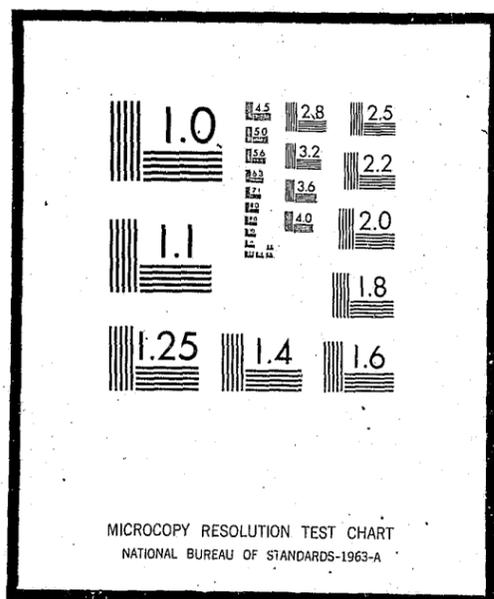


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CAREER EMPLOYMENT RESEARCH PROJECT
FINAL REPORT
JULY 1, 1973 - JUNE 30, 1975

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The preparation of this document was aided in part by a grant from the United States Department of Justice, Law Enforcement Assistance Administration, and the Washington State Law and Justice Planning Office pursuant to TITLE I of Public Law 90-351. Views or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the Department of Justice.

SUMMARY EVALUATION REPORT

Career Employment Research Project (CERP)
Grant Award Contract 1083
July 1, 1973, to June 30, 1975

Hypothesis

Non-coercive placement of 16- and 17-year old, high school dropout, delinquent youth in full-time, career jobs will result in a statistically significant decrease in (1) the number of individuals subsequently contacted by the Seattle Police Department, (2) the number of offenses committed by recidivators, and (3) the severity of offenses committed.

Operational Description

CERP was operated by the Seattle Public Schools during the 1973-74 and 1974-75 school years. During this period, project personnel contacted an estimated 2,100 businesses to develop full-time, career-oriented jobs for delinquent youth. To assist in this development, a 50 percent salary subsidy (up to \$1 per hour maximum) for up to 26 weeks was available. This resulted in 110 job offers that met project criteria.

The number of youths (642) referred for job placement were primarily from Seattle Public Schools (481, or 75 percent); Juvenile Court (70, or 11 percent); and, Juvenile Parole Services (44, or 7 percent). The remaining 47 (7 percent) were from other agencies, friends, relatives or self-referrals. The number of referrals meeting program criteria for services (that is, 16 or 17 years old, school dropouts, prior delinquent contacts and residents of Seattle) was 281, or 44 percent of the total referral group.

Of the 281 eligible youth, 162 (58 percent) were randomly assigned to an experimental group to receive CERP job placement services. Exactly half (81) of the eligible experimental youth were hired, with 66 being placed once, 12 placed twice and 3 placed 3 times. The total weeks worked by this group, as of June 30, 1975, was 760 weeks, or a mean average of 7.68 (760/99) weeks per placement, or 9.38 (760/81) weeks per person.

Job dispositions for the 99 placements were as follows: 12 still working at last follow-up; 23 fired, plus 1 additional person fired for burglarizing the business; 5 laid off; 56 quit (3 because they moved from the area, 2 for illness, 3 to return to school, 3 for better jobs, 1 refused the job when hired, and 1 never showed up for work); 1 court-ordered to another program, and 1 job injury.

Of the 81 youths placed, 9 worked for at least 26 weeks (the length of the subsidy). Seven of the 9 continued working beyond 26 weeks.

Impact Evaluation

CERP failed to find any statistically significant decrease in three delinquency measures (number of offenders, mean number of offenses and severity of offenses) when the entire experimental group was compared to the control group. When employed experimental group youth were compared with the control group or non-employed experimental youth, the lack of significant difference was also obtained.

Follow-up police contact data from program entry to May 31, 1975, were analyzed to evaluate the objectives. Of the 162 experimental youth, 74 (or 46 percent) were recontacted. Of those recontacted, the average number of offenses was 2.47, with an average severity rating of 4.01 (offenses rated from 1 to 7, with 7 being the most serious offense). Of the 119 control youth, 51 (or 43 percent) were recontacted. The average number of recontacts and severity were 2.98 and 4.24 respectively.

None of these differences was significantly different at the $p=.05$, or 1-in-20, level.

Comments

This project has terminated as of June 30, 1975; unexpended funds have been returned to the State, and the project will not be continued for a third year.

Based upon data collected through this project, the following conclusions may be drawn:

1. The number of serious juvenile offenders meeting project entrance criteria who are actually interested in full-time employment has been overestimated.
2. Once placed on jobs, it is extremely difficult to keep this target population voluntarily employed for more than several months.
3. Jobs gained in this manner, with typically short duration, do not significantly reduce delinquent behavior.

KEM/es
7-28-75

ERRATA SHEET

The following corrections were noted after preparation of this report:

1. Page 64: In Table 3, the numbers in the 1973-1974 control group that have been employed through CERP and have been placed through CERP are misleading. Instead, Table 3 should read:

TABLE 3: DIVISION OF EXPERIMENTAL AND CONTROL GROUPS

	1973-1974			1973-1974		
	Experi- mental	Control	Total	Experi- mental	Control	Total
1. Have been or are employed through CERP	56	0	56	25	0	25
2. Have not been placed through CERP	<u>54</u>	<u>98</u>	<u>152</u>	<u>27</u>	<u>21</u>	<u>48</u>
	110	98	208	52	21	73

2. Pages 72 - 73: The last sentence on page 72 is an incomplete one. It should read:

"Also, the mean number of offenses for second year experimental and control groups (1.50 and 1.20 respectively) were considerably lower than for first year experimental and control groups (2.58 and 2.76 respectively)."

3. Pages 77-78: For tables 17 and 19, the figures are incorrect. The paragraph immediately following Table 17 also changes. Both tables and the paragraph should read:

Table 17: Second Year CERP Operation: Comparison of severity of subsequent contacts of experimental group with control group.

Group	Number of Subsequent Contacts	Mean Severity By SARP Scale
E N = 52	30	4.67
C N = 21	5	3.00

t = 1.09, df = 33, p - not significant

In looking at the two experimental groups for year one and two of CERP operation, the second year experimental group had a higher mean severity (4.67) than the first year experimental group (3.96).

TABLE 19: SECOND YEAR OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EMPLOYED EXPERIMENTAL GROUP YOUTH (E I) with UNEMPLOYED EXPERIMENTAL GROUP YOUTH (E II).

GROUP	NUMBER OF SUBSEQUENT CONTACTS	MEAN SEVERITY BY SARP SCALE
E I N = 25	16	4.31
E II N = 27	14	5.07

t = 48, df = 28, p = not significant

I. Program Description

A. GENERAL

The Career Employment Research Project sought to reduce delinquent and antisocial behavior in juvenile offenders by increasing their long-term employability, their vocational and academic competence, and helping them become career directed. It was anticipated that the development of such skills would provide these young people with access to the economic and social mainstream of society and thereby reduce juvenile (and subsequently adult) criminal activity. The primary means used for achieving these ends was the employment experience.

CERP attempted to place 16 and 17-year-old school dropouts with delinquency records on full-time jobs. The project sought openings that would provide significant on-the-job learning opportunities and at the same time offer the greatest possible chance for the new employee to succeed. Placements were made after several hours of pre-employment evaluation and counseling. Jobs were sought from concerned businesspeople, and openings were filled with regard to the youth's interests, abilities, aptitudes, and geographical area of residence. There was no pre-employment skills training. However, the project helped defer the employer's on-the-job training expenses by reimbursing him up to \$1.00 per hour of the CERP employee's wages for a 26 week period. After placement, follow-up visits were made as often as necessary, and close contact was maintained with working youths and their employers.

CERP operated for 11 months (August through June) during the 1973-74 school year and was subsequently refunded for another 10 months of operation (September through June) during the 1974-75 school year. Both segments of the project were executed under the same research design and the grants were nearly identical. The second segment served a new group of clients and thereby provided additional data to increase research validity and facilitate such activities as cross-validation of predictive models based on analysis of the first year's data.

A detailed discussion of the project, its goals, operation, setbacks, and successes follows.

B. GOALS AND OBJECTIVES

The primary goal of the Career Employment Research Project was to significantly reduce incidents of crime among juvenile offenders who were given subsidized employment through the Career Employment Research Project. Primary objectives of the program were as follows:¹

- 1) To significantly reduce the number of individuals having subsequent police contact.
- 2) To significantly reduce the number of offenses for which subsequent police contact is made.
- 3) To significantly reduce the severity of offenses for which subsequent contact is made, in the CERP experimental group when compared with the CERP control group.
- 4) To predict significantly better than chance, those youths given CERP work experience who will not have subsequent police contact between program entry and program completion date.

At this writing, it appears that the project has not achieved its primary goal or reached its primary objectives. The first phase of research by the Law and Justice Planning Office indicates that there has been no statistically significant difference in the number of subsequent police contacts between the experimental and control groups. (See *Evaluation* section for details.)

The project did succeed, however, in meeting its secondary objectives. These were identified as follows:

- . Provide employment for 75 or more youths.
- . Provide vocational support services for the 75 or more youths as necessary.
- . Continue the public school's participation in meeting the requirements of the target population.
- . Increase access to specialized educational and vocational training for delinquent youths in the city of Seattle.

¹The second year project statement amended certain goals and objectives for clarity. This report reflects these amendments as well as the addition of the fourth primary objective.

- . Increase community business sector participation in dealing with the juvenile crime problem.

ACCOMPLISHMENT OF SECONDARY OBJECTIVES:

- a. To provide employment for 75 or more youth. Seventy-seven youths were placed on full-time jobs for a 103% attainment of this objective.

It should be noted, however, that although the number of anticipated placements was exceeded, the research design was not validated as it was originally conceived. The project statement² did not enumerate a goal or objective specifying the length of time that each youth must work. However this subject was later addressed in the *Research Design/Evaluation* section as follows: "The design and evaluation of the project depends upon the maintenance of a minimum of N-75 in both groups [working and controls] for a period of 26 weeks." The project statement made provisions for replacing youths who dropped out of the program but clearly did not anticipate the magnitude of this problem. In fact, the design was written as though 75 youths would be placed on jobs and most, if not all, would continue working for 26 weeks.

The reality of the situation was quite different. Many youths quit after several weeks or less, and few held their CERP jobs for the full 26 week period. When no means could be found to correct this situation, the research work proceeded with the added consideration of what fraction of the 26 week period of employment each enrollee completed. In addition, with the obvious probability of having to place considerably more than 75 youths before arriving at that number who would stay employed, the staff began to look closely at both the number of placements and the

²"Project statement" refers to the formal grant application which delineated the overall plan for CERP and was to be a binding blueprint for program policies and methods of operation. "Second Year" or "CERP-B Agreement" refers to the formal agreement extending the program for an additional school year. It consolidated, clarified, and added goals and objectives, and amended certain details from the original plan but made no major operational changes.

total time worked. One way of doing this was by expressing the original intent of the project statement as the product of multiplying 75 youth times 26 weeks. The exact figure is 1950 youth/weeks. The project staff resolved to consider this as an objective and attempted to reach it.

Because of the great deal of time required to make a placement and the difficulty of keeping youths on their jobs, this informal objective was only partially met. Ninety-eight full-time placements were made. The 98 placements represent 78 different youths who worked.³ At the end of the project⁴ total youth weeks worked was approximately 760. (For purposes of computation, any fraction of a week was counted as one week.) This represents 39% of the 1950 youth/week objective.

- b. To provide vocational support services for 75 or more [working] youths as necessary.

In addition to pre-employment counseling with emphasis on appearance, interview conduct, and completing applications, the program provided post-employment support for both employers and enrollees. Services rendered included many instances in which staff members assisted in resolving problems concerning attendance, punctuality, and work quality on the job. The program also helped students pass the health permit exam and assisted in finding outside courses and programs to upgrade the students' skills. In addition, the staff kept in close contact with probation and parole officers, case workers, parents, foster parents, and various agencies in order to ensure the continued personal development of many of the enrollees. In two instances a mental health professional was called in to counsel students who were having significant difficulties adjusting to work.

- c. To continue the Seattle Public Schools' participation in meeting curriculum requirements of the target population.

³ Eighty youths were actually placed. Three who were hired, however, subsequently refused to show for work. The program placed 66 youths once, 12 youths twice, and three youths were placed three times.

⁴ Figures were prepared 6-23-75 and projected one week.

The school district awarded two high school credits to each CERP enrollee who completed 26 weeks of full-time work. Partial credit (as low as one-half) was also granted to enrollees completing less than the full 26 weeks. The enrollees were graded by their supervisors and the final grades were entered on their permanent records as work experience credit. In addition, enrollees who worked for more than 13 weeks but less than 26 weeks received one credit.

- d. To increase access to specialized educational and vocational training for delinquent youth in the city of Seattle.

The project offered assistance to any enrollee desiring to return to school on a part or full-time basis. Services rendered ranged from advising enrollees where to get registration information to personally guiding them through the total re-entry process. To date, at least 28 enrollees have gone from the program back to school classrooms. This represents 17% of the total number of youths admitted to CERP.

In addition, numerous working students were advised of the availability of evening vocational and educational programs. CERP youth took advantage of these opportunities to work toward their GED or improve their vocational skills.

- e. To increase community business sector participation in dealing with the juvenile crime problem.

The CERP staff increased business sector participation in dealing with the juvenile crime problem through its job development efforts. Approximately 2100 employers were contacted about the program. Few employers "made positions", but many were willing to participate in the program in order to fill existing or anticipated vacancies. Almost all employers thought the program was needed and was of considerable merit. Many positions with excellent learning opportunities and income potential were offered.

Each participating employer was given a thorough explanation of the program, what was offered to all parties involved, and what special problems or situations might be encountered. Most expressed concern and wanted to help, but those who truly

understood the problem and were able to accommodate it were in the minority. They generally gave the enrollees fair and unbiased treatment, but it was difficult for them to understand the needs of the youths and almost impossible for them to find the time necessary to help meet those needs. However, given the many business obligations of these men and women, their contributions to CERP were often more than generous, and sometimes truly outstanding.

II Operation

A. GENERAL STATEMENT

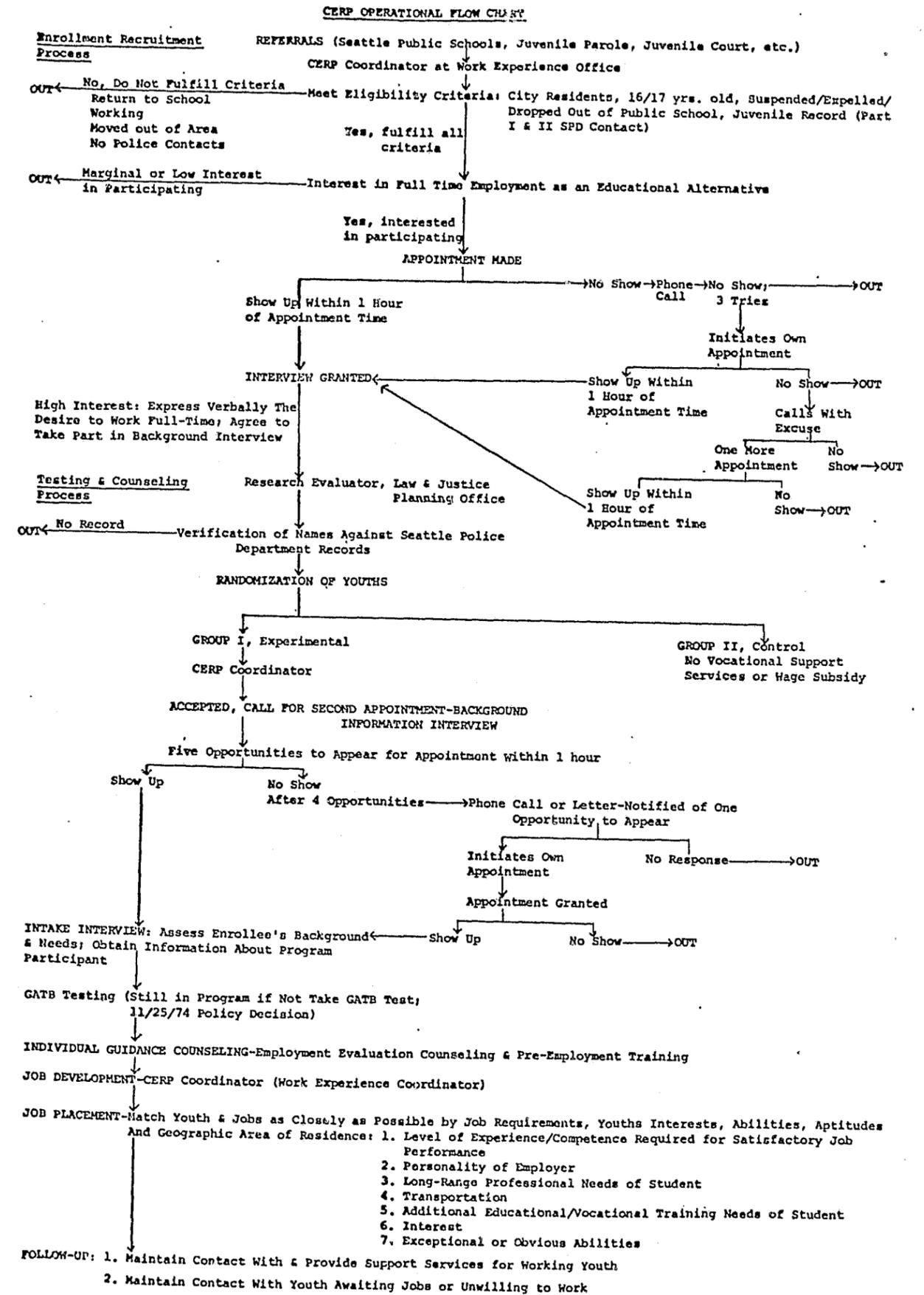
The general operation of the Career Employment Research Project is best described by dividing the program into six basic components:

1. Enrollee recruitment
2. Testing and counseling
3. Job development
4. Placement
5. Follow-up
6. Program thrusts

The flow chart (see following page) illustrates the overall plan of program operation and provides a graphic reference to the first five components. It is a generalized overview and represents basic procedures as they were outlined in the project statements and subsequent policy decisions. Details of these activities, specific variations, and problems that were encountered are discussed below.

1. Enrollee recruitment

This area of the program caused more problems than any other. The difference between how the project statement originally described this procedure and what actually happened are indeed striking. Of prime importance is the fact that the target population was significantly reduced by a policy decision made early in the program. The project statement identified the target population as "all city residents between the ages of 16 to 18 [this



meant youths 16 through 18], who have dropped out of public school, and who have a record of a commission of a Part I or Part II offense." Actually, 18 year olds are treated as adults in the criminal justice system. The project statement erroneously included this group in the original plan. Shortly after the program started, it was realized that 18 year olds did not belong in a research project dealing with juvenile offenders, and the target population was narrowed to include only 16 and 17 year olds.

The exclusion of the 18 year olds was unfortunate for two main reasons. First, they would have been by far the easiest to employ. Employers prefer more mature employees and many request that potential workers be at least 18. Also, 18 year olds are not required to have work permits and are not bound by the restrictions of the child labor provisions of the Fair Labor Standards Act. Second, the exclusion of the 18 year olds reduced the target population by about one-third, perhaps more.

Even without considering the exclusion of the 18 year olds, however, it is evident that the target population was considerably smaller than the excess of 1000 that the project statement estimated. This figure was derived by assuming "an annual school drop-out rate of approximately 7% and an annual per capita delinquency rate of 20+% of the total juvenile population." The project statement went on to say that "it is anticipated that a minimum of 20% of the 5000 school dropouts should also have a delinquent record (5000 X 20% = 1000 eligible youth)." The project statement did not cite sources for this information. In actuality the dropout population is extremely difficult to measure. The Seattle Public School's Department of Student Placement explained that there are a myriad of problems involved in counting dropouts.⁵ For example, many students drop out and then return to another or the same school; some students drop out and then enroll in school in another school system; and some dropouts are 19 and 20 years old. Who counts as a dropout? How many students drop out and really do not return?

Figures supplied by the Seattle School District Student Placement Office also indicate that a careful appraisal of the number of students out of school will vary greatly depending upon what time of the school year the measurement is taken. Although students are continuously dropping out and reentering, the trend is typically characterized by an increasing number of students leaving school from October to May and large numbers of reentries in September (and to a lesser extent in January). The figures cited below represent the total number of dropouts for the indicated school year minus those individuals who had returned by the end of the first semester (mid-January) of the following year.

During 1972-73, the first school year prior to program operation, 1,695 students (ninth through twelfth grade) dropped out and did not return. Of these, 349 could not be located, 314 were age 18 or over, 32 were pregnant, and 128 were employed. These dropouts would not be available and/or eligible for CERP. For program purposes, the original total has been reduced from 1965 to 872. Of this number the Student Placement Office further categorized these youth as follows:

Suspended	322
Physically, Emotionally, or Mentally Impaired	46
Completion of the Ninth Grade.	419
Married	66
Supervision by a Public Agency	19
Total	872

It was unlikely that all of these 872 dropouts would have been available for the CERP Program. Many of the 872 may not have been the correct age, were unable to work or disinterested in employment, etc. For the purposes of these calculations, however, it will be assumed that all 872 were available. The next step, then, is to determine how many of these youths were likely to have had delinquency records.

⁵A Report for 1972-73, Seattle Public Schools, Department of Student Placement, January 7, 1974, p. 12.

The project statement did this by multiplying the estimated number of dropouts by "an annual per capita delinquency rate of 20+% of the total juvenile population." The 20+% figure seemed slightly high and the staff's efforts to substantiate it resulted in different information. For example, the Seattle Police Department Juvenile Division reported that approximately 5000 new juvenile numbers were issued to Seattle residents in 1974⁶ (a new juvenile number represents one youth's first police contact). The Seattle population of 10 through 17 year old youth was 64,085 according to 1970 census data. These figures yield an approximate 8% annual delinquency rate for the total Seattle population (as of 1970) for 10 to 17 year olds. This, of course was considerably less than the project statement's 20+%.

Using the project statement's method of estimating the size of the target population, but with the new figures, the results are as follows: $872 \times 8\% = 70$. The intent of these calculations is not to determine the theoretical size of the target population but rather to illustrate that the original estimate may have been in significant error. Indeed, the experience of the CERP staff indicated that there were considerably fewer interested and eligible youths than originally anticipated.⁷

The initial plan called for a list of eligible CERP candidates to be compiled by the school district. Next, a determination of the student's potential interest in a subsidized job was to be made. The list was to be updated monthly and sent to the researcher at the Law and Justice Planning Office. It was expected that the monthly lists would exceed 100 youth. Random assignments to the experimental or control groups were to be made by the researcher. It was anticipated that the array of referrals would exceed by a substantial portion the maximum capacity of both the control and experimental groups.

Unfortunately, the staff found it very difficult to locate youths eligible and interested in the program. Lists of dropouts from the Seattle School District were substantial, but most 16 and 17 year olds had already returned to school or were planning

to return soon. This was true when large lists were obtained in August and December during the first year and again in September of the second year. The December, 1974 effort to locate possible enrollees provides an excellent illustration of the difficulty involved in recruiting participants for the program.

The Work Experience Coordinators in each high school obtained lists of students who had dropped out or had been suspended since September, 1973. These lists were screened to eliminate students who were over or under age, could not be contacted by phone, or were not listed as living in the Seattle Schools' attendance area. This reduced the size of the original list from over 400 to approximately 200 names. About 200 telephone contacts were made and 25 students expressed interest in the program. Their names were submitted to Law and Justice Researcher, and seven were approved for the experimental group. Of the seven, the staff was able to get only four in to be tested and interviewed. Obviously, a great deal of time and effort was expended for each referral obtained from the school district lists.

Referrals were also obtained from other sources, but as in the case of the school lists, outside agencies yielded far fewer program participants than was originally expected. In fact, the school lists supplied more referrals than any other agency. (See *Results* section for details.) In addition, a higher than usual percentage of students referred from such agencies as the Juvenile Court or Juvenile Parole Services as compared to other referral sources seemed to be only marginally interested in the program. After some very frustrating experiences, probation and parole officers sometimes told the staff that a few of their referrals may have had minimal chances for success in CERP, but they had tried everything else and decided that referring their client to the program could do little harm, and perhaps some good.

Finding potential enrollees, then, was a substantial problem that handicapped much of the program operation. Coupled closely with this was the difficulty encountered in determining if each youth was really interested in full-time employment

⁶ Seattle Police Department, Data Processing Division. The exact figure is 4728. The comparable figure for 1973 is 3451.

⁷ See appendix for additional discussion of target population size.

as an educational alternative. The project statement called for youths with marginal or low interest to be screened out. This proved to be a difficult task during both years of program operation.

Two main obstacles to effective screening quickly became apparent. First, the determination often had to be made in a telephone conversation. The staff was so busy trying to locate potential enrollees that there was virtually no time to schedule personal interviews to determine a youth's interest in working. Second, program participants were in such short supply that the staff tended to accept rather than reject youths who seemed only marginally interested.

The result of these two situations was that almost every eligible youth contacted was admitted to the program. It soon became apparent that when most delinquent dropouts were asked by strangers over the phone if they wanted a job they invariably answered yes. Unfortunately, this reply usually represented little deliberation and no commitment. Most youths didn't seem to consider the realities of getting a job until they were later asked to come in for an interview. Needless to say, many didn't show, and the concept of screening out youth with marginal or low interest become meaningless to the program staff.

Compounding the problem was fact that once a youth was admitted to the program, the staff was committed to work with him. No youth could be dropped from the program for lack of interest until he had been placed on at least one job. (See *Policy Decisions*.)

Thus, the project statement and subsequent agreements with the Law and Justice Planning Office obligated the staff to continue to attempt to work with uncooperative referrals and enrollees. The resultant paperwork, phone calls, letters, and home visits were extremely time consuming and usually did not lead to subsequent job placement.

During the second year of operation the project staff attempted to reduce the problems associated with uncooperative enrollees with some new referral methods and proposals. The plan basically called for more thorough dissemination of information concerning program services and referral procedures

to outside agencies. It included all activities carried out during the first year plus personal meetings with all juvenile probation and parole units serving the CERP target area. In addition, personal presentations were also made to several other organizations serving alienated youth. A referral information packet describing the program and outlining referral procedures was also put together and given to each person attending the meetings and mailed to numerous additional agencies.

By carrying out this activity prior to the intake of any clients, it was anticipated that less time would have to be spent later in the project on enrollee recruitment and that this initial, more comprehensive, solicitation would result in a greater number of referrals throughout the year. This would enable the staff to conduct interest assessment interviews in person rather than over the telephone. The net result, then, would be a very significant savings of time in the area of enrollee recruitment and the elimination of unproductive activity previously required for record keeping and other extraneous activities created by admitting uncooperative enrollees into the program.

These activities did increase the number of agency referrals relative to the first year. However, the total number of referrals was still not adequate for the proper operation of the program. Thus, the personal screening interviews were gradually phased out as an increasing need for enrollees necessitated a return to the telephone interview screening process used the previous year. Once again the concept of adequate screening proved not to be viable within the existing framework of the project.

The staff observed four main problems in the areas of enrollee recruitment and screening. First, (as discussed earlier) there were probably far fewer target youths than originally anticipated.

Second, most probation, parole, and other rehabilitative programs have an educational component as their nucleus. Counselors generally go to great lengths to keep their clients in some kind of classroom situation. Since only youths who had completely dropped out of school were eligible for CERP, the program ran contrary to what most counselors

thought were the best interests of the majority of their clients.

The third serious recruitment problem was the randomization procedure. Many agency personnel did not make referrals because one out of every two youths (one out of three the second year) was placed in a control group and received no services. Placement in the control group was very disappointing to most of these young people. Because the majority of youths referred were already distrustful of the "system", the denial of program services often had an adverse effect on both the client's overall attitude and his relationship with the counselor. This problem was a significant burden to the program staff as well as the referring agencies.

The fourth major problem inhibiting recruitment and screening activities centered around procedures and paperwork required to drop an uncooperative prospective enrollee from consideration. The research team (Seattle Law and Justice Planning Office) set up specific criteria to be met before a youth could be screened out of any stage of program participation. Since the project statement already provided for this screening, the effect of the criteria was to establish an empirical definition for "disinterested youth." This definition strengthened the research design but also established very low program admission standards. Even more significantly, it required the staff to spend a great deal of time making phone calls, writing letters, and keeping records. These activities related solely to interest level evaluation of each youth and therefore detracted from the ultimate objective of placing youths on jobs. The second year procedures for initial screening of referrals illustrate the complexity of this phase of project operation.⁸ They were specified to the staff as follows:

- "1. A [project eligible] is called and informed about the program and asked if he/she is interested in participating.

⁸In addition to these interest screening criteria, similar requirements were established for each appointment in subsequent phases of the project. They specified conditions under which uncooperative enrollees could be dropped from program participation.

- "2. If the answer is yes, an appointment is made.
- "3. If the student shows up within 1 hour of the appointment time, the student will be granted an interview.
- "4. If the student does not show up within an hour, he/she will be given two additional chances (for a total of 3 tries).
- "5. When a [project eligible] does not show up, a phone call is made to inquire as to the circumstances, and whether or not [the youth] is interested in a further appointment.
- "6. After three tries, if a student does not come in for an appointment, this person is informed he/she will be dropped from consideration unless he/she initiates an appointment on his/her own and is there within an hour of the appointed time.
- "7. If the student initiates an appointment and fails to show up, that student is dropped from consideration unless the student calls and explains extenuating circumstances which kept him/her from keeping the appointment. At that time he/she would be given only one more opportunity."

Unfortunately, many referrals did not show up within one hour of their first scheduled appointment. Thus, the process outlined above had to be carried out to varying degrees of completion, and not uncommonly, to its last stage.

In conclusion, the enrollee recruiting process can be summarized by the following main points. The target population was considerably smaller than originally anticipated. Locating referrals was difficult and extremely time consuming. It was very difficult to screen out disinterested youths and the research criteria did not allow much selectivity anyway. Recruitment problems resulted in less time being available for other aspects of the project, difficulty in achieving the required sample size, and many disinterested youths being admitted to the program.

2. Testing and counseling

The project statement outlined four main areas of pre-employment services. These included the intake interview, individual guidance counseling, individual employment evaluation counseling, and pre-employment training. As part of the initial procedure the original plan also called for each enrollee to be tested with the General Aptitude Test Battery and/or the Differential Aptitude Test.

The intake interview was to be an in-depth "assessment of the juvenile's problem with particular emphasis on evaluation of adjustment to prior experiences." Health factors and other information affecting the youth's employability were also to be noted at this time. Using this information and the completed standard intake forms, personalized programs were to be developed to "move the client ahead to employment placement and follow-through services."

Individual guidance counseling was intended for enrollees whose needs included "personal growth counseling," "community resource coordination," and "client advocacy."

The project statement described individual employment evaluation counseling as a service to be provided enrollees just prior to their involvement in the employment placement sequence. Considerations to be made were the youth's individual interests and abilities, and on what specific job the youth was to be placed. Also to be considered were "(1) the level of experience or competence required for satisfactory job performance, (2) the personality of the employer, (3) the long-range professional needs of the student, (4) transportation, and (5) additional educational/vocational training needs of the student, etc."

The fourth area of pre-employment services was identified as pre-employment training. This activity was intended to assist project youths in developing the skills and self-confidence necessary to seek and hold employment. It was anticipated that classes consisting of small groups of enrollees would be held over a three day period. These classes were to include practice in completion of

applications for employment, mock employment interviews, and proper resume' preparation.

In the testing and counseling phase (as in enrollee recruitment), there were some significant differences between anticipated procedure and what actually transpired. During the first year of operation these differences involved a consolidation of the four areas of pre-employment services. This was necessary because of limited staff time and the difficulty involved in getting youths to keep office appointments. Because it was so difficult to get enrollees to the office, the staff attempted to provide each youth with a maximum amount of services at a minimum number of appointments. For example, it was quickly learned that if youths were scheduled for an "aptitude exercise" (every possible euphemism for "test" was used) on a different day of the intake interview, the majority would not show.

During the first year, then, the usual pre-employment service involved one day for the intake interview and testing, and another day for individual counseling regarding employment application completion and interview techniques. In some cases there was a third and fourth meeting, often just prior to an employment interview. The staff essentially combined the first two original services into the first meeting, the second two original services into the second meeting, and substituted individual instruction for the small class concept.

During the first meeting the program was fully explained to each enrollee and the intake forms were completed. Discussion included past work history, hobbies and interests, job preferences, family and court situations, health, and other factors relating to job placement. Much of this information proved to be the same for each enrollee; little or no work experience, no hobbies or interests, little or no job preference, living on own, in foster home, or in broken home, and general lack of direction and sense of responsibility. Immediately after the first meeting the U. S. Department of Labor General Aptitude Test Battery was administered.

The second meeting often retraced ground covered in the first and additionally covered application completion and interview dress and conduct. A

very comprehensive sample application was completed by the counselor and enrollee, and interview instruction included practice questions likely to be asked by potential employers. At the completion of this meeting enrollees were told to keep their sample applications and be prepared for an interview when a suitable opening occurred. When a significant amount of time passed between the second meeting and the first job opportunity, the staff tried to maintain contact with the enrollee to assure him that a job was being sought.

This modified testing and counseling sequence worked reasonably well considering its intended capabilities. It was obvious, however, that more pre-employment counseling was needed. The main problem was how to deliver this service to an essentially unwilling clientele. Since the project was designed to operate without pressuring the clients, (it was not to be an alternative to incarceration, for example) the counseling and testing format had to be made more attractive. This included impressing upon the enrollees the benefits to be gained from their participation in counseling activities.

A revised format was introduced at the beginning of the second year of operation. The sequence started with the personal screening interview discussed earlier (See *Enrollee Recruitment*). When the program was fully explained and the youth's interest was confirmed, (every youth who showed up for a screening appointment expressed interest in the program) the standard intake forms were completed and the youth's general background and current needs were discussed in detail. This interview usually lasted one to one and a half hours. At its conclusion the prospective enrollee was told that the results of the randomization would be available within one or two days and that he would be notified immediately.

Next, youths who were admitted to the experimental group were contacted and reminded that attendance at only two more meetings was necessary to be eligible for job placement. The meetings were always scheduled for Thursday afternoons and Friday mornings respectively. Since almost all interest screenings were scheduled Monday through Wednesday, it was possible for every enrollee to complete the

total intake, counseling, and testing sequence in one week.

The enrollee's first appointment after actual admission to the program was for GATB testing. Each youth received reassurances that the test was impossible to fail and could only help in subsequent successful job placement. The test was always given to groups of five or less to insure against an impersonal atmosphere. Proceedings were conducted as informally as possible.

Upon completion of the test each enrollee was reminded of the short class session to be held the following morning. They were given a blank personal data sheet as well as one that had been completed with information representative of what they would use. There was no mandatory homework, but the youths were asked to look over the sheet and fill in their own information if they desired. Total time for the GATB test, rest breaks, etc., seldom exceeded three hours.

The next day's pre-employment class covered the following main points:

1. Types of jobs and salaries to be expected.
2. How to live on \$2.00 an hour. (Intended to show enrollees that a modest wage could meet their needs for self-support.)
3. The value of work experience.
4. Where and how to look for a job on your own.
5. Personal appearance for job hunters.
6. How to complete an application.
7. Interview conduct.

The lesson plan allowed considerable flexibility and included a packet of easy to read handouts for each student. The last three topics were covered in detail. Activities included the completion of each individual's personal data sheet, mock interviews, and general discussion. Specific problems unique to CERP enrollees (being a dropout, having a delinquency record, etc.) were given special attention. After the class, brief interviews were

conducted with each individual. This time was used to confirm information received earlier, inform the enrollee of the approximate length of time required to find him an interview opportunity, and encourage preparedness. Each enrollee was also urged to do some job hunting on his own. Subsequent contacts with enrollees were made when interview opportunities arose or as any need dictated.

The second year counseling and testing sequence worked very well when the youths kept their appointments. Unfortunately more appointments were broken than kept. Like the revised personal screening interviews, the remainder of the testing and counseling sequence was gradually abandoned as the necessity to place enrollees on jobs did not allow the staff time to attempt to provide pre-employment services to uncooperative clients. The situation became so troublesome that the researchers waived the GATB testing requirement during the second year of project operation. Thereafter, some youths were placed on jobs following only one office appointment.

In summary, the staff administered as much pre-employment counseling as time and circumstances allowed. Many enrollees, however, simply did not have the patience and/or the desire to participate. Unfortunately, given the project statement's plan to place delinquent high school dropouts (most of whom had considerable difficulty reading and writing) in gainful "career/professionally oriented" jobs or apprenticeship experiences, several years of pre-employment preparation would have been realistically appropriate for the majority of the enrollees. Considering the overall employability of the youths, the time and resources available for preparation, and an area unemployment rate of 7.3%⁹, the caliber of jobs on which enrollees were placed was quite impressive. (See *Placement* section for details.)

3. Job development

Job developing activities were conducted by the two CERP Work Experience Coordinators (one CERP

Coordinator the second year) and by the twelve high school work experience coordinators (ten the second year) who devoted 10% of their time to CERP. The staff sought jobs on a general canvassing basis and also looked for specific positions for individual enrollees. In every instance, jobs with significant learning opportunities and long range career potential were sought.

Specific jobs were sought when an enrollee expressed an interest in a certain type of work, had hobbies or interests that could be related to work, or possessed above average aptitudes that might be applicable to certain jobs. When jobs were found on a general canvassing basis, the staff looked through the files for enrollees who would best fit the position. Thus, in some cases enrollees were matched with jobs and in others, jobs were matched with enrollees.

Most job developing was done by making personal contact with businesses. In a few instances the staff had knowledge that an employer was interested in participating in a program such as CERP. In other cases businesses already participating in the regular Work Experience Program were contacted, and many businesses were simply approached "cold." CERP jobs were also solicited when businesses called in regular work orders to the school work experience coordinators.

Jobs were also sought by letter in a mass mailing to participating work experience companies, by writing personal letters to personnel officers of large companies, and by following up on "help wanted" ads in the newspaper. Although these methods yielded some suitable jobs, they were not nearly as effective as personal contact.

The usual procedure followed for a personal contact job development visit was to approach an employer, briefly explain the program, and hand him a one page explanation of the project and a sample of the student wage reimbursement form.¹⁰ Almost everyone

⁹ Average, seasonally adjusted Seattle-Everett metropolitan area unemployment rate during project operation.

¹⁰ The reimbursement or training subsidy offered to pay participating employers 50% of the CERP employee's wage (up to \$1.00 per hour maximum reimbursement) for a 26 week period. The collection of the subsidy required no formal contract and very minimal paper work. Although some employers elected not to claim the reimbursement, the staff considered it to be of significant value in soliciting jobs.

professed interest in the program and thought it was a needed service. Most employers said that they could not participate, however.

When an employer did express interest and a willingness to participate, all aspects of the program, the participating youth, and the job opening were discussed at length. One common result of these discussions was that the employer obviously was anxious to make a social contribution and liked the idea of "rehabilitating" someone but really had no conception of what was involved. When such an employer could not seem to grasp the nature of the project or what complications could occur, he was thanked for his time and told that his job opening was probably not suitable for the project.

Employers who did seem to have a realistic conception of what might be expected were accepted into the program and arrangements for interviews were made immediately.

Because of the amount of time required for enrollee recruitment, counseling and testing, and follow-up activities, the two CERP Coordinators did not have an opportunity to perform as much job developing activity as they would have liked. In almost all cases, however, one of the CERP Coordinators personally interviewed the prospective employer before an enrollee was placed. Since heavy reliance had to be placed on the school coordinators for job development, a plan was devised to maximize the efficiency of their time allotted for the project.

At various time intervals specific enrollees were assigned to each school coordinator. The coordinator then met personally with that youth and/or reviewed the youth's file. He then set out to specifically find a job for the assigned youth. If after a few weeks, the coordinator had not found a job for that enrollee, the youth was transferred to a second coordinator and the first coordinator was given a new enrollee to work with.

The success of this plan varied from excellent to poor and seemed to be dependent on a number of factors. Among these were the individual coordinator's personal style and effectiveness at job developing, his commitment to and interest in the CERP Program, and his ability to relate to the various CERP enrollees.

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In addition to the method described above, several other means were used to familiarize the school coordinators with the employment needs of CERP enrollees. These included the distribution of data sheets describing the employment requirements of work-ready youth; written or verbal requests that a coordinator seek a particular type of job in his or her area; and very informal conferences between enrollees and coordinators. In general, the staff tried to provide some structure for job developing activities while also allowing for flexibility in order to realize the maximum benefits of the diverse talents of the various school coordinators.

The overall job development effort was very comprehensive. The school coordinators traveled approximately 2,000 miles while seeking CERP jobs, and the total number of businesses contacted is estimated to be in excess of 2,100. Over 110 job orders meeting CERP's criteria were received. The approximate, five percent ratio of jobs received per businesses contacted compares favorably to other youth employment programs dealing with non-delinquents.

In addition, the quality of the jobs found was good. Employers tended to be quite understanding, and only a small minority did not give their new employees some degree of special help or consideration.

Persons particularly adept at relating to enrollees tended to be interested in providing an opportunity but were not overly sympathetic. They also had some conception of what the youth's home and personal life might be like and what effect these circumstances could have on his job performance. They gave instructions simply and clearly and were firm but not overly authoritative. Finally, they criticized gently and constructively and encouraged and praised when appropriate. Employers possessing these qualities were among the best the project worked with and a great deal of time could have been devoted to identifying people of this character and soliciting their participation.

The jobs found and the students who were placed on them are discussed the following section.

4. Placement

In order to illustrate the exact results of the placement activities, this section lists and describes what types of jobs were filled. A second list indicates which enrollee worked at each job and the results of the placement. A general discussion follows the two lists.

Below is an annotated list of developed jobs that were filled. For the purpose of comparison, each position has been subjectively graded on a scale of A through D (A=Superior; B=Above Average; C=Average; D=Below Average). Grades were determined on the basis of employer commitment to the program, salary, learning opportunities, and opportunity for advancement.

NEXT PAGE

Company 1

A medium size¹¹ plant engaged in the construction of large crabpots for the commercial fishing industry.

Position 1: Crabpot Webber. Involved applying netting to the frame of the crabpot. Starting pay was \$2.50/hr. with frequent increases. Some employees worked on a piece work rate and earned up to \$40/day.

Grade: C

Position 2: Same as above

Position 3: Welder trainee. Involved instruction in arc welding and making elementary welds on crabpot frames. Starting pay was \$2.50/hour with frequent increases. Grade: B

Company 2

A large sportswear clothing manufacturer.

Position 1: Power machine operator. Involved training on various power-sewing machines and the manufacture of various types of sportswear. Starting pay was \$2.00/hour plus piece work. Many employees (including our placement) frequently made over \$3.00/hour.

Grade: B

Company 3

A small automobile wrecking yard and automobile repair shop.

Position 1: General helper. Involved training with gas welding equipment, dismantling wrecked cars, and assisting in the repair shop. Starting pay was \$3.00/hour. Grade: C

Company 4

A large manufacturer of cloth and paper bags and packaging material

Position 1: Power machine operator. Involved sewing seams on cloth and paper bags. Starting pay was \$2.19/hour plus benefits.

Position 2: Same as above. Grade: C

¹¹ Size of the companies is based on the estimated number of employees at the location of work station. Small: 1-25, Medium: 26-75, Large: 76 and above.

Company 5

A small manufacturing company making "creepers" used by automobile mechanics and special containers for the storage and transfer of gasoline.

Position 1: Involved participation in various areas of the plant. Training included instruction in the use of such equipment as drill presses, metal presses, staple gun, etc. The company was interested in the program, but, unfortunately, did not have a great deal to offer in terms of training or advancement possibilities.

They were willing to give some of our most unemployable enrollees a reasonably good employment opportunity, however. Starting pay was \$1.75/hour with frequent increases. Grade: C+

Position 2 - 9: Same as above

Company 6

A small manufacturer of waterbeds, waterbed frames, and related products.

Position 1: Involved clean-up and opportunity to learn operation of various woodworking tools and cabinet making skills. The company was owned and operated by young men and women who are interested in the program. An excellent working environment. Starting pay was \$2.00/hour. Grade B.

Company 7

A medium size manufacturer of private telephone and intercom systems and equipment.

Position 1: Involved general office work including clerical and receptionist duties. Training included instruction relevant to office procedure and the use of business machines. The company president and office staff were extremely interested in the program, and opportunities for training and advancement were very good. Starting pay was \$2.00/hour plus benefits and frequent increases. Grade: A

Company 8

A small manufacturer of specialized saws and cutting tools for the woodworking industry.

Position 1: Involved machinist work and a great deal of training on various metal working machines. Instruction was provided in all areas of this specialized industry, and there were significant opportunities for advancement. The company was very interested in the program, and the working environment was excellent. Starting pay was \$2.75 per hour with frequent increases. Grade: A

Company 9

A small automobile repair shop and gas station.

Position 1: Mechanic's helper and gas station attendant. Involved significant training opportunities in automobile repair and provided the enrollee with the opportunity to operate the gas station section of the establishment on his own. Starting pay was \$2.00/hour. Grade: B

Company 10

A large dental insurance company.

Position 1: File Clerk. Involved filing and other office procedures. Limited training opportunities but an excellent position with a company very interested in the program. An excellent working atmosphere. Starting salary was \$425/month plus benefits. Grade: A

Position 2: Same as above.

Company 11

A small manufacturer of pottery kilns for amateurs and professionals.

Position 1: General helper. Involved training and use of various machines and assembly work. The young owner of the company was interested in the program and gave special assistance to his CERP employees. Starting pay of \$1.85/hour was quickly increased to \$2.00/hour. Grade: B

Position 2 and 3: Same as above

Company 12

A large manufacturer of commercial truck bodies.

Position 1: General helper. Involved clean-up and opportunity to learn welding and other aspects of metal fabrication. Significant opportunity for advancement. Starting pay was \$2.00/hour. Grade: B

Company 13

A medium size manufacturer of fiberglass commercial fishing boats.

Position 1: General helper. Involved training and work on the various phases of fiberglass boat construction. Significant opportunity to learn the boat building trade. The foreman of the yard was interested in the project and hired and supervised the CERP enrollee. Starting pay was \$2.50/hour. Grade: B+

Company 14

A small automobile painting and body shop.

Position 1: General helper. Involved clean-up and assisting in automobile body repair and painting. Opportunity to learn the trade while working. Starting pay was \$2.00/hour with frequent increases. Grade: B
Position 2: Same as above.

Company 15

A small children's day care center affiliated with a Seattle high school.

Position 1: Teacher's aide. Involved assisting in the care and instruction of preschool children. The center staff was very interested in, and committed to the program. Starting pay was \$1.60/hour. Grade: B

Company 16

A large manufacturer of artificial decorative stone and brick.

Position 1: Display setup. Involved construction of small display boards used as samples to advertise company products. Little opportunity for training or advancement, but the company was interested in the program and gave their CERP employees some special considerations. Starting pay was \$2.50/hour. Grade C+

Position 2: Maintenance man. Involved general maintenance of plant machinery and equipment. Some training and opportunity for advancement. Starting pay was \$2.70/hour. Grade: B+

Company 17

A small wholesale and retail distributor of automobile communications and entertainment systems.

Position 1: Office girl-receptionist. Involved running small office and retail store. Employer professed interest in the program but the job station subsequently proved unsatisfactory for CERP because of an undependable supervisor. Starting pay was \$2.00/hour. Grade: D

Company 18

A large manufacturer of sportswear apparel.

Position 1: Power machine operator. Involved some training in apparel manufacture and operation of a power-sewing machine. Company was somewhat skeptical about the program but agreed to hire an enrollee with previous apparel manufacturing experience. They subsequently showed significant concern for their CERP employee and gave her some special considerations. Starting pay was approximately \$2.00/hour plus piece work, with many employees (including our placement) earning over \$3.00/hour. Grade: B

Company 19

A small cafeteria located in a retail store.

Position 1: Cooking assistant and food server. Position appeared to have some training potential, but the enrollee who was hired never showed for work. Starting pay was \$2.00/hour¹¹. Grade C

¹¹Most restaurant jobs also included meals.

Company 20

A small manufacturer of custom pipe organs.
Position 1: General helper. Involved assisting in the construction and installation of pipe organs. Significant opportunity to learn the craft. The shop foreman was very interested in the program and gave his CERP employee many beneficial opportunities and considerations. An excellent working atmosphere. Starting pay was \$1.75/hour, to be increased.
Grade: A

Company 21

A small, non-profit organization coordinating social service and other activities of Seattle area churches.
Position 1: Office girl-receptionist. Involved significant training in office conduct, office procedure, and the use of some business machines. The organization's executive administrator was very interested in the program and gave the CERP employee excellent help and supervision. A very good working atmosphere. Starting pay was \$2.00/hour with subsequent increases. Grade: A
Position 2: Same as above.

Company 22

A small, good quality specialty restaurant.
Position 1: Busboy-cook's helper. Involved bussing dishes and considerable time spent preparing food. Very good opportunity to learn restaurant food preparation. The supervisor was interested in the program and gave the CERP employee excellent supervision and special consideration. Starting pay was \$1.80/hour, subsequently increased to \$2.00/hour.
Grade: A

Company 23

A large dental laboratory.
Position 1: Dental technician trainee. Involved excellent training and opportunity to work in the various areas of the lab. Lab supervisor was very interested in the program and gave the CERP employee a great deal of special consideration. Starting pay was \$2.12/hour. Grade: A

Company 24

A medium size wholesale meat cutting and distribution plant.
Position 1: General helper. Involved delivery, clean up, and assisting in meat cutting. Excellent opportunity to learn the meat cutting trade. Starting pay was \$2.00/hour with frequent increases.
Grade: B

Company 25

A small children's day care center affiliated with a church
Position 1: Teacher's aide. Involved assisting in the care and instruction of pre-school age children. Head teacher was interested in the program and gave the CERP employee special consideration. Starting pay was \$1.80/hour. Grade: C

Company 26

A medium size, good quality restaurant.
Position 1: Dishwasher-kitchen helper. Involved washing dishes and performing other duties in the kitchen. Some training in food preparation was included, and there was opportunity for advancement. Manager was interested in the program and gave special consideration to CERP employees. A good working atmosphere. Starting pay was \$2.00/hour.
Grade: B
Positions 2 and 3: Same as above.

Company 27

A small warehouse and wholesale distributor of candy.
Position 1: Warehouseman-delivery. Involved loading and unloading trucks and doing stockwork. Limited potential for learning or advancement but a good job opportunity with a helpful and concerned employer. Starting pay was \$2.00/hour. Grade: C+

Company 28

A medium sized, good quality restaurant.
Position 1: Dishwasher-chef's assistant. Involved running dish machine and assisting in food preparation. Manager was very interested in the program, was active with a youth counseling service, and had previously trained several disadvantaged youth to be chefs.

Excellent learning opportunity. Starting pay was \$1.80/hour plus benefits, with frequent increases. Grade: A

Company 29

A small speciality restaurant franchise.
Position 1: Busboy. Involved bussing dishes and related work. Employer professed interest in the program but the job station subsequently proved unsatisfactory for CERP because of an unsatisfactory supervisor. Starting pay was \$1.60/hour. Grade: D

Company 30

A small pancake house restaurant.
Position 1: Dishwasher-kitchen helper. Involved dishwashing and some food preparation. Some opportunity for advancement. Starting pay was \$1.80/hour. Grade: C

Company 31

A large commercial airplane manufacturer.
Position 1: Manufacturer helper-learner. Involved various types of elementary tasks related to commercial airplane manufacture. The CERP employee was admitted to the company's learner progression program and had an excellent opportunity for training and advancement. Starting pay was approximately \$3.57/hour. Grade: A

Company 32

A medium size branch of a "fast food" restaurant chain.
Position 1: Counterman. Involved serving customers and various other duties. Some opportunity for training and advancement. The working atmosphere was very hurried and therefore unsatisfactory for CERP. Starting pay was \$1.60/hour. Grade: D+

Company 33

A medium size, very high quality restaurant.
Position 1: Dishwasher. Involved washing dishes and general kitchen help. Some opportunity for training and advancement. Manager was interested in the program. Good working atmosphere. Starting pay was \$2.50/hour. Grade: B-
Position 2: Same as above.

Company 34

A medium size cafeteria serving a large company.
Position 1: Dishroom worker. Involved responsibility for the operation of the cafeteria's dishroom. Some opportunity for training and advancement. The supervisor was interested in the program and gave the CERP employee special help and consideration. Good working atmosphere. Starting pay was \$2.53/hour. Grade: B+

Company 35

A medium size, good quality restaurant.
Position 1: Dishwasher. Involved washing dishes and related kitchen work. Company professed interest in the program, but there was only limited opportunity for training or advancement. Starting pay was \$2.39/hour. Grade: C+

Company 36

A medium size manufacturer of professional and amateur lapidary equipment.
Position 1: Delivery driver-manufacturer helper. Involved truck driving and assisting in various areas of the plant. Good opportunity for training and advancement. Plant manager was very interested in the program and gave the CERP employee special help and considerations. An excellent working atmosphere. Starting pay was \$2.70/hour, subsequently increased to \$2.96/hour. Grade: A

Company 37

A small, excellent quality delicatessen and cafe.

Position 1: Cook's Assistant-Sales Girl. Involved assisting with food preparation, serving and related duties. Significant learning opportunity. Owner was very interested in the program and worked closely with the CERP employee. Excellent working atmosphere. Starting pay was \$2.00/hour. Grade: A
Position 2: Same as above.

Company 38

A medium size branch of a hardware and garden supply company.

Position 1: Stockboy-sales trainee. Involved stock work in the lumber department of the store and training and preparation for retail sales. Store manager was interested in the program and gave the CERP employee special help and consideration. Excellent opportunity for training and advancement. Starting pay was \$2.53/hour. Grade: A

Company 39

A medium size warehouse retailing discount drug and department store merchandise to the public.

Position 1: Stock clerk-sales girl. Involved stocking shelves and retail sales work. Some learning opportunity. Very little chance for advancement. Employer actually had little interest in the program but did provide a reasonably good job opportunity for the CERP employee. Starting pay was \$2.00/hour. Grade: C

Company 40

A small, church-affiliated preschool and day care center.

Position 1: Teacher's aide. Involved instruction and care of young children. Supervisor was very interested in the program and gave the CERP employee special help and consideration. Significant opportunity for learning and advancement. The CERP employee was eventually assigned small groups of children to work with on her own. An excellent working atmosphere. Starting pay was \$2.00/hour. Grade A

Company 41

A small, "fast food" restaurant franchise.

Position 1: Cook-counterperson. Involved primarily clean-up with little participation in cooking and other duties as originally anticipated. The supervisor did not have a sincere interest in the program. Grade: D

Company 42

A large, non-profit corporation primarily employing the visually handicapped and manufacturing various household products.

Position 1: Inspector. Involved inspecting finished products. Some training and opportunity for advancement. Company was very interested in the program and provided close supervision and special considerations for the CERP employee. Excellent working atmosphere. Starting pay was \$1.76/hour. Grade: A-

Company 43

A small upholstery shop.

Position 1: Upholsterer trainee. Involved upholstering furniture. Significant opportunity for training and advancement. Owner was very interested in the program and gave special help and consideration to the CERP employee. Starting pay was \$2.00/hour. Grade: A

Company 44

A small, "fast food" restaurant franchise.

Position 1: Waitress. Little opportunity for training or advancement. Supervisor was not sincerely interested in the program. Starting pay was \$1.80/hour, plus tips. Grade: D

Company 45

A small construction company.

Position 1: Construction inspector aide. Involved testing construction materials in the laboratory and on the building site. Excellent opportunity for training and advancement. Company had limited interest in the program. Starting pay was \$2.00/hour. Grade: C+

Company 46

A medium size nursing home.

Position 1: Orderly. Involved assisting in the care of patients and related duties. Limited opportunity for training or advancement. Supervisor was very interested in the program and gave the CERP employee a great deal of help and special consideration. Starting pay was \$2.00/hour. Grade: B

Company 47

A small day care center.

Position 1: Teacher's aide. Involved assisting in the care and instruction of preschool children. Supervisor had only marginal interest in the program, and there was little opportunity for training or advancement. Starting pay was \$1.86/hour. Grade: D

Company 48

A medium size dental laboratory.

Position 1: Dental technician trainee. Involved training and work in the various duties of a dental technician. Supervisor was interested in the program and gave special consideration to the CERP employee. Excellent opportunity for training and advancement. Good working atmosphere. Starting pay was \$1.85/hour. Grade: A-

Company 49

A small construction firm.

Position 1: Helper. Assisting in carpentry and other phases of construction. Some opportunity for

training and advancement. Employer was only marginally committed to the program. Starting pay was \$2.00/hour. Grade: C

Company 50

A medium size, excellent-quality restaurant.

Position 1: Dishwasher. Involved washing dishes and related kitchen duties. Limited opportunity for training and advancement. Company was only marginally interested in the program. Starting pay was \$2.00/hour. Grade: D
Position 2: Same as above.

Company 51

A small, excellent quality restaurant.

Position 1: Busboy-kitchen helper. Involved bussing dishes and assisting in food preparation. Excellent opportunity for training and advancement. Supervisor was very interested in the program and gave special help and consideration to the CERP employee. Starting pay was \$2.58/hour. Grade: A

Company 52

A large foundry.

Position 1: Laborer. Loaded and unloaded metal bars. Fed machines and also removed finished products from production areas. Employer was interested in the program and there was significant opportunity for advancement. Starting pay was \$4.00/hour. Grade: A

Company 53

A large laundry and dry cleaning plant.

Position 1: Laborer. Involved removing material from one machine and preparing it to be fed into another. The work was very strenuous. Employer was cooperative but not particularly committed to the program. Limited learning potential. Starting pay was \$2.93/hour. Grade: C

Company 54

A small automobile body repair shop.

Position 1: Auto bodyman trainee. Involved elementary autobody repair work such as sanding and puttying. Training potential was very high. Employer was very interested in the program but did not have time to supervise an extremely poorly motivated enrollee. Starting pay was \$2.00/hour with frequent increases. Grade: B

Company 55

A small, good quality speciality restaurant.

Position 1: Busboy. Involved bussing dishes, setting tables and some preparation of food. Company treated CERP enrollees fairly, but provided no special consideration. Starting pay was \$2.00 per hour plus a percentage of the tips. Grade: C
Position 2: Same as above.

Company 56

A small discount service station and retail tire outlet.

Position 1: Service station attendant. Involved pumping gas and related duties. Employer was very interested in the program and provided numerous special opportunities and considerations. Starting pay was \$2.50/hour. Grade: B

Company 57

A small, short order restaurant.

Position 1: Cook-food server. Involved the preparation and serving of various menu items. Learning potential was very good. (This was not an automated restaurant.) Starting pay was \$2.00/hour. Grade: B

Company 58

A medium size manufacturer and distributor of pillow furniture and related products.

Position 1: Woodworker. Involved cutting, sanding, and staining wood in shop area. Some learning opportunity but little chance for advancement. Starting pay was \$2.00/hour. Grade: C
Position 2: Same as above.

Company 59

A small retail cleaners.

Position 1: Counterperson. Involved accepting goods from customers, returning items when finished, and collecting payment. Enrollee worked alone in the shop most of the time. Position had potential but lack of supervision and insufficient work load were significant problems. Starting pay was \$1.90 per hour. Grade: C

Company 60

A small firm engaged in the sale and maintenance of advertising on transit equipment.

Position 1: General helper. Assisted in preparing advertising placards and placing them on busses. Limited learning potential but opportunity for advancement and an excellent supervisor made this a very good position. Starting pay was \$2.00/hour. Grade: A

Company 61

A large non-profit organization for the rehabilitation and training of handicapped persons.

Position 1: Repairman. Involved the repair of lawnmowers, bicycles, and related products. Excellent training potential for the enrollee. Supervision, advancement potential, and general atmosphere was adequate-to-good. Starting pay was \$1.60/hour. Grade: B
Position 2: Laborer. Involved unloading trucks. Little learning or advancement potential. Starting pay was \$2.10/hour. Grade: C

Company 62

A medium size, new-car dealership.

Position 1: Lot boy. Involved cleaning and preparing automobiles for delivery to the customer. Enrollee also moved cars on the lot and performed minor touch-up repairs. Employer was interested in the program and had successfully participated in others like it. Supervision was good and opportunity for advancement was above average. Starting pay was \$2.25/hour. Grade B

Positions 2 and 3: Same as above.

Company 63

A medium size, excellent quality restaurant.

Position 1: Dishwasher. Involved some food preparation and bussing of tables in addition to dishwashing. Some learning and advancement opportunity. Young management was very helpful. Starting pay was \$2.25 per hour. Grade: C+

Company 64

A medium size company servicing and installing commercial washing machines and other appliances.

Position 1: Washing machine repairman. Involved the cleaning and repair of washers and dryers. Very good learning potential. Above average opportunity for advancement. Closer supervision would have been desirable. Starting pay was \$2.00/hour. Grade: B

Company 65

A medium size manufacturer of recreational tents, backpacks, and related articles.

Position 1: Power machine operator. Involved the operation of a commercial sewing machine in the manufacture of nylon outdoor equipment and clothing. Enrollee also occasionally functioned as a quality control inspector. A good working environment but learning and advancement opportunities were only average. Starting pay was \$2.10/hour. Grade: C

Position 2: Same as above.

Company 66

A small lunch-counter-type restaurant.

Position 1: General helper. Involved food preparation, serving, bussing tables, dishwashing and general cleanup. The work was apparently extremely difficult and the employer was not particularly interested in the program. Starting pay was \$2.25/hour. Grade: D

Company 67

A small company specializing in the removal of rust and various finishes from metal objects.

Position 1: General helper. Involved the application and removal of chemicals. Well-meaning employer was not suited for work with CERP youths, and working conditions may have been hazardous. Starting pay was \$2.00/hour. Grade: D

Company 68

A small janitorial company specializing in the cleanup of new residential buildings just prior to occupancy.

Position 1: Janitor. Involved washing windows, cleaning floors, and related activities. Supervision was poor and employer was unsatisfactory for CERP. Starting pay was \$2.75/hour. Grade: D

Company 69

A medium size, new-car dealership.

Position 1: General helper. Involved cleaning and moving cars, running errands, and doing some minor mechanical repairs. Excellent supervision and above-average learning and advancement opportunities. Starting pay was \$2.10/hour. Grade: A

Company 70

A medium size company engaged in the sales, installation, and service of commercial and residential security alarms and systems.

Position 1: Office assistant. Involved light typing, filing, and related office duties. Significant learning potential. Starting pay was \$2.25/hour. Grade: B

In addition to the above positions, numerous jobs acceptable for the program were located but not filled. In most of these situations, the pool of enrollees available at the time of the job opening did not include anyone suitable for that particular position. Also, in some instances, several enrollees were sent for interviews, but none were hired.

The following list indicates which enrollees were placed on what jobs and how long they worked:

FIRST-YEAR PLACEMENTS

Enrollee & Company	From	To	Comment ¹²
Jim A. Co. 26, Posit. 1	1-21-74	2-1-74	Quit. Did not like the job.
Karen B. Co. 5, Posit. 1	10-12-73	10-13-73	Quit after one day.
Wanda B. Co. 10, Posit. 1	10-1-73	10-3-73	Late first two days and quit.
Dave Z. Co. 22, Posit. 1	1-10-74		Presently working. \
Mary R. Co. 25, Posit. 1	1-16-74	2-20-74	Terminated, absenteeism.

¹² Comments in this section refer to the enrollee's status at the end of the first year of program operation (6-74).

Enrollee & Company	From	To	Comment
Tim B. Co. 20 Posit. 1	12-6-73	12-17-73	Burglarized business. Term.
Brenda B. Co. 5 Posit. 2	9-10-73	2-10-74	Quit because of illness.
Phillip B. Co. 43 Posit. 1	9-25-73	11-13-73	Terminated. Unsatisfactory attitudes and work performance.
Bill B. Co. 50 Posit. 1	11-29-73	12-10-73	Quit. Did not want to work.
Mary C. Co. 4 Posit. 1	9-4-73	12-3-73	Temporarily laid off and would not return.
Ed. C. Co. 5 Posit. 3	11-5-73	11-30-73	Quit. Said work was too hard.
Fred C. Co. 32 Posit. 1	1-28-74	2-12-74	Terminated. Poor work performance.
Bob D. Co. 9 Posit. 1	10-1-73	2-21-74	Laid off. Not called back.
Rod D. Co. 11 Posit. 1	11-3-73	1-4-74	Quit. Returned to school.
Eva D. Co. 15 Posit. 1	-----	-----	Hired, but was court ordered to another program before starting work.
Dennis E. Co. 2 Posit. 1	2-6-74	5-10-74	Quit. Did not want to work.
Barb F. Co. 19 Posit. 1	-----	-----	Hired, but did not show for work.
Tommy F. Co. 50 Posit. 2	10-28-73	12-10-73	Quit. Did not want to work.
Ernest G. Co. 3 Posit. 1 Co. 12 Posit. 1	8-25-73 10-3-73	8-31-73 2-4-74	Terminated. Did not cooperate Injured on job. Collecting State Industrial Insurance.

Enrollee & Company	From	To	Comment
Einar G. Co. 13 Posit. 1	10-1-73	10-12-73	Terminated. Unsatisfactory work performance.
Kevin G. Co. 16 Posit. 2	11-12-73	2-4-74	Quit to assume a better job.
Gwen G. Co. 47 Posit. 1 Co. 37 Posit. 1	9-4-73 1-22-74	9-28-73 3-20-74	Quit. Did not like the work. Quit to return to school.
Sylvia G. Co. 4 Posit. 2 Co. 5 Posit. 4 Co. 39 Posit. 1	9-14-73 10-15-73 11-8-73	10-1-73 10-25-73 5-1-74	Laid off, not called back. Quit to assume a better job. 26 weeks completed. Quit.
Jim H. Co. 14 Posit. 1	9-20-73	9-28-73	Terminated. Unsatisfactory work performance.
Co. 5 Posit. 5 Co. 46 Posit. 1	10-11-73 1-8-74	10-12-73 3-1-74	Quit after one day. Quit. Did not like the hours.
Morry H. Co. 36 Posit. 1	10-26-73		26 weeks completed. Still working.
Jeff J. Co. 1 Posit. 3	8-23-73	9-28-73	Quit. Didn't want to work.
Michelle J. Co. 5 Posit. 6	9-28-73		26 weeks completed. Still working.
Lynnae K. Co. 2 Posit. 1 Co. 18 Posit. 1	8-23-73 11-26-73	11-23-73 1-4-74	Quit to assume better job. Quit because of illness.
Dan K. Co. 8 Posit. 1	9-18-73		26 weeks completed. Still working.
Cindy L. Co. 10 Posit. 1	10-8-73		26 weeks completed. Still working.
Bill L. Co. 5 Posit. 7	10-12-73	10-13-73	Quit after one day.

Enrollee & Company	From	To	Comment
Charles M. Co. 24 Posit. 1	1-15-74	2-2-74	Quit. Said the pay was not high enough.
Co. 33 Posit. 1	7-5-74	4-8-74	Quit after one day.
Doug N. Co. 27 Posit. 1	1-21-74	2-15-74	Terminated because of absenteeism.
Lucky P. Co. 29 Posit. 1	1-23-74	2-5-74	Quit. Did not like the work.
Josanne P. Co. 4 Posit. 2	9-4-73	9-5-73	Quit after one day.
Dale P. Co. 45 Posit. 1	10-11-73	12-7-73	Quit. Did not like the job.
Nathion P. Co. 51 Posit. 1	1-22-74	2-26-74	Quit. Said the work was too hard.
Tracy R. Co. 6 Posit. 1	9-19-73	10-1-73	Terminated because of absenteeism.
Ralph R. Co. 28 Posit. 1	1-21-74	4-5-74	Quit. Did not like the work.
Jeff R. Co. 48 Posit. 1	10-3-73	10-31-73	Terminated. Unsatisfactory attendance, work performance, and attitude.
Betty R. Co. 5 Posit. 8	1-15-74	1-17-74	Quit. Did not like the job.
Shawn S. Co. 1 Posit. 1 Co. 14 Posit. 2	8-23-73 10-2-73	9-28-73 10-3-74	Quit. Did not like the job. Quit. Did not want to work.
Connie S. Co. 7 Posit. 1 Co. 17 Posit. 1 Co. 21 Posit. 1	9-12-73 11-15-73 12-11-73	10-24-73 12-3-73 5-10-74	Quit. Moved from area. Quit. Unsatisfactory employer Quit. 26 weeks completed, moving from area.

Enrollee & Company	From	To	Comment
Loren S. Co. 30 Posit. 1	1-23-74	1-29-74	Quit. Said work was too hard, hours too irregular. Presently working. 12
Co. 34 Posit. 1	2-13-74		
Don S. Co. 31 Posit. 1	1-28-74		Presently working. 4
John S. Co. 33 Posit. 2	2-7-74	2-8-74	Quit after one day.
Judy S. Co. 40 Posit. 1	8-31-73	12-21-73	Quit. Said she needed higher pay.
Dan S. Co. 1 Posit. 2 Co. 35 Posit. 1	9-6-73 12-13-73	9-18-73	Quit. 26 weeks completed. Still 7 working.
Gary S. Co. 49 Posit. 1	11-23-73	1-9-74	Quit to return to school.
T.S.S. Co. 37 Posit. 2	11-28-73	1-16-74	Quit. Did not want to work.
Launne T. Co. 44 Posit. 1	9-7-73	9-13-73	Terminated. Did not get along with employer.
Eva W. Co. 16 Posit. 1	11-7-73	12-28-73	Quit. Did not want to work.
Brian W. Co. 11 Posit. 2	1-16-74	1-21-74	Terminated because of unsatisfactory work performance
Gary W. Co. 23 Posit. 1	1-14-74	2-1-74	Terminated because of absenteeism.
Charles W. Co. 41 Posit. 1 Co. 42 Posit. 1	8-31-73 11-12-73	9-7-73 12-3-73	Terminated because of tardiness. Quit. Did not want to work.
Bill W. Co. 38 Posit. 1	10-4-73	11-27-73	Quit. Did not want to work.

Enrollee & Company	From	To	Comment ¹³
Glen N. Co. 52 Posit. 1	10-9-74	1-6-75	Laid off. Business decline.
Allen M. Co. 53 Posit. 1 Co. 55 Posit. 1	10-8-74 1-20-75	12-17-74 1-21-75	Terminated because of absen- teeism. Quit after one day.
Lee C. Co. 54 Posit. 1 Co. 56 Posit. 1	10-22-74 11-14-74	11-12-74 12-6-74	Terminated. Poor work performance Terminated. Poor work perform- ance, inappropriate behavior.
John H. Co. 55 Posit. 2	10-23-74	10-25-74	Terminated. Poor work perform- ance, theft of tips.
Mike W. Co. 11 Posit. 3 Co. 60 Posit. 1	11-11-74 1-13-75	12-13-74 -----	Terminated because of absen- teeism. 26 weeks completed, still 4 working.
Victor M. Co. 26 Posit. 3	11-19-74	12-26-74	Quit. Said he was tired of working.
Karen C. Co. 57 Posit. 1	11-25-74	4-4-75	Completed 20 weeks. Moved from area.
Patrick A. Co. 58 Posit. 1	12-2-74	12-4-74	Quit after two days.
Mike R. Co. 58 Posit. 2	12-9-74	1-16-75	Terminated because of absen- teeism.
Margo A. Co. 21 Posit. 2	12-18-74	-----	26 weeks completed, still 4 working.
Steve T. Co. 59 Posit. 1	12-20-74	3-6-75	Terminated. Poor work per- formance, inappropriate behavior.
Jerry J. Co. 61 Posit. 1	1-6-75	3-24-75	Quit. Tired of working.
Mike B. Co. 62 Posit. 1	1-20-75	2-20-75	Quit. Ran away from home.

¹³ Comments in this section refer to the enrollee's status at the end of the second year of program operation (6-75).

Enrollee & Company	From	To	Comment
Marty J. Co. 63 Posit. 1	1-30-75	2-7-75	Quit. Said he did not like the work.
Terry A. Co. 64 Posit. 1	2-5-75	2-20-75	Quit. Said he did not like the work; pay was too low.
Debra C. Co. 65 Posit. 1	2-6-75	2-7-75	Quit. Ran away from home.
Tony B. Co. 66 Posit. 1	2-18-75	2-24-75	Terminated. Unsatisfactory work performance, noncooperation.
Mike S. Co. 67 Posit. 1	2-21-75	3-11-75	Quit. Work station was unsatisfactory.
R.S. Co. 65 Posit. 2	2-25-75	4-22-75	Quit. Said she became tired of the work and disliked a supervisor.
Gary D. Co. 62 Posit. 2	3-11-75	-----	Still working. 10
Mark P. Co. 62 Posit. 3	3-11-75	4-8-75	Terminated because of absenteeism.
Larry S. Co. 61 Posit. 2	3-7-75	3-24-75	Terminated because of absenteeism.
Dave G. Co. 68 Posit. 1 Co. 69 Posit. 1	3-13-75 4-7-75	4-3-75 -----	Quit. Unsatisfactory employer. Still working. 11
Willie S. Co. 5 Posit. 1	3-24-75	3-28-75	Laid off. Contract cancellation.
Kim P. Co. 70 Posit. 1	-----	-----	Hired but refused job.

As previously explained, placements were made by matching youth and jobs as closely as possible according to such factors as job requirements and the youth's interests, abilities, aptitudes, and geographical area of residence. A review of the preceding lists indicates that this did not necessarily assure success---even when the job was of the highest quality. In fact, several enrollees stayed with rather average jobs for a long period, while some of the best CERP jobs were abandoned in a relatively short time. Upon casual observation, factors such as job quality, how closely the youth's interests and abilities matched the job requirements, etc., have not demonstrated the degree of significance that the project statement anticipated.

As desirable as it would be to have a formula that would predict with relative accuracy the probability of a youth staying with a given job, this information is not available at this time. It is hoped that further examination of the data plus additional data and experience will result in increasingly more efficient methods of attaining successful placements. However, the nature of the project, the individuals being served, and the myriad of variables involved suggests that empirical guidelines leading to high success rates of placements will be extremely difficult to formulate. At present it appears that the current methods of using the GATB test results, personal interviews, and job analysis will continue to yield varying results, and repeated trials will be necessary if youths of the character of the CERP population are to be placed on jobs at which they will continue to work for a reasonable length of time. Indeed it seems as though this may be the best and only way to achieve positive results with an approach characteristic of the CERP Program. Unfortunately these methods place significant strain on program resources and available resources from the business community.

5. Follow-up

The program carried out extensive follow-up activities on all enrollees. Follow-up procedures involved (1) maintaining contact with and providing support services for working youth and (2) maintaining contact with youth awaiting jobs or apparently unwilling to work. Both categories required extensive

paper work as the staff attempted to record the particulars of every personal, telephone, or written contact with enrollees, employers, parents, probation officers, etc.

The primary follow-up activity for working youth consisted of assessing the enrollee's work performance during personal conferences with the employer. As directed in the project statement, the CERP Coordinators visited the participating company within two weeks of each placement in order to evaluate the total situation and provide assistance as necessary. Actually, several contacts were often made with both the employer and enrollee during the first two weeks of work. Thereafter contacts were made on an "as needed" basis or at approximate one month intervals when there were no apparent problems.

When problems did arise, the CERP Coordinators counseled employers and enrollees. They also contacted and collaborated with parents, guardians, parole and probation officers, caseworkers, and a mental health professional whenever practical and appropriate. Reported difficulties were sometimes successfully resolved and sometimes unresolved, with the youth quitting his job or being terminated. However, in almost all attempts to resolve problems, staff intervention resulted in some positive benefits. For example, better feelings and greater understanding on the part of the employer and increased self-awareness and more appropriate goals and attitudes for the enrollee were often the results of problem resolution activity.

Unfortunately some employers did not notify the program of difficulties that they were experiencing with their CERP employees. This happened in spite of the fact that they were frequently requested to do so. They were assured that the CERP staff was available for assistance of any kind with no pressure or obligation for the employer to continue with the program if he chose not to. Still, there were numerous cases in which the staff did not find out that an enrollee had quit or been terminated until sometime afterward. At this point, the coordinators tried to obtain the facts of the situation from both employer and employee. The employer was thanked for his efforts and program participation, and the program continued to work with the enrollee.

Additional follow-up activities involved maintaining contact with enrollees who had completed the intake process and were awaiting their first, second, or third placement, as well as, attempting to maintain contact with disinterested and/or uncooperative enrollees who did not show for intake or some other phase of the project. In short, the program staff tried to keep track of every enrollee in the program regardless of his degree of participation.

This was a formidable task. In addition to the paper work involved, considerable time was spent trying to contact and even determine the whereabouts of many enrollees. Numerous youth had no telephones and correspondence generally went unanswered. Visits to the home often found the house empty, and notes left to call the office were ignored. In some cases an enrolled youth was absolutely unlocatable. Parents, probation, and parole officers did not even know where the youth was living. In at least three instances youths who were admitted to the program and never showed for intake were found to have warrants for their arrest. The police had been looking for them for some time.

In spite of these difficulties, however, the staff was able to give a substantive report on the status of almost every youth by the end of the project period.

(Note: Follow-up regarding subsequent police contacts of program participants was handled by the Law and Justice planning Office Research Staff. This information is presented in the *Results* section of this report.)

6. Program Thrusts

Prior to the first year's cut-off date for admitting new enrollees (January 31, 1975), the project implemented a final program thrust. The thrust was designed to achieve a maximum number of placements in a relatively short period of time. It consisted of an intensive campaign to locate additional eligible enrollees, a mailing designed to locate jobs, and an intensive person-to-person job development effort.

In the first step, Work Experience Coordinators

in each high school obtained lists of students who had dropped out or had been suspended since September, 1973. These lists were screened in the usual manner (see *Enrollee Recruitment*), and additional youth were brought into the program. After counseling and testing, the new enrollees were added to the existing pool of youths waiting for jobs.

The next step in the program thrust was a mailing to solicit jobs from interested employers. A short description of CERP was enclosed in a regular mailing to over 800 businesses currently participating in the regular Work Experience Program. The mailing resulted in three jobs and three placements.

The final component of the thrust consisted of a special job development effort on the part of six of the Work Experience Coordinators. Four of the school coordinators worked full-time on CERP for 5 days and two school coordinators worked full-time on CERP for 9 days. Enrollees were scheduled to come to daily morning meetings with the coordinators during the 9 days. In this manner the coordinators were able to talk with all enrollees willing to come in. As the coordinators familiarized themselves with the employment needs of each enrollee, they made their person-to-person job development contacts. The thrust resulted in 11 reported CERP eligible openings and 10 CERP placements.

In view of the results of the first year's program thrust, the staff elected to try a different type of intensified effort during the second year of operation. In this case, special time was set aside for in-school coordinators' participation in CERP, but the focus of their activities was limited to job developing on a canvassing basis. It was hoped that the time spent getting to know enrollees during the previous year's thrust would be more effectively used in simply looking for jobs. During the second year two week thrust period the CERP coordinator assumed all responsibility for making proper matches and filling job orders with qualified enrollees. In-school coordinators did nothing but seek jobs.

Unfortunately, this shift in strategy did not produce a proportionately greater number of jobs over the previous year's effort. In fact, the number of job orders received was less.

The staff believes that the reason for this lies not with operational or personnel changes but with variations in the local labor market. Average Seattle area seasonally adjusted unemployment was 7.4 and 7.2 percent respectively for the first and second year placement periods. This represents a relatively high unemployment figure but indicates only minor change from one year to the next. However, a more meaningful representation of the difficulties encountered by CERP job developers is the Seattle area accession rates. These figures, compiled by Washington State Employment Security Labor Market Analysts, represent the total number of new hires in all manufacturing occupations per 100 workers. The average for the first year placement period was 2.6; for the comparable second year period, 1.9. Thus, during the second year of project operation, employers were hiring at a rate approximately 37% below that of the first year.

In summary, the job developing, enrollee recruiting, and placement problems encountered during the thrust periods were largely the same as those encountered by the project as a whole. Perhaps the results of these special periods of intensive activity indicate that only changes in the original design, available community resources, or other factors beyond the control of the staff could yield greater project results.

B. RECOMMENDATIONS FOR FUTURE PROJECTS

The staff feels that delinquency reduction projects utilizing employment strategies will always be of value. For example even CERP youths who did not keep their jobs will eventually profit from the experience of having once made a successful effort to seek employment, complete applications, and participate in interviews. Most importantly, they know that someone will hire them and that opportunities (sometimes extremely impressive) are available. Many of the youths who quit after short periods of employment seemed to realize that they had made an error in judgement. Some, when placed on second jobs, worked hard and became valued employees. For others, perhaps only time, additional trial and error, and subsequent maturity will motivate another venture into the work world. This is not an unlikely possibility. During the project, the staff observed enrollees who had abandoned good jobs seek another position months later. These numerous youths who worked for fewer than the anticipated 26 weeks undoubtedly benefited from their contact with CERP in ways that short term

statistical evaluation can not indicate.

In some ways this will also be the case with youths who held their jobs for longer periods of time. Achievements of the more successful CERP enrollees, such as greater self-confidence and self-esteem, greater self-discipline, improved work habits, and improved relations with parents were readily observed by the staff but may never be reflected in the project statistics. These attainments and the acquisition of specific vocational skills are truly invaluable---regardless of their short term effect on delinquency.

Thus, given the potential value of employment programs for juvenile offenders, the CERP staff believes that additional projects of this nature are justified, and that certain modifications based on careful analysis of this program could significantly improve both operation and results.

If a similar project were to be undertaken with the same format as CERP, the staff would suggest the following main considerations for improving placement success and efficiency:

- a. Accept only youth who are truly motivated to work.

This might be best determined by requiring prospective employees to attend several mornings of classes or meetings devoted to pre-employment preparation. These classes would be prerequisite for job placement. Those who were absent or tardy for the 8:00 a.m. sessions would certainly be of questionable status with regard to wanting to work. Unfortunately, the CERP experience indicated that the majority of 16 and 17 year old delinquent dropouts would fit this category. However, CERP has demonstrated that quality jobs can be found for delinquent youth and positive benefits realized. A small program with limited resources may be of significant value both in terms of human development and cost efficiency if enrollees are admitted with considerable selectivity.

- b. Allocate more time and resources to attempt to instill in the youths a greater motivation to work.

The CERP experience indicated that this is an extremely difficult task. Certainly more extensive counseling, classes, and group discussions than were available through CERP

will be needed. Excellent pay and job prospects are not enough to create motivation necessary for a successful placement. If it is indeed possible to stimulate such motivation, an extensive effort will be required.

One method that has apparently demonstrated some success in increasing motivation was used by the Manhattan Court Employment Project,¹⁴

This program offered job counseling and placement after arrest and prior to trial. Successful participation in the program was stipulated as an alternative to trial and possible incarceration for the defendant. (CERP planners were aware of the Manhattan Project, but wanted to test the employment/juvenile crime reduction hypothesis without any element of coercion.)

A possible disadvantage to an approach similar to that of the Manhattan Project is the loss of a non-authoritarian, non-threatening environment in which staff and enrollees can relate. The CERP staff noted that the voluntary nature of the program had a definite positive effect on many youths. The fact that an adult other than a school or court official would seek them out and offer a service seemed to be of considerable significance to some enrollees. The staff believes that the resultant relationships often moderated the participants' rebellious attitudes and behavior, enhanced self-assessment of their own needs, and accounted for the majority of decisions to return to school and the many instances of enrollees obtaining jobs not located by the program.

- c. Allow participating youth to work part-time rather than requiring a forty hour week.

The staff felt that plunging into an eight hour work day was simply too much for a 16 or 17 year old delinquent dropout to handle. This is especially noteworthy when one considers that these youths were neither accustomed to

¹⁴ Programs in Justice Reform, Vera Institute of Justice, Ten-year Report, 1961-1971, pp. 79-91

working nor attending school. The CERP staff believes that placing enrollees in part-time positions (forbidden by the project statement) would have resulted in greater placement success.

These changes would have had a very positive effect on CERP results. However, if they could be applied to a program of radically different format, their beneficial effects would be greatly multiplied. Specifically, the staff recommends an employment program based on CERP experience and the above suggestions that would be part of consortium of services rather a separate entity.

Such a consortium could offer medical, counseling, educational, and employment/vocational services. By making all of these services available in one facility, clients would be less likely to become "lost" in the referral process as seems to often be the case now. In addition, teams of specialists in the four areas mentioned could work together to develop appropriate programs for each client. The result would be a more balanced approach to the youths' needs. This balance, and a very close communication between individuals working with a client, were the two most important aspects that were missing from the CERP program. It is true that for some delinquent dropouts a full-time job is all that is needed to help them develop acceptable behaviors. In the majority of cases, however, other services must be closely integrated with any employment experiences in order to realize the maximum benefits of each service and the treatment program as a whole.

C. PERSONNEL

The program was staffed by the following personnel during the first year of operation.

Robert G. Mack
Program Manager

John Heiderich
CERP Work Experience
Coordinator

Tee Aronold
CERP Work Experience
Coordinator

Debbie Leland
Clerk-typist

In-school Work Experience Coordinators:

Peter-Goetz Brueckner
Helen Burton
Naomi Cashin
Ron Ehlers
Augusta Guempel
Ralph Kennan

Nancy Malmgren
Loretta McIver
Dick Pangallo
Phil Renshaw
Betty Rose
Sue Wilson

Ms. Aronold, one of the two CERP Coordinators, terminated on January 15, 1974 to assume partnership in her husband's business. Her position was left unfilled, and Mr. Heiderich assumed her responsibilities. Ms. Leland left the program on February 20, 1974 to accept a promotion within the school district. Upon her departure, Mrs. Jo Carlson, Work Experience Secretary, assumed responsibility for CERP clerical activities.

The second year program was operated by the reduced first year staff with a further reduction of two in-school coordinators. (Positions vacated by Mr. Brueckner and Ms. Malmgren were left unfilled because of school district funding problems.)

D. POLICY DECISIONS

Below is a summary of major policy decisions made during the project. Copies of related correspondence can be found in the appendix.

Prior to September 20, 1973 a decision was made by the Law and Justice Planning Office of the City of Seattle to exclude 18 year olds from the target population of the program. This had a profound effect on the research design since only 16 and 17 year old youth would be eligible for consideration in CERP.

On September 20, 1973 a meeting was held to review the goals and objectives of the program, as well as to assess the effect of removal of the 18 year old youth. The primary aims of the project were discussed as well as policies that could be used to terminate students from the program.

The meeting and a subsequent letter (Loeb to Mack) on September 21, 1973 clarified certain program parameters. The primary issue concerned the handling of disinterested and/or uncooperative enrollees. It was decided that these individuals would not be dropped from the program prior to placement on a job. Rather than having any pre-employment drops for negative reasons (non-cooperation, inability to

locate, etc.), it was decided to place these youth in an E² (inactive) group.

While continuing to work with other enrollees, the CERP Coordinators periodically reviewed youths in the inactive group and worked with them as time and circumstances allowed. The effect of this action brought about increased duties and responsibilities on the part of the coordinators, especially in making contacts and keeping individual case histories.

An additional result of the September 20, 1973 meeting was a position statement on the various circumstances regarding the dropping of students from the program and the maintenance of the E² (inactive) pool. This information is delineated in the September 26, 1973 letter to the Law and Justice Planning Office (Heiderich to Loeb).

Following the completion of the first year of operation, the Seattle Law and Justice Planning Office sought and received permission from the State Law and Justice Planning Office to continue CERP for an additional year. Funds left over from the original grant were sufficient to finance the extension, and the Seattle School District continued to operate the program. The extension made possible an increase in the size of the experimental population, provided additional time to monitor the subsequent offenses of participating youths, and enabled formulation and validation of a predictive model. Second year operations commenced on August 27, 1974.

On September 6, 1974 it was decided to reduce the ratio of control to experimental subjects. Instead of yoking one control to every enrollee, the new policy yoked one control to every two enrollees. This, of course, increased a prospective enrollee's chances of getting into the program and thereby, mathematically increased the number of youths available. The decision also resulted in a more even balance between the size of the control and experimental groups (the latter being enrollees placed on jobs).

Also discussed at the September 6, 1974 meeting were revisions in screening procedures and the documentation of the degree of interest and motivation of program participants. The discussion and two subsequent letters (September 10, 1974 Heiderich to Mathews; and September 16, 1974 Loeb to Heiderich) resulted in standardized forms and procedures which in effect empirically defined a disinterested youth. While strengthening the research design, this decision also placed additional demands on the coordinator's time and made some aspects of the program more difficult to carry out.

A decision was made at a November 23, 1974 meeting to eliminate the GATB testing requirement. The program staff and the Seattle Law and Justice Planning Office agreed that the rate at which youths could be placed on jobs could be accelerated by reducing the level of pre-employment services. With the elimination of the testing requirement, a youth could be placed on a job after only one office appointment.

The decision did result in additional placements. Time saved from the reduction of this previously required service was profitably applied to other activities. The new arrangement also enabled the staff to fill a wider variety of job orders in a shorter period of time because youths could be recruited, admitted to the program, and placed very quickly. This situation also worked indirectly to yield more referrals.

The staff sent CERP job orders that could not be filled by work-ready enrollees presently awaiting jobs to employment personnel at the juvenile court. They in turn "advertised" the job by personally speaking to probation officers about the opening. When probation officers knew that an unfilled position existed and when they further knew that their client could be placed in only a few days, they often made more referrals than they had done under the previous system.

The final three major policy decisions extended the last date on which enrollees could be admitted to the program and new job placements made. This date was originally November 30, 1974. On November 27, 1974 the Law and Justice Planning Office extended it to December 31, 1974. It was extended again on December 11, 1974 to January 31, 1975; and again on February 11, 1975 to March 31, 1975.

E. COLLATERAL CONTACTS

The following agencies and individuals referred youths to CERP.

- 1) Seattle Public Schools
- 2) King County Juvenile Court/Probation Services
- 3) Washington State Juvenile Parole
- 4) Public Defender Juvenile Corrections Counseling
- 5) Social Agency Referral Project
- 6) Central Area Group Homes

- 7) Washington State Department of Social and Health Services Child Protective Service
- 8) Washington State Employment Security Department
- 9) Seattle Indian Center
- 10) Fremont Little City Hall
- 11) Seattle Youth Service Bureaus
- 12) Catholic Children's Service
- 13) Parents/Friends/Self

In addition, agencies participating in mutual exchanges of information but not referring youths were as follows:

- 1) Washington State Department of Social and Health Services Office of Public Assistance
- 2) Seattle Family Counseling Service
- 3) King County Division of Youth Affairs
- 4) University Hospital Clinic Ten
- 5) Seattle Mental Health North
- 6) Firlands Workshop
- 7) Brotherhood Crisis Intervention Center
- 8) Kijana Project

Interagency contacts were all characterized by mutual support and cooperation.

F. BUDGET

The program consistently operated below its allotted budget. A full cost accounting is presently being made, and a detailed statement is forthcoming in a separate report.

III. EVALUATION

A. MEASUREMENT TOOLS

The project hypothesis for the Career Employment Research Project (CERP) was that the incidence of crime would be significantly reduced among juvenile offenders who were given subsidized employment through CERP. To determine whether or not the hypothesis was supported, the following evaluation was conducted.

Evaluation of Objectives: The objective of this project was to determine the effect of employment and vocational services relative to no services on subsequent delinquent activity. To measure this objective, an evaluation of the following objectives was conducted.

1. To reduce significantly the frequency of police contacts for youths receiving employment and vocational services when compared to youths not receiving such employment or services.
2. To reduce significantly the severity of delinquent contacts for youths in receiving employment and vocational services as measured by the Social Agency Referral Program (SARP) severity scale and the number of Part I and Part II offenses when compared to youths not receiving such services.

Evaluation of objectives was accomplished by use of data gathered from the two years of program operation, from August 1, 1973, to May 31, 1975. For first year enrollees, data had been collected for the entire two years of CERP, from August 1, 1973, to May 31, 1975. For second year students, data had been collected from August 1, 1974, to May 31, 1975.

B. TARGET POPULATION

For the first year operation of CERP, the defined target population for the program were youths who met the following criteria: 16 through 18 years of age, dropped out or expelled from school, at least one Part I or Part II police contact, and a resident of Seattle. The second year program criteria remained the same, except for the age criteria: youths 16 or 17 years old were accepted into the program.

During the first year operation, the actual population met all the above criteria except age. A policy decision to exclude 18 year olds was made, since 18 year olds are not considered juveniles in the criminal justice system. The actual population for the second year operation of CERP met all the established criteria.

C. RESULTS

Procedure for enrollment of program participants was as follows: names of referred youths were sent to project staff. The names were screened according to the eligibility criteria of being 16 or 17 years old, not currently enrolled in school, and being a Seattle resident. Names of those individuals interested in employment were sent to the researcher at the City Law and Justice Planning Office. Each youth was checked by the researcher to verify the presence of at least one Part I or Part II contact at the Seattle Police Department Juvenile Division. Those youths eligible for participation in the program were then randomly assigned into two groups: Group 1 (Experimental) and Group 2 (Control).

A one-to-one ratio was used in the randomization process for CERP's first year enrollees, so that for every experimental subject, there was one control student. During the first year, it was found that only one-half of the entire experimental group was employed, so a two-to-one randomization took place during the second year of CERP, with two experimental students for every control student.

Group 1 youths received all vocational support services and a training stipend for employers hiring CERP enrollees. Services include an intake interview, individual counseling, employment counseling, pre-vocational training and follow-up. The training stipend was available for 50 continuous job slots for six months.

Group 2 youths received neither vocational support services nor wage subsidies. Youths in this group were known only to the project researcher and acted as control subjects for youths in Group 1.

In comparing the two years of operation of the CERP program (1973-1974, 1974-1975), a greater number of referrals were received in its second year of operation (1973-1974 - 280 referrals, 1974-1975 - 362 referrals). For both years, Seattle Public Schools provided the bulk of the referrals (65% for 1973-1974, 83% for 1974-1975). This was followed by Juvenile Court (12% in 1973-1974, 10% in 1974-1975). The referrals from Juvenile Parole Services decreased during the second year (12% in 1973-1974 to 3% in 1974-1975). The remainder of the referrals came from a number of other agencies, Public Defender's Juvenile Corrections Counseling, Social Agency Referral Project, Catholic Children's Service, Washington State Employment Security, Model Cities or Central Area Group Homes, Indian Center, Washington State Department of Social and Health Services, Fremont City Hall, Youth Service Bureaus, and from friends, self or relatives. The breakdown of referral services for the two years of operation is presented in Table 1:

TABLE 1. NUMBER AND PERCENTAGE OF CLIENTS RECEIVED FROM EACH REFERRAL SOURCE

Referral Source	1973-1974		1974-1975	
	Number	Percent of Total	Number	Percent of Total
Seattle Public Schools	182	65%	299	83%
Juvenile Court	34	12%	36	10%
Juvenile Parole Services	33	12%	11	3%
Other Agencies	23	8%	11	3%
Friends, Self or Relative	8	3%	5	1%
	<u>280</u>	<u>100%</u>	<u>362</u>	<u>100%</u>

For CERP's first year of program operation, of the total 280 referrals, 208 youths were eligible for randomization. The remainder either had no Seattle Police Department record or were of incorrect age. There were 110 youths in the experimental group and 98 youths in the control group.

For the second year of CERP operation, of the total 362 referrals, 73 were eligible for randomization. Of those not eligible, 66 had returned to school, 22 were working, 23 had moved out of the area and 15 were excluded for miscellaneous reasons. In addition, 134 could not be contacted since they had no phone and did not respond to letters or were not home after repeated phone calls, and 29 said that they would call back if they were interested.

Thus, although a greater number of referrals were received during the second year, a much lower number of these referrals were actually eligible for randomization in the second year as compared to the first year. To increase the number of CERP participants in the second year, referrals were accepted and allowed to enter the program until March 31, 1975 instead of November 30, 1974 as was originally planned (See Policy Decisions). Extension of the date for intake referrals was decided because CERP's goal was to determine the effect of employment on subsequent delinquent activity with a minimum sample size of 50 target youths. Minimal expectations were to place 50 youths for 26 weeks of full-time employment. At the end of the second year, 25 of the 52 youths in the experimental group had full-time placements. The following table is a cumulative charting by month of operation of the number in the experimental group, the number in the experimental group with jobs and the number in the control group.

TABLE 2. ACTUAL NUMBER ENROLLED IN SECOND YEAR OF CERP OPERATION

Cumulative Month	Group			
	Experimental		Control	Total
	With Jobs	Total		
September 1, 1974	0	0	0	0
October 1, 1974	0	7	3	10
November 1, 1974	4	15	7	22
December 1, 1974	8	26	12	38
January 1, 1975	12	32	13	45
February 1, 1975	18	41	15	56
March 1, 1975	23	48	19	67
April 1, 1975	25	52	21	73

For the first year, out of the 208 eligible for randomization, 110 had been placed in the experimental group and 98 in the control group. Within the experimental group, 56 had been placed on jobs and 54 had not.

For the second year, out of the 73 eligible for randomization, 52 had been placed in the experimental group and 21 were in the control group. In the experimental group, 25 had been placed in jobs and 27 have not been placed.

The division of experimental and control groups is shown in Table 3:

TABLE 3. DIVISION OF EXPERIMENTAL AND CONTROL GROUPS

	1973-1974			1974-1975		
	Experimental	Control	Total	Experimental	Control	Total
1. Have been or are Employed through CERP	56	49	105	25	0	25
2. Have not been placed through CERP	<u>54</u>	<u>49</u>	<u>103</u>	<u>27</u>	<u>21</u>	<u>48</u>
Total	110	98	208	52	21	73

In looking at Table 3, one can see that the number of experimental students in the second year is about one-half of the number enrolled in the first year. For both years, about one-half of the total number of enrollees in the experimental group had not been placed through CERP. Thus, for purposes of evaluation and comparison, the experimental group is subdivided into two groups - those who were employed through CERP and those who were not.

For the entire two years of CERP operation, in comparing ethnic, sex and age distribution, a larger percentage of Blacks (32%) were in the experimental group in the first year than in the second year (17%). Also, a larger percentage of Blacks (30%) were employed in the first year than in the second year (12%). For the first year experimental and control groups, the ethnic, sex and age distribution were quite similar. Each group was approximately two-thirds White, a little less than one-third Black and approximately 5% Chicano, Filipino and Native American. Males made up two-thirds of each group, while females made up one-third of each group. Each group was almost equally half 16 year olds and half 17 year olds, with 17 year olds numbering slightly more.

In looking at the ethnic, sex and age distribution of second year program youths, a greater percentage of males (71%) were enrolled than females (29%), with the majority of the youths (76%) White. In comparing second year experimental and control groups, a lower percentage of Blacks (17%) and a greater percentage of Whites (75%) were in the experimental group as compared to the control group (29% and 57% respectively). Males made up three-fourths of each group. The age breakdown of youths enrolled in the second year did not indicate any substantial differences, in that 16 and 17 year old individuals were neither more nor less likely to be a CERP enrollee.

For first year CERP enrollees, the ethnic, sex and age breakdown of the two subdivisions of the experimental group did not indicate any substantial differences, such as one sex being more likely to be employed than another, in terms of the respective proportions in the group. This same statement held true for second year youths for the variables of ethnicity and sex. However, a greater percentage (62%) of 17 year olds than 16 year olds (38%) were in the experimental group. Of those in the experimental group, a greater percentage (68%) of 17 year olds than 16 year olds (32%) were employed through CERP. Tables 4 and 5 show ethnic, sex and age distribution for both years of the program.

TABLE 4. DISTRIBUTION OF ETHNIC GROUPS BY SEX

	1973-1974				1974-1975			
	Male	Female	Total	Percent	Male	Female	Total	Percent
E1 - Those who were Em- ployed through CERP								
Black	11	6	17	30%	2	1	3	12%
Chicano	0	1	1	2%	0	0	0	0%
Filipino	1	0	1	2%	0	0	0	0%
Native American	0	1	1	2%	0	0	0	0%
Other	0	0	0	0%	1	2	3	12%
White	25	11	36	64%	17	2	19	76%
Total	37	19	56	100%	20	5	25	100%
E2 - Those who were not placed through CERP								
Black	13	5	18	33%	5	1	6	22%
Native American	2	0	2	4%	0	1	1	4%
White	23	11	34	63%	15	5	20	74%
Total	38	16	54	100%	20	7	27	100%
Total Experimental Group								
Black	24	11	35	32%	7	2	9	17%
Chicano	0	1	1	1%	0	0	0	0%
Filipino	1	0	1	1%	0	0	0	0%
Native American	2	1	3	2%	0	1	1	2%
Other	0	0	0	0%	1	2	3	6%
White	48	22	70	64%	32	7	39	75%
Total	75	35	110	100%	40	12	52	100%
Total Control Group								
Black	19	10	29	30%	5	1	6	29%
Chicano	2	0	2	2%	0	1	1	4%
Filipino	0	1	1	1%	0	0	0	0%
Native American	2	0	2	2%	2	0	2	10%
White	42	22	64	65%	9	3	12	57%
Total	65	33	98	100%	16	5	21	100%

TABLE 5. COMPARISON OF AGE OF EXPERIMENTAL AND CONTROL GROUPS

	1973-1974						1974-1975					
	16 Yr Olds		17 Yr Olds		Total		16 Yr Olds		17 Yr Olds		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
E1 - Have been or are Em- ployed through CERP	23	41%	33	59%	56	100%	8	32%	17	68%	25	100%
E2 - Have not been placed through CERP	25	46%	29	54%	54	100%	12	44%	15	56%	27	100%
Total Experimental Group	48	44%	62	56%	110	100%	20	38%	32	62%	52	100%
Total Control Group	42	43%	56	57%	98	100%	10	50%	11	50%	21	100%
Total Experimental and Control Groups	90	43%	118	57%	208	100%	30	41%	43	59%	73	100%

For first year CERP enrollees, the average number of total delinquencies for each youth in experimental and control groups prior to entry into the program was 8.8 offenses. This was equally divided between Part I contacts (the more serious offenses which are murder, rape, robbery, aggravated assault, burglary, larceny, auto theft, and non-aggravated assault) and Part II contacts (other offenses). The past delinquent histories of the youth in the different groups indicated no differences. This is shown in Table 6.

TABLE 6. PRIOR DELINQUENT CONTACTS FOR FIRST YEAR EXPERIMENTAL AND CONTROL YOUTHS

Group	Number of Youth	Number of Prior Contacts	Average Number of Contacts per Youth
E1 - Those employed through CERP	56	494	8.8
E2 - Those not employed through CERP	54	471	8.7
Total Experimental Group	110	965	8.8
Total Control Group	96	861	8.8

The past delinquent histories of second year youths were divided into Part I and Part II contacts, and it was found that there were differences between the groups. In comparing experimental and control groups, experimental group youths have higher averages of Part I, II and total offenses than the control group youths.

In the experimental group, those who have been or are employed through CERP have higher averages of Part I, Part II and total offenses than those who have not been employed. An analysis of variance test was performed and the differences were found to be significant. This comparison is shown in Table 7:

TABLE 7. SECOND YEAR CERP OPERATION:
DELINQUENT HISTORIES OF EXPERIMENTAL AND CONTROL YOUTHS

Group	Number of Youth	Part I Contacts	Part II Contacts	Total Part I and Part II Contacts
E1 - Those who have been or are employed by CERP	25	133	103	236
	Average Number of Contacts per Youth	5.32	4.12	9.44
E2 - Those who have not been placed through CERP	27	99	79	178
	Average Number of Contacts per Youth	3.67	2.93	6.59
Total Experimental	52	232	182	414
	Average Number of Contacts per Youth	4.46	3.50	7.96
Total Control	21	62	40	102
	Average Number of Contacts per Youth	2.95	1.90	4.86

First and second year program youth fell into three fluid groups: 1) those who were employed, 2) those waiting to be employed or re-employed and 3) those who dropped out of the project. Membership in each group was subject to change daily. Placing a youth on a job did not ensure that the length of employment would be for the full twenty-six weeks. For the first year enrollees, most of the youth were employed a total of two months or less, frequently at more than one job. Seventy job placements were made for fifty-six youths. For the second year program participants, the average number of weeks worked was eight, sometimes at more than one job. Twenty-nine job placements were made for twenty-five youths.

The second group, those waiting to be placed on jobs, consisted of youth who had previously worked through CERP and those who had not. Project personnel characterized youth who remained in this group at the end of the project operation years as extremely difficult to locate and to motivate.

The last group consisted of youths who had dropped out of the program. Many youth dropped out of the project for a variety of reasons that were categorized as positive, neutral or negative. After six months of operation during the first year of CERP, the first year experimental group had diminished to half its size and continued to decrease. Again during the second year, almost one-half of the second year experimental youths had dropped out of the program. Many of the youth who had dropped out had previously been placed on a job through CERP and had worked for a short time. For the first year, excluding the seven youths who left because they successfully completed six months of employment, thirty of the youths leaving the program had held a job through CERP. Of those who dropped during the second year, four of the youths had held a job through CERP.

Positive reasons for leaving the project included returning to school, finding their own employment or completing twenty-six weeks of employment. One-third of the first year youth and one-fifth of the second year youth in the experimental group found their own jobs or returned to school.

Neutral reasons for ending project involvement included ill health, marriage, parental and caseworker request, and moving out of the area. The Juvenile Court ordered 11 youths to another program or an institution. This was considered neutral since this disposition was for offenses committed prior to entry into the project and of which project personnel had no control.

Negative reasons for dropping out included refusal of employment, inability to locate the youth, lack of cooperation from the youth and in one case, burglarizing the place of employment. By the end of the project of the first year, only 15% of the experimental group youth had dropped out for negative reasons. For the second year, none of the experimental group youth had dropped out for negative reasons.

For both years of program operation, the largest number of drops were for returning to school and for finding their own employment (25 and 24 respectively). Also, the greatest number of drops (58) were for positive reasons. Drops for the experimental group are shown in Table 8.

TABLE 8. DROPS FOR THE EXPERIMENTAL GROUP

	1973-1974		1974-1975	
	Number	Percent	Number	Percent
Positive Reasons for Drops				
Completed 26 weeks of work	7	8.3%	0	0%
Found own employment	18	21.4%	6	29.0%
Returned to school	21	25.0%	4	19.0%
Already has GED	1	1.2%	0	0%
Enlisted in armed services	1	1.2%	0	0%
	<u>48</u>	<u>57.1%</u>	<u>10</u>	<u>48.0%</u>
Neutral Reasons for Drops				
Moved out of state	1	1.2%	6	29.0%
Marriage	1	1.2%	0	0%
Ill health	4	4.8%	0	0%
Court ordered to another program	10	11.9%	1	4.5%
Incorrect age	1	1.2%	0	0%
Parental or caseworker request/inter-vention	1	1.2%	4	18.5%
Has child and cannot work	1	1.2%	0	0%
	<u>19</u>	<u>22.7%</u>	<u>11</u>	<u>52.0%</u>
Negative Reasons for Drops				
Refused employment	12	14.2%	0	0%
Could not locate	1	1.2%	0	0%
Lack of cooperation	3	3.6%	0	0%
Burglarized place of employment	1	1.2%	0	0%
	<u>17</u>	<u>20.2%</u>	<u>0</u>	<u>0%</u>

The final employment status of second year CERP enrollees in the experimental group is presented in Table 9:

TABLE 9. FINAL EMPLOYMENT STATUS OF EXPERIMENTAL YOUTH, 1974-1975

	No Jobs through CERP	Had One Job through CERP	Had More than One Job through CERP
Currently Employed (May 31, 1975)	0	3	2
Not Presently Employed	11	13	2
Dropped	<u>16</u>	<u>5</u>	<u>0</u>
	27	21	4

Impact Evaluation:

To measure the first objective, the number of subsequent contacts of the entire experimental group were compared to the number acquired by the entire control group. The same comparison was made between members of the experimental group who worked and those in the experimental group that did not work. Since the objective of the program was to test the effect of employment in the reduction of juvenile acts in already delinquent youths, this subdivision of the experimental group was necessary to test the effects of actual employment.

Objective 1. To significantly reduce the frequency of police contacts for youths receiving employment and vocational services when compared to youths not receiving such employment or services.

For both years of program operation, testing the first objective of statistical difference in the number of persons subsequently contacted by the police in the entire experimental group as compared with the entire control group yielded no statistical significance. The chi-square test was used. For the first year of CERP, forty-five members of the experimental group and forty-one members of the control group were involved in subsequent police contacts. This represents almost exactly the same percentage, 42 per cent of each group (experimental and control) that was subsequently contacted. There is no significant difference in the number of subsequent offenses or the mean number of offenses per person contacted. In fact, both of these are slightly higher for the experimental group but not significantly so. Table 10 shows the comparison:

TABLE 10. FIRST YEAR CERP OPERATION: COMPARISON OF SUBSEQUENT CONTACT OF EXPERIMENTAL GROUP WITH CONTROL GROUP

Group	Number of Youth Contacted After Entry into CERP	Number of Subsequent Contacts	Percent of Total Group Contacted	Mean Number of Offenses per Person Contacted
E n=110	45	116	41%	2.58
C n=98	41	113	42%	2.76

$\chi^2 = .02, df = 1, p = .90, \text{ not significant}$

For the second year of CERP, twenty members of the experimental group and five members of the control group were involved in subsequent police contacts. A larger percentage (38%) of the experimental group was subsequently contacted by the police as compared with the control group (24%). There is no significant difference in the number of subsequent offenses or the mean number of offenses per person contacted, even though these figures were higher for the experimental group than for the control group.

The higher rates for the subsequent contacts (Table 11) of experimental youths as compared to control group youths may be accounted for by the different rates prior to the program entry. It was found that experimental youths had significantly higher averages of prior total offenses than control group youths (see Table 7).

TABLE 11. SECOND YEAR CERP OPERATION: COMPARISON OF SUBSEQUENT CONTACTS OF EXPERIMENTAL GROUP WITH CONTROL GROUP

Group	Number of Youth Contacted After Entry into CERP	Number of Subsequent Contacts	Percent of Total Group Contacted	Mean Number of Offenses per Person Contacted
E n=52	20	30	38%	1.50
C n=21	5	6	24%	1.20

$\chi^2 = 1.43, df = 1, p = .30, \text{ not significant}$

In comparing the two years of CERP operation, there was a lower percentage of the total group contacted for the second year experimental and control (38% and 24% respectively) than for the first year experimental and control groups (41% and 42% respectively).

The lower rate of total group contacted for the second year experimental and control when compared to the first year experimental and control groups can be explained by the different time periods available for possible recidivism. While the last date for program entry was January 31, 1974 for the first year enrollees, the last date for program intake was March 31, 1975 for second year enrollees. Thus, there was a shorter time period for second year enrollees to acquire subsequent contacts. Also, the mean number of offenses for second year experimental and

control groups (2.58 and 2.76 respectively). Again, the different time periods that youths were allowed to enter the program explains this in that the length of time to acquire subsequent contacts was less for second year enrollees than first year enrollees due to the later date of program entry.

A comparison between the two subdivisions in the experimental group (EI - those who were employed through CERP, EII - those not employed through CERP) was also conducted. A significant difference was found for the first year program operation. Almost twice as many youth were subsequently contacted in EII as in EI. This difference is most likely due to either selective screening of self selection since the total experimental group was not significantly different from the control group. This difference is shown in Table 12.

TABLE 12. FIRST YEAR CERP OPERATION: COMPARISON OF SUBSEQUENT CONTACTS OF EMPLOYED EXPERIMENTAL GROUP YOUTH (EI) WITH UNEMPLOYED EXPERIMENTAL GROUP YOUTH (EII)

Group	Number of Youth Contacted After Entry into CERP	Number of Subsequent Contacts	Percent of Total Group Contacted	Mean Number of Offenses per Person Contacted
EI n=56	16	41	29%	2.56
EII n=54	29	75	54%	2.59

$\chi^2 = 7.18, df = 1, P = .01 \text{ level}$

For the second year program operation, there was no significant difference. The EI group, those who were employed, had a higher percentage (44%) of total group contacted than the EII group (33%) and had a higher mean number of offenses per person contacted (1.64 for EI, 1.33 for EII), but these differences were not statistically significant. This comparison is shown in Table 13.

TABLE 13. SECOND YEAR CERP OPERATION: COMPARISON OF SUBSEQUENT CONTACTS OF EMPLOYED EXPERIMENTAL YOUTH (EI) WITH UNEMPLOYED EXPERIMENTAL GROUP YOUTH (EII)

Group	Number of Youth Contacted After Entry into CERP	Number of Subsequent Contacts	Percent of Total Group Contacted	Mean Number of Offenses per Person Contacted
EI n=25	11	18	44%	1.64
EII n=27	9	12	33%	1.33

$\chi^2 = .61, df = 1, p = .50, \text{ not significant}$

In comparing both years, there were more (44%) of the second year EI members contacted than first year EI members (29%). Also, the mean number of offenses per person contacted for EI and EII members of the second year (1.64 and 1.33 respectively) were lower than for the first year EI and EII members (2.56 and 2.59 respectively).

To further measure the first objective, a follow-up was conducted on first year CERP enrollees in total subsequent juvenile contacts by police from the date of each enrollee's program entry to the end of the second year project date, May 31, 1975. A comparison of experimental and control groups did not yield statistical significance. Total number of first-year youths subsequently contacted for the two year project period totaled 54 for the experimental group and 46 for control group. This comprised 49% of the total experimental group and 47% of the total control group. The control group had a higher mean number of offenses (3.17) than the experimental group (2.83). These results are shown in Table 14:

TABLE 14. FIRST YEAR CERP OPERATION: COMPARISON OF SUBSEQUENT CONTACTS OF EXPERIMENTAL GROUP WITH CONTROL GROUP FROM DATE OF PROGRAM ENTRY UNTIL MAY 31, 1975

Group	Number of Youth Contacted After Entry into CERP	Number of Subsequent Contacts	Percent of Total Group Contacted	Mean Number of Offenses per Person Contacted
E n=110	54	153	49%	2.83
C n=98	46	146	47%	3.17

$\chi^2 = .09, df = 1, p = .80, \text{ not significant}$

The two subdivisions of the experimental group, EI (those who were employed) and EII (those who were not employed) also were looked at in total subsequent contacts by police from date of program entry until May 31, 1975. This did yield a statistical significance and a greater percentage of the EII group (58%) were subsequently contacted than the EI group (40%). However, the EI group had a higher mean number of offenses (2.95) than the EII group (2.75). Table 15 shows these differences.

TABLE 15. FIRST YEAR CERP OPERATION: COMPARISON OF SUBSEQUENT CONTACTS OF EMPLOYED EXPERIMENTAL GROUP (EI) WITH UNEMPLOYED EXPERIMENTAL GROUP YOUTH (EII) FROM DATE OF PROGRAM ENTRY UNTIL MAY 31, 1975

Group	Number of Youth Contacted After Entry into CERP	Number of Subsequent Contacts	Percent of Total Group Contacted	Mean Number of Offenses per Person Contacted
EI n=56	22	65	39%	2.95
EII n=54	32	88	59%	2.75

$\chi^2 = 4.40, df = 1, P = >.05$

A similar comparison of subsequent contacts between first year EI and the first year control group from date of program entry to May 31, 1975 also yielded nonsignificant results.

Objective 2. To significantly reduce the severity of delinquent contacts for youths receiving employment and vocational services as measured by the SARP severity scale and the number of Part I and Part II offenses when compared to youths not receiving such services.

The SARP severity scale attaches numeric value to offenses to provide a means of comparing the importance or degree of severity attached to each offense. In conducting crime reduction tests, it is a useful tool to aid in determining whether the program affected the types of offenses committed by its participants. The SARP scale was used since it offers a complete list of offense ratings that correspond to the Washington State statutes.

Given that for both years of CERP operation, members of the experimental and control groups committed offenses after CERP entry in almost the same frequency, the severity of these offenses was examined to assess whether the program had any crime reduction impact. For the first year of operation, the severity of the entire experimental group's subsequent contacts was slightly lower than the control group but not enough so as to be statistically significant. The t test was used to determine the level of significance (see Table 16).

TABLE 16. FIRST YEAR CERP OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EXPERIMENTAL GROUP WITH CONTROL GROUP

Group	Number Subsequent Contacts	Mean Severity By Sarp Scale
E n=110	116	3.96
C n=98	113	4.25

T=1.21, df = 227; p. not significant

For the second year, the mean severity of the experimental group subsequent contacts was higher than the control group, but again this was not a significant difference. In this case, the lack of significance is probably due to the small number of offenses being considered. This difference is shown in Table 17:

TABLE 17. SECOND YEAR CERP OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EXPERIMENTAL GROUP WITH CONTROL GROUP

Group	Number of Subsequent Contacts	Mean Severity by SARP Scale
E n=52	20	4.67 4.79
C n=21	5	2.60

t=1.09, df = 23, p = not significant

In looking at the two experimental groups for year one and two of CERP operation, the second year experimental group had a higher mean severity (4.79) than the first year experimental group (3.96). 4.67

In comparing EI with EII for both years of CERP, EI was slightly lower in severity by the SARP scale, but the difference for each of the years was not of statistical significance. Tables 18 and 19 show the difference for the two years:

TABLE 18. FIRST YEAR CERP OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EMPLOYED EXPERIMENTAL GROUP YOUTH (EI) WITH UNEMPLOYED EXPERIMENTAL GROUP YOUTH (EII); FIRST YEAR FOLLOW-UP ONLY

Group	Number of Subsequent Contacts	Mean Severity by SARP Scale
EI n=56	41	3.90
EII n=54	75	3.97

t=1.15, df=114, p = not significant

TABLE 19. SECOND YEAR CERP OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EMPLOYED EXPERIMENTAL GROUP YOUTH (EI) WITH UNEMPLOYED EXPERIMENTAL GROUP YOUTH (EII)

Group	Number of Subsequent Contacts	Mean Severity by SARP Scale
EI n=25	11	4.43
EII n=27	9	5.24

t=.48, df=18, p = not significant

A follow-up of first year students in mean severity by SARP scale from date of program entry until the end of second year program operation, May 31, 1975, was conducted. The severity of subsequent contacts for this time period was lower for the experimental group than for the control group, even though the experimental group had a greater number of subsequent contacts. For the two experimental subdivisions (EI - those who were employed and EII - those who were not employed), the EI group had a lower mean severity than the EII group. These differences were not statistically significant. These results are shown in Tables 20 and 21:

TABLE 20. FIRST YEAR CERP OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EXPERIMENTAL GROUP WITH CONTROL GROUP FROM DATE OF PROGRAM ENTRY TO MAY 31, 1975

Group	Number of Subsequent Contacts	Mean Severity by SARP Scale
E n=110	153	3.88
C n=98	146	4.28

t= 1.66, df = 297, p not significant

TABLE 21. FIRST YEAR CERP OPERATION: COMPARISON OF SEVERITY OF SUBSEQUENT CONTACTS OF EXPERIMENTAL GROUP WITH CONTROL GROUP FROM DATE OF PROGRAM ENTRY TO MAY 31, 1975

Group	Number of Subsequent Contacts	Mean Severity by SARP Scale
EI n=56	65	3.56
EII n=54	88	4.09

t=.96, df = 151, p - not significant

D. CONCLUSIONS

CERP was based on the assumption that there were large numbers of delinquent dropout youths interested in full-time employment and that provided with employment opportunities, they would not commit future offenses. Both years of program operation seriously question the number of delinquent dropout youth interested in employment. For both years, the total number of referrals were lower than expected and the average length of time each youth was employed (approximately two months) was much less than the projected minimum six month period. In addition, some youths refused offers for employment. Low motivation of many of the youths was a difficult obstacle in placing and maintaining youth on jobs.

The assumption that employment would reduce further delinquency rates was not supported by the results. For the first year, there were 110 youths in the experimental group. Only half of the youth (56) were placed on jobs by CERP staff. The remaining 54 youths were not employed for several reasons; they dropped out of the program to return to school or work at a job they had found themselves, Juvenile Court ordered them to other programs or institutions for offenses committed prior to entry into CERP, they refused offers for employment and were uncooperative or extremely difficult to maintain contact with.

Since the first year experimental and control group youth were almost identical in average number of offenses prior to entry into CERP (8.8 offenses per youth) and age, sex, and ethnic distribution, lack of significant differences in subsequent contacts between the groups cannot be attributed to basic initial differences between the groups.

For the second year of operation, the initial significant differences in number of prior contacts complicate the analysis and subsequent interpretation of results for those youth.

There were 52 youths in the experimental group. Close to one-half of the youths (25) were placed on jobs through CERP. The remaining 27 youths were not employed for the same variety of reasons as first year unemployed experimental youth. The control group was comprised of 21 youths.

Of the 25 experimental youths who were employed, 11 youths were subsequently contacted by the police. This represents 44 percent of that group. In comparison, 5 of the 21 control youths, or 24 percent, were subsequently contacted by the police. The experimental youths who worked (EI) also had greater subsequent police contacts than experimental youths (EII) who did not. Nine members of the 27 in the second year EII group, or 33 percent of the EII group, acquired police contacts after entry into CERP.

This lack of difference between the groups in the second year may be attributed to basic initial differences between the groups. Experimental youths receiving job placement had significantly higher averages of total offenses than control group youths.

If one assumes that job placement was effective in reducing criminal behavior but that because the experimental youths were more likely to recidivate than control youth, then the net effect might be a non-significantly different recidivism rate for the two groups.

However, such an interpretation is suspect. Furthermore, the lack of difference for first year youth based upon more equivalent groups, involving larger numbers of youth, and a more extensive follow-up period seriously question such an interpretation.

In addition to finding no significant differences in the number of recidivists, there were no significant differences in the severity of committed offenses. That is, there was no reduction in the seriousness of offenses committed by the experimental youth.

The lack of significant results in reducing either the number of recidivists or the severity of the offenses committed raises serious questions concerning the use of employment as a crime reduction strategy--or at least in the fashion that it was implemented within the present project. CERP, a non-coercive program for school dropouts, offered employment only, with lack of additional services. This full-time career training project was aimed at the "hard core" multiple or Part I and/or Part II juvenile offender. As a result of two years experience, the following conclusions can be drawn:

1. The number of juveniles with serious offense histories who met the program criteria and were actually interested in full-time employment has been greatly overestimated.

2. Once placed on jobs, it is extremely difficult to keep this target population voluntarily employed for more than several months.
3. Employment gained in this fashion and with typically short duration does not significantly affect recidivism rates or severity of subsequent offenses committed.

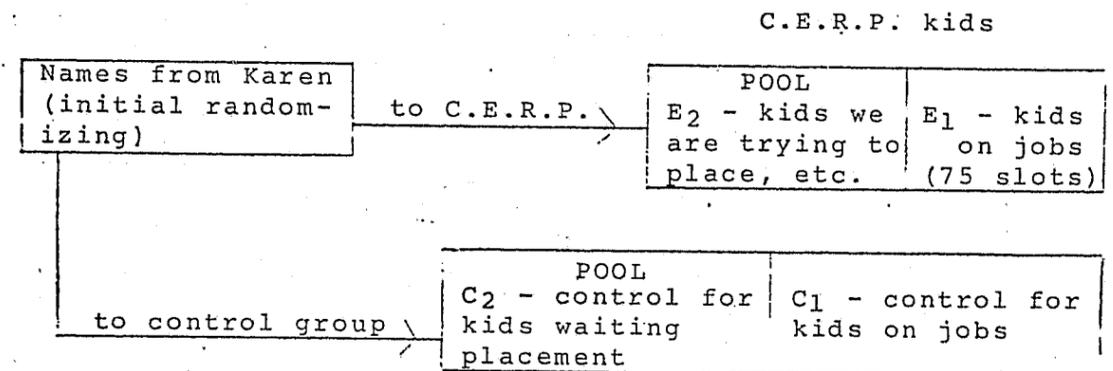
APPENDIX I
 CORRESPONDENCE RELATING
 TO
 POLICY DECISIONS

i.

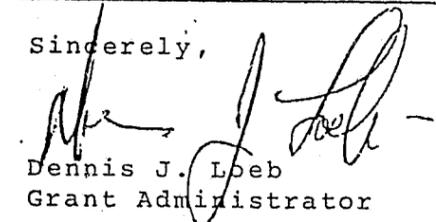
work these kids into jobs or get them to the job sites, they should do so.

4. Once placed on a job if a kid is fired or quits, he/she should be dropped from the project if he/she doesn't want a job. Try to get all kids who are fired another job, if at all possible. In some cases, however, your staff may decide an "inactive" period is advised.
5. Per the form which John is compiling, be sure to document kids who say they want to get out of the program and their reasons, positive, negative, or neutral.
6. Program exits, kids who are dropped or terminated by your project, cannot be picked up or placed on another job, etc. unless they are rescreened, randomly assigned again (a 50-50 chance) to the experimental group. Thus, it is fairly unlikely that you will see a kid again, if you drop him or her.

The referral of kids will look as follows:



Sincerely,


 Dennis J. Loeb
 Grant Administrator

DJL:js
 cc: Jay Iman, Seattle Schools
 Del Nordquist, Seattle Schools
 Karen Thompson



OFFICE OF THE MAYOR—CITY OF SEATTLE

Wes Uhlman, Mayor

September 21, 1973

Law & Justice Planning Office
300 Alaska Building
Seattle, Washington 98104
583-6592

Mr. Robert Mack, Manager
Career Employment Research Project
Seattle Public Schools
c/o Seward School
2515 E. Boylston
Seattle, Washington 98102

Dear Bob:

Per our detailed circular staff discussion earlier, I have confirmed the policy which will best comply with the intended parameters of the project.

1. All experimentals (names you receive from Karen) go into a large pool of kids to be placed on jobs.
2. Out of that large pool of experimental eligibles (E group) you place those kids who are placeable and for whom there exist developed job placements. This you do as fast as possible trying to match the kid, the employer and the type of job as much as possible as you are presently doing.
3. There will be those kids who don't seem to want to work, can't get out of bed, don't like tests, don't like schools, etc. These type kids can remain in the larger Experimental pool with your people trying to place them when it is feasible. This class of kid is that group which were "dropped" before. We have decided, per our discussion yesterday morning, that these kids should not be dropped, but kept on "inactive" status. When your coordinators get more time to



SEATTLE PUBLIC SCHOOLS

OCCUPATIONAL EDUCATION DEPARTMENT • 2515 Boylston Avenue East • Seattle, Washington 98102

September 26, 1973

Dennis Loeb
Law & Justice Planning Office
300 Alaska Building
Seattle, WA 98104

Dear Dennis:

Per your request for clarification and justification for project drops, we have compiled the attached chart. As you will notice, we have divided all drops into two main categories of "Pre and Post Employment." Within these categories we have further designated drops as positive, negative, or neutral. As discussed in our Thursday meeting there are no pre-employment drops for negative reasons. These cases will be put on "inactive status," periodically reviewed, and activated as circumstances dictate.

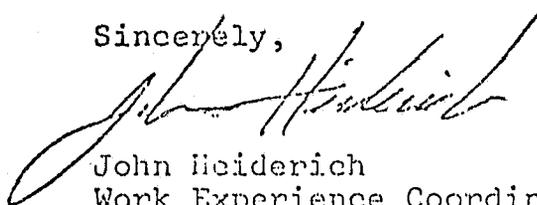
We hope the chart will be construed as a revision of the positive, negative, and neutral reasons for drops mentioned in the project statement. As you can see, we have made additions, revisions, and deletions. We hope that this will satisfactorily cover all present and future reasons for drops but recognize that additions or other changes may be necessary.

This material is presented on the assumption that the inactive pool will just "evaporate" at the end of the project period, and we will not be criticized regarding its size or composition. We are further assuming that students who have been employed and quit or are terminated and want to work again will go back into the active pool, while students who quit or are terminated and don't want another job are dropped (#3, "Post-Employment, Negative").

We are working hard to achieve the goals of the project and operate within the research parameters of the program. We are frustrated, however, by unclear and confusing areas of the project statement and hope that additional clarification of this nature will result in

a more efficient and successful program for everyone concerned.

Sincerely,



John Heiderich
Work Experience Coordinator
Career Employment Research Project

Approved: Robert G. Mack

cc: Jay Iman
Del Nordquist
Karen Thompson

dl

CONTINUED

1 OF 2

PRE-EMPLOYMENT

Positive Drops

<u>Type of Drop</u>	<u>Description</u>	<u>Justification/Confirmation</u>
Found own employment	Student finds own job prior to project placement	Oral notification by student
Return to school	Student returns to accredited vocational or academic school program	Oral confirmation from school
Attains G.E.D.	Student earns G.E.D. prior to completion of C.E.R.P. Program	Copy of certificate submitted
Military enlistment	Acceptance of applicant into military services	Copy of enlistment document submitted

PRE-EMPLOYMENT

Neutral Drops

<u>Type of Drop</u>	<u>Description</u>	<u>Justification/Confirmation</u>
Court ordered to other program or institution	Self explanatory	Oral confirmation from probation/parole officer or parent guardian
Parental intervention	Parent requests child be dropped from program	Oral request from parent
Change in residence	Student moves outside city limits	Oral confirmation from probation/parole officer or parent guardian
Illness, pregnancy, or disability	Self explanatory	Oral confirmation from probation/parole officer or parent guardian
Marriage	Self explanatory	Oral confirmation from probation/parole officer or parent guardian

PRE-EMPLOYMENT

Negative Drops

Type of Drop

Description

Justification/Confirmation

POST-EMPLOYMENT

Positive Drops

Type of Drop

Description

Justification/Confirmation

Found different or better job, employment continued off the program

Change of employment without significant decrease in salary or skill requirements

Oral notification by student and oral confirmation by new employer

Return to school

Student returns to accredited vocational or academic program

Oral confirmation from school

Attains G.E.D.

Student earns G.E.D. prior to completion of C.E.R.P. Program

Copy of certificate submitted

Military enlistment

Acceptance of applicant into military services

Copy of enlistment document submitted

POST-EMPLOYMENT

Neutral Drops

<u>Type of Drop</u>	<u>Description</u>	<u>Justification/Confirmation</u>
Parental intervention	Parent requests child be dropped from program	Oral request from parent
Change in residence	Student moves outside city limits, and is unavailable for work	Oral confirmation from probation/parole officer or parent/guardian
Illness, pregnancy, or disability	Self explanatory	Oral confirmation from probation/parole officer or parent/guardian
Marriage	Self explanatory	Oral confirmation from probation/parole officer or parent/guardian

POST-EMPLOYMENT

Negative Drops

<u>Type of Drop</u>	<u>Description</u>	<u>Justification/Confirmation</u>
Probation/Parole revocation	Discretionary decisions based upon the adjustment behavior of project youths	Oral confirmation by probation/parole officer
Termination due to delinquent behavior	Detention interferes with youth's ability to maintain employment	Oral confirmation of detention from appropriate facility
Terminated or quit, refuses other employment	Self explanatory	Oral confirmation by student



SEATTLE PUBLIC SCHOOLS

OCCUPATIONAL EDUCATION DEPARTMENT • 2515 Boylston Avenue East • Seattle, Washington 98102

September 10, 1974

Dr. Kenneth E. Mathews
Research and Evaluation
Seattle Law and Justice Planning Office
600 Arctic Building
Seattle, Washington 98104

Dear Dr. Mathews:

In response to your request for a summary and clarification of our Friday meeting, I have herein compiled the objective criteria you requested. As you will recall, there will be two main operational procedures that we anticipate will differ significantly from last year's program. I feel that these changes will result in greater project efficiency and will not affect the research design or the primary intent of CERP.

The first change involves the initial screening of potential project participants. The grant states that, "once determined eligible, assessment of the youth's interest in full-time employment as an educational alternative, will be made and youths with marginal or low interest screened out." Last year's final report fully describes the reasons for and results of screening youth by telephone. I hope that this year's attempt to screen all youth during personal interviews will result in a much higher percentage of enrollees placed on jobs. I anticipate significant savings of time and energy formerly wasted on excess paperwork and ineffective efforts to persuade and cajole disinterested youth to participate in various aspects of the project. The new screening method will of course result in fewer youth admitted to CERP (as will the 50% cut of full-time CERP staff) but should prove to be time and cost efficient. Objective criteria for the evaluation of a candidate's interest in the program will be as follows:

To be considered for program admittance the candidate must....

1. arrive on time (within 20 minutes) for his scheduled screening interview. (Unless mitigating circumstances dictate, i.e., the youth call in and has a legitimate excuse, he will be given two opportunities to meet this criterion.)
2. express a sincere desire for full-time employment at a salary comensurate with his abilities.

3. commit himself to participate in the standard program sequence including background interview, testing, job preparation sessions, etc.

The above guidelines will hopefully yield a reasonable number of program participants and result in a high percentage of placements. If an insufficient number of youth meet the criteria, these guidelines will have to be progressively relaxed. However, I hope that the number of interested and available youth does not dictate that we return to last year's methods of screening and the consequent problems and frustrations. In short, it has become obvious to me that CERP program expectations and actual outcomes are often widely divergent, and considerable realism and flexibility are necessary for success.

The second procedural change we discussed was the handling of program drops and drops of uncooperative enrollees in particular. As agreed, this office will not classify drops as positive, negative, or neutral but will indicate only whether or not the enrollee has worked and the reason for the drop.

An uncooperative youth will be dropped prior to or after working when by his own admission he is no longer interested in the program or

he gives no response (either returning a telephone call or appearing in person) after four telephone messages and one letter of termination followed by a five day wait. If the youth has no telephone or message phone, two letters will be sent at a one week interval. The second letter will be one of termination and if no response is received within five days, the enrollee will be dropped.

I hope these comments provide adequate clarification of our meeting.

Sincerely,

John Heiderich
Work Experience Coordinator
Career Employment Research Project

JH:jc

cc: Mr. Tom Hodgson
Robert G. Mack
Mr. Jay Iman



OFFICE OF THE MAYOR--CITY OF SEATTLE

Wes Uhlman, Mayor

September 16, 1974

Law & Justice Planning Office
600 Arctic Building
Seattle, Washington 98104
583-6592

Mr. John Heidrich
Work Experience Coordinator
Seattle Public Schools
2515 Boylston Ave. E.
Seward School
Seattle, Washington 98102

Dear John:

This is a response to your letter of September 10, 1974, and a followup to our meeting the Friday before last. Dr. Mathews and I have reviewed your letter, have taken most of your suggestions and incorporated them into a format which we think will be easier for you from the operational standpoint and for us from an administrative and evaluative point of view.

What we have done, essentially, is devise a form which will replace phone calls to the evaluator at the Law and Justice Planning Office. Please note the enclosed form which is entitled "CERP Individual History Form." This form records name, age, phone number and address for the applicant, records the initial screening information and the interest screening data. This will work as follows.

As you screen your applicants for their interest, you record the information on the form. As this information can be recorded by checking boxes and writing dates, this should in all likelihood take less time than whatever recording mechanism you have presently. Once you have determined the kid eligible by your screening standards, you send this form to the evaluator at the Law and Justice Office (or hand the form to the evaluator when he/she is at the project). At this point the students' names are randomized and you will receive the form back with one of the two boxes at the top of

Page 2 -- "CERP Individual History Form"

the form checked. Either this student will have been accepted or not accepted as an experimental subject. Having this recorded in this official manner will, we hope, meet your need for a record of both those kids accepted and those kids not accepted for program participation.

The actual sequence of events will work as follows:

1. A kid is called and informed about the program and asked if he/she is interested in participating.
2. If the answer is yes, an appointment is made.
3. If the student shows up within 1 hour of the appointment time, the student will be granted an interview.
4. If the student does not show up within an hour, he/she will be given two additional chances (for a total of 3 tries).
5. When a kid does not show up, a phone call is made to inquire as to the circumstances, and whether or not a kid is interested in a further appointment.
6. After three tries, if a student does not come in for an appointment, this person is informed he/she will be dropped from consideration unless he/she initiates an appointment on his/her own and is there within an hour of the appointed time.
7. If the student initiates an appointment and fails to show up, that student is dropped from consideration unless the student calls and explains extenuating circumstances which kept him/her from keeping the appointment. At that time he/she would be given only one more opportunity.

Students will be screened for their interests based on the following criteria:

1. If a student shows up within an hour of the scheduled appointment.
2. No student will be excluded (screened out at this point) if he/she verbally expresses in any manner the desire to work and, further, expresses a willingness to participate in further interviews

and testing. Note: These are covered by items 1-4 under Interest Screening on the referenced form. Should a student receive a "no" check in any of these four boxes, he/she can be screened out. If a student receives a "yes" check in these four boxes, he/she cannot be screened out.

This will take you up through the point of randomization..

Once you receive back the names of those students who may be considered as experimental subjects, the following process ensues: This information is to be found on the separate page two of your CERP Individual History Form. Page two is used where students have been selected as experimental subjects.

1. You may recall from our Friday meeting, we had decided that the sequence should begin with a call to the enrollee notifying him/her that he/she has been accepted, and to arrange for a second appointment.
2. At this point, you may also recall from our Friday discussion, students are given five opportunities to appear for an appointment. This is again governed by the one-hour rule. Students must show up within one hour of their scheduled appointment.
3. If after the fourth opportunity the student still has failed to show up for the appointment, then a phone call and/or a letter is sent to the student notifying him/her that he/she has only one more opportunity to appear if still interested.
4. At this point, no more active attempts to contact the kid are made on the part of project staff; however, if the kid initiates on his/her own a request for an additional appointment, such an appointment is granted. If the student fails to show up for this appointment, barring extenuating circumstances, that student is dropped from consideration. Note: At the time that the background interview is given (or secured), the GATB test should be administered. If the student fails to take the GATB he or she has three opportunities. If after three opportunities to take the GATB (separate from three

opportunities to come in for the background interview), the student has failed to take the test, that student may be dropped. If the student has missed three opportunities to take the GATB test, but calls on his or her own initiative to make an appointment to take the test, a fourth chance will be granted. However, if the student fails to show for the fourth interview that student will be dropped, barring extenuating circumstances as notified by the individual involved.

Pre-training: failure to avail themselves of the pretraining services offered by the CERP will not be grounds for termination from the program (even if it is felt by staff to be necessary to satisfactory performance of a job interview situation).

The third page of our form (Employment Placement Information) will allow us to collect in the second year some additional information. It will (1) allow us to document the motivation for the individuals participating in the program and (2) help us describe the general population descriptions, the limitations and the behavioral attributes of this population. Further, we will be able to document the pay received by the individuals and compare their pay to a crime recidivism rate. In addition, we would like to know what the pay periods are at the job on which the kid is placed. This is based on a belief that many of the kids in the population you are serving are so conditioned that short-term pay periods may result in a kid's being more prone to survive on a job placement.

This takes care of all pre-employment information which we need. As far as termination is concerned, you should use the form which you are now using to indicate a kid is dropped and share that information with this office. The only exception being, you will no longer need to record positive, negative or neutral drop categories so long as you provide sufficient detail in narrative form as to the reason. This is consistent with what we had discussed Friday. This will take care of those things for which you have primary responsibility. The half-time evaluator can verify additional information like the return to school information on the control subjects, GATB scores, other school records. As in the second year this person will formally be an employee of the Seattle Schools, but supervised by the Law and Justice Planning Office. There should be no problem with the evaluator gathering information from both Seattle Schools and Police Department sources.

Page 5 -- "CERP Individual History Form"

The only other change in the second year, which I am sure you will be pleased with, is that all sixteen year-olds and all seventeen year-olds can be accepted no matter how close they are to turning 18. If a kid is 16 or 17 years old, he/she may be accepted for this program via the initial screening procedure, even if he/she is to be 18 prior to job placement. The reason we are able to do this is we are now in a position to collect adult crime recidivism data, where last year we were not.

I realize that the forms and requirements spell out in some detail the sequence by which kids are accepted and rejected. This serves two purposes. The first is that should our results be positive we can in extensive form document what it was we did, what types of students we took, and how we developed interest. Secondly, it gives youths, Seattle Schools generally, and this office a better understanding of the expectations for the target population in question and sets a standard for tolerance of certain behavioral idiosyncrasies of delinquent kids. We believe that the CERP Individual History Form interest screening, initial screening, employment data and background information requested is fair, relevant to our needs and necessary to the satisfactory completion of the project objectives. I would further state that for the most part these are consistent with things we have already discussed, and generally consistent with your indications to us of need for documentation of criteria. I believe this will satisfactorily complete our negotiations for the second year in regard to the issues of screening. Thank you for your anticipated help and cooperation.

Sincerely,

Dennis Loeb

Dennis J. Loeb
Grant Administrator

DJL:js

cc: Ken Mathews, LJPO
Jay Iman, Seattle Schools
Bob Mack, Seattle Schools

Enc.

Accepted as Experimental Subject

Not Accepted

CERP INDIVIDUAL HISTORY FORM

Name _____ Age _____

Phone No. _____ Address _____

Birthdate _____

Race _____ Sex _____ Birth order _____
(if known)

Initial Screening

First called -- date: _____
Appointment

	DATE	SHOWED UP?	
		Yes	No
1.		<input type="checkbox"/>	<input type="checkbox"/>
2.		<input type="checkbox"/>	<input type="checkbox"/>
3.		<input type="checkbox"/>	<input type="checkbox"/>
self initiated (if any)			

Interest Screening:

1. Yes No
 Showed up within one hour of appointment time.
2. Yes No
 Student expresses verbally the desire to work full time.
3. Yes No
 Agrees to take part in background interview.
4. Yes No
 Agrees to GATB testing.

NOTE: If Yes answered to all four of the above (Interest Screening questions) the student name will be referred for eligibility.

Yes No
 This student should be exposed to training prior to employment interview.

CERP INDIVIDUAL HISTORY FORM:
Experimental Subjects Only

Name _____

Background Information Interview

	Date of Appointment	Showed up	
		Yes	No
1.			
2.			
3.			
4.			
5.			

GATB testing (should be taken at Background Interview)

Yes No

If GATB not taken at Background Interview

	Appointment for testing	Showed up	
		Yes	No
1.			
2.			
3.			

Pre-training (if needed) Yes No

	Appointment for pretesting	Showed up	
		Yes	No
1.			
2.			
3.			
4.			
5.			

If individual does not show for appointments, last appointment (as indicated by boxes above) arranged will be accompanied by a verbal warning and a letter informing person that this is the last opportunity and he/she may be dropped from the program if the appointment is not kept. (If person misses and he/she contacts CERP to arrange one more appointment, be given one additional chance.)

APPENDIX II

PART I, PART II & PART IV OFFENSES

CERP INDIVIDUAL HISTORY FORM:
Experimental Subjects Only

Employment

Job 1 Date of placement _____
Place of work _____
Type of work _____
Salary _____
Pay schedule: daily _____ weekly _____ biweekly _____ monthly _____
other (specify) _____
Date terminated _____
Reasons _____

Job 2 Date of placement _____
Place of work _____
Type of work _____
Salary _____
Pay schedule: daily _____ weekly _____ biweekly _____ monthly _____
other (specify) _____
Date terminated _____
Reasons _____

Job 3 Date of placement _____
Place of work _____
Type of work _____
Salary _____
Pay schedule: daily _____ weekly _____ biweekly _____ monthly _____
other (specify) _____
Date terminated _____
Reasons _____

Job 4 Date of placement _____
Place of work _____
Type of work _____
Salary _____
Pay schedule: daily _____ weekly _____ biweekly _____ monthly _____
other (specify) _____
Date terminated _____
Reasons _____

PART I OFFENSES

Murder
Rape
Robbery
Aggravated Assault
Burglary
Grand Larceny
Petty Larceny
Pick Pocket
Purse Snatch
Shoplift
Car Prowl
Theft of A/A
Bicycle Theft
Till Tap
Auto Theft
Boat Theft
Resisting
Other non-aggravated Assault

PART II OFFENSES

Carnal Knowledge
Possession of Burglary Tools
Mail Theft
Riding in Stolen Car
Outside Auto Theft
Outside Burglary/Larceny
Credit Cards
Forgery
Bad Checks
False Representation
Fraud/Bunco
Possession of Stolen Property
Selling Stolen Property
Possession Dangerous Weapons
Carrying Concealed Weapons
Miscellaneous Weapons
Molesting
Sodomy
Obscene
Indecent Exposure
Indecent Liberties
Miscellaneous Sex Offenses
Heroin, Etc.
Marijuana
Dangerous Drugs
Glue Sniffing
Possession of Liquor
Illegal Purchase/Liquor
Furnish Liquor to a Minor
Fightin
Unlawful Assembly
BB Guns
Threats
Profanity

Discharging Firearms
Disorderly Conduct
Prowling
Firecrackers
Juvenile Drinking
Prostitution
Loitering
Vagrancy
Gambling
Cont. to Delinquency of Minor
Harboring Runaway
Driving while Intoxicated
Abduction
False Reports
Littering
School Code
Noise Ordinance
License Violation
Park Ordinance
Dog Leash Violation
Arson
Extortion
Fugitive
Aberrant Behavior
Mischief
Property Damage
A W O L
Minor in Improper Place
Curfew
Parole Violation
Firebomb
Attempted Suicide
Trespass
Truant
False Alarm
Harbor Ordinance
Incorrigible
Runaway
Outside Runaway

PART IV OFFENSES

Dependency
Neglect
Injurious Living Conditions
Witness
Safekeeping

APPENDIX III
SEVERITY SCALES

SARP Severity Scale

<u>Offense Code Seriousness Rating</u>	<u>Numerical Index Number</u>	<u>Offense</u>
7	0201	Rape
7	0301	Robbery
7	0402	Assault (aggravated)
7	0809	Assault
7	2660	Abduction
7	3102	Arson
6	0702	Auto Theft, Motorcycle Theft, Joy Riding
6	0804	Resisting, Interfering, Obstructing Police - Failure to Disperse
6	0750	Outside Auto Theft
6	1601	Drugs (Opium, Cocaine and Their Derivatives)
6	3304	Extortion
5	0502	Burglary
5	0601	Grand Larceny
5	0608	Purse Snatch
5	0703	Boat Theft
5	0805	Inciting to Riot
5	0751	Outside Burglary or Larceny
5	0908	Credit Card Code (Use or Theft)
5	0909	Counterfeiting
5	0919	Forgery
5	1009	Misc. Fraud - Bunco
5	1401	Molesting
5	1402	Sodomy, Crimes against Nature - Incest
5	1501	Child Abandonment
5	2969	Obstructing Justice or Tam- pering with Witness - False Reports
5	4319	Fugitive
5	7074	Fir Bomb
5	7101	Attempt Suicide
4	0104	Negligent Homicide
4	0602	Petty Larceny
4	0607	Pick Pocket
4	0609	Shoplifting
4	0611	Car Prowl
4	0612	Theft of Auto Accessories
4	0613	Bicycle Theft
4	0619	Till Tap

Offense Code Seriousness Rating	Numerical Index Number	Offense
4	0202	Carnal Knowledge by Male
4	0503	Possession of Burglar Tools
4	0615	Mail Theft
4	0704	Riding in a Stolen Car or Motorcycle
4	1102	Possession of Stolen Property
4	1103	Receiving Stolen Property
4	1104	Selling Stolen Property
4	1202	Possession of Dangerous Weapons
4	1408	Carnal Knowledge of Male Under 18 by Female
4	1915	Procuring
3	1002	Bad Checks
3	1007	False Representation
3	1209	Misc. Gun Code - Altering
3	1404	Indecent Exposure
3	1405	Indecent Liberties
3	1409	Misc. Sex Offenses
3	1604	Dangerous Non-Narcotic Drugs
3	1901	Affray, Fighting
3	1904	Threats
3	1913	Prostitution
3	2560	Contempt of Court
3	2640	Perjury
3	5901	Parole Violator
3	7402	Cruelty to Animals
3	9901	Incorrigible
2	1400	Window Peeping
2	1403	Obscene Phone Calls, Talking, Writing, Gestures
2	1406	Seduction
2	1407	Lewdness, Fornication
2	1602	Marijuana
2	1603	Synthetic Narcotics
2	1609	Glue Sniffing - Gasoline
2	1702	Sale of Liquor by Minor
2	1703	Possession of Liquor by Minor
2	1710	Illegal Purchase of Liquor
2	1711	Giving or Furnishing Liquor to Minor
2	1902	Unlawful Assembly
2	1908	Discharge of Explosives, Firearms
2	1909	Disorderly Conduct, False Reports - Flag and Throwing Things

Offense Code Seriousness Rating	Numerical Index Number	Offense
2	1910	Prowling
2	1912	Juvenile Drinking
2	2104	Gambling
2	2421	Contributing to Delinquency of Minor
2	2501	Concealing Birthdate
2	2570	Harboring or A&A Runaway or Fugitive
2	5428	Aberrant Behavior
2	5529	Property Damage - Vandalism
2	5601	AWOL
2	5704	Minors in Improper Places
2	5714	Minors Playing Prohibited Games
2	5902	Probation Violator
2	7600	Truant
2	8101	False Alarms
2	9906	Runaway
2	9907	Runaway (Non-Resident)
1	1903	B B Guns
1	1906	Profanity
1	1911	Firecrackers
1	1947	Selling Cigarettes to Juveniles
1	2005	Loitering
1	2009	Vagrancy (Includes Begging)
1	3002	Littering
1	3004	School Code (90047-43 & 98373-1A and 1B)
1	3025	Smoking in Theater
1	3050	Illegal Wearing of Uniform
1	3059	Humane Society Ord.
1	3060	No Peddlers License
1	3070	Park Ordinance
1	3086	Dog Leash
1	5429	Mischief
1	5715	Curfew
1	5719	Illegal Purchase of Cigarettes
1	7301	Trespassing
1	8307	Harbor Ordinance

APPENDIX IV
ADDITIONAL DISCUSSION
OF TARGET POPULATION SIZE

Problems encountered by the project in arriving at a realistic estimation of the target population raised some interesting questions about the availability of certain types of juvenile crime data. On page 7 of the *Enrollee Recruitment* section possible errors in the figures used in the formula to estimate the number of youths eligible for the program are discussed. The project staff offered revised figures based on their own research. While the corrections are valid, their applicability depends to a great extent on the reader's interpretation of the wording of the basis for the original data (See *Project Statement*, page 14). However, the corrections at least indicate that a different interpretation of the original work could yield a radically different final estimate. They probably reflect errors in the original data used, and perhaps they are a strong indication that the number of youths available for CERP was very substantially less than anticipated. It is doubtful that either set of figures (original or revised) provide a reasonably accurate estimate of the size of CERP's target population, however. The method of calculation itself was not adequate to do this.

To compute the actual number of available youths, information from as many as seven years past must be taken into account. For example, a youth committing a Part I or Part II offense at the age of 10 would meet the project's delinquency criteria at age 17 even though he committed no offenses in the interim. Obviously, annual delinquency rates are of little or no value in accessing the percentage of Seattle 16 and 17 year old youths who have juvenile records. This percentage, one of the keys to an accurate estimate of the target population, is not readily available from any present accounting or data processing procedures. The project staff and the Law and Justice Planning Office have been looking into various methods of obtaining this information, however. It is hoped that in the near future statistical analysis of existing data or the gathering of new information will make it possible to state with reasonable certainty what percentage of each age group of Seattle juveniles has a police record in any given year.

When combined with increasingly sophisticated methods of identifying school dropouts and what dropouts do upon leaving school, this information will provide planners of future projects with a clearer picture of the scope and magnitude of services needed by our city's delinquent and out of school youths.

END