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AUTHOR	Burleson, Erica
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ABSTRACT

This report describes on a first-hand basis the role played by the "coach" in the Vermont Experimental and Demonstration Manpower Pilot Project. The paraprofessional coach, or "employment service aide," acts as a client advocate who helps the client adjust to a work environment. As one part of a three member employability team, the coach's duties begin after the client has been accepted for placement in a Special Work training situation. Constant communication is maintained until the client's barriers to employability are overcome. Responsibilities of the coach vary from acquainting the program enrollee with simulated interviews, to helping resolve family friction which may hinder the individual's effectiveness. Described here is a case study of one man who was helped to overcome physical and emotional handicaps so he might qualify for a desired job. A day-by-day narration chronicles the coach's experience with this unique situation. (Also included is a one-item bibliography.) (Author)

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THE ROLE OF THE COACH

IN

PUBLIC SERVICE EMPLOYMENT:

THE VERMONT EXPERIENCE

Vermont Department of Employment Security

Madelyn Davidson, Commissioner

The Experimental and Demonstration Manpower Pilot Project on the Special Work Project for the Unemployed and Upgrading for the Working Poor

September 1973

THE ROLE OF THE COACH IN
PUBLIC SERVICE EMPLOYMENT:
THE VERMONT EXPERIENCE

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Erica Burleson, Vermont Department of Employment Security

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Vermont Department of Employment Security
Box 488, Green Mountain Drive
Montpelier, Vermont 05602

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PREFACE

In mid-1970, as a consequence of welfare reform legislation then pending in the United States Congress, the Vermont Department of Employment Security was chosen to test and document experimentation in the manpower training aspects of the proposed legislation. The overall objective of the resulting Experimental and Demonstration (E&D) Manpower Pilot Project was to explore the feasibility and value of alternative approaches and procedures for conducting the Special Work Project (Public Service Employment) for the unemployed and Upgrading training for the working poor, as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

The project thus had two major components within the overall project:

- "Special Work Project" whereby unemployed persons, by performing work (at public and private nonprofit agencies in the public interest) can develop job skills which enable them to obtain nonsubsidized (private or public) employment,

- "Upgrading training" whereby low-income employed persons ("working poor") can develop new job skills for which they receive increased salary.

More specifically the project:

- developed various designs for operating the two manpower programs,

- tested operating practices to identify smooth running procedures,

- tested the feasibility and relative effectiveness of alternative operating procedures,

-identified problems and issues central to the establishment and running of these programs,

-prepared technical materials and other aids for use in the programs,

-monitored and evaluated outcomes of activities,

-determined requirements for administration, facilities, staff and financing of the programs,

-established guides for determining how these programs might fit into the overall mixture of manpower programs and services at the local level,

-developed the necessary guidelines and manuals for effectively replicating the programs elsewhere,

-researched and documented the effect of the program on E&D manpower clients and,

-produced monographs on salient aspects of project experience, relevant to planning activities at the national level for implementation of welfare reform and/or public service employment programs.

The project was initiated on July 1, 1970, and terminated on October 31, 1973. Operation of the project was divided into the following segments:

July 1, 1970, through October 31, 1970: Planning, initiation, and startup,

November 1, 1970, through June 30, 1971: Operations limited to Chittenden and Lamoille counties,

July 1, 1971, through June 30, 1972: Statewide operations,

July 1, 1972, through June 30, 1973: Statewide operations,

July 1, 1973, through October 31, 1973: Evaluation, writing, printing and publishing.

FINAL TRAINEE SUMMARY		SPECIAL WORK		
As of July 2, 1973	Number	Number	Number	Percentage of Total Enrollees
Total Special Work Enrollments		656		100%
Completed Training		430		65.6%
-Completed, Placed in Employment	307			46.8%
-Completed, Placed in Work Training	26			4.0%
Total Placements			333	50.8%
-Completed, Placed in Education or Skill Training	6			0.9%
-Completed, Awaiting Placement	91			13.9%
Terminated Training		226		34.4%
-Good Cause	99			15.1%
-Without Good Cause	127			19.3%

FINAL TRAINEE SUMMARY	UPGRADING		
As of July 2, 1973	Number	Number	Percentage of Total Enrollees
Total Upgrading Enrollments		144	100%
-Completed Training		118	81.9%
Upgraded	114		79.2%
Not Upgraded	4		2.8%
-Terminated Training		26	18.0%
Good Cause	17		11.8%
Without Good Cause	9		6.2%

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SECTION I

INTRODUCTION AND BACKGROUND

A. Introduction

The goal of this Monograph is to describe aspects and issues of the role of the E&D Coach as experienced since November 1, 1970 in the Vermont Experimental and Demonstration (E&D) Manpower Pilot Project.

The overall objective of this E&D manpower project has been to explore the feasibility and value of alternative approaches and procedures for conducting Special Work Project for the unemployed and Upgrading Training for the working poor, as a means of helping to develop guidelines and other knowledge required to facilitate and make more effective national implementation and rapid expansion of such manpower projects aimed at enhancing the employability of heads (and other members) of low-income families.

This paper may be of most interest to planners and project staff who might be developing similar Public Service Employment programs, and to those individuals who may coach the clients in these programs. This description of the Coach's role in the E&D Project is provided from an operational viewpoint, and emphasizes the experience gained in the field. The study includes an examination of the Coach's role, a long case narrative, a discussion of resources, and recommendations for the design of a "Model Coach" format for future Public Service Employment programs.

B. Intended Role of Coach in E&D
Consolidated Description From DES, WIN, E&D Manuals

At the start of the E&D Project, Coaches used the following consolidated description of duties as a guideline for performing their various tasks.

This pre-professional position is the key to the day to day relationship and identification of problems with individuals during their enrollment in the project. This employee is the individual to whom the enrollee directly relates and identifies as his immediate contact in the event of any difficulty whatsoever.

> Duties: Maintains follow-up with enrollee and enrollee's supervisor during course of training, and after training has been completed. Identifies social, medical, attitudinal, and other problems. May conduct sessions on interpersonal relationships and other related areas such as grooming, money management, etc. Aids in facilitating adjustment to training and work environment and resolution of problems relating to employment. May act as supervisor of applicants receiving work experience training in local office. Participates in team discussions with professional staff to discuss individual problems and make recommendations for action. May accompany enrollee on job interview and application process, both in training sessions and actual referral. Initiates, renews, and maintains open channels of communication between staff and enrollee.

How these duties were realized and amplified in actual operation is the subject of the following subsections in Section II.

SECTION II

ACTUAL ROLE OF COACH IN E&D

A. General Responsibilities

There are several general responsibilities of a Coach. The primary responsibility is to establish a rapport with enrollees. The Coach is usually the individual an enrollee relates to in the event of any difficulty, and the Coach is in daily contact, if need be, with an enrollee for as long as he or she needs the support.

It is the Coach's responsibility to follow up an enrollee on the job and be sure that both the enrollee and the employer are satisfied. In the event of a job related problem, the Coach will intervene and try to resolve the problem before it becomes more serious. The employer and the enrollee may contact the Coach in the event of any problem whatsoever.

A Coach should be aware of all available resources, and be able to provide a support service immediately when needed. Learning what resources are available, and how to obtain them, is something that a Coach learns through experience. A Coach must insure that each enrollee is provided with the best service the program can provide.

The last area of responsibility for a Coach lies in maintaining open channels of communication between the enrollee, the employer, and the agency he or she represents. A Coach should maintain good public relations between employers and the agency as well as good inter and intra agency relations.

The Coach is one member of a team which includes a Counselor and a Manpower Specialist. These are the key figures that make up the operational team, and make the goals of the enrollees possible.

The Counselor interviews an enrollee, and identifies his problems and any barriers to employment during the initial counseling interview. The Manpower Specialist develops a suitable work experience slot with an appropriate employer when the time comes. The Coach's job is to keep each enrollee on the job, and this requires that many varied tasks be performed. The differentiation in actual practice between the role of Coach and that of the Counselor is made clearer in the specific list which follows.

The Counselor:

1. The Counselor reviews and evalutes the enrollee's present and potential qualifications, and relates them to occupational requirements to help the enrollee select an appropriate and realistic occupation.

2. The Counselor administers the GATB and Kuder interest test, evaluates the scores, explains the results to the enrollee, and relates these results to occupational qualifications for the enrollee.

3. The Counselor helps the enrollee arrive at long and short term vocational goals.

4. The Counselor requests physical and mental evaluations from cooperating agencies, and counsels enrollees on their physical and psychological problems.

The Coach:

1. The Coach deals with daily crisis intervention and problem solving.

2. The Coach arranges for or provides the delivery of services.

3. The Coach stimulates the development of community resources to provide those services not available.

4. The Coach develops employer relations.

5. The Coach carries out the majority of the Follow-up duties.

6. The Coach acts as the enrollee's advocate.

The differentiation in the two roles in actual practice reveal that, because of the flexibility and adaptability of these two key staff members, the roles overlap except in those areas just defined.

B. Relationship With Enrollee

The role of a Coach begins just after an enrollee has been interviewed by the Counselor. This first contact with an enrollee is very important. In order to establish an on-going relationship with this individual, I preferred to talk with him at this early point in his participation in E&D. A short talk could usually give me a feeling about this person with whom I would be working very closely later on. I found I was able to gather very useful information about his or her personal traits which would help me to form ideas and possible ways to work with this person. I went through this initial evaluative process with each enrollee entering the E&D program, so I have formed many individualized processes of working with people. This evaluative procedure should be used by anyone who becomes a Coach, because they must treat each person individually. In this first contact I was looking for attitude, motivational signs, confidence or lack thereof, sensitivity, physical appearance, nervousness, and sense of humor. These aspects of a person were all I had to help me initiate a relationship with an enrollee. I also believe in having frequent contact with an enrollee during the first month or two, depending of course on the individual, so that we might learn about one another, talk about our mutual expectations, and begin to develop what should be a trusting friendship. Naturally the length of time it took to form a good relationship differed with each enrollee. There were certain things I wanted to be sure the enrollee understood. I tried to communicate to him that I respected him as an individual, that I respected his ethics and morals, and that my role was to aid him when needed, and that we, the enrollee and I, should have one mutual goal -- success.

The enrollees felt able to confide in me which was helpful to them and in some ways to me. However, these confidences could make things difficult because on the one hand I didn't ever want to destroy their trust, but on the other hand, they might share some confidence with me that could be detrimental to their life, health, and well being; it was very hard to decide what I felt I must do before I divulged a confidence. Fortunately this has always worked out well because the enrollee has apparently trusted my judgement. I have always tried to treat enrollees as I would want to be treated, and they realize this and appreciate it. This helped to make a stronger relationship.

Because each enrollee is unique, I have had to adapt my methods to fit each person. This can be difficult, as you may be able to relate to most people but not to all. The Counselor and I ran into this problem a few times. Fortunately, the framework of E&D, within which we worked, allowed us enough flexibility to resolve this problem ourselves. We simply exchanged roles when this occurred. In other words when the Counselor could not relate to an individual, I was given the counseling responsibility (except for those specific Counselor duties previously discussed) for this person as well as my usual coaching duties.

This situation is not an unusual one, and the fact that a Coach or paraprofessional can assume some counseling duties when needed indicates that "the paraprofessional may be someone with whom the professional shares his responsibilities,"[1] and " 'that the paraprofessional can do what most professionals can't do -- he can communicate ---' "[2]

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1 Robert E. Stanfield, The Uses of Paraprofessionals in the Delivery of Manpower and Social Services Through Public Service Employment: The Vermont Experience (Vermont Department of Employment Security, 1973), 3.

2 Seymour Lesh, The Non-Professional Worker in Youth Employment Programs, quoted by Robert E. Stanfield, 4.

However, any counseling assignment that I assumed was assumed only after conferring with the Counselor as to how the case should be handled, and then following any recommendations the Counselor might make. If I found I could not relate with an individual, the Counselor agreed to take over the coaching responsibilities, which worked out well and kept things running smoothly. I firmly believe that staff members of a "people oriented" program should be flexible and possess those qualities needed to assume any responsibility necessary to enable the program to run efficiently and provide the enrollee with the best possible services available.

C. Problem Solving

An enrollee was usually in one of three categories in the E&D program. Those categories were pre-training, in-training and post-training. I was responsible for resolving any problems that might arise during those times. A female enrollee who was waiting to begin a job might not have appropriate clothing to wear in an office. It was my responsibility to take her out and assist her in buying a modest wardrobe to wear to work. On many such occasions the enrollee's appearance might be helped by the use of cosmetics, so I have tactfully suggested that she might like to try wearing a little makeup. If she was receptive to the suggestion I had a practice session with her to show her how to apply the makeup so it looked natural and flattering. This type of pre-training session gave the enrollee a real morale lift.

Another type of pre-training problem which has occurred very frequently is the enrollee who has never had a job interview before; or, as sometimes happens, he or she interviews very badly. For use in just this situation, I devised my own mock interview which would prepare the enrollee for any type of interview. The interview was very thorough and prepared the enrollee to respond properly to any question asked. It also demonstrated proper conduct during an interview. The enrollee and I ran through this sequence as many times as needed. If I noticed any problem which would have an adverse effect on an interviewer, we reversed roles so that the enrollee became the interviewer. I then duplicated the behavior the enrollee used, thereby allowing him to recognize his mistakes. This way the enrollee was less likely to become frustrated or angry as might have happened if I told him what he was doing wrong.

In-training problems are varied. A problem may arise between enrollee and employer, or an enrollee's car may break down and he may not be able to report to work. The enrollee may lose her babysitter and be unable to return to work until another suitable sitter can be found. These are common everyday problems. The first example means a job site visit is necessary to sit down the employer and client, and arrive at a solution that's acceptable to all. This may take 20 minutes or it may take two hours.

The second example cited necessitated picking up the enrollee and taking him to work. I had to get estimates on the repair of the car, and find a garage owner who would accept payment from the State. In one particular case we needed a used, rebuilt automatic transmission. I called three transmission specialty garages, six repair garages, three junk yards (two telephone calls, one visit) and finally located a place 14 miles out of Burlington that had a transmission. The car was repaired in two days, but until then, I took the enrollee to work.

The third example took a week to solve. I called all emergency child care resources and I found three people to temporarily pinch-hit as babysitters until I could find a suitable full-time sitter. The enrollee missed only three hours of work that first day she called me, and by the fifth day I had located a sitter whom she hired.

Post-training problems were much like in-training problems and were solved as quickly as possible. All problems received my immediate attention.

D. Crisis Intervention

Crisis intervention was not too different from the emergency problem. It did, however, differ in one way. The crisis usually arose with the other members of an enrollee's family rather than just the enrollee. Trouble within the family might cause the enrollee to lose his job, so I attempted to resolve this type of problem as rapidly as possible. The problem at hand might not seem like a crisis, but if the enrollee or his family thinks it is -- it is! Everyday problems can seem like a crisis to some families.

One particular family I worked with was in a constant state of turmoil and crisis because they could not cope with problems no matter how insignificant they might seem. I got a call from the wife of this family, Mrs. B., who was hysterically trying to relate to me what the crisis was. When I finally calmed her down enough to understand what she was saying, the problems were these:

The family owed two months back rent; they were going to be evicted if they didn't pay the rent up to date. They owed \$50.00 on their phone bill, \$35.00 on the "Cable" for the television, and \$40.00 to the milk man. What were they going to do? I told her I would be over to see her a little later after I had figured out what to do. I began to sift through all the details and set some priorities. Budgeting, or rather lack of budgeting, was, I believed, the whole problem. I began to figure and refigure their monthly budget, so that they could pay some amount each month on their debts and still have enough money to buy food for themselves and their five children. I had figured the budget down to the last penny, and decided to pay a visit to the Housing Authority. I explained to the director, my proposed budget, and showed him how the back rent could be paid up. This was agreeable to the Housing Authority, so at least I had some good news for the family. They would not be evicted as long as they stuck to the budget and paid up the back rent.

I then visited the B's and explained to them step by step the budget they were to follow, which I had written out for them in detail. They were to pay nine dollars extra on the rent each month for three months, and four to six dollars extra on each bill. I explained that this would make the creditors believe that they were trying to catch up on the bills. As for the "Cable" for the T.V., I suggested they call the company and have the cable taken out until that bill and all others had been paid up in full.

One of the greatest contributing factors to their indebtedness was the manner in which they shopped for groceries. I decided to take them shopping and discovered where all the money was going. They had been buying mostly pre-cooked dinners and other already prepared foods. We spent two hours shopping and I showed them how to buy. I had to show them the type of meat to buy in order to economically feed a family of seven, and I pointed out and discussed the substitutes available to replace all the starch they were used to consuming. We discussed what foods provided what nutrients and vitamins. I went with the family one other time at their request to see if their buying skills had improved. It was a very rewarding trip. The family is now eating balanced meals, better meals, and is saving money. After ten months of following my budget to the penny, they finally got out of debt.

These are typical of the types of crises and emergency services a Coach should be able to respond to. A Coach must be prepared to provide any type of service, for any enrollee at any time. The variety of problems that will occur is endless but if a Coach is sincere about helping an enrollee in an emergency situation yet not sure how to resolve it, he should be persistent in finding the solution. If you don't succeed at first, keep trying!

It is sometimes quite difficult to "draw the line" as to what situations you should become involved with on behalf of a client, and what situations are so far removed from your area of responsibility that you should refrain from any participation. After having worked with clients on job-related problems over a period of time, it sometimes happens that clients will come to you seeking assistance with a problem or situation that is completely outside your area of responsibility. It is difficult to withhold assistance in such cases. When serving human beings in one area of responsibility, and a crisis arises outside your area of responsibility, it can be difficult to ignore a client's immediate and urgent needs. The services provided for the widow, Mrs. A., as described below could obviously not be called employment related services; the case is recounted in order to identify a problem which may face many Coaches at one time or another.

Mr. and Mrs. A. had been in the E&D program almost two years.

We had put them to work individually and had made arrangements for child care for their four year old daughter. Mrs. A dropped out of Special Work after four and one-half months on the job because of emotional problems, and shortly thereafter her husband had a heart attack and was unable to return to work for eight months.

We carried Mr. and Mrs. A. in the program until Mr. A was able to return to work. When the time came we found a suitable job for him which was not detrimental to his heart condition. Mr. A worked six months and was fired under very strange circumstances the day before he was to be hired permanently.

Three months later they came in to see me just to say hello and chat. This family had required an unusual amount of my time during their enrollment because they apparently felt at ease with me and with the Counselor. They were always dropping in to talk about their problems, fears, joys, etc.

On this day that they visited me, Mr. A brought me a picture he had drawn. He was very proud of his work, and I was very proud to receive it; the picture meant a great deal to me. We talked for awhile and then they went home.

The next day I had a call from Mrs. A. I could barely understand her through the sobbing. Mr. A had died early that morning from a heart attack. I was very shocked and upset; I felt a great loss because I'd worked with the family so closely for so long. They had become old friends.

When I was able to talk to Mrs. A again later, I found out that Mr. A had no insurance whatsoever to cover funeral expenses, incurred by the family. I had called the hospital to see how long they would keep the deceased, and was told they could keep the body only two days. I had two days then to find money for the funeral and burial.

I began by contacting Social Welfare first and Social Security Administration second. Social Welfare could pay for a pauper's funeral and Social Security would pick up any balance left by Welfare up to $150.00. It occurred to me then that Mr. A was a veteran and should be entitled to VA (Veterans' Administration) benefits. When I phoned Mrs. A to ask if she had the military records, she said that they had been destroyed in a fire three years before. I called the local draft board and they had no records, so I checked with the VA office in White River Junction, and they suggested I call Montpelier. I called Montpelier and finally got the dates of service, serial number, etc.

The next step was to call a funeral home and make the arrangements. The funeral home I contacted agreed to take care of the arrangements, so I picked up the VA forms which they had right there, and also picked up the Social Welfare forms to be filled out by Mrs. A. I asked the funeral home how to go about getting a flag for the coffin, as Mr. A was certainly entitled to one. The funeral home suggested I contact the Veterans of Foreign Wars (VFW). VFW informed me that I could get a flag from the Postmaster at the Federal Building. I called the Postmaster and he said that I had to have the VA forms from the funeral home with the military statistics on them before he could release the flag to me. I went back to the funeral home, picked up the forms, returned to the Federal Building, and picked up the flag.

All this activity took place in two days. On the third day I attended Mr. A's funeral at Mrs. A's request. The funeral was meager, but the American flag draped over the coffin lent some dignity to the funeral. The presence of the flag meant a great deal to Mrs. A, and she knew how much her husband would have appreciated it. Before she left for the cemetery she stopped and said, "Thank you for caring."

In conclusion, I found through problem solving and crisis intervention that one-third of the caseload required working with the family as a whole in order to make the client successful. A client's family can be just as much of a barrier to employment as those barriers previously mentioned. The family environment can be a positive or negative force in the ultimate success or failure of a client. This has proved true specifically in the two parent family. Either both parents were dependent on each other or one was dependent on the other. This problem is difficult to overcome because the pattern has been established for a long time. The dependency has become a way of life, and in many cases it cannot be changed, although it can be minimized.

A Coach's goal is to try to help the family environment to become a positive force in the enrollee's life, thereby relieving the pressures and friction caused by dependency, and enabling the enrollee to reach his goal of a permanent job.

E. Relationship With Employers

My relationship with employers throughout the project experience was extremely satisfactory. I can think of only one employer who was unsatisfactory in terms of a healthy and growing relationship with enrollees. This employer undermined the motivation of enrollees because of prejudice toward welfare recipients. But this is only one employer, out of a large, total number during the length of the project, who I found exhibited these feelings. We were very fortunate to have so many willing employers to work with.

What I mean by my satisfactory relationship with an employer is this. The employers for the most part showed empathy, sympathy, and seemed to care as much as I did about the E&D enrollees' success and happiness.

I felt very much at ease when I visited employers. I was well received and apparently well respected in my work; I feel this was because I've always conducted myself in a tactful, cordial, empathetic and sincere manner. I seem to have been able to instill in the employer the same enthusiasm and involvement with enrollees that the other E&D staff members and I felt.

In my role I have been able to aid the employer in various ways with enrollees. I have, on many occasions, had to interpret enrollee behavior to an employer. Many times when a behavioral problem arose on the job, the employer did not understand the "why" of the behavior, or the resulting actions of an enrollee. In this type of situation, I have to try to explain the limitations and insecurities of an enrollee, and what probably brought about the existing problem so that the employer can hopefully avoid a reoccurrence of this problem. I never divulge anything to an employer that is not absolutely necessary to expedite a successful working relationship between employer and enrollee. By giving an employer whatever insight he needs to work with an enrollee, he has in turn given his full cooperation, and that of his staff, to me and to the enrollee by offering whatever aid, encouragement, and understanding is necessary to help the enrollee overcome his problem.

When there has been evidence of employer prejudice against an enrollee because of his welfare status, (as with the one employer mentioned previously) it was necessary for me to hold a meeting with the employer and his staff to again define the goals of our program, explain the purpose of the work experience, and suggest ways in which to work with the enrollees. In the case previously mentioned the meeting had a slightly mellowing effect on the attitude of the employer, but absolutely no effect on his staff. The staff gave nothing but lip service, period. E&D needed the types of jobs this employer could provide so we did not let the subcontract die out, but we were extremely careful whom we placed there for work experience. We made sure that an enrollee did not outwardly exhibit any barriers, and was strongly enough motivated to succeed under possible adverse conditions before placement with that employer. We warned each enrollee before beginning work there not to mention anything about welfare. This procedure worked well, and three or four enrollees were hired permanently and are still there.

In most cases, however, it is better to avoid such an employer because, in our experience, negative attitudes towards welfare recipients could not be effectively altered.

I have tried to ease or remove existing employment barriers for enrollees. These barriers usually consist of unrealistic job qualifications, such as education, age, and previous experience requirements. The most unrealistic of these barriers is the educational qualification. In the case narrative of "Mr. Smith" (See Section III) the employer moved mountains to have the educational requirement waived. The employer, of course, was by that time convinced of Mr. Smith's ability and motivation to work so that he was willing to fight personnel regulations for him. But that case was successful. We've had many instances where the enrollee has finished his work experience successfully and then was not hired because of personnel regulations and unrealistic job requirements. For these enrollees who were not hired because of lack of education or being over age, I felt the job requirement situation needs to be reviewed and revised.

There are so many jobs for which qualifications are higher than necessary, thereby ruling out a large portion of the prospective work force. If the public is concerned about the welfare situation, and the unemployment situation, then it should be willing to revise hiring systems to allow those individuals who are very capable of doing the job, but lack education, an equal chance to be gainfully employed. The E&D Project has encountered this problem often enough to know that a very real problem exists in this area.

Employer involvement can help in many cases, because a willing employer can restructure a job, thereby revising the unrealistic job requirements and allowing capable applicants to apply, who were previously not qualified. I have attempted to bring about employer involvement in various ways because, psychologically, it is advantageous to the employer and the enrollee. The more time and effort the employer expends on behalf of an enrollee, the more likely he is to hire the enrollee permanently. This does not prove true all the time, but it has proven effective in about 70% of the cases I handled in which I've strived for employer involvement.

The belief I had in an enrollee has probably been the most important "selling" factor. The manner in which I presented the enrollee's background, merits, motivation, etc. was the next most important feature. My belief that an enrollee could indeed become a productive worker was communicated through my manner and my presentation of the case. The case I tried to present to the employer concerned the enrollee's motivation to work and the reasons behind such motivation. The most obvious and most common motivating factors were the enrollee's desire to be a success in the working world, his desire to regain his self-image and self-respect, and his desire to be able to provide for his family those things they want and need. It was these motivational factors that tended to arouse employer's sympathy and empathy towards the enrollee.

Employers want to feel that they're humanitarians as well as businessmen, and therefore I had to appeal to both aspects. For instance I might say, "The reason we would like to place this enrollee with you for Special Work training is, we feel you can offer him excellent training and supervision, together with understanding and encouragement, and that under your supervision the enrollee can become a productive and reliable worker."

This type of statement has made employers more willing to become involved with the enrollee's training, and gave them greater responsibility for any success the client achieves. If there was a notable change for the better in the enrollee's work habits, attitude, etc. I tried to mention them to the employer and credited his involvement with the enrollee as having brought about the change.

If the Coach is to induce employer involvement he should combine the following factors: belief in the enrollee's enthusiasm, the ability to communicate, and the ability to establish a rapport with employers. This combination of factors has enabled me to work quite successfully with E&D employers which is fortunate since I have spent close to 50% of my time with them.

In the initial stages of E&D I called ahead of time to make an appointment with an employer. Later on I was told by employers to drop in anytime. I continued to call before I visited, however, to verify that the employer was in, and because it is the courteous thing to do. Taking advantage of an open invitation to visit anytime, although an employer may have meant it, could cause problems. During each visit we discussed the enrollee's progress and then spent the remaining time chatting informally. After three or four visits we were on a first name basis, which showed the relationship was progressing well. Employers enjoy the chance for idle talk and will keep you there too long if you're not careful. I usually tried to limit the visits to an hour, so as never to wear out my welcome.

The employers will fill you with coffee and conversation during your visits. These visits are the crux of employer rapport, and lead to a friendly, interesting, and successful relationship. The employer knows you as a paraprofessional, and as a friend. He will call for help with an enrollee, he will call to chat, and he may even call to make a luncheon date.

Maintaining this type of relationship is the key to success with employers. A mutual trust and respect is formed during this relationship, and if you've done your job well the employer trusts your judgement. This trust in your judgement will aid in the number of enrollees retained. For example, if an employer is not quite satisfied that an enrollee will make a good employee, he may want to ask you how you feel about the matter. In this situation you must decide what is best for the enrollee and the employer, and be honest, fair, and objective in your decision, whichever way you decide. Never try to convince an employer to retain a client who you know won't make the grade, just for the sake of a placement. You must maintain objectivity and honesty with both the enrollee and the employer at all times.

My goal with employers has been to perpetuate genuine interest in the enrollee and to perpetuate the desire to see them succeed. The overall staff relationship with employers has been so successful that I feel the E&D program has enhanced public relations between E&D employers and the Department of Employment Security.

F. Follow-up

The Follow-up process is the procedure used by the Coach to trace Special Work enrollees' activities while in training. This meant that the Coach was required to visit both the employer and the enrollee on a monthly basis until the completion of training.

During Follow-up the Coach can assess the enrollees progress, work habits, and attitude. The purpose of the Follow-up process is to anticipate any enrollee problems or service needs which might result in termination from the training slot. At this same time the enrollee's and employer's degree of satisfaction can be determined. The employers have been most cooperative during the Follow-up stages, and have always been willing to take the time to discuss thoroughly the enrollees process.

An enrollee's attitude toward Follow-up varies, and each enrollee situation must be handled accordingly. Some enrollees welcome a job site visit, while others would feel singled out and ill at ease. When I felt that the latter feelings were present in an individual, I made an appointment for the enrollee to come into the office. The enrollee talked much more freely in my office, and we could usually resolve many problems while the enrollee was present. Many problems can be resolved by bringing them out into the open, and listening to the enrollee with a sympathetic ear and an open mind. Encouragement and confirmation of his ideas and feelings go a long way to help the enrollee help himself.

Any service needs which had arisen could be taken care of in the privacy of my office. This especially applied to those individuals who felt embarrassed about being on a "program". An office visit provided these individuals with the opportunity to ask for services without thinking that other people were listening. Several enrollees felt as if they were asking for and receiving charity, and would have been mortified if any of their peers knew.

For the above reasons the Follow-up process is advantageous to the enrollee, the employer, and the Coaches and Counselors. However, beware the pitfall of becoming a crutch for the enrollee. This will have a disastrous effect on the enrollee when the Coach's support is withdrawn at the end of the project. If you have played the role of "crutch", the enrollee will be just as badly off, if not worse off, than when he was first enrolled, and it will have been a waste of time for all concerned.

G. Follow-through

The Follow-through procedure begins 30 days after an enrollee terminates from Special Work training, and continues at a 90 day and a 180 day contact. After the 180 day contact, this procedure ends, and the enrollee and his employer (that is if the enrollee is employed during this period) are on their own. This means no E&D support services are available after this point.

The purpose of the Follow-through period is to ascertain the enrollee's employment status, identify the employer, the enrollee's job title and wage, and his satisfaction with the job. During this period the Coach can establish whether or not there is a need for services which have a bearing on the enrollee's employability as the enrollee is entitled to E&D services up to and including the 180 day Follow-through contact.

SECTION III

CASE NARRATIVE OF MR. SMITH

Some enrollee situations are more difficult than others for a Coach to work with, especially those where multiple barriers to employment are present. The following case narrative exemplifies just this type of situation. It describes the ways in which the Coach resolved each barrier and also illustrates a good Coach-employer relationship.

STATISTICAL BACKGROUND ON MR. SMITH

AGE 36

MARITAL STATUS: Single, but lives with a woman and her three children. One child is his. Woman is emotionally unstable and has previously been institutionalized.

EDUCATION: Sixth Grade

MILITARY STATUS: Veteran - Honorable Discharge

WORK HISTORY: Unemployed 4.2 years out of six years. Has usually held very menial jobs, such as car wash attendant and janitor. Has, however, had some experience as a night watchman.

PHYSICAL HANDICAPS: Right forearm amputated

PARTICIPATION IN OTHER FEDERAL PROGRAMS: F.I.P. Family Independence Project forerunner of W.I.N., and W.I.N. Work Incentive Program.

BARRIERS TO EMPLOYMENT

1. Lacks education, training and skills

2. Physically handicapped

3. Lacks self-confidence

4. Unable to cope with emotional stress and strain

5. Inarticulate

Mr. Smith was referred to the E&D Program in November of 1970 from the WIN Program. He was an "unemployed father", (ANFC-UF).

Mr. Smith had an initial counseling interview with the E&D Counselor November 17th. The Counselor discussed with Mr. Smith the various employment possibilities that E&D could offer. The Manpower Specialist was also called in to talk with Mr. Smith about the type of job he would be interested in. Mr. Smith's job preference was employment as a night watchman. He had great difficulty expressing himself because of a tremendous lack of self-confidence. It seemed as though he was sure the E&D staff would reject any ideas he had, or any job preference. The staff assured Mr. Smith they would do everything possible to develop a night watchman's work experience slot under Special Work, and, in the meantime, they would schedule him for a physical examination with the Vocational Rehabilitation Unit.

The Manpower Specialist developed a Special Work work experience slot with a State government employer a week and a half later. The employer seemed very interested in the E&D Program and its goal, and said he would be willing to give it a try provided the subcontract was acceptable to his superiors.

Mr. Smith was called in to see the E&D Counselor, and she explained the prospective job to him. The salary was $85.00 per week plus an extra ten cents an hour for night duty. Job benefits included health insurance and retirement plus merit raises for satisfactory performance. The job would begin 12/28/70, about four weeks away, provided everything was in order by then. Mr. Smith seemed quite excited that someone, especially an employer, was going to take a chance with him. His overwhelming lack of self-confidence had played a big part as far as past job interviews were concerned because he would end up talking himself right out of a job. Mr. Smith was simply afraid to take on a job for fear of another failure. The Counselor then brought me into the picture, and suggested I take Mr. Smith out to the interview and remain with him to help fill out applications, and to intervene if he began talking himself out of the job.

The major responsibility of the Coach usually comes once a client is placed on a job. However, in this case there was much pre-employment responsibility. The employer interviewed Mr. Smith and described the duties of the job. The duties entailed making rounds to each of the buildings in a complex to secure them, and punching a clock inside each of the buildings, having thoroughly checked it, to show what time it had last been checked. Sometimes it was necessary to use an army vehicle to make the rounds, especially in the winter as the roads had to be kept clear at all times. Mr. Smith was very pleased by the responsibilities of the job, and wanted very much to be hired. The employer was willing to start him on 12/28/70. A chronical of preparing Mr. Smith for employment follows.

<u>12/1/70</u>: It was on this day that a multitude of pre-employment barriers became obvious. It seems that in 1968 Mr. Smith had had

a car accident involving a small boy who had run out from between two parked cars. The victim was a four year old boy who wasn't tall enough to be seen over the hood of the parked car. Fortunately Mr. Smith's car was moving slowly, but the resulting injury from impact to the boy was a fractured skull. The boy recovered, but the investigation of the accident showed that Mr. Smith's insurance had expired previous to the accident. Therefore his license was taken away, and before he could drive again Mr. Smith had to purchase a certificate of financial responsibility insurance. This insurance usually costs $140.00 to $200.00 a year depending on the company and the severity and type of the accident. Obviously Mr. Smith could not afford to pay such a large sum of money for insurance.

12/2/70: I began to tackle these barriers one by one. I wrote a letter to the Motor Vehicle Department asking them to send me a copy of Mr. Smith's accident record. The fee for a copy of an accident record is three dollars but Mr. Smith had no money. I purchased a money order for the three dollars for him, and was later reimbursed by E&D. The money order was sent to Motor Vehicles this day and I expected to receive the records in about three days. I then called various insurance companies to find the most economical high risk policy. One of the companies offered the policy Mr. Smith needed for $135.00 per year, so I took him down to talk to the insurance representative. We could pay for a six month policy which would get Mr. Smith on his feet, and by the time the policy needed renewal he could contribute at least 75% of the money needed if not the entire sum.

12/4/70: While waiting for the Motor Vehicle records to arrive, I filled out a "Training Related Expense" form and wrote a justification as to why we needed to pay for a six month policy for Mr. Smith, and sent it in for approval. At this point the biggest problem arose. I discovered that all the vehicles Mr. Smith would be driving had a standard shift, and that the client's previous license was a restricted license; restricted to an automatic shift because of the amputated forearm. Also, he had to take a Fleet Safety Exam (permitting him to drive government owned vehicles) in order to qualify for the job. I began to feel panicky because Mr. Smith was due to begin his job 12/28/70, and I had no idea how long it would take to figure out and solve this problem.

Partly regaining my composure, I telephoned the Driver Improvement Division of the Motor Vehicle Department to find out whether or not it would be possible to lift the restriction on the license, provided Mr. Smith passed a driving test on a standard shift vehicle using the prosthetic device on his arm. Mr. Smith had been fitted for this device by Vocational Rehabilitation some years ago, but he very rarely wore it, complaining that it was uncomfortable. The device had been checked the previous year and the Vocational Rehabilitation people said it was just a matter of wearing the device every day until he used to it. Apparently Mr. Smith felt even more self-conscious about the prosthetic device than he did the missing forearm. The Driver Improvement Division said that the restriction could be lifted if Mr. Smith passed a test on a standard shift vehicle. But they asked me if I thought Mr. Smith could really manage to pass the regular test. I really didn't know if Mr. Smith could pass, but I was going to have a talk with him about it.

Mr. Smith was quite negative about the proposed task, but after we had talked for a while he decided he'd at least give it a try. He wanted this job very badly. For some reason I felt very optimistic and confident that he could and would pass the test. I asked Mr. Smith to begin wearing his prosthetic device to get used to it and he did, although he seemed uncomfortable and more withdrawn than usual while wearing it.

<u>12/7/70</u>: I called Mr. Smith's prospective employer to ask if we could arrange some practice sessions on the government vehicles, and, if, someone could be available to supervise and train him. The employer was most happy to cooperate and said Mr. Smith could begin to practice whenever he was ready. The subcontract between E&D and the State government employer had not been signed at that time because they were were waiting to see if Mr. Smith was going to pass his test. Therefore, all the help and cooperation provided by the employer were provided out of consideration and enthusiasm for Mr. Smith and the goal of the E&D Program.

<u>12/11/70</u>: The check for the certificate of insurance arrived so we would be paying for six months worth of insurance for Mr. Smith. I took him down to the company to fill out the applications necessary to proceed with the paper work of the policy. We needed the policy to become effective as soon as possible because this was really holding us up.

<u>12/16/70</u>: Mr. Smith was nervously waiting to hear about his insurance. I was as nervous as he was because time was running out, and the starting date of the job was 12/28/70. The employer had another candidate for the job who was without all these barriers and they would have to hire him on the 28th if Mr. Smith wasn't ready to work by then. The employer needed a night watchman badly as the existing vacancy left them one man short for nighttime security. They were being extremely kind to keep the vacancy open this long for us.

Since Mr. Smith had no boots to wear, which the weather and his prospective job warranted, I made out a training related expense form. The cost of boots, however, was nominal; we didn't need to await approval for such a small amount, so I took Mr. Smith out and purchased them.

<u>12/18/70</u>: There had been no word yet from the company on the

progress of Mr. Smith's insurance policy. I called the company and got no new information from them as to when we could expect the policy to become effective. The insurance agent told me Mr. Smith would receive notice on the policy at the same time they did. I hoped our prospective employer wouldn't run out of patience.

12/21/70: I telephoned the Commissioner of Motor Vehicles to explain Mr. Smith's situation, and to ask if we could somehow find out if Mr. Smith's policy had been assigned to a company and if so which one. The Commissioner told me it was possible to get this information, as there were only two or three companies that handled high risk policies, and he gave me their names. I called two companies and found that the second company had been assigned the policy. I telephoned the Commissioner again to ask if he would accept the certificate of financial responsibility if it were wired to him from the company, so that it could be filed with Motor Vehicles without further delay. Otherwise it would probably delay everything two or three days to wait for the certificate to arrive by mail. The Commissioner said this was a highly unusual procedure, but he would accept it. I called the insurance company right back and asked them to wire the certificate from their New York office to the Vermont Commissioner of Motor Vehicles right away. The insurance company wanted to know who was going to pay the wiring charge. That problem hadn't occurred to me, but it was a very small charge so they finally agreed to absorb the cost after hearing the situation.

By 3:00 p.m. that afternoon the Commissioner had received the certificate and had it filed immediately. Mr. Smith had sent the Motor Vehicle Department a new application for a license along with a money order so that he could get a temporary restricted license in order to be permitted to take the driver's test. I called the Driver Improvement Division to make sure the temporary license would reach him in time, because the local Motor Vehicle Department didn't want to test him without it. The Driver Improvement Division told me to have the local Motor Vehicle Department call and they would verify that the license was on its way, and that the certificate was filed.

12/22/70: In the meantime I had taken Mr. Smith out to the job site twice to have him practice shifting with the prosthetic device. A driver was assigned to take Mr. Smith out and let him practice. Mr. Smith had worn his prosthetic device for a week and a half in preparation for these sessions. His greatest fear was that he wouldn't be able to exert the amount of pressure needed to shift the gears on the truck. However, although he had a great deal of trouble with the pressure on the arm the first practice session, the second session proved to be easier for him. The two prongs at the end of the prosthetic device kept slipping off the gear shift, but after two hours of practice during the second session, Mr. Smith used a different grip on the shift which proved more successful. I kept wondering if I was asking the impossible from this man, but I could tell from the determined look on Mr. Smith's face after the two practice sessions that somehow he was going to make it.

12/23/70: Mr. Smith's third practice session was this morning, and I had a good long talk with him before it. I was as positive with him and as encouraging as I could be. I had a feeling that he could do it. We arrived at the job site at 10:00 a.m. and they were all ready and waiting for him. As he walked out the door to get into the truck he said, "I'm gonna do it today", and smiled for the first time since he entered the program. I waited, and paced up and down, and mentally gave him a pep talk. One very long hour later, Mr. Smith walked through the door smiling the biggest smile I'd ever seen and said he was ready for the Fleet Safety Exam. Two miracles in one day -- he'd smiled twice, and he was ready for the Driver's Exam. I immediately called the local Motor Vehicle Department to make an appointment for him.

Now came the problem of finding a car for Mr. Smith to use for his exam. I asked the employer if it was possible for a car to be sent down to the testing site if I couldn't locate an available standard shift car anywhere else by the next day. The appointment for the exam was the next day at 3:00 p.m. The employer was dubious about lending a car as they were all State cars, and it was against regulations for an unauthorized person to use one.

12/24/70: I tried all available resources for a car for Mr. Smith. All attempts were to no avail. I called the employer and told him I had not been able to borrow a car anywhere. The employer had talked the problem over with his superiors and had decided if it was necessary he would send a car down with one of his staff members. The staff member would remain in the car until Mr. Smith was through with his test, which made it all legal. The employer said this was a highly unusual procedure, but that Mr. Smith and I and the E&D Program were unusual because we let nothing stand in the way of our goal. I picked up Mr. Smith and took him down to his exam. I stayed and talked with him until he was ready to be tested because he was very nervous. Once the test began I went back to the office to await the results.

An hour later Mr. Smith called and very proudly announced he had passed the exam without problem. Hearing the excitement and pride in his voice meant a great deal to me as this was a monumental step for him. This was Mr. Smith's first real accomplishment since the time when he lost his arm in 1962. He had proved to himself and the others that he was capable of succeeding.

12/28/70: Mr. Smith had a 9:00 a.m. appointment with his employer this morning to fill out various applications for employment and discuss his schedule as night watchman. I didn't offer to take him out to the job site because he could manage on his own. He had enough self-confidence to do what was necessary and hopefully this self-confidence would continue to grow. I told him that I would continue to be available in the event he had a problem he would like to talk about.

I told him I would do the regular Follow-up on him, which consisted of visiting the employer and client at certain intervals to see that things were going smoothly. In the event of an emergency problem on the job, both the employer and the client knew that they could call right away.

FOLLOW-UP

12/29/70: Mr. Smith began his job the previous afternoon. I called his supervisor to see if he had arrived on time his first day. The supervisor told me that Mr. Smith had arrived early, and was immediately put on rounds with an experienced watchman who would train him. I expected Mr. Smith's unrestricted license to arrive by the next day. He was really excited about the new license; everything looked fine.

FOLLOW-UP

1/29/71: I spoke with Mr. Smith and his supervisor; all was well on the job.

FOLLOW-UP

2/17/71: A transportation problem for Mr. Smith still existed. He was still thumbing rides when he got off night duty. I talked to his supervisor and made arrangements for Mr. Smith to sleep at the job site when the weather was inclement. There were accommodations available for him.

FOLLOW-UP

3/18/71: All was well.

FOLLOW-UP

3/28/71: I found a used car for sale which Mr. Smith could afford and arranged for ten time payments with the owner of the car. Mr. Smith was thrilled at the news. This should solve the transportation problem.

FOLLOW-UP

4/29/71: Mr. Smith was taking a correspondence course in drawing paid for by the V.A.

FOLLOW-UP

5/19/71: There was trouble brewing at home. Mr. Smith's "wife" was an emotionally disturbed woman who had previously been institutionalized for six to eight months. She had been calling Mr. Smith at work and telling him to come home immediately. She threatened to harm herself if he didn't comply with her demands. This situation arose once or twice a year. Mr. Smith had taken three days off to try to calm her down, and maybe find someone to come in and stay with her until it passed.

FOLLOW-UP

5/24/71: Mr. Smith went back to work. His "wife" apparently got over her problem.

FOLLOW-UP

6/16/71: Everything fine, Mr. Smith's work had been excellent. His employer liked him very much.

FOLLOW-UP

7/16/71: Mr. Smith had been out of work for three and a half weeks because of his "wife." His employer didn't want to have to terminate his employment but they needed someone on the job daily. The supervisor promised to bear with us a little longer. The Counselor and I contacted every available resource but could find no one to come into the home and stay with the wife. The Counselor and I paid a visit to Mr. Smith's house and talked with his wife for a long time. She seemed fairly rational by the time we left and said she was willing to let him return to his job, if we could find someone to stay with her when he had late night and early morning duty. She had a seventeen year old daughter who lived outside the household whom we offered to pay to come in and stay the night until her mother was better; this seemed acceptable to all. We paid her with Training Related Expense money for two weeks, when her mother recovered.

FOLLOW-UP

8/12/71: Things were going smoothly; Mr. Smith was hired permanently on this day so we would not be subsidizing his job any longer. The educational requirement for the night watchman's job was eighth grade. The employer went all out to have the requirement changed because Mr. Smith was functioning extremely well with his sixth grade education. Somehow the employer convinced State Personnel to waive the requirement. Mr. Smith, his employer, and the E&D staff were extremely happy about the permanent job. E&D would terminate Mr. Smith from E&D Special Work now, as he was a permanent employee. I set up the Follow-through procedure at 30, 90, and 180 day intervals.

FOLLOW-THROUGH 30 DAY

9/13/71: I went to the job site to visit with the employer and the client. Everyone seemed completely satisfied. It was not required to make Follow-through visits in person, but having worked so long and so hard with Mr. Smith his continued success was very important to me.

FOLLOW-THROUGH 90 DAY

12/13/71: Mr. Smith was still on the job. Both he and his employer were still very satisfied.

FOLLOW-THROUGH 180 DAY

3/13/72: All was well; we were all very happy with this success!

SECTION IV

RESOURCES

A. Program Resources

Knowing what resources are available and how to utilize them is something that one can learn only with time and experience.

One of the first things a Coach should do is to compile a list of names, places, agencies, and types of services available from each resource. There will always be resources yet to be developed, but the more experience a Coach has, the more resources he will discover. When an enrollee needs a service which is known to be available from an existing resource, the Coach will act on it immediately. If there is no resource for a particular service, the Coach will try to develop one as quickly as possible. A Coach will contact every individual, agency, or business that might be able to provide the needed service. Coaches have contacted churches, charities, private businesses, neighbors and strangers in order to obtain a service.

There remains much to be learned about resources, but hopefully the three years of experience of the E&D Coaches in the resource area will be enlightening and will be utilized by similar programs.

There are varied resources available, and frequent utilization of these resources and their services reveals which agencies, public and private, will respond most readily to a service request.

There are some services that cannot be met by obvious resources; so, at times, a diligent search is needed to find a solution to a service need. There are occasions when a Coach can find no answer to a service need which creates an extremely frustrating situation for both Coach and enrollee. When the Coach has tapped every available resource and has determined that the service cannot be obtained, there is nothing more to be done for the moment. This fact is not easy to accept, but it does happen. However, a Coach should not put the unsolved problem out of his mind altogether. Through past experience as an E&D Coach I have found it useful to make a list of those service needs that are not obtainable; for quite by chance, I have later discovered the means through which to solve at least a few of these needs. A Coach should never stop seeking new resources and methods to insure that each enrollee receives the best possible service the program can provide.

There is yet another role a Coach must play pertaining to resources: the role of advocate in obtaining services for the enrollee. The Coach must act as the enrollee's advocate in inter and intra agency dealings. The Coach must insure that E&D staff and other agencies dealing with the enrollee continue their efforts on his behalf long after the point of frustration has been reached. This advocacy has proven effective within the system as well as without.

The first year and a half of the E&D Project proved that the role of Coach included development of resources together with providing the enrollee ready accessibility to these resources. There have been specific cases of enrollees trying unsuccessfully to obtain services on their own. What they received was a "put off" or else were told that the service in question was not available. In some of these instances the service could have been provided to the enrollee if the agency staff members had had sufficient time to devote to problem solving. Many public service agency staff members have caseloads far too large to handle each individual case in an effective and constructive manner.

As an E&D Coach, it has been my responsibility to devote all my time to a comparatively small caseload, thereby having the time to work effectively with each enrollee, and provide him or her with needed services. Had my caseload been of an unmanageable size, possibly, I too would have been forced to "put off" enrollees or tell them a certain service was not available or obtainable. You need enough time to focus all your attention on each problem of each enrollee. I consider 50 to 60 a workable number of people for a caseload.

A Coach with some experience has ready access to existing resources but a "green" Coach might have as much trouble gaining ready access to existing resources as an enrollee. I do feel, however, that the E&D Project has made its enrollees more aware of existing resources, and has shown them how to gain access to these resources.

Employment Security proved receptive and action oriented in solving the problems with which it was equipped to deal. The various programs which are a part of Employment Security were most useful to the Coach because of the expertise of the various staff members in finding solutions to service needs.

The Department of Social Welfare has been receptive to various service needs. However, the lapse between the time a service was requested and obtained tended to be too long to be helpful in an emergency, especially if a service needed to be obtained within eight hours. Social Welfare was limited, as are most agencies, as to the types of services they could provide or purchase. An example of this follows.

An enrollee needed a driver's license in order to begin a job the next day. The enrollee had made arrangements to borrow a car from a friend to take the required road test. The car arrangement fell through approximately eight hours before the scheduled exam. Various units of Social Welfare were contacted with the request for a car, and the car could not be provided by them. The E&D Coach then made arrangements to rent a car so that the enrollee could take the driving exam as scheduled. Those services which Social Welfare can provide, however, have been provided to enrollees as quickly as possible. Since Social Welfare staff members carry an enormous caseload, it is difficult, if not many times impossible, for them to provide the instant service that is needed in emergency situations.

The Vocational Rehabilitation Manpower Support Project was operational at the start of E&D as planned. This proved to be a very good resource and an accessible one. The project responded quickly in emergency cases, and in particular provided fine emergency psychiatric services to enrollees in need. This resource was most satisfactory.

There was no readily available child care resource at the outset of E&D. The original plan had been that the Office of Child Development would be operational at the start of E&D but this plan was not realized at that time because of a lack of staff. The E&D staff and, in particular the Coach, had to start from scratch to make all child care arrangements and placements. In addition to this the Coach had to take the time to show and explain to each child care vendor the billing procedure for reimbursement. The billing procedure was unwieldy and confusing to the vendors, and in too many instances the vendors had to wait from two to six months for reimbursement. There were many irate vendors, and a very harried E&D staff. However with hard work, ingenuity, and a great deal of perseverance, the E&D Coaches obtained the needed daycare arrangements, and the transportation to and from the facilities. By the second year of the project there was an operational, effectively operated, Office of Child Development, with local offices in the urban and rural areas. These local offices now handle all child care arrangements and billing procedures.

The Social Services Delivery Project of the Department of Social Welfare was another resource that was to be operational at the beginning of E&D, but the project was unable to operate at that time because of a delay in the completion of a study being conducted by an outside firm. This resource would have been very useful in the initial stages of E&D, because it would have been a resource from which one could obtain access to a great variety of services, or would have the knowledge for obtaining service outside their project. In the interim, the Employment Service Coaches had to develop the needed resources and service needs themselves. E&D utilized the Social Service Delivery Project when it finally became operational, but the time span in the delivery of requested services was, in some cases, too long to be of use in an emergency situation. Furthermore, in some cases, the Social Services Delivery Project was not able to provide the service requested.

B. Problems of Providing Services in Rural Areas

The availability of resources in a rural location is limited, and therefore brought about different problems to Coaches in rural areas of E&D Project operation.

The Coaches in rural areas had a difficult task providing needed services to enrollees because of the lack of existing resources, and because of the great distances between the enrollees and resources, and the enrollees and the employers. Providing transportation and child care proved the major problems facing Coaches in rural areas. Child care services would not have been so difficult to provide if the OCD/4-C (Office of Child Development/Community Coordinated Child Care) organization had been operational at the start of E&D, which was the intended plan. But, unfortunately, Coaches in rural areas initially had to develop child care resources themselves, as such areas had few existing Day Care Centers. Naturally they tapped existing resources first, but if the service could not be provided, it meant literally going door to door to find someone willing and able to provide child care. In rural areas houses are sometimes a mile apart and in some cases when a person was located to provide child care, the children who were to be cared for would have to be walked that mile early in the morning before the enrollee could leave for work. Later on in the project additional rural child care centers were established with child care funds.

Car pools were established in much the same manner. Rural area Coaches went door to door in the country to locate someone with transportation who was willing to transport an enrollee or enrollees to a point near their job. Of course if the car broke down it meant that one to four enrollees would have to miss work unless the Coach could pick them up and take them to work. There have been cases of Coaches leaving to pick enrollees up at 5:00 a.m. to get them to work on time, and this has been very hard on the Coaches and has shown endurance and dedication on their part.

Training Related Expense (TRE) monies, a special fund of the E&D Project, played a vital role in the success of the rural project. The lack of public transportation made car pools a necessity if an enrollee was to begin and remain on a job. When a car broke down, Training Related Expense monies had to be utilized to repair it. There was no other resource for car repairs except WIN (Work Incentive Program) car repair monies which were strictly for WIN clients. TRE money for car repairs enabled E&D enrollees to keep their cars in running condition by providing and paying for needed parts or repairs. TRE monies also paid for emergency child care, such as 24 hour care for a child for a week because an enrollee was in the hospital, and for clothing needed by enrollees entering a job slot.

Because of the limited available resources Training Related Expense (TRE) monies became one of the major resources utilized by the Coaches and has been one of the most important contributing factors to the success of the E&D program in the rural area.

Rural Coaches had to travel further, and had to use a great deal of ingenuity to develop resources which initially did not exist. The two biggest barriers, transportation and child care, had to be overcome before moving an enrollee into a job slot. Once the enrollee had been successfully moved into a job, the Coach still had to wage a daily battle against these and all other service needs required to insure the enrollee remained on the job. The rural Coach had to persevere in the face of daily resource need.

The urban coaching experience on the other hand found more existing resources available. Naturally those which did not exist had to be developed, but the urban Coach did not have to spend so much time in travel or in developing new resources. There was public transportation available for the most part, and the number of enrollees living in outlying areas was relatively small, so that transportation was not such a big barrier to employment.

There were many occasions when enrollees had transportation problems or their cars broke down, but these problems were resolved by the Coach temporarily transporting enrollees to their destination, or transporting those with inoperable cars until the cars could be repaired with TRE money. However, if the Coach was unable to provide transportation in a particular instance, there were a couple of existing resources to tap for temporary transportation.

There was no real need for car pools in urban projects except on an occasional emergency basis.

Child care was a problem in the urban area too, for the reason that OCD/4C was not ready to operate at the start of E&D. The urban projects had more existing Day Care Centers and homes initially than did the rural projects and more were established later with child care funds. At the start of E&D

though, urban Coaches had to find out about those existing Day Care Centers themselves as there were no lists of existing homes or centers available. Urban Coaches did not have to contend with the many miles between child care center locations as did rural Coaches. In the urban project the centers were usually fairly conveniently located and within a reasonable distance from an enrollee's home.

The need for appropriate clothing in order for an enrollee to be interviewed and enter a job slot was a common problem in both rural and urban projects, and usually the service was provided in a similar manner in both areas with TRE funds.

Both urban and rural Coaches have had to use a great deal of ingenuity, imagination and forethought developing resources and providing services. However, rural Coaches have had fewer existing resources to work with, fewer sources to turn to for ideas, suggestions and service needs, and therefore have had a more difficult task providing the service needs essential to the success of the individual enrollees, and the success of the program as a whole.

C. Community Resources

The following section provides a list of resources available in an urban area which proved useful in helping clients. For each resource, I have given a brief description and an example of its use.

Visiting Nurse Association (VNA) - Makes available registered nurses to go into the home when this type of service is required.

> Example of Service Obtained - A client and his wife had developed a rash that appeared to be spreading over the entire body. The couple refused to seek medical treatment because they were sure the rash would soon disappear. Not knowing what caused the rash, I was afraid that the family's two year old and infant children might contract the disease or whatever it was. VNA provided a nurse to go into the home with various instructions, soaps, and remedies. While she was there she showed the family how to clean their home, how to disinfect various rooms, and how to live in a more sanitary manner. The rash had been caused by unsanitary living conditions.

Housing Authority - Controls State housing projects for low-income families. They consider income eligibility criteria, need, number in family, etc. Rent controlled by guidelines on ability to pay and amount of Welfare received.

Example - Housing was needed by a Welfare family of seven. The family was being evicted from their present home in approximately two weeks because it had been condemned. The service was provided within these two weeks.

Adult Basic Education (ABE) - Free classroom education for high school dropouts wishing to complete school. Classes three to four hours a day for as long as is needed to complete the required material and tests before taking exam for G.E.D. (General Education Development) certificate. This certificate is the equivalent of a high school diploma. Students learn at their own pace in a relatively informal atmosphere.

Example - A client who was a high school dropout wished to complete school and receive her G.E.D. in order to apply to a nursing school for admittance. Preliminary GATB testing showed client had the aptitude for nursing school, so the client was enrolled in ABE. Four months later the client received her G.E.D. certificate, and was accepted by the nursing school.

Howard Mental Health Service - Adult and juvenile psychiatric counseling. Medication is provided free of charge if necessary. Service also works with individuals discharged from mental institutions on a follow up basis, and helps them to adapt to a new life outside the sheltered confines of a hospital.

Example - A client in deep depression came to me for help. The client was obviously in need of emergency professional psychiatric counseling. I managed to get the client an appointment the same day and took the client to the facility.

Legal Aid - Handles all legal services for the poor.

Example - A client had reached the decision that a divorce was the only way to save her sanity and that of her children. I called Legal Aid to set up an appointment. Divorce proceedings were initiated within a short time.

Vermont Department of Health - Has charge of all health services in Vermont.

Example - Client had a recurrence of syphilis symptoms and his wife thought she had it. Their baby had been born blind because of the undiscovered presence of syphilis at the time of conception and the client's wife thoughtshe might be pregnant again. I called the Health Department and arranged an appointment for them the next day for thorough testing. The results of the testing would be known in a few hours. Also the results of the pregnancy test would be known within a few hours.

Probation and Parole - Officers oversee those individuals on probation or parole and endeavor to keep them from any violations.

Example - A client on probation called me to say he'd gotten himself into a scrape and to ask what ho should do since someone was summoning the police. This was his second violation and might mean a return to prison. I had been in constant touch with the client's probation officer as to what the client was doing and how he was working out on the job. I now called the officer and told him where to meet me and the client. Someone in authority was needed to face the police officer that had been summoned. The probation officer, the policeman, the client and I talked things out and, with certain added rules for the client to adhere to and assurances from the probation officer and me, the patrolman said the possible violation need not be of concern to anyone but those present. There was only circumstantial evidence anyway, and no real way of getting actual proof.

Planned Parenthood - Birth control and family planning counseling. Holds weekly V.D. clinic, and has facilities to test for pregnancy.

Example - Client wished to have a vasectomy, but couldn't afford it. I referred the client to this agency and gave them information regarding client's background and reasons for wanting the vasectomy. I also confirmed the client's financial status so that there would be no charge for services.

Community Action Council - Group with Welfare background dedicated to helping AFDC (Aid to Families with Dependent Children) recipients or working poor obtain needed services or repairs at cost.

Example - Client owns a house in which the plumbing had broken down. This resource obtained parts needed for the repair at cost, and provided an individual to do the work at far below the usual labor rate.

Helping Hands - Volunteer organization begun by Welfare recipients for the poor to help them clothe themselves and their families without charge -- used clothing is donated.

Example - A pregnant client needed summer maternity clothes and school clothes for four children. I took the client to the organization and obtained the needed clothing. This particular resource provided a greater quantity and variety of free clothing than otherwhere available. Clothing found at another resource, like the Salvation Army, usually sells for a small fee like 10¢, 25¢, or 50¢ per article which gets expensive if a large family needs clothing.

Salvation Army - Provides charitable services such as meals, temporary lodgings, transportation, household goods and used clothing at a nominal fee.

Example - A client had moved to Vermont from the south and was unable to bring many belongings. Those belongings were all boxed and sitting in storage, but there was no one who would pick them up and ship them to Vermont by bus. I contacted this resource, explained the problem, and asked if there was a Salvation Army with available trucks in the city in question that could be contacted, and would be willing to pick up the boxes in storage and put them on a bus. This was arranged by the Salvation Army Captain, and the client received the belongings within two and a half weeks.

Dental Clinics - Dental work done on sliding scale fee basis by dental students closely supervised by dentists.

Example - I refer many clients and members of their families for dental work, as Medicaid does not pay for dental costs and clients cannot otherwise afford to pay the cost of care. Many children in these families aged four to ten years had never been to a dentist. Their teeth were badly decayed and showed signs of gum and bone deterioration.

Vocational Rehabilitation is the more usual resource for a service of this type, but Vocational Rehabilitation can pay for, or contribute to, the dental costs only for E&D clients, not for the client's children. There was a token charge for children's services.

OCD - Office of Child Development - Handles child care arrangements and payments throughout the State. Is required to oversee quality of child care; license each child care facility that falls into the licensing category; determine eligibility for service; provide health services to children where possible; and inspect Day Care facilities periodically to check conformity with Federal and State regulations.

Example - A client needed care for two children in order to enter training slot. I filled out the appropriate forms with the help of the client, and sent the client down to the local OCD office, which in turn placed the children in the facility which best met the needs of the children and the client. The children would begin going to the child care facility the next day and the client could enter training. If a child has special problems, locating the exact place which will best serve the child may take slightly longer, or suitable in-home care may have to be arranged. The client naturally must approve of any child care arrangements made.

Halfway House - Provides housing for individuals released from the State Hospital who have nowhere to stay, and helps individuals with an adjustment period to the world outside of the sheltered existence they've led.

Example - A client had just been released from State hospital and had nowhere to stay. I took the client to the Halfway House, took care of normal admittance procedures, and made sure the staff at the House would work with the client on the adjustment to an unsheltered life.

Center For Disorders In Communication - Facility for testing and evaluating speech, hearing, and reading problems, etc.

Example - E&D staff suspected a client of having a definite reading and writing problem because of aptitude test results. The client was referred to the above resource for testing and evaluation. The test results showed that client suffered from dyslexia, a communication disorder caused by the brain not mirroring correctly what the client sees, thus causing a handicap in the reading and writing process.

Big Brother Program - This organization provides young boys from fatherless families with needed male companionship. The men offer their services on a voluntary basis and usually most of the volunteers are college students.

Example - A client's son had behavioral problems and had very few friends. This situation troubled the client greatly and made for constant emotional upset. Arrangements were made for a Big Brother to come and pick up the boy twice a week and spend their afternoons together in whatever activity they mutually decided to do. The Big Brother decided to spend one day every other weekend with the boy also. This made a great change in the boy's behavior over a period of time.

YMCA - Example of Use - A client's child had nowhere to go after school until the parent got home from work. The child loved athletics and really wanted to belong to the YMCA, but could not afford a membership. The family circumstances were such, that arrangements were made for a free scholarship to the "Y" and for a partial scholarship entitling the child to two weeks at the YMCA sponsored camp during the summer.

Churches -

Example of Use - A client who had much potential was too emotionally disturbed to participate in a job situation, but he refused all therapy offered. The client had been offered help by Vocational Rehabilitation, by Psychiatric Social Workers, and had even refused referral to a private psychiatrist even though the cost would be absorbed by Medicaid. The only other resource I could think of was the client's parish priest. I made an appointment with him and asked if he would be willing to work with the client to try to get the client to the point of accepting psychiatric help. The priest saw the client twice a week and finally after three to four months the client asked to be referred to psychiatric therapy.

Urban Youth Center - This organization provides arts and crafts, cooking, sewing and macrame activities for grade school children. The staff helps children with these projects and provides guidance and support to those who need it.

Example - Client had five children in grade school that needed supervision after school for two hours until the parent returned from work. The children apparently were too immature to take care of themselves because they'd already been in trouble several times while looking after each other, and the client had to leave work early on several occasions. I took all the children over to the center after school to see if they might like to participate. They were thrilled with the center and stayed the rest of the afternoon until their mother returned home, and continued to go to the center each day from then on.

Hospital Emergency Room -

Example - A client was beaten by her boyfriend, and needed medical attention. Rather than take the time to locate a physician, who might or might not be able to treat the client that day, I took the client to the hospital emergency room for immediate treatment, and then drove her home.

Cross Roads - Provides housing for inmates released from prison, or released on a work permit to facilitate rehabilitation.

Provides shelter, food, counseling and guidance in a structured setting.

> Example - The son of a client had been released after a year in prison and had no place to go since his parents could not accommodate him. I took the boy out to Cross Roads and talked with the staff and they agreed to take him in, and help him find employment.

Education for Special Children - Special education for handicapped children.

> Example - A client had a four year old mongoloid child, and finding good care for the child was almost impossible. When the client was ready to enter a training slot, I arranged to take parent and child to this facility to talk with the staff and to see if this learning situation would meet the child's needs and the mother's approval. All parties were satisfied, so arrangements were made to enroll the child. The child would be taught the primary functions of daily existence such as learning to feed herself, and toilet training. It was to be a long slow process.

Veterans of Foreign Wars Association -

> Example - A client's husband died and funds were needed immediately for funeral and burial expenses. Some funds were available through other resources, but not enough. The deceased husband had been a veteran and therefore was entitled to their benefits. Arrangements were made and appropriate forms were filled out to enable this resource to provide the needed funds.

Association For The Blind - Resource providing training and counseling for the blind or those that are going blind, and providing training and counseling for the family of the blind person to enable them to cope with the problem.

> Example - Two clients have a disease of the eyes and they will be totally blind within two to four years. Although they have been able to function fairly well in their training slots, they are able to see less and less as time goes on. Both clients have children and are finding it progressively more difficult to play with and read to them. I talked to the clients together, thinking that if they were willing to undergo training, that each would lend the other moral support, and it might not seem so difficult to endure. They were willing to try, and I enrolled them in the training classes, having first taken them to the facility to talk with the staff. The clients felt a little more

hopeful and confident after talking with the staff, and together began their training the following week.

Champlain Valley Transportation Co. Garage - An OEO funded garage in business to repair cars at cost for the poor. One of the mechanics on the staff was trained through E&D.

Example - Several clients have been in need of car repairs but were unwilling to have E&D pay for it. They felt that that was accepting charity. I referred these clients to this facility, and their cars were repaired at cost. Time payments were set up for those individuals requiring them with total amount payable within three months.

Lakeside Center - A residence providing drug and alcohol offenders age 16-24 with living quarters, and counseling from alcohol and drug counselors living on premises. The residence is designed to provide socialization adjustment, through employment experience and training, and through overall environmental self-help therapy, through group discussion and encounter along with individual counseling.

Example - The son of a client had been picked up twice for using drugs and the client just couldn't cope with the situation, and was missing work because of it. I suggested Lakeside Center and explained the services the facility provided. The client and the son thought it would be worth trying so I took them over for an interview and to see whether the residence had an opening. The son was accepted, and has been doing very well. The staff of the facility is hopeful that he can be fully rehabilitated. The client is happy about the situation and the progress and had no further need to miss work.

Senior Citizens Organization -

Example - A client needed in-home care for a child and no other resource seemed able to provide the service. I called this resource just on the chance there might be someone willing and able to come into the home to babysit. The result was a referral of four willing women who had nothing to occupy themselves with and who needed the extra income. The client interviewed each woman and chose the one who seemed best suited.

FISH - (Name taken from early Christian symbol) - Organization made up of volunteers who provide meals, babysitting, taking care of children if mother becomes sick, companionship for the elderly and shut-ins on emergency basis.

Example - A client became very ill suddenly and was rushed to the hospital. I was called by the client's neighbor who asked if I could find someone to go into the home and care for the four children temporarily. I tried other resources first without success and then I remembered FISH. I called them, not knowing exactly what services they could provide, and explained the situation. Within two hours a woman was at the client's home to take over the care and feeding of the children. She was needed for two days, after which the client returned home from the hospital and was able to resume her normal functions.

SECTION V

RECOMMENDATIONS FOR DESIGN OF A "MODEL COACH" FORMAT IN A PUBLIC SERVICE EMPLOYMENT PROGRAM

The following section provides recommendations as to those factors that should be considered in designing the role of a "Model Coach." Consideration is given to both the personal characteristics needed and the individual approach to job responsibilities. These recommendations are drawn from the author's experience as an E&D Coach in the Vermont project and are provided for consideration by planners and project staff who may, in the future, become responsible for a similar program of Public Service Employment. Admittedly, finding one person who would exemplify all such qualities might well be an impossible task.

1. The most significant attitudinal elements in a helping relationship between Coach and enrollee should be trust, empathy, and sincerity.

2. The emotional qualities of a helping relationship between Coach and enrollee should be an on-going, sensitive, mutual liking and respect.

3. Understanding an enrollee stems from an attitude of desiring to understand.

4. The way an enrollee perceives the attitude and methods of a Coach can make the difference between success and failure of the relationship.

5. Elements of a DESTRUCTIVE relationship between Coach and enrollee are lack of interest, oversympathizing, providing direct specific advice regarding decisions, and emphasizing past history rather than emphasizing a fresh start.

6. A Coach should be constructively directive and constructively accommodating when needed.

7. A Coach should treat all enrollees as individuals; sterotypes do not apply when dealing with people.

8. A Coach should maintain objectivity, be practical, and use good judgement. He should attempt to

consider all possible alternative solutions to enrollee problems.

9. A Coach should be able to communicate effectively and provide liaison between enrollees, agency staff, and employers.

10. A Coach should be outgoing and responsive; he should be able to meet people readily and easily.

11. A Coach should believe in people, believe in himself, and believe in the value of his job and his program goals.

12. In dealing with employers on behalf of enrollees, a Coach should constantly strive to increase employer involvement with the enrollee. The more employer involvement the Coach can produce, the more likely the employer is to retain the enrollee in a permanent job subsequent to training.

13. A Coach should develop a thorough, up-to-date knowledge of all available resources.

14. A Coach should possess maturity, emotional stability, adaptability, ingenuity, and tact.

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