

Graduate School of Management
Rochester-Monroe County
Criminal Justice Pilot City Program

University
of
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A REPORT ON THE
EXPERIENCE OF THE PROBATION
EMPLOYMENT AND GUIDANCE PROGRAM:
SEPTEMBER, 1973 - MAY, 1975

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ABSTRACT

This report reviews the experience of the PEG Program, an experimental employment program, using volunteer community experts in personnel, manpower training, and employment fields to counsel Monroe County probationers. The Monroe County Probation Department, under the directorship of Dennis A. Walsh, operated PEG as a pilot project with the support of the Law Enforcement Assistance Administration. Richard P. Van Auker served as Project Director.

The report provides a description of program procedures and a detailed view of the sequence of events experienced by the participating probationers. Also included is an overview of the program development and a summary of the results of the formal evaluation of impacts on client employment and recidivism.

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Finally, we thank Nancy French, secretary of the Pilot City Program, for her heroic efforts in preparing this manuscript for publication.

I. INTRODUCTION

The Probation Employment and Guidance Program, funded with support from the Law Enforcement Assistance Administration and operated by the Monroe County Probation Department, involves a multi-disciplinarian panel approach to the problems of unemployed and under-employed probationers, age 18 and over. A pool of volunteer community experts in such fields as personnel, manpower training, and industrial relations sit on weekly Employment Guidance Councils to advise referred probationers about their employment problems and possibilities, as well as training and educational options. Supportive services, including screening and intensive follow-through assistance, are provided by a program coordinator (a senior probation officer) and a personnel specialist.

The report which follows sketches in the background of the program, summarizes the results of an evaluation of the impacts of the PEG Program on client recidivism and employment, and describes the program procedures and process in more detail. In describing the process, an attempt has been made to reflect some of the more intangible and qualitative benefits of the PEG approach, as well as its difficulties and frustrations, as seen by key program staff. It is hoped that such reflections can be of assistance to those who are interested in attempting similar experiments.

II. PROGRAM HISTORY

The concept for the Probation Employment and Guidance (PEG) Program originated with the Rochester-Monroe County Criminal Justice Pilot City Program, as part of its federally-supported program development activities in criminal justice agencies.¹ The PEG Program was designed as an adaptation of a panel approach to unemployment problems, utilized in the 1960's by the New York State Employment Service and based on heavy involvement of community volunteers.

Fortuitously, the Director of the Pilot City Program had some familiarity with the former Older Worker Program, as the Employment Service program was called, and had once witnessed a demonstration of its key element, the Employer Advisory Panel, in action. In January of 1973, when the Pilot City staff began exploring ideas for

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The Pilot City Program, funded by the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration and operated by the University of Rochester's Graduate School of Management, is one of eight similar criminal justice research and development programs introduced nationwide. The local program, in operation since June, 1972, is scheduled to terminate on June 30, 1975. The goals of the Pilot City Program were: "(1) to develop new and improved techniques for reducing crime and delinquency; (2) to test and demonstrate these techniques or innovations in a series of community action programs; (3) to measure and evaluate the project results; and (4) to disseminate research and demonstration project results to the community, and to the nation through the National Institute of Law Enforcement and Criminal Justice" (Rochester-Monroe County Criminal Justice Pilot City Program: Interim Report, Graduate School of Management, University of Rochester, December, 1972). To facilitate the development and implementation of demonstration programs, the Law Enforcement Assistance Administration reserved for each Pilot City community \$500,000 yearly for implementing action programs recommended by the Pilot City staff. These funds were granted directly to the implementing agency.

experimental programs for Monroe County adult probationers,¹ there was interest in somehow addressing the problems which apparently kept many offenders from "integrating" or "re-integrating" themselves with the "normal" community of productive citizens -- problems such as unemployment, inadequate housing, school difficulties, as well as the more obvious criminal record. There was also strong interest in somehow involving the larger community in this integration effort. It was in this context, therefore, that the possibility of adapting the Older Worker panel approach to meet the needs of probationers soon came under discussion.

Since little or no published information was available about the Older Worker Program, the Pilot City group sought out two individuals who had been heavily involved with the Rochester effort-- Mr. Herbert W. Watkins, former chairman of the Employer Advisory Panel for the Employment of the Older Worker and vice president of a firm specializing in educational and training programs, and Mrs. Grace Kime, a former supervisor of the Older Worker Program for the New York State Employment Service. The first hand information these individuals provided about its problems and potentialities was to prove invaluable, and as more detailed program planning got underway, Mrs. Kime became a consultant to the Pilot City staff.

We now turn to a brief outline of the Older Worker Program, as it was described to the Pilot City group by two of the key

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The term "adult probationers" is here used to designate persons 16 years of age or older who have been placed on probation by a criminal court.

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participants. Quite simply, the panel approach of the Older Worker Program was a technique devised by the State Labor Department's Employment Service to utilize local employers as a panel of experts to help older workers in locating jobs. The Employer Advisory Panel component operated through the combined efforts of the Employment Service and the local Industrial Management Council. It brought together a group of people primarily from employment specialties — knowledgeable about the job market, the requirements for jobs and the process of interviewing applicants — and representing fields of manufacturing, retail sales, banking, hospitals, service, education, and small business.

Under the program, unemployed older persons coming to the Rochester Professional and Commercial Placement Center for the Employment Service were assigned to an Older Worker Counselor. This counselor then selected and briefed persons considered "job ready" for referral to the Employer Advisory Panel; subsequently, the counselor would work with the individual in following up the suggestions of the panel. Clients referred to the panel ranged in age from 43 to 60, were predominantly male, married, and with families, and the majority had some training or education beyond high school. In the area of employment experience, "sixty-eight percent of all applicants related to one main job — average service eighteen years ... Jobs held were in main administrative and sales with a high representation of super-

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It should be noted that the Employment Service also operated a Handicapped Worker Program along similar lines.

visory responsibility".¹

The panel's designated function was to come to grips with the particular individual's situation and his employment problem through a group interview and counseling session, lasting roughly one hour. The panel activity was characterized as involving three phases -- inquiry and fact-finding, critical analysis, and "brainstorming". Panel objectives were to suggest new avenues of employment for the client, to help him organize his job search, to provide feedback, to motivate, and to restore lost confidence. This panel activity was viewed as supplemental and supportive of the efforts of the Older Worker Counselor.

While no formal evaluation of the Older Worker Program was conducted, it was known that approximately three-fourths of the clients who appeared before the panel did find employment. It was felt that some of the program "failures" had been in need of intensive professional counseling and that better screening would have identified them as not appropriate for referral to the Employer Advisory Panel.

The initial examination of the panel approach suggested to the Pilot City staff that it had shown promise in dealing with employment problems, and certainly, unemployment and underemployment among offenders were a persistent concern to those working in the field of corrections. It was evident, however, that criminal offenders would constitute a target population for the panel approach markedly different from the older workers in terms of age, work experience, and training.

¹ Herbert W. Watkins, "The Employer Panel - A Resource for the Older Worker Counselor", paper delivered at the National Conference on Manpower Training and the Older Worker, sponsored by the National Council on the Aging, January 17-19, 1966.

On the other hand, the older worker and the criminal offender might share some characteristics other than the sheer circumstance of unemployment. In addition to the "social liability" of age, it was observed that older workers frequently suffer from lack of knowledge and experience in job-hunting, lack of feedback and advice about their job hunting problems and failures, and lack of confidence, defeatism, and bitterness. It was expected that unemployed offenders might suffer from very similar problems, including a "social liability" that in this case took the form of a criminal record.

In the next few months, the Pilot City group worked to develop a detailed proposal and program outline. During that period, a survey of the Monroe County Adult Probation caseload was conducted with the assistance of the probation officers. This survey showed the unemployment rate for probationers running at about 17% in April, 1973, in comparison with a County-wide rate of 2.9% at that time. The survey confirmed that a sufficient reservoir of clients with employment problems was available within the Probation Department to operate a program for a pilot phase. It was recognized that jail releasees, parolees, and other offender or ex-offender groups might be equally well served by the program, but for ease of administration and research follow-up, restriction to one group had clear advantages.

Once the decision to concentrate on probationers had been made, several further aspects of the program demanded specification, including the criteria of client eligibility, the actual program outline, and a research/evaluation framework. Critical to the entire program was an exploration of the response to the concept

among local experts in the personnel and employment fields and among the Monroe County Adult Probation staff and administrators, since without the support of these groups no program would be possible.

As soon as the outlines of a potential program were sketched in, a number of persons from local business and education fields, as well as the Industrial Management Council, were approached about possible support and participation. Potential volunteers were told that the program might involve a time commitment of one to two afternoons per month and that no one would be required to promise a job to a program client. Several willing panel members were quickly identified, many of whom volunteered their services to the former Older Worker Program.

Meanwhile, contacts were made with the Monroe County Probation Department and a draft proposal was circulated and discussed with a small group of probation officers. They viewed the proposed program with some skepticism -- regarding both the probable success of efforts to employ probationers and more particularly, the annoyance of complying with research design requirements. However, there was a much more positive response to the promise of strong and expert community involvement in the program, and coupled with support from Probation administrators, this encouraged the Pilot City group to proceed with planning.

The procedures of the PEG Program were designed to parallel those of the Older Worker Program, with screening, identification of the "job-ready" client, referral to the employer panel, and subsequent

follow-through as necessary elements in the process. The PEG sequence outlined was more elaborate, however, both because the Probation Department lacked employment counselors as part of its regular staff and because the experience of the Older Worker Program had suggested a need for better screening. Additionally, the need for a research/evaluation framework imposed complications.

Under the PEG Program design, an individual was to be referred by his probation officer, the staff member responsible for direct supervision of his case. At this stage, the criteria were relatively clearcut, requiring no employment counseling expertise: the officer could refer any probationer, 18 years of age or over, who was unemployed or "underemployed". An "underemployed" person was operationally defined as:

"any person employed part time, seasonally, or temporarily who desires full-time employment but is unable to secure it;...[or] any employed person who desires employment commensurate with his experience, education, and training but is unable to secure it."¹

Although there are 16 and 17 year olds on probation for criminal offenses, it was decided to exclude them since their job search is severely limited by licensing and employment statutes, and in any case, it was assumed that this age group would be less oriented to permanent or long-term employment.

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Rochester-Monroe County Criminal Justice Pilot City Program,
Probation Employment and Guidance Program, September, 1973.

A Review Panel, drawn from a pool of community experts, was to perform the actual screening function and identify the "job-ready" for referral to the more intensive panel session (drawn from a second pool of volunteers), dubbed the Employment Guidance Council (EGC). The designation "job-ready", in use by the New York State Employment Service, was left undefined -- for the Review Panel to decide by consensus.

The EGC was to function similarly to the Employer Panel of the Older Worker Program, except that not all the "job-ready" would receive its attention. The job-ready client would be randomly assigned either to an experimental group (EGC treatment) or to a control group (no further special services), to enable future evaluation of program effects. Assistance in follow-through on EGC suggestions would be provided by a Community Liaison Officer who was a personnel specialist.

In addition to a researcher and a part-time Project Director, the program developed would require full-time services of a senior probation officer in the role of program coordinator and a stenographer, as well as part-time services of a personnel specialist to handle liaison with the community and follow-up assistance.

The PEG Program proposal was submitted to the Law Enforcement Assistance Administration for review in June, 1973; on June 29, the LEAA awarded \$57,633 to the Adult Probation Department of the County of Monroe for implementation of the program.

The project actually got underway in early September of 1973, with further planning, recruitment of volunteers, development of a detailed research design, form preparation, and orientation of volunteers

and probation officers requiring about two months. Project operations began in November and lasted through May, 1974.

Through the spring of 1974, response to the program had been encouraging and preliminary research follow-up also was showing some gains in the experimental group. Therefore, it was decided to seek a continuation grant in order to give the promising program a longer test. A second proposal, PEG II, developed collaboratively by the PEG staff and the Pilot City Program, was approved by the L.E.A.A. in June, 1974.

The second award, amounting to \$52,437, extended the operation of the program through June, 1975, and also provided for an expanded evaluation effort. Program modifications called for in this second phase included the abolition of the Review Panel and the transfer of screening duties to the coordinator, the addition of vocational testing, and a general up-grading of the amount of information provided to the EGC about each case.

During this period, a major reorganization of probation services in Monroe County got underway, with the result that the formerly separate Adult Probation and Family Court Probation Departments were fully merged in January, 1975, under the directorship of Dennis A. Walsh. In anticipation of the merger, the PEG Program oriented Family Court Probation staff and began accepting their referrals -- usually men on probation for non-payment of support -- in December, 1974. Since Adult Probation referrals had fallen somewhat short of expectations, this experimental extension of the program services was both

logical and feasible.

Overall, from the implementation of the PEG Program in November of 1973 to May, 1975, 321 persons have received screening interviews and 122 clients have appeared before a session of the Employment Guidance Council.¹ Operations are expected to continue with Federal support through June.

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The program was not continuously operational throughout this period, having temporarily stopped accepting new referrals during the summer of 1974 -- when details of the continuation grant were being worked out.

III. AN OUTLINE OF PEG PROCEDURES

Before turning to a more detailed description of the PEG process and its participants, it would be well to review the sequence of procedures involved, to provide a kind of "road map" for the reader.

Figure 1 charts the flow of adult probationers through the program; the number of clients involved at each stage since the inception of the program is also represented. Figure 2 similarly displays the volume of Family Court probation clients handled thus far. Throughout this report, the main focus will be on the experience of the program with adult criminal court probationers, however, since the incorporation of Family Court clients is relatively recent.

Referrals: Referrals to the PEG Program come from probation officers responsible for supervision of offenders. Officers may refer anyone age 18 or above who is unemployed or underemployed and assigned to probation supervision; cases assigned for investigation by the court are not eligible at that stage. The probation officer briefly explains the program to the individual and if the individual agrees to participate, sets up an appointment with the PEG Coordinator. Subsequent to referral, a number of clients are lost, either because they locate jobs or training opportunities, remove themselves from the labor market, or simply fail to appear for the screening interview for unexplained reasons.

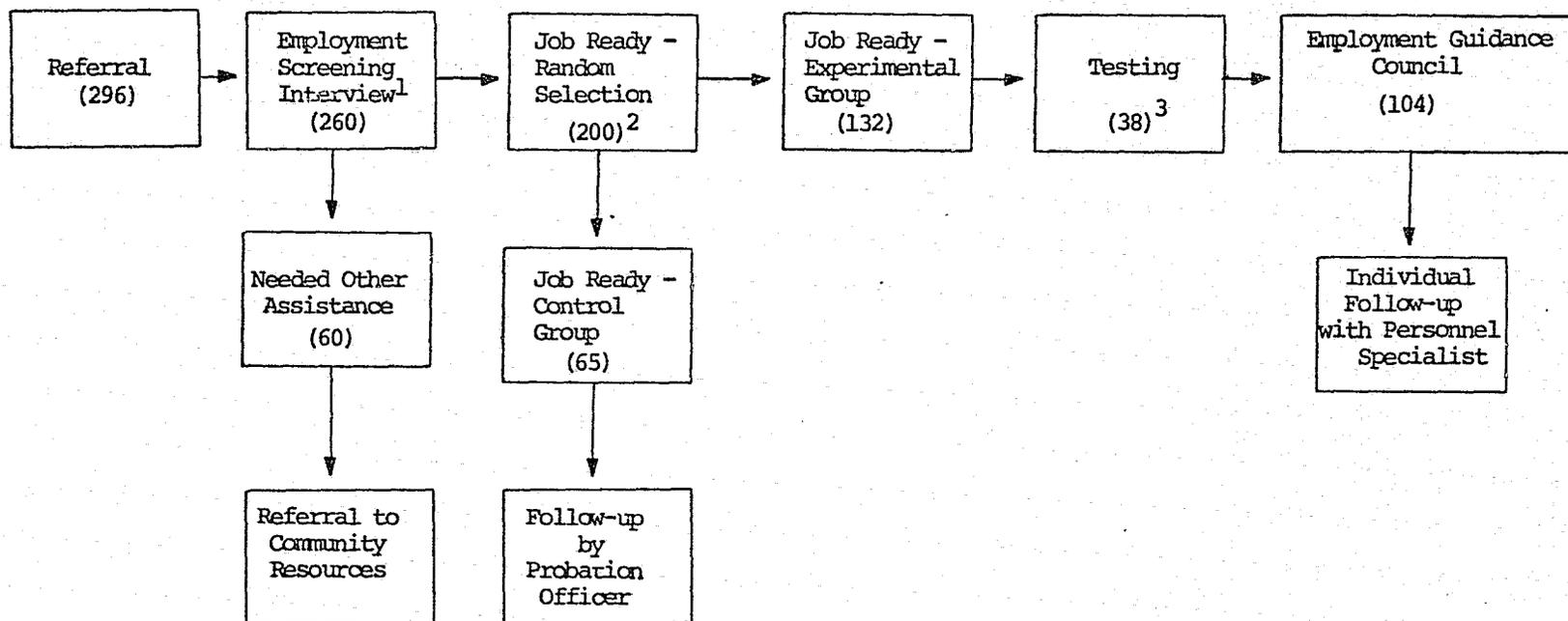
Screening: The referred probationer next undergoes screening,

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Major portions of this chapter were prepared by Robert A. Norton, PEG Coordinator.

Figure 1

FLOW OF ADULT CRIMINAL COURT PROBATIONERS (November, 1973 - May, 1975)



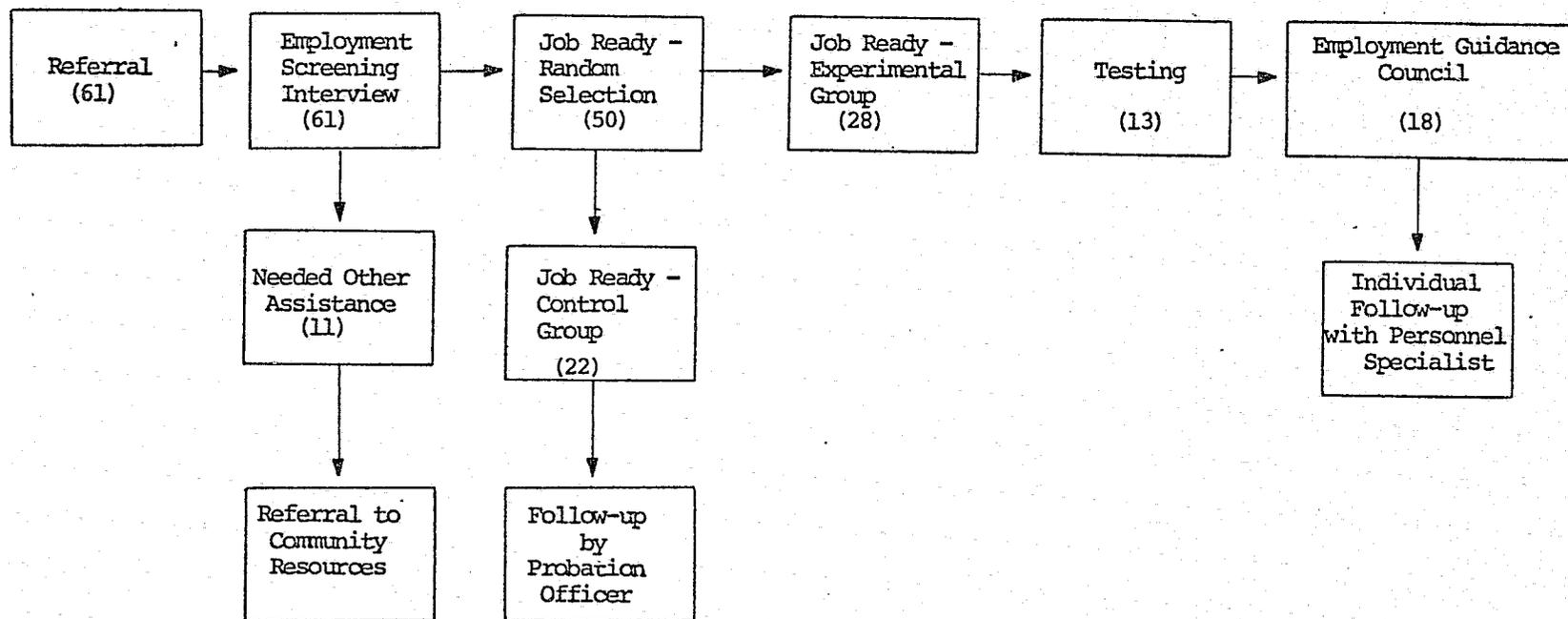
1
Formerly performed in a Review Panel Session.

2
Three of these persons removed themselves from the program immediately after screening and before random selection could take place.

3
The testing component was introduced in the second phase of operations.

Figure 2

FLOW OF FAMILY COURT PROBATIONERS (December, 1974 - May, 1975)



which currently takes the form of an "employment interview" with the PEG Coordinator. The referred client first completes an employment application form, around which the interview is conducted.¹ The Coordinator attempts to determine whether the individual is "job ready" and can appropriately be served by the PEG Program, or whether he needs other assistance prior to entering the job market.

In the first phase of program operations, screening was performed by a volunteer Review Panel consisting of a personnel specialist, manpower specialist, and an industrial psychologist, which met weekly with rotating membership. This screening procedure -- while not without merit -- proved somewhat cumbersome, both in terms of actual time involved for all participants (panel members, PEG staff, probationer, and officer) in scheduling and conducting the screening and in terms of the wait for screening this sometimes imposed on the probationer.

Other Assistance Needed: Characteristics frequently leading to identification as being "in need of other assistance" include: lack of any work experience, training, or marketable skill; a mental or emotional problem; an alcohol problem; drug addiction or dependency requiring immediate attention; unwillingness to work or take training; any serious health problem requiring medical attention or severely restricting ability to work; and being handicapped and on welfare (a special program is available for clients in this last category).

Referral: For those not ready for a job search, the Coordinator in every case makes referrals to existing community resources,

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All forms used appear in Appendix I.

making specific contacts and appointments as necessary. Among the resources employed are the Manpower Skills Center, which provides clerical, auto mechanics, welding, machine operator, and nurses aid/orderly training; the Concentrated Employment Program, with services such as a two-week work orientation program, job training, aptitude testing (where applicable for training programs), counseling, placement, and physical examination; Threshold, with drug counseling, medical attention, and a learning center for youth; Literacy Volunteers, a tutoring resource; the Monroe County Mental Health Court Clinic, for psychiatric observation, treatment, and psychological testing; the Singer/O.V.R. Program providing vocational evaluation and job placement for handicapped welfare recipients; the Youth Opportunity Center, an office of the State Employment Service; the Office of Vocational Rehabilitation, which assists the mentally, emotionally, and physically handicapped; the Veterans Outreach Program, which assists veterans with a wide variety of problems; the Urban League, for clerical training; and the Ibero-American Action League, with employment services for Spanish-speaking persons.

Designation as Job Ready and Random Selection: If, on the other hand, a person is identified as "job ready", the Coordinator consults a prepared table of random numbers, which places the applicant in either the control group or the experimental group. Those applicants who fall into the control group are given a few ideas and suggestions regarding their job search and are told to report back to their probation officer for continued follow-up.

Selection for the Experimental Group: Those applicants who are randomly selected for the experimental group immediately receive

an explanation of the remainder of the program process. Three further steps are then taken: (1) the probationer is asked to fill out a self-evaluation questionnaire (designed by the Personnel Specialist to stimulate the applicant's thinking); (2) he is scheduled for testing, usually within five days; and (3) he is scheduled for a session with the Employment Guidance Council, usually within five to ten days.

Testing: A battery of tests, lasting two and one-half to three hours, is administered by the Personnel Specialist. These tests are designed to measure general learning ability, mechanical comprehension, manual dexterity, visual perception, interests, and level of mathematics achievement (see Appendix II).

Employment Guidance Council (EGC): The Council meets weekly (Wednesday afternoons from 1:00 to 5:00 p.m.) in a conference room in the Probation Department. The probationer/applicant appears before a group of four to five professional community volunteers (drawn on a rotating basis -- pre-scheduled -- from a pool of 30 with expertise in Personnel, Industrial/Employee Relations, Manpower Training, Service Organizations, Hospitals, and Colleges). This session lasts approximately one hour, during which time the Council goes through the three phases of fact-finding, critical analysis and brainstorming for specific recommendations. Prior to the session, the scheduled volunteers receive in the mail a copy of the referral form, the application, and the summarized results of the screening interview for their perusal and preparation.

Each of the PEG staff members attends these sessions, with

definite roles to play. The stenographer takes shorthand notes of all pertinent discussion to enable her to prepare detailed minutes. The PEG Coordinator briefs Council members, explains any data on forms supplied, answers any legal questions relative to the court system and the criminal justice process (e.g., legal terminology, sentences, crimes, offenses, disposition, conditions of probation, etc.), and generally acts as a friend of the probationer/applicant who confided in him during the screening interview. Later, he prepares a detailed summary of the session and recommendations made. The Community Liaison Officer/Personnel Specialist attends to brief Council members on applicant information supplied on the self-evaluation questionnaire, and reviews his test results (in general terms); she is also there to make personal observations, gain the confidence of the applicant, and to prepare herself for in-depth follow-up on a one-to-one basis with him.

The applicant's probation officer is also invited to accompany his probationer to this session.

Intensive Follow-Through Assistance: At the close of the EGC session, the probationer is scheduled for an appointment with the Community Liaison Officer/Personnel Specialist within three to five days. The Personnel Specialist's follow-up interview includes discussion of the Council's recommendations and the probationer's general reaction to the experience, preparation for job interviews, general vocational and employment counseling, and specific referrals to jobs, training programs, educational programs, etc. The client receives at this time a typed copy of his PEG application form, a copy of the Council's

comments, suggestions, and recommendations, and a professional interpretation of his test results. The probationer is urged to report the results of his follow-through on referrals to the PEG staff. Additional follow-up interviews are scheduled as necessary.

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IV. A CLOSER LOOK AT THE PEG PROCESS AND ITS CLIENTS

Who is the PEG Client?

Let's talk about adult probationers as a group and the general impression they make as they proceed through the PEG Program. (See Chart 1 for some supporting statistics.) Who is the "job ready" probationer, the program's primary client?

First, he is male. His age is around 23; he may be black or white. He is likely to be single, although he generally does not live alone. Usually, he is a city resident. He may be from a broken home, but generally, he is not on welfare or in a house receiving welfare.

More often than not, he is free of known drug use. Usually he has no history of alcoholism, and no history of institutionalization for mental problems. His health is generally good.

In terms of education, he is a tenth grade drop-out and probably attended two or three secondary schools. Frequently, he makes comments like:

- "School just never interested me."
- "I was always getting into trouble ..."
- "I just couldn't get along with the teacher."
- "I couldn't see any reason for me to learn that stuff."

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A major portion of this chapter was prepared by Dorothy Greenwood, Community Liaison Officer/Personnel Specialist.

CHART 1

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CHARACTERISTICS OF JOB READY PROBATIONERS

Variable		Job Ready Probationers
AGE	under 20 years	43.0%
	21-24 years	26.0%
	25-30 years	15.0%
	31-35 years	6.0%
	36 years +	10.0%
SEX	male	92.0%
	female	8.0%
RACE	white	61.0%
	black	39.0%
	other	---
MARITAL STATUS	married	16.0%
	single	72.0%
	other	12.0%
EDUCATION	mean years	10.88 years
CONVICTION TYPE	drugs	30.0%
	burglary	12.0%
	property	32.0%
	violent crime	14.0%
	vice	5.0%
	other	7.0%
CONVICTION CLASS	misdemeanor	62.0%
	felony	38.0%
PRIOR CRIME	prior arrests	55.0%
	no prior arrests	45.0%
	unknown	---
RESIDENCE	city	79.0%
	county	21.0%
	out of county	---

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Statistics compiled on all probationers identified as job ready during the first phase of operations, PEG I. Note that no Family Court probationers participated during this period. Chart 1 is adapted from Chart 2, page 20, in James E. Phillips, The Probation Employment and Guidance Program: An Evaluation of Impacts on Employment and Recidivism. Also, see chapter V of this report.

- "I wanted to go to work. They kicked me out."

Interestingly too, these same kinds of probationers, when tested in the PEG program, were found to be in the upper part of the average range for a general population group.¹

Most often our average PEG probationer depends upon some family member for his lodging; sometimes he rents. Rarely does he own his own home, or depend upon non-relatives.

What about jobs? In most cases, his highest job ever held was as an unskilled laborer. On his last job prior to PEG, he worked six months or less. Often, he left his last job by quitting or being fired. During the past year, he has had three jobs or has not worked at all. His jobs are those he has found through convenience -- they are located near where he lives, a friend has worked there, or he heard they were hiring from a buddy or relative.

Our "typical probationer often goes to look for a job with someone else, goes unprepared, tells the interviewer he wants "anything", and that he "can do anything". He goes to some big companies and becomes discouraged easily when they have long lines of people waiting. He concludes that "they probably aren't hiring anyway".

The PEG probationer is apt to think that he has to lie about his criminal record - "otherwise, they'll never give me a chance."
"Why should they? I have a record." On the other hand, the probationer

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See Appendix II.

with Youthful Offender status , who may by law answer "no" to the question "have you ever been convicted?", frequently does not know this and therefore tells more than necessary. "I thought I had to tell them. Won't they get me for lying?" When he does put down on his application what his conviction was, he is liable to fill in "Shot somebody", or "Grand Larceny 3rd", with no explanation whatsoever. His concern about his record either makes him feel that he has to lie to get an interview, or to tell such direct truths for fear of not being exact.

Transportation is a real problem in his job search. He is not in a position to follow up leads, to try jobs everywhere. If he finds a job some distance away which requires more than one bus, it is apt not to last long as it is too costly, too long, or too disagreeable to make him continue. The ride "with a friend" he sometimes relies on invariably comes to an end -- and so then does his job.

The PEG client's motivation for working is immediate money. He wants a car or a motorcycle. Perhaps he has bills and "lots of

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A defendant who has not been indicted for a Class A felony, who has no prior felony conviction, and whose alleged offense was committed between his sixteenth and nineteenth birthdays, is eligible for Youthful Offender (Y.O.) treatment. Such treatment has several benefits for the offender including that discussed in the text: he may not receive an indeterminate prison sentence of more than four years and his adjudication is not considered a judgment of conviction and does not affect his ability to hold public employment or obtain various licenses. After conviction in City Court or a justice court, it is mandatory that an eligible youth be "found a Y.O." if he has no prior criminal record and has never been accorded this status before. In other cases and in County or Supreme Courts, the decision is discretionary. In the mandatory case, a definite or intermittent sentence of more than six months may not be imposed.

court costs." If he is thinking of working for a few months, then he goes to a place that probably does not require much of an application, that maybe doesn't check too much.

Because he has never held a job for a year and most likely never completed his schooling, he is just plain not used to staying with things. His personal likes and dislikes come first; they are not considered the luxury for him that they are for the white middle-class worker who puts the job first!

Another notable part of his background as he approaches the job world is his general lack of success experiences. Seldom along the way has he accomplished something that he could let us know about, that he could talk about with pride. He has only occasionally been involved in sports. He did not do "well" in school. His jobs have not ended because he was promoted or was seeking more training.

Entering the PEG Process: Screening

Why did the probationer come to PEG? His probation officer told him that "it was a voluntary program and it might help me with a job." One came because he thought a job was available on the spot. Another came thinking that because his probation officer suggested it, he had to participate. Another thought, "it couldn't hurt, could it?"

The probationer's first real contact with the PEG Program came at the employment screening interview with the PEG Coordinator. He was asked to fill out an application - it looked like an employment

application, and the Coordinator told him "it will help me in talking to you about your employment situation". It may have taken the probationer 10-20 minutes to complete -- some clients have a good bit of trouble remembering dates, names, places or do not read well. Then the interview begins.

The Coordinator's approach was friendly, sincere, and direct. He tried to put the individual at ease and convey that this office is something different from other probation offices, that here people are concerned solely with assisting a probationer with his employment problems. He began by verifying that the probationer understood the nature of the PEG Program, and then proceeded to an employment-oriented interview, structured around the completed application.

The Coordinator needed, first of all, to gather sufficient information to determine whether the applicant was job ready. In addition to the application, he had a copy of the probation officer's referral form, containing information about the offense and any impressions of the individual offered by the officer. Consider the types of comments he may have found:

- "Open, friendly, cooperative; good potential, good mechanical aptitude."
- "R. seems sincere in his desire to find work. He says he is presently living off of friends and relatives and that he doesn't like that."
- "His work record is poor. If he is not fired, he quits because there is no future."
- "Arrogant. Unstable living situation. Tends to blame others."
- "Lacks self-confidence."

- "Thin-skinned. Borrows money from employees without returning it."
- "Shrewd, blunt, energetic. Leaves many low paying menial jobs. His education is limited and he becomes discouraged with jobs and managers very easily."

Overall, the Coordinator attempted to estimate the balance of work-related versus other problems, to determine whether the individual was ready to launch a job search. While he pressed for any information necessary to determine eligibility, where possible he did not probe into areas that elicited negative feelings from the probationer. At this stage, he was often dealing with a person who was wary, skeptical about what the interviewer had to offer.

The Coordinator moved through the application form¹, starting with verification of relatively non-threatening factual information, such as address, telephone, availability of driver's license. Often, the client had no car -- he gets around by "thumb", "walking", or "friends". Usually, he knew how to drive, but maybe had never gotten a license because he "just can't afford the permit fee".

The Coordinator asked about health problems, hobbies, sports activities, schooling -- moving back and forth from potentially more threatening to less threatening topics. He asked the probationer what he thought he could and could not do -- also, "if you had a chance for school or training, what would you like to learn or improve?" As he proceeded, he filled in omissions on the application.

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See application form in Appendix I for sequence of items.

He also reviewed the way the probationer responded to the question about convictions. For some probationers this was the first point in their contact with PEG where they got something "positive". For example, the Coordinator frequently asked, "Did you know that because you are a Y.O., you didn't have to answer yes to this question (have you ever been convicted of an offense other than traffic?)?" And many were surprised: "I didn't know that! Really? I was there with my lawyer when I got sentenced, but all I know was I didn't have to go to jail!"

Finally, the Coordinator moved to the probationer's job history, probing for dates and places. He also wanted to know where the applicant had been looking for work -- to assess how active the job search had been and to make a record for future reference. By this point, the Coordinator had usually assessed the candidate as job ready, and therefore was assembling information that might be needed if the candidate was selected for the EGC session.

At the conclusion of the interview, the probationer was asked to wait outside so the Coordinator could "see what ideas and suggestions I can come up with for you." In this interim, the random selection table could also be consulted. For those who were not job ready and for the job ready individuals who fell into the control group, the Coordinator called them back and gave some job search suggestions, or set up specific referrals (in the not job ready case). For the probationer selected for the experimental group, he was launched into the rest of the process.

Preparation for the Employment Guidance Council Session

After his preliminary employment interview, the probationer completed the self-evaluation questionnaire and was tested. He probably hadn't given much thought to the kind of things on the questionnaire -- "why do I want to work", "what have I learned from my past jobs", "what would I want to do if I didn't have to work", "what have I done in the past few years of which I am proud", "if I were paid the same amount of money for any job, what would I choose?" -- but it started him thinking about working.

For the first time, the probationer met the Personnel Specialist, who shared the PEG Office with the Coordinator and the researcher. She administered the tests, and explained that only the probationer and the Council he was going to talk with would know the results. (Later, if to his advantage, and if he agreed, some results might be shared with a potential employer.)

The tests took 3-4 hours. They were not a part of the original PEG I Program, and had been introduced later for several reasons. First, it was difficult by interview alone to judge the potential of this type of applicant, who generally had poor work records, limited interests, and little success background. The EGC needed such information to make more realistic recommendations. Other resources of testing were not able to handle PEG requests, particularly in the short time frame. The testing program was initiated with a consultant, who assisted the Personnel Specialist, qualified in testing, with test selection and interpretation.

As part of the entire PEG approach, the testing became a positive tool for encouragement in some direction and for building confidence so that new ideas might be considered. It became a most positive concrete reinforcement to the probationer. The probationer wanted to know how he compared with other applicants and was eager to know of any aptitude, achievement, or interest areas; it was an opportunity for him to gain more information about himself. For some, the chance to be tested and get feedback about results was one of the most attractive program benefits.

Employment Guidance Council

The Employment Guidance Council represented a one-hour session of concentration on the probationer's situation. Let's take a look at what goes on here.

When the probationer arrives, the Coordinator introduces him to four or five people sitting around a table; the "testing lady" is there too, and several people taking notes. He is told that he will get a type-written copy of all the suggestions later, so there is no need to worry about remembering everything.

The EGC has a chairman -- a special person who knows the labor market, knows jobs, and has been placing people in jobs for the last 30 years. He knows the location of plants and how near they are to where the probationer lives. He knows the names of people and the right person to see when you go to apply. The rest of the EGC is made up of representatives from industry, banking, retail, hospitals, colleges and universities, service organizations, recruited by

the original and subsequent Community Liaison Officer/Personnel
Specialists¹ and assigned to serve on specific dates, on a rotating
basis.

The EGC is made up of policy-making people, therefore mostly
high level. Two-thirds are white. They range in age from the 30's
to the 60's. They are mostly conservative, work-oriented, and
concerned and willing to give their time and professional assistance.
Some relate well, some appear remonstrative, some expostulate, some
are direct, some are non-direct. All are trying to come up with
suggestions, consider any contacts they can make, provide specific
information and realistic evaluations. They face negative and positive
issues. They take their concerns back to their companies and it is
hoped they may change attitudes there and provide insight which will
help many more probationers than just the ones being seen.

Each volunteer comes to the Probation Department, to this
small conference room, about once every five weeks. The volunteers
are here for four hours and they work. They meet some old associates
and make new contacts, and they also learn a lot about the criminal
justice system and the people in it. The gain is mutual. They have
come to spend one hour with the probationer in trying to arrive at
specific suggestions and alternatives for him to resolve his employment
problem. At this particular EGC session there may be a black man (or

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Two persons have served in this capacity since the program's inception.
The current Personnel Specialist has been with the program since
November, 1973.

woman), someone from a university, and someone from a big company.

The chairman starts the questions ...

"There is a lot of talent at this table. All volunteers, here to help you with your employment problems. You do realize the importance of work, don't you?" "Now we would like to have you tell us about your last job ..."

How did the probationer approach his interview as one sitting opposite four high level representatives of industry, banking, retail, schools, service organizations? Not as scared as you would think. Usually he was not quite sure of what to expect, even after being told several times. He came being wary of "another group to see" -- suspicious of what they could do, expecting the program to do too much, or wanting everything done for him. Some probationers were disappointed, but most recovered to enjoy participating, and feel comfortable; some would even say "you people are really different. This isn't just another group that sits around and talks. You do things and you really spend time helping me." Later, some reflected, "I'll never again see people like those guys sitting around the table talking to me."

The EGC questions the probationer about what work he has done in the past, what he would like to do, why he left his last job.

The goals expressed by most probationers are not so unusual, but seldom has he considered the means of getting there. He can express his wants, but without knowing how to get there, he has done little preparing, heading off in different directions rather than

building in one. Consider his answers to the question: "Why do you want to work?"

- "Because I have two cars to pay for plus I need money for lots of things."
- "To live."
- "Support my family."
- "I want to make it on my own."
- "To survive."
- "For money and training."
- "To get married."
- "To build a future."

Some who want to "better themselves" want to do so without going to school, studying, or training. For many, however, training might be the answer if they could afford the time.

The reasons for work are often more clear than what he wants to do or to become. In all probability, he has never thought too much about the kind of job he could do or the kind of place he should work. He is often limited by knowing only what his friends did, what his relatives worked at, and what jobs he knows about that are near where he lives.

When he is asked to talk about work, one of the things that seems to crop up repeatedly is his desire to be left alone on the job. The types of jobs he talks about are construction, gas station, food service, stock, truck driving, or factory work. Many would work in the parks if there were enough jobs. But cleaning is a job "I

wouldn't take". Without long range goals and plans for advancing, he has allowed himself a short fuse. If he doesn't like his boss or the job, he gets mad and walks off the job, or his attendance is poor and he gets fired for absenteeism. He "never thought much about references" or how to leave a job properly.

- "I didn't think about it. I just go mad at the boss and walked off the job."
- "He wouldn't pay me ... never paid me for overtime. I wasn't going to keep working for a guy like that."
- "I didn't like the job. Naw, I didn't miss that much time. How much? Not more than 4-5 days a month."
- "Yeah, I enjoyed parking cars, but they let me go for absenteeism. I was only out a few days and I was doing pretty well. No, I didn't mess up too many cars. No, I never called in ..."

More often than not, when asked if he wanted to try something new or go back to a job he had done before, he would choose the latter, even if he had indicated he was not particularly happy with any of his former jobs. The EGC came along and told him about the things he could expect in a factory, where he could get some training (often free, but not often enough), which companies needed what types of skills. They explored with him different kinds of jobs that he might not otherwise have known about. He might be encouraged to go for his high school equivalency, if his tests indicated the capability. They would show him the steps to take and let him know too how much time it took. For many, it was a disappointment to find that success was just what he thought it was: something he wanted, but just too long a route to be worth it. Back he went to a job he knew -- the gas station, the grocery store, painting, doing carpentry work -- for the immediate dollar and the complaint of not getting ahead. For others, there

appeared a new path. One step at a time: he might make the high school equivalency, might take a vocational course, might get some of that free training through the Comprehensive Employment and Training Act (CETA), might even take the job using that training.

Some had great problems with "going legitimate". There was money to be made in hustling, where the training was short and the success quick. But then, there were hazards too; and sometimes there was a girl or a wife who was pushing the probationer to "get a job" and "get off the streets". LD made about \$200 a week playing pool.

- "But I know I'm going to get my head blown off. Besides, my old lady wants me to get a job. She doesn't like me out all weekend ... I start Thursday night when people get paid ... go to 2-3 a.m. Friday, Saturday, and Sunday. By Monday, I'm too tired to think about a job."

The EGC tried to consider what LD could do to get into a legitimate job without curtailing his "hustling" completely, with the hope that gradually he would pull himself away from the lucrative, but dangerous work.

In each session, the EGC tried to go over the application, the interview process, what to say, what to expect; they would explain and describe types of jobs; they would probe and talk about goals and planning.

Questions about the offense might be touched upon, might be probed in detail, or might be skipped entirely. The EGC might suggest schooling, training, high school equivalency, college, apprenticeship programs. They talked about the chances of getting somewhere on certain jobs, how long it would take, and how to get there. They

asked a lot of questions, and they gave a lot of information. They served the primary purpose of evaluating, recommending, and offering concrete suggestions and practical alternatives.

1

Follow-Through with Personnel Specialist

"What do you think of the meeting last week?" The Personnel Specialist would start from there, supporting or balancing the efforts of the EGC.

The probationers reacted in various ways to the EGC experience. There were those who thought it was the best thing that had ever happened to them. They had held their own with the big guys and they were interested in proving themselves further. There were those who were pleased, a bit overwhelmed, but anxious to consider some of the new ideas. There were those who thought it was interesting, and they probably learned something, but really "had tried most of those ideas anyway". Usually, though, there was some one bit of information which was of importance to them, and they added, "I guess it did some good". And then there were a few who thought they had been completely misunderstood, had not heard anything new and were no better off. "I've been to some of those places and they're just not doing any hiring -- no matter what anybody says". There were only a few who stated negative feelings. (There also were a number who did not follow through with PEG -- which could have been for many unidentified reasons.)

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While follow-through was the primary responsibility of the Personnel Specialist, the PEG Coordinator also assisted in this activity as necessary.

Where the reactions were good and strong, it was a case of setting recommendations in motion. Where the reactions were mild, it was a continual attempt to effect some action; to have something positive happen fast and to move on step by step. Perhaps his resume was revised; perhaps there was great concentration on building self-confidence. He might do a practice interview, learn how to apply and how to ask and answer questions. He would hear something about his test results which would interest him and provide him with something positive. There might be courses and schedules discussed, catalogs reviewed, occupations and employer requirements reviewed (like attendance, calling-in, sick time, transportation, wages, etc.).

Reference information would be obtained for the individual which might make a real difference in his chances of getting hired. The PEG staff could check whether a past employer would give or had been giving him a bad or good reference. A temporary job might be arranged, where appropriate. The Personnel Specialist might discuss his abilities with employers to enable him to get interviews. He would get much help here, but he would do the leg work.

The probationer received from the Personnel Specialist appointment slips for exact times and places and people to see. Making appointments was a particularly difficult task for many probationers. For some, getting information about available programs and services was not enough. An appointment made, with an appointment slip from PEG, was often a great start.

In general, setting contacts in motion and assembling crucial information was a central part of the follow-through effort and was something the probationer appreciated and had great difficulty in doing for himself. Many probationers had not even heard of the various agencies available to assist them, agencies such as the Office of Vocational Rehabilitation, the State Employment Service, the Urban League, or the Manpower Skills Center. Others had been through some of these routes and had become discouraged. Sometimes it was useful and possible to re-open these contacts.

Sometimes the probationer was misinformed on some critical point -- about past references, for example -- and therefore failed to explore opportunities that were open to him. PC, for instance, had been fired from his job because he had broken a rule. He had been a supervisor of a foods place. The supervisor who had hired him originally asked him to do a favor, he did it, and as a result, he was fired. He loved the food business, but he was sure that he could never get another job in that area. Therefore, he was looking for a new route -- what schooling, where could he start, what should he try?

PEG contacted the manager of the food chain. He gave PC an outstanding reference, stating that he was sorry that PC had to be fired, but that it was a firm policy and could not have been handled differently. He said he would be happy to recommend PC as an exceptional food supervisor.

Armed with this crucial item of information, PEG then sent PC for interviews. He was hired as a manager in training and shortly thereafter was put in charge of a fine restaurant. All this was possible in spite of his criminal charge.

In the case of PC as in many others, the PEG staff advised the probationer about how to handle the information about his criminal charges and how to explain the circumstances. This was particularly important, because out of his concern and worry about providing information about his record, the probationer was apt not to dare question or defend other areas of concern in his job search. If he had left an earlier job abruptly, for example, he was likely not to attempt to justify or explain this, even if he had reasonable grounds. Or he might simply fail to emphasize his qualifications for a job or fail to check back at the time the interviewer suggested. The PEG staff would try to reinforce what, often, the EGC had told him -- that it was not so much his record that was holding him back, but some of the attitudes and approaches to employment that he had developed.

Often a lot more information poured out during the follow-through process, and occasionally it was quite different from what had been said before the EGC. ES was a case in point. He had told the EGC what he had wanted them to hear, what he hoped he was -- an industrial engineer and a rehabilitated alcoholic. His entire EGC

interview had been spent in that direction. The next day, he walked into the PEG office and said that he was neither of those things. He wanted to level with us and wanted our help.

- "I thought I could make it. I thought I was ready to go back to what I was. I'm not, and I don't want anything with responsibility or where the pressure might make me want to drink. Could you help me get on a construction job?"

Within three weeks, ES was at work as a carpenter's helper. He performed well. He worked about two months and came in to see PEG weekly. He was pleased with himself and wanted the staff to be pleased. Then his ex-wife committed suicide and ES went on a binge. It was downhill for the next few months until he attempted suicide and wound up in the hospital. The PEG staff visited him in the hospital and he returned to PEG as soon as he got out. He was disappointed at not receiving sympathy, but he continued to drop in. He is just about back to where he started with PEG, thinking of getting some schooling, back to living with his girl, back to being sober, and to thinking ahead to work. Not exactly a success, but apparently in PEG he found a place to relate to people and sought out various members of the PEG staff throughout.

With other probationers, there was a pattern of expanding and building upon the directions taken in the EGC session. This was the case with LD, the probationer discussed earlier who made

his living as a pool hustler. LD today actually thinks of himself in terms of real work. He took a job with an established company and bought a new car. Subsequently, he got laid off along with 200 others and had a rough time of reevaluating things while collecting unemployment. Now he is planning to run a tractor, which he has done before, and wants to return to the foundry when jobs open again. His record is good. He is proud of his achievements. He knows both worlds, and so far he is choosing the legitimate. PEG did not get him his job, but he stuck with the program because "as I explained to my old lady, those people up there likes me" and he likes to let the staff know of his achievements.

The PEG staff were to stay with a probationer as long as he needed or until he obtained employment. As the probationer left his first "follow-up interview", he always had several specific things to do or leads to follow. He would be urged to return or call in to give news of his contacts, or to obtain more information and additional ideas. Depending upon how things went for him, he might be back once or twice, or any number of times. Many of those who did not get jobs nonetheless regularly visited PEG.

The Coordinator kept in touch with the client's probation officer to let him know of PEG's efforts and results. The officer, responsible for continuing supervision of the probationer, could feel free to provide PEG with information and add his evaluation all along the way. Sometimes, the probation officer provided the impetus needed

to get the probationer in for appointments.¹ The Coordinator, having himself been a probation officer, played a vital role in making this relationship between the officer and PEG one of mutual support.

Other Reflections on the PEG Process

In concluding our discussion of the PEG process and its clients, a few other points about the general context of the program deserve mention.

The program's ability to establish good relations with probationers and probation staff may be related in part both to its accessibility and to its emphasis on a "non-criminal" matter, employment. The PEG staff has been located within the Probation Department itself, but it does not confront the probationer as a representative of the courts or as a group in any position of authority over him. While the program was defined and presented to the probationer as voluntary, it must be recognized that the voluntary character of any

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It should be noted in passing that often the probationer generally does not feel much of an obligation to keep appointments or interviews. Even appointments with the PEG staff were broken without notice. "My car broke down." "I had to go to the grocery store for my sister." "I was waiting for the mailman with a check." "I overslept, how about tomorrow?" "I was working on my car." He might not even show up for a job interview arranged for him. Without the guarantee that a job was ready and waiting for him (which obviously could never be made), he was apt to let just about anything else come first. However, the more involved he got with PEG, the more he could be relied upon. There were many others who kept their appointments from the beginning -- the problem was never knowing who would arrive and who would not. This created obvious scheduling problems for the staff, and sometimes meant that a client would not even appear for the EGC session, an obvious inconvenience for the busy community volunteers.

program within a correctional setting is always problematic -- the probationer may not feel that he has a choice. Therefore, the staff makes every effort to convey the impression that the program is an option for him, that he does not need to worry about the relationship he establishes there, and that the office exists solely to help him with his employment problem.

Another aspect of the program, not present by any conscious design, was the multiplicity of roles and personalities for the probationer to relate to within the PEG office. The Personnel Specialist, a female, and the Coordinator and the Research Analyst, both males were all located in one room. The first two had formal program responsibilities vis-a-vis the probationer, while the researcher offered another person with whom many of the probationers could simply "rap" and feel at ease.

There were many probationers who were not used to "working" with a woman, but who responded especially well nonetheless. Perhaps it was a change from their male probation officer. There were some who related better to a male, particularly one in a role which represented no threat of probation authority; there were others who seemed to be less defensive and more able to discuss problems with the female staff member. The point is that different roles and personal styles meant that within this group, the probationer could usually find someone that he could especially relate to.

Some final comments refer to the wider setting in which the program has operated. At the start of the PEG experiment, the job market in the Rochester-Monroe County area was quite good. Early in

PEG II, however, there was a drastic change in the local labor market -- paralleling the economic picture nationwide. How did this affect the value and approach of the PEG program? Obviously, there were more placements on jobs when companies were hiring. Successes (and failures) could be more readily identified. However, PEG maintained its importance to the probationer when jobs became scarce in several ways:

- The probationer could be professionally told in most cases that it was not he nor his record, but rather simply a lack of jobs causing his unemployment. It was a relief to be assured that others who had no criminal offense were in the same position, and that his chances were not being shattered at least for that reason.

- He could get some bolstering up with hope and plans for later on, at a time when he needed to feel some confidence.

- He could accept the honest necessity of taking a much lesser job, as long as he had realistic and possible plans for the future based on professional assessment.

- He could be encouraged to get further training and schooling, since jobs were not available anyway. (Some might never have done this if jobs were easier to come by.)

Thus, in PEG II, there were those who went into the military service, several who went to college, others to school and training programs, and a few to jobs. For those who wanted to plan ahead and could, PEG gave them a chance to get information, test their ideas about jobs, and set some goals. The lack of jobs did discourage some

from participating (and incidentally, probably reduced initial referrals as well), but it could offer support and direction for some who would have had very little encouragement otherwise.

V. AN EVALUATION OF IMPACTS ON CLIENT EMPLOYMENT AND RECIDIVISM¹

The PEG Program was based upon this premise: there is a real relationship between unemployment and crime; or more specifically, unemployed offenders are more likely than employed offenders to commit additional offenses. We now turn to the evidence regarding the program's impact in the two crucial areas of employment and recidivism. First, what was the effectiveness of employment counseling administered through PEG in increasing the level of employment of a group of previously unemployed or underemployed probationers? Second, what was the effect of the expected gains in employment on the rate of return to crime?

Here we report the results of a study of the impact of the PEG Program on the group of Monroe County adult probationers exposed to the program during the first operational period (PEG I). The findings reported are based on a nine month followup of the participants who were randomly assigned to control and experimental groups. Random assignment was made from the group of clients identified as "job-ready" by the Review Panel, which acted as screener during the first phase of operations. The assessment of program impact is based

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The research/evaluation effort described in this chapter was undertaken by a full-time research analyst employed by the project, who developed the research design (within the broad guidelines of the grant proposal) and all necessary instruments, collected and analyzed the data, and prepared an evaluation report. This chapter has been abstracted from the full report by James E. Phillips, The Probation Employment and Guidance Program: An Evaluation of Impacts on Employment and Recidivism, which will be available in its entirety from the Office of Public Relations, Graduate School of Management, The University of Rochester, Rochester, New York 14627.

on a comparison of the performance of the respective groups with regard to attaining employment and avoiding further trouble with the law. Performance on the dimensions indicated was measured at two intervals -- six and nine months after the onset of "treatment". The "treatment" received by the experimental group was, of course, the meeting with the Employment Guidance Council and the associated PEG follow-up services.

During PEG I, 161 referrals were made to the program, of which 127 eventually made an appearance before the Review Panel. One hundred cases were actually sampled into the experiment (i.e., were judged "job-ready"); of these, 42 persons were assigned to the control group and 58 to the experimental group. Seven experimental group members subsequently dropped out, leaving a total of 51.

We emphasize that the results reported here should be regarded as tentative, pending the outcome of a scheduled analysis of followup data based on a 12-month period. It should also be noted that the data only reflect the experience of participants during PEG I, the first operational period. Insufficient time has elapsed to evaluate the impacts on the PEG II group.

Finally, we point out that the data primarily are discussed in terms of their statistical significance, with a confidence level of .10 ($p < .10$) required as the criterion of statistical significance.

1

All results reported here are based on analyses which exclude the seven drop-outs. However, the full report also presents in an Appendix the results when the drop-outs are included.

The designation N.S. (not significant) appears in all tables where this level is not attained. A note on the meaning of statistical significance is appropriate here: tests of significance alone do not tell us whether or not treatment "worked" in any absolute sense. What they do tell us is whether or not to reject the premise of a null hypothesis (e.g., that the differences observed between groups could have occurred by chance alone). When the difference between groups is statistically significant this supports our counter-hypothesis that it was the "treatment" administered to the experimentals which accounts for the observed differences. It is important to remember, however, that one result cannot be viewed in a vacuum which ignores the other results. Moreover, the reader is free to arrive at his own conclusions about the substantive significance of the findings, whether statistically significant or otherwise.

Employment Findings

With regard to employment we observe results indicating a modest impact of treatment, attenuated by time. At six months and again at nine months, the experimental group betters the control group on the primary criterion of employment success, the portion of the followup period worked, but by a less than decisive margin. (See Tables 1 and 2.)

Of those employed at the start, the members of the treatment group worked an average of three weeks more than the controls during the six-month period (data not shown); this difference is not statistically significant, and thus we cannot conclude it is a result of the

TABLE 1

Portion Six Month Followup Employed, By Program Status

<u>Portion Followup Employed</u>	<u>Program Status</u>	
	<u>CONTROL GROUP</u>	<u>EXPERIMENTAL GROUP</u>
did not work	8 (19.5)	5 (9.8)
employed 0-9 weeks	6 (14.6)	13 (25.5)
employed 10-18 weeks	12 (29.3)	14 (27.5)
employed 19-24 weeks	15 (36.6)	19 (37.3)
	41 ¹ (100.0%)	51 ² N.S. (100.0%)

1

One case from the control group was discharged from probation during the third month of followup and therefore is not included in our findings.

2

Seven drop-outs excluded.

program's impact. At nine months the margin differentiating the two groups on this variable is only two weeks, with experimentals averaging 19 weeks of work and controls averaging 17 weeks.

A second measure of employment success -- employment status improvement -- shows relatively larger gains on the part of the group receiving treatment. At six months, 59 percent of the experimentals who entered the program unemployed had found jobs, as opposed to 43 percent of the controls who were unemployed at the start. Of those

TABLE 2

Portion Nine Month Followup Employed, By Program Status

Portion Followup Employed - Nine Months	Program Status	
	CONTROL GROUP	EXPERIMENTAL GROUP
worked less than 2 months	11 (28.9)	9 (19.1)
worked 3-4 months	5 (13.2)	12 (25.5)
worked 5-8 months	10 (26.3)	13 (27.7)
worked full time	12 (31.6)	13 (27.7)
	38 ¹ (100.0%)	47 ² (100.0%) N.S.

1

Three cases lost to followup between six and nine month points.

2

Four cases lost to followup between six and nine month points.

who entered the program with some form of employment, 40 percent of the experimentals and 8 percent of the controls had raised their employment status at the six month interval (i.e., moved from part-time to full-time jobs, etc.). We combine these two measures -- movement from unemployed to employed and movement to higher employment status -- for an overall look at "upward employment mobility" in Table 3. A significantly larger number of the experimental group have enhanced their employment status than have members of the control group. At nine

TABLE 3

Upward Employment Mobility (6 Months), By Program Status

<u>Employment Status at 6 Months</u>	<u>Program Status</u>		P < .05
	<u>CONTROL GROUP</u>	<u>EXPERIMENTAL GROUP</u>	
No increase in employment	28 (68.3)	23 (45.1)	
Increased employment	13 (31.7)	28 (54.9)	
	41 (100.0%)	51 (100.0%)	

months, the relationship is basically unchanged, and is significant at the .10 level.

Our next measure of employment status change includes persons indicated in the above two measures (i.e., persons who found jobs and persons who improved their employment status) and adds to that group persons who have made an intermediate step toward improving their status through involvement in educational or training programs. As shown in Table 4, at six months 71 percent of the experimental group and 44 percent of the control group have either improved their employment status or their educational standing. This 27% differential at the 6-month point is reduced to 20% in the 9-month comparison (42% of the controls improving their standing as opposed to 62% of the experimental group).

On our final indicator, income earned, the measurement of aggregate income of the control and experimental groups shows a

TABLE 4

Employment or Educational Improvement (6 Months),
By Program Status

At 6 months employment or education improvement	CONTROL GROUP	EXPERIMENTAL GROUP	
No improvement	23 (56.1)	15 (29.4)	
Employment or educational improvement	18 (43.9)	36 (70.6)	
	41 (100.0%)	51 (100.0%)	P < .05

marginal difference in favor of the experimental group. At six months, experimentals who were unemployed at the start had earned an average of \$250 more than their counterparts in the control group; at nine months they had earned an average of \$290 in excess of the average earnings of the control group. Neither of these differences is statistically significant.

In sum, two themes run through our findings on the criteria of employment. First, we find that the treatment group does relatively better than the control group on each measure of employment success; and the broader the measure, the greater the relative differences observed. However, in many cases the relative gains of the experimental group are not of sufficient magnitude to be statistically significant.

Secondly, we find that in several cases, the initial gains observed at the six month interval are attenuated at nine months. Thus we conclude that the effects of treatment are modest, and that the margin of improvement over the control group is reduced with time. This is only an initial assessment of treatment impact, and really must await the twelve month interval of followup for confirmation.

We conclude from the overall pattern of results that the major impact of the PEG Program on participants was in getting people to take the "first step" (i.e., getting jobs, improving job status, or entering educational programs to improve their employability). However, the gains in employment status do not translate themselves into working significantly larger portions of time, or earning significantly more income. Thus we cannot safely conclude that treatment has made any fundamental change in the employment behavior of those exposed to it, based on the evidence of nine months followup.

Recidivism

In the previous section, we saw that the experimental group showed marginal gains over the control group on the various criteria of employment success. The question we address now is whether or not these gains on the employment dimensions are of significant magnitude to be translated into lower rates of recidivism.

The data in Tables 5 and 6 show virtually no difference in the rates of recidivism of the experimental and control groups as measured by new arrests. Comparisons of the proportions actually

TABLE 5

New Arrests (6 Months) By Program Status

<u>Percent rearrested at 6 months</u>	<u>Program Status</u>	
	<u>CONTROL GROUP</u>	<u>EXPERIMENTAL GROUP</u>
no arrests	30 (73.2)	40 (78.4)
new arrests	11 (26.8)	11 (21.6)
	41 (100.0%)	51 N.S. 100.0%

TABLE 6

New Arrests (9 Months), By Program Status

<u>Percent rearrested at 9 months</u>	<u>Program Status</u>	
	<u>CONTROL GROUP</u>	<u>EXPERIMENTAL GROUP</u>
no arrests	26 (68.4)	33 (70.2)
new arrests	12 (31.6)	14 (29.8)
	38 (100.0%)	47 N.S. (100.0%)

convicted in each group at 6 months and 9 months show no significant differences -- the number with new convictions amounts to 13% of each

group at the 9-month point.¹ It appears, then, that the modest gains in employment status experienced by the treatment group do not translate into reductions in the rate of return to crime.

We do discover, however, a strong relationship between the portion of time worked and success in avoiding further trouble with law enforcement agents as measured by new arrests. As can be seen from Tables 7 and 8, where the experimental and control group members are combined, this relationship attains the highest statistical significance of any reported in our study.

TABLE 7

New Arrests by Portion of Followup Worked (6 Months)

<u>New Arrests</u>	<u>Portion Worked During 6 Months</u>		
	<u>Worked 0-9 Weeks</u>	<u>10-24 Weeks</u>	
Not arrested	17 (53.1)	53 (88.3)	
New arrests	15 (46.9)	7 (11.7)	
	32 (100.0%)	60 (100.0%)	P < .001

¹

Note that the relatively short duration of follow-up covered in this analysis means that many arrests have not reached a final disposition in the courts -- whether conviction or otherwise -- in the time allotted.

TABLE 8

New Arrests by Portion of Followup Worked (9 Months)

New Arrests	Portion Worked During 9 Months		
	4 Months or less	5-9 Months	
Not arrested	20 (54.1)	40 (81.6)	
New arrests	17 (45.9)	9 (18.4)	
	37 (100.0%)	49 (100.0%)	P < .02

These findings support the premise of the program that unemployment is closely associated with probation failures. We cannot tell from our data what is the direction of the relationship, however -- that is, whether people work less because of their arrests or get into further trouble because they are working less.

We conclude from the pattern of recidivism findings that the gains in employment among experimental group members were too slight to affect the outcome on rates of recidivism. The basic premise about the relationship between unemployment and crime evidently was not in error however. We can only speculate that a "better program" (i.e., one that significantly raises the portion time spent employed) might produce a corresponding decrease in recidivism, but we have no clear evidence of this.

We now present one final and unexpected observation with regard to recidivism and portion of time worked. Table 9 shows the relationship between recidivism and working, controlling for treatment. While the relationship does not attain statistical significance, it appears that among the "marginal worker" group (the 0-9 week category), the experimentals are less likely to be rearrested than their counterparts in the control group. The conceptual organization of our task does not provide a "ready-made" explanation of this observed tendency, but we speculate that it may result from the increased attention the employment "failures" receive by the fact of their program participation. In any case, we offer the subject as one warranting further exploration. Alas, at nine months, the relationship has virtually disappeared (36% of marginal workers in the control group rearrested, and 33% of the marginal workers in the experimental group).

TABLE 9

New Arrests (at 6 Months), By Program Status
By Portion Followup Worked

New Arrests 6 Month	<u>Portion Followup Worked</u>			
	<u>0-9 Weeks</u>		<u>10-24 Weeks</u>	
	CONTROL GROUP	EXPERIMENTAL GROUP	CONTROL GROUP	EXPERIMENTAL GROUP
No arrests	6 (42.9)	11 (61.1)	24 (88.9)	29 (87.9)
New arrests	8 (57.1)	7 (38.9)	3 (11.1)	4 (12.1)
	14 (100.0%)	18 (100.0%)	27 (100.0%)	33 (100.0%)
	N.S.		N.S.	

A POSTSCRIPT TO THE EVALUATION

As we go to press, the analysis of a complete year's follow-up data on probationers participating during PEG I is underway. While no change in the overall recidivism picture has been identified, preliminary results indicate that clear and statistically significant differences have emerged between the experimental and the control groups on most of the employment measures used in the earlier analysis. Final results of this analysis will be submitted to the Project Director within the next few weeks.

VI. CONCLUSION

How does one define a successful program? It is both useful and necessary to identify desired outcomes which are quantifiable and measurable for many types of programs, particularly those which are new and impose new costs. It is all too tempting to rely on intuition and sheer faith that one's efforts have somehow made an impact; fortunately, the PEG Program was able to avoid this pitfall.

The PEG Program's two primary goals -- reduction of unemployment and recidivism -- are susceptible to measurement. The results of the program efforts in these two areas have been and continue to be evaluated; the evidence thus far has been presented in the preceding chapter,¹ and indicates some positive impacts.

But what of the unmeasurable results? What was the broader value of the community participation, and what did the program mean to the probationer, whether or not he "succeeded" on the measurable indicators of jobs found, dollars earned, and weeks worked?

Here we can only speculate. Those of us who watched the program evolve over time believe that it was a place where representatives of the community increased their understanding of the criminal justice system, and increased their understanding of the applicant with a criminal record. We know in some individual cases, this was instrumental in placing PEG clients. Might company policies and

1

Information on one other measurable program dimension -- its costs -- is provided in Appendix III.

programs in the schools sometimes reflect this increased understanding? The program also may be of value to the industry which surely must consider persons such as those seen by PEG in meeting hiring goals and needs. Did these companies receive more pertinent and evaluative information about applicants than they could have possibly received from any other source? What of the value to each participating professional who had his knowledge, realization, and understanding enhanced for his own personal and professional development and sense of commitment? As one volunteer put it - "We've been sheltered. This program allows a confrontation with a group of people that we haven't turned our backs on intentionally, but who many of us have just been too busy to help." Another has called it an "eye-opening experience to see the kinds of problems probationers, symbolic of the 'marginal work force' generally, have in making the system work for them".

As to the benefits to the probationer, consider some of their comments:

- "This is the place that got me started when I had no one to go to."
- "I never thought I'd ever again fight back. I'm going to go to college, and I'm going to start achieving again on my new job."
- "I'm just checking in, because I feel good coming here, and I get new ideas."
- "I didn't want to take the high school equivalency exam, but I will. I can see you're going to keep after it, so I might as well do it now. I've signed up with my girlfriend. We'll do it together."
- "I took the high school exam. It was a pain. You got me into it, and I'm glad it's over. I guess I passed. Yeah, I'm glad I took it. Now I really want the automotive course."

- "I'll do a good job at that temporary job you got. If I can get a good reference, I can get me a good job."
- "Is that really me on that resume? I look pretty good, somebody should want me."
- "I'm checking in cause I'm hitting a lot of places for jobs. Could you set me up for an interview for tomorrow and then I'll check in with you next week."
- "I never knew there were jobs like those. I'm very excited about that one, and I feel sure I'll get in eventually."
- "Naw, no job yet, but I came in to ask you about ..."
- "What do you think of this thing I've written. You really think I should keep going back. It's ok, huh? Yeah, I'll try..."
- "I never knew so many people would go out of their way to help me. My whole life is turning around. I'm going to invite you to the opening ..."

And those are but a few. Are these successes? Was there new exposure? Some worthwhile effort? We can only suggest the broader value of the PEG Program to its client may lie, not simply in helping the probationer get a job today or tomorrow, but in helping him to approach and perhaps realize his employment potential through development of realistic present and future goals.

APPENDIX I

PROBATION EMPLOYMENT AND GUIDANCE PROGRAM FORMS

Following are the forms and brief hand-outs which have been in use during the second phase of PEG operations. The general approach has been to minimize the amount of paperwork and to make all aspects of the program as clear and simple for the probationer client as possible.

<u>Form/Handout</u>	<u>Purpose/When Completed</u>
1. Orientation/Summary	For reference by probation officer and community
2. Memorandum of referral procedures	For reference by probation officer
3. Referral Form	For completion by probation officer at time of referral to PEG
4. Explanation of PEG Program	For presentation to probationer at time of referral
5. PEG Application	For completion by probationer prior to screening interview
6. "For PEG Use Only" (Reverse side of Referral Form)	For completion by PEG Coordinator at conclusion of screening
7. Employment Guidance Council Appointment Slip	For presentation to probationer selected for the experimental group (EGC)
8. Probationer's Pre-Interview Self-Evaluation (5 pages)	For completion by probationer prior to the EGC session
9. Appointment Slip for Interviews	Completed by PEG staff for probationer

PROBATION EMPLOYMENT AND GUIDANCE PROGRAM (P.E.G.)

ORIENTATION/SUMMARY

The Probation Employment and Guidance (P.E.G.) Program is a federally funded, community-based action project developed by the Rochester - Monroe County Pilot City Program, in cooperation with the Monroe County Probation Department. The operational phase of P.E.G. I consisted of a 6-month period from November, 1973, to May of 1974, and P.E.G. II will extend the operational phase for a 12-month period commencing September, 1974.

Purpose: The P.E.G. Program is designed to maximize employment for unemployed and underemployed probationers in Monroe County through utilization of the skills of community volunteers from Industrial Psychology, Manpower Training, Personnel, and Employment fields. In other words, the probationer will receive professional assistance in solving employment problems to compete more effectively in the local labor market. The central mechanism for achieving this goal is the referral of probationers screened by the P.E.G. Coordinator to a session of the volunteer Employment Guidance Council (E.G.C.)

Operation: The P.E.G. Coordinator will initially interview, screen, evaluate, determine job readiness, and make recommendations on each applicant referred by his/her Probation Officer. (The Officer will fill out a referral form, and the probationer will fill out an application form.) If other assistance is needed, the applicant will be referred to existing community agencies, training programs, or for needed professional, medical, and/or psychiatric care.

The Job Ready applicants will participate in a testing process in preparation for a scheduled Employment Guidance Council session. Follow-through on the Council's suggestions and recommendations as well as assistance in vocational counseling, job development, and preparation for job interviews will be performed by the Community Liaison Officer (Personnel Specialist) in cooperation with the P.E.G. Coordinator and Probation Officers.

Research: The evaluation of the P.E.G. Program has been placed in an experimental framework, and its impact on recidivism, employment, and social functioning of participating probationers will be monitored by a full-time Research Analyst.

PROBATION EMPLOYMENT AND GUIDANCE PROGRAM (P.E.G.)

September 5, 1974

To: All Probation Officers
From: Bob Norton, P.E.G. Coordinator (P.E.G. Back Office)
Subject: Referral Procedures for P.E.G. II -- Referrals
accepted effective Monday, September 9, 1974

1. Screen caseload for unemployed or underemployed probationers age 18 and older.
2. Explain P.E.G. Program to eligible probationers--to ensure uniformity, present the probationer with a copy of the brief handout explaining the intent and function of the P.E.G. Program.
3. Probation Officer to fill out the front page of the Revised Referral Form on all probationers who volunteer for the program. (Blanks can be obtained at both bulletin boards or the P.E.G. Office.)
4. Submit the referral form to Sheryl to be typed. Jim will fill out his research forms using the information on the P.E.G. Application and Referral plus a brief visit with you at your convenience.
5. Take probationer to P.E.G. Front Office (Room #155-D) where he/she will fill out a P.E.G. Application and will be given an appointment to see me for initial interview and screening--approximately 20-30 minutes. (It is important to channel all referrals through the P.E.G. Front Office first for adequate control.)

Referral Form

PROBATION EMPLOYMENT AND GUIDANCE PROGRAM (P.E.G.)

P.E.G. No. _____ Case No. _____ Date _____

Name _____

Address _____ Zip Code _____

Convicted Of: _____ Court _____ Plea _____ Trial _____

Sentence: _____ Effective date _____

Any legal charges pending? Yes _____ No _____

If Yes, charge _____ Court _____ Indicted(?) _____

Date of next court appearance _____

Residential Situation (where? with whom? rent? own?)

Probation Officer's Assessment of Probationer: (Personality, Motivation, Attitude, Behavior, Potential; - Also, any History of Medical, Mental, and/or Emotional Problems)

Brief Description of Present Offense:

Probation Officer

Supervisor

EXPLANATION OF P.E.G. PROGRAM

The Probation Employment and Guidance (P.E.G.) Program is an experimental, voluntary project of the Monroe County Probation Department designed to help you in your efforts to get a job or a better job. Your Probation Officer will refer you to P.E.G. and you will be required to fill out an application. You will be interviewed by Mr. Norton, the P.E.G. Coordinator, who will evaluate your employment situation and potential. You may receive additional help from the Employment Guidance Council (a group of professional, community volunteers with skills in the area of Personnel and Employment.) We have no Job Bank. We make no guarantees for a job. We will make every effort, however, to help you solve your employment problems.

Your appointment with Mr. Norton (Room #184) is: _____
at _____. (Scheduling by P.E.G. Office)

P.E.G. APPLICATION

Mr. _____ Date _____
Mrs. Name _____
Miss _____

Address _____ Zip Code _____ Telephone No. _____

Address change _____ New Tel. No. _____

Social Security number _____ - _____ - _____ Birth date: _____

Height _____ Age _____ Driver's license _____ Car available _____

Weight _____ Dependents: Adults _____ Child. _____ Living w/ you? _____

In case of emergency, notify _____ Tel. No. _____

Do you have any health problems such as: heart _____ hernia _____ hearing _____
back _____ sight _____ other _____

Have you been under the doctor's care during the past 3 months? _____
For what? _____

Can you drive truck? _____ What size? _____

Hobbies, Sports, or things you like to spend your time doing? _____

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Name of schools attended:	Dates	Reason left:
_____	from _____ to _____	_____
_____	from _____ to _____	_____
_____	from _____ to _____	_____
_____	from _____ to _____	_____

What grade did you finish? _____

What courses did you like? _____

What subjects did you dislike? _____

What were your best subjects in school? _____

What training programs have you had? _____ Dates _____
(What did you learn?) _____

If you had a chance to go to school now or to learn a skill now -
what would you like to learn or improve? _____
Why? _____

What skills do you now have? _____

Have you ever been convicted of an offense other than traffic? _____
For what, please explain _____

Date probation started: _____ ends: _____

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From _____ to _____ Branch of Service _____

Rank at Discharge _____ Type of Discharge _____

Service Schools or Special Training _____

If rejected or exempted, give reasons: _____

<u>Place</u>	<u>Dates</u>	<u>Description</u> <u>of Work</u>	<u>Reason Left (V)</u>
	from _____ to _____	_____	_____
	from _____ to _____	_____	_____
	from _____ to _____	_____	_____
	from _____ to _____	_____	_____
	from _____ to _____	_____	_____

W
O
R
K

I can work: days _____ 2nd shift _____ 3rd shift _____ swing shift _____ week ends _____

Summarize your work experience according to:
(length of time, type of work - e.g., 3 months - glass cutter)

What type of job are you applying for? _____

What minimum rate of pay do you require? _____

Where have you looked for a job? (Pending Applications)

	<u>Interviewed by:</u>	<u>Date applied:</u>
1.	_____	_____
2.	_____	_____
3.	_____	_____
4.	_____	_____
5.	_____	_____
6.	_____	_____
7.	_____	_____
8.	_____	_____

Means of Financial Support Now? Public Assistance \$ _____ /mo. S.S.I. \$ _____ /mo.

U.I.B. \$ _____ /wk. S.U.B. \$ _____ /wk. --Other _____

Signature of Applicant _____

Date _____

EMPLOYMENT GUIDANCE COUNCIL

You will be appearing before a group of professionals skilled in business, vocational counseling, personnel, and employment, who have volunteered their time to assist you in your search for a meaningful occupation. You will only have one (1) opportunity to meet with the E.G.C.--so don't miss it. You also will receive individual attention from Mrs. Greenwood, a Personnel Specialist, who will prepare you for the Council session and help you follow the Council's suggestions and recommendations.

Your next appointment with P.E.G. - Date: _____ Time: _____

Your appointment for the E.G.C. - Date: _____ Time: _____

P.E.G.: Probationer's Pre-Interview SELF-EVALUATION

I. These are jobs which often need people. If you had a choice, which ones would you like to do or not like to do. Check off each one.

Like	Not Like	Do Not Know		Like	Not Like	Do Not Know	
			Cashier				Computer operator
			Shipping clerk				Electric sign repairman
			Auto parts clerk				Electrician (apprentice)
			Cook				Farmer
			Hospital Attendant				Factory worker (machine operator)
			Waiter - Waitress				Factory worker (assembly)
			Cleaning job				Furniture upholsterer
			Construction (builder/painter/carpenter)				Jewelry repairman
			Structural iron worker (3 yr. apprenticeship)				Shoe repairman
			Truck driver/delivery				Welder
			Machine operator				Foundry molder
			Appliance Serviceman				Hotel housekeeper
			Gas station/Body repair				Stock man (fork lift)
			Mechanic (apprenticeship)				Repair
			Beautician				Inspector
			Technician (auto/t-v/radio/etc.)				Other _____
			File clerk				_____
			Typist				_____

P. E. G.: Probationer's Pre-Interview SELF-EVALUATION

II. This is for your personal use. Do you know what employers look for from you in interviews and as an employee? Check yourself.

1. When you go to a job interview, do you:

- dress neatly? look clean?
- show up early? not chew gum?
- go alone and not with anyone else?
- act interested and polite?
- know what kind of job you want?
- (not say, "I'll take anything")?
- thank the interviewer at the end?
- leave your troubles at home so that you can concentrate on the interview?

2. Do you take with you a personal fact sheet to fill out the application quickly and accurately? Does it have:

- your exact dates of employment/name and address of company/pay/?
- the type of job you did/why you left?
- exact dates and names of schools/subjects you liked?
- any training programs you have taken?
- Soc. Sec. #/Driver's license/Military data?
- arrangements for babysitting/transportation?
- state ability to work shifts/swing shift?
- names of 3 people you can use as reference? (minister/employer/person you worked with)?
- a telephone number where you can be reached?

3. Do you know what general kind of job you want?

_____ (factory/driver/stock/machine/auto/food/other)?

4. Do you know why you want a particular kind of job? (Think of some reasons!)

5. After the interview, do you write down the name of the person you saw and telephone in order to call back?

6. Do you know why people often do not get a job? Check yourself on these. Do you:

- not appear on time or miss a scheduled appointment?
- not appear willing to work?
- seem more interested in what the company should give you than what you can do for the company?
- want more money than the job pays?
- lack training?
- other?

7. Did you know that more people lose their jobs due to poor work habits and attitudes than lack of skill or ability? Check yourself - are you:

careful?
 willing to follow orders?
 hard working?
 absent less than 5 times a year?
 late no more than 5 times a year?
 able to get along at work?
 able to do the job as you should?

8. If the interviewer asked you, "Why should I hire you?" or "Why would you make a good worker for this company?" What would you answer?

9. Do you know what employers say they want from a worker? Check yourself - are you:

helpful/willing to assist?
 one who is at work daily and on time?
 one who is trying hard to do a good job?
 someone who will call in (do you know the telephone number?) to the company when sick/and who will go to work unless it is a really serious illness? Not a headache?
 someone who goes to his boss with a problem/or to the Personnel Dept. and tries to talk over a problem but who does not walk off the job?
 someone who has a good work record (reference) from his last job?
 Employers check where you have worked before - so you want to leave a company with this in mind.
 able to meet appointments on time?

10. Do you know what questions you should ask in the interview? Check yourself. Do you ask:

what does the job involve?
 how will I learn the job?
 will I always be working in the same location?
 what are the hours? _____ rate of pay?

11. You might even want to ask the interviewer - "What are some jobs you think I could do in your company?"

12. How could you get a good rating (reference) from a company? _____

13. What information can the P.E.G. Program provide which would help you in your job search? _____

P. E. G.: Probationer's Pre-Interview SELF-EVALUATION

III. There is a job that is right for you! Knowing yourself will help you choose right! On the following questions, state your feelings and thoughts about jobs and working. Think about how you really feel and what is important to you.

1. What things about the job are most important to you?

- | | |
|---------------------------------------|---|
| <input type="checkbox"/> Money | <input type="checkbox"/> Able to get training |
| <input type="checkbox"/> Hours | <input type="checkbox"/> Able to help people |
| <input type="checkbox"/> Type of work | <input type="checkbox"/> Near a bus |
| <input type="checkbox"/> Boss | <input type="checkbox"/> Pressure |
| <input type="checkbox"/> People | <input type="checkbox"/> Working conditions (Indoors/dirty/standing/
easy/heavy/smelly/oily) |

2. What did you not like about your last job (or jobs)? _____

3. What have you done since you left school? _____

4. Have you looked in the newspaper for jobs? Can you pick out 3 jobs you would like? _____

5. What jobs do you think you could do now? _____

6. In order to stay on a job, it must be a job you like. What would make you like a job? _____

7. Why do you want to work? _____

8. If you were paid the same amount of money for any job - what job would you choose? _____

9. Why do you feel you are having trouble getting a job? _____

10. How long do you feel you can stay on one job? _____

11. If you didn't have to work, what would you like to do? _____

12. Why is it difficult for you to keep a job for one year or more? _____

13. Why did you leave your last job? _____

14. What was your most favorite job? _____

15. What was your worst job? _____

16. How would you like to be treated on a job differently from any of your past jobs? _____
17. Do you meet appointments on time? _____
18. "Wanting" a job is not enough - why are you ready to take a job now?
(Anything different from the last time) _____

19. What have you done in the past few years which you are proud? _____

20. What have you learned from your past jobs? _____

21. Is it hard for you to get to work on time? What hours would you like to work best? _____
22. Are you willing to do the same work over and over? _____

23. Would you like to try something new or go back to a job you have had before? _____

24. What jobs do you wish you knew more about? _____

25. If you were paid the same amount of money for any job, what job would you choose? _____

26. How old were you when you went out on your own? _____
27. What kind of job do you think you'll be doing 5 years from now? _____

Date/Time: _____ To See: _____

Place _____

Address _____

M _____ is

being referred for _____

by the P.E.G. Council
Chairman - Ted Spong
Coordinator - Robert Norton
Community - Dorothy Greenwood
Liaison 454-7200 X496

APPENDIX II

THE PLACE OF PSYCHOLOGICAL TESTING IN THE PEG PROGRAM

1

A basic assumption of the P.E.G. Program is that being employed, rather than unemployed, will promote the rehabilitation of a probationer. Employment of probationers benefits society in general, as well as benefitting the individual probationer.

There is evidence that the job tenure of a person tends to be related to his suitability for the type of work he is doing, in regard to interests, intelligence, aptitudes, values, and personality characteristics. Any rehabilitation placement program attempts to identify relevant factors in individuals and relate these factors to demands and opportunities in a particular kind of employment.

Sources of job-relevant information about individuals include: school records, information from previous employers, information from family, information obtained from the person through group or individual interviews, written responses on an application blank or resume, and test results.

Information about personality characteristics and values may be obtained from all of the sources named. Tests are the most accurate source of information about intellectual ability and special aptitudes. Information about interests may be obtained from

1

This summary of the psychological testing effort was prepared for dissemination to community participants by Dr. Laurence Lipsett, consultant to the PEG Program in the development of a viable testing component.

both interviews and tests. The contribution of test results tends to be greater for persons who have not had enough employment to provide evidence about their abilities and interests. It is also greater for persons with varied potential and less for persons with handicaps or limitations which narrow their choices.

Potential contributions for the specific parts of the PEG testing program are set forth below:

General Learning: The Army General Classification Test can provide evidence of trainability -- for skilled and semi-skilled trades and for various programs of formal education. Reference can be made to published information about typical General Ability scores in a variety of occupations.

Mechanical Comprehension: The Bennett Mechanical Comprehension Test can provide evidence of aptitude for skilled trades. This test has been used in Rochester industry for selection of apprentices.

Spatial Visualization: The Minnesota Paper Form Board Test has also been successfully used to select apprentices in skilled trades. In addition, it may be more specifically relevant to drafting, architecture, and some occupations in the graphic arts.

Arithmetic: The Wide Range Arithmetic Test has norms on students from first grade to college. Mathematical ability is required in many occupations.

Dexterity: Several aspects of manual dexterity are measured

by the Purdue Pegboard Test, which also has been used for selection in Rochester industry. This type of dexterity is required in bench assembly and a variety of jobs in manufacturing. In selected cases, finer dexterity will be measured with the O'Connor Tweezer Dexterity Test, which measures a type of dexterity required in industries like electronics, where small tools are used to deal with tiny objects.

Vocational Interests: This testing program measures interests with either the Kuder Preference Record or the Picture Interest Inventory. Both provide a systematic record of a person's vocational interests, and this record can be compared with the known interests of people in a variety of occupations. There is evidence that both tenure and job satisfaction are related to patterns of vocational interests.

During the second operational phase of the PEG Program, 51 probationers were tested using one or more of the instruments described. All of these persons completed the Army General Classification Test, which measures general intellectual ability, or learning ability. Most of the examinees also completed the Bennett Mechanical Aptitude Test, the Purdue Pegboard, the Wide Range arithmetic test, and an interest inventory -- either the Kuder or the California Picture Interest Inventory. The Minnesota Paper Form Board, a test of spatial visualization, was administered to 22 of the probationers. The O'Connor Tweezer Dexterity Test has not been used to date.

The characteristics of the tested group, based on established norms, can be summarized as follows:

A. Intellectual Ability: The median AGCT score, 105, falls into the upper part of the average range for a general population group, indicating that these probationers were like the rest of the population in average mental ability. The range of scores, however, was somewhat surprising -- from a low of 49 (severely retarded) to a high of 141 (very superior and above the average of any professional group). Thirteen of these examinees were comfortably in the range where college students are found, and another 10 had scores in the technician, or junior college, range. For the most part, however, these probationers had not made full use of their intellectual abilities.

B. Mechanical Aptitude: The median score of the probationers on the Bennett test was better than the scores of 20 percent of a sample of industrial applicants for mechanical jobs, or better than the scores of 35 percent of a group of technical high school seniors. As in the case of intellectual ability, the mechanical aptitude scores of these probationers covered the entire range, although their average was in the lower half of the general population.

C. Dexterity: The median dexterity score of the group (Pegboard assembly score) was better than the scores of 72 percent of a sample of male industrial applicants, and there was a definite tendency for scores to cluster toward the high end of the range.

D. Mathematics: On the Wide Range Arithmetic Test, scores clustered toward the lower part of the range for adults; the median score of the group was at the 6.9 grade level. This does not mean that these adults were functioning exactly like the average student

in the ninth month of the sixth grade. It is probable that many of them had achieved up to their grade level while in school and had lost some mathematical ability from disuse. Only one of the examinees tested above the high school level in mathematics.

E. Space Relations: The median score of this group exceeded the scores of 40 percent of a sample of production workers. This placed the probationers in the lower half of a group with comparable backgrounds, although, again, the full range of scores was represented.

F. Occupational Interests: The Picture Interest Inventory was used with a majority of the examinees. As a group, they indicated that their aesthetic interests were highest (80th percentile), with mechanical interests next (75th percentile). Their median interests were in the average range in business, science, and work involving nature. Their interest in interpersonal relationships tended to be low, with a median at the 20th percentile. These results were not consistent with the interest patterns of those taking the Kuder inventory, on which the highest interest areas were social service and science.

What have been the concrete and identifiable contributions of the testing component to placement and career planning?

In two instances, test results apparently facilitated financial support by the Office of Vocational Rehabilitation for probationers to attend the local community college. These probationers showed intellectual ability at a level appropriate for college attendance. Another probationer with a high score in intellectual ability is employed

and paying his own college tuition. Two other probationers expressed an interest in mechanical or electrical apprenticeships, and this interest was supported by test scores in intellectual ability and mechanical aptitude. One of these men obtained employment in an automotive establishment, and the other joined the Air Force, presumably for technical training. A third probationer with high mechanical aptitude has been recalled to a mechanical job with the reassurance that he is suitably placed.

In a negative sense, test results made a contribution in identifying seven persons with mental retardation or borderline intellectual ability. Although this finding would need confirmation through individual testing, it has identified persons who might be eligible for other community services, and it contributed to the crystallization of ideas for placement or training of these individuals.

In a majority of the cases, test results were consistent with other evidence about the examinees, and this contributed to the assurance with which plans could be made. There were at least three probationers, however, who showed abilities substantially exceeding those that would have been inferred from their backgrounds alone, although up to the time of this writing, this finding has not been utilized in placement or training. In at least six cases, test results were instrumental in encouraging probationers to attempt to acquire High School Equivalency Diplomas.

APPENDIX III

PROGRAM OPERATIONAL COSTS

Budgeted program costs for the two successive grant periods, PEG I and PEG II, amounted to a total of \$115,897, exclusive of any estimated value of community volunteer time and other "in-kind" contributions.¹ Of this amount, \$77,568 was budgeted for actual program operations -- that is, for expenditures other than planning and start-up, research, or purchase of equipment. While there were of course some reallocations of funds during the course of the program, these reallocations primarily affected line items within the major category of program operations and therefore, for purposes of this broad overview, we have made no attempt to reflect these changes.

About 95% of the \$77,568 appropriation for program operations was expended for program staff and consultant costs. Operational personnel and consultant positions included: PEG Coordinator (a Senior Probation Officer), Community Liaison Officer/Personnel Specialist, Stenographer, Employment Guidance Council Chairperson, and Testing Consultant. The remaining operational expenditures involved such items as local travel, supplies, postage, and printing.

Using the figure of \$77,568 for operational costs, one can simply divide by number of clients² to get rough estimates of the

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These included time contributions of probation officers and administrative staff, as well as office space, some equipment, and general overhead.

²

In actuality, our client statistics reflect services rendered through May, 1975, while federal funds will support operations for another month. Therefore, we are understating the number of clients actually served and thus slightly overstating costs per client.

cost per referral, cost per experimental group client served, etc. For example, one could divide total operational costs by 321 cases screened, resulting in an average cost per client screened of \$241.64.

Of course, it is evident that this method of stating the cost per client, based on varying levels of service has serious drawbacks, since at some levels very little staff time is involved on any given client, and the client who stays with the program longest gets the most value of service. To get a little closer to a realistic figure, we have estimated, based on observation of staff responsibilities and activities, that approximately 40% of program services are devoted to serving individuals who are referred and screened only, and 60% are devoted to clients who make an appearance before the Employment Guidance Council. Apportioning costs on that basis, we arrive at the following cost per client estimate:

	<u>Screening Only</u>	<u>Screening and EGC</u>
Portion of Program Costs	\$31,027	\$46,541
No. Clients Receiving this Service	199 ¹	122
Cost per Client	\$155.91	\$381.48

We caution that these crude estimates are no substitute for a detailed cost analysis -- they are merely presented for the reader who desires a general notion of the expenditures a program like PEG would entail.

¹
Calculated by subtracting total receiving EGC treatment (122) from total screened (321).