inability to engage in such employment for physical reasons or because he/she has no way to get to or from the particular job; and

3) there are no questions of working conditions,

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such as risks to health, safety, or lack of worker's compensation protection.

d) Suitable employment must meet the following criteria:

1) Wages offered must be at least:

A) the Federal minimum wage;

B) the State minimum wage: or

C) $3.35/hour (if neither the Federal nor State minimum wage is applicable).

2) If the wages are offered on a piece-rate basis, the amount the enrolled participant can reasonably be expected to earn must equal the wages as outlined in Section 112.72(1)(4)(A).

3) The enrolled participant may not be required, as a condition of employment, to join, resign from, or refrain from joining any legitimate labor organization.

4) There is no unreasonable degree of risk to the enrolled participant's health and safety.

5) The enrolled participant is physically and mentally competent to perform the work.

6) The employment must be withi'n reasonable distance of the enrolled participant's residence. Commuting time must not represent more than 25% of the enrolled participant's total time on the job, e.g., no more than two (2) hours commuting time for an eight (8) hour work day.

e) Enrolled participant's who are part-time employed as defined in Section 112.64(d)(1), must:

1) continue their part-time employment as defined in Section 112.64(d)(1); and

2) not reduce their employment (i.e., voluntarily reducing work hours).

(Source: Added at 12 Ill. Reg. 9032, effective May 20, 1988)

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Section 112.90 Project Advance Sanctions

a) The cash assistance for those enrolled participants and control group members who are eligible for Project Advance, who without good cause (see Section 112.91), fail to comply with participation/cooperation requirements and/or participation in a service plan will be sanctioned for a period of not less than one (1) month. An enrolled participant or control group member remain sanctioned until cooperation is demonstrated. An enrolled participant or control group member must demonstrate cooperation by complying with the failed requirements (e.g., keeping an appointment, attending classes). Sanctions apply to AFDC-R mothers and adjudicated welfare fathers. Sanction is the forfeit of cash assistance for AFDC cases and cash and medical assistance for General Assistance cases (see 89 Ill. Adm. Code 114.111).

b) In accordance with 89 Ill. Adm. Code 102.70, a ten (10) day notice of change shall be sent to the enrolled participant or control group member prior to administering sanction. The sanction period begins on the first day of the payment month immediately following the expiration date of the ten (10) day notice of change and remains in effect at least-one (1) month and until the sanctioned enrolled participant or control, group member demonstrates compliance with program requirements. Reinstatement of the sanctioned enrolled participant or control group member's benefits shall occur for the payment month immediately following the end of the demonstrated compliance (i.e., the payment month following the month that cooperation is demonstrated). The sanctioned enrolled participant or control group member will be determined to have cooperated if he/she complies with the requirement (see Sections 112.87 thru 112.89) that he/she previously failed/refused to meet.

c) Sanctioning

1) Sanctioning will result from one (1) instance of any of the following (applicable only to enrolled participants):

A) a direct written or verbal refusal by the enrolled participant to participate in the program or activities assigned as part of the agreed upon service plan;

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B) missing, during a four week period, more than two days of employment, education, training, or other activity assigned as part of the service. plan.

C) refusing to accept a bona fide offer of suitable employment (See Section 112.89 (b) and (c));

D) voluntarily terminating employment, or enrollment in an education, training, or other activity assigned as part of a service plan;

E) failing to, within seven (7) days from the date of the occurrence, notify Project Advance that participation in employment, training, education or other activity assigned as part of a service plan has been terminated;

F) failing to, by the end of the second response date indicated, respond as instructed to written first and second notices sent, left of given by Project Advance to the enrolled participant;

G) failing to, by the end of the seventh (7) day after the date of written request, provide accurate and complete information, documentation and/or verification to the Project Advance worker;

H) fraudulent application for receipt or use of Project Advance social services payments;

I) failure to comply with the cooperation and participation requirements listed in Sections 112.87 and 112.88: or

J) failure/refusal to accept child care, transportation, family counseling or other (applicable only to enrolled participants); social services or employment and training services such as testing or employment counseling without good cause, thereby precluding or interrupting participation or progress in Project Advance; or

K) failure to cooperate with the cooperation

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and participation requirements listed in Sections 112.88 and 112.89.

2) Sanctioning will result from two of the following instances of' non-cooperation with Project Advance :

A) failure/refusal to attend the call-in meeting reference in Section 112.87 (applicable to enrolled participants and control group members);

B) failure/refusal to attend the Orientation meeting reference in Section 112.88

C) failure/refusal to attend .the workshop(s) reference in Section 112.88 (applicable only to enrolled participants).

(Source: Former Section recodified to Section 112.52 at 11 Ill. Reg. 20610; new Section adopted at 12 Ill. Reg. 9632, effective May 20, 1988)

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Section 112.91 Good Cause for Failure to Comply with Project Advance

a) If an enrolled participant has good cause for not complying with Project Advance cooperation and participation requirements (see Sections 112.88 and 112.89), financial assistance shall not be discontinued. Examples of good cause include but are not limited to:

1) death in the immediate family;

2) illness or incapacity;

3) court required appearance or temporary incarceration:

-4) breakdown in child care arrangements;

5) unavailability of otherwise suitable child care;

6) breakdown in transportation or lack of reasonably available transportation:

7) sudden and unexpected emergency;

8) family crisis:

9) inclement weather: or

10) an enrolled participant is fired or is forced to terminate employment, education, vocational training or another assigned activity. In this situation, Project Advance staff shall review the cause for termination to determine if good cause exists or if sanction is warranted.

b) The Project Advance worker will not require an enrolled participant or control group member to document good cause for noncooperation with Project Advance requirements unless evidence independent of the explanation of good cause casts doubt on the enrolled participant's or control group member's explanation.

c) No enrolled participant or control group member shall be denied good cause solely on the basis that he/she failed to notify the Department in advance of a participation requirement.

d) In accordance with 89 Ill. Adm. Code 160, Support

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Enforcment Program staff will administer sanctions for persons failing to cooperate with Title IV-D child support enforcement requirements.

(Source: Added at 12 Ill. Reg. 9032, effective May 20, 1988)

FILED
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Effective Date
MAY 20 1988
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Section 112.93 Individuals Exempt From Project Advance

An enrolled participant may be granted exemption from participation in Project Advance if that enrolled participant:

a) has a temporary or chronic illness (see Section 112.71(a)(2));

b) is residing in a location which is so remote from the Project Advance office or service location that the individual cannot effectively participate in the Project (see Section 112.71(a)(3));

c) provides 'full time care required by another household member;

d) is employed 30 hours or more per week in unsubsidized employment ("unsubsidized employment' is defined at Section 112.71(a)(8)); or

e) is enrolled full-time as a Volunteers In Service To America (VISTA) volunteer under Title I of the 1973 Domestic Volunteer Services Act (42 U.S.C. 4951 et seq.) and is receiving public assistance at the time the individual joined VISTA.

(Source: Added at 12 Ill. Reg. 9032, effective May 20, 1988)

FILED
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Section 112.95 Project Advance Supportive Services

Project Advance will provide social services payments to assist enrolled participants with costs for child care, transportation and supplies needed for participation in activities approved within the service plan, such as school, vocational training or job search (see Section 112.82).

(Source: Former Section recodified to Section 112.54 at 11 Ill. Reg. 20610: new Section adopted at 12 Ill. Reg. 9032, effective May 20, 1988)

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MAY 16 1988
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Effective Date
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EXHIBIT 3

TEEN PROGRESS
REFERRAL FORM

REFERRAL FORM

PLEASE COMPLETE THIS FORM AND RETURN IT TO THE TEEN PROGRESS OFFICE

_____
Date of Intake

		YES	NO
1.	Does the applicant reside in Newark?	-	-
2.	Is the applicant under 20 with only one child?	-	-
3.	Is the applicant applying for Medicaid only because she is pregnant with the first child?	-	-
4.	Is the case head adding a child for a minor mother who is (a) on the case and (b) under 20?	-	-

Applicant Name _____ SS# _____

Applicant Address _____

_____

Phone No. _____ Case No. _____

Name of Mother of Infant/Child: _____ SS# _____

Date of Birth of Mother of Infant/Child _____

Place of Birth _____
CITY STATE COUNTRY

Date of Birth of Infant/Child _____ SS# _____

If items 1 and either 2.3 or 4 are checked "Yes," refer the client to:

TEEN PROGRESS
Martland Building
65 Bergen Street
Newark, New Jersey 07103
201-648-34 17

REFERRED BY: _____ _____
Field Office IM Unit Oate of Referral

WHITE Client CANARY - Teen Progress PINK - IM Case Record GOLDENROD - Mathematicia

TP-06-87-N

EXHIBIT 4

TEEN PROGRESS REFERRAL
QUALITY REVIEW LISTING:

149-l REPORT

(TEENAGE PARENT PAYEES)

OTIS Schwarzkopf Site
OFFICE OF TELECOMMUNICATIONS & INFORMATION SYSTEMS

****
* AZ7 REPORTING SYSTEM *
****

FAMIS FILE DATE: NOVEMBER 18, 1988

STATE OF NEW JERSEY *DIVISION OF PUBLIC WELFARE
SYSTEMS ANALYSIS AND DEVELOPMENT UNIT
AZ7 REPORT NO. 149-1

A FORM ADOLESCENT PARENTS AGES 10 THROUGH 20 AND THEIR CHILDREN ON THE 105 FORM

CAMDEN, NJ

CASE NUMBER	CASE NAME	PER CDE	EDUC LEVEL	SEX	NAME	BIRTH DATE	ADD/REMV INDIC	IM STATUS	ON AFDC YEARS MOS	RACE
CT08 6	STACIE	B C	D10	F	STACIE CHERITA	01/10/71 10/24/88	A A	G	1	N

ADDRESS: STREET VILLAGE EAST STAT: CAMDEN NJ 08105 TELEPHONE: 000-0000 SUPERVISOR: AJ

CASE NUMBER	CASE NAME	PER CDE	EDUC LEVEL	SEX	NAME	BIRTH DATE	ADD/REMV INDIC	IM STATUS	ON AFDC YEARS MOS	RACE
CT08 5	PAMELA D	B	D11	F	PAMELA D	12/05/69	A	M		N

ADDRESS: LESTER TERRACE CAMDEN NJ 08104 TELEPHONE: 000-0000 SUPERVISOR: AV

CASE NUMBER	CASE NAME	PER CDE	EDUC LEVEL	SEX	NAME	BIRTH DATE	ADD/REMV INDIC	IM STATUS	ON AFDC YEARS MOS	RACE
C108 5	MARISOL	B	012	F	MARISOL	12/24/69	A	M	1	S

ADDRESS: N 5TH ST CAMDEN NJ 08102 TELEPHONE: SUPERVISOR: AP

E4-1

****
* AZ7 REPORTING SYSTEM *
****

FAMIS FILE DATE: NOVEMBER 18, 1988

STATE OF NEW JERSEY * DIVISION OF PUBLIC WELFARE
SYSTEMS ANALYSIS AND DEVELOPMENT UNIT
AZ7 REPORT NO. 149-2

"B" FORM ADOLESCENT PARENTS AGES 10 THROUGH 20 AND THEIR CHILDREN ON THE 105 FORM

CAMDEN, NJ

CASE NUMBER	IM STAT	CASE NAME	PER CDE	BLOCK RG	EDUC LEVEL	NAME	BIRTH DATE	ADD/REMV INDIC	PRSN TYPE	ON AFDC YEARS	MOS	RACE
			D	C1		MARISOL	12/02/87	A	T			
ADDRESS :			DUPONT ST		CAMDEN NJ		08105	TELEPHONE:	OOO-OOOO	SUPERVISOR: AN		

CASE NUMBER	IM STAT	CASE NAME	PER CDE	BLOCK RG	EDUC LEVEL	NAME	BIRTH DATE	ADD/REMV INDIC	PRSN TYPE	ON AFDC YEARS	MOS	RACE
C105	2 G	SYLVIA	C	A1	D10	DAWN	O 07/09/71	A	5		8	S
			E	C1		AUSHA	07/28/88	A	5			
ADDRESS :			FLORENCE STREET		CAMDEN NJ		08104	TELEPHONE:	OOO-OOOO	SUPERVISOR: AD		

CASE NUMBER	IM STAT	CASE NAME	PER CDE	BLOCK RG	EDUC LEVEL	NAME	BIRTH DATE	ADD/REMV INDIC	PRSN TYPE	ON AFDC YEARS	MOS	RACE
C107	6 G	ISABEL	D	A1	D08	MADELYN	09/07/72	A	5		1	S
			E	D1		VANESSA	03/22/87	A	5			
ADDRESS :	APARTMENT 2B		YORK STREET		CAMDEN NJ		08102	TELEPHONE:	OOO-OOOO	SUPERVISOR: AG		

CASE NUMBER	IM STAT	CASE NAME	PER CDE	BLOCK RG	EDUC LEVEL	NAME	BIRTH DATE	ADD/REMV INDIC	PRSN TYPE	ON AFDC YEARS	MOS	RACE
S447	5 G	CAROLYN	E	A1	C08	KATINA	04/10/73	A	5	6	6	N
ADDRESS :			EVERETT ST		CAMDEN NJ		08104	TELEPHONE:		SUPERVISOR: AA		

CASE NUMBER	IM STAT	CASE NAME	PER CDE	BLOCK RG	EDUC LEVEL	NAME	BIRTH DATE	ADD/REMV INDIC	PRSN TYPE	ON AFDC YEARS	MOS	RACE
S450	5 G	CAROLINE	D	A1	C10	TAMMY	10/23/71	A	5		11	N
			E	D1		RALPH	E 02/09/88	A	5			
ADDRESS:	REAR APT		12 N 26TH ST		CAMDEN NJ		08105	TELEPHONE:	OOO-OOOO	SUPERVISOR: AK		

E4-2

EXHIBIT 5

TEEN PROGRESS REFERRAL
QUALITY REVIEW LISTING:

CHILD ADDED REPORT

(TO IDENTIFY TEENAGE PARENTS
IN MAJOR MOTHER CASES)

TRANSACTION TRACKING LIST

ESSEX COUNTY

CASE NO	DLC	C	F	N	RR	RH	TOT	C	F	NRR	RH	TOT	ACT	REA	STAT	C	F	N	RR	RH	TOTAL	NUMBER	RUN	POS
		**** CHILDREN ****						*** ADULTS ****								********** WARRANT AMOUNT **********						BATCH		
C137	DC	032597	2				2	1				1	9	MCX	G	424.00					424.00	U41995	25	
C137	DC	121787	2				2	11				1		FI	G	424.00					424.00	U41995	25	
												BEGINNING GRANT = 424.00				LAST GRANT = 424.00					NET CHANGE = .00			
C137	4C	102997	1				1	1				1	C	FJ	G	322.00					322.00	U32276	19	
C137	4C	120997	1				1	1				1	C	FM	G	322.00					322.00	U32276	19	
												BEGINNING GRANT = 322.00				LAST GRANT = 322.00					NET CHANGE = .00			
C137	2C	111487	1				1	1				1	C	FMX	G	322.00					322.00	A44442	05	
C137	2C	111997	1				1	1				1	C	FI	G	322.00				322.00	A44442	05		
												BEGINNING GRANT = 322.00				LAST GRANT = 322.00					NET CHANGE = .00			
C137	C	111986	1				1	1				1	C	FMX	G	322.00					322.00	U10564	21	
C137	C	121187	1				1	1				1	C	FI	G	322.00					322.00	U10564	21	
												BEGINNING GRANT = 322.00				LAST GRANT = 322.00					NET CHANGE = .00			
C137	7C	121186	2				2	1				1	C	FMX	G	424.00					424.00	U32421	25	
C137	7C	121787	2				2	1				1	C	FI	G	424.00					424.00	U32421	25	
												BEGINNING GRANT = 424.00				LAST GRANT = 424.00					NET CHANGE = .00			
C137	1C	020687	1					1				1	9	MCX	G	322.00					322.00	U84434	14	W
C137	1C	120307	1				1	1				1		CFQ	G	322.00					322.00	U94434	14	
C137	1C	121497	2				2	1				1	9	EC	G	322.00					424.00	A41913	22	
												BEGINNING GRANT = 322.00				LAST GRANT = 424.00					NET CHANGE = 102.00			
C137	2C	021187	1				1	1				1	9	MCX	G	322.00					322.00	U41814	21	
C137	PC	121197	1				1	1				1	C	FI	G	322.00					322.00	U41814	21	
												BEGINNING GRANT = 322.00				LAST GRANT = 322.00					NET CHANGE = .00			
C137	7C	062087	1				1	1				1	9	MCX	G	322.00					322.00	U41849	20	
C137	7C	121087	1				1	1				1	C	FI	G	322.00					322.00	U41849	20	
												BEGINNING GRANT = 322.00				LAST GRANT = 322.00					NET CHANGE = .00			
C137	9C	111487	3				3	1				1	C	AU	G	440.00					440.00	D07002	07	
C137	3C	112397	3				3	1				1	6	EZX	C	440.00					.00	D07002	07	
C137	9NP121487						3					1	C	AA	C						.00	A10634	22	
C137	9NP121487						3					1	C	AA	C						.00	C27010	27	
												BEGINNING GRANT = 440.00				LAST GRANT = .00					NET CHANGE = - 440.00			

EXHIBIT 6

PROJECT ADVANCE LISTING
OF ELIGIBLE RECIPIENTS

(FOR IDENTIFYING ELIGIBLES
AND ISSUING CALL-INS)

PROJECT ADVANCE

SYSTEM DATE: January 17, 1989
SYSTEM TIME: 05:01 am

ELIGIBLE RECIPIENTS

APPOINTMENT DATE: February 06, 1989
List # 126

CLIENT NAME LAST/DOB	First/RID	CASE NUMBER CAT-LO-ST-BASIC	SSN	PAYEE NAME LAST	FIRST	CHILD NAME LAST/RID	FIRST	DOB	E/C
17.	Cindy	4-226-05-000F58 2			Cindy		Lasharo	11/16/88	
09-21-72	062493 7	ADDRESS: Chartres, Hazelcrest, IL. 60429				1067373 4			
18.	Kimberly	4-226-09-000F58 6			Kimberly		Ashley	11/30/88	
01/05/70	067373 8	ADDRESS: Euclid, Richton Pk, IL. 60471				067373 6			
19.	Mary	4-226-09-000F58 9			Mary				
11/14/70	067375 3	ADDRESS: S. Richmond, Markham, IL. 60426							
20.	Bridget	4-226-09-000F58 7			Bridget				
07/21/70	067373. 4	ADDRESS: S. 69th Ct., Palos Hts., IL, 60463							

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ADV 002

EXHIBIT 7

TEEN PROGRESS NOTICES

- o Initial Baseline Call-In (TP-11)
- o Second Baseline Call-In (TP-12)
- o Case Conference Appointment Letter (TP-13)
- o First Sanction Notice-Ongoing Activities (TP-15)
- o Second Sanction Notice-Ongoing Activities (TP-16)
- o Request to IM to Impose Sanction (TP-17)
- o Request to IM to Remove Sanction (TP-18)
- o Notice of Continuing Sanction (TP-19)

teen progress

CAMDEN NEWARK

INITIAL NOTICE TO REPORT FOR BASELINE

Date:

Case No.:

Dear

You have been chosen to participate in an important study on teenage parents and public assistance. We have scheduled an appointment for you on _____ at _____. Please report to 65 8ergen Street, 9th floor, Newark, New Jersey. If you are unable to keep this appointment, please call 648-3417. Your cooperation with this study is required by the New Jersey Division of Public Welfare and the County Welfare Agency. If you do not keep this appointment your welfare grant may be reduced.

Sincerely,

Case Manager
TEEN PROGRESS

TP-11-88-n

teen progress

CAMDEN

SECOND NOTICE TO REPORT FOR BASELINE

Date:

Case No.:

Dear

You were notified by mail of an appointment to participate in a study on teenage parents scheduled for

_____ at _____.

You failed to keep that appointment and failed to request a new appointment. A second appointment has been scheduled for you on

_____ at _____. Please report to 65 Bergen Street; 9th floor, Newark New Jersey.

If there are problems concerning day care or transportation, please call two days ahead of your scheduled appointment so arrangements can be made.

YOUR FAILURE TO REPORT FOR THIS APPOINTMENT MAY RESULT IN YOUR WELFARE **GRANT BEING** REDUCED.

Sincerely,

Case Manager
TEEN PROGRESS
201-648-3417

teen progress

CAMDEN NEWARK

CASE CONFERENCE APPONTMENT

Date:

Case No.:

D e a r

You have failed to respond to two notices regarding an appointment to participate in a study on teenage parents.

A case conference has been scheduled for you on _____ at _____ to discuss your reason for non-compliance, this matter can be discussed at the conference.

Failure to keep this conference appointment will be regarded as refusal to participate and a request will be issued to reduce your welfare grant in accordance with NJAC 10:81-12.11(c).

If you do not understand this notice, please call 648-3417.

Sincerely,

Supervisor
TEEN PROGRESS

TP-13-88N

FIRST NOTICE TO REPORT -

ONGOING MANDATORY ACTIVITIES

Date:

Case No.:

Dear

We have been advised by _____

that you have been absent from _____

on the following dates: _____ and _____.

In your TEEN PROGRESS plan, you agreed to attend all scheduled classes. If there is some problem that is interfering with your participation, please contact _____

at _____ immediately.

This is your first notice of failure to cooperate with the TEEN PROGRESS program. If you do not contact your case manager within 5 days, your grant of assistance may be reduced.

Sincerely,

Case Manager
TEEN PROGRESS

SECOND NOTICE TO REPORT •

ONGOING MANDATORY ACTIVITIES

Date:

Case No.:

Dear

We have been advised by _____

that you have been absent from _____

on the following dates: _____ and _____

In your TEEN PROGRESS plan, you agreed to attend all scheduled classes. If there is some problem that is interfering with your participation, please contact _____

at _____ immediately.

This is your second notice of failure to cooperate with the TEEN PROGRESS program. If you do not contact your case manager within **5** days, your grant of assistance may be reduced.

Sincerely,

Case Manager
TEEN PROGRESS

teen progress

CAMDEN NEWARK

TEEN PROGRESS REOUEST TO IMPOSE SANCTION

CASE NAME _____ TP NO. _____

CLIENT'S NAME _____ CASE NO. _____

ADDRESS _____ UNIT _____

_____ DATE _____

As of _____ the above named client has failed to comply with the TEEN PROGRESS program's requirements without good cause for the following reason:

_____

_____

_____

_____

Please delete client's needs from the grant in accordance with NJAC 10:81-12.11(c). Client is to be removed from the grant effective _____.

REFERRED BY: _____
CASE MANAGER

_____ _____
SUPERVISOR TELEPHONE EXT.

GRANT ACTION TAKEN

Date of Sanction Imposed _____

Amount of Reduction to Grant _____

_____
WORKER'S NAME

_____
DATE

PLEASE RETURN A COPY OF THIS REFERRAL WITH ACTION TAKEN TO TEEN PROGRESS

TP-17

TEEN PROGRESS REQUEST TO REMOVE SANCTION

TO: (IM WORKER) UNIT _____

FROM: (CASE MANAGER) DATE: _____

RE: CASE NAME _____ CLIENT'S NAME _____

ADDRESS _____ CASE NO. _____

_____ S.S. NO. _____

On _____ a notice was sent to delete client's needs from the grant effective _____ for failure to comply with TEEN PROGRESS. On _____ client complied with TEEN PROGRESS attendance requirements. Please reinstate client's needs to the grant effective _____ in accordance with NJAC 10:81-2.11(e).

Please complete the following information:

Date reinstated to the grant _____

Worker's Name _____

Unit _____

Date: _____

Return to:

TEEN PROGRESS
Martland Building, 9th Floor
65 Bergen Street
Newark, New Jersey 07102

Att: (Case Manager)

TP-18-88N

teen progress

CAMDEN — NEWARK

NOTICE OF CONTINUING SANCTION

Date:

Case No.:

Dear

You have been notified that your needs have been deleted from your grant effective _____ for _____ month(s) for failure to participate in a mandatory component of TEEN PROGRESS.

You now have an opportunity to report to your counselor and have your AFDC grant restored to it's full amount.

An appointment has been scheduled for you on _____ at:

TEEN PROGRESS
Martland Bldg., 9th Floor
65 Bergen Street
Newark, New Jersey 07102

Failure to report for this appointment means that your welfare check will be reduced for an additional _____ months from _____ to _____.

Sincerely,

Case Manager
TEEN PROGRESS
201-648-3417

TP-19-88N

EXHIBIT 8

PROJECT ADVANCE NOTICES
AND FORMS

- o Initial Baseline Call-In (DPA 2971)
- o Notice to Grantee of Initial Call-In of Household Member (DPA 2972)
- o Participant Warning Notice (DPA 2985)
- o Notice to Grantee of Participant's Second Appointment for Initial Call-In (DPA 2974)
- o Notice of Change-Project Advance Sanction (DPA **157PA)**
- o Letter of Appreciation for Baseline Participation (DPA 2976)
- o Explanation of Project Advance Participant's Responsibilities and Rights (DPA 2975)
- o Request for Supportive Services (DPA 2991)
- o Notice of Decision-Request for Supportive Service (DPA 2992)
- o Statement of Day Care Costs (DPA '1897)
- o First Notice to Grantee of Participant's Scheduled Appointment (DPA 2978)
- o Notice to Grantee of Participant's Second Scheduled Appointment (DPA 2983)
- o General "Excuse Letter" Explaining Attendance at Project Advance

Illinois Department of Public Aid 4/3 YEARS

PROJECT ADVANCE

INITIAL CALL-IN NOTICE

r 1

Case Name : _____

Case Number: _____

Date: _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA SU ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

You have been selected to be a part of Project Advance , an important social service study being conducted by the Illinois Department of Public Aid.

The information we learn from conducting Project Advance in Illinois will someday serve as a guide for public officials throughout the nation as they plan special services and programs to help teen parents.

You must cooperate with Project Advance. If you do not cooperate you will be sanctioned for one whole month or longer. Being sanctioned means that the Department will stop including money for you in the financial assistance grant for your household. The sanction would not interrupt any medical or food stamp benefits you might happen to be receiving.

You are required to attend the following Project Advance meeting:

Date: _____ Time: _____

Place: 1308 West 105th Street, Chicago, Illinois

Appointment Reason: Initial Call-In The meeting will last about 4 hours..

It is your responsibility to attend the meeting. If you miss more than one meeting scheduled for the same appointment reason, and do not have an acceptable reason for missing the meetings, you will be sanctioned.

If you think you have a good reason for not being able to attend this meeting, call Project Advance and find out if a new meeting date can be scheduled. If child care or transportation is a problem, we may be able to help you find and/or pay for these services. Please feel free to bring your child with you. We have a special room where children can play while their parents attend meetings.

THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900. Call if you have any questions or problems. Ask for _____. We look forward to meeting you.

Sincerely,

DPA 2971 (N-10-87) IL478-1746

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE
NOTICE TO GRANTEE OF INITIAL CALL-IN OF HOUSEHOLD MEMBER

r 1

Case Name: _____

Case Number: _____

Date: _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

_____, a member of your Public Aid household has been selected to be part of Project Advance. Project Advance is an important social service study being conducted by the Illinois Department of Public Aid. The federal government is paying for the study.

The lessons we learn from the Illinois parents taking part in this study will someday be used to help thousands of teen-aged parents throughout the United States of America.

Cooperation with Project Advance is mandatory. This means that _____ must take part in the study. Non-cooperation could result in sanctioning. If sanctioning occurs, the Department would stop including money for _____ in your financial assistance grant. A sanction period would last one whole month or longer.

_____ .is scheduled to attend the following Project Advance meeting.

Date: _____ Time: _____

Place: 1308 West 105th Street, Chicago, Illinois

Appointment Reason: Initial Call-In

It is _____'s responsibility to attend the meeting. If, without having an acceptable reason, she misses more than one meeting scheduled for the same activity, she will be sanctioned.

If child care or transportation is a problem, Project Advance may be able to help find and/or pay for these services. Persons who wish to do so may bring their children to our free child monitoring center to be watched and cared for until the parents complete their meetings.

If you have questions concerning Project Advance, please do not hesitate to call me. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900.

Sincerely,

DPA 2972 (N-10-87)

IL478-1747

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

PARTICIPANT WARNING NOTICE

Case Name _____

Case Number _____

Date _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA SU ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

You are mandated to participate in Project Advance. It is your responsibility to cooperate by following the Program's policy and by meeting Program requirements.

If you do not cooperate, you will be sanctioned. Being sanctioned means that the Department will not include any money for you in the public aid check for your household. The sanction period lasts at least one month and will remain in effect until you demonstrate cooperation.

This letter is being sent to you as a warning. On _____, you did not meet the following Project Advance requirement:

You are at risk of being sanctioned.

To avoid being sanctioned for non-cooperation, you must give your Project Advance worker, within ten days of the date of this notice, proof of having:

If you have any questions or problems, please call me at Project Advance. I will be happy to assist you. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900.

Sincerely,

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

NOTICE TO GRANTEE OF PARTICIPANT'S SECOND APPOINTMENT FOR INITIAL CALL-IN

Client Name _____

Case Number _____

Date _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

_____, a teen parent or a pregnant teenager in your household who receives AFDC is assigned to Project Advance. Her cooperation/participation is mandatory. She did not report for the first appointment scheduled at Project Advance, 1308 West 105th Street on _____ at _____.

A second appointment has been scheduled for her:

_____ Date

_____ Time

Place: 1308 West 105th Street, Chicago, Illinois.

She must:

Keep this appointment

Be on time

If she does not keep this appointment or does not have an acceptable reason for not cooperating with Project Advance requirements, she will be sanctioned. This means that her AFDC cash benefits will be terminated; food stamps and medical benefits would continue.

If you have any questions, please feel free to call. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900. Ask for _____. The worker will be happy to assist you.

Sincerely,

(SEE OTHER SIDE FOR IMPORTANT INFORMATION)

Project Advance is a demonstration program paid for by the federal government and operated by the Illinois Department of Public Aid. Information learned from this demonstration will enable us to discover better ways for helping young parents to become self-sufficient.

Teen parents or pregnant teens assigned to Project Advance are obligated to cooperate and participate.

It is their responsibility to:

Keep scheduled appointments promptly.

Notify Project Advance of problems preventing keeping appointments.

It is their right to::

Request help in paying for the most reasonable method of transportation to keep an appointment.

Bring their child to their Project Advance appointment.

Appeal.

A teen parent or pregnant teen may be exempt from Project Advance participation if that individual :

has .a temporary or chronic illness; or

is residing in a location so remote from the Project Advance off ice or service location that the individual cannot ef f ectively participate in the pro jec t.; .or

is employed 30 hours or more per week in unsubsidized employment; or

provides full-time care, other than routine child care, required by another household member; or

is a full-time VISTA volunteer under Title I on the 1975 Domestic Volunteer Service Act as amended and received Public Assistance at the time the individual joined VISTA.

Parsons having questions about Project Advance exemptions may call the Project Advance office at 881-2900 fcr information.

Illinois Department of Public Aid **NOTICE OF CHANGE - PROJECT** ADVANCE SANCTION

DATE OF NOTICE	CAT.	L.O.	GROUP	BASIC	CASELOAD #

TO:

LOCAL OFFICE STAMP

Beginning _____ (mo./day/yr.), your benefits will change as indicated by the **box(es)** checked in'the section below.

☐ Your financial assistance will be reduced to $_____ because _____ has been removed from your Public Aid Grant. The person removed will continue to receive medical assistance and your eligibility for food stamps is not affected.

☐ Your financial assistance will be discontinued. You and your family will continue to receive medical assistance. Your eligibility for food stamps is not affected by this action.

THE REASON FOR THIS ACTION IS:

_____ failed to cooperate with Project Advance requirement(s) for _____ requirement when, on _____ (mo./day/yr.) ___he/ ___**she/** y o u

_____ non-cooperation action

The sanction will last **for at** least one month and shall remain in effect until _____ provides the Project Advance case manager: evidence of qualifying for an exemption or evidence of having cooperated by _____ cooperation action.

If exemption is verified, cash assistance benefits shall be restored to the later date:

- the date that the participant became qualified for exemption; or
- the date that the sanction began.

When cooperation with Project Advance requirements has been demonstrated action shall be taken to see that cash assistance is resumed.

This action conforms with PO-1215 of the AFDC Assistance Manual.

If you do not understand this notice, **call Project Advance** at **881-2900.**

SEE OTHER **SIDE FOR IMPORTANT INFORMATION.**

_____
Melba J. McCarty, Manager
Project Advance

DPA 157 PA

This action will not be taken if you can show that it is wrong. You may meet with a Project Advance representative to question this action. This meeting would be informal and you may present infotutron or evidence. You may be represented by the person or persons of your choice. Whether or not you have such a meeting, you will Still have the right tc appeal the intended action.

For information concerning the nearest legal services available to you in this matter, you may call the telephone number in your area:

City of Chicago	6634190	Northern Suburbs	475-3703
western Suburbs	·771-2100	Southern Suburbs	339-5550

YOU HAVE THE RIGHT TO APPEAL THIS DECISION.

At any time wi thin 60 days following the "DATE OF NOTICE", which appears on the front of this form, you have the right to appeal this decision, and to be given a frir hearing. Your appeal request Dust be in writing and filed with the Department. you may represent yourself at this bearing or you may be represented by anyone else, such • S a lawyer, relative or friend. Project Advance will ptovida you with an ● ppe81 form and will help you fill it out if you wish. If you appeal in writing within 10 days of the "DATE OF NOTICE", your assistance will be continued at the present level until a decision is made on your ● ppe81 after the hearing. However, you have the right to request that your assistance benefits not be continued at the present level. If your financial assistance benefits are continued at the present level and the fair hearing decides yout financial assistance reduction/cancellation was correct, the amount of financial assistance received to which you were not entitled must be paid back.

Instructions for worker: Send origin81 (English) and first copy *(Spanish)* to the client. File the second copy in the client's Project Advance case record. Forward the fourth Copy to the Income Maintenance worker for filing in the income maintenance case record.

Illinois Department of Public Aid

Jesse B. Harris Building
100 S. Grand Avenue East
Springfield, Illinois 62762-0001

Dear Young Parent:

Thank you for taking part in the Project Advance study.

The information you have provided is confidential and will be used only as part of an important study of the experiences of teenaged parents.

The study is being conducted over a period of several years. In a few years, you will be contacted again and interviewed. The interviewer will be from a company called **Mathematica** Policy Research. During the interview, you will have a chance to report changes in your education, training, employment and childbearing experiences.

Someday the information in this study may be used to help thousands of teen parents all over the United States of America. Again, thank **you for** participating.

Sincerely,

DPA 2976 (N-8-87)

ACKNOWLEDGEMENT: EXPLANATION OF PROJECT ADVANCE
PARTICIPANT'S RESPONSIBILITIES AND RIGHTS

To be completed by the participant:

My responsibilities and rights as a participant in Project Advance have been explained to me and I have been given the opportunity to ask questions.

_____
Participant's Name

_____
Participant's Case Number

_____ _____
Participant's Signature Date

To be completed by the Project Advance Worker giving the Explanation of Project Advance Participant's Handbook.

_____ _____
Project Advance Worker Name Date Explained

If the client refuses to give his/her signature, check this box and state a reason if any was given: ☐ Reason: _____

_____

Illinois Department of Public Aid

PROJECT ADVANCE
REQUEST FOR SUPPORTIVE SERVICE

A. DATE OF REQUEST _____

CASE NAME _____

CLIENT NAME _____

CASE ADDRESS _____

CASE I.D. NUMBER _____

B. I request the following service(s) from the Illinois Department of Public Aid for myself and (or) _____

SERVICE NEEDED _____

( ) Child Care
( ) Transportation
( ) Supplies
( ) Initial Employment Expenses
( ) Other

This service is needed because:

Check one box ☐ I currently receive this service and I am requesting an increase.

☐ I am not receiving this service at the present time.

C. EMPLOYER: _____ Salary _____

TYPE OF EMPLOYMENT _____ Hours/Week _____

START DATE _____ Date of First Pay _____

I understand that a decision on my eligibility shall be made within thirty (30) days of receipt of my application and that I will be notified of the decision within fifteen (15) days thereafter. I understand that I have the right to appeal any adverse action or a failure to meet these time limits and to be given a fair hearing on my appeal.

_____ CLIENT SIGNATURE

_____ DATE

Illinois Department of Public Aid

PROJECT ADVANCE
NOTICE OF DECISION - REQUEST FOR SUPPORTIVE SERVICE

DATE OF NOTICE _____

CASE. I.D. NUMBER _____

1

Your request for supportive service(s) dated: _____

_____ has been approved for the following. service(s): _____

_____

_____

Effective _____

Payment for service(s) will be provided to you for the following expenses:

_____

_____

_____ Tn an assistance check(s) to you. Amount $ _____ per _____

_____ By direct payment' to: _____

for the following approved amount of service: _____

_____ Service pavmrnt has been approved only for the period from:

_____ to _____

_____ For the following service to he provided through the Department:

_____

The amount of payment of supportive service(s) may vary from month to month depending on the actual amount of service provided.

_____ Has been denied for the following service(s):

_____

_____

Reason: _____

Per Manual Chapter _____

_____ Project Advance Case Manager

_____ Office Stamp

ESTA ES UNA NOTIFICACION MUY IMPORTANTE. S T USTED NO ENTIENDE INGLES, BUSOUE UN INTERPRETE.

YOU PAVE THE RTGHT TO APPEAL THIS DECISION

At any time within 60 days following the DATE OF NOTTCF, vou have the right to appeal this decision and he given a fair hearing. Such an appeal must be in writing and filed with the Department. You may represent yourself at this hearing or you may be represented by anyone, such as a lawyer, relative or friend. Your local office will provide you with an appeal form and will help you fill it out if vou wish.

YOU HAVE CERTAIN RESPONSIBILITIES

You are responsible for notifying this office immediatelv if:

1. You should move.

2. Your income should change far any reason.

3. The size of your familv unit and the total number of members in your household should change.

4. Your assets change for any reason (such as cashing an insurance policy, receiving an inheritance, selling real or personal nropertv, etc.).

5. Your need for services change.

Illinois Department of Public Aid

STATEMENT OF DAY CARE COSTS

7/PERMANENT

CASE NAME _____
Last First

CASE ADDRESS _____

_____

CASE NUMBER _____
Cat. L.O. Grp. Basic

Project Advance
1308 West 105th Street
Chicago, Illinois 60643

LOCAL OFFICE STAMP

I. TO BE COMPLETED BY PROVIDER WHEN

- Employed person is child's parent
- Employed person who is not the parent is included in the assistance unit.

Provider's Name _____ Month Service Provided _____

CHILD'S NAME COST PER CHILD

_____

_____

Provider's Signature _____ Date _____

Provider's Address _____
Street city State Zip

II. TO BE COMPLETED BY PROVIDER WHEN DAY CARE IS FOR THE FOLLOWING REASONS:

- Project Chance pre-employment activities (including education and training)
- Elementary/Secondary School attendance by the parent
- Employment, education or training for person who is not the child's parent and is not included in the assistance unit.

Provider's Name _____ SERVICE PERIOD

Month Day Year TO: Month Day Year

Provider's Address _____
Street City State Zip

Type of Provider ☐ Licensed day care center ☐ Licensed day care home ☐ home not subject to licensure/client's hane

The following day care was provided within the above period:

Child's Name	School Status Preschool	School	*Type of Units	No. of Units	Unit Rate	Charges Per Child

● Shtnu unit as hour, 1/2 day, day or week

I certify that the service described above is an accurate statement of care provided.

TOTAL CHARGE $ _____

Provider's Signature _____ Date _____

III. TO BE COMPLETED BY CLIENT (Completion mandatory, ILL. Rev. Stat., Ch. 23, P.A. Code. Failure to complete and return may result in a determination of non-eligibility for day care allowance or deductions1

This is an accurate bill for day care necessitated by _____ days of within the above period.

☐ Project Chance pre-employment activities (or)
☐ employment (or)
☐ elementary/secondary school attendance (or)
☐ education/training

Client's Signature _____ Date _____

Iv. TO BE COMPLETED BY CASEWORKER - When Section II is completed.

Payment in the amount of $ _____ authorized on this date

Remarks: _____

Caseworker's Signature _____ D a t e _____

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

FIRST NOTICE TO GRANTEE OF PARTICIPANT'S SCHEDULED APPOINTMENT

r

Case Name: _____

Case Number: _____

Date: _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

This letter is to inform you that the following appointment has been scheduled for _____, a member of your public aid household.

SCHEDULED APPOINTMENT

Date: _____ Time: _____

Place: 1308 West 105th Street, Chicago, Illinois.

Contact Person: _____

Appointment Reason: _____

_____ The meeting will last about: _____

_____ is a Project Advance participant. It is his/her responsibility to keep this appointment. Keeping scheduled appointments is a rule which all Project Advance participants must follow.

Participants who, without an acceptable reason, miss more than one appointment scheduled for the same activity, are sanctioned. Sanctioning means that the Department will stop including money for that participant in the financial assistance grant.

A sanction period lasts at least one whole month, and could last even longer. To avoid being sanctioned, or to have the sanction ended, all a participant has to do is follow Project Advance's rules.

We feel certain that with your encouragement _____, will make every effort possible to keep this scheduled appointment.

If you have any questions, please feel free to contact me. THE PROJECT ADVANCE 'TELEPHONE NUMBER IS 881-2900.

Sincerely,

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

NOTICE TO GRANTEE OF PARTICIPANT'S SECOND SCHEDULED APPOINTMENT

Client Name: _____

Case Number: _____

Date: _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

This letter is to inform you that on (date) _____, without good cause _____, a member of your Public Assistance household, did not keep a scheduled appointment. The appointment was for a meeting with _____ for:

Because this meeting was very important, I am scheduling another appointment.

SCHEDULED APPOINTMENT

Date: _____ Time: _____

Place: 1308 West 105th Street, Chicago, Illinois.

It is _____'s responsibility to keep this appointment.

_____ is a Project Advance participant. Keeping scheduled appointments is a rule for Project Advance participants. Participants who, without an acceptable reason, miss more than one appointment scheduled for the same activity are sanctioned.

If _____ does not keep this new appointment and does not have an acceptable reason for not keeping it, he/she will be sanctioned. Sanctioning means that the Department would stop including money for _____ in your financial assistance grant.

The sanction would last one whole month or even longer. To avoid being sanctioned or to have the sanction ended, all _____ has to do is to follow Project Advance's rules.

We hope that _____ will keep this scheduled appointment and that sanctioning will not be necessary.

If you have any questions, please feel free to call me. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900.

Sincerely,

Susan S. Suter
Director

Illinois Department of Public Aid

Project Advance
1308 West 105th Street
Chicago, Illinois 60643-3048

_____

_____

_____

_____

To Whom It May Concern:

This is to verify that _____ is a mandatory participant in Project Advance, and as required she reported for a scheduled appointment at Project Advance, 1308 West 105th Street, from _____ _____ .

Project Advance is a four year research and demonstration project conducted by the Department of Public Aid to test the effects of mandatory education, training and employment related activities on long term self-sufficiency of teen parents.

Please call Ms..Janet Hampton, Supervisor, should you have further questions at 881-2900.

Sincerely,

Melba J. McCarty, Manager
Project Advance

zc

EXHIBIT 9

BASELINE INTAKE FORM

(Version 3)

TEENAGE PARENT DEMONSTRATION
INTAKE FORM

TEEN PROGRESS

NEWARK

MPRID #: _____

OFFICE USE 03

CASE #: _____

TEEN PROGRESS #: _____

DYFS #: _____

DATE: |__|__| |__|__| |__|__|
MONTH DAY YEAR

CONSENT: |__|__| |__|__| |__|__|
MONTH DAY YEAR

A. PERSONAL DATA

1. Full Name:	Name
2. Nickname (if any):	Nickname
3. Uaiden Name or Other Last Name: (if any)	Other/Maiden Name
4. Current Residence Address:	Street Apt. # city State Zip
5. How long have you lived at this address? o Record years or months or both. o Check box if always lived there.	_____ Years _____ Months -4 |__| Since Birth
6. Telephone Number: o Check box if no phone	_____ _____ -4 |__| No Telephone --> GO TO Q.8
7. Is this your Home or a Message Telephone? o Check one box.	01 |__| Home 02 |__| Message

GO TO NEXT PAGE ---------->

E9-1

8. Birthdate:	Month ____ Day ____ Year ____
9. Place of Birth: o If Puerto Rico or Virgin Islands, check United States	01 |___| United States ---> GO TO Q.11 99 |___| Other Place - Specify Below _____
10. Tine Lived in United States: o Record years or months or both	_____ Years _____ Months
11. Citizenship: o Check one box.	01 |___| United States 02 |___| Registered Alien 99 |___| Other - Specify Below _____
12. Main Spoken Language: o Check one box.	01 |___| English 02 |___| Spanish 99 |___| Other - Specify Below _____
13. Other Spoken Languages: o Check boxes for all that apply, or box for None.	00 |___| None 01 |___| English 02 |___| Spanish 99 |___| Other - Specify Below _____

GO TO NEXT PAGE ---------->

E9-2

14. **Current Marital Status:** o Check one box.	01 |___| Never married, not living together unmarried ---> GO TO 4.17 02 |___| Living together unmarried 03 |___| Separated 04 |___| Divorced 05 |___| Widowed 06 |___| Married
15. Date last married, started living together, separated, divorced, or widowed:	____ Month ____ Day ____ rear
16. Number of times married: o If never married, check box.	_____ Times 00 |___| Never
17. Are you from a Spanish-speaking or Hispanic background?	01 |___| Yes 00 |___| No
18. Check the box that best describes your race.	01 |___| Black 02 |___| White 03 |___| American Indian or Alaskan Native 04 |___| Asian or Pacific Islander 99' |___| Other - Specify Below _____ | - | - |
19. sex:	01 |___| Male 02 |___| Female

20. STOP. WAIT FOR INSTRUCTIONS FOR SECTION B.

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B. HOUSEHOLD COMPOSITION AND FAMILY BACKGROUND

21. How many people do you live with now?

- o 00 NOT include yourself.
- o Include babies and small children (including your own), people who are not related to you, and people who are temporarily away (for example, at school, in jail, or in a hospital).

_____ Number of People

00 I -| None (You Live Alone) ---> GO TO Q.23

22A. In column A, list the first names of all people currently living with you.

B. In column B, write the age of each person listed in column A.

- o If age is less than one year, indicate number of months and write "months" after number.

c. In column C, write the relationship to you of each person listed (e.g., mother, sister, cousin, friend, etc.)

D. Indicate sex of each person (M for Male, F for Female) in column D.

	A First Name	B Age	C Relationship	D Sex (M or F)
1				
2				
3				
4				
5				
6				
7				
a				
9				
10				
11				
12				

o If more than 12 in household, ask for an additional sheet.

GO TO NEXT PAGE ---------->>

23. Some types of public income and support are listed below. For each type, check the box for 'yourself' if you now receive it, and check the box for "other person living with you" if someone else in your household receives it. If both you and someone else receives it, check both boxes. If no one in your household receives it, check the box for "no one". If you don't know if someone else receives it. check the box for "don't know". CHECK AT LEAST ONE BOX FOR EACH.

	Person Who Receives			
	Yourself	Other Person Living With You	No One	Don't Know
a. AFDC, County Welfare, Public Assistance, Welfare for families with children (checks are green or pink)	01 ☐	02 ☐	00 ☐	-1 ☐
b. General Assistance, Municipal Welfare, Welfare for individuals (checks are pink)	01 ☐	02 ☐	00 ☐	-1 ☐
c. Supplemental Security Income, SSI, Aid for the disabled, blind, elderly (gold checks)	01 ☐	02 ☐	00 ☐	-1 ☐
d. Social Security, Retirement, Disability or Survivor's Benefits, SSA (green checks)	01 ☐	02 ☐	00 ☐	-1 ☐
e. Child Support or Alimony from a spouse or ex-spouse or boyfriend	01 ☐	02 ☐	00 ☐	-1 ☐
f. Food Stamps.	01 ☐	02 ☐	00 ☐	-1 ☐
g. WIC, or the Woman, Infants and Children Food Program	01 ☐	02 ☐	00 ☐	-1 ☐
h. Federal Surplus Commodities (surplus butter, cheese, flour, etc.)	01 ☐	02 ☐	00 ☐	-1 ☐
i. Section VIII Housing, government subsidized housing.	01 ☐	02 ☐	00 ☐	-1 ☐
j. Income from a Job.	01 ☐	02 ☐	00 ☐	1 ☐
k. Other Income Not From Jobs, such as pensions, insurance, money from people not in the household-Describe Below	01 ☐	02 ☐	00 ☐	1 ☐

☐☐ ☐☐

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24.	When you were growing up, how often did the people you were living with receive welfare or public assistance when you were living with them? o Check one box.	00 |___| Never 01 |___| Occasionally 02 |___| About half of the time 03 |___| Most or all of the time
25.	Are you now working for pay, or have you ever worked for pay for one month or longer? o Include babysitting. and housekeeping jobs, if you were pad and worked steadily at these jobs for more than one month.	01 |___| Yes 00 |___| No
26.	Are you now or have you ever been in a job training program?	01 |___| Yes 00 |___| No
27.	Do you currently live in Baxter Terrace, Bradley Court, Branch Manor, Columbus Homes; Felix Fuld Court, Haynes Homes, Hyatt Court, James C. White, Kretchmer, Pennington Court, Roosevelt Homes, Scudder Homes, Seth Boyden, Stella Wright, Steven Krane, Walsh Homes, or any other public housing project?	01 |___| Yes 00 |___| No
28.	When you were rowing up, how much o3 the time did you live in a housing project? o Check one box.	00 |___| Never 01 |___| Occasionally 02 |___| About half of the time 03 |___| Most or all of the time

29. Circle the number for the number of children that you lived with most of the time while you were growing up. Circle "0" or a number for each type.

a. Older Children who were Relatives	0	1	2	3	4	5+
b. Younger Children who were Relatives	0	1	2	3	4	5+
c. Older Children who were Non-Relatives	0	1	2	3	4	5+
d. Younger Children who were Non-Relatives	0	1	2	3	4	5+
e. Twin, Triplet, etc. (yours)	0	12		3+		

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E9-7

30. **Circle all the ages during which you lived with each person listed. Check the box if you never lived with a listed person.**

	Your Age	Check If Never
a. **Mother**	Birth-1-2-3-4-5-6-7-8-9-10-11-12-13-14~15~16~17~18~19~20	|_| -4
b. Stepmother	Birth-1-2-3-4-5-6-7-8-9-10-11-12-13-14-15~16~17~18~19~20	|_| -4
c. Father	Birth-1-2-3-4-5-6-7-8-9-10-11-12-13-14-15-16-17-18~19~20	|_| -4
d. Stepfather	Birth-1-2-3-4-5-6-7-8-9-10-11-12-13-14-15-16-17-18-19-20	|_| - 4
e. Foster Parent(s)	8irth-1-2-3-4-5-6-7-8-9-10-11-12-13~14~15~16~17-18~19~20	|_| -4
f. Other Relative(s) or Guardian(s)	Birth-1-2-3-4-5-6-7-8-9-10~11-12-13~14-15~16~17~18~19-20	|_| -4
g. Non-Relative(s)/ **Friend(s)**	Birth-t-2-3-4-5-6-7-8-9-10-11-12-13-14-15-16-17-18-19~20	|_| -4

31. **Was your mother a teenager (under 20 years of age) at the birth of her first child?**	01 |_| Yes 00 |_| No
32. **How old was your mother at the birth of her first child?**	_____ **Age**

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	A. MOTHER	B. FATHER
33. How old is your mother? How old is your father? o Check box if deceased.	_____ Age -4 |__| Deceased -1 |__| Don't Know	_____ Age -4 |__| Deceased -1 |__| Don't Know
34. If mother/father deceased: In what year was your mother/father born?	_____ Birthyear -1 |__| Don't Know	_____ Birthyear -1 |__| Don't Know
35. What type(s) of school (s) did your mother/father complete? o Check boxes for each type of school completed. o If mother/father did not finish any type of school listed, check the box for None.	00 |__| None 01 |__| Elementary or Middle School 02 |__| High School 04 |__| GED 06 |__| Trade or Vocational- Specify | - | - | 10 |__| College 99 |__| Other School(s)- Specify Type(s) |__|__| |__|__| -1 |__| Don't Know	00 |__| None 01 |__| Elementary or Middle School 02 |__| High School 04 |__| GED 06 |__| Trade or Vocational- Specify |__|__| 10 |__| College 99 |__| Other School(s)- Specify Type(s) |__|__| |__|__| -1 |__| Don't Know
36. Is your mother/father currently working for pay? o If deceased, check box for No.	01 |__| Yes 00 |__| No --> GO TO Q.38 -1 |__| Don't Know	01 |__| Yes 00 |__| No --> GO TO Q.38 -1 |__| Don't Know
37. What kind of work does your mother/father do? o Record job title and activities. o Include paid babysitting and housekeeping jobs.	_____ _____ |__|__| -1 |__| Don't Know	_____ _____ |__|__| -1 |__| Don't Know

38. STOP. WAIT FOR INSTRUCTIONS FOR SECTION C.

C. EDUCATION

	A. ATTENDING	B. PLAN TO ATTEND
39A. In column A, check the box or boxes for all type(s) of school(s) you are currently attending. o If not enrolled in school, check the box for None.	00 ☐ None	00 ☐ None
	01 ☐ Middle School (through grade 8)	01 ☐ Middle School (through grade 8)
	02 ☐ High School (grades 9-12)	02 ☐ High School (grades 9-12)
39B. In column B, check the box or boxes -for all type(s) of school(s) that you plan to attend in the future. o If you do not plan to go to school, check the box for None.	03 ☐ ABE-Adult Basic Education (pre-GED)	03 ☐ ABE-Adult Basic -- Education (pre-GED)
	04 ☐ GED	04 ☐ GED
	05 ☐ ESL-English as a Second Language Program	05 ☐ ESL-English as a Second Language Program
	06 ☐ Vocational/ Technical/ Trade School	06 ☐ Vocational/ Technical/ Trade School
	07 ☐ Nursing (LPN or RN)	07 ☐ Nursing (LPN or RN)
	08 ☐ Business	08 ☐ Business
	09 ☐ Secretarial	09 ☐ Secretarial
	10 ☐ College (2-year)	10 ☐ College (e-year)
	11 ☐ College (4-year)	11 ☐ College (4-year)
	99 ☐ Other Type(s) - Specify	99 ☐ Other Type(s) - Specify
	_____	_____
	_____	_____
	_____ ☐☐ ☐☐	_____ ☐☐ ☐☐

GO TO NEXT PAGE -------->

40. Circle the number for the highest grade of school that you have completed.

None	00					
Elementary School	01	02	03	04	05	06
Middle School	07	08				
High School	09	10	11	12		
College or Post Secondary	13	14	15	16		

41. Circle the number for the highest grade of school that you plan to complete. If you plan to earn a GED, circle "GED".

None	00					
Elementary School	01	02	03	04	05	06
Middle School	07	08				
High School	09	10	11	12	GED	
College or Post Secondary	13	14	15	16		
Master's/Doctor's Degree	17+					

42. Check the box or boxes for the type or types of degree(s) and diploma(s) that you have received.

- If you have not received any degree or diploma, check the box for None.

00 |__| None

01 |__| Elementary and/or Middle School Diploma

02 |__| High School Diploma

03 |__| ABE-Adult Basic Education Certificate

04 |__| GED Certificate

05 |__| ESL-English as a Second Language Certificate

06 |__| Vocational/Technical/Trade Certificate or Degree - Specify

_____ |__|__|

07 |__| Nursing Degree (LPN or RN)

08 |__| Business Certificate or Degree

09 |__| Secretarial Certificate or Degree

99 |__| Other Type(s) - Specify

_____ |__|__| |__|__|

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FO-11

43. How many times have you left middle school or high school? Please include dropouts, suspensions, expulsions, maternity leaves, and times that you did not return to school after vacations. a If never, check box.	_____ Times left school 00 |___| Never --> 60 TO Q.45

44A. Record the month and year of each time you left school on the line;.

B. Check the box or boxes that indicate the reason(s) why you left.

o If you left more than four times, answer for the first three times and the last time that you left.

First or Only Time	2nd Time	3rd Time	Last Time
Month Year	Month Year	Month Year	Month Year
01 |___| Pregnancy	01 |___| Pregnancy	01 |___| Pregnancy	01 |___| Pregnancy
02 |___| Poor Grades	02 |___| Poor Grades	02 |___| Poor Grades	02 |___| Poor Grades
03 |___| Didn't Like School/School Boring	03 |___| Didn't Like School/School Goring	03 |___| Didn't Like School/School Boring	03 |___| Didn't Like School/School Boring
04 |___| Maternity Leave	04 |___| Maternity Leave	04 |___| Maternity Leave	04 |___| Maternity Leave
05 |___| No Child Care	05 |___| No Child Care	05 |___| No Child Care	OS |___| No Child Care
06 |___| No Money for Child Care	06 |___| No Money for Child Care	06 |___| No Money for Child Care	06 |___| No Money for Child Cafe
07 |___| Fear of Gangs	07 |___| Fear of Gangs	07 |___| Feer of Gangs	07 |___| Fear of Gangs
08 |___| Language Problem	08 |___| Language Problem	08 |___| Language Problem	08 |___| Language Problem
og |___| Turned 18	09 |___| Turned 16	09 |___| Turned 16	09 |___| Turned 16
10 |___| Suspended	10 |___| Suspended	10 |___| Suspended	10 |___| Suspended
11 |___| Expelled	11 |___| Expelled	11 |___| Expelled	11 |___| Expelled
gg |___| Other - Describe	gg |___| Other - Describe	gg |___| Other - Describe	99 |___| Other - Describe
_____	_____	_____	_____

GO TO NEXT PAGE ---------->

44C. If you left school because you are or were pregnant, check the box or boxes that indicate the reason(s) why you left. If you left school for some other reason, Go to 4.45.

First or Only Time	2nd Time	3rd Time	Last Time
01 ☐ School Rules	01 ☐ School Rules	01 ☐ School Rules	01 ☐ School Rules
02 ☐ Health Reasons, fired, Didn't Feel Well	02 ☐ Health Reasons, Tired, Didn't Feel Well	02 ☐ Health Reasons, Tired, Didn't Feel Well	02 ☐ Health Reasons, Tired, Didn't Feel Well
03 ☐ Due Date Near	03 ☐ Due Date Near	03 ☐ Due Date Near	03 ☐ Oue Date Rear
04 ☐ Embarrassed	04 ☐ Embarrassed	04 ☐ Embarrassed	04 ☐ Embarrassed
05 ☐ Family Wanted You to Drop out	05 ☐ Family Wanted You to Drop Out	05 ☐ Family Wanted You to Drop Out	05 ☐ Family Wanted You to Drop out
06 ☐ Boyfriend Wanted YOU to Drop Out	06 ☐ Boyfriend Wanted You to Drop Out	06 ☐ Boyfriend Wanted You to Drop Out	06 ☐ Boyfriend Wanted You to Drop out
99 ☐ Other - Describe	99 ☐ Other - Describe	99 ☐ Other - Describe	99 ☐ Other - Describe
☐☐	☐☐	☐☐	☐☐

45. STOP. WAIT FOR INSTRUCTIONS FOR SECTION D.

D. WORK LIMITATIONS

46. Check the box or boxes for any physical problem(s) or condition(s) that prevent you from working or doing certain kinds of work.

o If none, check box 17 (None) and go to 4.47.

- 01 |__| Allergies
- 02 |__| Diabetes
- 03 |__| High/Low blood pressure
- 04 |__| Hearing problem/Deafness
- 05 |__| Vision problem
- 06 |__| Speech impediment
- 07 |__| Crippling handicap
- 08 |__| Arthritis/Rheumatism
- 09 |__| Back/Spine problems
- 10 |__| Heart trouble
- 11 |__| Breathing/Respiratory problem
- 12 |__| Nervous disorder
- 13 |__| Emotional disorder
- 14 |__| Mental/Psychiatric problem
- 15 |__| Drug problem
- 16 |__| Drinking problem
- 99 |__| Other - Describe

_____

_____

|__|__| |__|__|

- 17 |__| None

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47. Check the box or boxes for other type(s) of condition(s) that prevent you from working.

- If none, **check box 09** (None) and go to **Q.48.**

01 |__| Lack of transporation

02 |__| Lack of child care

03 |__| Lack of money

04 |__| Lack of education

05 |__| Lack of job skills

06 |__| Lack of work experience

07 |__| Language problem

08 |__| Pregnancy

98 |__| Other home or family responsibilities - Describe

_____

_____

99 |__| Other - Describe

_____

_____

09 |__| None

48. STOP. WAIT FOR INSTRUCTIONS FOR SECTION E.

E. PREGNANCY AND CHILDBEARING

49. How many times altogether have you been pregnant? o Include abortions, miscarriages, and current pregnancy.	_____ Times
50. Were you going to school the first tiw you got pregnant?	01 |__| Yes 00 |__| No
51. For each pregnancy: A. Record your age when you got pregnant, and 8. Check the box that describes the outcome of the pregnancy.	

Pregnancy	A Age	Out tome
a. First . .	_____ →	01 |__| Live Birth 02 |__| Abortion 03 |__| Miscarriage/Stillborn 04 |__| Child died after birtl 05 |__| Currently Pregnant
b. Second. .	_____ →	01 |__| Live Birth 02 | | Abortion 03 |__| Miscarriage/Stillborn 04 |__| Child died after birtl 05 |__| Currently Pregnant
:. Third ..	_____ →	01 |__| Live Birth 02 |__| Abortion 03 |__| Miscarriage/Stillborn 04 |__| Child died after birtl 05 |__| Currently Pregnant
d. More than Three	-> Ask for an additional sheet.	

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E9-16

52. If you are NOT currently pregnant, record the date that your last pregnancy ended. o Check box if currently pregnant.	_____ MONTH _____ DAY _____ YEAR -4 |__| Pregnant
53. If you are currently pregnant, record the due date. o Check box if NOT currently pregnant, and go to Q.56.	_____ MONTH _____ DAY _____ YEAR -4 |__| NOT Pregnant --> GO TO Q.56
54. How many times during this pregnancy have you been to a doctor or other health care professional for prenatal care? o If none, check box.	_____ Times 00 |__| None --> GO TO 4.56
55. How many months were you pregnant when you first visited a doctor or health care professional for prenatal care? o If less than one month, record 1 month.	_____ Months Pregnant
'56. How many children do you have who do not live with you? o If none, check box.	_____ Children NOT Living With You 00 |__| None --> GO TO Q.58
57. Indicate where that child or those children live or who has primary responsibility for that/those child(ren) by writing a number on the line(s). o Number of children recorded should equal number in Q.56.	Where Live/Primary Responsibility — Number of Children a. Child's Father ----------> _____ b. Child's Grandmother (Your Mother) ----------> _____ c. Child's Grandmother (Child's Father's Mother) --> _____ d. Child's Grandfather (Your Father) ----------> _____ e. Child's Grandfather (Child's Father's Father) --> _____ f. Child's Aunt or Uncle ----------> _____ g. Child's Greataunt or Greatuncle ----------> _____ h. Other Relative of Child ----------> _____ i. Adoptive Parents ----------> _____ j. Foster Care ----------> _____ k. Other - Specify Below ----------> _____ _____ |__|__| |__|__|
58. STOP. WAIT FOR INSTRUCTIONS FOR SECTION F.	

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F. TEENAGE PARENT PROGRAMS

59. Are you now participating in or have you ever participated in a program for assisting pregnant teens or teenage parents, or are you now attending or have you ever attended a special school for pregnant or parenting teens?

01 |__| Yes 00 |__| No ---> GO TO Q.63

60. List the names of all program and schools for assisting pregnant teens or teenage parents that you are now or have ever participated in or attended, below. o If you have been in more than three, ask for an additional sheet.	61. Check box if you are currently enrolled in the program or school.	62. Record all services that you are receiving or have received from each program or school listed. 0 If you just started and have not received any services yet, write 'None".
a. _____ ...	.... 01 |__|	_____
b. _____ ...	.... 0 1 |__|	_____
c. _____ ...	.... 01 |__|	_____

63. STOP. WAIT FOR INSTRUCTIONS FOR SECTION G.

6. FAMILY PUNNING AND BIRTH CONTROL

64. Check the boxes for all birth control methods you or your partner have ever used when you were ether to try to prevent pregnancy.

0 If you or anyone you've had sex with has never used any of these methods, check box 15 for "Never tried to prevent pregnancy/never used birth control", and leave the rest of this section blank.

01 |___| Pill or Mini-Pill

02 |___| IUD, coil, loop

03 |___| Condom, rubber

04 |___| Foam

05 |___| Douching-washing out after intercourse

06 |___| Jelly or cream

07 |___| Diaphragm

08 |___| Withdrawal/Pulling out

09 |___| Rhythm or safe period/Time of month by calendar

10 |___| Rhythm or safe period/Time of month by temperature or mucous test, natural family planning

11 |___| Contraceptive sponge, suppository, or insert

12 |___| Morning after pill

13 |___| Shot, experimental shot

14 |___| Abstinence--not having sex

99 |___| Other-Specify

_____ |__|__|

is |___| Never tried to prevent pregnancy/ Never used birth control --> GO TO Q.67

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E9-20

65. Of all the birth control methods that you've ever used, check the box or boxes for the birth control method(s) that you or your partner used the last time that you had sex. o If you used more than one method the last time, check the boxes for all methods used. 0 If you or your partner did not use birth control the last time you had sex, check box 14 for "Didn't use birth control the last time".	01 ☐ Pill or Mini-Pill 02 ☐ IUD, coil, loop 03 ☐ Condom, rubber 04 ☐ Foam 05 ☐ Douching-washing out after intercourse 06 ☐ Jelly or cream 07 ☐ Oiaphragm 08 ☐ Withdrawal/Pulling out 09 ☐ Rhythm or safe period/Time of month by calendar 10 ☐ Rhythm or safe period/Time of month by temperature or mucous test, natural family planning 11 ☐ Contraceptive sponge, suppository, or insert 12 ☐ Morning after pill 13 ☐ Shot, experimental shot 99 ☐ Other-Specify _____ ☐☐ 14 ☐ Didn't use birth control the last time
66. How old were you when you first started using birth control to avoid getting pregnant?	_____ Age
67. How old were you when you first had sex?	_____ Age

68. STOP. WAIT FOR INSTRUCTIONS FOR SECTION H. ☐

H. CHILD INFORMATION

	ON': OR YOUNGEST CHILD
69. Write the full name of your child in the box on the right. Then answer the questions down the column. If you have more than one child, including children who do not live with you, write the name of your youngest child in the box and ask for additional sheets. If you have NO children, check box ---------- and go to 4.104.	_____ Child's First Name _____ Child's Middle Name _____ Child's Last Name -----> -4 [ ] GO TO Q.104
70. What is the child's birthdate, when was he/she born?	_____ MONTH _____ DAY _____ YEAR
71. How much did the child weigh at birth?	_____ Pounds _____ Ounces
72. How many days did the child stay in the hospital after birth? o If child was not born in or taken to a hospital, check box for None.	_____ Oays 00 [ ] None

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	A. ONLY OR YOUNGEST CHILO
73. Was the child placed in a special unit for neonatal intensive care during the first month after birth?	01 |___| Yes 00 |___| No --> GO TO 4.75
74. How long was the child in a neonatal intensive care unit? o Record hours or days or both.	_____ Hours _____ Days
75. How old is the child's father how?	_____ Age -1 |___| Don't know father's age -4 |___| Don't know father --> 60 TO NEXT CHILD (ADDITIONAL SHEET), OR Q.104
76. Child's father's full name:	_____ Father's Name
77. His current address:	_____ |_____| Street Apt. # _____ |____| |____| city State Zip
78. His telephone number: o Checkboxifno telephone.	_____ _____ -4 |___| No Telephone
79. Is he from a Spanish-speaking or Hispanic background?	01 |___| Yes 00 |___| No

GO TO NEXT PAGE ---------->

E9-23

A.
ONLY OR YOUNGEST CHILD

80. Check the box that best describes his race.

01 [ ] Black
02 [ ] White
03 [ ] American Indian or Alaskan Native
04 [ ] Asian or Pacific Islander
99 [ ] Other - Specify

_____

1 - 1 - 1

81. Circle the number for the highest grade of school that the child's father has completed.

- If he has a GED, circle "GED".

None	00					
Elementary School	01	02	03	04	05	06
Middle School	07	08				
High School	09	10	11	12	GED	
College or Post Secondary	13	14	15	16		
Graduate/Professional School	17+					

82. Check the box or boxes for each type of income or support that he receives.

- If he doesn't receive a type of income or support listed, check the box for Does Not Receive.
- If you don't know whether he receives a type of income or support listed, check the box for Don't Know.
- Check one box for each category.

	Receives	Does Not Receive	Don't Know
a. Public Assistance: AFDC. . . .	01 [ ]	00 [ ]	-1 [ ]
b. General Assistance: GA	01 [ ]	00 [ ]	-1 [ ]
c. Supplemental Security: SSI . .	01 [ ]	00 [ ]	-1 [ ]
d. Social Security: SSA	01 [ ]	00 [ ]	-1 [ ]
e. Food Stamps	01 [ ]	00 [ ]	-1 [ ]
f. Federal Surplus Commodities . .	01 [ ]	00 [ ]	-1 [ ]
g. Section VIII Housing or Public Housing.	01 [ ]	00 [ ]	-1 [ ]
h. Income From a Job	01 [ ]	00 [ ]	-1 [ ]
i. Other Income Not Fran Jobs. . .	01 [ ]	00 [ ]	-1 [ ]

Specify _____

_____

GO TO NEXT PAGE ---------->

E9-24

	A. ONLY OR YOUNGEST CHILD
03. What is the child's father's main activity? o Check one box.	01 |___| Working 02 |___| Looking for work 03 |___| In school or training program 04 |___| Nothing 99 |___| Something else - Describe --> GO TO Q.85 _____ _____ |__|__|
84. What kind of work does the child's father do? o Record job title and activities.	_____ _____ |__|__| -1 |_I-| Don't Know
85. How often do you spend time with the child's father? o Check one box.	00 |___| Never 01 |___| Once a month or less 02 |___| Two or three times a month 03 |___| About once a week 04 |___| About twice a week 05 |___| Everyday or almost everyday -4 |___| Live with him --> GO TO Q.87

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E9-25

	A. ONLY OR YOUNGEST CHILD
86. How often do you have contact with him by mail or telephone? o Check one box.	00 |__| Never 01 |__| Once a month or less 02 |__| Two or three times a month 03 |__| About once a week 04 |__| About twice a week 05 |__| Everyday or almost everyday
87. How often does your <u>child</u> spend time with him? o Check one box.	00 |__| Never 01 |__| Once a month or less 02 |__| Two or three times a month 03 |__| About once a week 04 |__| About twice a week 05 |__| Everyday or almost everyday -4 |__| Lives with him --> GO TO Q.90
88. How often does your <u>child</u> spend overnights with him? o Check one box.	00 |__| Never 01 |__| Once a month or less 02 |__| Two or three times a month 03 |__| About once a week 04 |__| About twice a week 05 |__| Everyday or almost everyday

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	A. ONLY OR YOUNGEST CHILD
89. How often does your child spend weekends with him?	00 |___| Never 01 |___| Once a month or less 02 |___| Two or three times a month 06 |___| Every week or almost every week
90. How often does he babysit for your child?	00 |___| Never 01 |___| Once a month or less 02 |___| Two or three times a month 03 |___| About once a week 04 |___| About twice a week 05 |___| Everyday or almost everyday
91. Has the child's father ever provided money for support of the child? o If he used to provide money but no longer does, check the box for 'Before, not now'.	01 |___| Yes, now 02 |___| Before, not now 00 |___| No, never --> GO TO Q.98
92. When did the child's father start providing this money? o If he started when the child was born, check the box.	___ MONTH ___ DAY ___ YEAR -4 |___| At child's birth
93. When did he stop? o If he still provides money for the child, check the box.	___ MONTH ___ DAY ___ YEAR -4 |___| Still providing money

GOTO NEXT PAGE ---------->

E9-27

94. Does he or did he provide money for support of the child occasionally, or does he or did he provide money regularly?

01 [ ] Occasionally or once in a while

02 [ ] Regularly or on a schedule

95. How often does he or did he provide money for the child?

01 [ ] Once

02 [ ] Two to five times

03 [ ] Six to ten times

04 [ ] More than ten times

05 [ ] Less than once a month

95. How often does he or did he provide money for the child?

05 [ ] Less than once a month

06 [ ] About once a month

07 [ ] Two to three times a month

08 [ ] About once a week

09 [ ] About twice a week

10 [ ] Everyday or almost everyday

96. How uch money does he or did he usually provide each time?

- If the amount is or was usually about the same, record an average amount in A.
- If the amount changes(d); record a range in B.

A. $_____ Average amount

OR

B. Between $_____ and $_____

97. Does he give this money directly to you, or is it included in your AFDC check.

- If he gives you money and money from him is included in your AFOC check, check the box for Both.

01 [ ] Gives money directly to you

02 [ ] Money included in AFOC check

03 [ ] Both - He gives money directly to you and you get money from him in your AFOC check.

GO TO NEXT PAGE ---------->

E9-28

	A. ONLY OR YOUNGEST CHILD
98. Check the boxes for other types of support that he is providing or has provided for the child. o If he has never provided other things for the child, check the box for None.	01 |___| Food/Baby food 02 |___| Household items 03 |___| Child care items (diapers, etc.) 04 |___| Clothing 05 |___| Toys 06 |___| Medicine gg |___| Other - Describe _____ _____ ___.___ ___.___| 00 |___| None --> GO TO NEXT CHILD (ADDITIONAL SHEET), OR Q.104
99. Is he providing this/these type(s) of support now? o If he used to provide support but no longer does, check the box for 'Before, not now'.	01 |___| Yes, now 02 |___| Before, not now
100. When did 'he start providing this/these type(s) of support? o If he started when the child was born, check the box.	_____ MONTH _____ DAY _____ YEAR -4 |___| At child's birth
101. When did he stop? o If he still provides this support for the child, check the box.	_____ MONTH _____ DAY _____ YEAR -4 |___| Still providing

GO TO NEXT PAGE ---------->

E9-29

102. Does he or did he provide this support occasionally, or does he or did he provide it regularly?

01 [ ] Occasionally or once in a while

02 [ ] Regularly or on a schedule

103. How often does he or did he provide this support?

01 [ ] Once

02 [ ] Two to five times

03 [ ] Six to ten times

04 [ ] More than ten times

05 [ ] Less than once a month

103. How often does he or did he provide this support?

05 [ ] Less than once a month

06 [ ] About once a month

07 [ ] Two to three times a month

08 [ ] About once a week

09 [ ] About twice a week

10 [ ] Everyday or almost everyday

104. Are you pregnant?

- If YES, continue to Q.105.
- If NO, Check box and GO TO Q. 117.

01 [ ] Yes

00 [ ] No --> GO TO 4.117

GOTO NEXT PAGE ---------->

E9-30

105. How old is your unborn child's father?	_____ Age -1 Don't know father's age -4 |___| Don't know father --> GO TO 4.117
106. Child's father's full name:	_____ Father's Name
107. His current address:	_____ |___| Street Apt. # _____ |___| |___| City State zip
108. His telephone number: o Check box if no telephone.	_____ - _____ -4 |___| No Telephone
109. Is he from a Spanish-speaking or Hispanic background?	01 |___| Yes 00 |___| No
110; Check the box that best describes his race.	01 |___| Black 02 |___| White 03 |___| American Indian or Alaskan Native 04 |___| Asian or Pacific Islander 99 |___| Other - Specify _____ |___|___|

60 TO NEXT PAGE ---------->

E9-31

114. What kind of work does he do? o Record job title and activities.	_____ _____ [ ][ ] -1 [ ] Don't Know
115. How often do you spend time with him? o Check one box.	00 [ ] Never 01 [ ] Once a month or less 02 [ ] Two or three times a month 03 [ ] About once a week 04 [ ] About twice a week 05 [ ] Everyday or almost everyday -4 [ ] Live with him --> GO TO 4.117
116. How often do you have contact with him by mail or telephone? o Check one box.	00 [ ] Never 01 [ ] Once a month or less 02 [ ] Two or three times a month 03 [ ] About once a week 04 [ ] About twice a week 05 [ ] Everyday or almost everyday

117. STOP, WAIT FOR INSTRUCTIONS FOR SECTION I.

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I. EUPLOYMENT AND TRAINING

118. How many full- or part-time jobs for. ay have you had for one month or more? Include steady babysitting work that Pasted one month or more.

_____ Number of Jobs 00 |__| None --> GO TO Q.119

List current or most recent job in first column, second most recent in second column, etc. If you have had more than three jobs, ask for an additional sheet.

	Host Recent Job	2nd Most Recent	3rd Most Recent
A. What kind of work do/did you do?	| - | - |	|__|__|	| - | - |
B. What company or who do/did you work for?			
C. When did you start that job?	MONTH DAY YEAR	MONTH DAY YEAR	MONTH DAY YEAR
1. When did that job end?. o Check box if still at job.	MONTH DAY YEAR -4 |__| Still at Job	MONTH DAY YEAR -4 |__| Still at Job	MONTH DAY YEAR -4 |__| Still at Job
E. How many hours per WEEK do/did you work, on average?	_____ HOURS/WEEK	_____ HOURS/WEEK	_____ HOURS/WEEK
F. What is/was your rate of pay?	$|- |- |-| .|_|_|	$|_|_|_|.|_|_|	$|||_|● |._|_|
G. Is/Was that pay for an hour, week or month?	01 |__| Hour 02 |__| Week 03 |__| Month	01 |__| Hour 02 |__| Week 03 |__| Month	01 |__| Hour 02 |__| Week 03 |__| Month
H. Why did you stop working at the job? o If still there, check box for still working.	01 |__| Laid Off 02 |__| Quit 03 |__| Job Ended 04 |__| Returned to School 05 |__| Fired 06 |__| Maternity Leave -4 |__| Still at Job 99 |__| Other - Describe |__|__|	01 |__| Laid Off 02 |__| Quit 03 |__| Job Ended 04 |__| Returned to School 05 |__| Fired 06 |__| Maternity Leave -4 |__| Still at Job 99 |__| Other - Describe |__|__|	01 |__| Laid off 02 |__| Quit 03 |__| Job Ended 04 |__| Returned to School 05 |__| Fired 06 |__| Maternity Leave -4 |__| 'Still at Jol 99 |__| Other - Describe |__|__|

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119. How many job training Programs, either in a classroom or on-the-job, have you participated in? Include current programs.

_____ Number of Programs 00 |__| None --> Go TO Q.120

↓

List current or most recent job training program in first column, second most recent on second line, etc. If YOU have been in more than three job training programs, as& for an additional sheet.

	Most Recent Job	2nd Most Recent	3rd Most Recent
A. What is/was the name of the program?			
	|__|__|__|	|-|-|-|	|__|__|__|
B. What type of program is/was it?	01 |__| Classroom 02 |__| On-the-job 03 |__| Both	01 |__| Classroom 02 |__| On-the-job 03 |__| Both	01 |__| Classroom 02 |__| On-the-job 03 |__| Both
C. Is/Was it a government training pro ram, such as JTPA or W4N?	01 |__| Yes 00 |__| No -1 |__| Don't Know	01 |__| Yes 00 |__| No -1 |__| Don't Know	01 |__| Yes 00 |__| No -1 |__| Don't Know
0. What job are/were you being trained to do?			
	|__|__|	|__|__|	|__|__|
E. When did you start that program?	MONTH DAY YEAR	MONTH DAY YEAR	MONTH DAY YEAR
F. When did you stop that program? o Check box if still in program.	MONTH DAY YEAR -4 |__| Still Training	MONTH DAY YEAR -4 |__| Still Training	MONTH DAY YEAR -4 |__| Still Training
G. Did you complete that program? o If still there, check still in.	01 |__| Yes 00 |__| No -4 |__| Still In	01 |__| Yes 00 |__| No -4 |__| Still In	01 |__| Yes 00 |__| No -4 |__| Still In
H. Did you receive a certificate or degree?	01 |__| Yes 00 |__| No	01 |__| Yes 00 |__| No	01 |__| Yes 00 |__| No

120. STOP. WAIT FOR INSTRUCTIONS FOR SECTION J.

J. CONTACT INFORMATION

121. Record the full names, addresses, telephone numbers and relationships to you of the two people who are most likely to know how to get in touch with you three years from now.

- Record full names, including middle initials if you know them.
- Record nickname(s), if any.
- If you record a woman who is married, record her husband's name also.

PERSON 1

Full Name

Nickname

Street | Apt. #

city | State | Zip

( ) Telephone

Relationship to you

Husband's Name (if applicable)

PERSON 2

Full Name

Nickname

Street | Apt. #

city | State | Zip

( ) Telephone

Relationship to you

Husband's Name (if applicable)

GO TO NEXT PAGE ---------->>

122. Record the full names, addresses, telephone numbers, and relationships to you of at least three more people who usually know how to get in touch with you. Include your husband if you are married and didn't list him on the other page. Include at least one parent and one randparent, if possible, 3f not listed previously. Include at least one person who does not live with you. --

- Include people who are living at different addresses, if possible.
- Record full names, including middle initials if you know them.
- Record nickname(s), if any.
- If you record a woman who is married record her husband's name also.

PERSON 3

Full Name

Nfckname

Street | Apt. #

City | State | Zip

( ) Telephone

Relationship to you

Husband's Name (if applicable)

PERSON 4

Full Name

Nickname

Street | Apt. #

City | State | Zip

( ) telephone

Relationship to you

Husband's Name (If applicable)

PERSON5

Full Name

Nickname

Street | Apt. #

City | State | Zip

( ) Telephone

Relationship to you

Husband's Name (If applicable)

REVIEWED BY: _____

EXHIBIT 10

BASELINE INTAKE FORM

ADMINISTRATOR'S GUIDE

(Version 3)

TEENAGE PARENT DEMONSTRATION
GROUP INTAKE GUIDE

INTAKE FORM VERSION |3|

This Guide is designed to facilitate administration of the Teenage Parent Demonstration Intake Form. Both the Form and the Guide are divided into sections (see Table of Contents, next page). The Guide provides an introduction to each section, examples of question and coding formats, and an explication of each question. Since not all questions apply to all individuals and individuals do not work through the sections at the same speed, each section ends with a "stop" instruction so that respondents who are required to answer a larger proportion of the items or who are slower than others can catch up.

Given that the characteristics and size of the intake groups and the situations under which the interview is conducted can vary, group leaders are encouraged to use their own judgement in choosing the best method of administration. In groups which do not appear to require special treatment, it is suggested that the group leader introduce each section, and allow the group participants to proceed at their own pace until they reach the "stop" instruction at the end of the section. After everyone has reached the same place, the leader can introduce the next section, etc. The individual item explanations can be consulted for questions or problems, as needed. This method of administration allows the leader to concentrate on specific questions and/or participants who may be struggling or require attention.

Portions of some question explanations are enclosed in bold brackets ([]). Bracketed explanations pertain to uncommon situations, "don't know" responses and/or technical definitions, and should be used only as warranted by specific participant questions.

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GENERAL INTRODUCTORY COMMENTS (OPTIONAL):

This form is about you, your background and family, your children, if you have any, and your education and work history. It's not a test, there are no right or wrong answers, and there's no time limit so you don't have to rush.

The questions are on the left-hand side of the page, and the answers go to the right. Some of the questions ask you to write something on a line or in a box, some ask you to check a box that best answers the question, and sometimes you're asked to circle a number code. Occasionally, an instruction may tell you to skip over some questions that don't apply to you. I'll explain how some of the questions work while we're going through the form. If you have any trouble with the questions or the instructions, I'll help you.

The form is divided into sections. As we go through it, I'll talk a little about each section and then let you fill in the answers at your own pace. Please stop at the end of each section so that we can all start the next one together.

SECTION A: **PERSONAL DATA**

INTRODUCTION: **The first section of this form is a series of questions about where you live, where you were born, and your marriage history. Please write the answers in the boxes, and stop when you reach the "stop" instruction at question 20 so we can all start the next section together.**

FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):

a. Questions on left, answer spaces on right.

b. Questions requiring an answer to be written on a line, i.e., Qs. 1, 4, 8.

c. Questions requiring an answer box to be checked, i.e., Qs. 11, 14, 18.

d. Skip instructions, i.e., Qs. 9, 14.

Item Number

1. **Write your full name on the line in box 1: first name first, then middle name, then last name.**

2. **If you have a nickname or another name that you are known by, write it in box 2; if not, leave box 2 blank.**

10. If you were born in the United States, leave question 10 blank. If you were not born in the United States, record how long you've been in this country on the lines. The first line is for years, and the second is for months.

11. If you are a citizen of the United States, check the top box in question 11. If you are a registered alien with a green card, check the box for "registered alien". If you are a citizen of another country, or have some other type of immigration status, check the "other" box and write the name of the country or describe the situation on the line. [If you are a naturalized U.S. citizen or a citizen of the U.S. and another country, check the "United States" box.]

12. In question 12, check the box that indicates your main language. If your main language is something other than English or Spanish, check the box for "other" and write the name of the language you usually speak on the line. [If you speak more than one language, check the language, which you consider to be your main language.]

13. Indicate any other languages that you speak in question 13. f you don't speak any languages except your main language, check the box for "none". [Check languages that you feel you can make yourself understood and conduct daily activities with; don't check a language if you just know a few words.]

14. In 14, you should check the box that corresponds to your current marital status. If you have never been married and are not living with someone, check the box for "never married, not living together unmarried". If you are living with someone but not married, check "living together unmarried". If you are married,

SECTION B: HOUSEHOLD COMPOSITION AND FAMILY BACKGROUND

INTRODUCTION: The next section is about the people that you live with, the forms of public assistance that you or your household may receive, and the people that you lived with while you were growing up.

FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):

a. Questions 22A-D. Point out columns. There is a column for the answer to each question. In the appropriate columns, they should write the first names, ages, and relationships to them of each person in their households, and indicate their sexes. The number of people listed should equal the number recorded in 4.21.

b. Question 23. Point out the different types of income and support. They can check as many boxes as are applicable for each income or support category, but must check at least one box for each category.

c. Question 29. Point out distinctions between the types of children listed. They should circle-a number for each category, even if it's a zero.

d. Question 30. Point out that they should circle the ages they lived with or check the "never" box for each listed person. The ages that they lived with different people can over1 ap. When finished, all ages up to and including their present age should be circled, and age(s) should be circled or a "never" box checked for each person listed,

e. Questions 33-37. Point out two answer columns, one for mother, the other for father.

21. In box 21, write down the number of people you live with now, not including yourself. Be sure to count all people who live with you, including babies, small children, people who are not related to you, and people who are temporarily away, for example, at school, in jail, or in a hospital. [If someone comes and goes, count that person if he or she usually sleeps there.]

[a,b. Aid to Families with Dependent Children (AFDC) and General Assistance (GA). There are two basic forms of welfare. AFOC is the standard term for assistance provided to low-income families with dependent children in which one parent is either absent or incapacitated. States administer AFDC and set benefits and income eligibility levels. In Chicago, it is commonly known as AFDC and/or ADC and/or Public Aid and/or Assistance. In Camden, it is known as AFDC and/or Public Assistance. Newark recipients are familiar with the terms AFDC, County Welfare, and Public Assistance.

General Assistance-is the blanket term commonly used for welfare provided to low-income or incapacitated individuals. The specific name for general assistance also varies by state and/or locality. In Chicago it is called General Assistance and/or GA and/or Aid. Camden and Newark residents frequently know it as General Assistance and/or Municipal Welfare.

In addition. to regular welfare payments, special payments (allowances) are sometimes made to families faced with an emergency or to help cover the cost of fuel, child care, etc. These payments should be indicated here.

c. Supplemental Security Income (SSI): These are funds distributed by a federally administered program, designed to assist persons with low incomes who are either permanently and totally disabled, blind, or aged over 65. It is not the same as Social Security; some persons receive both. Federal SSI payments are made on gold Treasury checks. Some states operate their own SSI programs, usually as a supplement to the federal program; state payments may be included in the check

To be counted in this category, however, child support and alimony payments need not be court ordered or required as part of a legal separation or divorce. Nor does the person who receives the payment have to have been legally married to the person who makes the payment. If a couple were separated after living together unmarried, or if they had never lived together, and one partner provided money to help support the other partner or any children of their relationship, it should be indicated here.

f. Food Stamps: These are coupons which are provided directly to needy households to help in purchasing food at retail outlets. Monthly allotments of stamps are given directly to households without any cash transactions.

Some households receive food directly. This constitutes. an "in-kind" transaction and should-be indicated in category h: Federal Surplus Commodities.

g. WIC (The Special Supplemental Food Program for Woman, Infants and Children). WIC is a nutrition program for women, infants and children. This program provides nutrition education and counseling and nutritious foods to low income pregnant, postpartum and breastfeeding women, and to their children.

h. Federal Surplus Commodities: These are foods that are purchased and stored by the United States Department of Agriculture. Depending on their availability, the

24. (As we discussed in question 23), AFDC, or Aid to Families with Dependent Children, GA, or General Assistance, and SSI, or Supplemental Security Income, are all forms of what we call welfare or public assistance. Keeping that in mind, check the box in question 24 that best answers this question: When you were growing up, how often did your family or the people you were living with receive welfare - Never, occasionally, about half the time, or most or all of the time?

[We are interested in how often the people you lived with when you were growing up received welfare or public assistance while you were living with them--not before you came or after you left.]

25. Indicate if you are now or have ever worked on a full- or a part-time job for pay for one month or more by checking the appropriate box in question 25. Include babysitting or house-keeping, even for relatives or friends, if the work was reqular and you were paid for it. Include week-end jobs and jobs where you worked a few days or a few afternoons a week, as long as you worked regularly for a month or more.

26. In 26, indicate whether you are now or ever have been in a job training program, either in a classroom or on-the-job.

27. If you now live in one of the projects listed on the form or in any other public housing project, check the "yes" box in question 27. If you don't live in one of these places, check "no".

28. In 28, check the box which best describes how much of the time you lived in public housing projects when you were growing up: Never, occasionally, about half the time, or most or all of the time.

[Circle the age you lived with someone even if you only lived together for a very short period during that year. Use the "Mother" and "Father" categories for adoptive parents. Use the "Other Relative(s) or Guardian(s)" category for Godparent(s).]

31. In 31, check the box for "yes" if your mother was a teenager when she had her first child; check "no" if she was 20 years old or older. [Try to answer this question about your natural mother, even if you've never lived with her.]

32. In box 32, write in your mother's age at the time she had her first child. An estimate is OK.

33A&B, 34A&B. In question 33A, write your mother's age on her last birthday in column A, and your father's age on his last birthday in column B. An estimate is OK. If either is not living, check the box for "deceased". Then, in 34, write your mother's birth year in column A and your father's in column B. Again, try to estimate if you are not sure.

[Try to answer these, questions about your natural parents, even if you've never lived with one or both of them.]

35. In box 35, check the box or boxes for each type of school that each of your parents completed, that is, schools from which they received some type of degree or diploma or certificate. If either of them completed more than one type of school, check a box for each type. If one of them completed a trade or vocational program, describe the type of program on the lines provided. For example, if your mother got a high school diploma and then earned a certificate from a beauty school, you would

SECTION C: EDUCATION

INTRODUCTION: This section is about the schools you have attended and your plans for further education.

> FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):
>
> a. Questions 39A and 39B. Point out two columns, one for schools they are attending, the other for schools that they plan to attend in the future. They can check as many boxes as apply.
>
> b. Questions 40 and 41. Point out differences in questions (completed vs. plan to complete). They should circle only <u>one</u> number for each question.
>
> c. Questions 44A-C. Point out sequence indicated in columns: first, second, third, and <u>last</u> time left school. Question 44C is appropriate only for those who left school because of a pregnancy.

39A,39B. In questions 39A and 398, there are two lists of types of schools and training programs printed in the boxes. In column A, check each type of school or program that you are attending now, either full-time or part-time. If you are enrolled in more than one type of school, check each type you are enrolled in. If you're in a school or training program <u>not</u> listed here, check the "other" box and write the type of school on the lines below. If you're not currently in school or in one of the types of programs listed here, check the box for "none" at the top of the column. [Check‘the box for a school you are attending even if you are <u>not</u> working toward a degree or certificate.]

Then go to column B and check off each type of school or program that you plan to attend in the future. If you plan to enroll in a type of school that is not listed here, write the type of school on the lines below the "other" box. If you don't plan to go back to school, check "none".

If you have left regular school at any time, even if you went back later, write the number of times you left on the line in 43. Then, in 44A, write the month and year of the first time you left on the lines in the first column. If you left only once, just record that date in the first column, and ignore the other three columns. If you left more than once, write the month and year of the second time you left in the-second column, the third in the third column, and the fourth in the last column. If you left more than four times, record the dates of the first three and the last time you left.

Then, check the box which best describes the main reason you left school each time. If you think that none of the reasons printed here fit, check the "other" box and write the main reason on the lines at the bottom.

44c. Question 44C is only for people who left school because they were pregnant. If you checked "pregnancy" in 44B, answer 44C; if you checked any reason other than "pregnancy" in 448, leave 44C blank.

If you left school because of a pregnancy, check the box that best describes the main reason that you left. If you left more than once because of pregnancies, check a box in the appropriate column for each time you left. Remember to keep the columns in mind, first or only time, second time, third time, last time.

45. Stop instruction.

SECTION D: WORK LIMITATIONS

INTRODUCTION: This section is about physical problems and other problems and conditions that you may have that prevent you from doing certain kinds of work, or limit the amount of work that you can do.

> FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):
>
> Questions 46 and 47. Point out that Q.46 is concerned with physical and health problems and conditions, and that 4.47 is about other types of conditions. They may check as many boxes as apply.

46. Some people are limited in the kind or amount of work that they can do because of physical or emotional disabilities or problems. There is a lists of common health problems under question 46. Please check the box for <u>each</u> problem that you have that limits the kind or amount of work you can do. If you have something that's not on the list, check the "other" box and describe it on the lines at the bottom.

    If you don't have any of these conditions, or if you have one but it does not limit your ability to work, check the box at the bottom for "none", and leave the other two columns blank.

47. Sometimes, people are limited in their ability to find or keep a job, or even to get to work, because of situations or circumstances that have nothing to do with their health. There is a list of these types of situations in question 47. Please check the box for <u>each</u> problem or situation that might keep you from getting or keeping a job. If there's something that effects you that's not on the list, check one of the "other" boxes and describe the situation on the lines.

E. PREGNANCY AND CHILDBEARING

INTRODUCTION: This section is about your current and past pregnancies and children you have had.

> FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):
>
> Question 51. Point out that this question requires both a written age and a pregnancy outcome to be checked for each pregnancy. __

49. In 49, write down the total number of times that you have been pregnant. Include any pregnancies that ended in a miscarriage or an abortion and, if you are now pregnant, include your current pregnancy too.

50. In 50, check "yes" if you got pregnant while you were in regular school, that is, while you were in grade school or middle school or high school. If you've been pregnant more than once, answer this question about your <u>first</u> pregnancy.

51. In question 51, write how old you were each time you got pregnant under the A. Write your age when you first got pregnant on the line after "first", if you have been pregnant more than once, put your age the second time after "second", and so on.

Then, under "outcome" under the B, check a box for the outcome of each pregnancy. Check the box for live birth or abortion or miscarriage or child death or currently pregnant. If you have been pregnant more than three times, I'll give you an additional sheet.

When you are finished, the total number of children listed here should be the same as the number that you wrote in item 56.

58. Stop instruction.

SECTION F: TEENAGE PARENT PROGRAMS

INTRODUCTION: The next questions are about your participation in schools and programs for pregnant teens and teenage parents and programs that help the children of teen parents.

> FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):
>
> Questions 60-62. Point out that, if they are or have been in such a school or program, they should answer the questions for each school or program across the page.

59. If you are now or have ever attended or participated in any schools or programs for pregnant teens or teenage parents, check the "yes" box and continue to question 60. Some teenage parent programs in this area are (LIST WELL-KNOWN LOCAL PROGRAMS). If you've participated in one of these programs or some other teenage parent program, or have attended any special school for pregnant or'parenting teens, check "yes". If you have not been involved with any teenage parent programs or schools, check "no" and leave the rest of the page blank.

60. In 60, write the names of all teenage parent programs or special schools for pregnant or parenting teens that you've ever participated in or attended. If you've been in more than three of these types of programs, I'll give you an additional sheet.

61. Check the box in 61 if you are currently participating in the program or programs or schools that you have written down.

SECTION G: FAMILY PLANNING AND BIRTH CONTROL

INTRODUCTION: These questions are about types of birth control that you and your sex partners may have used in the past and may be using now.

> FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):
>
> a. Questions 64 and 65. Point out the difference between the questions: Q.64 is concerned with the birth control methods they've ever used, and 4.65 asks about the method or methods that they utilized the last time that they had sex.
>
> b. Questions 66 and 67. Point out the difference between the questions: 4.66 asks for their age when they first used birth control, and Q.67 asks their age when they first had sex,

64. In the box at question 64 there's a list of birth control methods that people use to prevent pregnancy. Please check the box next to each method that you or your partner has ever used when you were together. If you or anyone you've had sex with have ever used a birth control method that's not on this list, check the "other" box and write a description on the lines. If you've never used any birth control, check the box for "never used birth control" at the bottom, and go to question 67.

65. A similar list of birth control methods is printed at question 65. If you've ever used birth control, please check the method or methods you or your partner used the last time that you had sex. If you used several methods the last time, check off all methods used. Again, if you used a method that's not on the list, please describe the method in the lines after "other". If you didn't use birth control the last time you had sex, check the box at the bottom for 'didn't use birth control the last time".

SECTION ii: CHILD INFORMATION

INTRODUCTION: **This section is about your child, or, if you have more than one, your children, and your child's or children's father or fathers, Please answer the questions about any children that you have, including any who do not live with you.** If you **are pregnant and don't have any children,' there's a section about your unborn child's father.**

> **FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):**
>
> **Point out that questions 69-104 are applicable only if they have a child. If they have a child and are not pregnant, they stop at 4.104.** If **they are pregnant and don't have a child, they should check the box at Q.69, skip to 4.104, and answer only Qs. 104-116. If they are pregnant and have a child, they should answer the entire section.**

69. **At question 69, write your child's first name on the line in column A.** If you **have more than one child, write your youngest child's name in the booklet, and ask for additional sheets. We want to be sure that we include the names of all your children, including those who do not live with you.**

After you have recorded your child's name, answer the questions down the column. These columns go on for several pages.

If you don't have any children, check the box in question 69 and skip to 104, which asks if you are pregnant.

[If you have more than one child, write your youngest child's name in the booklet, and your second youngest child's name in the first column, that's column B, on the additional sheets. If you **have more than two children, write your third youngest child's name in column C on the additional sheets, etc.]**

78. In box 78, write his telephone number. If he doesn't have a telephone, put in a number where he can get a message. If he doesn't have a phone where he lives or where he can get a message, check the box for "no telephone". [If he has a telephone but you don't know the number, write "don't know".]

79. Does he come from a Spanish-speaking or Hispanic background? Indicate the answer by checking the appropriate box in question 79.

80. In 80, check the box that best describes his racial group. [If he is of mixed or unknown races, check the box that you feel best describes his race.]

81. In 81, circle the number that corresponds to the highest grade of school that your child's father has completed. If he has a GED, circle "GED." If you are not sure, an estimate is OK. [If you really don't know the grade, write "don't know".]

82. Back at question 23 we talked about types of public income and support that you and the people you are living with may receive. In 82, I'd like you to indicate whether or not your child's father receives or does not receive <u>each</u> type of income and support listed. In 82, indicate each type of income or support that you know he <u>currently</u> gets by checking the box or boxes under "receives". If you know he <u>doesn't</u> receive a type of income or support listed, check the box under "does not receive". If you're not sure whether he gets some type of income or support, check the box under "don't know". Be sure to check one box for <u>each</u> category.

83. In box 83, you should indicate whether your child's father is currently working, looking for work, going to school or in training, not doing anything, or doing something else. Check the

90. You should answer 90 even if your child lives with his or her father. In 90, check the box which best describes how often the father babysits for the child: Never, once a month or less, two or three times a month, about once a week, about twice a week, or everyday or almost everyday.

91. In box 91, indicate whether your child's father provides now or ever provided money for support of your child. If he does now, check the first box for "yes, now". If he used to provide money but doesn't any more, check "before, not now". If he has never provided any money for support of the child, not even once, check "no, never" and leave boxes 92-97 blank.

92. If he has ever provided money for the support of the child, write down the date when he began providing financial support in question 92. If he started supporting the child right around the time that the child was born, check the box.

93. If he used to financially support the child but no longer does, put the date he stopped giving money in 93. If he continues to give financial support, check the box.

94. If your child's father has supported the child, check the box in 94 that best describes the frequency with which he provides or provided financial support, that is, occasionally or once in a while, or regularly or on a schedule. Then follow the arrow to the next appropriate box.

95. Question 95 is divided into two sections, one for occasional support, and the other for regular support. If your child's father has provided support occasionally or once in a while, check the box that best describes how often he has provided support under "occasionally", that is: Once, 2 to 5 times, 6 to 10 times, more than 10 times, or less than once a month. If he

101. If he stopped the support at some time, put down the date when he last gave something for the child in 101. If he is still providing some non-financial support, check the box.

102. In 102, check the box which best describes the frequency with which he provides or provided this type of support for the child, that is: occasionally or once in a while, or regularly or on a schedule. Then follow the arrow to the next appropriate box.

103. Question 103 is divided into two sections, one for occasional support, and the other for regular support. If he has provided it occasionally or once in a while, is or was it given: Once, 2 to 5 times, 6 to 10 times, more than 10 times, or less than once a month? If he provided it regularly or on a schedule, is it or was it given: Less than once a month, about once a month, 2 or 3 times a month, about once a week, about twice a week, or everyday or almost everyday?

104. If you are pregnant, check "yes" in 104 and continue to 105. If you're not pregnant, check "no" and leave the rest of this section blank.

105. In box 105, write the age of your unborn child's father. If you don't know his age, make an estimate. If you can't estimate an age, check the box for "don't know father's age" and continue to question 106. If you don't know who the father is, check the box for "don't know father" and leave the rest of this section blank.

106. In box 106, you should write your unborn child's father's full name--first, middle, and last name.

107. Then, in box 107, record his full address. [If you don't know the address, write "don't know".]

108. In box 108, write his telephone number. If he doesn't have a telephone, put in a number where he can get a message. If he doesn't have a phone where he lives or where he can get a

114. If he is now working, describe the type of work he does on the lines in box 114. Put down his job title and the kind of work he does, that is, his main activities on the job. [If you don't know what he does, check the box.]

115. Check the box in 115 which indicates how often you spend time with the father of your child: Never, once a month or less, two or three times a month, about once a week, about twice a week, or everyday or almost everyday. If you live with him, check the box for "live with him" and leave question 116 blank.

116. Check the box in 116 which best describes how often you have contact with him by telephone or by mail: Never, once a month or less, two or three times a month, about once a week, about twice a week, or everyday or almost everyday.

117. Stop instruction.

SECTION I: EMPLOYMENT AND TRAINING

INTRODUCTION: This section is in two parts. The first part is about jobs that you may have now or have had in the past, including babysitting and housekeeping jobs. We are interested here in jobs that lasted one month or more, and where you worked regularly. We are interested in both full-time and part-time jobs. The second part is about training programs that you may now be participating in or have ever participated in.

> FORMAT CONVENTIONS TO SHOW GROUP (OPTIONAL):
>
> a. Questions 118A-H. If they now have or ever had a job lasting one month or longer, they should answer the questions about each job down the columns.
>
> b. Questions 119A-H. If they now are or ever have been in a job training program, they should answer the questions about each job training program down the columns.

118. First, if you are now working for pay or have ever worked for pay for one month or more, write the number of jobs that you've had on the line in question 118. If you are not now working for pay and have never worked for one month or more, not even at a babysitting or housekeeping job, check the box for "none" and leave the rest of this page blank. If you have worked and have had more than three jobs, I'll give you an additional sheet.

If you have worked, answer the questions for each job you've had, moving down the columns. First, describe the type of jobs you've had in the lines in the first row, row A. Start with your current or most recent job in the first column, and work back. Put down the job title and the kind of work you do or did, that is, the job's activities or duties. Write something that will tell someone who doesn't know the job what it's like. [The best way to do this is to put down what you do and your job title.

down the average number of hours that you work. On't work some weeks, try to figure out the average number of hours over the period you've worked, including the weeks when you were not working.]

In row F, record your pay per hour or week or month before taxes and other deductions are taken out, and then check the box in row G that indicates the period for which you got that pay--hour or week or month. [If you are not still working on a job, put down the pay when you left. If you are still working on the job, put down your pay rate now.]

In row H, check the box that best describes why the job ended, that is, were you laid off, did you quit, did the job end because it was temporary, did you return to school, were you fired, or did your employer give you maternity leave. If you're still working on the job, check "still at job".

119. If you are or ever have been in job training, either in a classroom or on-the-job, write the number of training programs you've participated in on the line in question 119. If you've never been in a job training program, check the box for "none" and leave the rest of this page blank.

If you have been in job training, write the names of the schools or employers or programs where you received job training on the lines in the first row, row A. Start with your current or most recent job training in the first column, and work back. If you've been in more than three training programs, I'll give you an additional sheet. After you've written down the names of the schools or employers or programs, go to row B and check the box to indicate whether the program was classroom or on-the-job training. If it was both classroom and on-the-job training, check the box for "both".

SECTION J: CONTACT INFORMATION

Mathematica Policy Research in Princeton, New Jersey, is evaluating teenage parent programs for the federal government. They would like to contact you in about two to three years for an interview about your experiences between now and then, and would need to be able to find you at that time. Any information that you give them at that time will be held in the strictest confidence and will be used only for the purposes of their study. Your name will never be used in the study, and your answers to their questions will not affect your eligibility for any public program.

In the box at question 121, please write down the full names, addresses, telephone numbers and relationships to you of the two people who are most likely to know how to find you in two to three years. Please record full names, including middle initials. If someone has a nickname, please write it on the line for "nickname".

Then, at question 122 on the next page, record the names, addresses, telephone numbers and relationships to you of three more people who usually know how to find you. If you are married, please include your husband, if you haven't already done so. 'Also, include at least one parent and one grandparent, if possible, and at least one person who does not live with you. If you list a woman who is married, please write in her husband's name, too. Try to include people who live at different addresses.

Thank you very much for taking the time to come here and fill out these papers.

EXHIBIT 11

BASELINE INTAKE FORM:

QUALITY CONTROL
REVIEW INSTRUCTIONS

(Version 3)

TEENAGE PARENT DEMONSTRATION
BASELINE INTAKE FORM
VERSION 3

QUALITY CONTROL REVIEW INSTRUCTIONS

It would be difficult to overstate the importance of Baseline Intake Form quality control in the Teenage Parent Demonstration. Since the Baseline Intake forms are filled out by referrals, many of whom either are undereducated or have poor reading or English language skills or short attention spans, there is high probability of response errors in the forms. Indeed, a review of early completed Intake Forms has uncovered an average of 18 missing and inconsistent answers and skip logic errors per form. Corrections and clarifications made during the quality control process help ensure that information entered into the program data bases, information that is crucial for determining clients' needs, serving clients, and evaluating the program, is accurate and complete. Quality. control is, in fact, the last defense against inaccurate and misleading program data.

A. Quality Control Methods

Baseline Intake Form quality control is a two-step process, consisting of:

- Step 1 - Reviewing the entire form for incomplete responses, inappropriate responses, missing information, skip logic errors, and internal inconsistencies.

0 Step 2 - Resolving the errors and problems discovered during step 1 by consulting with the respondent and deleting and/or correcting inappropriate responses, adding information that was missed, and clarifying inconsistent or unclear information.

In most cases, errors in the Baseline Intake forms are best resolved by consultation with the person who filled out the form. For this reason, the quality control review should always be conducted during the intake session, preferably during the administration of the TABE.

While reading each form, the reviewer should:

- o Comoile a list of the ouestion exhibiting problems or errors. This list can be written either on the back of the form or on a separate sneet.
- o Write his/her initials in the right-hand corner of the "Stop" box at the end of eacn section (questions 20, 38, 45, 48, 58, 63, 68, 117, and 120) after it has been reviewed. After reviewing Section J (Contact Information), the lower right-hand corner of page 39 should be initialed. This procedure confirms that the entire form was, in fact, subjected to a quality control reading.
- o Sign the back of any form without errors, inconsistencies, etc. This serves to certify that the form does not require further attention. Forms with errors should be signed after the problems have been resolved (see below).

Upon completion of the TABE, individual respondents can be approached regarding the errors, inconsistencies, missing information, etc., in their forms. In this way, all problems can be resolved before the respondents leave the program office. This method is preferable to a subsequent respondent recontact because: 1) control group members will not return to the program office, and may not be amenable to a telephone recontact, and 2) since memory deteriorates and living situations change over time, erroneous data is best corrected as soon as possible after it is collected.

After all errors, inconsistencies, etc., have been resolved, the reviewer should indicate that the form requires no further attention by signing the back cover.

8. General Quality Control Issues

There are five generic areas of quality control:

1. Missing Information is information that should be present in tne form, but is not. This situation most common iy occur when: 1) a question or series of questions (pernaps a whole page) is inadvertently overlooked: 2) a skip logic instruction is misread or misunderstood, and questions that should be answered are passed over; 3) a respondent does not know how to answer a question, and so leaves it blank. As a general rule, respondents should be asked to supply all missing data. However, in some cases, missing information can be inferred from other entries in the form.

2. Superfluous Information is usually the result of an ignored skip instruction. If, for example, at Q.14, a respondent checks "Never Married" and-misses the "Go to 0.17" instruction, the information recorded in Qs.15 and 16 is, most likely, superfluous. In general, superfluous data can be crossed out. However, sometimes seemingly superfluous information indicates that the initial question was miscoded (in the example above, 4.14); in such cases the respondent should be asked to clarify the discrepancy.

3. Inappropriate Information can appear when a respondent misunderstands a question. These types of responses appear as non sequiturs, or as entries that seem to be more appropriate as answers to other questions. For example, listing "AFDC" as a teenage parent Program in 9.60 is an inappropriate response. Inmost cases, these types of responses can be crossed out. However, in some cases they may be legitimate answers to other questions in the form, and should be transferred.

Backcodeable Information is one form of an inappropriate response. This type of entry is quite common, and generally takes the form of an "other-specify" entry that is adequately described by a preprinted (precoded) category. For example, if in Q.39B a respondent writes that she plans to attend a "cosmetology school", the response should be scratched and "backcoded" to the precoded category 06 (Vocational/Technical/Trade School).

4. Inadeauate Occupation Descriptions are job descriptions that do not describe a job's activities and duties sufficiently enough for accurate coding. Qs.37A, 378, 84, 114, 118A and 119D request job descriptions. Not infrequently, respondents enter a comoany description or name rather than a job description (for example, "steel company" or "General-Motors"), or a job description that is inadequate for coding (for example, "set-up person", "sales", "construction"). In such cases. tne respondent should be asked to elaborate upon the job description.

5. Inconsistencies occur when one answer or series of answers contradicts another. or when one answer considered with another does not make sense. Most quality control problems result from inconsistencies within the data provided. Each Baseline Intake Form presents a story of sorts, which makes sense only if viewed in it is enrirety. Each must be logical, without one part contradicting anorher. Respondents should be asked to resolve all inconsistencies that cannot be corrected, with confidence, by inference.

C. Specific Quality Control Items

A list of frequent Baseline Intake Form problems and errors, and the methods for their resolutions, follows. This list does not include every potential error; reviewers should expect to encounter additional, and even unique, problems. The most common problems are in bold type.

Item(s)	Page Number	Description	Problem	Comment/Resolution
10	2	Time lived in United States	Inappropriately answered (Q.9 = "United States').	Strike out answer.
15,16	3	Oate last marital status event, mumber of times married	Inappropriately answered (Q.14 = "Never Married").	Strike out answer(s).
22A-D	5	Household composition	1) Ooes not include respondent's child.	a) If respondent has child, name and age are recorded in Qs. 69 and 70. After checking Qs. 56 and 57 to aetermine whether the child does not live with the resoonaent, add child's first name and child's age, relationship to respondent (son or or daughter), and sex to list, if appropriate. b) Adjust answer to 4.21, if necessary:
			2) Includes respondent.	a) Strike out respondent's name. b) Adjust sequential numbers, if necessary. c) Adjust answer to Q.21, if necessary.

Item(s)	Page Number	Description	Problem	Comment/Resolution
22A-D (cont.)	5		3) Number in household does not equal answer to Q.21.	a) Adjust answer 4.21, if obvious. b) Consult respondent.
23	6	Household income and support	1) At least one box not checked for each of the eleven categories listed.	Consult respondent. "No one" may be indicated for all unchecked categories.
			2) Combination of responses is ipso facto questionable, or question-able in relation to household composition (Qs.22A-D).	Consult resoondent.
25	7	Ever worked for pay?	See entry for Q.118, below.	
26	7	Ever been in job training?	See entry for Q.119, below.	
29	7	Number of other children lived with while growing up.	One number not circled in each of the five listed categories.	Consult respondent and circle numbers (answer maybe obvious; may be zeros).
30	8	Ages lived with indicated relations.	1) All ages, up to and including present age, not indicated.	Consult respondent (answer may be obvious; may be "never").

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Item(s)	Page Number	Description	Problem	Comment/Resolution
(30 cont.)	8		2) Age(s) and/or check in 'Never' box not present in each of the seven categorfss listed.	Consult respondent. May be possible to check plausible "Never" boxes.
33A-378	9	Parent's ages, birthyears, education, occupations	1) Single fields or entire columns blank.	Consult respondent. May be "Don't Know".
			2) Q.36 (Working?) = yes: 4.37 (Kind of Work) = blank.	Consult resoondent to aetermine whether Q.36 is miscoded or 4.37 reauires an entry. May be "Don't Know".
			3) Inadequate job description(s)	Consult respondent for elaboration.
39A	10	School(s) attending	Missing	Consult responaent. "None" may be indicatea.
39B	10	School(s) plan to attend	Missing	Consult responaent. "None" may be indicated.
40	11	Highest grade completed	More than *one* grade circled.	Strike out all but highest grade.
41	11	Highest grade plan to complete	More than one grade circled.	Strike out all but highest grade.
42	11	Degree(s), diploma(s) earned,	Missing	Consult respondent. "None" may be indicated.
43	12	Times left school	Missing ("Never" not checked and entire page blank).	Dictates coding of Qs. 44A-C. "Never" may be indicated.

Item(s)	Page Number	Description	Problem	Comment/Resolution
44c	13	Reason left school for pregnancy	Answer coded in wrong.column.	Move answer(s) to appropriate column(s).
46	14	Physical problems/ conditions	Missing (neither "None" nor any problem checked).	Consult respondent. "None" may be indicated.
47	15	Other conditions	Missing (neither "None" nor any condition checked).	Consult respondent. "None" may be indicated.
51	16	Pregnancy age(s) and outcome(s)	Age(s) or outcome(s) missing	in many cases, resolvable throuqn answers to Qs. 8, 52, 53, 56, and/or 70.
52	17	Oate last birth/ pregnancy termination	Missing	In many cases, resolvaoie through answer to 4.70 and/or erroneous entry in 4.53.
53	17	Due date	Missing	In many cases, resolvable througn erroneous entry in 4.52.
57	17	Where children live	Incomprehensible entry (names, eight children, etc.).	Usually, respondent has misunderstood question. Strike out answer(s) and, if appropriate. adjust answer to 4.56.
59	19	Teen parent programs/schools attend(ing/ed)	. 1) Missing (entire page blank).	Consult respondent. Check "No", if appropriate.
			2) Entry is inappropriate to question (i.e., Project Advance, Teen Progress, AFDC).	Strike out inappropriate response(s). Check. "No", if appropriate.

Item(s)	Page Number	Description	Problem	Comment/Resolution
62	19	Teen parent program services received	Missing	Consult respondent. "None" may be indicated.
64,65	20.21	Birth control methods	Inconsistencies (methods checked in 4.65 are not indicated in Q.64).	Consult respondent. Replicate Q.65 entries in Q.64.
66	21	Age first used birth control	Missing	Consult respondent.
67	21	Age first had sex	Missing	Consult respondent.
81 (and 111)	24 (32)	Child's father's education	Missing	Consult respondent. May be "Don't Know".
82 (and 112)	24 (32)	Child's father's income sources	1) Missing	Consult respondent. "Don't Know" in all sources may be appropriate.
			2) Inconsistencies ("does nor receive" and/or "don't know" and/or "receives" checked in same category).	Consult respondent.
83 (and 113)	25 (32)	Child's father's current activities	Missing	Consult respondent. "Don't know" may be appropriate.
84 (and 114)	25 (33)	Child's father's occupation	1) Inadequate description.	Consult respondent for elaboration.
			2) Missing	Consult respondent. May be "Don't Know".
93	27	If/When child's father discontinued financial support	Missing	Consult respondent.

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Item(s)	Page Number	Description	Problem	Comment/Resolution
95	28	How often support (was) provided	More than one box checked.	Consult respondent.
96	28	How much support (was) provided	1) Missing	Consult respondent.
			2) More than one amount recorded.	Adjust to correspond to category indicated Q.95, if appropriate. Consult respondent.
98	29	Other type(s) of support	Missing	Determines coding of Qs. 99-103. "None" may be indicated.
99-103	29,30	Timing and frequency of other type(s) of support	Missing	Consult respondent. Q.98 may have been miscoded. See comments for Qs. 93 and 95, above.
105-116	31-33	Questions appropriate only for pregnant respondents	Inappropriately answered by non-pregnant respondent.	Strike out answers.
118	35	Ever worked	1) Missing ("None" not checked and entire page blank)	Determines coding of Qs. 118A-H. "None". may be indicated.
			2) Inconsistent with 4.25.	Consult respondent.
118A	35	Job description	Inadequate	Consult respondent for elaboration.
118 C&D	35	Job start and/or end dates	All or partially' missing.	Consult respondent. Probe for est imate(s), if necessary.
118E	35	Hours work(ed) per week	"Varies" recorded.	Consult respondent for average number of hours worked per week.

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Item(s)	Page Number	Oesctibtion	Problem	Comment/Resolution
118F	35	Pay	1) Missing	Consult respondent.
			2) "Varies" recorded.	Consult respondent for average amount per pay period.
118G	35	Pay period	Missing	Often can be inferred from Qs.118E and F.
119	37	Ever participated in job training	1) Missing ("None" not checked and entire page blank).	Determines coding of Qs. 119A-H. "None" may be' indicated.
			2) Inconsistent with Q.26.	
119E&F	37	Training start and/or end dates	All or partially missing.	Consult respondent. May be "Don't Know(s)"
121,122	38,39	Contact information	1) Little information recorded.	Probe for additional contacts.
			2) Recorded infonation is not complete (i.e.,full names, phone numbers, nick-names, etc., missing).	Probe for complete information.

Items that Need to be Checked for Consistent Responses

Items	Description	Comments
21 and 22	Household Composition	The number of people reported in Item 21 should equal the number of listed in Item 22.
22, 4, 77, and 121	Household Composition	Occasionally, persons who are not listed as one of those living with the respondent are listed in Section J (Contact Information) with the same address as the respondent. The reviewer should check with the respondent to determine whether that (or other) person(s) should be added to the household composition list.
22 and 30	Household Composition	If the respondent lives with someone else besides his/her child, make sure that Item 30 reflects the current living arrangement.
23e, 91, and 93	Income from Child Support	Make sure that the response to the respondent's receipt of child support income is consistent with the responses given for Items 91 and 93. For example, if a respondent indicated that he/she is not receiving child support, then one would expect that the response to Item 91 would either be 'Before, not now" or "No, never". Thus, a "Yes, now" answer to Item 91 or checking the *Still providing money" alternative in Item 93 would seem to be inconsistent with'not receiving child support and should be checked with the respondent.
23g, 60, and 61	Support from WIC	The respondent's answer to Item 23g should be consistent with those given for Items 60 and 61. Thus, if the response to Item 23g indicates no support from WIC, then WIC should either not be listed as one of the Teenage Parent Program she participated in or, if it is, then she should not be currently receiving support from the program.
23i and 27	Subsidize Housing	Those who indicate that they do not receive housing support should have given a negative response to Item 27.

23j, 36, and 118	Income and Employment	It is likely to be the case that a person who is reports to be receiving income from a job would also be employed and vice versa. Thus, the responses to Items 23j (Yourself) and 118 should be checked for consistency. Similarly, if the respondent lives with his/her parents, then responses given to Items 23j (Others) and 36 need to be examined for consistency.
25 and 118	Paid Employment	The responses to Items 25 and 118 should also be examined for consistency. If the respondent, in Item 25, reported to have ever worked, then at least one of the columns in Item 118 should be completed. Likewise, if the respondent indicated that he/she never worked, then the response to Item 118 probably should be "None".
26 and 119	Job Training	Respondents who entered a "No" response to Question 26 should have selected the response "None" to Question 119. On the other hand, if the respondent participated in a training program, then the number of training programs should be reported in Item 119 and the appropriate number of columns completed.
30 and 8	Persons lived with	Make sure that the response to Item 30 is consistent with the respondent's current age.
39A, 39B, 40, 41, and 42	Education	Compare the responses for Items 39A, 40, and 42 and make sure they make sense. For example, if a respondent is attending attending "Middle School" (Item 39A), has completed the 10th grade (Item 40), and has a high school diploma (Item 42); it is obvious that none of these responses are consistent with each other. Responses to Items 39A and 40 can never be at a higher grade level than those reported in Questions 39B and 41. In other words, the highest grade or schools the respondent plans to attend cannot be lower than that highest grade or schools completed.

43 and 44	Education	If the number of times the respondent dropped out from school is less than or equal to 4, then the number of columns completed in Item 44 should equal the reported number. If the respondent dropped out more than 4 times than all the columns should be completed.
49, 51, 56, and 22	Pregnancies and live births	The number of pregnancies reported in response to Item 49 should equal the number listed in Item 51. In addition, the number of live births reported in Item 51 should equal the sum of-the children reported in Items 22 and 56.
52, 53, 70, and 104	Pregnancy and age of the youngest child	If the last pregnancy ended in a live birth, then the date that the last pregnancy ended should be the same as the birthdate of the respondent's only or youngest child (Item 70). The responses to Items 52, 53, and 104 should be consistent with each other.
56 and 57	Children living away from respondent	The number of children reported in Item 56 should equal the number of children listed in Item 57.
82h, 83, 112h, and 113	Other parent's income and employment status	A person who receives income from a job is probably employed. Therefore, should the respondent report that the other parent receives income from a job but is not currently employed or, conversely, does not receive income from a job but is currently employed, have the respondent reconcile the apparent inconsistency.
92, 93, 100, and 101	Child support	The dates provided in response to Questions 92 and 100 cannot be more recent than the date(s) given in response to Questions 93 and 101, respectively. In other words, it is impossible for the other parent to stop providing support before he/she ever started.
118A	Employment	Confirm that 118A describes the type of work, and not the type of company or company name.
118C, 118D 119C, and 119D	Employment and Training	Again, start dates cannot be more recent than end dates.

118F and 1186	Employment	The rate of pay should logically correspond to the pay period. For example, $35.00 per hour may be a misplaced decimal, or $4.00 per week may indicate tht she received $4.00 per hour but was paid once a week.

EXHIBIT 12

ASSESSMENT INTERVIEW FORM

TEENAGE PARENT DEMONSTRATION ASSESSMENT FORM

|03|

CLIENT NAME: _____ (1) a/

ADDRESS: _____

_____ (4)

TELEPHONE: - _____ (6,7)

SOCIAL SECURITY #: |_|_|_|-|_|_|-|_|_|_|_|

D.O.B. |_|_| |_|_| |_|_| (8)

CASE I: _____

PROJECT ADVANCE/TEEN PROGRESS ID#: _____

CAMS/DYFS #: _____

MPRID #: _____

INTAKE DATE: |_|_| |-|||-|-| (MO DY YR)

ASSESSMENT DATE: |_|_| |_|_| |_|_| (MO DY YR)

CASE MANAGER: _____

A. EMPLOYABILITY/ASPIRATIONS

1. EDUCATION

a. Currently Attending (39A):		b. Current School/Program Names:
01	Middle School ---------->	01 _____
02	High School ---------->	02 _____
03	ABE ---------->	03 _____
04	GED ---------->	04 _____
05	ESL ---------->	05 _____
06	Vocational/Technical/ Trade School ---------->	06 _____
07	Nursing ---------->	07 _____
08	Business ---------->	08 _____
09	Secretarial ---------->	09 _____
10	College (2 year)---------->	10 _____
11	College (4 year) ---------->	11 _____
99	Other Type(s) ---------->	99 _____

00 |__| None

GO TO e.

---

b/Numbers in parenthesis refer to Intake Form item numbers. These items can be filled out in advance.

School Dropout (39A,40,42,43,44):

01 |__| Yes ---------->

00 |__|No

d. Last School Attended:

_____

e. Current or Last Special Education:

01 |__| Yes ---------->

00 |__| 'None

-1 |__| Unknown

f. Type Special Education:

_____

_____ |__|__|__|

g. Most-Liked Courses (from current or most recent education):

00 |__| None

01 |__| English

02 |__| Math

03 |__| History

04 |__| Social Studies (Specify)

_____ |__|__| |__|__|

05 |__| Science (Specify)

_____ |__|__| |__|__|

06 |__| Shop

07 |__| Home Economics

08 |__| Secretarial

09 |__| Business

10 |__| Physical Education/Gym

11 |__| Music

12 |__| Art

13 |__| Other (Specify)

_____

_____ |__|__| |__|__|

h. Least-Liked Courses (from current or most recent education):

.00 |__| None

01 |__| English

02 |__| Math

03 |__| History

04 |__| Social Studies (Specify)

_____ |__|__| |__|__|

05 |__| Science (Specify)

_____ |__|__| |__|__|

06 |__| Shop

07 |__| Home Economics

08 |__| Secretarial

09 |__| Business

10 |__| Physical Education/Gym

11 |__| Music

12 |__| Art

13 |__| Other (Specify)

_____ |__|__| |__|__|

_____ |__|__| |__|__|

[illegible] Most recent grades (check one box):

01 |__| Mostly As

02 |__| Mostly As and Bs

03 |__| Mostly Bs

04 |__| Mostly 8s and Cs

05 |__| Mostly Cs

06 |__| Mostly Cs and Ds

07 |__| Mostly Ds

08 |__| Mostly Ds and Fs

09 |__| Mostly Fs

-4 |__| Ungraded School

2. BASIC COMPETENCIES

a. Language:

1) English Ability. . . . . 01 |__| Fluent. .02 |__| Limited. .00 |__| No

2) Other Spoken Languages (13)

a) _____ . . 01 |__| Fluent. .02 |__| Limited

b) _____ . . 01 |__| Fluent. .02 |__| Limited

b. TABE Scores:

		RAW SCORE	SCALE SCORE	GRADE EQUIVALENT
1) READING:	a) VOCABULARY	_____	_____	_____
	b) COMPREHENSION	_____		
2) MATH:	a) COMPUTATION	_____	_____	_____.____
	b) APPLICATIONS	_____		
3) LANGUAGE:	a) MECHANICS	_____	_____	_____.____
	b) EXPRESSION	_____		
4) TOTAL BATTERY		_____	_____	_____.____

-4 |__| TABE Not Administered (Explain): _____

3. JOB SEARCH SKILLS AND EXPERIENCE

a. **Job Search Knowledge Assessment Score:** 1 2 3 4 5 6

-4 |__| 'Job Search **Assessment Not Administered (Explain):** _____

b. **Prior Job Search Training,** Job Search **Workshop,** Job **Club (list most recent training first):** -4 |__| **None**

	1) Name	2) Address	3a) From		3b) To	
1)			MO	YR	MO	YR
2)			MO	YR	MO	YR
3)			MO	YR	MO	YR
4)			MO	YR	MO	YR

c. Job Search **History (list recent period of search first):** -4 |__| **None**

	1a) From		1b) To		2) Methods
1)	MO	YR	MO	YR	
2)	MO	YR	MO	YR	
3)	MO	YR	MO	YR	
4)	MO	YR	MO	YR	

4. WORK REFERENCES

a. Currently/Previously Employed (25,118):

01 |__| Yes 00 |__| No --> GO TO 5.

b. Job-Related References (list references for the most recent job first): -4 |__| None

	1) Name	2) Position/Title	3) Address	4) Telephone
1)				
2)				
3)				
4)				

5. SKILLS AND/OR HOBBIES. 00 |__| None

6. OCCUPATIONAL INTERESTS AND ASPIRATIONS

a. Job Preferences:

First _____ - -

Second _____ - -

Third _____ - -

Fourth _____ - -

b. Occupational Interests (from Interest Check List - U.S. Department of Labor, ETA, 1979):

1) Z-digit Occ. Code		2) Number of Items "Liked"	3) Activity Items Checked Twice 4-digit occ. code
01	Artistic-Creative	_____ of 24	_____
02	Scientific	_____ of 12	_____
03	Plants and Animals	_____ of 12	_____
04	Protective	_____ of 6	_____
05	Mechanical	_____ of 42	_____
06	Industrial	_____ of 18	_____
07	Business Detail	_____ of 21	_____
08	Selling	_____ of 9	_____
09	Accommodating	_____ of 15	_____
10	Humanitarian	_____ of 9	_____
11	Leading-Influencing	_____ of 36	_____
12	Athletic-Performing	_____ of 6	_____

-4 [ ] Occupational Interests Inventory Not Administered (Explain): _____

B. SOCIAL SERVICES NEEDS ASSESSMENT

1. CHILD CARE

a. Living with Own Child(ren)? (22C)

01 |__| Yes

00 |__| No --> GO TO f.

b. Child Have Problems/Special Needs?

01 |__| Yes ----------->

Describe _____

_____

_____

__.__ __.__

00 |__| No

c. Number of Months Needs Expected to Continue:

|__|__| Months

-4 |__| Permanent

-1 |__| Unknown

d. Who usually takes care of child on weekdays?

01 |__| Client

02 |__| Child's Father

03 |__| Child's Grandparent(s)

04 |__| Client's Sibling(s)

05 |__| Other Relative(s)

06 |__| Non-Relative(s)

07 |__| Day Care Center

08 |__| Other (Specify)

_____

__.__.__

_____

__.__.__

e. Who usually takes care of child when client goes to grocery, doctor, errand, etc.?

01 |__| Client takes Child

02 |__| Child's Father

03 |__| Child's Grandparent(s)

04 |__| Client's Sibling(s)

05 |__| Other Relative(s)

06 |__| Non-Relative(s)

07 |__| Day Care Center

08 |__| Other (Specify)

_____ |__|__|__|

_____ |__|__|__|

f. Child care available for client to go to school or work:

00 |__| None

02 |__| Child's Father

03 |__| Child's Grandparent(s)

04 |__| Client's Sibling(s)

05 |__| Other Relative(s)

06 |__| Non-Relative(s)

07 |__| Day Care Center

08 |__| Other (Specify)

_____ |__|__|__|

_____ |__|__|__|

g. Child Care Preferences:

01 |__| Client

02 |__| Child's Father

03 |__| Child's Grandparent(s)

04 |__| Client's Sibling(s)

05 |__| Other Relative(s)

06 |__| Non-Relative(s)

07 |__| Day Care Center

08 |__| Other (Specify)

_____ |__|__|__|

_____ |__|__|__|

h. Would client need financial assistance for child care in order to go to school or to work?

01 |__| Yes 00 |__| No

i. Would client need other type(s) of assistance for child care in order to go to school or to work?

01 |__| Yes (Describe) 00 |__| No

_____

_____

_____

_____

j. Day(s) Child Care Would Be Required for Job/Training/ Education:

k. Times of Day:

			From:		To:
00	|__|	None --> GO TO 2.			
01	|__|	Monday ---------->	____:____	-	____:____
02	|__|	Tuesday ---------->	____:____	-	____:____
03	|__|	Wednesday ---------->	____:____	-	____:____
04	|__|	Thursday ---------->	____:____	-	____:____
05	|__|	Friday ---------->	____:____	-	____:____
06	|__|	Saturday ---------->	____:____	-	____:____
07	|__|	Sunday ---------->	____:____	-	____:____

2. TRANSPORTATION

a. Use and Availability:

1) New Jersey only: Currently Use:

2) New Jersey only: Available:

01	|__|	Bus/Streetcar	01	|__|
02	|__|	Subway/El Train	02	|__|
03	|__|	Car/Carpool	03	|__|
04	|__|	Other (Specify)	04	|__|

_____

_____ \|__\|__\| \|__\|__\|

3) Distance to Nearest Point of Public Transportation (in Blocks) ----------> \|__\|__\|

4) Driver's License:

01 |__| Yes ---------->

00 |__| No

5) Access to Car for Work or School:

01 |__| Yes

00 |__| No

6) Rides with someone else or carpool available for work or school?

01 |__| Yes 00 |__| No

b. Assistance:

1) Would client need financial assistance for transportation in order to go to school or to work?

01 |__| Yes 00 |__| No

2) Would client need other type(s) of transportation assistance in order to go to school or to work?

01 |__| Yes (Describe) 00 |__| No

_____

_____

_____

_____

3. HOUSING/HOUSEHOLD

a. Temporary Housing/ Eviction/Homeless/ Other:

01 |__| Yes ----->

00 |__| No

-1 |__| Unknown

b. Dates:

From: |__|__| |__|__|
MO YR

To: |__|__| |__|__|
MO YR

-1 |__| End Date Unknown

c. Describe Situation:

_____

_____

_____

_____

|__|__| |__|__|

d. Client Fear for Own Safety Due to Housing, Household or Neighborhood:

01 |__| Yes (Describe) 00 |__| No

_____

_____

_____

_____ |__|__| |__|__|

e. Client Fear.for Child's Safety Due to Housing, Household or Neighborhood:

01 |__| Yes (Describe) 00 |__| No

_____

_____

_____

_____ |__|__| |__|__| |__|__

4. ALCOHOL AN0 DRUG USE

a. Alcohol/Drug Treatment Program(s)/Counselor(s):

b. From/To or Current:

-4 |__| None --> GO TO c.

	1) From:	2) To:
1) _____	MO YR	MO YR
_____	-4 |__| Current	
2) _____	MO YR	MO YR
_____	-4 |__| Current	
3) _____	MO YR	MO YR
_____	-4 |__| Current	
4) _____	MO YR	MO YR
_____	-4 |__| Current	

c. Evidence of Drug/Alcohol Abuse:

01 |__| Drug
02 |__| Alcohol
03 |__| Both
00 |__| No

d. Counseling/Treatment Indicated:

01 |__| Yes (Describe)
00 |__| No (Explain)

_____

_____

_____

5. HEALTH PROBLEMS

	a. Health Conditions (46):	b. Prevent or Limit Working:	c. Future Duration:	d. Remedial Action (Check if None):
1)	Mos	01 Yes, Prevent / Limit 02 Yes, 00 No	-> |_|_| |-|-| Yrs -4 Permanent	(00 |_|)
2)		01 Yes, Prevent 02 Yes, Limit 00 No	-> |-|-| Mos |-|-| Yrs -4 Permanent	(00 |_|)
3)		01 Yes, Prevent 02 Yes, Limit 00 No	-> |_|_| Mos |_|_| Yrs -4 Permanent	(00 |_|)
4)		01 Yes, Prevent- 02 Yes, Limit 1 00 No	-> |_|_| Mos |_|_| Yrs -4 Permanent	(00 |_|)
5)	Mos	01 Yes, Prevent / Limit. 02 Yes, 00 No	-> |_|_| |_|_| Yrs -4 Permanent	(00 |_|)

6. BIRTH CONTROL

a. Ever Used Contraceptives? (64)

01 |__|Yes

DO |__| No --> Go to 7.

b. Where Obtain(ed) Contraceptives. ..

1) Ever?

01 |__| Doctor

02 |__| Pharmacy/Drug Store

03 |__| Clinic/Planned Parenthood/ Other Program

04 |__| Hospital/Medical Center

05 |__| Relatives

06 |__| Friends

07 |__| Street (buy)

08 |__| Other (Specify)

_____

_____ |__|__|__|

_____

_____ |__|__|__|

2) Currently?

00 |__| Not Using

01 |__| Doctor

02 |__| Pharmacy/Drug Store

03 |__| Clinic/Planned Parenthood/ Other Program

04 |__| Hospital/Medical Center

05 |__| Relatives

06 |__| Friends

07|__| Street (buy)

08 |__| Other (Specify)

_____

_____ |__|__|__|

_____

_____ |__|__|__|

7. LEGAL

a. Convictions, Guilty Pleas:

1) Charges:	2) City/Locality/Court:
-4 |__| None --> GO TO b.	
a) _____	a) _____
_____ |__|__|	_____ |__|__|
b) _____	b) _____
_____ |__|__|	_____ |__|__|
c) _____	c) _____
_____ |__|__|	_____ |__|__|
d) _____	d) _____
_____ |__|__|	_____ |__|__|
e) _____	e) _____
_____ |__|__|	_____ L-I-I

b. Charges/Civil Litigation/Testimony Pending:

1) Charges/Action: 2) Scheduled Court Appearance? 3) Date/Situation: 4) City/Locality/Court:

-4 [ ] None --> Go TO c.

a) _____ 01 [ ] Yes ---> Date | | | | | | ------> _____
MO YR

00 [ ] No ---> Explain: _____

-1 [ ] Unknown

b) _____ 01 [ ] Yes ---> Date _____ ------> _____
MO YR

00 [ ] No ---> Explain: _____

-1 [ ] Unknown

c) _____ 0 1 [ ] Yes ---> Oate _____ ------> _____
MO YR

00 [ ] No ---> Explain: _____

-1 [ ] Unknown

d) _____ 01 [ ] Yes ---> Date _____ ------> _____
MO YR

00 [ ] No ---> Explain: _____

-1 [ ] Unknown

c. Probation/Parole:

1) On Probation/Parole? 2) Probation/Parole Offices/Officers:

01 [ ] Yes ----------> _____

00 [ ] No _____

_____

8. ABUSE

a. Indications Client at Risk of:

b. Explain:

1) **Physical Abuse**

01 |__| Yes
02 |__| Possible
00 |__| No

2) **Sexual Abuse**

01 |__| Yes
02 |__| Possible
00 |__| No

3) **Neglect**

01 |__| Yes
02 |__| Possible
00 |__| No

c. Indications Client's Child(ren) at Risk of:

d. Explain:

1) **Physical Abuse**

01 |__| Yes
02 |__| Possible
00 |__| No

2) **Sexual Abuse**

01 |__| Yes
02 |__| Possible
00 |__| No

3) Neglect

01 |__| Yes
02 |__| Possible
00 |__| No

9. OTHER NEEDS

a. Does client have any other type of needs or is client experiencing any other types of crises, emergencies or disruptions that require case manager attention?

01 |__| Yes (Describe) 00 |__| No

C. PRENATAL/POSTNATAL CARE

1. Is/Will Client Breastfeed(ing):

01 |__| Yes ---------->

00 |__| No

la. Number of Months Until Breastfeeding Stops:

|_ | _| Months

-1 |__| Unknown

2. Total Number of Children (22C + 56):

|_ | _| Number

00 |__| None --> GO TO E.

a. Number of Prenatal Care Visits Before Most Recent Birth:

|_ | _| Number ---------->

00 |__| None

b. Number of Months Pregnant At First Prenatal Visit:

|__|__| Months

c. Only/Youngest Child's Name (69A): _____

1) Number of Times Rehospitalized 2-12 Months After Birth:

|__|__| Times

00 |__| None

2) Total Time Hospitalized:

> |||| Hours |||| Days

3) Number Injury/Illness Visits to Health Provider 2-12 Months After Birth:

|||| visits

00 |__| None

4) Number Checkup/Immunization Visits 2-12 Months After Birth:

|__|__| Visits

00 |__| None

5) Immunizations 2-12 Months:

6) Boosters:

00 |__| None ----> GO TO d.

01 |__| DPT ----------> 1st: |__|__| |__|__| -1 |__| Unknown
Month Year

2nd: |__|__| |__|__| -1 |__| Unknown
Month Year

3rd: |__|__| |__|__| -1 |__| Unknown
Month Year

02 |__| Polio ----------> 1st: |__|__| |__|__| -1 |__| Unknown
Month Year

2nd: |__|__| |__|__| -1 |__| Unknown
Month Year

3rd: |__|__| |__|__| -1 |__| Unknown
Month Year

03 |__| Other-Specify

6a) Current?

a) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

b) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

c) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

d. Second Youngest Child's Name (698): _____

1) Number of Times Rehospitalized 2-12 Months After Birth:

|_ | |_ Times ----------> |__|__| Hours |__|__| Days

00 |__| None

2) Total Time Hospitalized:

3)' Number Injury/Illness Visits to Health Provider 2-12 Months After Birth:

|__|__| Visits

00 |__| None

4) Number Checkup/Immunization Visits 2-12 Months After Birth:

|__|__| Visits

00 |__| None

5) Immunizations 2-12 Months:

6) Boosters:

00 |__| None ----> GO TO e.

01 |__| DPT ----------> 1st: |__|__| |-|-| Month Year -1 |__| Unknown

2nd: |__|__| |-|-| Month Year -1 |__| Unknown

3rd: |__|__| |__|__| Month Year -1 |__| Unknown

02 |__| Polio ----------> 1st: |__|__| |-|-| Month Year -1 |__| Unknown

2nd: |__|__| |__|__| Month Year -1 |__| Unknown

3rd: |__|__| |__|__| Month Year -1 |__| Unknown

03 |__| Other-Specify

6a) Current?

a) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

b) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

c) _____ ---> 01 |__| Yes 00 |__| NO -1 |__| Unknown

e. Third Youngest Child's Name (69C): _____

1) Number of Times Rehospitalized 2-12 Months After Birth:

|__|__| Times ----------> |__|__| Hours |__|__| Days

00 |__| None

2) Total lime Hospitalized:

3) Number Injury/Illness Visits to Health Provider 2-12 Months After Birth:

|__|__| Visits

00 |__| None

4) Number Checkup/Immunization Visits 2-12 Months After Birth:

|__|__| Visits

00 |__| None

5) Immunizations 2-12 Months:

6) Boosters:

00 |__| None ----> GO TO f.

01 |__| DPT ----------> 1st: |__|__| |__|__| -1 |__| Unknown
Month Year

2nd: |-|-| |__|__| -1 |__| Unknown
Month Year

3rd: |__|__| |__|__| -1 |__| Unknown
Month Year

02 |__| Polio ----------> 1st: |__|__| |__|__| -1 |__| Unknown
Month Year

2nd: |__|__| |__|__| -1 |__| Unknown
Month Year

3rd: |__|__| |__|__| -1 |__| Unknown
Month Year

03 |__| Other-Specify

6a) Current?

a) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

b) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

c) _____ ---> 01 |__| Yes 00 |__| No -1 |__| Unknown

f. Fourth Youngest Child's Name (690): _____

1) Number of Times Rehospitalized 2-12 Months After Birth:

|-|-| Times ----------> |-|e| Hours |__|__| Days

00 |__| None

2) Total Time Hospitalized:

3) Number Injury/Illness Visits to Health Provider 2-12 Months After Birth:

|__|__| Visits

00 |__| None

4) Number Checkup/Immunization Visits 2-12 Months After Birth:

|__|__| Visits

00 |__| None

5) Immunizations 2-12 Months:

6) **Boosters:**

00 |__| None ----> GO TO D.

01 |__| OPT ---------->

1st: |__|__| |-|-| -1|__| Unknown
Month Year

2nd: |__|__| |__|__| -1|__| Unknown
Month Year

3rd: |__|__| |-|-| -1|__| Unknown
Month Year

02 |__| Polio ---------->

1st: |-|-| |-|-| -1|__| Unknown
Month Year

2nd: |__|__| |__|__| -1|__| Unknown
Month Year

3rd: |__|__| |-|-| -1|__| Unknown
Month Year

03 |__| Other-Specify

a) _____ --->

b) _____ --->

c) _____ --->

6a) Current?

01 |__| Yes 00 |__| No -1 |__| Unknown

01 |__| Yes 00 |__| No -1 |__| Unknown

01 |__| Yes 00 |__| No -1 |__| Unknown

D. PREGNANCY OUTCOME ALTERNATIVES

1. Client Consider Alternatives to Last Birth:

01 |__| Yes ----------> 2. Alternatives Considered:

00 |__|No

GO TO E.

01 |__| Abortion

02 |__| Adoption

03 |__| Foster Care

04 |__| Other-Specify

_____

_____ |__|__|__| |__|__|__|

3. Client Contact Agency/Provider About Alternatives?

01 |__| Yes ----------> 4. Contacts:

00 |__|No

GO TO E.

01 |__| Private Physician

02 |__| Hospital

03 |__| Planned Parenthood

04 |__| Adoption Agency

05 |__| Other Clinic-Specify

_____

_____ |__|__|__|

06 |__| Other-Specify

_____

_____ |__|__|__| |__|__|__|

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E. OPINIONS AND PERCEPTIONS

1. SELF-ESTEEM AND LOCUS OF CONTROL

To what extent does the client agree or disagree with the following statements about herself?

	Agrees Strongly	Agrees	Disagrees	Disagrees Strongly	No Opinion
a. I take a positive attitude toward myself.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
b. Good luck is more important than hard work for success.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
c. I feel I am a person of worth, on an equal plane with others.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
d. I am able to do things as well as most people.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
e. Every time I try to get ahead, something or somebody stops me.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
f. Planning only makes a person unhappy since plans hardly ever work out anyway.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
g. People who accept their condition in life are happier than those who try to change things.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|
h. On the whole, I'm satisfied with myself.	01 |__|	02 |__|	03 |__|	04 |__|	05 |__|

2. THE FUTURE

Thinking about what she would like to be doing in five years, would the client like to be:

a. Single, married, or involved in a relationship but not married?

01 |__| Single, not involved

02 |__| Married

03 |__| Involved but not married

b. Working, raising a family, or both?

01 |__| Working

02 |__| Raising a family

03 |__| Both

c. Have more children than she currently has?

01 |__| More children

02 |__| No more children

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F. ASSESSMENT SUMMARY CHECKLIST

1. |__| Education Need ---> Level: 1a. _____ |__|__|

2. |__| Job Training Program Need ---> 2a. _____ |__|__|__|

3. |__| Job Search Assistance Need ---> 3a. _____ |__|__|

4. |__| Child Care Assistance Need:

   a. |__| Financial b. |__| Making Arrangements for Child Care

5. |__| Transportation Assistance Need:

   a. |__| Financial b. |__| Making Arrangements for Transportation

6. |__| Housing problems

7. |__| Evidence of drug abuse

a. |__| Evidence of alcohol abuse

9. |__| Health problem(s) that will interfere with program participation

10. |__| Has legal problem(s)

11. |__| Client at risk of abuse:

   a. |__| Physical b. |__| Sexual c. |__| Neglect

12. |__| Client's child at risk of abuse:

   a. |__| Physical b. |__| Sexual c. |__| Neglect

13. |__| Client is/will be breastfeeding

14. |__| Client's child needs Immunizations → Needs: 14a. _____ |__|__| |__|__|

15. |__| Low self-esteem

16. |__| External locus of control

17. |__| Need for continuous intensive support (case manager's evaluation)

EXHIBIT 13

TEEN PROGRESS SELF-SUFFICIENCY PLAN:

THE "PROGRESS PLAN"

PROGRESS PLAN

?LAN NUMBER: _____ PLAN DATE: ___/___/___ PLAN REVIEW DATE: ___/___/___

PLAN GOAL: _____ GOAL CODE: _____

OBJECTIVES TO ATTAIN: _____

PLANNED PARTICIPANT ACTIVITIES

1. ACTIVITY DESCRIPTION: _____ ACTIVITY CODE: _____

   EXPECTED START DATE: ___/___/___ EXPECTED END DATE: ___/___/___

   Provider: _____ ID:_____ Is activity mandatory? YES NO

   DETAILS:

2. ACTIVITY DESCRIPTION: _____ ACTIVITY CODE: _____

   EXPECTED START DATE: ___/___/___ EXPECTED END DATE: ___/___/___

   Provider: _____ ID:_____ Is activity mandatory? YES NO

   DETAILS:

3. ACTIVITY DESCRIPTION: _____ ACTIVITY CODE: _____

   EXPECTED START DATE: ___/___/___ EXPECTED END DATE: ___/___/___

   Provider: _____ I D : _ Is activity mandatory? YES NO

   DETAILS:

PLANNED ADMINISTRATIVE TASKS

TASKS	CODE	STAFF ID	TARGET COMPL.DATE	COMMENT
			- I - / -	
			- I - I -	
			- I - / -	
			- I - I -	

AGREEMENT TO PLANNED ACTIVITIES AND SERVICES

This plan states my goals and objectives as a Participant in TEEN PROGRESS. I understand that I am required lo engage in the planned activities in order to maintain my eligibility for the Aid lo Families with Dependent Children grant (N.J.A.C. 10:81-12.11) and TEEN PROGRESS support services.

PARTICIPANT SIGNATURE _____ DATE _____ CASE MANAGER SIGNATURE _____ DATE _____

EXHIBIT 14

PROJECT ADVANCE SELF-SUFFICIENCY PLAN

ILLINOIS DEPARTMENT OF PUBLIC AID
PROJECT ADVANCE

SELF-SUFFICIENCY PLAN

PLAN NUMBER: _____ PLAN FOR PERIOD: ___/___/___ TO ___/___/___

REVIEW OF PREVIOUS PLAN:
ACHIEVED _____ OUT OF _____ OBJECTIVES.

GOAL OF CURRENT PLAN: _____ GOAL CODE: _____

* Goal Codes *

01...ESL 02...EDUCATION 03...TRAINING 04...EMPLOYMENT

PLANNED ACHIEVEMENT DATE: _____

PLANNED PARTICIPANT ACTIVITIES
(Each Objective is Mandatory)

---

1. Objective Description: _____

Expected Start Date: ___/___/ Expected End Date: ___/___/___

Provider: _____

---

2. Objective Description: _____

Expected Start Date: ___/___/ Expected End Date: ___/___/

Provider: _____

---

3. Objective Description: _____

Expected Start Date: ___/___/ Expected End Date: ___/___/

Provider: _____

4. Objective Description: _____

Expected Start Date: ___/___/ Expected End Date: ___/___/

Provider: _____

---

5. Objective Description: _____

_____

Expected Start Date: ___/___/___ Expected End Date: ___/___/___

Provider: _____

---

6. Objective Description: _____

_____

Expected Start Date: ___/___/___ Expected End Date: ___/___/___

Provider: _____

PLANNED PROGRAM SERVICES

ACTIVITY CODE	RESPONSIBLE STAFF	COMMENTS

AGREEMENT TO PLANNED ACTIVITIES AND SERVICES

I have participated in the development of the above self-sufficiency plan and I understand its contents. I understand that the plan may be revised when necessary as agreed to by myself and my Project Advance Case Manager at the time of reviews of my progress.

_____ _____ _____ _____

Participant Signature Date Case Manager Signature Date

ACTIVITY CODES

01) Reassessment

Referrals:

02)-School
03)-Training
04)-Daycare
OS)-Medical
06)-Health & Family Planning
07)-Counseling
08)-Education Preparation
09)-Job Club
10)-Prenatal
11)-IJS
12)-IM
13)-Tutoring
14)-Family Life Management
15)-Other

Follow-Up:

16)-School
17)-Training
18)-Daycare
19)-Medical
20)-Health & Family Planning
21)-Counseling
22)-Education Preparation
23)-Job Club
24)-Prenatal
25)-IJS
26)-IM
27)-Tutoring
28)-FamilyLife Management
29)-Other

30) Authorize Transportation
31) Authorize Daycare

DPA 2993

EXHIBIT 15

TEEN PROGRESS MANAGEMENT
INFORMATION SYSTEM (TPMIS)

CASE TRACKING FORMS

The Case tracking forms included in Exhibit 13 are those in use in the New Jersey TEEN PROGRESS Management Information System (TPMIS) as of February 1989. The forms are not numbered consecutively because some forms included in the original TPMIS design have been dropped from use.

I. BASIC INFORMATION (BI)

Date Printed:

Date Updated: --------

Client Name:
Teen Progress #:
Record Entry Date:

Name:

Address:

Telephone #:
Date of Birth: (MM/DD/YY format)
Race:
Hispanic Background?: (00=no, 01=yes)

Marital Status	Date

RACE CODES	
Black	- 0
White	- 0
American Indian or 'Alaskan Native	- 0
Asian or Pacific Islander	- 0
Other	- 0

MARITAL STATUS CODES	
Never Married	- 0
Living Together (Unmarried)	- 0
Separated	- 0
Divorced	- 0
Widowed	- 0
Remarried	- 0

AFDC Grant Amount (at Enrollment):

Food Stamp Eenefits (at Enrollment):

AFDC Case Head:
Relation to Teen:

AFDC Payee:
Relation to Teen:

RELATIONSHIP CODES

Self	- 00	Stepfather	- 05	Cousin	- 10
Child	- 01	Foster Parent	- 06	Other Relative	- 11
Mother	- 02	Aunt	- 07	Other Non-Relative	- 12
Stepmother	- 03	Uncle	- 08	Sibling	- 13
Father	- 04	Grandparent	- 09		

Date Printed:

Date Updated: --------

Client Name:
Teen Progress #:
Record Entry Date:

Social Security #:

	#1	#2	#3
Welfare Case #:			

Referral Date: Sanctionable Status Code:

SANCTIONABLE STATUS CODES

Pre-intake, Sanctionable - 00	Exper., Unsanct. (off AFDC) - 03
Experimental, Sanctionable - 01	Other Parent, Sanctionable - 04
Control - 02	Other Far., Unsanctionable - 05

	#1	Date 1	#2	Date 2	#3	Date 3
Case Manager ID:						
IM Worker ID:						

Pregnancy Dates:

Current	Subsequent
Due:	Due:
Delivery:	Delivery:
Premature? (Y/N)	Premature? (Y/N)

Date Printed:

Date Updated: --------

Client Name:
Teen Progress #:

NAME First	NAME Last	DOB	Sex	Relationship to Teenager	Date of Entry/Exit	In/Out Househo
		/ /			/ /	I C
		/ /			/ /	I C
		/ /		. . .	/ /	I C
		/ /			/ /	I C
		/ /			/ /	I C

RELATIONSHIP CODES

Child	- 01	Foster Parent	- 06	Other Relative	- 11
Mother	- 02	Aunt	- 07	Other Nonrelative	- 12
Stepmother/Guardian	- 03	Uncle	- 08	Sibling	- 13
Father	- 04	Grandparent	- 09	Spouse/Co-habitant	- 14
Stepfather/Guardian	- 05	Cousin	- 10		

III. DEMONSTRATION STATUS (DS)

Date Printed:

Date Updated: --------

Client Name:
Teen Progress #:
Record Entry Date:

Demonstration Case Status Code	Date of Change in Status
	/ /
	/ /
	/ /

DEMONSTRATION STATUS CODES

Pre- Call-In	- 00	Sanction Pending	- 05
Pre-Baseline	- 01	Sanctioned	- 06
Pre-Plan	- 02	Left Teen Progress	- 07
Participation Deferred	- 03		
Active	- 04	Control	- C

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:

Record Entry Date:

Activity	Scheduled Start Date	Reschedule Date #1	Reschedule Date #2	Completion Date	Comments/Result
Call-In #1					
Call-In #2					
Call-In #3					
Baseline Data					
Random Assignment					
Consent Signed					
Literacy Test (TABE)					
Life Skills Workshop					
Parenting Workshop					
Family Plan Workshop					
ACE Workshop					
Other					

Date Printed:

Date Updated: --------

Client Name:
Teen Progress #:

Record Entry Date:

Activity	Scheduled Date	Reschedule Date	First Comp. Date	Late Comp.
Initial Interview				
Occupational Interest Evaluation				
Job Search Skill Evaiuation				
Develop First Progress Plan				

VI. PARTICIPATION DEFERRAL (DEF)

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:
Record Entry Date:

Deferral Reason	Starting Date	Expected Ending Date	Actual Ending Date	
	/ /	/ /	/ /	
	/ /	/ /	/ /	
	/ /	/ /	/ /	

DEFERRAL REASON CODES

Illness of Teen Parent	- 01
Illness of Child	- 02
Illness of Other Family Member	- 03
Pregnancy Complications	- 04

VII. PROGRESS PLAN/CLIENT COMMITTMENTS (CLICOM) Page

ate Printed:

Date Updated: _____

Client Name:
Teen Progress #:

Record Entry Date: _____

Goal Code	Plan Date	Plan Review Date	Activity Code	Provider Code	Expected Starting Date	Expected Ending Date	Mandator (Y,N)
			1.				
			2.				
			3.				
			4.				
			5.				
			1.				
			2.				
			3.				
			4.				
			5.				

GOAL **CODES**

Complete High School or GED - 01	Complete Health Related Program -
Complete Empl. Related Training- 02	Permanent Employment -
	Other -

ACTIVITY **CODES**

Motiv. Train. (ACE) -01	English/2nd Lang. - 07	Training
World of Work Wrkshp - 02	Home Management - 08	Employment
Life Skills Workshop - 03	Support Group - 09	Pled. Treat.: Teen
Parenting Workshop - 04	Summer Camp - 10	Med. Treat.: Infant
Family Plan Workshop - 05	Job Club - 11	**Subst. Abuse** Treat.
Professional Counsel - 06	Indep. Job Search - 12	**Pre-Natal Care**

IX. CLIENT ACTIVITIES (ACTIV)

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:

Record Entry Date:

Activity Code	Provider ID	Starting Date	Ending Date	Exit Status Code	Course Type Code	Hours/Week	Job Type Code	Hou We
		/ /	/ /					
		/ /	/ /					
		/ /	/ /					

ACTIVITY CODES

Motiv. Train. (ACES) - 01	English/2nd Lang. - 07	Training
World of Work Wrkshp - 02	Home Management - 08	Employment
Life Skills Workshop - 03	Support Group - 09	Med. Treat.: Client -
Parenting Workshop - 04	Summer Camp - 10	Med. Treat.: Infant -
Family Plan Workshop - 05	Job Club - 11	Subst Abuse Treat -
Professional Counsel - 06	Indep. Job Search - 12	Pre-Natal Care
	Education - 13	Other

EXIT STATUS CODES

Participant Completed Activity - 01	Participant Withdrew from Activity
Activity Became Unavailable - 02	Continuation/Transfer

TYPE OF COURSE CODES

Agriculture - 01	Consumer/Personal - 07	Adult Basic Education
Business - 02	Food Production - 08	GED
Sales - 03	Health Related - 09	High School/Col Prep
Gen. Office Skills - 04	Trade Industrial - 10	High School/Voc Curr
Child Care Service - 05	Sheltered Workshop - 11	Other Post-Second Ed
Computer Related - 06	Other Training - 12	Other Education

XI. CHILD CARE PAYMENTS (CCPAY)

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:
Record Entry Date:

Provider ID	Date of Payment	Amount of Payment	Total Attendance	Unit of Attendance (H,D,W,M)
	/ /			
	/ /			
	/ /			

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:
Record Entry Date:

Date of Payment	Amount of Payment	Expense Type (Code)	Period Covered From	Period Covered To
/ /			/ /	/ /
/ /			/ /	/ /
/ /			/ /	/ /

TYPE OF EXPENSE CODES

Transportation - 01	Uniforms, Tools - 03
Books, Supplies - 02	Other - 04

XV. PARTICIPATION REVIEW (REV)

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:
Record Entry Date:

Review Date	Provider ID	Activity Reviewed (Code)	Staff ID	Mode of Review Code	Results Code
/ /					
/ /					
/ /					

ACTIVITY CODES

Counseling	- 06	Employment	- 15
English 2nd/Language	- 07	Medical Treatment: Client	- 16
Job Search	- 12	Medical Treatment: Infant	- 17
Education	- 13	Substance Abuse Program	- 18
Training	- 14	Prenatal Care	- 19

MODE OF REVIEW CODES

Telephone Contact with Provider	- 01
Observation of Activity	- 02
Report from Provider	- 03
Other	- 04

RESULTS CODES

Fully Satisfactory	- 01
Attendance Problem	- 02
Sanction Required	- 03

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:

Reason for Sanction (code):	Notice Date	1st Notice	2nd Notice	Case Conf.	Grant Red
Dates: Conference Completed:	Sched.Conf./Action				
Compliance:		Intended Duration (months)			
		Actual Start of Reduction (date)			
		Amount of Reduction (dollars)			$
		Removal of Reduction (date)			

Reason for Sanction (code): __	Notice Date	1st Notice	2nd Notice	Case Conf.	Grant Red
		/ /	/ /	/ /	/ /
Dates: Conference Completed: / /	Sched.Conf./Action	/ /	/ /	/ /	/ /
Compliance: / /		Intended Duration (months)			___
		Actual Start of Reduction (date)		/	/
		Amount of Reduction (dollars)		$	.
		Removal of Reduction (date)		/	/

REASON FOR SANCTION CODES

Failure to complete Baseline - 01	Failure to attend Training - 04
Failure to complete Progress Plan - 02	Failure to attend Workshop - 05
Failure to attend School - 03	Other non-compliance w/Plan - 06
	Renewal of previous sanction - 07

XVII. CLIENT CONTACT LOG (LOG)

Date Printed:

Date Updated: _____

Client Name:
Teen Progress #:
Record Entry Date:

Contact Mode (Code)	Staff ID	Contact Date	New Appointments		
			Date	Time	Type (Code)
		/ /	/ /	:	
		/ /	/ /	:	
		/ /	/ /	:	

CONTACT MODE CODES

Home Visit - 01	Telephone Call to Client - 03	Letter - 05
Office Visit - 02	Telephone Call from Client - 04	Other - 06

APPOINTMENT TYPE CODES

Telephone Call - 01	Individual Counseling - 05	Training Application -
Office Visit - 02	Clinic Visit - 06	School Interview -
Home Visit - 03	Doctor Visit - 07	Assessment Interview -
Group Counseling - 04	Job Interview - 08	Plan Review
		Other

XVII. CLIENT CONTACT LOG (LOG)

Client Name: _____ Teen Progress #: _____

Date Printed: _____ Date Updated: _____

CLIENT ID	MODE OF CONTACT	CONTACT PERSON	CONTACT DATE	NEW APPOINTMENTS		
				DATE	TIME	TYPE

FUTURE APPOINTMENT TYPES

TELEPHONE CALL	- 01	DOCTOR VISIT	- 07
OFFICE VISIT	- 02	JOB INTERVIEW	- 08
HOME VISIT	- 03	TRAINING APPLICATION	- 09
GROUP COUNSELING	- 04	SCHOOL INTERVIEW	- 10
INDIVIDUAL COUNSELING	- 05	ASSESSMENT	- 11
CLINIC VISIT	- 06	PLAN REVIEW	- 12
		OTHER	- 13

MODE OF CONTACT

HOME VISIT	- 01
OFFICE VISIT	- 02
TELEPHONE CALL TO CLIENT	- 03
TELEPHONE CALL FROM CLIENT	- 04
LETTER	- 05
OTHER	- 06

EXHIBIT 16

PROJECT ADVANCE
CAMS TRACKING FORMS

Revised

CASE SUMMARY CAMS #:

(B025)

F2. CLIENT CONTACT LOG

C/R **	CONTACT CODE (15)	CONTACT DATE (m/d/y)	PUR-POSE (16)	STAFF ID *	CONTACT/COMMENTS OR REFERRAL AGENCY NAME	APPT DATE (m/d/y)	OUT-COME (17)

** Enter "C" if-the contact was with the (C)lient or the Client's family; "R" if the contact was related to a (R)eferral or activity.

Code List (15): CONTACT CODES

HOME VISIT.....01
OFFICE VISIT.....02
SCHOOL VISIT.....03
JOB SITE VISIT.....04
TRAINING SITE VISIT.05
PHONE CALL TO CLIENT....06
PHONE CALL FROM CLIENT..07
PHONE CALL TO OTHER.....08
PHONE CALL FROM OTHER...09
PARTICIPATION REVIEW. . ..10
MAIL.....11
OTHER.....99

Code List (16): PURPOSE OF CONTACT

PHONE CALL.....01 GROUP COUNSELING.....06 TRAINING APPLICATION..11
OFFICE VISIT.....02 INDIVIDUAL COUNSELING..07 SCHOOL INTERVIEW.....12
HOME VISIT.....03 CLINIC VISIT.....08 ASSESSMENT INTERVIEW..13
SCHOOL VISIT. . ...04 DOCTOR VISIT.....09 PARTICIPATION REVIEW..14
JOB SITE VISIT.. .05 JOB INTERVIEW.....10 OTHER.....99

* CASE MANAGER IDENTIFICATION CODES

G Bowen.....A002
M Henderson..A003
L Smith...A004
G Carter..A005
M Pigues..S001
M McNeal..B021
R Rose....B023
R Mason...S002
J Thomas..B024
E Bailey..B025

Code List (17): OUTCOME CODE

Appointment Kept....01
Appointment Missed..02
Activity Completed. .03
In Process.....04
Follow/Up Required..05
Client Missing...06
Referral. Made....07
other.....99

Tracking Form - Page #1

CAMS #: 439
A005

CASE SUMMARY

NAME :

ADDRESS :

:

TELEPHONE :

AFDC GRANT : $0

FOOD-STAMP : $0

AFDC PAYEE : :

CASE MANAGER : A005

SSN :

CASE NUMBER :

RECIPIENT ID :

IM CASE WORKER : 000

ENROLLMENT DATE: 01/27/88

DATE OF CHANGE: _____ (mm/dd/yy)

NAME : _____

ADDRESS : _____

_____

TELEPHONE : _____

GRANT: $_____ FdStmp $_____

CASE NUMBER: _____

AFDC PAYEE: _____

DATE OF CHANGE: _____ (mm/dd/yy)

NAME : _____

ADDRESS : _____

_____

TELEPHONE : _____

GRANT: $_____ FdStmp $_____

CASE NUMBER: _____

AFDC PAYEE: _____

DATE OF CHANGE: _____ (mm/dd/yy)

NAME: : _____

ADDRESS : _____

_____

TELEPHONE : _____

GRANT: $_____ FdStmp $_____

CASE NUMBER: _____

AFDC PAYEE: _____

DATE OF CHANGE: _____ (mm/dd/yy)

NAME : _____

ADDRESS : _____

_____

TELEPHONE : _____

GRANT: $_____ FdStmp $_____

CASE NUMBER: _____

AFDC PAYEE: _____

Page 1.

Tracking [illegible]

CAMS #: 439
A005

CASE SUMMARY

B3. HOUSEHOLD MEMBERS

NAME	DOB/ AGE	RELAT TO TEEN (1)	SEX (M/F)	IN-DATE (M/D/Y)	OUT-DATE (M/D/Y)	NOTES
		44 (Y)	02	F		
	1 (Y)	01	F			

CODE LIST (1): RELATIONSHIP TO TEEN

Child	01	Sister	06		11
Mother	02	Stepfather	07	Grandparent(s)	12
Stepmother	03	Foster Parent(s)	08	Cousin Other Relative	13
Father	04	Aunt	09	Other Nonrelative	14
Brother	05	Uncle	10		

Page 2.

CAMS #: 439
A005

CASE SUMMARY

B1. DEMONSTRATION STATUS

DATE OF CHANGE	01/27/88	/ /	/ /	/ /	/ /
STATUS CODE (2)	01				
DATE OF CHANGE		/ /	/ /	/ /	/ /
STATUS CODE					
DATE OF CHANGE		/ /	/ /	/ /	/ /
STATUS CODE					

CODE LIST (2): DEMONSTRATION STATUS

PRE-INTAKE (Period before Orientation is completed).....0 1
PRE-PLAN (Orientation completed but no signed Plan).....0 2
DEFERRED (Temporarily excused from participation in activity) 03
ACTIVE (Participating in some assigned activity) 04
SANCTION RECOMMENDED (Sanction sent to IM Case worker).....0 5
SANCTIONED (Client is currently in sanction status on CIS).....0 6
TERMINATED - EMPLOYED (Client left assistance because employed)....0 7
TERMINATED - OTHER 08
MISSING (Clientstillactive for AFDC but unknown location) 09

E1. INTAKE AND ASSESSMENT ACTIVITIES

ACTIVITY	ASSIGNMENT (Y/N)	MAILED m/d/y	APPOINTMENT m/d/y	COMPLETION m/d/y	STATUS (3)
ORIENTATION	Y	01/27/88	02/29/88		01
WORKSHOP #1					
WORKSHOP #2					
WORKSHOP #3					
ASSESSMENT					
SERVICE PLAN					

Code List (3): CALL-IN ACTIVITY STATUS

Completed Satisfactorily..01 Sanction Pending.....05
Deferred. .....02 Sanctioned.....04

Page 3.

Tracking Forms - Page 4

CAMS #: 439
A005

CASE SUMMARY

F6. PARTICIPATION DEFERRAL <OR> SANCTION
(status Code 03) (Status Code 05 or 06)

CODE (4)	NOTICE 1 MAILED (m/d/y)	NOTICE 2 MAILED (m/d/y)	157 SENT m/d/y	139 SENT m/d/y	EXPECTED START m/d/y	ACTUAL START m/d/y	EXPECTED END m/d/y	ACTUAL END m/d/y	END REASON (5)

Code List (4): REASON FOR SANCTION OR DEFERRAL

Failed to complete Baseline.....01
Failed to complete Literacy.....02
Failed to complete Svc Plan.....03
Failed to attend School.....04
Failed to attend Training,.....05
Failed to cont Employment.....06
Failed to take part in Activity.07
Failed Other Requirement.....08
Failed to complete Workshop(s)..09
Illness of Client.....5 1
Illness of Client's child.....5 2
Illness of Other Family Member..5 3
Impending me Date.....5 4
Incarceration.....5 5
Recent Delivery of Infant.....5 6
Family Crisis.....5 7
Change to RPY, RPN.....58
Moved from Project Area.....5 9
Category changed from AFDC.....6 0
OTHER.....9 9

Code List (5): END REASON (Sanctions Only)

Client Cooperated.....01
Responded to Notice 2..0 2
Good Cause..... 03
IM Contact.....0 4
Responded to DPA 157...0 5
Timely Appeal.....0 6
Appeal Decision Reversed.....0 7
Withdrawal of Appeal.....0 8
Decision Favorable to Client ..09
Sanction Instituted.....1 0

Page 4.

CAMS #: 439
A005

CASE SUMMARY

E3. ADMINISTRATIVE ACTIVITIES

ACTIVITY	NEEDED (Y/N)	PLANNED START (m/d/y)	ACTUAL START (m/d/y)	PLANNED END (m/d/y)	ACTUAL END (y/d/m)
Reassessment					
Arrange Child Care					
Approve Child Care Site					
Approve Transportation					
Locate Housing					
School Placement					
'Training Placement					
Arrange counseling for:					
Emotional Problems					
Drug/Subst Abuse					
Sexual Abuse					
Refer to Family Planning					
Refer to Health Care					
Refer to Food Program					
Refer to Other Teen Prgm					
Refer for Job Club					
Refer for Ed. Prep.					
Home Visit					
Other:					

Page 5.

CASE SUMMARY

CAMS #: 439
A005

E3. ADMINISTRATIVE ACTIVITIES

ACTIVITY	NEEDED (Y/N)	PLANNED START (m/d/y)	ACTUAL START (m/d/y)	PLANNED END (m/d/y)	ACTUAL END (y/d/m)
Reassessment					
Arrange Child Care					
Approve Child Care Site					
Approve Transportation					
Locate Housing					
School Placement					
Training Placement					
Arrange counseling for:					
Emotional Problems					
Drug/Subst Abuse					
Sexual Abuse					
Refer to Family Planning					
Refer to Health Care					
Refer to Food Program					
Refer to Other Teen Prgm					
Refer for Job Club					
Refer for Ed. Prep.					
Home Visit					
Other:					

Page 5.

Tracking form page 4b

CAMS #: 439
A005

CASE SUMMARY

F3. EDUCATION/TRAINING ACTIVITIES

ACTIVITY (7)	SCHOOL/PROGRAM/PROVIDER/CONTACT NAME, ADDRESS, TELEPHONE NUMBER	HRS /WK	ENTRY DATE (m/d/y)	SCHED COMPL (m/d/y)	EXIT DATE (m/d/y)	STATUS (8)

Code List (7): ACTIVITY CODES

ESL.....07	RETURN TO SCHOOL..14	VOCATIONAL TRAINING.16
GED.....13	ABE.....15	OTHER.....99

Code List (8): STATUS/EXIT CODES

Client Completed.....0 1	Activity No Longer Suitable..0 5
Activity Unavailable.....0 2	Enrolled.....0 6
Client Stopped Attending Positive Reasons.....0 3	Actively Participating.....0 7
Client Stopped Attending Negative Reasons.....0 4	Cm Leave.....08
other.....9 9	

Page 6.

Tracking form - Page 2 of 4

CAMS #: 439
A005

CASE SUMMARY

F4. EMPLOYMENT ACTIVITIES

TYPE (9)	EMPLOYER/CONTACT NAME, ADDRESS, TELEPHONE #	HRS /WK	HOURLY WAGE	PLANNED START (m/d/y)	ACTUAL START (m/d/y)	EXIT DATE (m/d/y)	JOB VERIFY DATE m/d/y	HOW (10)	STATUS /EXIT REASON (11)

Code List (9): JOB TYPE

Agriculture.....01	Computer Related.....06	Sheltered Workshop..11
Business.....02	Consumer/Personal Svc..07	Professional.....12
Sales.....03	Food Service.....08	Military.....13
General Office..04	Health Related.....09	
Child Care.....05	Trade & Industrial.....10	Other.....99

Code List (10): JOB VERIFICATION METHOD

Phone.....01	Mail.....02	Site Visit..03	Other.....99

Code List (11): STATUS OR EXIT REASON

Laid Off.....0 1	Job Ended.....0 3	Dismissel.....0 5
Quit.....0 2	Returned to School ..04	Retained.....0 6
	OTHER.....9 9	

ØBA Reverse

01

CASE SUMMARY

CAMS #: 439
A005

F5. SUPPORT SERVICES

TYPE (12)	PAY (13)	DATE (m/d/y)	DATE (m/d/y)	HRS/ WK or NUM	DESCRIPTION or PROVIDER NAME	RATE (14)	TOTAL AMT	STAFF ID *
						/	$.	
						/	$.	
						/	$.	
						/	$.	
						/	$.	
						/	$.	
						/	$.	

Code List (12): TYPE OF SERVICES

Licensed Day Care Center..... 01
Licensed Day Care Home..... 02
Unlicensed Day Care by Relative in Client's Home.....0 3
Unlicensed Day Care by Nonrelative in Client's Home.....04
Unlicensed Day Care by Relative Away from Client's Home.....0 5
Unlicensed Day Care by Nonrelative Away from Client's Home..0 6
Training Expense..... 07
Transportation..... 08
Other..... 99

Code List (13): TYPE OF PAYMENT

Bus Token.....01	Train Fare (Cash)..04	Warrant.....07
Bus Fare (Cash)..02	Cab Fare (Cash)....05	Other.....99
Transfer.....03	Direct Bill.....06	

II

Code List (14): FREQUENCY OF PAYMENT

Per Hour..H Per Day...D Per Month..M

- CASE-IDENITFICATIONOOQES

G -.....A002	L Smith...A004	M McNeal..B021	J Thomas..B024
M Henderson. .A003	G -..A005	R Rose....B023	E Bailey..B025
	M Pigues..S001	R Mason...S002	

EXHIBIT 17

CURRICULUM FOR TEEN PROGRESS

ACE WORKSHOP

ACE FORMAT

MONDAY

I. WARM UP BEFORE RULES OF ACE

A. Explaination

1. Important to lighten up the group somewhat even as you're doing the nametags.

   a. *Joke with some clients but treat them all with respect and courtesy.*

2. When participants are all seated, pass out ACE handbooks..

3. Before starting the Rules explain what.ACE is:

   a. Mention dealing with the *look = sad faces" staring back at you on Monday morning, tough to deal with. They'll look different Tuesday.

   b. What letters mean (A.C.E.)

   c. Different agencies working together.

   d. Program it's been modeled after has a 86% success rate.

   e. Better than most employment agencies and it's free.

   f. We'll teach you how to play "*the game*".

   g. These classes are a first for Camden. They're jointly run by several local agencies. By the end of the week you'll know what.and where these agencies are and how best they can serve you.

   h. In our society you're judged by what you have and what you do and if you don't have or do you. start thinking there's something wrong with you. We'll deal with that Monday and Tuesday.

   i. Let walls down, learn from each other.

j. Wipe the slate clean as far as social- agencies.

k. The purpose of the class is to help them obtain the.confidence and direction they need to get a job.

1. The week is theirs.. It will work for you if you make the commitment.;.

m. We are here to help you in any way we can to help you meet your commitments..

B. Objectives

1. Establish trust

2. Your "with" them, not "against" them.

3. Program is enjoyable, instructive, learning experience; not a punishment.

C. Tips

1. Smile (alot)

2. Enthusiasm towards program

3. Movement (try not to stand in one spot)

II. RULES OF ACE'

1. I agree to support the other participants in keeping their agreements.

2. I agree to follow instructions.

3: I agree to attend every day of class. (One absence will result in suspension from the program.. Once you have been suspended, you will be rescheduled. You must attend and participate for 5 consecutive days.)

4. I agree not to sit next to the same person or in the same seat after each break.

5. I agree to be on time for each session.

6. I agree to remain in the classroom from the beginning to the end with the exceptions of the announced breaks and lunchtime.

7. I agree when asking a question or sharing to'raise my hand and wait to be called on.

8. I agree to clap in acknowledgement when someone is through speaking.

9. I agree to wear a name tag at all times in the classroom and to leave my name tag on the seat when I leave the room for lunch and at the end of the day.

10. I agree not 'to wear a watch or any other timepiece in the classroom and, if possible, not to bring one into the room at all.

11. I agree not to take any drugs or alcohol while attending the ACE class. *(Medication prescribed by your physician is permitted.1*

12. I agree not to smoke, eat, or chew gum in the classroom at any time.

13. I agree to dress appropriately for an office.

14. I agree to respect the confidentiality of the sharing of all participants in the classroom. I may share any experiences I may have, but not those of others.

15. I agree to keep all of my agreements.

A. Explaination

1. Mention that these are all part of playing the *"game"*. We'll be teaching you how to play the game.

2. Mention how all of us have certain priorities; you do what is most important for you but whether the rule is stupid or not, what usually happens when you don't follow it,

3. This is practice situation for real world so we test your ability to deal with stupid rules to get what you want.

4. We all get in our own way to success by not dealing with certain rules.

5. While reading the rules try to explain certain ones so the participants know the reasoning behind them.

6. Every road has rules: 55 mph, no turn on red, no left turn. The ACE program is a road to success and it has rules.

7. "Who has ever worked for a company or went to a school that had stupid rules? The ACE rules are designed to see how you functionwithin a certain situation.

8. If some of the rules irritate, they ; they are meant to irritate. People who are successful know how to deal with rules.

EXAMPLES: 1. Attendenceandlateness--this week is practice for an employment situation start disciplining yourself now for situations that will count later..

2. Not sitting next to same person--getting to know strangers made easier by sitting next to new person every day.

3. Raising your hand--so we can get to everyone's question without confusion.

4. Clapping acknowledgement--not applauding what was said so much as the effort. it took to stand up and say it.

confidence builder

5. Wearing a watch--this rule put in to annoy you. Practice dealing with silly rules. Also, annoying to be always looking at your watch.

B. Objectives

1. We pay consequences when we break rules.

2. Purpose of program is to see how they function with rules.

3. Rules help us reach goals.

C. Tip

1: When a participant is late or misses a day (not excused) mention agreement that was made and that not keeping agreements may not effect you right away but eventually it catches up to you.

Use *example:* of *the American Auto Industry not keeping agreement with consumer as far as quality so the Japanese were able to take a large part of the market.*

Transition from Rules to Speeches

Ask a-question:

1--What will happen when you stand in front of room?

2--Do you think that a confident person would be able to stand up?

3--Standing up in front of class is first step in building confidence.

4--This week is all about proving you can do things you thought you couldn't.

"How many people feel nervous giving a speech in front of a group?"

"Good because everybody gets-a little nervous."

5--Purpose is to accept who we are and learn to live with it and be successful.

TIPS

--Stand next to person who's really nervous

--Can skip over person but come back to them

--If you must, let them just give their name to break the ice

Questions to ask 1st day of speeches

1. Age?
2. Driver's license?
3. Education?
4. When they last worked?
5. What job was?
6. Any kids?
7. What'would they like to do career-wise?
8. Why did they leave last job?

BREAK

AFTER BREAK

III. PATTERNS OF THE MIND

1. Ask a question to start this section:

   · Why are some people more successful than others?

   Why are some people more confident than other people?

2. After getting some responses to these questions give several examples of what and when psychologist believe your first impression are formed.

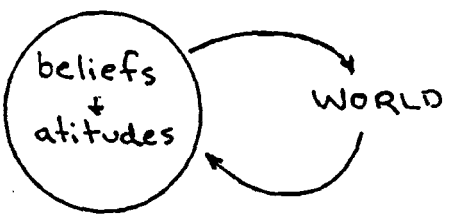
   a. womb theory

   b. spanking after birth

   c. after you're a few months old

3. For arguments sake we'll say the child's first impressions of the world are made between the ages of 0-3

4. All of us develop beliefs, attitudes, and fears and go out into the world and prove them true.



5. We are reacting today from those first impressions that are formed when we are young.

6. Much of the time these first impressions are incorrect. We don't think or rationalize at that age, just react.

7. Let me give you an example: (Use a participant as the character in the little girl and dog story. When (*Mary*) is 2 years old her father brings home a puppy for her. As she reaches to touch the dog, it bites her, This action frightens her. She doesn't know puppies will do this,. she has no other experiences with dogs.

Her first impression of dogs is that they.bite. So a couple years go by and her girl friend invites her over to see her new dog. She's real shaky around the dog, the dog senses this and jumps up at her. Now her fear of dogs has been reinforced. What.you're seeing is the beginning of this girl's belief that all dogs bite. Now, years later, when she's walking down the street, and she sees a dog, she's frightened and runs, with the result, that the dog chases her. She once again reinforces her belief that all dogs bite.

(Participants should be asked to participate as far as the girl's reaction under certain situations)

-ASK CLASS------- "Now what will happen when she's an adult and her husband says he wants to have a dog?"

The class must understand that we rationalize our behavior to cover up our beliefs and fears.

Girl will say she doesn't want dog because they're dirty or noisy etc. to cover up fact she has this irrational fear.

8. Now there are 2 conclusions we can make about dogs reaction to (Mary).

   a. She's sending signals to the dogs

   b. Dogs meeting at night to discuss (Mary)

9. What we're finding out in the job market is a lot of people are sending .out "signals" to employers who are in turn telling the person things they don't want to hear.

10. If employers are telling you the same thing over and over (no experiences, to young, too old, etc.) maybe you're signaling them to say that. It's either that or they all meet to discuss you.

11. If you're being mistreated, then maybe it's time to find out if you're signaling people just like the little girl was signaling dogs.

12. This class is all about sending out the right signals.

13. Fears and beliefs can be changed by you if you want to bad enough.

B. YOU ARE THE SUM TOTAL OF YOUR THINKING

1. The whole world is self made, only successful people admit it (# 13 above can lead right into this section)

2. This may seem hard to believe but we are all in the positions we're in because we believe that's where we should be. (Refer to girl/dog story and first impressions of the world)

3. Use example of Canadian man on assistance with wife and seven children, who wins lottery and how he never betters himself and winds up back on assistance because he never "believed" he'd be rich.

4. Could 'also use example of studies done on women who marries an alcoholic (8 times out of 10 her father was alcoholic; her first impression as child is belief "all men drink")

5. Not only do these people believe this but they go out into the world and prove themselves right about those beliefs.

C. BEING RIGHT vs. BEING WRONG'

1. Ask class if anyonelikes to be wrong.

2. Explain how, when we're young; we associate being right with being loved.

   --Use examples of kids getting punished (spilled milk, get hit)

   --Ask class for examples of their own;

3. Some people get to the point where they're not interested in results but just being right.

   --Girl married to alcoholic will always prove herself right (she believes men drink so, she'll marry man who drinks.)

   --Man who argues with boss and quits his job or pay not enough so he comes in late.

4. We all must start looking at results of our actions:

5. Winners are interested in results'; They want to start looking at results.

6, Maywantto use affirmation here:

   --"I am lovable whether I'm right or wrong."

D. OBJECTIVES

1. Show people they only act on being right:

2. Whatever you believe about yourself and others you go out to prove true,

3. We've been trained to be lovable and right.

E. TIPS

1. Get class as involved as possible with personal examples.

BREAK'

IV. LAW OF THE MIND

A. The good news is that we can untrain ourselves; like a guided missle, we can reprogram our brains to go in the direction we want.

1. There are two theories-about how people live.

a. Life by accident - 95% of us live our lives this way. We.deny we have any controlover our lives. Believe things like "right place, wrong.time, wrong place, right time;" "rich people are unhappy;" must've been born rich.'.' Compare living like this to playing the slot machine. You put in quarter, pull the arm, and whatever happens, happens.

b. The other theory is that people can control most of what happens in their lives. Isn't it true that the more in control you feel, the more happy you are and the less in control you feel, the less happy you are?

--What you think you will bring about.

B. Picture your mind as a fertile field and.the thoughts you put there are like plantingseeds in the field. You're planting ideas.

When you plant a tomatoe seed you'll get a tomatoe plant not a potatoe. Your brain doesn't care what you tell it just as the ground doesn't care what you plant. You do the planting! You must do the nurturing, watering, weeding etc.'.'.. So when we think positive, we'll usually have.positive results and negative results are usually caused by negative thinking. Whatever you plant in your mind will take root whether it's positive or negative. Why not make it positive thought?

Affirmation: I will never say anything about myself that I do not wish to be true.

TIPS

Use of several examples to illustrate the theory of implanting positive thoughts.

1--Telling yourself if you don't get ___ amount of sleep you'll feel lousy.

Z--Telling yourself what time to wake up.

3--Depressed people get sick more often than happy people:

a. Use Norman Cousins book. He had serious life threatening illness that he.cured himself by watching funny movies and taking vitamin C.

4--The Russian experiment for the1984 Olympics--They divided their weight lifters into 3'groups. The 1st group spent 75% of their time "picturing" (in their minds) themselves lifting the weights and the other 25% of their time actually lifting-the weights, and working out. The 2nd group of lifters spent half their time picturing lifting weights.and the other half actually lifting the weights. The 3rd group of lifters spent 100% of their time lifting weights.. What group do you suppose was the most successful when it came to actual competition? (ask class; also, you can use flipchart to write all this)

answer: The group that lifted just 25% of the time but pictured themselves lifting more weight 75% of the time was the most successful.

C. This programming of your mind to set goals and accomplish task has everything to do with your attitude. Remember when we talked about plantingthe right seeds in fertile soil. *(refer to example)* .

Well, one of.the "seeds" you should be cultivating is a better self-concept. Self-concept is how you perceive yourself, how much you like yourself, how you "picture" yourself. This determines your attitude,. How much you like yourself determines how good your attitude is. The degree to which.you like yourself determines what you become in life. How much I like myself will predict my performance in a certain area or job, Success at anything is 15% aptitude and 05% attitude.

1. Can use examples here from class themselves. Ask someone if she can picture herself as a legal secretary, for example: Point out to her that how she perceives herself as a legal secretary will determine how good a. legal secretary.she is or even whether she tries to become one at all.

D. Just before letting them go to lunch mention the homework assignment concerning handshakes. They should try to shake three strangers' hands for tomorrow's class and they can get a head-start by doing it at lunch time.

1. Explain this is an exercise to help their confidence and self-esteem.

2. Ask, "Do you think a successful person would have a problem shaking a stranger's hand?"

3. This week we'll be going over the techniques used by successful salesmen only you'll be.the product. Handshaking is one technique.

4. If they.think it's a silly or stupid exercise, they'll prove themselves right by picking a bazaar person to shake hands with;

5. We all have our own comfortable, safe place of existing. But to grow as a person, we much challenge our comfort zones. Sometimes, to get what we want, we have to put ourselves in uncomfortable situations. Otherwise, we can become trapped in our own little worlds.

LUNCH

AFTER LUNCH

E. Start speeches again, Ask them if they had luck shaking hands and what they remember from the morning session.

F. SUN EXERCISE

1. Hand out the Sun Exercise and explain to class to write on each spoke something that describesthem.., Give them *ten minutes to do this.*

2. Usually after 10 minutes very.few if any people have the exercise finished. Ask different individuals if they finished and if not, why?

3. Ask them if you would-have offered them $100 to finish, would they have finished.*Illustrates that can't do it in the head produces a can't do it on the-paper.

4. Ask if any part of the Sun was removed, would it make you a different person.

5. Emphasize that you don't become more or less a person because of what you do or what you have.

6. Also emphasize that we need to separate our value as a person from our successful or unsuccessful behavior.

V. SELF-DEFEATING CYCLES

A. Turn to page in book where low and high achievement cycles are.

B. Starting with the low achievement cycle give example of self-defeating pattern our minds can fall into.. Example: You get fired from job for making a mistake, you may start.to think there's something wrong with you and you can't do anything right. Then you get depressed and think "why should I try.".So you don't try anymore, have little or no achievement and say to yourself, "see I can't da anything." Then the cycle is complete because you think there's something wrong with you.

c. The high achievement pattern may involve someone asking themselves, "Are they friends with me because they know the real me or just my act?"

D. Bottom line with this example is that during your job search you'll be selling a product (yourself,) and you don't think too much of yourself, you won't be able to do-a good selling' job.

E. If employer is telling you the same thing over and over when you're turned down for a job (too old, too young, no experience, etc.) after awhile you start to believe this. Once you believe. it, you will prove it true by signalling (just like little girl) employer in some way so he tells you what you want to hear.

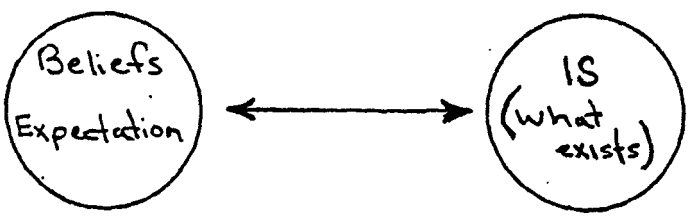
F. Time for affirmation: ".I like myself" Explain to class to say this to themselveswhenevertheir self-esteem is knocked down.

BREAK.

VI. WHAT IS HAPPINESS?

A. Lead into this with question: "Where do our feelings come from?"
"How come our self-esteem can get knocked down so easily?"
"What is happiness?"
"Who controls your feelings?"

B. Explain what an is represents: A happening or event over which you have no control. Use example like the weather.



Happiness is what you think should or must happen vs. what actually happens.

EXAMPLES:

1. Your car stuck in traffic and you're trying to get home. Does getting upset behind the wheel cause the traffic to move faster? Who do you hurt when your blood pressue rises? You mean you hurt yourself when you don't get your own way?

*

C. The thing is, most of the people in the world spend most of their lives mad at is's.

D. What's the difference between being in a traffic jam, getting upset and traffic doesn't move and being in a traffic'jam, being calm, and traffic doesn't move?

1. Number one killer in U.S. is stress and what's stress but people getting upset because their rules (shoulds + musts) aren't being follwoed. People shoulding on one another.

E. Remind them that they always have an option.

1. There are no rules for is's. * Why make yourself miserable over something you have no control over? Accept the fact that it happened and'deal with it.

2.. Learn from the experience. Learn from your mistakes so you can avoid future problems.

3.. Only way to success is through failure. Use Thomas Edison example: He knew 5000 ways *not to make a light bulb.*

F. Affirmation could follow example:

"I'm a perfect human being when I make a mistake.'

END MONDAY

TUESDAY

I. Speeches

A. Ask clients during speeches what positive thing they learned or relearned from the previous days class.

B. Also, whether or not they did their homework assignment.

c. From their answers, you **can** determine what section of Monday's class should be reviewed.

D. Those who didn't shake any hands should **explain** why they didn't. Reinforce the idea that shaking hands is good practice for interviewing technique and also learning to confront your fears. Also, explain that it's part of the class participation, and important to success of selling yourself.

II. Review material from Monday

A. You are the sum total of **your thinking**

B. What you believe about yourself you'll prove true **because we all like to be right.**

c. The **mind versus fertile field**

D. **Shoulds + musts versus IS**

E. **They always have options .**

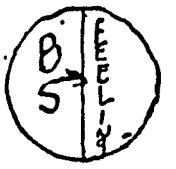
III. Emotions

Rewrite explain left + right halves the brain.

A. **Ask class "who controls. your emotions?", "What causes emotions?"**

B. **Draw the B.S. circle:**

IS →



The left side of your brain is the logic section, the right is where emotions and feeling originate.

TIP

Use horse and rider example to illustrate BS circle. Rider is left side of brain: horse is right. Rider can control the horse but once a pattern is aet up it's hard to brake but not impossible.

IV. (optional) 12 Irrational Ideas:

A. These are handed out to class and the exercise kept short by only doing the first six.

1. It is a dire necessity to be loved and approved of.

   a. remind class of controlling emotions

   b. can't make someone love you

   c. you have slef worth even if no one loves you

2. I should be thoroughly competent, adequate, and achieving in all possible respects

   a . This is God's job description

   b. Humans make mistakes

3. Some people are bad, wicked or vile and should be punished.

   a. Those kinds of people will always be out there

   b. Leave it to authorities

4. If things do not go the way I very much want them to, it would be awful, catastrophic or terrible

   a. Kid comes home late for dinner and mother over reacts by thinking he's kidnapped.

   b. Important. to remember that you have no control over some things that happen to you but you can handle emergencies much better if you try to stay calm and just deal with the facts.

5. Unhappiness is externally caused and I cannot control it.

   a. What we talked about already; you control your own emotions.

6. You should remain upset or worried if faced with a dangerous or fearsome reality.

   a. Similar to #4, whether you're upset or not doesn't effect the outcome of what already has happened.

   b. Worry is a negative feeling about the future and guilt is a negative feeling about the past. But no matter how guilty or worried you are isn't going to change the past or the future, The important thing to remember is to learn from past mistakes and be as prepared as you can for the future.

BREAK BREAK BREAK

V. Hidden Have To's

A. Ask class to close their eyes and tell you whether they have a negative or positive feeling when you say "You better be there!"

B. Would they want to go if someone said that to them.

   1, Use as an example: the fact that they were told they had to attend the ACE class.

   2. They resented being told that they "had to attend! class on Monday, The ACE Program was probably not explained to them. They may have been skeptical and untrusting.

C. Explain to the that there isn't anything they "have to do". They do things becasue they want something; check, clothes, job, etc.

KEY WORD is want

D. You can't be made to do something you don't want to, but if it involves money, don't expect to be paid. You can't have it both ways. If you want to be free and do your own thing, can't expect person to give you money without some rules.

Example: You don't "have to" go to school. You only go to get a diploma but hopefully you learn something. You learned because you "wanted to" and if you didn't it was because you didn't "want to", not because the teacher didn't "teach" you.

VI. Rational Self Analsis

A. Explain to the class that you are going to repeat the "where do emotions come from" circle, but this time it will look like a formula and they'll be able to see how they can better control their emotions and understand why they're reacting a certain way under certain conditions,

B. Is + belief = emotion (feeling)

A situation and what you believe about it, equals a positive or negative feeling. It's not the "is" that causes the feeling, but what you believe about it. ~~it's not the "is" that causes your feelings~~ So it follows that, an Is + irrational belief = negative feeling or emotions.

-Negative feelings are the brakes on your life. It's like trying to drive a car with the emergency brake on. You may get to where you want to go but it'll take you longer and you'll damage the car. You can assume that if you have a negative feeling about 'something non-threatening it's due to crazy thinking. You always have an option, even with nasty "is".

Example: You're told you have cancer and will die in 6 months. After the initial shock and bitterness wear off you have option to ether sit home and be depressed and angry or decide to make the next 6 months-the most beautiful of your life.

C. Use this formula to work through some problems clients have withshaking hands, standing in front of group and looking. for work. Can also do quitting smoking and losing weight.

Example: 1. Ask class (is it ok for people to meet people?"'

2. "Do confident people shake hands?"

3. "What are you thinking then?"

4. "Is it rational to worry about what people think?"

Explain that when they start feeling better about themselves, they'll feel better shaking hands because people like to show off what they like.

'Example: 1 "Who's afraid to stand up?"

2 "Would it be nice to be confident?"

3 "What are you telling yourself to make yourself nervous?"

4 "If your're telling yourself you're going to make a m mistake, you probably will"

5 "It's just as easy to tell yourself you'll be great"

6 "You've already planned what will happen if you make mistake."

7 "Treat yourself as nicely as you treat others."

Example: 1. "What kind of job do you think you'll find?"

2. "Will you like a bad job?"

3. "Would you stay at a bad job?"

4. "Your're thinking is normal then "Why would you go out looking for a bad job that you hated or for job that didn't exist. "Why Look?"

5. "Now where is the proof that you won't find a job?" "'At another time you had a job." "You found that one, right?"

D. All these examples can be used with the formula, Is it irrational belief = negative feeling. It's important that the client take an active part in this 'dialogue, The client can be led to a certain conclusion on his own by the questions you ask him/her. The formula can be used with other problems as well. Losing weight and smoking. Do you really believe you'll lose weight, stop smoking, etc..

E. Remember, you create your own prison with your fears. The only way to be free of them is to face them.

F. The definition of insanity is doing the same thing over and over and expecting the results to be different.

LUNCH LUNCH LUNCH

A. Speeches--again after lunch

1. Ask client if he/she feels better about himself today as compared to last week, Probably due to change in your attitude about himself.

2. Ask what positive thing he/she learned from the morning session..

3. If client resists, ask him if he's happy where he is, doing what he's doing.

8. Show movie-"Packing Your Own S[redacted]e" Shoot

1. After movie, discuss the point she was making (confronting your fears) with the.clients.

2. It's important not to accept the statement that they liked or disliked it. Should explain Why.

3. Perhaps re-state the seed example about planting the right seed to get the desired crop. Sometimes you'll fail, so go back to.see what you did wrong. Don't blame the seed or this class.

4. Look at the employment situation as a giant checkerboard. Since you're unemployed you're not even on the board you can't make any moves. Get on.the board first then employment situations, make career decisions. But get on the board first. That can be the good point in min. wage job. It gets you on the board.

END Tuesday

Wednesday

(Communication and clothing, possibly dpplciations)

Do · Speeches

I. Communication:

A. Ask class "what do you need for communication?" (2 people, sender + receiver)

B. Words clarify what you hear and see.

C. Communication is a science with certain rules to be.followed.. (can be broken into 7 rules that you can go over individually)

1. Timing - "When" you choose to get your message across is very important. It's your responsibilty to make sure the "receiver is open". If a person is not receiving your message correctly it may be your fault.. For instance, maybe the person to whom your talking just had a fight with a loved one. Your message may not get through.. Asking a person for information who is involved in another conversation may prove to be frustrating to you and annoying to them. Asking the boss for.a day off when he's in in a bad mood, may not be rewarding. Sometimes, when the time is not right, it's best not to try to communicate at all. Leave and come back to try again.

2. Space - The distance between two people obviously effects the quality of communication between them. Naturally, if your too far away from someone, you're not going to get your message across too well. Also, standing or sitting too close to someone can hamper communication because one of the person could feel intimidated. (Use example of standing right over one of the people sitting in.the front row. Ask them how they feel) So giving a person the right amount of room is very important to getting your message across correctly.

3. 'Trust - This is pretty much common sense. You're much more likely to listen to and respond to someone who you trust. Who you trust or don't trust, especially when it comes to strangers, is usually influenced by another aspect of communication, what we may call body language or . . . . .

4. Non-verbal/verbal communication - 80% of communication is the non-verbal variety (body language, facial expressions, eye contact, etc.) This means that people pick up more messages from the way you look than from what you say. Also, alot of this non-verbal communication is subconscious. People aren't consciously aware that you're sending them a message, but they're still picking up a message. This is very true where clothing is concerned. That's why we'll spend time on appropriate clothing for job interviewing, A good example of non-verbal commincation is asking which client has a pet of any kind. Then tell her to make believe the pet died over the weekend. Putting on 2 different facial expressions, one sad the other smiling, tell her you are sorry the pet is dead. Class should see that you're conveying 2 different messages with your face even though you're saying the same words. You can also mention the fact that scientists have video taped people who are lying and when they slow down their facial expressions on the tape, you can see their eye brows and mouths twitch. Actually, most of our problems are not casued by others, but becasue we are unable to get our message across effectively.

5. Listen - Part of our responsibility towards good communication is to listen when being spokien to not just "hearing" what a person is saying. Our response to that person depends on what we've heard and if we haven't been listening our response isn't going to lead to a good or fruitful communication.'

6. Level ofknowledgeof people - Sometimes, when one person knows more about a certain subject than another person, the communication gap can be wide. Example: You go to buy your first stero but know very little about stero equipment, The salesman, however, knows about the latest equipment and what it can do in term he can understand. If he doesn't take into consideration or find out throught asking you questions about your limited experiences with stereos, you're not going to understand what he's talking about. Consequently, you may buy somethin you don't want or he lose a sale.

   a. We can also use, as example: welfare and employment program jargon (abbreviations, form names, initials) to show clients who use communicate that confuses the clients we work with.

7. 'Acknowledge 'statements, answer/ask -questions - Anger interfers with sending the right message. It also feeds on itself. If there's no one to argue with, it's hard to have an argument. If you're confronted by an angry person or someone who's emotionally upset (remember the brain, when a person is under stress, the emotional side takes over) try calming them down' by first acknowledging what they're saying (simply nodding your head works, and then answering their questions. Then, when the person is calm enough, you can acknowledge statements and ask questions. Sometimes you msut completely bakc off any communication because person is too upset. Wait unit1 they calm down and then approach them again.

   a. Clients must see that they control their own emotions. If they get sucked into an argument.with someone and lose their temper, it's their fault.

   b. Example: Have client come up and join arms with you and you pust against one another (people arguing). Then have client push against you but you don't resist instead back down and lead pusher around room (only one person arguing but being led by the calmer person).,

   c. Also spot for a relaxation tape if you have one. Or, relaxation exercise,

BREAK (Take breaks every.hour or so; where in the material you choose to do so will vary)-,

II Clothing (Men and Women)

A. Class must realize that clothing is an integral part of communication.

B. You can control what people think about you by what you wear.

C. You can neutralize any weaknesses you may have with clothing.

D. Go over clothing in general.

   1. Ask the class "How does a woman dress who wants to sell herself?"

   2. Let the class give you answers and lead them into stero types. Certain outfits trigger certain responses.

   3. Clothing decisions are usually made in right side of brain. It's emotional'decision. Make it a logical decision.

4. Wear what works not necessarily what you want to wear or "feel" like. wearing. You're after a positive response, not whether you like it or not.

5. Use examples from John Malloy book, "Dress for Success'

a. Two groups of teachers, one group wore suits,.the other jeans and sports shirts (then switched groups). He found that the casual teachers had more discipline problems and their kids scored lower on tests, while the suited teachers had less discipline problems and their kids scored higher on tests.

b. White vs. Black trenchcoats - he had two men wear white then black trench coats and go into stores and ask to use their phones. The results showed that the guy wearing the white trenchcoat had no trouble getting access to a phone, while the guy in the black,trench.coat had difficulty-getting people to let him use the phone (ask class why')
Black is associated with gangsters and cops; white with doctors or lawyers.

c. Soup can - Tell client to imagine 2 cans of Campbell's Tomatoe soup, One can, however, is dented. Which can would they buy? This is to illustrate that the contents of both cans were identical but you judged the soup by the can (person by their cloths)

d. Do comparison in class (if you feel comfortable) between two guys, one with long hair, the other.short hair and ask the class who they would hire for a job. Ask them why? In some cases it's like wearing a sign.

6. Chart:

% of success of interview dependent on 45%

45% appearance fo person

35% responsiveness

10% experience

10% mise

7. People judge you by what you wear. If you dress like a certain group you'll be stero typed as. a member of that group and be associated with all the negative feelings people say have about that group (bikers, Move) Don't give up your own individuality.

8. Refer to the.Sun Exercise again: Clothing does not change the type of person you are. Clothing is one of the spokesin the wheel.

9. Womens's Dress

a. From an early age they were' dressed to please men. They must get rid of that mentality when job hunting.

b. To be taken seriously in aman's world you must have a business uniform.

c. The basic business uniform consists of a suit and blouse (skirt and jacket). The suit.should be dark and the blouse should contrast with the suit. It must give the look of authority. Other likely candidates for the uniform are:

1) conservatively cut dress
2) tailored skirt suit
3) tailored pantsuit
4) skirt and blouse
5) slacks and blouse

d. The best material for the success suit must be either wool or linen. Three types of patterns are often used.

1) Solids
2) Tweeds
3) Plaids

The pin stripe suit is a negative for women (it gives the an imitation-man look).

e. The two best colors for the success suit are gray (2 or 3 shades lighter than charcoal) and medium-range blue. Other colors are:

Navy, beige, charcoal gray, camel, black, steel gray, deep rust, dark brown, deepmaroon.

Avoid: pastels, mustard, and bright colors.

BLOUSES

Businesswomen' should wear solid color blouses. The blouse should have a simple cut (no frills), and be made of cotton or silk. The neckline fo the blouse should be equal to that of a man-tailored shirt with one button open. The collar of the blouse can be worn either inside or outside of the jacket.

The best colors for the blouse are:

White, pale yellow, light blue, beige, dark brown, pink (all shades) tan, light gray, Chinese red, orange,.maroon, pale and kelly green, black, salmon, medium blue, rust gold.

The Dress

g. . A long sleeved dress works best. The dress with the strongest authority-rating is the gray pin-striped dress. Women should stick to conservative, well-tailored dresses. Best dress colors are:

Deep blue, navy, tan, beige, dark brown, light gray, gray, rust, medium-range blue. .

Pants.

h. Most men'find women in pants very sexy, so wearing pants to the office will not make you successful.

Sweaters

i. Sweaters in the office spell secretary. They give nothing but negative impulses (lower middle class).

Vests

j. Do not wear a vest for business', especially if it contours the body (it draws attention to the bust).

Shoes

k. The best shoe to wear is the plain pump (in a dark color), with closed toe and heel. The heel .is to be about 1½ inches high. Other good colors for shoes are: blue, black, deep brown, gray, deep maroon, beige, and tan. Do not wear towering platforms.

Pantyhose

1. Wear only skin-colored pantyhose for business.

Hair

m. Hair must be of medium length (not too short), It must lie neatly in place without constant attention. It must not be excessively curly or wavy. Get rid of all gray (it takes away authority from a woman). Brunettes definitely have more authority (power) than blondes (they have more fun). Tipping, streaking, and frosty give a look that is unsexy, lower class, and unauthoritative.

Makeup

n. Makeup works best when no one knows that you're wearing it. The Guiding Principle is "enough is enough and usually too much." Women in their twenties and thirties should avoid a lot of cosmetics, Women over forty don't follow this rule.

1) If you are under 35; wear lipstick and little else.
2) Obvious eyeshadow is.out.
3) Eyeliner is also out.
4) 00 not wear long fingernails or false eyelashes.
5) Use colorless nail polish only.
6) Mascara must be used with great discretion.
7) Use perfume that is delicate and expensive or none at all.

Jewelry

o. The most useful piece of jewelry for any businesswoman is a wedding ring. This indicates that these women are there for business and nothing else. The less jewelry a women wears, the better off she is. The jewelry that she does wear should be functional and add presence. A woman's watch must be a smaller version of a man's watch. She should wear simple gold posts for earrings. Anything that clangs, bangs, or jingles should be avoided.

1) Earrings smaller than eyes.

BREAK BREAK BREAK

10. Mens Dress:

a. No sneaks, jeans, or T-Shirts.
b. No white sports coat or real bright colored shirts, or white socks.
c. No short sleeve shirts.
d. Important not to wear dark glasses.
e. Also important to stress the effectiveness of wearing a tie. Even if he's got an interview in a warehouse, he should/could wear khaki pants, shirt and tie. He doesn't have to get "dressed up" but the tie is important.
f. Call attention to the fact that blue is traditionally a power color because police wear blue uniforms. Ask them to notice what color politicians wear when they appear on T.V. or lawyers when they try a case.
g. Call to their attention the results of a study done by Michael Solomon, Ph.D, of the New York School of Business Adminsitration entitled, "New Rules for Business Dressing."

1. Showed that people's appearance, "espeically their dress; strongly influences other people's perceptions of their professionalism, trustworthiness, authority, reliability, and suitability for hiring.

2; Your dress just doesn't effect people's perceptions of you it influences their behavior and even the salary they'll pay you.

3. If one person forms a particular opinion of you based on your dress, chances are others will have the same opinion and once someone has made up their mind about you, they're not likely to change it.

4. Most startling item he discovered was the fact that people are influenced by the way you: dress "whether or not they consciously think they are.

5. Most people apply this philosophy rarely and in effectively. Why? They view dress as a matter of taste, rather than 'what it is, a marketing problem.

TIPS:

1. It's important to get the class envolved in noticing what kinds of clothing "works" and what doesn't. It helps to get some of the participants to stand in front of the group and let the group decide if that person's clothing is appropriate.
2. This can be a very touchy exercise so you must be comfortable with the person you choose.

Thursday

00 Speeches:

III. Applications:

A) Transition from clothing to application can be made by doing some exercises utilizing the flip chart and some hand-outs.

1) The True/False Quiz.

a) Employer has more power than you. FALSE

Employer just happens to have job not power. (You can show this with the Fear Analysis Worksheet which could be next exercise)

b) Employer always hires the best person. FALSE

There's no way an employer could know before hand whether he has the "best person".

c) Employer is expert interviewer. FALSE

Employer usually has no training as an interviewer.

d) Interviews are fool-proof selection techniques. FALSE

No way is it fool-proof.

e) Interviewers evaluate qualifications. FALSE

Interviewers are evaluating <u>you</u> as well as your qualifications, but mostly you.

f) Hiring is a logical decision. FALSE

Hiring is an <u>emotional</u> decision.

g) If you can't find a job; that means there are no jobs "out there". FALSE

2-3 million jobs available at any one time of which 1½ million are in small business.

h) There are few jobs "out there", especially when market is tight. FALSE

50-80% of vacancies not listed.

i) Large businesses create more jobs and have higher turnover than do small business. FALSE

Small businesses have more than twice the turn-over of large business.

2) Fear Analysis Chart

Applicant Fears	Applicant Losses
Employer Fears	**Employer Losses**

a) Have clients give reasons for their fears about interviewing and what they have to lose if interview doesn't go well.

b) Next have them give what they think is the employer's fears and losses. They should become aware of the fact that the employer has much more at stake and more to lose than they do.

3) Compare 4 ways of looking for work.

a) Newspaper (20% of jobs are listed; other 80% "hidden")

b) Phone - (Make 30 phone calls - get 3 interviews)

c) Networking - (7 out of 10 jobs are found by word of mouth)

d) Resume - (490 resumes produce 1 interview)

This shows the group that the telephone and taking the initiative to ask questions about employment works best.

4) To lead into the application section, give class the "Can You Follow Instructions?" worksheet.

(Reprint)

a) Give class about 15 minutes to do quiz 'then point out to those that were fooled that they only had to do questions 1 & 2.

b) This example should make them aware of reading all material before signing it or filling it out.

Application itself

a) Hand out sample applications and go over each section. Impress upon the class that the application is used to screen you out. Nothing should go on an application which would give an employer a reason for screening you out.

1) BACKGROUND

Your first encounter upon 'arrival at a company is rarely with the person who interviews or hires; it's with a receptionist or someone else who is not the ultimate hiring authority. Nevertheless, this person is in a position to be of considerable help to you, and could actually do you harm if they happen to mention a negative impression of you when they go into the inner office to announce you to the boss. Keep the potential power of this person in mind during all conversations.

As a job applicant you're late if you arrive on time. Why? You will keep the interviewer.waiting past the scheduled time while you complete the application form. Arrive early enough to complete the form, but not too early so as to be a nuisance around the office.

Job applicants should have these things with them:

a) Two ball-point pens (black or blue ink):

b) Complete, accurate Master Application

c) Two copies of the resume, if there is one; and

d)' Personal Profile' (again, if there is one).,

Remember that job application forms are used to screen job applicants out, not in.. Make it neat, legible, and NEVER put any information on a job application form that will increase your chances of being weeded out or not interviewed. Consider alternate ways of reporting truth that will then be covered more fully once you are in the interview. If you can't think of an ambiguous or positive way that is acceptable to you to answer a particular question, you would probably be better off to leave the question blank rather than record something damaging about yourself,

2) OVERALL CHECK OF THE FORM

When you are handed the form (usually by the receptionist), resist the temptation to start completing it immediately. Instead, take a minute or two to look the form over, from start to finish. Note the instrucitons at the start, and check the instructions later on in the form to see if they differ from the ones up front. (There are some employers who make a test out 'of this - they put unusual instructions on the form to see if you can read and follow directions.) When you have reviewed the whole form, you are then ready to complete the separate parts of it, transferring information (with correct spelling, dates, chosen words, etc.) from your Master Application.

3) NAME

Print your. legal, correct name, or the name you are "officially" known by, but avoid cute nicknames (even if everybody knows you as "Boopsy"). You are not going to be called by the name on your application form once you go to work there - you will be called however you introduce yourself. Print your name in the order the form requests, i.e. first name first. or last name first, etc. Check the left and right borders of the form, because many job application forms ask also for the name along there - and sometimes the requested arrangement of the name is different.

4) ADDRESS

Unless the form tells you otherwise, the usual arrangement of this information is: house number, street, apartment number, town, state, and ZIP code. Don't know your ZIP code?. Look it up by checking a bill envelope addressed to you, or call the local Post Office and ask.

Many forms ask for previous addresses, and how long you lived there. Employers may want to check your credit in the other area, or may be trying to get some idea of your "stability" . If you had bad credit in a previous location, or lived there only a short time, you may wish to consider skipping that address and listing another previous address. Talk it over with someone, and decide in advance.

5) TELEPHONE NUMBER

List your telephone number starting with area code (in parentheses) followed by the number: "(413) 978-4432". Every job seeker MUST have a telephone number to list on application forms. If you do not have a phone where you live, or for some reason can't or don't want to list it, then you must list at least one "message phone number'!. Good candidates for message listings are friends, relatives, or others who are likely to be home during normal business hours, will represent you well on the phone (good phone voice and businesslike manner), and who can easily and rapidly contact you. It's not usually a good idea to use a social worker or agency interviewer as your message phone listing, because some employers will be unfavorably impressed. A message phone listing looks like: "(415) 840-1033 - message." To make it as easy for employers as possible, many job seekers list both their, own phone, and a message phone. That's something to consider. ---

6) POSITION WANTED/APPLIED FOR

Every application asks what type of work you are applying for. Hopefully, you will know exactly what job is open before you go, so you can list that. You MUST list a specific job. NEVER, NEVER; NEVER state on a form or in an interview that you are looking for "anything". This is a sure way to poison your chances with the great majority of employers. "Anything" means you are desperate, so perhaps can't be trusted too well, that it is likely that you will just take off after you get your first paycheck, and that you probably don't have a trade or a skill. Don't say it.

If you want to keep your options open, so you could be considered for other jobs (a very good idea) you can take care of that by listing something specific, and something general. Here's an example: 'Truck driver or anything else in the shipping department.' Or, how about: "Receptionist or general clerical". Undoubtedly, you can come up with even better examples, about you and the work you are seeking.

7) SALARY DESIRED

Never state a salary requirement on a form or in an interview before the employer's salary range is known, if you can possibly avoid it. The risks you take are simply too great. If you mention a price, chances are you are eitherover pricing yourself or under pricing yourself in the employer's mind. Either way, it becomes more difficult for the employer to picture you working there and being happy. If you have been referred to the company by an agency, you usually will know in advance what the salary range is to be, so it's fairly safe to list a salary requirement that falls into that range. uOn rare occasions, a want ad will give you this information. But if you don't know the employer's mind on salary, it's much safer to answer this question "open" or "negotiable".

8) EDUCATION AND TRAINING

This is one of the sections of the application form from which you can probably benefit by getting help from someone near to you.- We are

sometimes. too close to our own descriptions of our schooling to make it clear to strangers reading it. Make sure that course titles say something to a reader - do they make sense and actually describe the course? If not, you may wish to use a different name to make it more descriptive, or add a brief second title in parentheses. Include all work-related or semi-work-related courses whether you got official credit or not. Incompleted courses, especially if they are directly work related, can also be listed, but list them in a way that doesn't flatly say that you didn't complete them (i.e. "Attended XYZ School of Business, Word Processing, 8 months, 1983").

Be careful of questions that ask about future school plans; Answer "No" if you have only indefinite plans. If you are positive you will be going back to school, you don't want to scare the employer into thinking you will quit soon, so indicate "part-time, work-related night school possible" or something like that.

9) AVAILABILITY

Questions pertaining.to your availability for work should be answered as liberally as you can. Do not report-preferences for days and shifts, because these will be interpreted as restrictions. If you would rather not work nights, but would for awhile if you had to to get the job, simply indicate that you are available for night work. Indicate that you could start "immediately" unless you are currently employed. If working, it's pretty safe to enter "two week notice". This shows you are considerate of your present employer and gives the impression you will be a considerate employee at this company as well.

"Part-time" usually means a permanent job that is less than 40 hours per week. "Temporary" usually means a full-time job, but only for a limited time until a scheduled lay-off. It's advisable to indicate availability for these (if you are), because they often can lead into regular full-time permanent work. If you have any questions about what the employer means when asking these or any other questions on the form, ask the receptionist or the interviewer once you get into the interview.

Most forms ask if you are willing to relocate. If there is even the remotest chance that youmightsomeday do this, answer "yes". You can always decide if and when the time comes, but the time for decision may never come at all if you answered "no" on the form.

10) HOBBIES, INTERESTS, LEISURE ACTIVITIES

These sections of some application forms give you the opportunity to reveal all sorts of other talents that you have which may not be imnediately apparent from the more common section of the form. Activities in ocntroversial organizations are best not reported, at least by name of the organization, because they increase your risks of not being hired. Also, you probably want to avoid mentioning religious organizations by name because all religions provoke emotional responses from some people, even if they are religiously tolerant. It's not advised that you must avoid religious information - just be aware that in some instances you may be increasing your risks. However, that's entirely up to you, of course.

Examples of information that are relatively risk-free and usually very helpful include: cross-country running (shows you are probably fit and healthy), scout leading (shows community concern,responsibility, and you are probably a very nice person), model building, computer user club, writer's workshop, hospital or helping auxilliary or group, playground supervising, etc.

11) WORK EXPERIENCE

Even.experienced job placement counselors have trouble describing job duties well. Get someone to help you complete this section of your Master Application. Are the jobs listed in the order requested? Are there obvious gaps in your work record? If so, how could you make them better? Do the job titles make sense, or 'do they sound vague to someone reading about them for the first time? Are the duties descriptive of how you actually spent your time, or are they just terms.and titles? Hers's a real-life example: a person listed her job title as "veterinary assistant" and the job duties as "helped veterinarian in a small animal hospital." This doesn't sound bad until you try to figure out what the person did. Did she keep books? Paint the building? Administer medicines to the animals? Admit animals to the hospital and counsel the people? When you read'this application, you have no idea. A better job title would be: "Animal Care Assistant", and better description of duties would be: "Responsible for daily feeding, cleaning, and general care of hospitalized house pets. Sometimes worked reception admitting animals and setting up books with owners." You could probably make this person's past job report even better if it had been your job.

WHYDIDYOUR JOB END?

Remember the'rule to never put anything on the application form which will reduce your chances of being selected for interviewing or for hiring. Therefore, avoid "scare words" such as "fired" , "quit for personal reasons" or even- "terminated". You can (and probably must) explain in the interview, so on the application form use ambiguous but true terms such as: "left", "released", "laid off", "job ended." This is another topic that would benefit from discussion with someone 'else before you finally decide how to report it on the application form.

13) VOLUNTEER ACTIVITIES

Give yourself a break! If you have done organizational or other volunteer work, seriously consider listing it along with your other work history, whether the duties were work related or not. It is now generally acceptable to report volunteer work and projects as part of a work history. So show hospital work, food program involvement, and similar activitites right along with your regular work history, unless there is a separate section for volunteer work (this is rare). The only difference between volunteer and regular paid job listings is in the salary box. List "vol" or "volunteer" instead of salary.

14) TRANSPORTATION

Questions.about what kind of car you have,. or how you would get to the company for interviews or work, are potential traps. The employer is trying to find out if there is some doubt about your dependability. If there is some doubt, you will.probably not be hired. Make sure you report your car, bus connections or whatever in as positive a light as you can. Under no circumstances report that you would commute by "boyfriend", or that"my mother takes me" or any- thing that would show that you must rely upon others for transportation.

15) REFERENCES

Employers rerely contact listed references, but almost always ask for them on an application form. Employers then look them over just to get some sort of impression about you. Therefore, you must have some references ready. Candidates for references are nonrelatives who have known you personally for some time, who will present themselves well on the telephone, or are available by phone during the business day, and who live in the area. Some people feel you should list clergy; some argue against it. You will have to decide.

You need to get permission from reference candidates before listing them, and you should coach teams on what to say about you if they are ever contacted. An example would be a neighbor who knows or thinks you get along with all sorts of people and are a cooperative sort of person. Ask this person to please mention these things about you if he or she is called. Ask if they would be comfortable saying these things about you, and they almost always will agree.

i6) MARITAL STATUS

Questions about your marital status or plans may or may not be technically legal, but they often are asked. Sometimes it's because the employer is- simply using an old form. Many times it's because the employer is not a pro- fessional interviewer and is interviewing only to get one person hired.

Your safest replies are: "Married" and "Single". It's best not to volunteer details such as being divorced, engaged, widowed, separated, living together etc., because you increase your risks of making a negative impression.

17) HEALTH

Your health is "EXCELLENT",, Not "Good", "Better thanks", or "O.K.". Oh, everybody has limitations, aches and pains, and little things wrong with them, but that is not the intent of the question. Most modern application forms will ask something like: "Do you have any health or other physical limitations that would affect your ability to do the job for which you are being considered?" Regardless of how the form actually asks the question, answer it as if it were asked in this way. Theoretically, you will not be applying for work you physically cannot do, so your health is "excellent'. An office worker out west in confined to a wheelchair, but this is no limitation for the kind of work he does. Therefore, he lists his health as "excellent" with no comments. He is prepared to discuss this more fully in an interview, of course, because the wheelchair is easily noticed.

18) ARREST AND CONVICTION RECORD

Except for some rare jobs, such as law enforcement, you do not have to report any arrest that.did not result in a conviction, and such records are not supposed to be available to people trying to check up on you. Convictions are a different matter. Remember, nothing damaging to you should go on the application form, if you can avoid it. If you have had a conviction, you may wish to leave this answer space blank.. That's a risk, but probably less of a risk than answering the question fully. There are other ways of listing the truth - get some help identifying these from a counselor, job search workshop group members, or friends. One man in Iowa had spent 15 years in the State Penitentiary, so after talking to friends he decided to list it as employment. It worked for him!

IV INTERVIEWING (not interview but outerview)

A. The biggest mistake you could make when going for an interview is to attach a job to it. An interview is an interview, it is not a job. Go in with the idea that you're meeting someone for the first time and you want to learn something about one another.. Also, you should never stop your job search because you had a good interview. It doesn't mean you have the job and you'll lose more time.

1) The day before you go to the interview, confirm it by phone, and get to know something about the company you're interviewing with. Make a list of your skills and traits and get to know them, that way there will be no hesitation if the interviewer asks you a question about you. You should also know at least one thing about the company you've applied with. Maybe they've opened a new branch or you could mention something about their product. This information you could use sometime during your dialogue with the interviewer. This shows him that you have some interest in his company besides just a job. Remember this is a two-way conversation and you'll be selling a product, yourself. You don't get a second chance to make a good first impression.

2) Arrive 15 minutes early and alone. This shows initiative and you'll be less nervous.

a) Be careful of what you do while waiting. You may be watched.

b) Always greet the secretary with a smile and handshake. She's part of the screening process.

c) No gum, no smoking.

d) Remember,if you're not early, you're late.

3) Greet interviewer with handshake. and "good morning" unless he's on the phone, then wait to be seated.

a) He'll be observing how you react to his questions so sit up straight and try not to slouch or show too much nervousness (keep your hands folded on lap) lean forward slightly in chair.

b) 80% to 90% of communication is non-verbal. You want to maintain eye contact and smile.often.

c) Remember it's your responsibility to be understood so don't be afraid to ask a question if you don't understand what he's asking. And, by all means, no one word answers.

d) Check out his office. There may be a picture or some trophy.that you could comment on.

e) Never get into discussion about salary. You may price yourself out of a job or undercharge for your services.

f) Always stress your dependability, quick learner, reliability and you get along with people.

g) Your hobby should show him you're an active person who participates. You're not an observer.

h) Secure person asks questions, insecure person hides the fact he's confused.

i) Find out their needs by asking:

j) Explain away.any weaknesses.

k) Keep ball moving (like having a catch):

1) They'll think you're interesting if you get them to talk about themselves.

m) Mention interviewer's name often.

n) Get the job first before you start negotiating for anything.

o) Concerning illegal questions: respond to their concerns not necessarily the question.

1) "Are you starting a family?". Answer: "Nothing will interfere with me getting to work."'

2) "What religion are you?" Answer: "I can work any day of the 'week.

p) Ask for the job. You have nothing to lose. You could ask what he thought of the interview and your application. If he hasn't made up his mind or he wants to interview more people, stress that you can start right away and save him the extra time and money it will cost him to 'interview others. Remember, a sales pitch starts when the customer'says no. This is a good time to sell your good qualities all over again. If he still resists, then back off but ask if you can call him back because you don't want to miss his call since you're out everyday looking for employment.

q) Compare this method of selling yourself with a scale used to weigh candy. You wouldn't pay $1.50 a pound for candy that was priced $1 per pound. The employer's not either. So you must add more candy to tip the scale in your favor. The candy you're adding is your dependability, reliability, quick learner, and get along with other people. During an interview you can't stress these traits enough.

r) Another way to score points is to write a short thank you note to the employer after you get home. Thank him for taking the time to talk to you and mention that you hope to be working for his company in the near future.

s) Following is a list of tough interview questions and some of their answers. They can be used in a combination of ways.

1) Break the group into two's and have them interview one another. Then they switch places. While they're doing this, you can move around the room and listen to their progress and offer suggestions.

2) You can interview several of the clients.

3) Put a question on an index card. Make as many as you wish. Then pass them out in class, one to a client. Each one will get a turn to read and answer a tough question.

V. CLOSING

A. Before dismissing class, make sure each client knows where they're supposed to meet the following.week for the second component. This usually consists of the phone workshop.

This telemarketing component should be stressed to the class as the possible answer to their job search.. They can make appointments with 2 different job developers (Stratford and Camden) and an.appointment with the WIN job counselor. Also, they have a very good chance of developing their own interviews by calling companies in the yellow pages (30 calls = 3 interviews).

B. Refer back to their anxiety about doing speeches. They may have thought they couldn't do speeches but they did. It's the same with telephone work. Look at all the opportunities they may have walked away from because they were afraid to try. They're in total control on phones (they can hang up).

EXHIBIT 18

CURRICULUM OUTLINE FOR
CAMDEN TEEN PROGRESS
PRE-EMPLOYMENT WORKSHOP

CAMDEN'

PRE-EMPLOYMENT TRAINING PROGRAM

WEEK 1 AGENDA

	JOB SEEKING & KEEPING TECHNIQUES 9:00 a.m. - 10:30 a.m.	EDUCATIONAL READING & WRITTING SKILLS 10:35 a.m. - 12:00 p.m.	SKILLS BASIC MATE 1:00 p.m - 2:30 p.m	JOB EQUIPMENT SKILLS 2:35 p.m. - 4:00 p.m.
MONDAY	Group Introduction Discussion on Training outline for six week Group Evaluation of each person's individual employment plan.	Word Building exercises and Dictionary Skills exercises	Addition exercises and Homework	Telephone answering and etiquett and Guest speaker from N.J. Bell Telephone Company
TUESDAY	Goel Setting Long Term and Short Term * Guest Speaker - Dorothy Gailliars	Review Dictionary Skills Introduction to Capitalization and Punctuation Skills	Review on addition skills *Introduction to Subtraction class exercises and homework	Filling out applications and other forms Learning Objectives
WEDNESDAY	A direct approach to career and job success * Learn Objectives * Determine your strengths and Weakness * Career and job choices	Review on Writing and Punctuation Skills Introduction to Functional Skill Words pertaining to the work world	Review on Subtraction exercises and exercises on how to count money and hours work on a job (time card)	Field Trip KIM GARNER Civil Service Training Center at Glassboro Urban - to familiarize student on the uses of calculator - adding machine - typewriter - copy machine and etc.. Learn filing procedures
THURSDAY	Personal development * Learn Objectives * Determine your strenghts and weakness * Career and job choices	Review on word - functional skills - discuss how these words influence their work experience vocabulary	Introduction to Multiplication Skills and Class Assigment and Homework	Review on the usages of office equipment and etc.
FRIDAY	Analysis and Group Discussion on the Connection between work and welfare * Guest Speaker from Welfare Topic - Child Support - How work affects welfare - other services	Word Building and Sentence Building & Dictionary Skills	Review on Multiplication Skills & How to compute a pay check	Review Skills * Role Play - Telephone Answering & Etiquett * Filling out appropriate forms with accuracy & confidence

E18-1

PRE-EMPLOYMENT RAINING PROGRAM

WEEK 2 AGENDA,

	JOB SEEKING & KEEPING TECHNIQUES 9:00 a.m. - 0 0 a.m.	EDUCATIONAL READING & WRITTING SKILLS 10:35 a.m. - 12:00 p.m.	SKILLS BASIC MATH 1:00 p.m. - 2:30 p.m.	JOB EQUIPMENT SKILLS 2:35 p.m. - 4:00 p.m.
MONDAY	Time Management * How do students use their time-during a a day or week or ect. * Do you waste time getting nothing done? Or do you plan your time wisely?	Reading and Spelling exercises plus Forming Sentences & Homework	Review on Addition & Subtraction & Multiplication *Uses of the above in in work world	Exploring-job occupation book Picking out three occupations that interest student-write up job discripti education reuirements & etc.
TUESDAY	Preparing for job opportunities; * Learning Objectives * Targeting jobs & job hunting strategies	Reading & Spelling exercises plus Forming Sentences & Assignment	Introduction to Long & Short Division Class assignment & Homework	Telephoning for an interview * Learning Objectives * Review telephone courtesy * Role playing [redacted]
WEDNESDAY	FIELD TRIP Visit the Court House Objectives - Learn the Structure and how it affects you See a court session in action	FIELD TRIP Visit Court House	FIELD TRIP Visit Court House	Discuss Field Trip & student plan of action (job hunting technique)
THURSDAY	Locating job possibilities Learning Objectives * Research & Networking * Reading & placing ads * Letter writting review	Common mistake in Writing & Punctuation Class assignment & Homework	For your information Class d[redacted] and examples on the following rules. * How to read directions * Units of measure	How to prepare your resume * Learn Objectives * Sending a cover letter * Obtaining a letter of recommendation
FRIDAY	Guest Speaker-Vickie Held Planning a successful interview * Learn Objectives * Creating a good first impression	Review Introduction to correcting & capitalization & P[redacted] in letter writting	Review Long & Short Division & Fractions & Rules	Review on Occupation Explanation * Telephone procedure for an interview

PRE-EMPLOYMENT)AINING PROGRAM

WEEK 3 AGENDA

	JOB SEEKING & KEEPING TECHNIQUES 9:00 a.m. - 10:30 a.m.	EDUCATIONAL READING & WRITTING SKILLS 10:35 a.m. - 12:00 p.m.	SKILLS BASIC MATH 1:00 p.m. - 2:30 p.m.	JOB EQUIPMENT SKILLS 2:35 p.m. - 4:00 p.m.
MONDAY	Guest Speaker - Wanda Whitings From Youth Commission Topics - Behavior in the Work Place	Writing Clear Sentences & Class assignment & homework	Introduction to Percentages and review on Fraction & homework	Field Trip - Civil Service Training Center Glassboro Urban to familiarize & hand or experience of Office equipment
TUESDAY	Role Playing - Using Video tapings & Group discussion on * Calling in sick * Late for work * Relationship with others	Finding subjects & objects in sentences & class assignment & homework	Review on Percentages & Fractions & homework	Discuss the mine do's and don'ts for acutual interview * example - Don't smoke or chew gum during the interview * Don't lie about what you can do
WEDNESDAY	FIELD TRIP Job hunting at the mall	FIELD TRIP Mall for Job Hunting	FIELD TRIP Mall for Job Hunting	Discuss - writing a thank you note - After the interview
THURSDAY	Role Playing - using video taping Group discussion on * Relationship with supervision * Having job clarify ect. & test * Showing honesty & reliability	Correcting your spelling * Rules you can use * Using the dictionary	Introduction to decimels * adding * subtraction Homework	Class discussion on possible interview Questions * example - Tell me about yourself? * Why do you want to work here?
FRIDAY	Role Play - occupation Professions (nurse's aide , domestic worker & etc.) with video taping & group discussion	Review * Spotting spelling problems & using dictionary	Review on Fractions & Percentages & Decimals * adding * subtracting	Class discussion on what to do after the closing of the interview * example - Give a firm hand shake call the employer back a few days later

PRE-EMPLOYMEN TRAINING PROGRAM

WEEK 4 AGENDA,

	JOO SEEKING & KEEPING TECHNIQUES 9:00 a.m. - 10:30 a.m.	EDUCATIONAL READING & WRITTING SKILLS 0 .m. - 12:00 p.m.	SKILLS BASIC MATH 1:00 p.m. - 2:30 p.m.	JOB EQUIPMENT SKILLS 2.35 p.m. - 4:00 p.m.
MONDAY	Group discussion and role playing Coonsumerism * example - Sales person & Customers	Writing skills & Reading Comprehension Plus Homework	Pay roll * Problems on Computing Annual & per weekly salary	Job Placement for week or permanent Mr. Berward Warowitz Job Development
TUESDAY	Discussion on how work or upgrading your self in school, will affect your relationship with your children - parents or boyfriends	Writing Skills & Reading Comprehension plus homework	Pay Roll Convertion of annual salaries to the require pay period	Role playing - with video taping - row you have the job * Where do I go from there ? * What are expected beinavicors & attituries toward co-workers - supervisor
WEDNESDAY	FIELD TRIP Campbell Soup Co. Objective - Explore the factory & different job duties - from factory worker to personnel worker & etc.	FIELD TRIP Campbell Soup - explore diversity in job performance	FIELD TRIP Campbell Soup -- Exploration of jobs	Guest Speaker from one of the Hospital -Daton Manor AHEC -Martha Chavis Topic - kinds of job available in the hospital * Requirements & etc.
THURSDAY	Discussion on field trip Guest speaker from - Girls on the Move	Clarity of thought - In sentence structure Class assignment	Complete Federal income tax - by the wage bracket and percentage methods	Guest speaker - Pat Colliar Topic - Women in the work face
FRIDAY	Guest Speaker - Kim Garner Topic Now you have the job - how do you intend to keep it * Job keeping skills - Getting to work on time	Review on writing skills & Punctuation & Class assignment	Review on * Computing Annual & weekly salary * Convertion of annual salary re[redacted]	Guest Speaker - from Temporary Agency Topic - how to obtain a job - whether its temp. or perm.

PRE-EMPLOYMENT TRAINING PROGRAM

WEEK 5 AGENDA

	JOB SEEKING & KEEPING TECHNIQUES 9:00 a.m. - 10:30 a.m.	EDUCATIONAL READING & WRITTING SKILLS 10:3 a.m. - 12:00 p.m.	SKILLS BASIC MATH 1:00 p.m. - 2:30 p.m.	JOB EQUIPMENT SKILLS 2:35 p.m. - 4:00 p.m.
MONDAY	Girls on the Move Objectives - * How to style your hair for work * How to wear make-up * How to dress for work	Developing a personal writting plan * Keeping a journal	Problem Solving that involves Percents * Increase * Decrease * Home work	Job Placement - Students Mr. Bernard Warowitz Job Developer
TUESDAY	Guest Speaker - Wanda Rodriguez Topic - Why Women Work * Focus on the Job * Self-Doubt	Step in reading a Topic Carefully and developing your point o view * Generating Ideas	Review on Graphs Class assignment & homework	Role playing - with video taping - The one's who received Temp Job - problems that occur - positive job experiences
WEDNESDAY	Discussion on expectation your boyfriends has for himself and you Maybe invite boyfriends in by discuss the above	Writing an Essay * Creating an opening paragraph * In the second & third paragraph - develop [redacted] example	Review on Graphs & * Identifying * Circle graphs * Bar graphs * Line graphs	Guest Speaker - Temporary Agency Objective - job placement for students
THURSDAY	FIELD TRIP City Hall - Explore job options	FIELD TRIP City Hall	FIELD TRIP City Hall	Discuss field trip objectives - would you like to work for the City of Camden? - If so in what capacity
FRIDAY	Discussion on stress factors on a job site * Role play - Situations * Guest Speaker -	Review on Essay writing Introduce the * Final paragraph, restate and explain why you hold your central point of view	Review on GRaphs & * Lines Graphs * Bar graphs Class assignment	FIELD TRIP Civil Service Training Center & Glassboro Urban * To famillarize student on use of offic equipment * Hands on experience

EXHIBIT 19

PROJECT ADVANCE ATTENDANCE AND PARTICIPATION FORMS

- Monthly Attendance and Progress Report (DPA 2466)
- Client Independent Job Search Participation Record (DPA 1911)
- Independent Job Search Participant Weekly Employer Contact Log

4/3 Years

Illinois Departmentof Public Aid

PROJECT CHANCE

MONTHLY ATTENDANCE AND PROGRESS REPORT

Project Advance
1308 West 105th Street
60643

Project Chance Office

Report for Month of: _____ Date: _____

Student: _____
LAST FIRST M/I

Address: _____

Case ID No.: _____ Case Name: _____

Telephone No.: _____ Project Chance Specialist: _____

School: _____

INSTRUCTOR: The above-named student is required to provide his/her Project Chance Specialist with a monthly attendance and progress report in order to qualify for certain financial payments. Please complete the section below and return the form to the student.

*S = Satisfactory Progress U = Unsatisfactory Progress
**Indicate the days present for each day of the week.
(If a student attended class four (4) Mondays during the month, write "4" in the appropriate column for the course listed.)

COURSE	COURSE NUMBER	INSTRUCTOR'S SIGNATURE	PROGRESS*		DAYS ATTENDED**						DAYS ABSENT
			S	U	M	T	W	TH	F	S	

Date and reason for withdrawal: _____

STUDENT: Give this form to your Instructors to complete and return to you. You must submit the completed report to the Project Chance Specialist each month. Completion of information and/or compliance with instructions is mandatory, Ill. Rev. Stat., Ch. 23, P.A. Code. Failure to report your attendance to the Project Chance Specialist may result in termination of your supportive service payment.

_____ Student Signature

_____ Date

State of Illinois
Department of Public Aid

CLIENT INDEPENDENT JOB SEARCH PARTICIPATION RECORD

SECTION I.

ADDRESS (Optional) _____ CASE NAME (if not same as client) _____

PHONENUMBER _____ Zip _____ CASE NUMBER _____

1. a. First Call-In Letter Sent (Date) _____

   b. Orientation Date _____ Reported _____ Failed _____

2. a. Second Call-In Letter Sent (Date) _____

   b. Orientation Date _____ Reported _____ Failed _____

3. a. Assigned to IJS (Date) _____ Amount Transportation Issued Date _____

   b. Client Referred to IM for Exemption Status Review (Date) _____

   Result of IM Review (Date) _____ _____

   c. Other (Specify) _____

SECTION II.

INDEPENDENT JOB SEARCH ACTIVITY

1. SESSION DATE _____ REPORTED _____ FAILED _____

   IJS FORM RETURNED YES ___ NO RESULTS _____

   SESSION ACTIVITIES _____

   AMOUNT TRANSPORTATION ISSUED: _____ DATE: _____

2. SESSION DATE _____ REPORTED _____ FAILED _____

   IJS FORM RETURNED YES ___ NO ___ RESULTS _____

   SESSION ACTIVITIES _____

   AMOUNT TRANSPORTATION ISSUED: _____ DATE: _____

3. SESSION DATE _____ REPORTED _____ FAILED _____

   IJS FORM RETURNED YES ___ NO ___ RESULTS _____

   SESSION ACTIVITIES _____

   AMOUNT TRANSPORTATION ISSUED: _____ DATE: _____

VOLUNTEER (Circle if applicable)

CLIENT NAME (Last, First)

(Basic Number)

4. SESSION DATE _____ REPORTED _____ FAILED _____

IJS FORM RETURNED YES __ NO __ RESULTS _____

_____

SESSION ACTIVITIES _____

AMOUNT TRANSPORTATION ISSUED: _____ DATE: _____

5. SESSION DATE _____ REPORTED _____ FAILED _____

IJS FORM RETURNED YES __ NO __ RESULTS _____

_____

SESSION ACTIVITIES _____

AMOUNT TRANSPORTATION ISSUED: _____ DATE: _____

6. SESSION DATE _____ REPORTED _____ FAILED _____

IJS FORM RETURNED YES _ NO __ RESULTS _____

_____

SESSION ACTIVITIES _____

AMOUNT TRANSPORTATION ISSUED: _____ DATE: _____

Additional Comments _____

_____

_____

_____

_____

_____

SECTION III.

ENTERED EMPLOYMENT DATE _____

DETERMINED NON-COOPERATIVE DATE _____

PRE-EMPLOYMENT PLAN DEVELOPED DATE _____ (Specify) _____

REFERRED TO DOL DATE _____

LIMITED CONTACT STATUS DATE _____

TO BE RECALLED (MONTH/YEAR) _____

OTHER (Specify) _____

_____

PROJECT ADVANCE
1308 WEST 105TH STREET
CHICAGO, ILLINOIS 60613

INDEPENDENT JOB SEARCH
PARTICIPANT WEEKLY EMPLOYER CONTACT LOG

MONDAY:

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

TUESDAY:

EMPLOYER: _____

ADDRESS: _____

PRONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOE: _____

WEDNESDAY:

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

WEDNESDAY: (COND'T)

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

THURSDAY:

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

FRIDAY:

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

EMPLOYER: _____

ADDRESS: _____

PHONE: _____

CONTACT: _____

DATE OF INTERVIEW: _____

TYPE OF JOB: _____

EXHIBIT 20

PROJECT ADVANCE CHILD SUPPORT
ENFORCEMENT FORMS

- Initial Child Support Enforcement Appointment Notice to Participant (DPA 2980)
- Initial Child Support Enforcement Appointment Notice, Grantee (DPA 2981)
- Appointment Letter Requesting Male to Meet With Family Support Specialist (DPA 2979)
- Appointment Notice for Father (DPA 2990)
- Initial Call-In Notice Adjudicated Father (DPA 2987)
- Declaration of Paternity (DPA 2970)

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

INITIAL CHILD SUPPORT ENFORCEMENT APPOINTMENT NOTICE TO PARTICIPANT

Case Name _____

Case Number _____

Date: _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA SU ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

An appointment has been scheduled for you to meet with the Department of Public Aid's Family Support Specialist.

SCHEDULED APPOINTMENT

DATE: _____ TIME: _____

PLACE: 1308 West 105th Street, Chicago, Illinois

When you arrive ask for the Family Support Specialist.

Bring these things with you _____

_____ The meeting will last about: _____

During the meeting, the Specialist will ask you questions about your child's father. The Specialist will also help you to understand your legal rights and your child's legal rights in the issue of'child support.

It is your responsibility to keep this appointment. Keeping scheduled appointments is a Project Advance participation requirement. If you do not have an acceptable reason, and you miss more than one appointment scheduled for the same activity, your financial assistance benefits will be removed from the Public Aid grant for your household.

If you feel that you have a good reason for not being able to keep this appointment, please call Project Advance to see if the appointment can be rescheduled. If babysitting is a problem, bring your child along. We have a free Child Monitoring Center and people to watch your child while you are here. If transportation is a problem, call Project Advance. If necessary, Project Advance can help you pay the cost of transportation to and from the program.

THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900.

Sincerely,

DPA 3980 (N-10-871

IL478-1740

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

INITIAL CHILD SUPPORT ENFORCEMENT APPOINTMENT NOTICE, GRANTEE

Client Name _____

Client Number _____

l - - l

Date _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Deaf

This letter is to inform you that _____, a member of your Public Assistance household, is a Project Advance participant and has an appointment to meet with the Family Support Specialist.

SCHEDULED APPOINTMENT

DATE: _____ TIME: _____

PLACE: 1308 West 105th Street, Chicago, Illinois.

She must bring these things with her: _____

Please feel free to come with her if you wish to do so.

During the meeting, the Specialist will ask her questions about the father of her child. The Specialist will also help her to understand her legal rights and her child's legal rights in the issue of child support.

This is a scheduled appointment. It is _____'s responsibility to keep this appointment. Keeping scheduled appointments is a rule for Project Advance participants.

Participants who, without an acceptable reason, miss more than one appointment scheduled for the same activity are sanctioned. Sanctioning means the Department will stop including money for that person in the household's assistance grant. The sanction period lasts one month or longer.

To avoid sanctioning, or to have the sanction ended, all a participant has to do is to follow the program's rules.

We feel certain that with your encouragement, _____ will make every possible effort to follow all of the rules for Project Advance.

If you have any questions, please feel free to call me. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900.

Sincerely,

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

APPOINTMENT LETTER REQUESTING MALE TO MEET WITH FAMILY SUPPORT SPECIALIST

Father's Case Name: _____

Father's Case Number: _____

Date: _____

Dear Mr.

According to _____, a Public Aid recipient, you are the father of her child. For this reason, an appointment has been scheduled for you to meet with a Department of Public Aid Family Support Specialist.

SCHEDULED APPOINTMENT

Date: _____ Time: _____

Place: 1308 West 105th Street, Chicago, Illinois

When you arrive for your appointment, ask for the Family Support Specialist.

During the meeting, you will have the opportunity to discuss your rights regarding the paternity issue and the responsibilities related to paternity. Please keep this appointment. If you are under age'21 and wish to bring your parent, guardian or other responsible adult, feel free to do so.

If you have any questions, please feel free to contact me. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900.

Sincerely,

Illinois Department of Public Aid

PROJECT ADVANCE
Appointment Notice for Fathers

Date: _____

1

Dear: _____

According to _____, a public aid recipient and active Project Advance participant you are the father of her child (or expectant child). As the father (expectant father) you may participate in Project Advance, an Illinois Department of Public Aid program to help parents of AFDC children prepare to support themselves and their children.

Project Advance offers many advantages and can help you:

Complete school
Learn a trade
Learn how to get and keep a job
Develop skills for personal growth

You are scheduled for an, appointment:

_____
DAY

_____
TIME

1308 West 105th St.
PLACE

Begin now to plan to keep this appointment to learn more about Project Advance. It is important that you:

BE ON TIME

BRING THIS NOTICE

It is expected that you will be at the Project Advance office for at least 3 hours.

If you have any questions, please feel free to contact me. The Project Advance telephone number is 881-2900.

Sincerely,

DPA 2990 (N-4-88) IL478-1824

Illinois Department of Public Aid

4/3 YEARS

PROJECT ADVANCE

INITIAL CALL-IN NOTICE ADJUDICATED FATHER

Case Name: _____

Case Number: _____

Date: _____

ESTA ES UNA NOTIFICACION MUY IMPORTANTE QUE AFECTA SU ELEGIBILIDAD. SI USTED NO ENTIENDE INGLES, BUSQUE UN INTERPRETE.

Dear

According to a court decision, you are the father of _____, the

child of _____, a Project Advance participant. As the father, it is your responsibility to support your child.

Because you have been legally determined the child's father and receive either AFDC or General Assistance, you must participate in Project Advance. Project Advance is an Illinois Department of Public Aid program to help parents of AFDC children prepare to support themselves and their children.

Participants are assisted in completing school, getting training, and learning how to find a job. All Project Advance services are free and the program can help with program related expenses for child care, transportation, books and supplies.

You are required to attend the following Project Advance meeting:

Date: _____ Time: _____

Place: 1308 West 105th Street, Chicago, Illinois

Appointment Reason: Initial Call-In The meeting will last about 4 hours,

It is IMPORTANT for you to attend the meeting. If you do not have an acceptable explanation and you miss more than one meeting for the same appointment reason, you will be sanctioned. Sanctioned means that the Department will stop including money for you in the financial assistance grant for your household. The sanction will last one month (one check) and will not stop until you cooperate with Project Advance. If you receive AFDC, the sanction will not interrupt any medical or Food Stamp benefits that you might be receiving. If you receive General Assistance, you will not be eligible for medical benefits.

If you have a reason for not attending this meeting, call and find out if a new meeting date can be scheduled. THE PROJECT ADVANCE TELEPHONE NUMBER IS 881-2900. We look forward to meeting you.

Sincerely,

Illinois Department of Public Aid

3/PERMANENT

PROJECT ADVANCE

DECLARATION OF PATERNITY

Section A: Information about the Child and the Child's Mother

_____, a public aid recipient
(Female Recipient's Name: First, Middle, Last)
age _____, is the:

____ expectant mother of an unborn child:

____ mother of _____

a _____ child, born _____
(Male or Female) (Date: Month, Day, Year)

in _____
(Place of Birth: County, City, State)

According to _____
(Female Recipient's Name: First, Middle, Last)
you are the father of this child. Please complete one of the following sections.

Section B: Declaration of Paternity

Yes, I am the father of the child _____
(Your Signature) (Date)

Current Address, City & Zip Code _____

_____

Telephone Number _____ Social Security Number _____

Date of Birth _____ Place of Birth _____

Public Aid and General Assistance Recipients complete the following:

Case Name _____ Case Number _____

Section C: Denial of Paternity

No, I am not the father of the child _____
(Your Signature) (Date)

Current Address, City & Zip Code: _____

_____

Telephone Number _____ Social Security Number _____

Date of Birth _____ Place of Birth _____

Public Aid and General Assistance Recipients complete the following:

Case Name _____ Case Number _____