

SUPPORTIVE SERVICES

in Workforce Development Programs

*Administrator Perspectives on Availability
and Unmet Needs*

**JOB TRAINING
SUCCESS**

About This Report

This report presents findings from a national, online survey of 168 administrators of job training and career and technical education programs. It examines administrators' perspectives on the role of supportive services such as child care and transportation assistance in improving program completion, the availability of supportive services across different types of training programs, the unmet support needs of job training participants, and sources of funding and cost-effective strategies for providing supportive services. The report was informed by expert interviews on the need for supportive services in the workforce development system and promising models for providing these services. It is the second report of a larger Institute for Women's Policy Research project that is funded by the Walmart Foundation. The first report in the series, *Supportive Services in Job Training and Education: A Research Review*, presents findings from a review and analysis of literature on the importance, effectiveness, and availability of supportive services for participants in job training programs in the United States.

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Institute for Women's Policy Research
1200 18th Street NW, Suite 301 Washington, DC 20036
Tel: 202/785.5100 Fax: 202/833.4362
www.iwpr.org

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Supportive Services in Workforce Development Programs:

Administrator Perspectives on Availability and Unmet Needs

Cynthia Hess, Ph.D., Emma Williams-Baron, Barbara Gault, Ph.D., and Ariane Hegewisch, M.Phil.



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Lelani Mercado

Director of Participant Services
Project QUEST

Lauren Sugerman

Director of the National Center for Women's
Employment Equity
Wider Opportunities for Women

Van Ton Quinlivan

Vice Chancellor of Workforce and Economic Development
California Community Colleges

Rachel Unruh

Chief of Staff
National Skills Coalition

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Executive Summary

For individuals who are unemployed or employed in low-wage positions, job training programs are a critical resource for obtaining good jobs. Many working adults, however, experience personal challenges that impede their ability to enroll in and complete training programs. People facing obstacles to job training participation and success are likely to benefit from supportive services, provided either directly or through coordinated responses across systems, to help them prepare for and succeed in the workplace. Few studies, however, have examined which services are most needed and available or explored the relationship of supportive services to program outcomes.

The Institute for Women’s Policy Research (IWPR) fielded a nationwide online survey of job training program administrators in the spring of 2016 to assess the need for and provision of supportive services in job training programs, as well as administrators’ perceptions of these services’ importance for job training success. The survey yielded 230 responses from training programs, intermediaries, and social service providers. This report is based on responses from the 168 programs that provide occupational skills training. Slightly less than half of these responses come from community and technical colleges; the rest—collectively referred to in this report as “community-based training organizations”—include Job Corps programs, apprenticeships, vocational schools, direct service providers, and others.

The vast majority of program administrators surveyed find supportive services critical to job training success, yet supportive service needs are met only to a limited extent, largely due to budgetary constraints. Respondents report that emergency cash assistance, housing assistance, mental health counseling, and transportation assistance are among the greatest unmet needs for both women and men in job training programs; assistance with child care is the greatest need for women, but does not rank highly as an unmet need for men. When supportive service needs are met, which is most common in shorter-term programs, completion rates are considerably higher. Most organizations believe their services are cost-effective and say they would like to expand the services they offer—especially emergency cash assistance, child care assistance, and transportation assistance. Only about four in ten (36 percent), however, think they will be able to do so in the near future.

The IWPR Job Training Administrator Survey provides a snapshot of the range of supportive services offered by a selection of job training programs in the United States, the role of these services in achieving successful training outcomes, and the limits faced by programs striving to provide services at a level they consider adequate. This report is a part of a broader IWPR research project, the Job Training Success Project, which includes a research review of the role of supportive services in training success, a survey of program participants, and an analysis of promising practices in providing supportive services. The project seeks to improve knowledge about supports that enable women and men to receive the training they need to obtain better-paying jobs that provide economic security for themselves and their families.

Key Findings

The Role of Supportive Services in Job Training Success

- Administrators say that financial difficulties, insufficient child care, problems with work hours or scheduling, family care responsibilities, personal or family health issues, and inadequate or unaffordable transportation are the most common reasons participants do not complete their training.
- Programs at community and technical colleges are nearly twice as likely as those at community-based training organizations to say that financial considerations are one of the most common reasons for noncompletion (82 percent compared with 43 percent). They are more than twice as likely as community-based training organizations to identify problems with work hours or scheduling conflicts as a main obstacle to completion (63 compared with 31 percent).
- Program administrators with a majority of job training participants who are women are considerably more likely than those with a majority of male participants to say that child care is one of the main reasons for noncompletion (65 compared with 38 percent). They are also much more likely to say that problems with work hours or scheduling is one of the most common reasons participants do not finish their programs (52 compared with 38 percent).
- Ninety-seven percent of administrators say that supportive services are important or very important for job training retention and completion.
- Program completion is higher in programs of shorter duration and in those that report that their participants' supportive service needs are well met. Sixty-two percent of administrators who say their participants' supportive service needs are met well or extremely well have completion rates of at least 80 percent, compared with just 30 percent who say their participants' needs are not met well. In general, shorter programs provide more services.
- Job training providers offer supportive services through a variety of channels, including by providing services themselves ("direct services") and making referrals to other organizations. Referrals to close partners are associated with higher completion rates than referrals to organizations that are not close partners, suggesting that strong partnerships may be a key to effective supportive service provision.

The Availability of Supportive Services

- Financial education and counseling is the most common supportive service that job training providers offer directly, followed by case management, peer support groups, and transportation assistance. In general, training providers are more likely to directly provide services that require less specialized expertise or special facilities.

- Child care assistance is less commonly offered directly by training providers than many other supportive services. Among all respondents, 66 percent say at least one-quarter of their participants are parents, and slightly more than one-fifth (22 percent) report providing some form of child care assistance themselves, such as offering an onsite child care center, providing child care subsidies or vouchers, or helping participants obtain public child care subsidies. More than half of those surveyed (54 percent) refer participants for help with child care to organizations that are close partners.
- Community and technical colleges are generally less likely than community-based training organizations to provide supportive services directly. The higher rates of supportive service provision among community-based training organizations may stem from the fact that these programs serve a larger proportion of low-income participants: 59 percent of community-based training organizations report that at least three-quarters of their participants have low incomes, compared with 20 percent of community and technical colleges. Community colleges are, however, more likely than other community-based training organizations to directly provide mental health services, emergency cash assistance, peer support groups, and onsite child care.
- Organizations and institutions with an annual budget of more than \$1 million for their job training program(s) are more likely to directly provide each of the 16 supportive services examined in the study than those with a smaller budget.

Key Unmet Needs in the Provision of Supportive Services

- Even when considering all sources of support—direct services, referrals, partnerships, and other community resources—many job training participants do not receive all the supportive services they need. Only one-fifth of administrators believe they are meeting their clients' supportive service needs well or extremely well.
- When asked to identify the greatest unmet needs for women and men in their programs, administrators most often pointed to child care for women (66 percent) and emergency cash and housing assistance for men (both at 50 percent). Thirty-two percent identified domestic violence services as one of the greatest unmet needs for women participants.
- Administrators who say at least 50 percent of their participants are parents of dependent children are much less likely than other administrators to say their participants' needs are met well.
- Job training programs want to offer more services, especially child care and emergency cash assistance (55 percent of organizations in the survey), transportation assistance (52 percent), housing assistance (47 percent), and mental health counseling (46 percent). Only one percent do not express a desire to provide more supportive services.

Funding for Supportive Services

- Although virtually all job training administrators want to provide more supportive services, only 36 percent say they are likely to expand their services in the near future. Lack of funding is the most common reason given for not providing more supportive services.
- Most programs fund supportive services from a variety of sources. General operating funds, private foundations, and public funds are the most common sources of funding; less frequently used sources are individual and corporate donations and fee-for-service payments.
- Only 11 percent of administrators report that it has become somewhat easier or much easier over the last five years to ensure that their participants receive the supportive services they need; 43 percent say it is somewhat or much more difficult. Just one in five administrators (21 percent) report that funding for their program has increased since the last program year.
- More than eight in ten administrators (81 percent) describe their supportive services as cost effective. Some note, however, that cost effectiveness varies by service type, since some services are considerably more expensive than others.

Using Data to Inform Supportive Service Provision

- Administrators say that their data tracking on job training and supportive services is often driven by the reporting requirements of their various funders, which can make data collection somewhat piecemeal, posing challenges to efforts to improve data quality.
- Some programs have developed strategies for addressing the challenges they face in collecting data, including seeking funds to develop a more robust data tracking system. More resources are needed, however, to help organizations improve data tracking and develop metrics that provide meaningful feedback on program performance.

Recommendations

- Job training providers can continue to build and strengthen partnerships that enable them to maximize the use of the supportive services in their communities. They can ensure that program staff are familiar with available resources and able to connect participants with supportive services. Training providers can also seek out areas of specialization among providers, such as which are best equipped to provide clothing or shoes or mental health counseling in a particular location.
- Philanthropists, workforce development professionals, job training centers, and government entities can strengthen collaboration among providers of supportive services to share best practices and increase economies of scale and specialization.

- Organizations and institutions that provide training can track the outcomes of referrals, where possible, and use the information to ensure that participants access supportive services in local communities.
- Programs could compile data from screening tools to identify greatest unmet needs and establish partnerships with organizations that can address them during and beyond the training process.
- Researchers can conduct evaluation research on supportive services in job training to measure their importance to job training success and identify strategies for maximizing their impact. For example, evaluations of organizational partnerships can identify their most promising elements and provide valuable information for establishing or replicating models to increase the cost-effective provision of supportive services.
- Federal and state policymakers could encourage the use of funds from the Workforce Investment and Opportunity Act and the Supplemental Nutrition Assistance Program Employment & Training (SNAP E&T) for supportive services.
- Federal, state, and local governments could provide technical assistance and support to help job training organizations and institutions—especially community-based organizations with small program budgets and community colleges—connect with supportive services.

I. Introduction

Study Rationale

Research suggests that job training is associated with positive employment and earnings outcomes (Maxwell et al. 2012; Roder 2008), yet many youth and adults face obstacles that prevent them from enrolling in or completing training programs. Among adults who participated in any Workforce Investment Act-funded training program and received intensive or training services in Program Year 2013, about three in ten who exited did not complete the program (Social Policy Research Associates 2015). Life challenges such as lack of financial resources or basic skills, limited access to reliable transportation, difficulties combining employment with training and education, and inadequate access to affordable child care pose significant obstacles to completion (Hess et al. 2016; Workforce Benchmarking Network 2015).

Research on job training and skills development indicates that the most promising job training strategies for improving retention and completion typically combine training and employment services with supports that address these challenges (Hess et al. 2016). Experts in the workforce development field, however, maintain that supportive services in job training programs are in short supply (Hess et al. 2016). Yet, few studies have specifically examined the prevalence of these services for participants in job training, the impact of specific supports, and strategies for expanding access to them. To address this gap, the Institute for Women's Policy Research (IWPR) conducted a national online survey of administrators of programs that provide job training. The survey gathered information from 230 administrators on the prevalence of and need for 16 supportive services, their perceived impact on training outcomes, and the challenges and successes of organizations and institutions that provide these supports.

Overview of Methodology

To develop the online survey IWPR drew on multiple sources, including phone interviews with experts who provided information on research gaps, a review of relevant literature, and prior surveys that addressed related topics, including the Workforce Benchmark Networking data collection survey (Workforce Benchmarking Network 2015) and IWPR's Survey on Women in Mississippi Community Colleges (Hess et al. 2014). The survey contained open- and closed-ended questions on the need for and availability of 16 different supportive services for job training participants. It also examined the perceptions of program administrators about the importance of these services, unmet needs, and how programs fund supportive services and track their effects on program outcomes.

Between March and May 2016, IWPR disseminated the questionnaire to multiple programs and networks throughout the United States. To ensure diversity in the programs responding to the survey and their geographic locations, IWPR distributed the questionnaire through national networks as well as to individual programs at both community and technical colleges and community-based training programs that were identified through a national online program scan, a research review, and interviews with experts in the field. Viable responses were received from 230 organizations and institutions that provide job training, offer direct services to job training

participants, refer individuals to job training providers, work with a partner who provides job training, or screen job training participants to assess their supportive service needs.

This report summarizes findings from the subset of 168 administrators whose organizations provide occupational skills training, skills upgrade training, or customized skills training developed with employers. These organizations represent 41 states and the District of Columbia; while not representative of all job training programs in the United States, the findings offer a glimpse into patterns in supportive service provision among training providers. This report focuses on the provision of supportive services among those offering training in different settings, including at community and technical colleges and at organizations that describe themselves as direct service providers, Job Corps programs, One Stop Centers or American Job Centers, apprenticeships, and vocational schools (see Appendix A for a detailed discussion of the survey methodology and analysis). The analyses also explore the extent to which supportive services vary across programs with differing characteristics (such as budget size and duration) and programs whose participants are comprised primarily of specific population groups (such as low-income individuals, parents, and women or men).¹

Prior to administering the survey, IWPR conducted phone interviews that lasted approximately one hour with 26 experts about the need for and availability of supportive services (see Appendix B for a list of experts interviewed). These interviews helped identify gaps in knowledge that informed the development of the survey questionnaire and provided insights that contextualized some of the findings. An additional seven phone interviews were conducted with survey respondents to gather more information on how these organizations compile and track data on supportive services. Information from these interviews is used in the report to further shed light on the availability of specific services, gaps in supportive service provision, and challenges organizations and institutions face in collecting data on supportive services.

Characteristics of the Programs Surveyed

The 168 organizations and institutions in the sample are diverse in terms of setting, structure, size, program length, geography, and participant characteristics. They provide a range of types of training (Table 1.1).

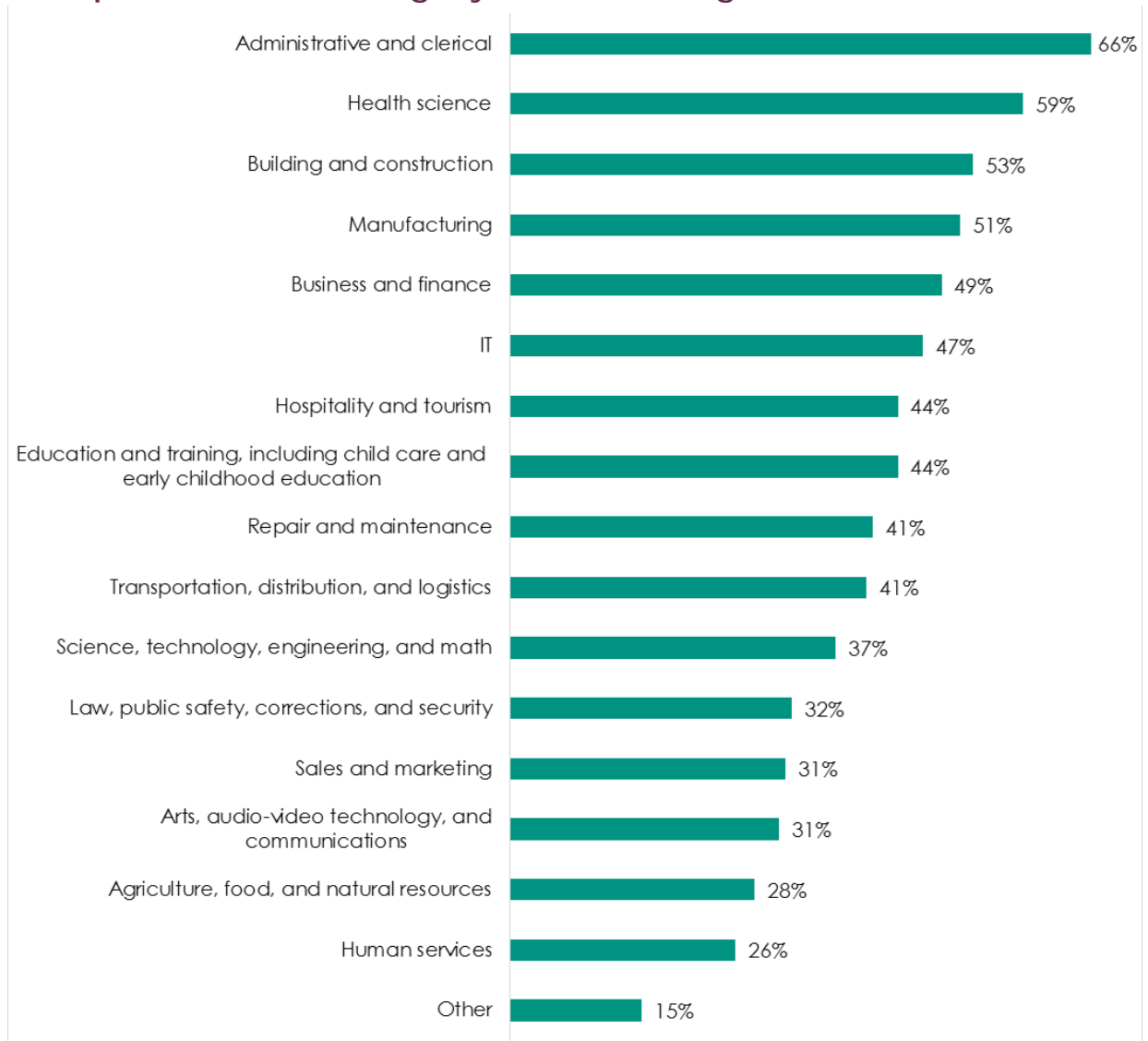
- Nearly half (47 percent) offer programs at community and technical colleges. The rest (referred to in this report as “community-based training organizations”) include social service providers that offer job training, vocational schools, Job Corps programs, One Stop Centers or American Job Centers, apprenticeships, and programs that identify with another type of organization.
- Sixty-nine percent of the organizations and institutions surveyed identify as a nonprofit, and 24 percent as a government agency. An additional three percent say they are a for-profit organization, and four percent describe themselves as a part of another sector.

¹ Respondents were allowed to present data on their programs in the aggregate if their organization or institution offers more than one training program. Thus, those reporting that their job training participants are primarily low-income or female, for example, may have some programs with differing characteristics.

- Slightly more than one-third (35 percent) of those surveyed say they are the headquarters of a multisite organization, and nearly four in ten (38 percent) are part of a multisite organization but not headquarters. Twenty-six percent are independent, single-site organizations, and one percent identify as another type of organization.
- Respondents to the survey are fairly equally distributed across the four major Census regions. Nineteen percent are located in the Northeast, 30 percent in the Midwest, 27 percent in the South, and 25 percent in the West. They represent 41 states and the District of Columbia.
- Thirty-six percent of organizations and institutions surveyed operate exclusively in an urban area, 15 percent in a suburban area, and 15 percent in a rural area. Thirty-three percent report operating in multiple types of geographic areas.
- Fifty-eight percent of administrators say that at least half of their program participants are female. Almost two in five (38 percent) say that 51 percent or more are male.²
- More than two in five administrators in the sample (42 percent) say that at least three-quarters of their program participants have low incomes. Nearly four in ten (37 percent) say that a majority of their participants are parents of dependent children.
- Slightly less than half (45 percent) of respondents say that their longest training program lasts for one year or less.
- Forty percent have an annual job training program budget of one million dollars or less.
- The most common training fields among the organizations and institutions surveyed are administrative and clerical, health science, building and construction, and manufacturing (Figure 1.1).

² The analysis categories for “majority male” and “majority female” differ slightly because the calculations are based on a survey question that asked respondents to specify what percentage of their participants are female: none, 1–24 percent, 25–49 percent, 50–74 percent, 75–99 percent, or 100 percent.

Figure 1.1. Percent of Organizations and Institutions That Provide Occupational Skills Training, by Field of Training



Note: N=140

Source: IWPR Job Training Administrator Survey

Table 1.1. Characteristics of Organizations and Institutions in the Sample

| | Number | Percent |
|---|--------|---------|
| All Organizations Providing Job Training | 168 | 100% |
| Type of Organization | | |
| Community or technical college | 79 | 47% |
| Community-based training organization | 89 | 53% |
| Sector | | |
| Nonprofit | 116 | 69% |
| For-profit | 5 | 3% |
| Government/public agency | 41 | 24% |
| Other | 6 | 4% |
| Organizational Status | | |
| Headquarters of a multisite organization | 59 | 35% |
| Part of a multisite organization (but not headquarters) | 63 | 38% |
| Independent, single-site organization | 43 | 26% |
| Other | 2 | 1% |
| Region | | |
| Northeast | 31 | 19% |
| Midwest | 50 | 30% |
| South | 44 | 27% |
| West | 41 | 25% |
| Location | | |
| Urban | 60 | 36% |
| Suburban | 26 | 15% |
| Rural | 26 | 15% |
| Mixed | 56 | 33% |
| Gender Composition of Participants* | | |
| Majority male participants (51% or more) | 53 | 38% |
| Majority female participants (50% or more) | 80 | 58% |
| Share of participants who are female | | |
| None | 1 | 1% |
| 1-24% | 22 | 16% |
| 25-49% | 30 | 22% |
| 50-74% | 63 | 45% |
| 75-99% | 12 | 9% |
| 100% | 5 | 4% |
| Income Level of Participants* | | |
| Fewer than 75% low-income | 50 | 36% |
| At least 75% low-income | 59 | 42% |

Table 1.1. Characteristics of Job Training Organizations and Institutions in the Sample, *continued*

| | Number | Percent |
|--|--------|---------|
| Share of participants with low incomes | | |
| None | 4 | 3% |
| 1-24% | 3 | 2% |
| 25-49% | 20 | 14% |
| 50-74% | 23 | 16% |
| 75-99% | 35 | 25% |
| 100% | 24 | 17% |
| Parent Status of Participants* | | |
| Fewer than 50% have dependent children | 59 | 42% |
| At least 50% have dependent children | 51 | 37% |
| Share of participants with dependent children | | |
| None | 0 | 0% |
| 1-24% | 18 | 13% |
| 25-49% | 41 | 30% |
| 50-74% | 31 | 22% |
| 75-99% | 17 | 12% |
| 100% | 3 | 2% |
| Length of Longest Training Program* | | |
| One year or less | 63 | 45% |
| More than one year | 73 | 52% |
| Less than three months | | |
| Between three and five months | 18 | 13% |
| Between six months and one year | 21 | 15% |
| Between 13 and 18 months | 11 | 8% |
| Between 19 months and two years | 33 | 23% |
| More than two years | 29 | 21% |
| Size of Annual Program Budget* | | |
| One million or less | 53 | 40% |
| More than one million | 55 | 41% |
| Less than \$500,000 | | |
| Between \$500,000 and \$1 million | 28 | 21% |
| Between \$1.1 and \$3 million | 24 | 18% |
| Between \$3.1 and \$5 million | 8 | 6% |
| Between \$5.1 and \$10 million | 9 | 7% |
| More than \$10 million | 14 | 10% |

Notes: Due to the wording of the survey question, “majority male” is defined as at least 51 percent male participants, and “majority female” is defined as at least 50 percent female participants. “Low income” is defined as below 200 percent of the federal poverty line. Percentages may not sum to 100 due to rounding.

*Those who answered “don’t know” are not shown in the table, but are included in the calculations as a part of the denominator.

Source: IWPR Job Training Administrator Survey

Based on information provided by this diverse set of organizations, the report examines the availability of supportive services and their role in job training success, as well as unmet support needs among program participants and sources of funding for supportive services. It concludes with recommendations for increasing access to supportive services and providing these services in a cost-effective fashion.

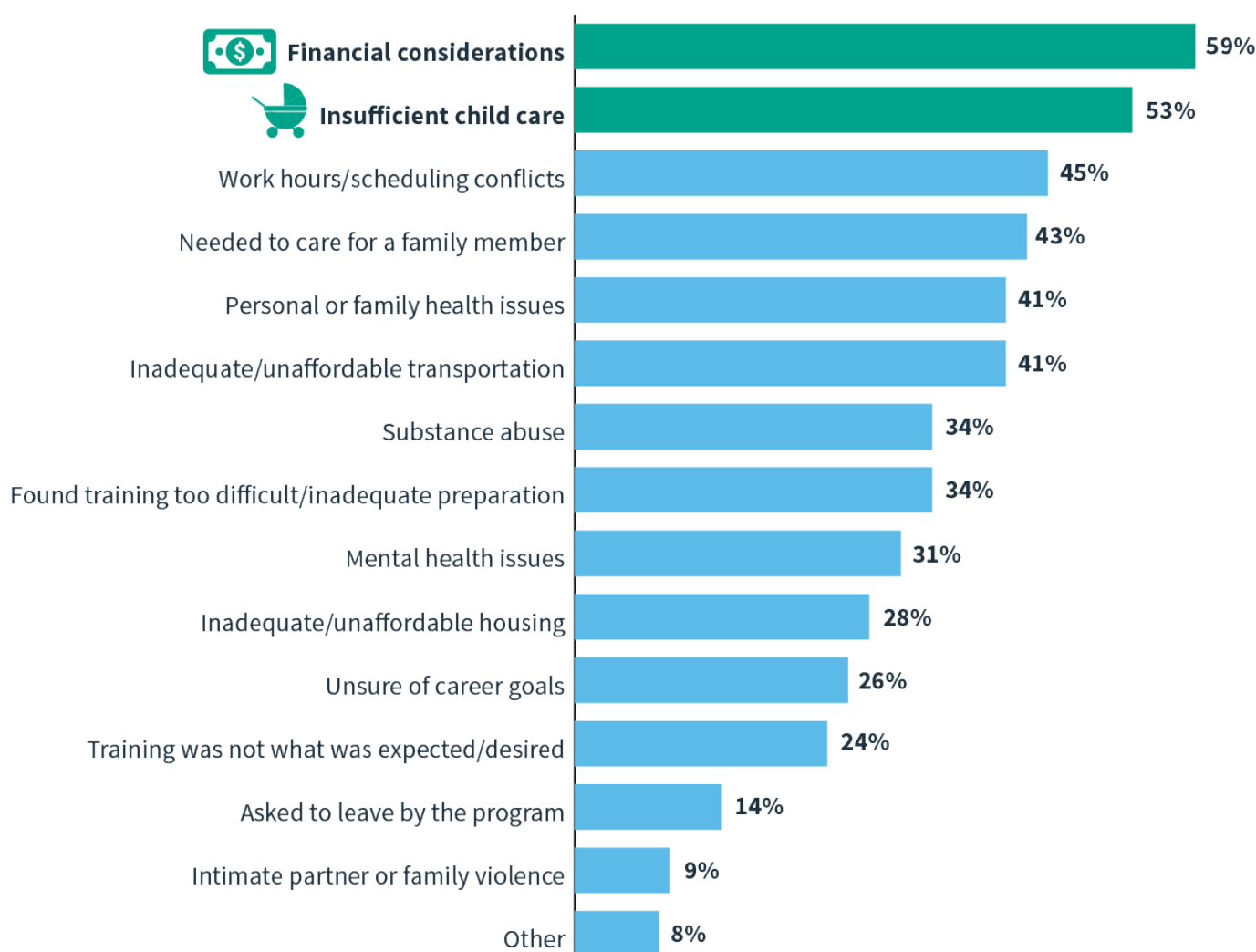
This report is the second in a series produced as a part of the Job Training Success Project at the Institute for Women's Policy Research, which investigates gaps in the provision of supportive services across the workforce development system and how these gaps can be addressed. The initial publication from this series, *Supportive Services in Job Training and Education: A Research Review*, examined existing literature on supportive service provision in the public and private workforce development system and strategies for increasing access to these services. Future publications will analyze results from an online survey of job training participants and examine promising models in the provision of supportive services in job training.

II. The Effects of Life Challenges and Supportive Services on Job Training Success

Life Challenges Hinder Retention and Completion

When asked to identify the most common reasons participants do not finish their program, survey respondents most often pointed to participants' financial difficulties (59 percent), insufficient child care (53 percent), and problems with work hours or scheduling (45 percent). More than four in ten also identified the need to care for a family member (43 percent), personal or family health issues (41 percent), and inadequate or unaffordable transportation as among the most common obstacles to completion (41 percent; Figure 2.1).

Figure 2.1. Administrator Views on Why Some Participants Do Not Complete Training



Notes: Respondents could select up to five reasons. N=140

Source: IWPR Job Training Administrator Survey

The reasons administrators give for noncompletion are fairly consistent across diverse programs. Community and technical colleges and community-based training organizations, training providers with shorter and longer programs, and those with smaller and larger budgets rank child care issues among the top three reasons for noncompletion. Financial considerations also rank in the top three for all these groups except those with smaller budgets. Community and technical colleges, however, were nearly twice as likely as community-based training organizations to cite financial considerations as among the greatest reasons for noncompletion (82 percent compared with 43 percent; Appendix Table C.1). This difference may stem from a range of factors, including the longer duration of many programs in college settings, which may mean participants are unable to work or work as many hours as usual for a greater period of time. Seventy-four percent of community and technical colleges report offering training that lasts for more than a year, compared with 35 percent of community-based training organizations.

Among programs serving different population groups, child and/or family care rank in the top three for all groups shown, as do financial considerations, with the exception of organizations with smaller shares of parents (Appendix Table C.2). Organizations and institutions with majority female participants are considerably more likely than those with majority male participants, however, to say that child care is one of the main reasons for noncompletion (65 compared with 38 percent).

Substance abuse issues rank among the top reasons for noncompletion among organizations and institutions with majority male or a high share of low-income participants; for those with a majority of parent participants, transportation is a critical obstacle. Problems with work hours/scheduling issues are also among the most common reasons for noncompletion for training providers with fewer than 75 percent low-income participants, fewer than 50 percent of participants who are parents, and majority female participants. For those serving fewer parents, health issues affecting participants or their family members are one of the three most common reasons for noncompletion (Appendix Table C.2).

Supportive Services Are Associated with Higher Completion Rates

Ninety-seven percent of administrators say that supportive services are important or very important for job training retention and completion: 87 percent say very important, and nine percent say important. An additional three percent say supportive services are somewhat important; no one says they are unimportant. One person from a trade association wrote, “Supportive services are critical. All of the training and job placement efforts in the world aren’t going to be effective if the trainee can’t get to/from work, doesn’t have child care resources, or can’t overcome other barriers to getting and keeping the job.” Another individual from a community college said, “[Providing supportive services] is a slog. It’s a lot of hard work. It costs a lot. But it’s essential if we’re going to do the work this society needs.”

Ninety-seven percent of administrators say that supportive services are important or very important for retention and completion.

Administrators who say their participants’ supportive service needs are met well or extremely well are much more likely to report high completion rates. Sixty-two percent of those who say their participants’ supportive service needs are met well or extremely well report having completion rates of 80 percent or higher, compared with just 30 percent who say the supportive service needs

of their participants are not met well. The extent to which supportive service needs are met, however, is just one factor that correlates with job training success. Analysis of IWPR survey data indicates that completion rates also vary by program characteristics and participant demographics (Appendix Tables C.3 and C.4). For example, the share of community and technical colleges with completion rates below 70 percent is more than twice as high as the share of community-based training organizations. Similarly, organizations and institutions with longer programs are more than twice as likely as those with shorter programs to have lower completion rates (Appendix Table C.3).

Administrators who say their participants' supportive service needs are met well are much more likely to report high completion rates...completion rates also vary by program characteristics and participant demographics. For example...organizations and institutions with longer programs are more than twice as likely as those with shorter programs to have lower completion rates.

While the relatively small size of the sample makes it impossible to reliably predict which services are most strongly associated with program success, expert interviews and qualitative data from the survey indicate that child care assistance, transportation, and financial assistance—including help obtaining and paying for housing—are especially critical sources of support. Respondents shared stories of participants for whom these services were important to job training success. One respondent said, “[One of our participants] was a farmworker, mother of five, who enrolled in the truck driving program. Her program was offered 30 miles from her residence. [She was provided] a weekly stipend, free transportation, emergency assistance as needed, and English classes. She completed her six-month program, obtained her commercial driver’s license, and is now employed as a 24-passenger bus driver. She could not have stayed in training without supportive services.” Another respondent recalled a participant who was “living out of her car with two young children [and] entered our 12 week full-time intensive program. Our partners got her child care and eventually housing. She completed the program and is an apprentice earning \$28 per hour. She is continuing her education and will soon have her associate’s degree.”

An administrator at a community college said,

“[Supportive services] are essential for us, a community college serving a diverse student body. The primary obstacles our students face are child care, transportation, and earning enough to cover their living expenses. These concerns take precedence over their academic coursework when the student is struggling to address them, and they negatively impact student retention at our institution.”

III. Supportive Service Delivery: Direct Provision and Referrals

Job Training Participants Receive Supportive Services from Multiple Sources

Job training participants can obtain supportive services from multiple sources, including from the organizations where they receive training (referred to in this report as “direct services”) and from the referrals that training providers make and the partnerships they establish. In addition, job training participants may come to their programs with supports already in place from other sources.

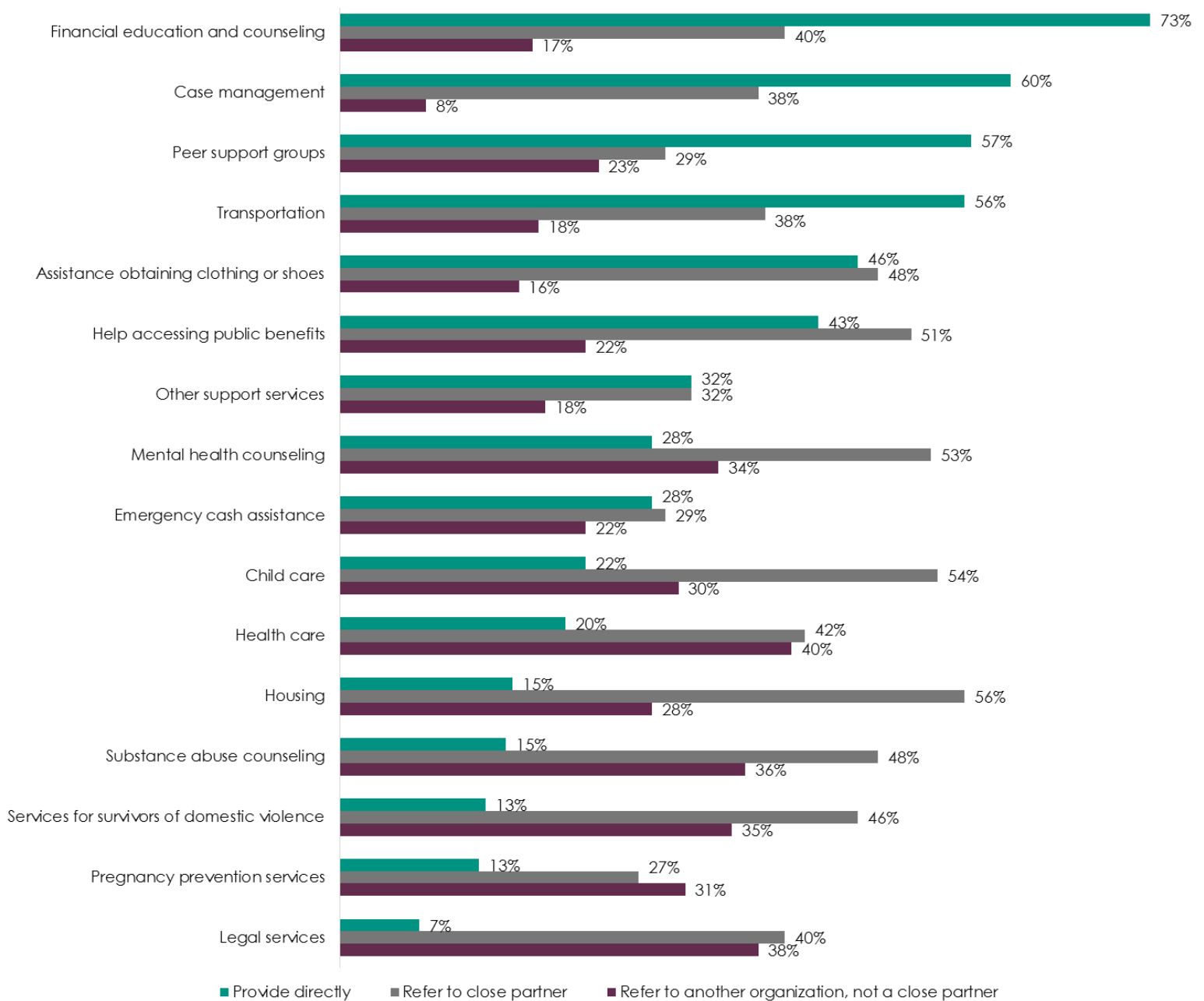
Methods of supportive service delivery vary by service type (Figure 3.1). Financial education and counseling, case management, peer support groups, and transportation assistance are often provided directly, whereas housing assistance, child care, and mental health counseling are more likely to be addressed through referral to a close partner organization. In general, it appears that job training organizations are less likely to provide services directly when they require relatively specialized expertise or do not require special facilities. For example, legal services, domestic violence services, substance abuse counseling, and housing assistance are among those services less frequently offered directly.

Many Training Providers Offer Direct Services; Financial Counseling and Education and Case Management Are the Most Common

Job training programs surveyed offer a range of services directly (Figure 3.1). The most common is financial education and counseling (provided by 73 percent) to help participants navigate relationships with financial institutions, manage the costs of debt, maintain or repair credit records, and improve their capacity to deal with fluctuations in income due to economic shocks such as a health emergency or broken car.

A majority of organizations (60 percent) also directly provide case management or career navigation, which can help participants access supports across multiple systems. Many experts interviewed for this project describe case management as integral to job training success; according to survey respondents, the intensity of this service differs substantially across organizations, with the ratio of participants to case managers ranging from 9 to more than 200.

Figure 3.1. Percent of Training Providers Providing Supportive Services Directly or Through Referrals or Partnerships, by Service Type



Note: N=168

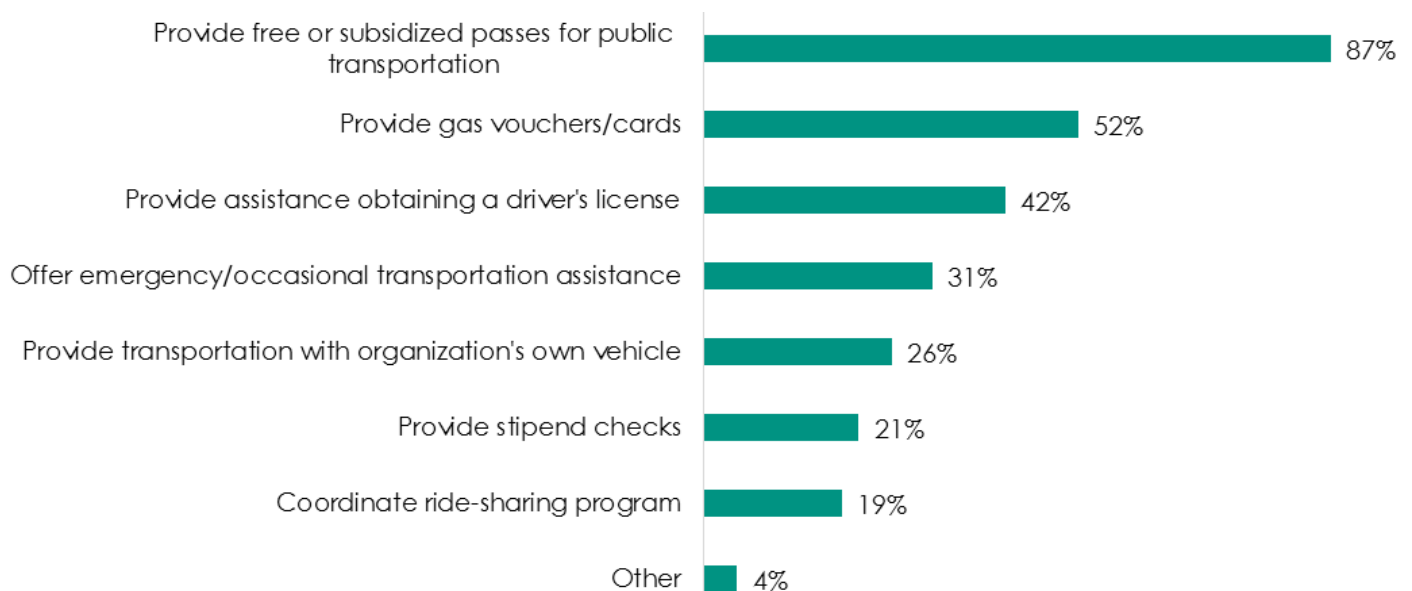
Source: IWPR Job Training Administrator Survey

Transportation Assistance: A Crucial Resource for Training Participants

Experts interviewed for this project identified transportation as an especially pressing need for many job training participants. As noted above (Figure 2.1), 41 percent of respondents cited inadequate or unaffordable transportation as a common reason for noncompletion. Job training providers offer various forms of assistance to address this problem: a large majority (87 percent) of those that provide transportation assistance offer free or subsidized passes for public transportation. More than half provide gas cards and vouchers (52 percent); smaller shares provide emergency or occasional transportation assistance (31 percent), or transportation with their organization's vehicle (26 percent). About one in five (21 percent) provide stipend checks or coordinate a ride-sharing program (Figure 3.2). More than four in ten (42 percent) provide assistance with obtaining a driver's license.

"We had one young man who walked to his first job, which was 12 miles from his place of living! When he confided...this and suggested to his case manager he didn't know how long he could continue, the case manager...began by providing a bus pass for one month, then secured a bicycle as a short term solution. The participant was also enrolled in a financial education course, with a goal of saving towards a vehicle that could be efficient and affordable. He obtained a vehicle in time to avoid the winters."

Figure 3.2. Type of Transportation Assistance Provided by Job Training Providers that Offer Help with Transportation



Notes: Respondents could select multiple answers. N=89

Source: IWPR Job Training Administrator Survey

One administrator from a vocational school described the difference transportation made for a job training participant: "We had one young man who walked to his first job, which was 12 miles from

his place of living! When he confided he was doing this and suggested to his case manager he didn't know how long he could continue, the case manager immediately went into action. She began by providing a bus pass for one month, then secured a bicycle as a short term solution. The participant was also enrolled in a financial education course to improve his personal spending plan, with a goal of saving towards a vehicle that could be efficient and affordable. He obtained a vehicle in time to avoid the winters."

Child Care: Meeting the Needs of Parents

Child care assistance is less commonly offered directly by training providers than many other supportive services. Slightly more than one-fifth of organizations surveyed (22 percent) provide some form of child care assistance themselves (though many refer to other organizations that offer child care assistance; see Figure 3.1 above). The most common form of assistance is help with obtaining public child care subsidies, which was offered by 23 training providers in the sample.

Seventeen offer vouchers or subsidies toward the cost of child care. Fifteen of those surveyed—including nine community and technical colleges and six community-based training organizations—operate an onsite child care center. Eight provide child care during events or occasional programs, one provides drop-in or emergency care, and two report offering child care assistance of some other kind (Figure 3.3).

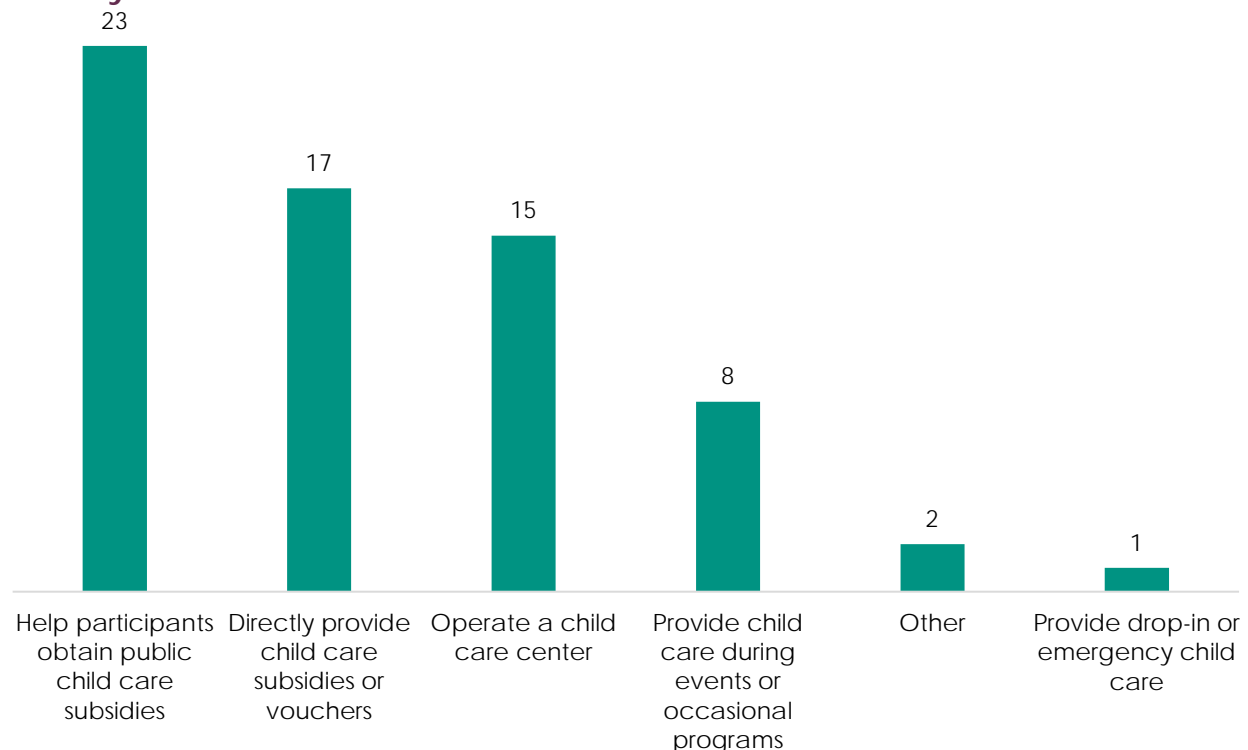
Child care assistance is less commonly offered directly by training providers than many other supportive services. Slightly more than one-fifth (22 percent) provide some form of child care assistance themselves (though many refer to other organizations that offer child care assistance).

One respondent from a community college said,

"Child care is the biggest challenge for students. By providing an on-campus option where students can drop off and pick up their dependent children, the college has alleviated that barrier for several of my students who otherwise couldn't take their full-time schedule and graduate on time. This child care opportunity is a huge component to the students' success."

Another respondent said, "We have multiple mothers who credit the child care offered during classes as the reason they are able to attend. Without child care they would have to stay home and take care of their children as opposed to coming in and learning new skills."

Figure 3.3. Type of Child Care Provided by Job Training Providers that Directly Offer Child Care Assistance



Notes: Data reflect the number of organizations and institutions providing each type of assistance. Some provide multiple forms of assistance. N=34

Source: IWPR Job Training Administrator Survey

Rates of Supportive Service Provision by Program Characteristics and Participant Demographics

Community-Based Training Organizations, Shorter Programs, and Programs with Larger Budgets Provide More Supportive Services

The share of organizations and institutions providing direct services to job training participants varies across program settings (Appendix Table C.5). Community-based training organizations are more likely than programs at community and technical colleges to provide many of the services addressed in the survey (shown in Appendix Table C.5), with the largest differences in assistance obtaining clothing and shoes and case management. Their higher rates of provision may stem partly from the fact that these programs serve a larger proportion of low-income participants; about 59 percent of community-based training programs report that at least 75 percent of their job training participants have low-incomes, compared with 20 percent of community and technical colleges. Programs at community and technical colleges are more likely than those at community-based training organizations to provide mental health counseling, child care assistance, emergency cash assistance, and peer support groups.

The rates of direct service provision also vary across programs of differing durations and budget sizes. Fifty-two percent of administrators say their longest program lasts for more than a year (Table 1.1); organizations and institutions with longer training programs provide fewer services directly (Appendix Table C.5), with the exception of emergency cash assistance, peer support groups, and mental health and substance abuse counseling. Those with an annual job training program budget of more than \$1 million are more likely than those with smaller budgets to provide each of the supportive services addressed in the survey (shown in Appendix Table C.5).

Organizations and institutions with longer training programs provide fewer services directly, with the exception of emergency cash assistance, peer support groups, and mental health and substance abuse counseling.

Those with an annual job training program budget of more than \$1 million are more likely than those with smaller budgets to directly provide each of the supportive services addressed in the survey.

Job Training Providers with More Low-Income Participants and Fewer Parents Have Higher Rates of Supportive Service Provision; Majority Male and Majority Female Programs Have Similar Rates for Many Services

Programs reporting that a large share of their participants have low incomes are more likely than those with fewer low-income participants to provide each of the services addressed in the survey (Appendix Table C.6). The differences in supportive service provision are especially large for case management (a 27 percentage point difference) and for certain services that help meet basic needs, such as assistance obtaining clothing and shoes (a 34 percentage point difference), transportation assistance (30 percentage points), and help accessing public benefits (26 percentage points) such as cash assistance, food stamps, the Earned Income Tax Credit (EITC), and other safety net programs (Appendix Table C.6).

The shares of training providers with majority female and majority male participants offering the other supportive services shown in Appendix Table C.6 are fairly similar in many cases, although some substantial differences exist. Those who say a majority of their participants are women are considerably more likely to directly provide financial counseling and education (78 percent compared with 66 percent) and assistance obtaining public benefits (49 compared with 36 percent). Organizations that serve more men than women are much more likely than those with a higher share of women to provide assistance obtaining clothing or shoes (55 compared with 44 percent).

Majority female programs are much more likely to report that at least half of their participants have dependent children than majority male programs (46 percent compared with 25 percent). They are also more than twice as likely as those with majority male participants to provide child care directly (Appendix Table C.6).³ The greater prevalence of child care assistance among training providers with majority female participants indicates that programs are striving to tailor their supportive services to meet the particular needs of their participants. It also, however, raises the question of whether the limited availability of child care in majority male programs contributes to occupational

³ Twenty-six percent of training providers with majority male participants say they do not know how many of their participants have dependent children, compared with 13 percent with majority female participants.

segregation in job training by making it more difficult for women who need this care to pursue training in typically male fields.⁴

As shown in Table 1.1 above, almost four in ten (37 percent) organizations and institutions in the sample say that at least 50 percent of their participants are parents of dependent children. These organizations are less likely than those serving fewer parents to offer all the direct services shown in Appendix Table C.6 except child care assistance and assistance obtaining public benefits.

Many Participants Do Not Receive Supportive Services

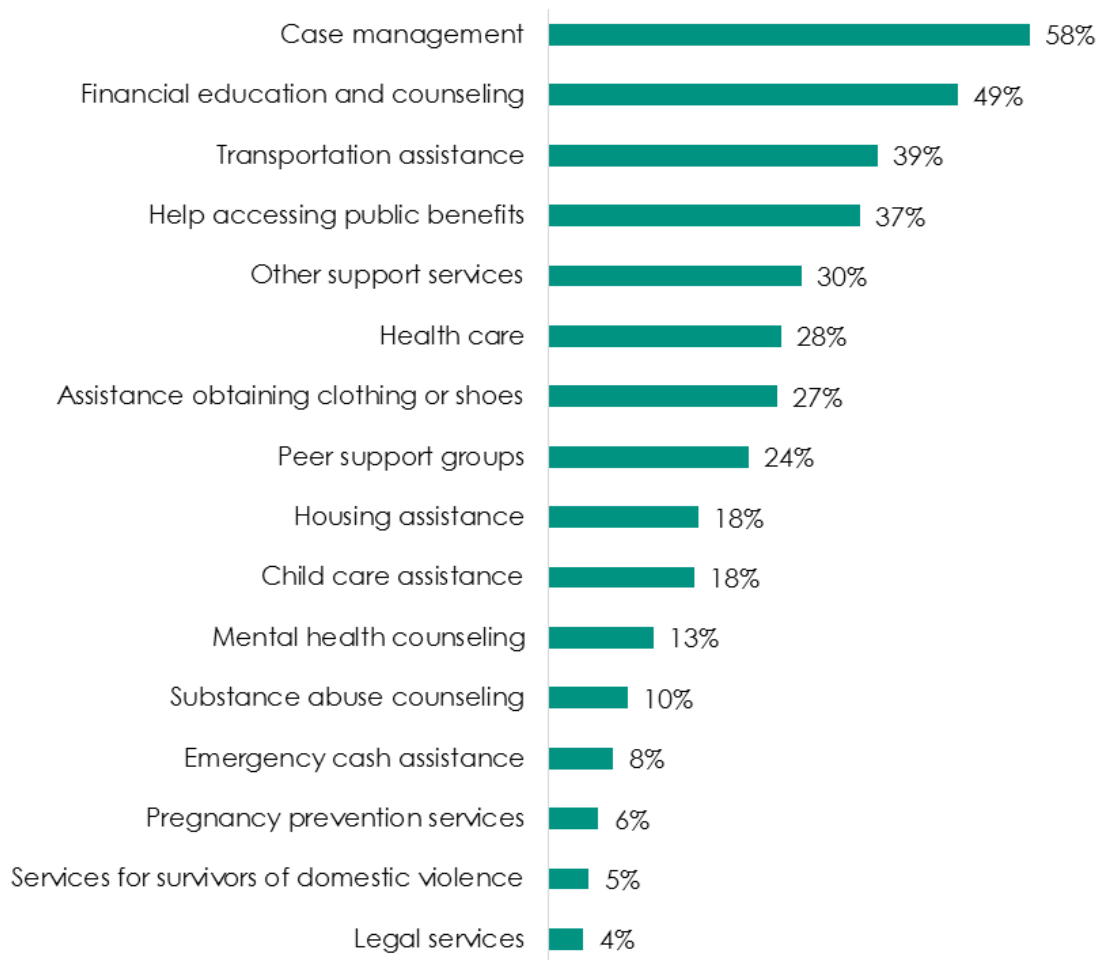
Referrals increase participants' access to supportive services. A large majority of training providers in the sample (67 percent overall) say they help their participants access services either by contacting other service providers on a participant's behalf or giving participants a list of providers to reach out to themselves. Just half (50 percent) of those who provide referrals say they always or often track the outcomes of these referrals—although, as one administrator observed, some organizations, particularly those with smaller clientele, may informally track the outcomes of their referrals by maintaining close connections with program graduates, even if they do not have a formal referral tracking system.

Just half (50 percent) of those who provide referrals say they always or often track the outcomes of these referrals—although, as one organization observed, some organizations, particularly those with smaller clientele, may informally track the outcomes of their referrals by maintaining close connections with program graduates, even if they do not have a formal referral tracking system.

Even when considering all sources of support, however—direct services, referrals, and other resources not related to job training programs—many participants do not receive services. The share of participants who receive supportive services from any source varies by service type. Case management is the most common, followed by financial education and counseling, transportation assistance, and help accessing public benefits (Figure 3.4). Legal services, domestic violence services, and pregnancy prevention services are the least commonly received.

⁴ For more on occupational segregation in job training, see Hess and DuMonthier 2016.

Figure 3.4. Percent of Administrators Who Report At Least Half of Their Job Training Participants Receive Supportive Services from Any Source, by Service Type



Notes: N ranges from 158 for other support services to 167 for legal services, substance abuse counseling, peer support groups, and financial education and counseling.

Source: IWPR Job Training Administrator Survey

The patterns in supportive service receipt across programs types are similar to the patterns in direct service provision. Participants at community and technical college programs are less likely to receive most services than those at community-based training organizations. Organizations with programs of shorter duration and larger budget programs report higher rates of service receipt for most services than their counterparts (programs of shorter duration and those with smaller budgets; Appendix Table C.7).

Participants at community and technical college programs are less likely to receive most services than those at community-based training organizations.

Respondents who indicate that at least three-quarters of their program participants have low incomes report higher rates of supportive service receipt among their participants than those who serve a smaller share of low-income individuals.

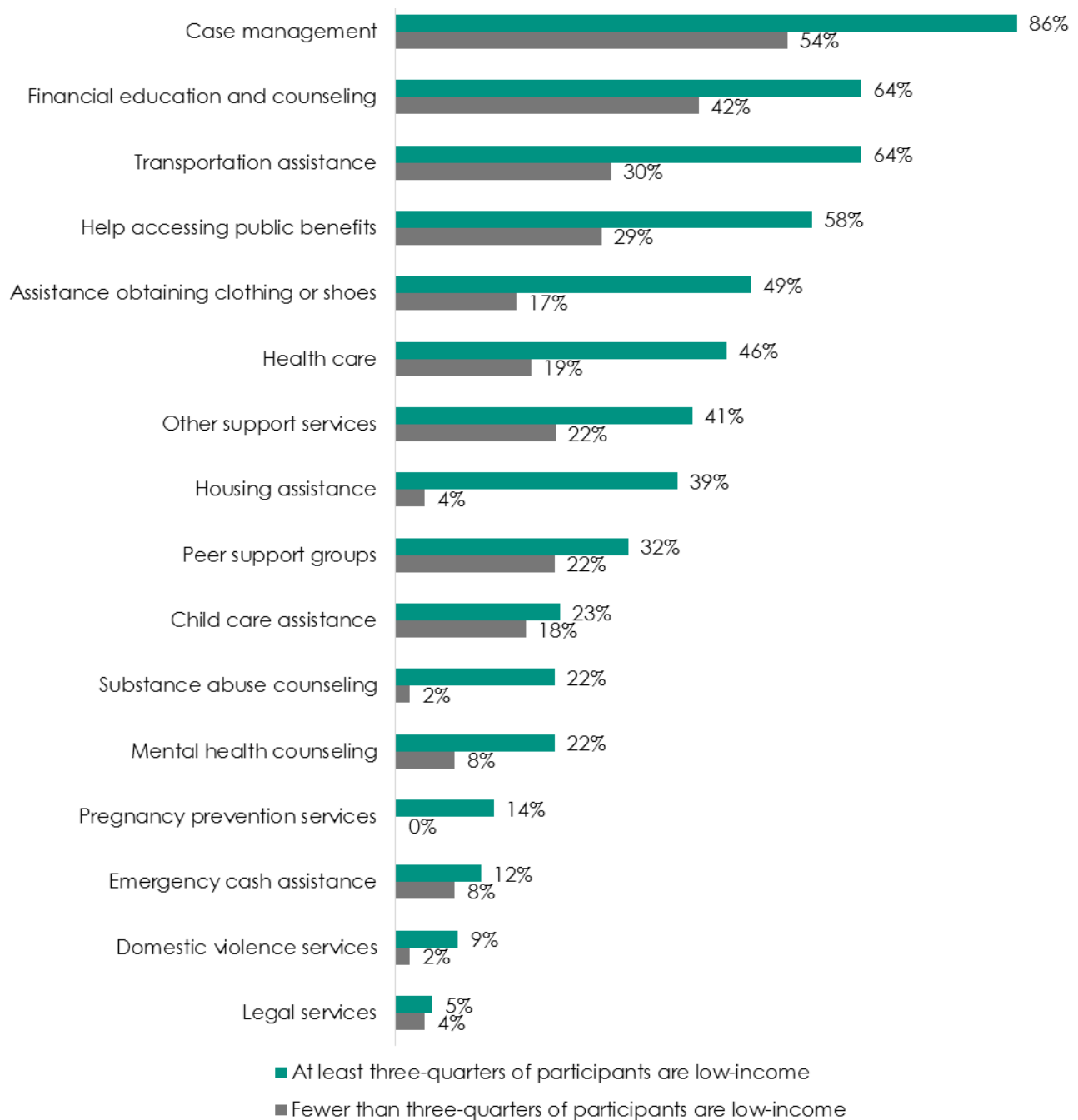
Respondents who indicate that at least three-quarters of their program participants have low incomes report higher rates of supportive service receipt among their participants than those who serve a smaller share of low-income individuals (Figure 3.5). The differences are largest for case management and certain services addressing basic needs, such as housing assistance, transportation assistance, and

assistance obtaining clothing or shoes. Although about 47 percent of programs serving a high share of low-income participants say that at least half of their participants are parents of dependent children, only a very small share of participants in these programs—23 percent—are reported to receive child care assistance from any source (Figure 3.5).

Organizations and institutions that serve majority female participants are more likely than those with majority male participants to say that at least half of their participants receive nine of the sixteen services shown in Appendix Table C.8. The largest differences among these groups are with child care and substance abuse counseling: organizations and institutions with majority female participants are much more likely to say at least half their participants receive child care assistance of some form (26 percent compared with 8 percent), while those with majority male participants are much more likely to say their participants receive substance abuse counseling (21 compared with 5 percent).

Training providers with fewer than 50 percent parent participants report higher rates of supportive service receipt than those with a higher share of parents for 12 of the 16 services covered in the survey (Appendix Table C.8). Those serving at least 50 percent parents are more likely than those with smaller shares of parents, however, to say that at least half of their participants receive case management, child care assistance, help from peer support groups, and domestic violence services.

Figure 3.5. Percent of Administrators Who Report At Least Half of Training Participants Receive Supportive Services from Any Source, by Service Type and Income Level



Notes: Low-income participants have family incomes below 200 percent of the poverty line. For respondents serving a larger share of low-income participants, the N for each service ranges from a high of 59 to a low of 57. For those with a smaller share of low-income participants, the N ranges from 47 to 50.

Source: IWPR Job Training Administrator Survey

IV. Expanding Access to Supportive Services through Community Partnerships

Partnerships Are a Common Strategy for Supportive Service Provision

Partnerships can help increase access to supportive services, particularly for organizations and institutions that lack the funding, space, staff, or expertise to directly provide all the services their participants need. By forming strong partnerships, training providers can maximize their resources and effectively serve populations they otherwise might not reach. As one respondent notes, “Because we have long-standing partnerships with a wide range of local social service providers, we are often able to connect students easily with the assistance they need outside of our organization. This has helped countless individuals on their path to economic self-sufficiency and empowerment.”

Partnerships Can Take Different Forms; Close Partnerships Are Associated with Higher Completion Rates

Eighty percent of respondents report that their organizations provide supportive services to job training participants through partnerships of some form, which can include referrals to close partners as well as to other organizations. Figure 3.1 above shows the percentage of administrators who say their programs refer participants to other organizations for specific supportive services, either to a close organizational partner or to other organizations with whom they do not have close ties. In general, the most common services to which participants are referred are those that require specialized expertise or are expensive or difficult to provide onsite (such as mental health counseling, child care, substance abuse counseling, domestic violence services, and housing).

While referrals may indicate only a loose connection between organizations, some respondents have developed intensive partnerships to help them expand access to services for their participants. Such partnerships may include clearly articulated roles to jointly serve clients’ multiple needs; in some cases, partnerships are formalized in explicit memoranda of understanding or formal agreements, while in other cases they are based on more informal arrangements. A few respondents say they co-locate with partners or provide onsite assistance to participants, or meet regularly to discuss participants’ needs. Respondents who provide supportive services to their participants through close partnerships are most likely to partner with nonprofit service providers (93 percent), followed by government and public agencies (90 percent), job training programs or community colleges (60 percent), and for-profit service providers (23 percent).

Analysis of the survey data indicates that close partnerships are associated with higher completion rates. IWPR calculated the median number of services that respondents report helping their participants to access through close partnerships. Forty-six percent of those who provide more than the median number of services (six services) through close partnerships have a completion rate of 80 percent or higher, compared with 31 percent who offer, through close partnerships, fewer than or the same number of services as the median.⁵ IWPR did not find the same relationship

⁵ Due to small sample sizes, this analysis is not controlled for factors such as income level and parent status.

between job training success and referrals to organizations that are not close partners, suggesting that the intensity of the organizational relationship contributes to the effectiveness of referrals to supportive services. The types of organizations and institutions that are most likely to report providing more than the median number of services through close partnerships are those with fewer than 50 percent of participants who are parents (54 percent), those with a majority of participants who are male (51 percent), and those with annual job training program budgets of more than \$1 million and community-based training organizations (49 percent each).

Close partnerships are associated with higher completion rates. Forty-six percent of organizations that provide more than the median number of services (six services) through close partnerships have a completion rate of 80 percent or higher, compared with 31 percent of organizations that offer, through close partnerships, fewer than or the same number of services as the median.

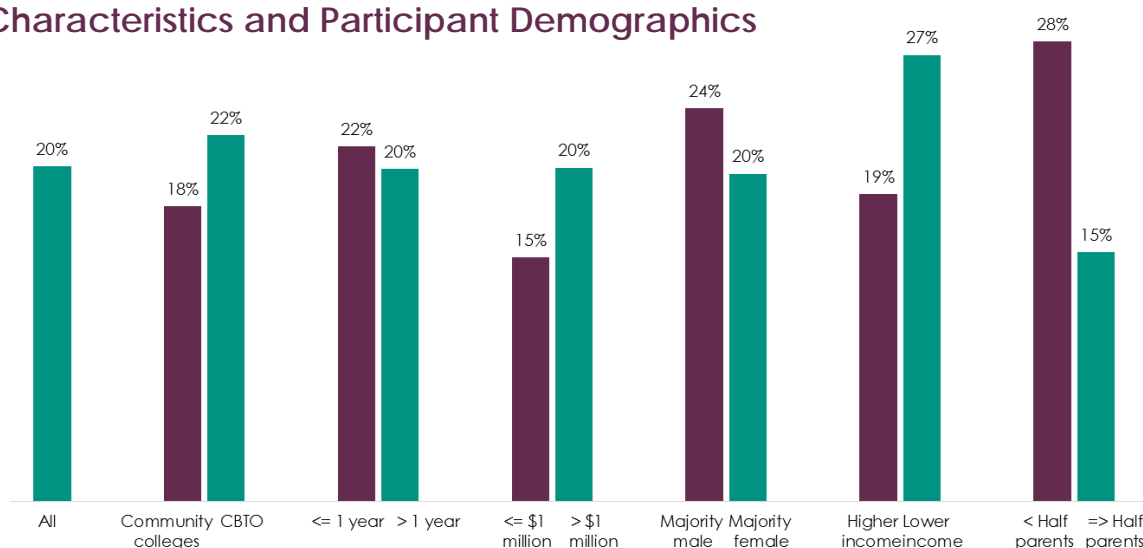
V. Key Unmet Needs in Supportive Service Provision

Only One-Fifth of Administrators Say Participants' Needs Are Met Well

Despite the perceived importance of supportive services to job training success and the range of sources from which these services are received, few programs report that their participants' needs are well met. Only one-fifth of all training providers (20 percent) say that their clients' supportive service needs are met well or extremely well (Figure 5.1).

The extent to which program administrators perceive participants' needs are met varies across program characteristics, with programs with smaller budgets and those serving more parents especially unlikely to say their participants' needs are well met. Training providers with fewer than 50 percent of participants who are parents of dependent children are about twice as likely as those serving a larger percentage of parents to say that their participants' needs are met well. Those with majority male participants are also more likely than those with majority female participants to say their participants' needs are well met. Organizations and institutions serving a larger share of low-income participants are more likely than those with more a higher share to say their participants' needs are met well, possibly because of the higher rates of supportive service provision among these organizations (see Figure 3.5 above). Programs at community-based training organizations are more likely than those at community and technical colleges to say their participants have the resources they need, and programs with larger budgets are more likely to feel their participants' needs are well met than those with smaller budgets (Figure 5.1).

Figure 5.1. Share of Administrators Who Report Their Participants' Supportive Service Needs Are Met Well or Extremely Well, by Program Characteristics and Participant Demographics



Notes: "Community colleges" includes community and technical colleges. "CBTO" refers to community-based training organizations. More or less than one million refers to the annual job training program budget. More or less than one year refers to the longest program offered by those surveyed. N=137 for all; N for other categories ranges from 46 (for at least half parents) to 76 (for community-based training organizations).

Source: IWPR Job Training Administrator Survey

Administrators suggest that a lack of supportive services affects program outcomes. More than eight in ten surveyed (81 percent) say that their program success rates would improve if they were better able to meet the support needs of their participants (Table 5.1). Nearly half of administrators (46 percent) report that “There is a large gap between the supportive services needs of our participants/students and our community's ability to meet those needs.” Seven in ten (72 percent) agree that “The unmet supportive needs of our participants/students have a negative effect on their success in job training.”

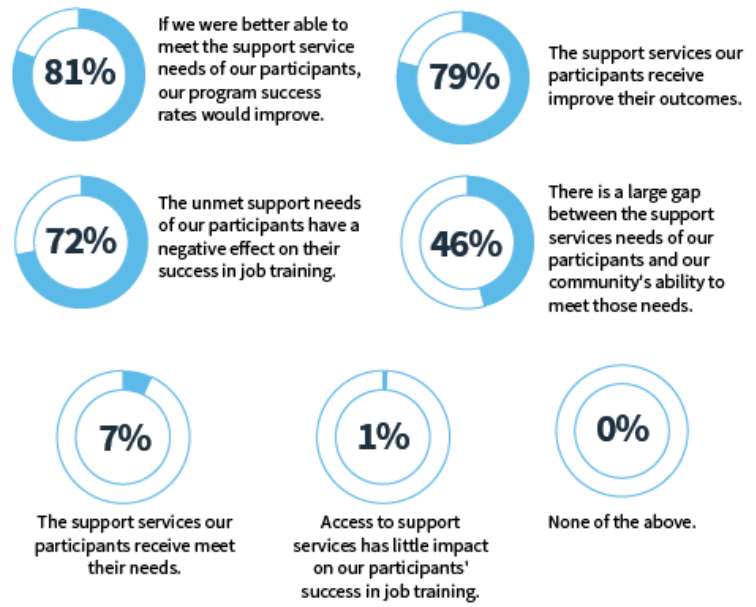


Table 5.1. Administrator Perspectives on Participants' Supportive Service Needs

| Perspective | Percent |
|--|---------|
| If we were better able to meet the support service needs of our participants, our program success rates would improve. | 81% |
| The support services our participants receive improve their outcomes. | 79% |
| The unmet support needs of our participants have a negative effect on their success in job training. | 72% |
| There is a large gap between the support services needs of our participants and our community's ability to meet those needs. | 46% |
| The support services our participants receive meet their needs. | 7% |
| Access to support services has little impact on our participants' success in job training. | 1% |
| None of the above. | 0% |

Notes: Data show the share of respondents who agreed with each statement. N=149

Source: IWPR Job Training Administrator Survey







Administrators Say Child Care Is the Greatest Need for Women, and Housing Assistance is the Greatest Need for Men

When asked to identify the greatest unmet needs among their female and male participants, respondents often selected many of the same services for women and men (Table 5.2), including emergency cash assistance and housing assistance. Yet, some gender differences emerged, most notably with child care. Although child care assistance is more often offered by majority female than majority male programs, 66 percent of administrators surveyed ranked it among the top unmet needs for their female participants, compared with 21 percent who said the same for men. For both programs at community and technical colleges and community-based training

Although child care assistance is more often offered by majority female than majority male programs, 66 percent of the administrators surveyed ranked it among the top five unmet needs for their female participants, compared with 21 percent who said the same for men.

organizations, child care assistance ranks as the most pressing unmet need for women, although the share of community and technical colleges who identify it as a key unmet need is considerably higher (76 percent compared with 58 percent; Appendix Table C.9). Across all other types of programs examined in IWPR's analysis except those with smaller budgets and those with a high share of low-income participants (see Appendix Tables C.9 and C.10), child care ranks as the most pressing need for women (or is tied for the most pressing need).

Table 5.2. Greatest Unmet Needs of Job Training Participants, by Gender

| Greatest Unmet Needs for Women | | Greatest Unmet Needs for Men | | | |
|---|--|------------------------------|--|--|-----|
|  | Child care assistance | 66% |  Housing assistance | 50% | |
|  | Emergency cash assistance | 56% |  Emergency cash assistance | 50% | |
|  | Housing assistance | 48% |  Mental health counseling | 46% | |
| | Transportation assistance | 45% | | Transportation assistance | 43% |
| | Mental health counseling | 42% | | Substance abuse counseling | 40% |
| | Domestic violence services | 32% | | Health care | 29% |
| | Health care | 30% | | Legal services | 28% |
| | Substance abuse counseling | 28% | | Financial education and counseling | 27% |
| | Legal services | 24% | | Child care assistance | 21% |
| | Financial education and counseling | 23% | | Help accessing public benefits | 15% |
| | Help accessing public benefits | 15% | | Domestic violence services | 13% |
| | Pregnancy prevention services | 12% | | Assistance obtaining clothing or shoes | 12% |
| | Peer support groups | 10% | | Peer support groups | 12% |
| | Case management | 8% | | Case management | 10% |
| | Assistance obtaining clothing or shoes | 8% | | Pregnancy prevention services | 4% |
| | Other | 2% | | Other | 2% |

Notes: Data show the share of administrators who chose each need. Respondents could select up to five needs. N=151 for women and 146 for men.

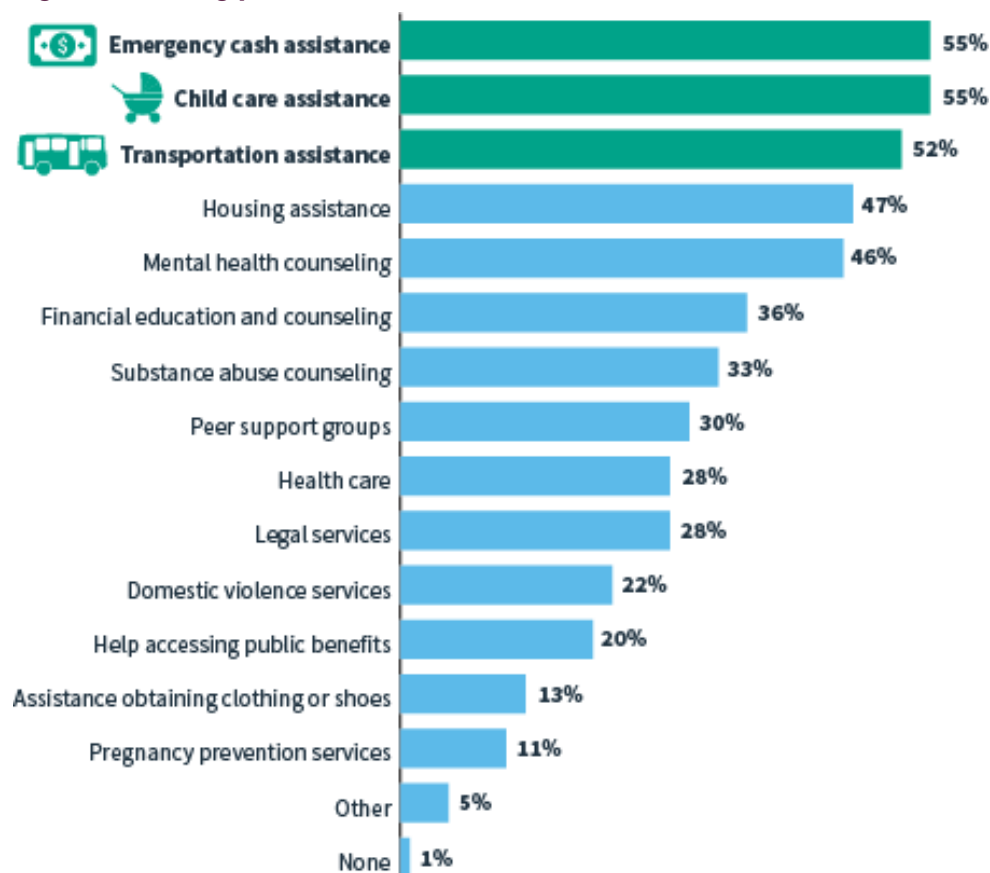
Source: IWPR Job Training Administrator Survey

Several other differences emerged in the perceptions of the greatest unmet needs for women and men. Domestic violence services, for example, were identified as a significant need for women; 32 percent of administrators identified it as one of the five greatest unmet needs for their female participants compared with 13 percent who saw it as a key need for men (Table 5.2). By contrast, administrators were more likely to see substance abuse counseling as an unmet need for men (40 percent) than for women (28 percent; Table 5.2).

Programs Want to Offer More Services, Especially Child Care, Emergency Cash, and Transportation Assistance

Many organizations say they would like to expand the services they offer. When asked what services they would like to provide, or provide more of, the most common answers were help with child care and emergency cash assistance (55 percent each), transportation assistance (52 percent), housing assistance (47 percent), and mental health counseling (46 percent; Figure 5.2). Only one percent did not express a desire to provide more services.

Figure 5.2. Percent of Administrators Who Want to Provide More Services, by Service Type



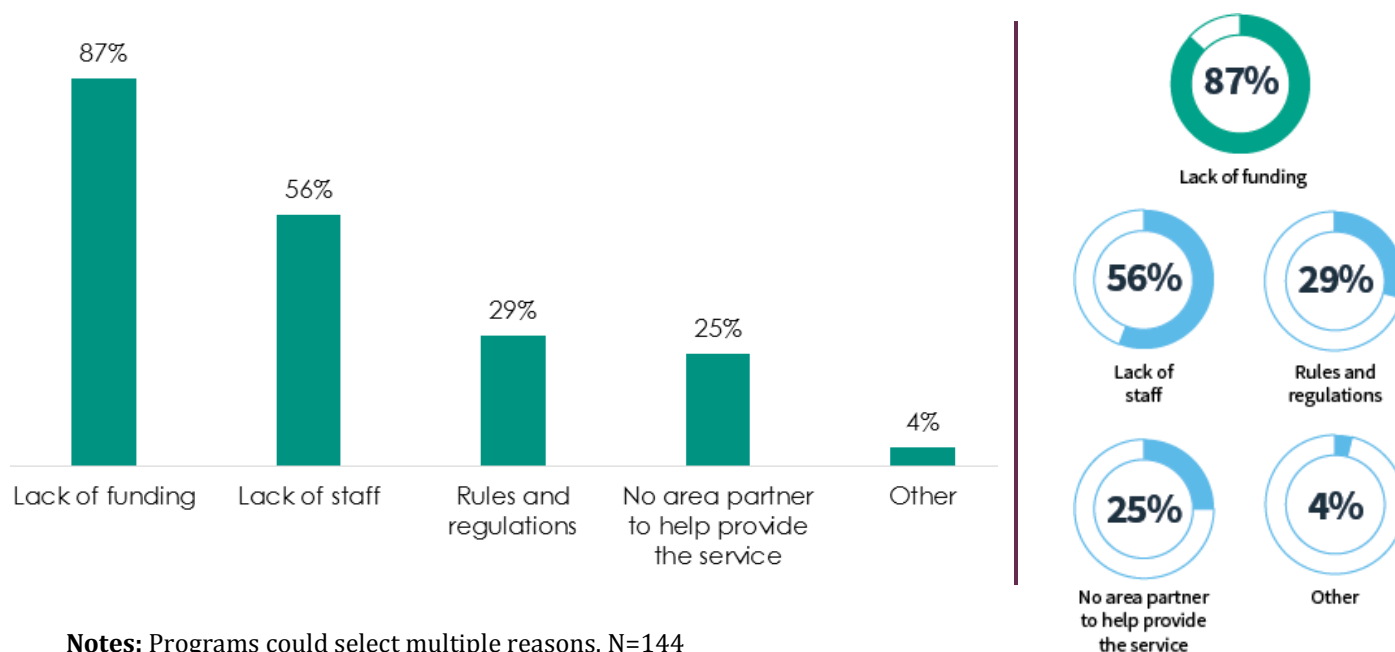
Notes: Respondents could select multiple services. N=148

Source: IWPR Job Training Administrator Survey

Although most job training providers want to provide more supportive services, only 36 percent say they are likely to expand their services in the near future. Many (44 percent) say they do not know whether they will, and one in five (20 percent) say they are not likely to expand services. Among the organizations who say they will expand their services, 11 say the expansion in the supportive services they offer is due to new funding, and 10 attribute the change to the implementation of the Workforce Investment and Opportunity Act (WIOA). Eight report that factors other than WIOA and new funding will enable them to increase the supportive services they offer, including new partnerships. One respondent who said their organization plans to expand services reported that they do not know how they will do so. Two simply said they will provide more services because there is a clear need for them that must be met.

Lack of funding is the most common reason given for not providing more supportive services (Figure 5.3). Among training providers who cite lack of funding as the most significant problem, the most common unmet needs for women are child care assistance (67 percent) and emergency cash assistance (59 percent). Among men, they are housing assistance (56 percent) and emergency cash assistance (53 percent).

Figure 5.3. Reasons Organizations Do Not Provide Supportive Services to Extent Desired



VI. Funding Supportive Services for Job Training Participants

Training providers vary in how much of their total organizational or institutional budget is spent on supportive services for job training participants. Twenty-one percent say they spend less than 10 percent, 23 percent spend between 10 and 25 percent, and 23 percent spend more than 25 percent of their budget to provide supportive services to job training participants. About one in five respondents (21 percent) do not know how much of their budget is spent providing supportive services, and 12 percent provided another answer that did not specify a range but generally indicated that a small amount is spent on these services.

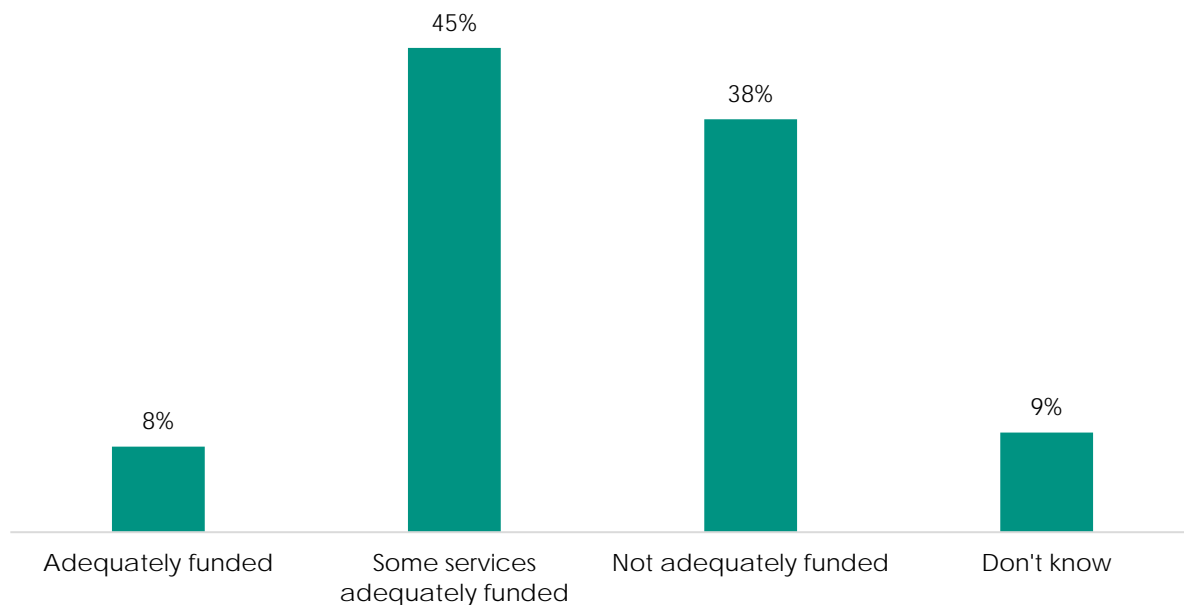
Job Training Providers Draw on Multiple Sources to Fund Supportive Services

Job training providers draw on multiple sources to fund supportive services. For seven services—case management, child care, transportation, housing assistance, help accessing public benefits, and emergency cash assistance, and “other” services—the most common funding source is private foundations; for one service (assistance obtaining clothing or shoes), it is individual donations (Appendix Table C.11). The most common source of funding for all other services except legal services is general operating funds (an equal share of organizations report receiving funding for legal services from private foundations and general operating funds). Despite these sources only eight percent of respondents say that supportive services are adequately funded (Figure 6.1).

The small number of programs receiving SNAP E&T funds reflects a larger trend of underutilization of this resource; experts interviewed by IWPR said most state and local communities do not use these funds as much as they could, due to multiple factors.

Public funding from a variety of sources also helps cover the costs of providing supportive services. Twenty-three administrators say they receive funding through the U.S. Department of Labor’s Workforce Investment and Opportunity Act (WIOA), and 27 receive other funding from their state or the federal Department of Labor. Additional government agencies that provide organizations in the study with funding for supportive services include, among others, state or the federal Departments of Housing, Health and Human Services, Education, Transportation, and Corrections. Seven respondents said they receive funding from the Temporary Assistance for Needy Families program (TANF). Five receive support from the Supplemental Nutrition Assistance Program Employment & Training (SNAP E&T), which offers 50 percent reimbursements (or “50-50 funds”) that are uncapped federal grants that reimburse states for up to half of certain nonfederal SNAP E&T program costs, including supportive services such as dependent care. The small number of programs receiving SNAP E&T funds reflects a larger trend of underutilization of this resource; experts interviewed by IWPR said most state and local communities do not use these funds as much as they could, due to multiple factors, including a lack of awareness of about the availability of these funds and difficulty covering the 50 percent state contribution (Hess et al. 2016).

Figure 6.1. Perceived Adequacy of Funding Levels for Supportive Services



Note: N=76

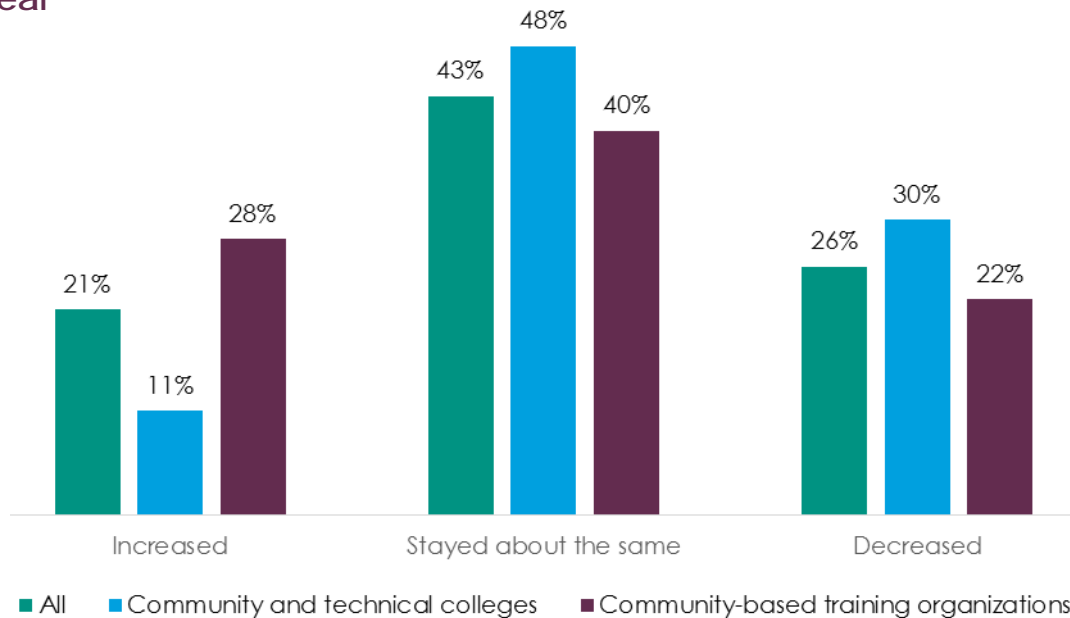
Source: IWPR Job Training Administrator Survey

Many Administrators Say It Has Become More Difficult Over the Last Five Years to Meet Supportive Service Needs

More than four in ten respondents (43 percent) report that it has become somewhat more difficult or much more difficult over the last five years to ensure that their participants receive the supportive services they need; only 11 percent say it has become easier or a lot easier (28 percent say it has stayed the same and 7 percent do not know). These perceptions likely reflect changes in funding: just one in five (21 percent) administrators report that funding for their program has increased since the last program year. More than one quarter (26 percent) say that it has decreased, and more than four in ten (43 percent) report that it has stayed about the same (Figure 6.2). Programs at community and technical colleges are much less likely than those at community-based organizations to say they have seen an increase in funding (11 percent compared with 28 percent).

Just one in five administrators (21 percent) report that funding for their program has increased since the last program year... Programs at community and technical colleges are much less likely than those at community-based training organizations to say they have seen an increase in funding.

Figure 6.2. Funding Levels for Supportive Services over the Last Program Year



Notes: Percentages do not sum to 100 because those who responded “don’t know” are not shown in the figure but are included in the calculations. N=137 for all organizations, 56 for community and technical colleges, and 81 for community-based training organizations.

Source: IWPR Job Training Administrator Survey

Training Providers Use Partnerships and Flexible Funding to Provide Supportive Services in a Cost Effective Way

The nature of limited funding for supportive services raises the question of what strategies help training providers deliver these services in a cost effective way. While the survey did not ask about cost-benefit analysis, it did inquire into whether participants generally viewed their services as cost effective. More than eight in ten (81 percent) described their services as extremely cost effective or quite cost effective, and only four percent said they were not cost effective at all. Some administrators noted, however, that cost effectiveness varies by service type, since some services are considerably more expensive than others. Still, even when the costs are high, respondents noted that supportive services may be a good investment. As one person said, “If the student is able to complete because of the supportive services, then the cost is worthwhile.”

For many organizations, the use of partnerships offers a cost-effective model for supportive service provision. By networking with other local organizations in the community and becoming aware of the resources they offer, organizations can often help participants get their needs met without having to fund certain services directly. If done well, community partnerships can help all the participating organizations fulfill their missions more effectively: they can help service providers meet their grant requirements to deliver supports to individuals who need them, and training organizations to help their participants get the supports they need to complete their programs.

Several survey respondents indicated that flexibility in funding is another key to meeting the needs of job training participants on a limited budget... Other respondents noted, however, that funding from grants often comes with certain requirements that make it difficult to use the funds as they would like; such rigidity in funding regulations can reduce their capacity to tailor supportive services to the specific needs of individuals and therefore limit their effectiveness.

Several survey respondents indicated that flexibility in funding is another key to meeting the needs of job training participants on a limited budget. One respondent said, “We use a per participant budget for supports and allow what that money is spent on to be flexible to the participant. This flexibility allows our case managers to support young people on a case by case basis, meeting needs as they arise. However, the participant knows from the outset that their supports are coming from a finite ‘wallet.’ Often participants will work with us to brainstorm how to keep specific supportive needs small or to meet them in a non-direct way in order to save money for potential other needs.” Other respondents noted, however, that funding from grants often comes with certain requirements that make it difficult to use the funds as they would like; such rigidity in funding regulations

can reduce their capacity to tailor supportive services to the specific needs of individuals and therefore limit their effectiveness.

VII. Using Data to Track and Evaluate Supportive Service Provision

Organizations and Institutions Face Challenges in Collecting Data on Supportive Services, Including Funder Requirements and Multiple Data Management Systems

Organizations may collect data to inform their policies and practices and to ensure that they maximize resources to meet the needs of their participants. More than seven in ten (72 percent) administrators surveyed say they collect data on supportive services receipt among their participants. More than nine in ten (94 percent) report collecting data on program outcomes.

To learn more about the data programs collect, and whether these data are used to identify successes and challenges in supportive service provision or to improve program quality, IWPR obtained administrative data from 17 respondents who volunteered to share their data on program outcomes and supportive services. All the organizations provided data on program retention and completion rates; some provided information on job placement rates or average wages after graduation.⁶ One organization sent data on the percentage of participants who received any type of supportive service, and some sent data on participant demographics. Two provided data on public benefit use among their participants. Overall, the data metrics tracked and reported were varied, making it difficult to draw conclusions about program outcomes across organizations and institutions.

These variations led to in-depth conversations between IWPR and staff members of seven job training providers about data collection and reporting challenges, and strategies for addressing these challenges. In general, respondents indicated that data tracking is often driven by funders' reporting requirements; since organizations and institutions typically have multiple funders, each with particular requirements and metrics, this can make data collection somewhat piecemeal and not immediately helpful for improving program quality. In addition, many funders require specific data management systems for reporting data, so that organizations must track data in multiple systems that often do not communicate well with each other. This can make it difficult, for example, to merge supportive services data with data on job training outcomes, limiting the usefulness of data for the organization's internal monitoring and goal setting.

Some Job Training Providers Implement Strategies to Improve Data Tracking, but Further Improvements Will Require More Resources

Training providers participating in the study address data tracking challenges in different ways. One job training program administrator said her organization strives to maintain a "laser focus" in their data collection and work to ensure that the data they gather for funders and their own use are directly related to their mission of helping program participants find employment. The program uses a simple spreadsheet to track factors such as whether a participant completed the program, received a certificate, obtained a job, received public benefits, and what his or her earnings were

⁶ Of the three programs who provided data on wages, one reported that their participants have hourly wages of \$10–20 after completing the program. A second said that the average hourly wages of their program completers is \$15.90, and the third reported that the average monthly wages of their program graduates are more than doubled, from \$1,038 prior to entering the program to \$2,492 after completing it.

following program completion. Other information that need not be measured as comprehensively is collected anecdotally and used to inform grant narratives. A key priority, this organization said, is to collect necessary data without consuming staff time, so staff remain free to focus on what is most important to their program's success: relationships with the participants.

Another organization said they have made a concerted effort to develop a more robust data tracking system. They recognized that without additional funding, focusing on data collection would not be possible, given the time constraints of their program staff. A new grant allowed them to hire someone to review their current data reporting requirements, identify the data that would be most helpful for internal program monitoring, and set up a simple way to capture and analyze those data. As this experience suggests, efforts to improve data tracking and develop metrics that provide meaningful and actionable feedback to programs may often require additional resources.

VIII. Conclusion and Recommendations

The job training available through workforce development programs can help adults to get a job or obtain a better-paying job or career. Yet, individuals who participate in these programs often do not complete them due to a range of life challenges, such as inadequate access to transportation and affordable child care, health problems, and the difficulties of balancing employment with training and education. Supportive services can help address these challenges, yet the IWPR Job Training Administrator Survey indicates that participants often do not receive all the services they need. Program administrators cite lack of available funding as the most common reason their organizations do not provide more supportive services; nearly all say these services are vital for improving program retention and completion and most would like to expand the services they offer, but only about 36 percent think they will be able to do so in the near future.

The nature of limited resources for supportive services means that job training participants continue to experience many unmet needs. These needs vary across program types and population groups. Programs with a high proportion of low-income participants, for example, are more likely than other programs to report that mental health counseling represents one of the greatest unmet needs for both women and men (Appendix Table C.10). Smaller budget programs are much more likely than larger programs to say transportation assistance is a key unmet need, and shorter programs are considerably more likely than longer programs to identify housing assistance and mental health counseling as among the most pressing needs. To some extent, these needs may depend on the experiences of the population being served, but they may also depend partly on the resources that different kinds of programs can offer. Community and technical colleges, for example, may be better able than community-based training organizations to help their program participants access mental health counseling because their student health centers provide them with an infrastructure to provide this support, making it less likely to be an unmet need for their participants.

IWPR survey data point to some changes to policies and practices that could increase access to supportive services among job training participants across a range of programs.

Improving Access to Supportive Services

- Job training providers can continue to build and strengthen partnerships that enable organizations to maximize the use of the supportive services in their communities. They can also ensure that program staff are familiar with resources in the community and connect participants with available supports. Training providers can seek out areas of specialization among providers, such as which are best equipped to provide clothing or shoes or mental health counseling in a particular location.
- Community Colleges, in particular, can focus more on building partnerships with community-based social service and benefits access programs to ensure that their students receive the supports needed to sustain their educations, and to receive quality degrees and credentials that will lead to family economic security.

- Philanthropists, workforce development professionals, job training centers, and government entities can strengthen collaboration among providers of supportive services to develop formal and informal partnerships, share best practices, and increase economies of scale and specialization.
- Organizations and institutions that provide training can track the outcomes of referrals, where possible, and use the information to ensure that participants access supportive services in local communities.
- Program leaders can implement approaches to supportive service delivery that focus on the needs of the entire family, including parents and children together. They can attend to the needs of children of job training participants—including the need for quality child care—to help give parents the time and resources to focus on their training, increasing their chances of success.
- Federal, state, and local governments can provide technical assistance, support, and financial incentives to help workforce development programs—especially community-based training organizations with small budgets and community and technical colleges—connect with support services.
- Programs and workforce development systems should strive to increase access to supports that represent clients' greatest unmet needs. For example, they can seek to establish more community partnerships to address mental health issues and challenges related to domestic violence.

Leveraging Existing Sources of Funding and Improving Data Collection

- State and federal policymakers can encourage the use of funds from the Workforce Investment and Opportunity Act and the Supplemental Nutrition Assistance Program Employment & Training for supportive services.
- Program administrators can recognize and take advantage of economies of scale in providing supportive services. For example, training providers might partner with other organizations in their area to develop a transportation program, such as a carpool or ride-sharing program, which meets the needs of participants from all the organizations.
- Program administrators can work with funders to develop streamlined, consistent data systems that permit programs to measure successful outcomes.
- Workforce development professionals and advocates can include the experiences and viewpoints of program leaders in making the case for increased public funding for supportive services.

Increasing Awareness and Understanding of the Need for Supportive Services

- Programs could compile data from screening tools to identify greatest unmet needs and establish partnerships with organizations that can address them during and beyond the training process.
- Researchers, workforce development professionals, and other stakeholders can promote dialogue about the need for supportive services and their importance for job training success. Such dialogue can help make the case for programs and strategies to increase public funding for supports.
- Researchers can conduct additional studies on supportive services in job training to help raise awareness of their importance to job training success and highlight strategies for maximizing their impact. For example, research on organizational partnerships that appear successful can highlight their most promising elements and provide valuable information for establishing new models, or replicating existing models, to increase the provision of supportive services.
- Researchers can analyze the needs and challenges of job training participants across specific population groups, including racial and ethnic minorities, immigrants, and younger and older workers, to shed light on which services are most needed for these groups and to identify promising practices for service delivery.

Understanding the landscape of supportive service provision in the workforce development system and in career and technical education can help training providers, funders, policymakers, and other stakeholders to implement changes to policies and practices that can help low-income individuals complete job training and education. An effective job training system that provides individuals with the supports they need to complete their program is essential to helping many people earn family-sustaining wages and to developing a workforce with the skills that businesses need.

Appendix A. Detailed Methodology

Researchers at the Institute for Women’s Policy Research (IWPR) developed the IWPR Job Training Administrator Survey instrument by drawing on multiple sources. These sources include 26 phone interviews with experts in the field who provided input on key research gaps related to supportive service provision in job training, as well as a review of more than 300 publications on training and education programs to assess current knowledge about supportive services and their importance for job training participants. This research review, *Supportive Services in Job Training and Education: A Research Review*, also examines the availability of supportive services in the workforce development system, funding sources for these services, and common obstacles to employment and training that these supportive services can address. In addition to the expert interviews and research review, IWPR’s survey was informed by other relevant surveys, including the Workforce Benchmarking Network’s data collection survey and IWPR’s Survey on Women in Mississippi Community Colleges.⁷ The IWPR Job Training Administrator survey instrument was tested internally at IWPR and piloted by administrators at several job training programs. The political polling and strategic consulting firm Quinlan Greenberg Rosner Research provided additional expertise in survey design.

IWPR staff programmed the survey questionnaire using the software QuestionPro and administered it online between March and May 2016. The survey was disseminated widely to multiple programs and networks throughout the United States. Eight job training and education networks—including the Aspen Institute, Center for Law and Social Policy, Corporation for a Skilled Workforce, Goodwill Industries, the National Association of Workforce Boards, the National Council for Workforce Education, NCLR, and the National Skills Coalition—disseminated the survey via newsletters, social media, and e-mail distribution. IWPR also distributed it to lists of Trade Adjustment Assistance Community College Training Program (TAACCCT), Health Profession Opportunity Grants (HPOG), and H-1B technical skills training grantees and registered apprenticeships provided by the U.S. Department of Labor. In addition, IWPR sent the survey to programs that were identified through the Institute’s national program scan, expert interviews, and research review, or featured in the Institute’s weekly Job Training in the News blog posts. Respondents were offered a \$100 honorarium for their programs to complete the survey. Because the distribution method entailed sending out the survey through multiple partners and networks, IWPR does not have an exact count of the programs to which it was sent and is therefore unable to calculate a response rate.

The survey contained closed- and open-ended questions designed to gather information about the need for and availability of supportive services for job training participants, as well as perceptions of program administrators about the importance of these services and unmet supportive service needs. In addition, it included questions about how programs fund the provision of supportive services, which supportive services they would like to provide more of if they could, and their practices for tracking data on receipt of supportive services and program outcomes. Some of the survey questions allowed respondents to choose responses of “not applicable” or “don’t know.” These responses were included in the data as a part of the denominator in the analyses presented, but in most cases are not shown in the tables and figures.

Some of the data are disaggregated to show differences in supportive services among organizations with differing characteristics (e.g., smaller or larger size, and offering longer or shorter programs) and serving different population groups (e.g., low-income individuals, parents, or a majority of women or men). “Low-income” includes individuals whom administrators perceive to be living in families with incomes below 200

⁷ Survey available at <http://www.iwpr.org/publications/iwpr-survey-of-women-in-mississippi-colleges>.

percent of the federal poverty line. Organizations that are identified in the report as those with “majority female” participants include those who say that at least 50 percent of their program participants are female, while “majority male” refers to those who say at least 51 percent of their participants are male. This slight difference in the analysis categories is due to the wording of the survey question on which the analysis is based, which asked respondents to report the percentage of their program participants who are female by selecting from a range of choices: none, 1–24 percent, 25–49 percent, 50–74 percent, 75–99 percent, or all. Data on the distribution of organizations and institutions surveyed across geographic regions is based on the U.S. Census Bureau’s regions and divisions of the United States.⁸

All data were collected in QuestionPro. Data for closed-ended questions were analyzed in Stata. Data for the open-ended questions were analyzed for common patterns and themes and, in some cases, coded in Excel and analyzed in Stata. The list of occupational training fields included in the survey was developed using the occupational groups included in the career clusters defined by the U.S. Department of Labor’s Occupational Information Network (O*NET), with the addition of two categories in which a number of survey respondents offer training: administrative and clerical and repair and maintenance.

A total of 230 respondents provided usable data for survey analysis. This report is based only on those respondents who said they provide occupational skills training or career and technical education, skills upgrade training, or customized skills training developed with employers; 168 training providers fulfilled these criteria. Workforce intermediaries such as One Stop Centers or Workforce Development Boards and organizations that provide employment services other than occupational skills training, such as basic education and English as a Second Language services, are excluded from the analysis.

While the IWPR Job Training Administrator Survey sheds light on administrator perspectives on the availability of supportive services to job training participants and challenges in providing these services, its findings should not be taken as representative of the broader population of program administrators.

⁸ These regions and divisions are available here: <https://www2.census.gov/geo/pdfs/maps-data/maps/reference/us_regdiv.pdf>.

Appendix B. Experts Interviewed

Lucy Crane

Director, Community Impact
United Way of Greater Cincinnati

Meghan Cummings

Executive Director
The Women's Fund of the Greater Cincinnati
Foundation

Linda Dworak

Consultant
Workforce Development Affinity Group
Association of Baltimore Grantmakers

Dot Fallihee

Chief Program Officer
Workforce Development Council of Seattle-
King County

Gerri Fiala

Deputy Assistant Secretary
Employment and Training Administration
U.S. Department of Labor

Allison Gerber

Senior Associate
The Annie E. Casey Foundation

Bob Giloth, Ph.D.

Vice President
Center for Community and Economic
Opportunity
The Annie E. Casey Foundation

Rachel Gragg, Ph.D.

SNAP Office of Employment and Training
Food and Nutrition Services
U.S. Department of Agriculture

Eileen Hopkins

Director, Education and Training
YWCA of Greater Cincinnati

Christina Hubbard

Associate Director, Adult Career Pathways
Program
Northern Virginia Community College

James Jacobs, Ph.D.

President
Macomb Community College

Kevin Jordan

Vice President for National Programs
Local Initiative Support Corporation (LISC)

Marty Miles

Workforce Development Consultant
Workforce Benchmarking Initiative

Darlene Miller

Executive Director
National Council for Workforce Education

Jack Mills

Chief Workforce Strategy Officer and Director
National Network of Sector Partners
Insight Center for Community Economic
Development

Frieda Molina

Deputy Director of Low-Wage Workers and
Communities Policy
MDRC

Robert Sainz

Assistant General Manager of Operations
Economic and Workforce Development
Department
City of Los Angeles

Paula Sammons

Program Officer
Family Economic Security
W.K. Kellogg Foundation

Carissa Schutzman

Vice President of Corporate College
Gateway Community and Technical College

Whitney Smith

Senior Program Director
The Joyce Foundation

Cindy Taylor

Vice President of Social and Economic Policy
Abt Associates

Jim Torrens

Associate Director
Workforce Innovation and the National
Network of Sector Partners

Janice Urbanik

Executive Director
Partners for a Competitive Workforce

Che Watkins

President & CEO
The Center for Working Families, Inc.
(Atlanta, GA)

Wonda Winkler

Executive Vice President
Brighton Center

Eileen Poe-Yamagata

Managing Director, Principal Associate Labor
and Human Services
IMPAQ Internatio

Appendix C. Survey Data Tables

Table C.1. Reasons for Noncompletion by Program Characteristics

| Reasons for noncompletion | | Setting | | Longest Program | | Budget | |
|------------------------------------|-----|----------------------------------|--|------------------|----------------------|---------------------|-----------------------|
| | | Community and technical colleges | Community-based training organizations | One year or less | Longer than one year | \$1 million or less | More than \$1 million |
| Financial considerations | 59% | 82% | 43% | 49% | 67% | 44% | 71% |
| Insufficient child care | 53% | 63% | 45% | 57% | 50% | 56% | 51% |
| Work hours/scheduling issues | 45% | 63% | 31% | 37% | 53% | 48% | 44% |
| Care for family member | 43% | 58% | 31% | 38% | 49% | 28% | 49% |
| Health issues (theirs or family) | 41% | 42% | 41% | 40% | 43% | 30% | 51% |
| Transportation issues | 41% | 50% | 34% | 44% | 40% | 46% | 33% |
| Substance abuse | 34% | 20% | 44% | 41% | 28% | 32% | 40% |
| Training too difficult | 34% | 45% | 25% | 27% | 40% | 30% | 38% |
| Mental health issues | 31% | 20% | 40% | 40% | 25% | 24% | 44% |
| Housing problems | 28% | 18% | 35% | 35% | 21% | 28% | 31% |
| Unsure of career goals | 26% | 30% | 23% | 13% | 35% | 24% | 24% |
| Training not what expected/desired | 24% | 22% | 25% | 17% | 31% | 20% | 22% |
| Asked to leave by program | 14% | 3% | 23% | 17% | 11% | 8% | 25% |
| Intimate partner violence | 9% | 10% | 9% | 8% | 11% | 4% | 13% |
| Other | 8% | 0% | 14% | 10% | 7% | 8% | 5% |

Notes: “Budget” refers to the annual budget for job training program(s). Respondents were allowed to select up to five reasons for noncompletion. N=140 (all), 60 (community and technical colleges), 80 (community-based training organizations), 63 (one year or less), 72 (more than one year), 50 (one million dollars or less), and 55 (more than one million dollars).

Source: IWPR Job Training Administrator Survey

Table C.2. Reasons for Noncompletion by Participant Demographics

| Reasons for noncompletion | All | Gender | | Income | | Parent Status | |
|------------------------------------|-----|---------------|-----------------|----------------------------------|--------------------------------|-------------------------------|-----------------------------|
| | | Majority male | Majority female | Fewer than 75 percent low-income | At least 75 percent low-income | Fewer than 50 percent parents | At least 50 percent parents |
| Financial considerations | 59% | 53% | 63% | 70% | 53% | 47% | 73% |
| Insufficient child care | 53% | 38% | 65% | 46% | 58% | 49% | 55% |
| Work hours/scheduling issues | 45% | 38% | 52% | 56% | 36% | 51% | 33% |
| Care for family member | 43% | 43% | 44% | 52% | 41% | 54% | 31% |
| Health issues (theirs or family) | 41% | 38% | 43% | 40% | 47% | 51% | 33% |
| Transportation issues | 41% | 30% | 47% | 42% | 37% | 34% | 45% |
| Substance abuse | 34% | 43% | 28% | 30% | 49% | 37% | 37% |
| Training too difficult | 34% | 26% | 39% | 28% | 37% | 34% | 37% |
| Mental health issues | 31% | 34% | 32% | 24% | 47% | 46% | 27% |
| Housing problems | 28% | 25% | 32% | 24% | 39% | 22% | 33% |
| Unsure of career goals | 26% | 28% | 25% | 24% | 25% | 20% | 33% |
| Training not what expected/desired | 24% | 25% | 20% | 22% | 22% | 27% | 16% |
| Asked to leave by program | 14% | 15% | 14% | 12% | 19% | 19% | 16% |
| Intimate partner violence | 9% | 9% | 9% | 10% | 12% | 10% | 10% |
| Other | 8% | 11% | 5% | 2% | 10% | 10% | 6% |

Notes: Respondents were allowed to select up to five reasons for noncompletion. Due to the wording of the survey question, “majority male” is defined as at least 51 percent male participants, and “majority female” is defined as at least 50 percent female participants. N= 153 (all), 56 (majority male), 88 (majority female), 54 (fewer than 75 percent low-income), 61 (at least 75 percent low-income), 63 (fewer than 50 percent parents), and 55 (at least 50 percent parents).

Source: IWPR Job Training Administrator Survey

Table C.3. Completion Rates by Program Characteristics

| | Program Characteristics | Below 70% | 70 to 79% | 80% and above |
|-----------------|--|-----------|-----------|---------------|
| | All | 31% | 27% | 38% |
| Setting | Community and technical colleges | 45% | 23% | 29% |
| | Community-based training organizations | 20% | 31% | 45% |
| Longest Program | One year or less | 20% | 33% | 43% |
| | Longer than one year | 42% | 23% | 33% |
| Budget | \$1 million or less | 28% | 28% | 40% |
| | More than \$1 million | 38% | 27% | 33% |

Notes: “Budget” refers to the annual budget for job training program(s). Percentages do not sum to 100 because those who responded “don’t know” are not shown in the table but are included in the calculations. N=131 for all, 56 for community and technical colleges, 75 for community-based training organizations, 61 for one year or less, 66 for longer than one year, 47 for \$1 million or less, and 52 for more than \$1 million.

Source: IWPR Job Training Administrator Survey

Table C.4. Completion Rates by Participant Demographics

| | Participant Characteristics | Below 70% | 70 to 79% | 80% and above |
|---------------|----------------------------------|-----------|-----------|---------------|
| | All | 31% | 27% | 38% |
| Gender | Majority male | 27% | 19% | 50% |
| | Majority female | 34% | 32% | 31% |
| Income | Fewer than 75 percent low-income | 36% | 26% | 34% |
| | At least 75 percent low-income | 25% | 34% | 39% |
| Parent Status | Fewer than 50 percent parents | 34% | 24% | 40% |
| | At least 50 percent parents | 24% | 43% | 31% |

Notes: Percentages do not sum to 100 because those who responded “don’t know” are not shown in the table but are included in the calculations. N=131 for all, 52 for majority male, 74 for majority female, 50 for fewer than 75 percent low-income, 56 for at least 75 percent low-income, 58 for fewer than 50 percent parents, and 49 for at least 50 percent parents.

Source: IWPR Job Training Administrator Survey

Appendix Table C.5. Percent of Programs Providing Supportive Services Directly, by Service Type and Program Characteristics

| Service | All | Setting | | Longest Program | | Budget | |
|---|-----|----------------------------------|--|------------------|----------------------|---------------------|-----------------------|
| | | Community and technical colleges | Community-based training organizations | One year or less | Longer than one year | \$1 million or less | More than \$1 million |
| Financial education and counseling | 73% | 71% | 74% | 79% | 68% | 64% | 78% |
| Case management | 60% | 46% | 73% | 73% | 53% | 62% | 64% |
| Peer support groups | 57% | 58% | 55% | 56% | 56% | 45% | 60% |
| Transportation Assistance | 56% | 48% | 63% | 65% | 52% | 55% | 65% |
| Assistance obtaining clothing and shoes | 46% | 28% | 63% | 62% | 40% | 40% | 58% |
| Assistance obtaining public benefits | 43% | 35% | 49% | 54% | 32% | 40% | 51% |
| Other services | 32% | 23% | 39% | 38% | 32% | 32% | 36% |
| Emergency cash assistance | 28% | 32% | 25% | 30% | 30% | 21% | 40% |
| Mental health counseling | 28% | 33% | 24% | 24% | 34% | 19% | 35% |
| Child care assistance | 22% | 27% | 18% | 25% | 19% | 21% | 24% |
| Health care | 20% | 13% | 27% | 27% | 18% | 11% | 33% |
| Housing assistance | 15% | 9% | 21% | 22% | 14% | 15% | 24% |
| Substance abuse counseling | 15% | 11% | 18% | 13% | 19% | 9% | 20% |
| Domestic violence services | 13% | 11% | 15% | 14% | 12% | 9% | 16% |
| Pregnancy prevention services | 13% | 8% | 17% | 13% | 12% | 8% | 15% |
| Legal Services | 7% | 5% | 9% | 13% | 1% | 2% | 11% |

Notes: “Budget” refers to the annual budget for job training program(s). N=168 (all), 79 (community and technical colleges), 89 (community-based training organizations), 63 (one year or less), 73 (longer than one year), 53 (one million dollars or less), and 55 (more than one million dollars).

Source: IWPR Job Training Administrator Survey

Table C.6. Percent of Job Training Providers Delivering Supportive Services Directly, by Service Type and Participant Demographics

| Service | All | Gender | | Income | | Parent Status | |
|---|-----|---------------|-----------------|----------------------------------|--------------------------------|-------------------------------|-----------------------------|
| | | Majority male | Majority female | Fewer than 75 percent low-income | At least 75 percent low-income | Fewer than 50 percent parents | At least 50 percent parents |
| Financial education and counseling | 73% | 66% | 78% | 70% | 80% | 80% | 71% |
| Case management | 60% | 64% | 63% | 56% | 83% | 68% | 67% |
| Peer support groups | 57% | 53% | 58% | 52% | 64% | 64% | 51% |
| Transportation assistance | 56% | 58% | 55% | 46% | 76% | 66% | 51% |
| Assistance obtaining clothing and shoes | 46% | 55% | 44% | 34% | 68% | 59% | 43% |
| Assistance obtaining public benefits | 43% | 36% | 49% | 38% | 64% | 47% | 51% |
| Other services | 32% | 32% | 34% | 30% | 42% | 46% | 33% |
| Emergency cash assistance | 28% | 26% | 34% | 30% | 36% | 36% | 25% |
| Mental health counseling | 28% | 28% | 30% | 20% | 37% | 31% | 25% |
| Child care assistance | 22% | 13% | 29% | 20% | 25% | 22% | 24% |
| Health care | 20% | 25% | 19% | 20% | 29% | 34% | 10% |
| Housing assistance | 15% | 21% | 15% | 14% | 22% | 22% | 16% |
| Substance abuse counseling | 15% | 17% | 16% | 16% | 19% | 19% | 14% |
| Domestic violence services | 13% | 13% | 15% | 8% | 17% | 15% | 14% |
| Pregnancy prevention services | 13% | 15% | 11% | 4% | 22% | 22% | 4% |
| Legal services | 7% | 8% | 6% | 4% | 8% | 10% | 4% |

Notes: Due to the wording of the survey question, “majority male” is defined as at least 51 percent male participants, and “majority female” is defined as at least 50 percent female participants. N=168 (all), 53 (majority male), 80 (majority female), 50 (fewer than 75 percent low-income), 59 (at least 75 percent low-income), 59 (fewer than 50 percent parents), and 51 (at least 50 percent parents).

Source: IWPR Job Training Administrator Survey

Table C.7. Percent of Administrators Indicating At Least Half of Participants Receive Supportive Services, by Service Type and Program Characteristics

| Service | | Setting | | Longest Program | | Budget | |
|---|-----|----------------------------------|-----------------------------------|------------------|----------------------|---------------------|-----------------------|
| | | Community and technical colleges | Community-based training programs | One year or less | Longer than one year | \$1 million or less | More than \$1 million |
| Case management | 58% | 42% | 72% | 75% | 49% | 63% | 65% |
| Financial education and counseling | 49% | 45% | 53% | 57% | 44% | 45% | 55% |
| Transportation assistance | 39% | 25% | 52% | 52% | 31% | 39% | 44% |
| Assistance obtaining public benefits | 37% | 29% | 44% | 46% | 32% | 40% | 40% |
| Other services | 30% | 27% | 33% | 32% | 30% | 24% | 30% |
| Health care | 28% | 17% | 38% | 29% | 30% | 27% | 33% |
| Assistance obtaining clothing and shoes | 27% | 13% | 40% | 43% | 19% | 22% | 35% |
| Peer support groups | 24% | 23% | 25% | 29% | 21% | 19% | 31% |
| Housing assistance | 18% | 8% | 27% | 25% | 14% | 25% | 15% |
| Child care assistance | 18% | 20% | 16% | 21% | 14% | 18% | 16% |
| Mental health counseling | 13% | 5% | 19% | 16% | 11% | 8% | 15% |
| Substance abuse counseling | 10% | 4% | 15% | 16% | 7% | 9% | 9% |
| Emergency cash assistance | 8% | 8% | 8% | 10% | 8% | 12% | 9% |
| Pregnancy prevention services | 6% | 1% | 10% | 8% | 6% | 4% | 11% |
| Domestic violence services | 5% | 3% | 7% | 5% | 6% | 4% | 7% |
| Legal services | 4% | 1% | 7% | 8% | 3% | 6% | 2% |

Notes: “Budget” refers to the annual budget for job training program(s). N ranges from 158 to 167 (all), 74 to 78 (community and technical colleges), 84 to 89 (community-based training organizations), 57 to 63 (one year or less), 69 to 71 (longer than one year), 49 to 53 (one million dollars or less), 52 to 55 (more than one million dollars).

Source: IWPR Job Training Administrator Survey

Appendix Table C.8. Percent of Programs Indicating At Least Half of Participants Receive Support Services, by Service Type and Participant Demographics

| Service | All | Gender | | Income | | Parent Status | |
|---|-----|---------------|-----------------|----------------------------------|--------------------------------|-------------------------------|-----------------------------|
| | | Majority male | Majority female | Fewer than 75 percent low-income | At least 75 percent low-income | Fewer than 50 percent parents | At least 50 percent parents |
| Case management | 58% | 59% | 64% | 54% | 86% | 66% | 68% |
| Financial education and counseling | 49% | 49% | 53% | 42% | 64% | 59% | 45% |
| Transportation assistance | 39% | 44% | 41% | 30% | 64% | 48% | 39% |
| Assistance obtaining public benefits | 37% | 37% | 41% | 29% | 58% | 52% | 41% |
| Other services | 30% | 29% | 34% | 22% | 41% | 40% | 31% |
| Health care | 28% | 29% | 30% | 19% | 46% | 36% | 32% |
| Assistance obtaining clothing and shoes | 27% | 31% | 28% | 17% | 49% | 43% | 24% |
| Peer support groups | 24% | 25% | 26% | 22% | 32% | 24% | 29% |
| Housing assistance | 18% | 23% | 18% | 4% | 39% | 26% | 18% |
| Child care assistance | 18% | 8% | 26% | 18% | 23% | 14% | 31% |
| Mental health counseling | 13% | 17% | 11% | 8% | 22% | 17% | 10% |
| Substance abuse counseling | 10% | 21% | 5% | 2% | 22% | 15% | 12% |
| Emergency cash assistance | 8% | 4% | 13% | 8% | 12% | 12% | 8% |
| Pregnancy prevention services | 6% | 12% | 4% | 0% | 14% | 9% | 6% |
| Domestic violence services | 5% | 8% | 4% | 2% | 9% | 5% | 6% |
| Legal services | 4% | 2% | 8% | 4% | 5% | 7% | 4% |

Notes: Due to the wording of the survey question, “majority male” is defined as at least 51 percent male participants, and “majority female” is defined as at least 50 percent female participants. N= 158 to 163 (All), 45 to 53 (majority male), 78 to 80 (majority female), 45 to 50 (fewer than 75 percent low-income), 56 to 59 (at least 75 percent low-income), 55 to 59 (fewer than 50 percent parents), 48 to 51 (at least 50 percent parents).

Source: IWPR Job Training Administrator Survey

Table C.9. Greatest Unmet Needs for Women and Men, by Service Type and Program Characteristics

| | | | Setting | | | | Longest Program | | | | Budget | | | |
|---|-------|-----|----------------------------------|-----|--|-----|------------------|-----|----------------------|-----|---------------------|-----|-----------------------|-----|
| | All | | Community and technical colleges | | Community-based training organizations | | One year or less | | Longer than one year | | \$1 million or less | | More than \$1 million | |
| Service | Women | Men | Women | Men | Women | Men | Women | Men | Women | Men | Women | Men | Women | Men |
| Child care assistance | 66% | 21% | 76% | 23% | 58% | 19% | 71% | 26% | 63% | 19% | 58% | 21% | 78% | 24% |
| Emergency cash assistance | 56% | 50% | 67% | 60% | 48% | 42% | 55% | 47% | 54% | 51% | 60% | 48% | 62% | 61% |
| Housing assistance | 48% | 50% | 42% | 45% | 52% | 54% | 58% | 66% | 39% | 37% | 50% | 54% | 49% | 54% |
| Transportation assistance | 45% | 43% | 52% | 46% | 40% | 41% | 40% | 45% | 50% | 42% | 52% | 52% | 33% | 33% |
| Mental health services | 42% | 46% | 33% | 42% | 48% | 49% | 53% | 55% | 35% | 41% | 50% | 46% | 45% | 50% |
| Domestic violence services | 32% | 13% | 39% | 11% | 27% | 15% | 35% | 17% | 29% | 11% | 19% | 8% | 42% | 11% |
| Health care | 30% | 29% | 32% | 32% | 29% | 27% | 27% | 24% | 33% | 34% | 29% | 27% | 31% | 30% |
| Substance abuse counseling | 28% | 40% | 30% | 38% | 27% | 41% | 26% | 50% | 33% | 36% | 33% | 46% | 31% | 39% |
| Legal services | 24% | 28% | 15% | 17% | 31% | 37% | 23% | 36% | 24% | 21% | 25% | 27% | 22% | 24% |
| Financial education and counseling | 23% | 27% | 29% | 34% | 18% | 22% | 18% | 21% | 29% | 33% | 17% | 21% | 24% | 26% |
| Assistance obtaining public benefits | 15% | 15% | 15% | 15% | 14% | 15% | 13% | 12% | 19% | 21% | 10% | 13% | 24% | 22% |
| Pregnancy prevention services | 12% | 4% | 11% | 2% | 13% | 6% | 16% | 9% | 10% | 0% | 8% | 4% | 13% | 0% |
| Peer support groups | 10% | 12% | 9% | 14% | 11% | 11% | 6% | 7% | 14% | 18% | 8% | 15% | 11% | 7% |
| Case management | 8% | 10% | 9% | 14% | 7% | 6% | 8% | 5% | 7% | 12% | 10% | 10% | 5% | 7% |
| Assistance obtaining clothing and shoes | 8% | 12% | 3% | 6% | 12% | 16% | 6% | 14% | 8% | 8% | 10% | 15% | 9% | 11% |
| Other services | 2% | 2% | 2% | 2% | 2% | 2% | 0% | 0% | 3% | 3% | 2% | 2% | 0% | 0% |

Notes: “Budget” refers to the annual budget for job training program(s). Respondents could select up to five needs. N=151 for all organizations. For women, the N ranges from 52 (\$1 million or less) to 85 (community-based training organizations). For men, N= 146 for all and ranges from 52 (\$1 million or less) to 81 (community-based training organizations).

Source: IWPR Job Training Administrator Survey

Table C.10. Greatest Unmet Needs for Women and Men, by Service Type and Participant Demographics

| | | | Gender | | | | Income | | | | Parent Status | | | |
|---|-------|-----|---------------|-----|-----------------|-----|----------------------------------|-----|--------------------------------|-----|-------------------------------|-----|-----------------------------|-----|
| | All | | Majority Male | | Majority Female | | Fewer than 75 percent low-income | | At least 75 percent low-income | | Fewer than 50 percent parents | | At least 50 percent parents | |
| Service | Women | Men | Women | Men | Women | Men | Women | Men | Women | Men | Women | Men | Women | Men |
| Child care assistance | 66% | 21% | 63% | 27% | 68% | 20% | 73% | 33% | 59% | 19% | 68% | 25% | 61% | 24% |
| Emergency cash assistance | 56% | 50% | 53% | 46% | 60% | 54% | 63% | 57% | 55% | 48% | 60% | 51% | 61% | 57% |
| Housing assistance | 48% | 50% | 37% | 44% | 56% | 55% | 39% | 46% | 62% | 64% | 53% | 56% | 49% | 54% |
| Transportation assistance | 45% | 43% | 41% | 38% | 46% | 45% | 55% | 48% | 36% | 41% | 44% | 41% | 37% | 41% |
| Mental health services | 42% | 46% | 37% | 33% | 46% | 54% | 39% | 43% | 57% | 57% | 46% | 51% | 47% | 46% |
| Domestic violence services | 32% | 13% | 29% | 15% | 36% | 12% | 39% | 11% | 33% | 21% | 35% | 14% | 29% | 15% |
| Health care | 30% | 29% | 27% | 29% | 33% | 32% | 29% | 24% | 33% | 34% | 30% | 31% | 31% | 30% |
| Substance abuse counseling | 28% | 40% | 29% | 44% | 28% | 38% | 29% | 41% | 33% | 45% | 28% | 41% | 29% | 37% |
| Legal services | 24% | 28% | 24% | 29% | 23% | 25% | 20% | 20% | 34% | 41% | 25% | 27% | 29% | 35% |
| Financial education and counseling | 23% | 27% | 22% | 23% | 24% | 29% | 22% | 33% | 17% | 17% | 25% | 27% | 16% | 20% |
| Assistance obtaining public benefits | 15% | 15% | 16% | 13% | 15% | 17% | 18% | 13% | 16% | 17% | 14% | 10% | 16% | 22% |
| Pregnancy prevention services | 12% | 4% | 12% | 4% | 14% | 4% | 16% | 0% | 14% | 9% | 18% | 8% | 4% | 0% |
| Peer support groups | 10% | 12% | 12% | 15% | 10% | 12% | 14% | 15% | 9% | 14% | 14% | 12% | 6% | 11% |
| Case management | 8% | 10% | 12% | 10% | 6% | 11% | 10% | 9% | 5% | 9% | 5% | 3% | 12% | 17% |
| Assistance obtaining clothing and shoes | 8% | 12% | 12% | 13% | 6% | 12% | 8% | 13% | 9% | 10% | 5% | 8% | 8% | 11% |
| Other services | 2% | 2% | 2% | 2% | 1% | 1% | 0% | 0% | 2% | 2% | 0% | 0% | 2% | 2% |

Notes: Respondents could select up to five needs. For women, N=151 for all and ranges from 49 for programs with fewer than 75 percent low-income participants to 80 for majority female programs. For men, N=146 for all and ranges from 46 for at least 50 percent parents and for fewer than 75 percent low-income to 76 for majority female programs.

Source: IWPR Job Training Administrator Survey

Table C.11. Percent of Organizations Receiving Funding from Different Funding Sources, by Type of Supportive Service

| Service | Private foundations | Public funding | General operating funds | Individual donations | Corporate donations | Fee-for-service payments | Other |
|--|---------------------|----------------|-------------------------|----------------------|---------------------|--------------------------|-------|
| Case management | 65% | 59% | 46% | 26% | 26% | 12% | 5% |
| Child care assistance | 48% | 42% | 18% | 12% | 6% | 15% | 0% |
| Housing assistance | 52% | 43% | 26% | 13% | 13% | 0% | 4% |
| Transportation assistance | 51% | 43% | 30% | 19% | 13% | 5% | 1% |
| Help accessing public benefits | 45% | 38% | 31% | 14% | 11% | 3% | 11% |
| Assistance obtaining clothing or shoes | 37% | 24% | 30% | 39% | 23% | 1% | 10% |
| Emergency cash assistance | 52% | 14% | 34% | 25% | 16% | 0% | 2% |
| Peer support groups | 39% | 33% | 45% | 15% | 14% | 6% | 2% |
| Legal services | 60% | 0% | 60% | 50% | 30% | 0% | 0% |
| Mental health counseling | 29% | 31% | 53% | 4% | 2% | 2% | 2% |
| Financial education and counseling | 44% | 30% | 52% | 13% | 19% | 3% | 3% |
| Domestic violence services | 37% | 21% | 53% | 16% | 11% | 0% | 5% |
| Substance abuse counseling | 27% | 27% | 45% | 9% | 0% | 0% | 5% |
| Pregnancy prevention services | 21% | 32% | 58% | 16% | 5% | 0% | 11% |
| Health care | 13% | 32% | 48% | 6% | 3% | 6% | 10% |
| Other supportive services | 50% | 27% | 48% | 20% | 18% | 9% | 11% |

Notes: Respondents could select all funding sources that apply. The N for each service range from a low of 22 (pregnancy prevention services) to a high of 123 (financial education and counseling).

Source: IWPR Job Training Administrator Survey

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