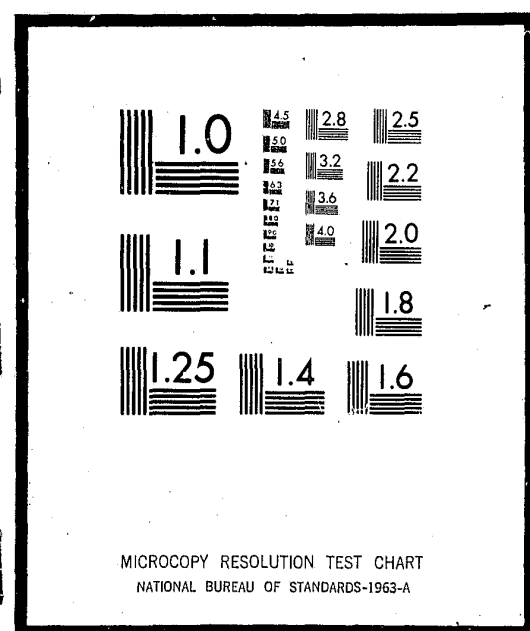


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Criminal Justice Pilot City Program

University  
of  
Rochester



PROBATION EMPLOYMENT AND GUIDANCE  
PROGRAM

EXPERIMENTAL ACTION PROGRAM

Prepared for the County of Monroe  
and the  
Monroe County Probation Department

by the

ROCHESTER-MONROE COUNTY CRIMINAL JUSTICE PILOT CITY PROGRAM  
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Elizabeth Benz Croft, Director

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ABSTRACT

The Probation Employment and Guidance (PEG) Program is a community-based action project developed by the Rochester-Monroe County Pilot City Program, in cooperation with the Monroe County Probation Department. On June 29, 1973, the Law Enforcement Assistance Administration awarded \$57,633 in discretionary funds to the County of Monroe for carrying out the PEG Program. The project began in September, 1973 and is scheduled to run for 18 months.

The Probation Employment and Guidance Program uses a multidisciplinary panel approach directed to maximizing employment for unemployed and underemployed probationers in Monroe County. Through group analysis of problems by a Review Panel and guidance sessions conducted by an Employment Guidance Council, probationers will be afforded various opportunities that will assist them in re-entry into the community. Members on each of the two panels will be drawn from industry and business segments of the community. The strong community interest in the project will be complemented by the active participation of the staff of the Monroe County Probation Department.

Approximately 250 probationers, all volunteers, will be interviewed by the Review Panel, and those who are currently job-ready will be identified. Each probationer appearing before the Panel, whether job-ready or not, will receive a professional diagnosis and recommendations regarding his employment potentialities and employment-related problems. In addition, the Review Panel sessions will generate information on types of employment problems experienced by probationers and therefore will provide PEG and Pilot City Program staff a necessary foundation for identifying gaps in current services and developing further programs.

The Review Panel will refer approximately 50 job-ready probationers to the Employment Guidance Council. The Council will aim to raise the level of employment among this selected group of probationers by means of guidance sessions, supplemented by follow-through assistance from a Community Liaison Officer, a PEG Coordinator, and the regular staff of probation officers. It is expected that maximization of employment should result in greater job and family stability, as well as less future involvement in criminal activity for the participating probationer.

The evaluation of the PEG Program will be placed in an experimental framework, and its effects on recidivism, employment, and social functioning of participating probationers will be measured during a 6-month follow-up period. Debriefing interviews with involved probation officers and panel members will also be conducted to assess their reactions to the project.

Pilot City Publication #7  
Action Program #2

## ACKNOWLEDGEMENTS

The staff of the Rochester-Monroe County Criminal Justice Pilot City Program expresses their appreciation to the several individuals and agencies who assisted in developing the Probation Employment and Guidance Program. Among those who devoted their time and interest in reviewing the project are the Steering Committee and Technical Advisory Committee of the Pilot City Program, the Genesee/Finger Lakes Regional Planning Board, the New York Regional Office of the Law Enforcement Assistance Administration, the New York State Division of Criminal Justice Services, and the County and Court Crime Control Coordinators serving Rochester and Monroe County.

Special appreciation is extended to those who collaborated with our staff in developing the details of the project:

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Mr. Richard P. Van Auker - Deputy Director of Probation, Monroe County Probation Department

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Pilot City staff participants in this project were Elizabeth Benz Croft, Director; Gregory Thomas, Research Associate; Roberta C. Cronin, Research Analyst; and Grace A. Kime, Consultant. Ms. Cronin will be coordinating the research and evaluation components. Mr. Richard P. Van Auker, Deputy Director of Probation, Monroe County Probation Department, is the Project Director.

## I. PEG PROGRAM GOALS

Unemployment and underemployment among offenders have been of persistent concern to those working in the field of corrections. Probationers, parolees, and prison inmates disproportionately represent the ranks of the poor, uneducated, and minority group population; they may often have personal liabilities such as health or family problems. In addition, they all share the stigma of the offender status. Therefore, employment problems among such a group are to be expected.

The important role of employment in the rehabilitation process has been emphasized by the Corrections Task Force of the President's Commission on Law Enforcement and Administration of Justice:<sup>1</sup>

The kind of job a person holds determines to a large extent, the kind of life he leads. This is true not merely because work and income are directly related, but also because employment is a major factor in an individual's position in the eyes of others and indeed of himself. Work is, therefore, directly related to the goals of corrections.

In the realm of corrections, failures in the world of work are meaningful in two important and related ways. (1) In the broadest sense, having a legitimate job means belonging to the "normal" community of working adults and productive citizens. Unemployment implies that in one important sense, the individual is cut off from this community. In

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<sup>1</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force on Corrections, Task Force Report: Corrections (Washington, D.C.; U.S. Government Printing Office, 1967), p. 32.

addition, both unemployment and underemployment mean that human resources and potential are being wasted. (2) Unemployment and underemployment have a more specific meaning to the criminal justice system, where conventional wisdom has it that employment problems are a major cause of crime and a central factor in recidivism. The inability of the probationer, parolee, or prison releasee to find adequate employment is assumed to restrict his contacts with the noncriminal world, encourage illegal efforts to earn a living, and cultivate "anti-social" feelings of bitterness, apathy, etc. -- all predisposing him to recidivate.

In May 1973, the Pilot City Staff conducted a survey of the current caseload of the Monroe County Adult Probation Department, with the cooperation of the Adult Probation Officers. At this time, 204 or 17.0% of the 1,200 probationers under supervision were reported by their probation officers to be unemployed.<sup>2</sup> In addition, another 116 or 9.7% were reported to be employed part time only. (See Appendix 1, Tables 1 through 6, for a summary of survey results.) It is assumed that at least some proportion of this latter group would be considered "underemployed," although the brief survey format used does not permit one to say how many. For project purposes, "underemployed" is defined as: a) any person employed part time, seasonally, or temporarily who desires full-time employment but is unable to secure it; b) any employed person who desires employment commensurate with his experience, education, and training but is unable to secure it.

A 1969 study of adult probationer employment in Monroe County had comparable findings -- 16% of the probationers were found to be unemployed.

2. These figures on unemployment do not include individuals reported to be "not in the labor market."

Probation officers also identified another 13% as "underemployed," although it is not clear what specific criteria were used to define underemployment.<sup>3</sup>

No comparable survey information is available at this time for the approximately 200 Monroe County residents under the supervision of the New York State Division of Parole or for the estimated 800 sentenced prisoners released annually from the Monroe County Jail. However, it is probable that similar problems of unemployment and underemployment exist in those populations. Published studies on Federal parolees and mandatory releasees report unemployment rates from 11.4% to 30%; at least another 20%-24% are either reported as employed part time or averaging less than \$100 per month cash earnings.<sup>4</sup>

The proposed Probation Employment and Guidance Program (PEG Program) will address itself to the problems of unemployment and underemployment experienced in the Rochester-Monroe County offender population -- specifically, unemployed and underemployed persons placed under the supervision of the Monroe County Adult Probation Department. There are several reasons for concentrating upon this target population. First, the preliminary survey indicates that sufficient numbers of probationers fitting the criteria for the project are available to run the program for the specified period. Second, unlike the Division of Parole, Adult Probation does

3. Peter S. Venezia and William A. McConnell, The Effect of Vocational Upgrading Upon Probationer Recidivism: A One-Year Evaluation of the Singer/Graflex Monroe County Pilot Probation Project (National Council on Crime and Delinquency Research Center, January, 1972), p. 2.

4. See Daniel Glaser, The Effectiveness of a Prison and Parole System (Indianapolis: Bobbs-Merrill Company, Inc., 1969), p. 222; and Robert Taggart III, The Prison of Unemployment: Manpower Programs for Offenders (Baltimore: Johns Hopkins University Press, 1972), p. 25. Reported rates vary by time since release, training received in prison, and other variables.

not currently employ any employment specialists. Third, probationers are under compulsory supervision, unlike jail releasees, and are therefore more accessible initially and easier to follow-up. Consequently, the plan is to locate the PEG Program at the Monroe County Adult Probation Department and direct its services to adult probationers. In the event that the ability to supply program services exceeds the demand from probationers, an attempt will be made to open up the program to other offender groups such as parolees and jail releasees. However, preliminary estimates indicate that this will not be necessary.

It is intended that participation by probationers in the Probation Employment and Guidance Program shall be voluntary at all stages of the program, and all records generated as a by-product of the program will be kept confidential. Such records will be available only to those who are employed by the program (whether on paid or volunteer basis) and to the research staff of the Pilot City Program.

The overall PEG Program has several interlocking goals. However, it can be viewed in terms of its two major operational components -- the Review Panel and the Employment Guidance Council -- which embody somewhat different central objectives.

The Employment Guidance Council component aims to maximize employment for a selected group of unemployed and underemployed probationers -- those determined to be "job-ready". The mechanism to be used is an experimental one, in which probationers selected by the Review Panel will meet individually with an Employment Guidance Council composed of a group of local personnel and employment experts. Similar councils were successfully operated in New York State and in Pennsylvania during the 1960's, and particularly

aimed at providing services to unemployed older workers.<sup>5</sup> The proposed program would adapt this approach to the new target population of "job-ready" probationers.

Within this selected group, the program aims to examine the general relationship between employment and recidivism, and to determine whether special efforts to maximize an offender's employment chances have any significant impact on his tendency to recidivate during a follow-up period. If the conventional wisdom on the subject is correct, it is anticipated that success in this special program will produce lower recidivism rates.

The Review Panel will have a slightly different focus. First, it will aim to single out those probationers who are most appropriate for the Employment Guidance Council experiment. Second, it will review the employment potentialities and employment-related problems of each probationer brought before it - whether he is job-ready or not - providing a professional diagnosis and recommendations to the probationer and to his probation officer. Where specific recommendations feasible for immediate follow-through are made, the goal is to pursue the course suggested and thereby help the probationer eventually become more job-ready.

Finally, by means of the Review Panel component of the PEG Program, comprehensive information on the types of employment problems experienced by Monroe County Adult Probationers will be gathered. Such information, which will be enriched by the opinions and recommendations provided by Panel members, should give valuable insights into the types of services needed to make probationers job-ready. This data will be utilized for further program planning.

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5. Herbert W. Watkins, "The Employer Panel -- A Resource for the Older Worker Counselor," paper presented to the National Conference on Manpower Training and the Older Worker, Washington, D.C., January 1966.

In addition, the overall PEG Program has as its goal the involvement of community people in a cooperative effort with probation officers to deliver needed correctional services. Community residents with expertise in personnel and employment spheres will play a central and meaningful role in alleviating the overall burden on current probation staff and will make this contribution in a problem area they are uniquely qualified to deal with. Adult probation officers will be involved in the program, in particular assisting at the Review Panel stage and attending all Panel sessions in which probationers under their supervision participate. The probation officer will help his non-job ready probationers to follow through on Panel recommendations where feasible. In addition, he will accompany any of his probationers selected for the Employment Guidance Council and work on follow-through at that stage. An important goal is for probation officers to upgrade their own employment counseling skills and increase their knowledge of current job market considerations by means of close cooperation with Panel and Council members.

## II. IMPACT AND RESULTS

It is expected that the PEG Program will demonstrate the feasibility of extending the Employment Guidance Council approach to a new type of target population, the criminal offender. The prototype of the Council dealt with people who had marketable skills and who also had certain "social liabilities" in the job market - namely, ages ranging from 43 to 60 years. In addition, the "older worker" sometimes suffered from lack of knowledge and experience in job-hunting, lack of feedback and advice about his job hunting problems and failures, and lack of confidence, defeatism, and/or bitterness. It is expected that the unemployed or underemployed offender with marketable skills may suffer from similar problems, including a "social liability" that in this case takes the form of a criminal record. Therefore the generalizability of the Council approach is an expected result.

It is expected that employment will be maximized for the group of job-ready probationers who are counseled by the Employment Guidance Council. As the Pilot City survey indicated, the unemployment rate for the Adult Probation caseload is running about 17%. Yet Monroe County is an area of high employment, with the lowest unemployment rate -2.9%- of any community in New York State.<sup>6</sup> It has long been a stable labor market, suffering few of the ups and downs found in most labor markets. The local job market

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6. New York State Department of Labor, Labor Area Work Force Report: April 1973. (Published May, 1973).

is characterized by a need for vocational workers and is currently estimated to have 400 openings in highly skilled categories as well as 2500 openings for trained semi-skilled workers.<sup>7</sup> To the extent that there is an available pool of unemployed but "job-ready" probationers, the Council should be an efficient tool for matching jobs and workers.

The central impact of the Employment Guidance Council - helping the probationers find a job - will be realized through the Council's focus on several specific objectives:

- a. Assessing the individual's current job capabilities, and job-hunting activities, telling him what he does not hear at the employment interview, and giving him feedback that provides for corrective action.
- b. Helping the probationer organize his search, helping him to plan job-seeking activity and use the available tools of the resume, the cover letter, industry listings, and other employment resources.
- c. Restoring the probationer's confidence; eradicating the vulnerability he may feel in being unemployed; doing away with the confusion, the missing of obvious steps, and the panic of repeated rejection.
- d. Opening up for the probationer new avenues of employment by finding related jobs beyond the narrow confines of his own experience; by developing new job concepts from old skills, interests, hobbies and latent talent; and by stimulating innovative thinking about the utilization of himself for work.

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7. John D. Hostutler, of the Industrial Management Council, Chamber of Commerce. Quoted in an interview with Cliff Carpenter, Rochester Democrat and Chronicle, May 22, 1973.

It is expected, in short, that the result of the Employment Guidance Council will be higher levels of employment among participating probationers and higher levels of job stability during the designated follow-up period. As a corollary, it is expected that the more satisfactory employment will pay off in terms of better "social functioning" of the probationer -- e.g., greater family stability, less drain on social services such as Public Assistance. It is also expected that it will pay off in terms of lower recidivism rates among participating probationers, defined in terms of probation violations, new arrests and convictions, and days spent in jail during the follow-up period. Lower recidivism of course means less drain upon criminal justice system resources that are already overburdened.

With respect to the Review Panel, the expectation is that some probationers who are not job-ready will be directed to already existing programs that can meet their needs. Because of their expertise and knowledge of the community, the Panel can make recommendations for actions that may have been overlooked by the probationer and his probation officer. To the extent that follow-through is possible in the particular case, the probationer may take a step closer to the day when he can be job-ready and self-sufficient.

However, the Review Panel has been designed to be an information-gathering tool as well and in this role, a broader impact is anticipated. From the Review Panel, one would hope to derive:

- 1) a picture of the types of employment problems experienced by probationers age 18 and above;
- 2) a diagnosis of the employment-related needs of such probationers;

- 3) an opinion of the type of programs and resources that would meet those needs; and
- 4) an opinion as to the current availability of such programs or resources.

Although the Panel may be able to make specific recommendations that can be acted upon by some non-job-ready probationers, it is anticipated that there will be many others whose needs cannot be met by the existing network of services. However, this kind of professional assessment of needs is lacking, and current "hunches" are not an adequate basis for program planning. Once this information is available, the next step would be to consider a more comprehensive plan for employment-related services. At this point only, consideration will be given to the question whether referral services, new training programs, personal adjustment counseling, or some combination of these, for example, might be appropriate.

There are two other benefits which may be realized from the PEG Program.

1. Citizen involvement: One obvious result of the program will be the utilization of citizen expertise to provide services to probationers. In addition, interaction of community members, adult probation staff, and the probationers themselves will give community members a better chance to understand the difficulties involved in providing correctional services. It may also give them a better understanding of probationers as people, not abstractions.

Although the Panel and Council members have consistently been referred to as personnel and employment experts who are particularly qualified to give advice, one should not overlook the fact that many of them also



play a role as social "gatekeepers" - regulating the flow of people into occupational positions by virtue of their own day-to-day decision-making power. The experience of PEG Program participation may give them insight into some of the limitations on offender employment which are not subject to the offender's own control - such as exclusionary company hiring policies, employer prejudice and discrimination against offenders or ex-offenders, and inflated educational and training criteria which are not meaningfully related to job performance. It is hoped that such insights could have some impact on their own behavior as employers and would be communicated in their discussions with other employers.

2. Probation Officer Upgrading: Probation officers will be involved at several stages of the project, including the Review Panel and Employment Guidance Council stages. By cooperating in providing relevant decision-making information, by observing the Panel and Council processes, and by receiving written summaries and recommendations on all their probationers involved in either panel, it is expected that the probation officers will receive a sort of informal on-the-job training in employment counseling. In addition, in some cases the probation officer will receive concrete suggestions as to how he can better meet the needs of particular probationers currently under supervision. Currently, of course, probation officers to some extent do advise probationers about unemployment difficulties, and some may be more skilled at it than others. However, this program will expose them to a systematic process of information-gathering and counseling, conducted by people who make it their business to be knowledgeable about job market conditions.

### III. METHODS AND TIMETABLE

The Project Director will be responsible for overall supervision and administration. The research and evaluation aspects of the project will be under the general supervision of the Pilot City staff. The Pilot City staff, in consultation with the Project Director, will have final authority and responsibility in terms of the specific research instruments to be utilized, the procedures required for both the research and evaluation, and will prepare the final report on the project.

#### Planning and Start-Up Phase (Months one and two) \*

The first two months of the project are a planning and start-up phase. During this period, qualified Panel and Council members will be recruited by the Community Liaison Officer. Other paid staff members will be recruited by the Project Director. The PEG Coordinator, with the advice and assistance of the Community Liaison Officer, will establish project procedures facilitating the flow of clients through the program. Orientation meetings for Panel and Council members will be conducted by the PEG Coordinator and the Community Liaison Officer. In addition, Adult Probation Officers will meet in sessions in which the operation of the project and the evaluation design will be fully explained. Data collection forms necessary to the efficient monitoring, follow-up, and eventual evaluation of the experiment will be developed by the Pilot City staff with the assistance of the Probation Research Analyst and with the input of the project members and probation officers.

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\* Under the terms of the award, the Planning Phase was extended to 3 months (Months one through three).

### Operational Phase (Months three through eleven)

The overall operational phase has three basic components: (1) Review Panel, (2) Employment Guidance Council, and (3) Job Placement Follow-through.

#### The Review Panel

The Review Panel will select eligible "job ready" adults from the pool of probationers in Monroe County that are unemployed or underemployed. "Job ready" individuals will be defined as those probationers whom the Review Panel determine to have actual marketable work experience or a marketable skill. Probationers 18 and over will be considered eligible for purposes of this review. Those probationers under 18 are not considered eligible at this time, both because they are not considered to be "occupationally set" (i.e., they are not usually geared to permanent or long-term employment), and because they are limited in their occupational options by current licensing and employment statutes. Probation officers will designate for review those probationers of their case-loads who are unemployed or underemployed (according to the definition proposed earlier), and who meet the age requirement.

The Review Panel will be in operation six months (months 3 through 8 of the project). The Review Panel will meet six times per month--three four-hour sessions will be held during the daytime and three three-hour sessions will be held in the evening hours. Approximately eight probationers will be scheduled for interview in each daytime session and six in each evening session. The total probationers appearing before the Review Panel, therefore, are estimated at 42 a month, or a total of 252 for the six month operational period of the Panel. The daytime sessions will be held in a conference room, Monroe County Adult Probation Office, Hall of Justice.

Evening sessions will be held at another convenient downtown location.

Overall, the Review Panel shall be composed of members of the community well versed in dealing with people and assessing and appraising their assets from the standpoint of employment and training. The Review Panel shall consist of a pool of 9 to 12 members as follows:

- 3-4 practicing psychologists
- 3-4 manpower specialists with emphasis on training
- 3-4 personnel experts

Three members, one from each area of specialization, will participate at each session. Individuals will be selected on a rotating basis and no member of the "pool" will serve more than one daytime and one evening session per month. At each session, therefore, there will be three members from the community--one psychologist, one manpower specialist, and one personnel expert - plus the PEG Coordinator, the probationer being interviewed and his probation officer. A secretary also will be present to keep the minutes of the meeting.

The Panel will evaluate the individual's job readiness in terms of past experience, training, and aspirations, and also will assess the individual from the standpoint of behavioral traits or obvious physical or mental problems which would act as a deterrent in obtaining a job. One of the objectives of the panel is to identify the "job ready" probationer--who will then be referred to the next Employment Guidance Council for pertinent assistance. The broad fields of work--Professional, Commercial, Industrial, and Service categories, straight across the board, will be included in assessing "job ready" individuals.

Another objective of the Review Panel will be to provide a professional assessment of the problems and needs of those probationers

deemed not "job ready." It will be the responsibility of the panel to state in writing the reasons why such individuals are not considered job ready and to make written recommendations about the type of action they feel is appropriate for each case. Types of problems diagnosed by the panel might include:

- a. Need for additional training or re-training
- b. Need or desire to change field of work
- c. Long range training objective but financial needs prohibitive
- d. Behavioral problem evidence or physical or mental problem
- e. Need for additional formal education

In addition to making general recommendations for each probationer--which might include on-the-job training, institutional training, an interim job, or individual counseling or professional therapy--it is anticipated that the Panel, because of their work in the community, may be able to recommend appropriate available programs in some cases. In those cases where no appropriate program may be available to the probationer, the Panel's diagnosis and recommendations will point up gaps in service needs.

For all individuals screened, copies of the session conclusions and findings, including diagnosis of needs and recommendations will be made available to the probationer and his probation officer. Where specific recommendations to available programs are made, the probation officer, under the supervision of the PEG Coordinator, will be responsible for follow-through with his probationer.

While the Review Panel's operation ends in the eighth month of the project, the PEG Coordinator, with the assistance of the Research Analyst, is responsible for supervising and monitoring the follow-through activities which will extend through month ten.

### The Employment Guidance Council

As previously indicated, probationers screened as "job ready" by the Review Panel will be referred to the Employment Guidance Council. The Employment Guidance Council will be in operation six months (months 4 thru 9 of the project). The Council will meet in three four-hour sessions each month. Based on the prior experience of the Older Worker Program, probably no more than 3 probationers can be interviewed by the Council in one session. Therefore, the Council will meet with approximately 9 probationers per month, for a total of 54 in the operational period.

A pool of 16 to 20 personnel and employment experts in the community will be recruited for the Council. Five to six members will be called, according to alphabetical listing, on a rotating basis, to conduct the business of the Council at one session. The Council members serve voluntarily, without fee.

To assure continuity, a Chairman, selected on the basis of his experience and knowledge of the personnel field and the community, will conduct all Council sessions during each month. Council sessions will be held in the daytime in a conference room, Monroe County Adult Probation Office, Hall of Justice.

In face to face interview, the Council members will listen to the individual probationer and advise him and encourage him in his job quest. Council members are not expected to offer jobs to the individual nor to intercede in his behalf with other employers, but any suggestions they may wish to make regarding specific jobs, fields of work, or specific industries or organizations are considered appropriate and welcome.

See Appendix 2 for a description of the possible techniques which

the Council may employ.

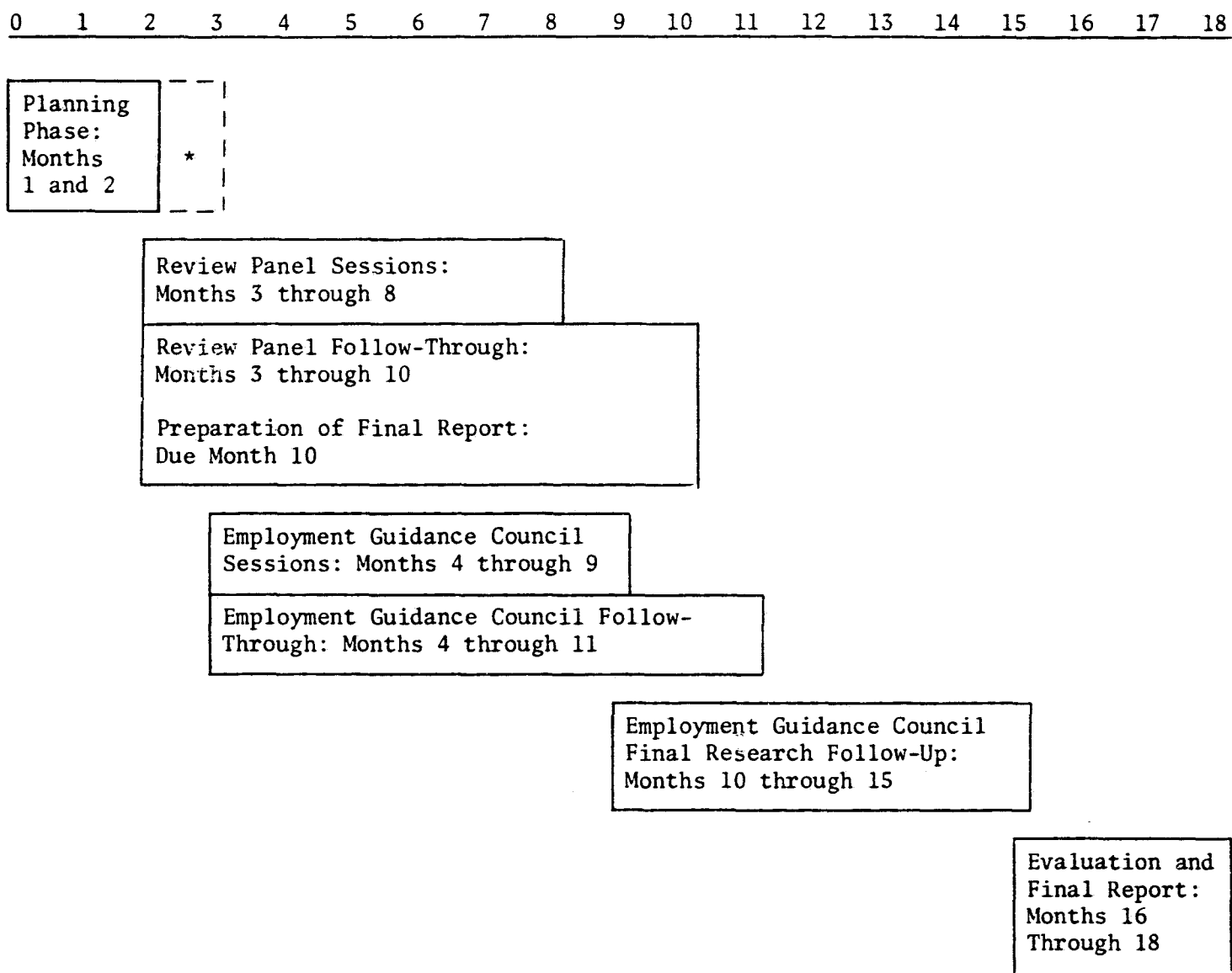
### Job Placement and Follow-Through

The Community Liaison Officer will be available to the PEG Coordinator, the probation officer and the probationer in assisting them to find job placement for those probationers meeting with the Council. It is expected that the bulk of such follow-through will extend through month 11.

### Follow-Up Research and Evaluation (Months 1 through 18)

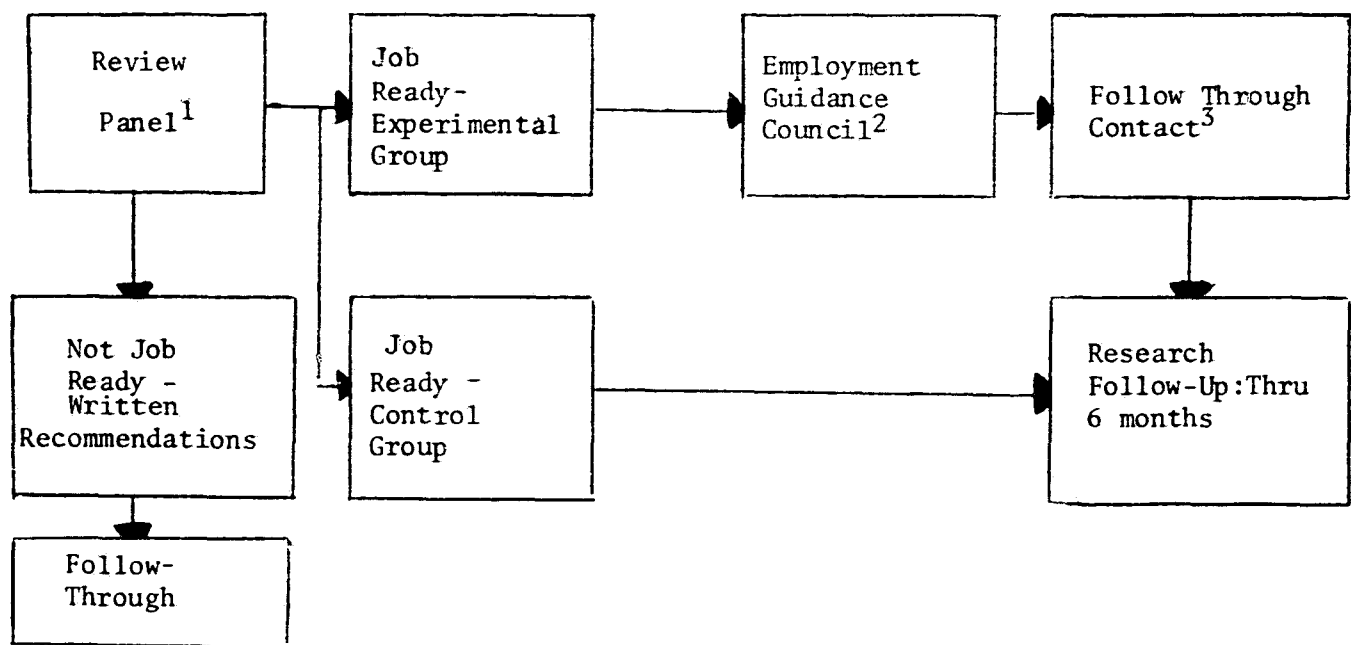
The research and evaluation components will extend over the entire project period. Months one and two will be devoted to detailed design of research instruments and procedures. Data collection will start in the third month. Section IV, following, gives details on the research and evaluation aspects, and personnel involved.

CHART I. PROBATION EMPLOYMENT AND GUIDANCE PROGRAM: TIME TABLE



\*NOTE: Under the terms of the award, the Planning Phase was extended to 3 months, Months 1 through 3.

CHART II: PEG Program  
Monroe County Adult Probation System Flow Chart

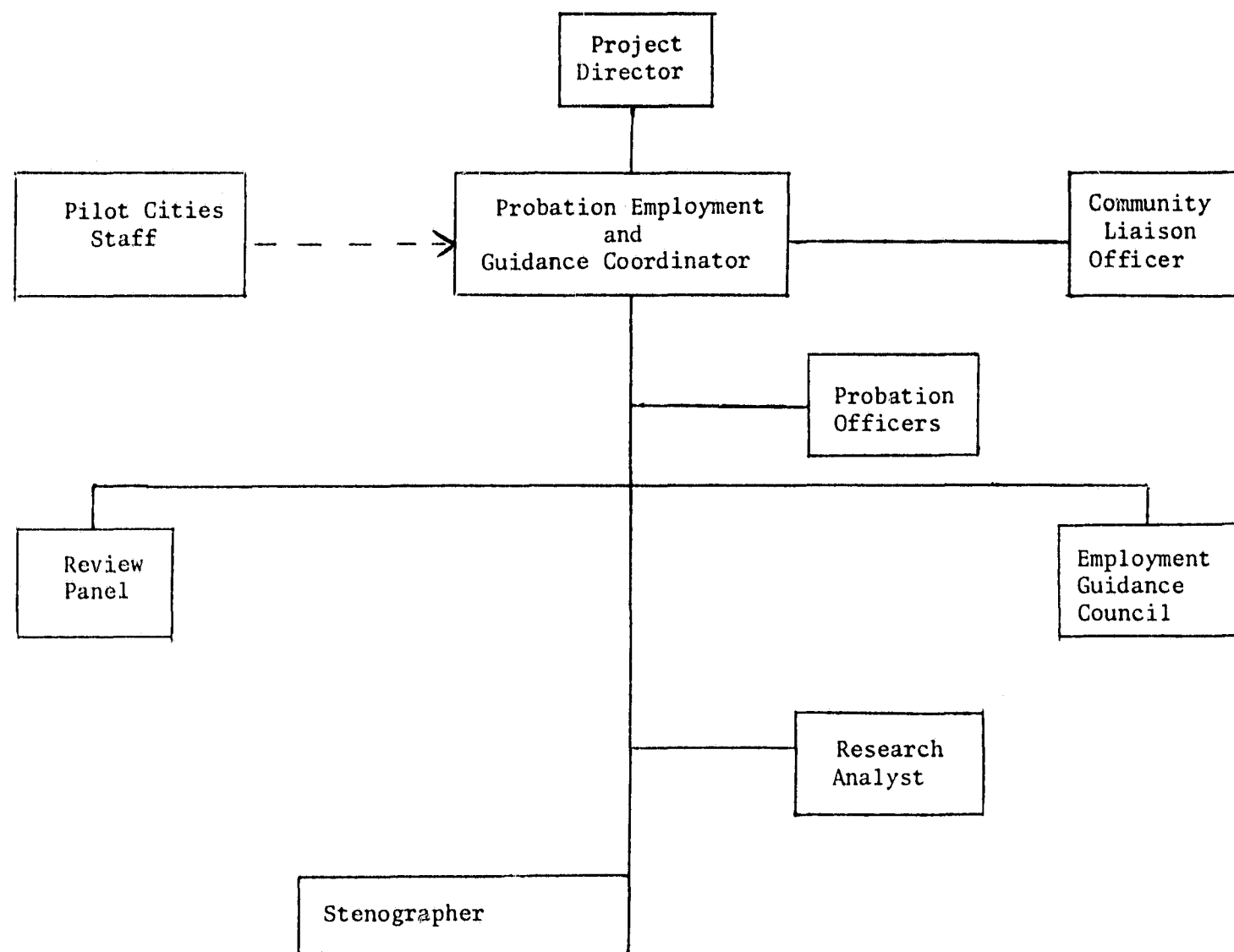


<sup>1</sup> Industrial Psychologist, personnel specialist, manpower training specialist and senior probation officer (PEG Coordinator).

<sup>2</sup> Employment and personnel professionals from local businesses and industries.

<sup>3</sup> Done in cooperation with Adult Probation Officers.

CHART III  
PROBATION EMPLOYMENT AND GUIDANCE PROGRAM



#### IV. EVALUATION

##### Employment Guidance Council

The evaluation of the Probation Employment and Guidance Program will focus on the effectiveness of the Employment Guidance Council in three areas:

- 1) reducing recidivism
- 2) decreasing unemployment
- 3) improving social functioning.

Impact of the Council in these areas will be primarily assessed by means of comparisons between those job-ready probationers who were referred to and participated in the Council process and those job-ready probationers not referred to the Council. Job-ready probationers found acceptable for the Employment Guidance Council by the Review Panel will be randomly assigned to either the Council process (the experimental group) or to the control group, which will receive no further special counseling. The control group will of course receive the regular services provided by the Adult Probation staff.

Given the time constraints on the volunteer Employment Guidance Council, it is anticipated that it will counsel approximately 54 probationers in the six month operational period, and that a proportional number of probationers will be assigned to the control group. At this point use of a 67%/33% proportion is anticipated - 67% of the eligibles will be assigned to the experimental group and 33% to the control group, yielding an experimental group of 54 and a control group of 27. In any case, the experimental group will consist of approximately 54 individuals,



and the control group will consist of not less than 33% of the overall group of eligibles. Assignment to the experimental and control groups will be random. Such numbers will be adequate to allow for statistical analysis and comparison of the two groups. To the extent that breakdown of the experimental and control groups into fine subpopulations is limited by the small numbers in the respective groups, case-studies will be examined to look for possible relationships in the subpopulations.

(Since participation in the PEG Program is to be voluntary for probationers, it is possible that some job-ready probationers selected for the experimental group may refuse to participate in the Employment Guidance Council process. It is expected that this would be a very small group - by examination of case data the evaluators will try to determine how this group differs from those who did in fact participate.)

Information on experimental and control group members will be recorded at various points throughout the program operation, beginning at the contact with the Review Panel for both groups and ending six months after contact with the Employment Guidance Council for the experimental group members. The follow-up for each control group member will date from the first Council session for which he would have been scheduled had he been randomly assigned to the experimental group, and will end six months from that date. (It is assumed that ordinarily experimental group members will be interviewed by the Council not later than two weeks after their Panel contact.) Because this program is considered to be merely one step along the way to a more comprehensive plan for offender employment-related services and therefore the desire is to get an early assessment of this experiment's impact, a six month follow-up

period was decided upon. It is felt that waiting for a one-year follow-up, although it would allow a more extensive evaluation, would result in an unacceptable delay for program planning purposes. (If staff time permits, the Pilot City team may do a brief check on experimental and control group members at the end of one year. This would be part of its overall research activities however, and would not be a part of formal PEG Program evaluation.)

Comparable background information on experimental and control group members will be gathered at the Review Panel stage and will include demographic information, employment history, and criminal history. The assessment of the Review Panel on both groups will also be included. Monthly reports monitoring the progress of both groups in the post-Council period will be compiled.

Information to be gathered periodically on employment of experimental and control groups will include employment status (i.e., unemployed, employed part-time, employed full-time), type of employment, wages, etc. Information on "social functioning" will include information on marital status, family problems (e.g., children with school or legal difficulties), residence changes, and reliance on social services such as Public Assistance. Recidivism data to be monitored include number of reconvictions, type of offense and disposition of case in reconvictions, and amount and type of technical probation violations which resulted in adverse action by the sentencing authority. Although data will also be collected on amount and type of technical probation violations not resulting in action by the sentencing authority, it is intended that this category of data will not play a major part in assessing the experiment's effects on recidivism.

This is in keeping with the standards set forth by the National Conference on Criminal Justice in relation to evaluating the performance of the correctional system. Standard 15.5 on Corrections suggests that "technical violations of probation or parole based on administrative action alone should be excluded from a general definition of recidivism because they are not established formally as criminal acts."<sup>8</sup>

It is intended that the information to be recorded in the monthly reports shall be compiled by a Research Analyst working in cooperation with probation officers responsible for supervising experimental and control group members, and that these periodic reports shall not require the researcher to conduct personal interviews with the concerned probationers. However, at the end of the six month follow-up period, it is planned that face-to-face interviews with involved probationers will be conducted to verify and supplement previously collected data on the experimental and control groups. Interviews with the control group should be relatively brief, but the experimental group interviews would include a series of additional questions tapping the probationers' general satisfaction with the PEG Program, assessment of actual help received, attitudes toward the community members' involvement, and suggestions for possible revisions.

The above data will help first, to assess the differences between the experimental and control groups on the major outcome variables: employment, social functioning, and recidivism. Assuming that random assignment to the two groups is indeed achieved, significant differences

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8. Working Papers for the National Conference on Criminal Justice, National Conference on Criminal Justice, January 23-26, 1973, Washington, D.C. See page C-215.

between groups in the predicted direction on any or all of the relevant variables will allow one to infer that the experiment did have some positive impact. Significant differences in the opposite direction would lead the evaluators to suspect a negative impact.

Second, the above data, in particular the final interviews, will help evaluate some less tangible benefits of the program. For example, if probationers feel that they received some valuable advice, or if they feel that community people really are taking a more active interest in their problems, the evaluators would want to know that, even if the program should not prove successful on other outcome measures.

The overall responsibility for direction and supervision of the Employment Guidance Council evaluation rests with the Pilot City Program staff.

#### Review Panel

No formal experimental design is built into the Review Panel component of the PEG Program. However, intensive examination of the information derived from Review Panel sessions with non-job-ready probationers is planned. It is expected that this analysis, to be supervised by the Pilot City Program staff, will provide valuable data regarding service and program needs of probationers - which in turn may lead to the development of other action programs.

In addition, it will be the responsibility of the PEG Coordinator to check on the progress of those non-job-ready probationers who received some specific and immediately feasible recommendations from the Review Panel. With the assistance of the Research Analyst, the PEG Coordinator will look at what follow-through action, if any, was taken and with

what result. The Coordinator will then prepare a final report summarizing this aspect of the Review Panel experience. The Pilot City Program will provide assistance and direction where necessary.

#### Debriefing

At the end of the six month follow-up, brief interviews with involved probation officers are planned to explore their reactions to the program. In addition, more detailed "debriefing" interviews will be conducted with Panel and Council members. Here the main objective will be to get general reactions and suggestions about the program. However, it is hoped that these interviews will give some insights into two additional dimensions:

- 1) possible changes of attitude toward probationers resulting from the Panel and Council experience;
- 2) possible changes in behavior as an employer resulting from the Panel and Council experiences.

Debriefings will be conducted by the Research Analyst and the Pilot City Program staff.

#### V. RESOURCES

An aspect of major significance in this project is the involvement of a sizable number of well-known, prestigious community experts in the personnel and employment fields. In developing this project, one of the key questions was whether or not such individuals would have either the time or the interest to participate.

One of the first steps of the Pilot City staff, therefore, was to make some exploratory contacts. The response exceeded anticipation. Among some dozen agencies and individuals contacted to date, a definite interest and support of the project has been evidenced.

The Industrial Management Council of the Rochester Chamber of Commerce has approved the project. Invitations to participate in the proposed Review Panel and proposed Employment Guidance Council have generally received acceptance and approval. There are already a number of interested persons who have indicated their willingness to serve. The Panels will be carefully selected but thus far feeling expressed to the Pilot City staff has been very positive; the response is good, there is genuine interest and approval.

#### Review Panel

As discussed in Section III, Methods and Timetable, approximately nine to twelve members of the community will compose the Review Panel, with each person donating on the average, four hours a month to the project and additionally providing some services in the evening, on a paid basis. As previously indicated, members shall be selected on the basis of their pro-

fessional competence and knowledge of the community and its needs and resources, particularly in the areas of psychology, training and jobs.

#### Employment Guidance Council

The Council members -- 16 to 20 members plus a Chairman -- shall be selected for their knowledge of the job market and the requirements for jobs as well as their expertise in assessing applicants in an interview situation. In terms of personal characteristics they should be service-oriented, analytical and candid -- yet possessed of a quality of empathy. In the aggregate, they will represent the field of manufacturing, retail sales, banking, hospital services, education and small business. It is planned that the Employment Guidance Council shall operate as a team, with five to six members selected (on a rotating basis) for each of the three four-hour sessions to be held monthly. On the average, therefore, each member will donate his services for one four-hour session a month.

Names and titles of prospective members of both the Review Panel and the Employment Guidance Council will be furnished at a later date. It is pointed out that several acceptances have resulted from the relatively limited contacts made to date. Further contacts are now being made and will continue until the full complement has been reached.

#### Community Liaison

The position of Community Liaison Officer is central to the entire project since this person will form the link bringing together the community members with the Probation Department. Serving as

Community Liaison Officer will be an employment specialist who initially developed and was responsible for the operation of the Older Worker Program, used as a prototype in developing this project. This individual is thoroughly familiar with structuring and operating a project such as this, has worked with community experts in the field of personnel and employment, and has a wide scope of contacts throughout the community.

APPENDIX 1:  
EMPLOYMENT STATUS OF MONROE COUNTY ADULT PROBATIONERS

TABLE #1  
SUMMARY OF EMPLOYMENT STATUS<sup>1</sup>  
ALL PROBATIONERS

<u>Current Status</u>	<u>No. of Probationers</u>	<u>Percent of Total</u>
Unemployed	204	17.0%
Employed Part-Time	116	9.7%
Employed Full-Time	705	58.8%
Not in Labor Market	155	12.9%
Unknown	20	1.7%
TOTAL	1,200	100.1% <sup>2</sup>

1. See Table #2 to #6 for further breakdowns by age, sex, education, and employment experience within each employment status (except "unknown"). Some probationers have been excluded from Tables #2 to #6 because of missing data, but all probationers are included in this summary.
2. Percentages do not add to 100.0% because of rounding.

TABLE #2  
UNEMPLOYED PROBATIONERS<sup>5</sup>  
MONROE COUNTY ADULT PROBATION DEPARTMENT

	No H.S. Diploma		High School Diploma		Beyond High School		Special Training <sup>1</sup>		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Prior Employment										
Professional <sup>2</sup>										
Ages 16-21	--	--	--	--	--	--	--	--	--	--
Ages 22 & over	--	--	--	--	--	2	--	--	--	2
Industrial <sup>3</sup>										
Ages 16-21	16	8	3	2	--	--	--	--	19	10
Ages 22 & over	12	--	12	3	5	--	1	--	30	3
Commercial <sup>4</sup>										
Ages 16-21	5	5	3	1	--	--	--	--	8	6
Ages 22 & over	6	1	--	1	1	2	--	2	7	6
Service										
Ages 16-21	20	5	4	--	--	--	2	--	26	5
Ages 22 & over	15	8	5	2	--	--	1	--	21	10
No Prior Work Experience										
Ages 16-21	16	2	1	--	--	--	4	--	21	2
Ages 22 & over	2	3	--	--	--	--	--	--	2	3
Unknown										
Ages 16-21	14	--	1	--	--	--	--	--	15	--
Ages 22 & over	2	--	1	--	--	--	--	--	3	--
TOTAL										
Ages 16-21	71	20	12	3	--	--	6	--	89	23
Ages 22 & over	37	12	18	6	6	4	2	2	63	24

OVERALL TOTAL:

N= 199<sup>5</sup>

1. Includes secretarial skills for women; includes welding for men over 21; includes Singer/Graflex training, Monroe County Pilot Program auto mechanics, and Rochester Jobs Incorporated for men under 21.
2. Includes some persons with additional experience in commercial, and/or industrial, and/or service occupations.
3. Includes some persons with additional experience in commercial, and/or service occupations.
4. Includes some persons with additional experience in service occupations.
5. Does not include 5 unemployed persons who were unclassifiable in this table because of missing data.

TABLE #3  
PROBATIONERS EMPLOYED PART-TIME<sup>5</sup>  
MONROE COUNTY ADULT PROBATION DEPARTMENT

	No H.S. Diploma		High School Diploma		Beyond High School		Special Training <sup>1</sup>		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Present Employment										
Professional <sup>2</sup>										
Ages 16-21	--	--	--	--	--	--	--	--	--	--
Ages 22 & over	--	--	--	--	--	--	--	--	--	--
Industrial <sup>3</sup>										
Ages 16-21	8	2	2	--	--	--	--	--	10	2
Ages 22 & over	7	--	2	--	1	--	--	--	10	--
Commercial <sup>4</sup>										
Ages 16-21	8	5	1	--	--	--	--	--	9	5
Ages 22 & over	2	2	3	3	2	1	--	--	7	6
Service										
Ages 16-21	26	4	1	--	1	--	--	--	28	4
Ages 22 & over	7	--	3	1	5	--	--	--	15	1
No Prior Work Experience										
Ages 16-21	--	--	--	--	--	--	--	--	--	--
Ages 22 & over	--	--	--	--	--	--	--	--	--	--
Unknown										
Ages 16-21	11	--	1	--	2	--	--	--	14	--
Ages 22 & over	--	1	--	--	--	--	--	--	--	1
TOTAL										
Ages 16-21	53	11	5	--	3	--	--	--	61	11
Ages 22 & over	16	3	8	4	8	1	--	--	32	8

OVERALL TOTAL:

N = 112<sup>5</sup>

1. Includes LPN training, nurse-aid for women; includes computer programming, machinist, mechanical, carpentry, marketing, police work, auto mechanics, Singer/Graflex Program, Rochester Jobs Incorporated, and toolmaking for men.
2. Includes some persons with additional experience in commercial, and/or industrial, and/or service occupations.
3. Includes some persons with additional experience in commercial, and/or service occupations.
4. Includes some persons with additional experience in service occupations.
5. Does not include 4 persons employed part-time who were unclassifiable in this table because of missing data.

TABLE #4  
PROBATIONERS EMPLOYED FULL-TIME<sup>5</sup>  
MONROE COUNTY ADULT PROBATION DEPARTMENT

	No H.S. Diploma		High School Diploma		Beyond High School		Special Training <sup>1</sup>		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Present Employment										
Professional <sup>2</sup>										
Ages 16-21	--	--	--	3	--	--	--	--	--	3
Ages 22 & over	--	--	4	1	10	2	--	1	14	4
Industrial <sup>3</sup>										
Ages 16-21	94	8	31	5	3	--	2	--	130	13
Ages 22 & over	119	6	58	4	14	2	8	--	199	12
Commercial <sup>4</sup>										
Ages 16-21	11	6	10	3	--	--	1	--	22	9
Ages 22 & over	26	2	23	5	8	1	--	--	57	8
Service										
Ages 16-21	53	8	12	2	3	1	4	1	72	12
Ages 22 & over	57	3	28	4	9	1	1	1	95	9
No Prior Work Experience										
Ages 16-21	1	--	--	--	--	--	--	--	1	--
Ages 22 & over	1	--	--	--	--	--	--	--	1	--
Unknown										
Ages 16-21	--	--	--	--	--	--	--	--	--	--
Ages 22 & over	--	1	--	--	1	1	--	1	1	3
TOTAL										
Ages 16-21	159	22	53	13	6	1	7	1	225	37
Ages 22 & over	203	12	113	14	42	7	9	3	367	36

N = 665<sup>5</sup>

1. Includes LPN training, nurse-aid for women; includes computer programming, machinist, mechanical, carpentry, marketing, police work, auto mechanics, Singer/Graflex Program, Rochester Jobs Incorporated, and toolmaking for men.
2. Includes some persons with additional experience in commercial, and/or industrial, and/or service occupations.
3. Includes some persons with additional experience in commercial, and/or service occupations.
4. Includes some persons with additional experience in service occupations.
5. Does not include 40 employed persons who were unclassifiable in this table because of missing data.

TABLE #5  
PROBATIONERS NOT IN LABOR MARKET<sup>5</sup>  
MONROE COUNTY ADULT PROBATION DEPARTMENT

	No H.S. Diploma		High School Diploma		Beyond High School		Special Training <sup>1</sup>		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Prior Employment										
Professional <sup>2</sup>										
Ages 16-21	--	--	--	--	--	--	--	--	--	--
Ages 22 & over	--	--	--	--	--	1	1	--	1	1
Industrial <sup>3</sup>										
Ages 16-21	4	3	--	2	2	--	--	--	6	5
Ages 22 & over	7	4	--	2	1	2	1	--	9	8
Commercial <sup>4</sup>										
Ages 16-21	3	4	1	1	1	3	--	2	5	10
Ages 22 & over	2	2	1	1	--	--	1	--	4	3
Service										
Ages 16-21	8	5	1	2	1	3	3	--	13	10
Ages 22 & over	5	6	5	--	2	--	--	--	12	6
No Prior Work Experience										
Ages 16-21	18	2	1	1	1	--	5	--	25	3
Ages 22 & over	--	4	--	3	--	--	--	--	--	7
Unknown										
Ages 16-21	6	1	--	--	1	--	1	--	8	1
Ages 22 & over	11	2	--	--	1	--	--	--	12	2
TOTAL										
Ages 16-21	39	15	3	6	6	6	9	2	57	29
Ages 22 & over	25	18	6	6	4	3	3	--	38	27

N = 151<sup>5</sup>

OVERALL TOTAL:

1. Includes beautician, clerical for women; machinist, accounting, carpentry for men over 21; includes Job Corps, Rochester Jobs Incorporated for men under 21.
2. Includes some persons with additional experience in commercial, and/or industrial, and/or service occupations.
3. Includes some persons with additional experience in commercial, and/or service occupations.
4. Includes some persons with additional experience in service occupations.
5. Does not include 4 persons who were unclassifiable in this table because of missing data.



TABLE #6  
ALL PROBATIONERS<sup>1</sup>  
MONROE COUNTY ADULT PROBATION DEPARTMENT

	No H.S. Diploma		High School Diploma		Beyond High School		Special Training		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Present or Prior Employment										
Professional <sup>2</sup>										
Ages 16-21	--	--	--	3	--	--	--	--	--	3
Ages 22 & over	--	--	4	1	10	5	1	1	15	7
Industrial <sup>3</sup>										
Ages 16-21	122	21	36	9	5	--	2	--	165	30
Ages 22 & over	145	10	72	9	21	4	10	--	248	23
Commercial <sup>4</sup>										
Ages 16-21	27	20	15	5	1	3	1	2	44	30
Ages 22 & over	36	7	27	11	11	4	1	2	75	24
Service										
Ages 16-21	107	22	18	4	5	4	9	1	139	31
Ages 22 & over	84	17	41	6	16	1	2	1	143	25
No Prior Work Experience										
Ages 16-21	35	4	2	1	1	--	9	--	47	5
Ages 22 & over	3	7	--	3	--	--	--	--	3	10
Unknown										
Ages 16-21	31	1	2	--	3	--	1	--	37	1
Ages 22 & over	13	4	1	--	2	1	--	1	16	6
TOTAL										
Ages 16-21	322	68	73	22	15	7	22	3	432	100
Ages 22 & over	281	45	145	30	60	15	14	5	500	95

OVERALL TOTAL: N = 1,127<sup>1</sup>

- 1. Does not include 73 persons who were unclassifiable because of missing data.
- 2. Includes some persons with additional experience in commercial, and/or industrial, and/or service occupations.
- 3. Includes some persons with additional experience in commercial, and/or service occupations.
- 4. Includes some persons with additional experience in service occupations.

APPENDIX 2:  
EMPLOYMENT GUIDANCE COUNCIL TECHNIQUES

The following description of Council techniques is based on the experience of the Older Worker Panel.

The Council's activity in session breaks down into three fundamental phases. Prior to entering into Phase I, there is that initial ice breaking ceremony - that attempt to put the individual at ease - to establish rapport. This is not as difficult as one might imagine, normally. The voluntary decision to appear before the Council is, in a sense, a request for help. It may be founded upon a negative motivation, such as despair, but nonetheless, motivation to seek help.

Phase I is the inquiry or fact-finding phase. It starts out with the individual relating his education and work history. This is done despite each Council member having a written synopsis about the individual before him. It is essential to hear him tell it - to see where he puts the emphasis - or fails to. The interviewer is drawn out and the questions of the Council are characterized by "how" and "what". What has he done to get a job? How did he get his leads? What did he ask for salary? How did he explain his reason for leaving his last place of employment?

The entry into Phase II is not sharp but rather a gradual shifting of direction. This is the critical analysis phase - done out loud. It is characterized by questions that lead off with "why." Why doesn't he have a resume? Why is he limiting himself to one job? The statements are flat and direct. Stop relying on friends or others to get a job for you. Deal with the people whose job it is to hire. Your attitude is showing. If I were interviewing you for a job and you displayed that attitude, I wouldn't hire you. Perhaps this appears negative and demoralizing. However, the acceptance is sometimes amazing. The individual wants to know why he has failed to get

a job. He has rationalized his social handicap, but it's something he can't deal with. How much better to have concrete evidence of deterrents that he can come to grips with. This is instant feedback from an interview. And, these are things he can cope with that are controllable by him.

Phase III is literally brainstorming. It's throwing out for consideration all possible jobs - all possible applications of this individual's talent. It is the uncovering of all possible uses of his educational, vocational, and avocational experience. It is positive. It is stimulating. It sweeps up the individual in a surge of positive, innovative thinking.

When all avenues have been exhausted, the individual is usually asked to step outside the Conference Room while the Council prepares a summarization of their recommendations emphasizing the crucial points. The individual is then recalled and the Chairman verbally summarizes the report to the interviewee - carrying with it the full impact of group opinion of experts in the field of employment.

**END**

*7 mis/more*