
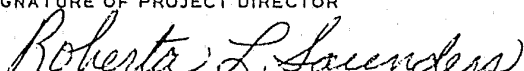


OMB APPROVAL NO. 43-R0525  
EXPIRATION DATE 6-30-74

 <b>U. S. DEPARTMENT OF JUSTICE</b> LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		<b>DISCRETIONARY GRANT</b> <b>PROGRESS REPORT</b>	
GRANTEE GEORGIA STATE CRIME COMMISSION		LEAA GRANT NO. 75-DF-04-0019	DATE OF REPORT April 23, 1976
IMPLEMENTING SUBGRANTEE Assistance To Offenders, Inc. 848 Peachtree Street, N.E. Atlanta, Georgia 30308		TYPE OF REPORT <input type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT	
SHORT TITLE OF PROJECT Intensive Employment Project		GRANT AMOUNT \$131,267.00	
REPORT IS SUBMITTED FOR THE PERIOD January 1, 1976 THROUGH March 31, 1976			
SIGNATURE OF PROJECT DIRECTOR 		TYPED NAME & TITLE OF PROJECT DIRECTOR Ms. Roberta L. Saunders	

COMMENCE REPORT HERE (Add continuation pages as required.)

In this, the final report, the following areas are addressed:

- A. Extension - January, 1976 - March 31, 1976
- B. Client Recruitment
- C. Job Development

Objective I

Objective II

Objective III

Objective IV

Objective V

Objective VI

- D. Enrollment Losses and Recidivism
- E. General Administrative Problems
- F. Stipend Distribution
- G. Data Collection
- H. General Needs and Community Relations
- I. Results of Clients Questionnaire

NCJRS

MAY 28 1976

ACQUISITIONS

READING ROOM  
 34598

RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)

DATE

A. EXTENSION PERIOD:

By the end of the original grant period, December 31, 1976, we had recruited 21 more individuals than originally proposed. Many of them were fulfilling their program obligations throughout January, 1976:

- (1) completing their first 30 days in the program
- (2) attending 8 weekly rap sessions
- (3) holding 5 weekly job interviews
- (4) attending classes, etc.

The counselors were still following their regular schedules and holding budgeting and counseling sessions throughout January. They also began to check and update their client address lists for follow-up activity for the coming months.

In February most of their time was devoted towards arranging or making final contact with their clients and assisting the job developers in setting up job interviews for the clients. The final follow-up activities consisted of:

- (1) making address corrections or job information corrections  
to up-date files and data reports
- (2) providing final assistance to clients in need
- (3) assessing client's feelings about program

At least 84 clients were revisited during this period. At least 20 had to be revisited before contact was made. Another 10 were not contacted even indirectly. In these instances the client had either moved, reported an incorrect address or quit his/her job without notifying his/her counselor. All information changes have been reported in appropriate reports for February of 1976.

In all the counselors were able to either locate or indirectly contact or obtain information on 68 of the 84 visited. We projected upon these

## EXTENSION PERIOD (cont'd)

results that we would have been able to make follow-up contacts on approximately 81% of the total 140 clients recruited and achieved an even higher percentage if this effort were limited to the 105 fully enrolled in the program. The majority of the clients included in this follow-up effort were those who had entered the program during the early months of project activity.

The remainder of our time was used to verify and recheck our data on clients and to up-date our monthly reports to the Crime Analysis Team. This was extremely time consuming and all staff persons were engaged in this process. We also devoted attention towards recording and compiling any data we thought would be useful to our agency for testing other hypotheses which were of specific interest to us. The addition of 40 new clients in the last month of project activity complicated our data collection process more than we had anticipated.

CLIENT RECRUITMENT

Client recruitment initially was a major problem for all the impact programs, the Intensive Employment Project included. Our intensive effort during the early months of the program, visitations to penal institutions throughout the state, letters to all pertinent agencies, use of the news media, etc., resulted in our meeting and eventually surpassing our recruitment goals.

However, it was not until June that we were able to place at least ten clients on each of our counselor's caseloads. This situation lead to an under-utilization of project resources with the exception of the administrative staff since most of our personnel were either job developers or counselors. This problem was exacerbated by the difficulty in obtaining jobs as a result of the nation-wide economic recession.

Our original time-table projected enrollment of:

3rd month	20 clients
4th month	15 clients
5th month	10 clients
6th month	10 clients
Total	55 cumulative by June

In June, we recruited 9 additional clients which gave us a cumulative of 48, only 7 persons shy of our projected total of 55.

In regard to project performance or the overall status of our clients, 15 completed orientation in June giving us a total of 41 or 85.4% of the total enrolled. Since clients are still not considered to be completely in the program until they have fully satisfied the first 4 weeks of project activity, we are supplying these figures as well, although this was not previously requested. Completion of first thirty days refers to the clients' meeting all initial program requirements:

- 1) completing five days of classroom activity
- 2) meeting with his/her counselor once weekly for budgeting and counseling session

- 3) meeting with job developers for initial evaluation interview
- 4) attending weekly group rap sessions
- 5) keeping any job interview appointments set up by IEP staff

Later during the program some of these requirements were modified as the need arose with prior notice to the clients.

By June 30, a grand total of 33 clients had completed their first thirty days in the program. We had 15 completing in April, 11 completing in May and 17 in June.

Of the remaining 48, five were considered to be enrollment losses either due to re-arrests or simply loss of contact; the other ten were considered as enrollees pending the completion of their first 30 days.

The widening of the impact criteria in June of 1975 aided us, although it necessitated re-contacting all of our original sources to inform them of changed IEP eligibility requirements. Verification during the intake process was an even more difficult process, but the Head Counselor managed to coordinate this well.

Our recruitment projections for the ensuing 6 months were originally:

7th month	20 clients
8th month	20 clients
9th month	15 clients
10th month	10 clients
11th month	(program evaluation,
12th month	(follow-up and program
13th month	(wind up

Our projected cumulative ending with the 10th month was 120 enrollees.

We enrolled 16 in July, 7 in August, and 14 in September. By the end of our 3rd quarter we had a grand total of 84 new clients. Of the 37 enrolled during the third quarter, nine completed orientation in July, 5 in August and 11 in September. We had 66 completing orientation by September 30 of the total 85 enrolled or 77.6%.

During this quarter, we finally began to fully utilize all of our program resources. By the end of September our counselors' caseloads averaged 21.25 clients each and the job developers averaged 42.5 each. With this number we had fairly

well exhausted the rolls of eligible impact ex-offenders provided by both DOOR and the Board of Pardons and Parole. There were few meeting the original impact criteria remaining to be released in 1975. In August there had actually been a slackening in our recruitment figures.

September recruitment figures, as mentioned earlier, finally began to reflect the positive impact of the widening of LEAA guidelines. It had taken nearly a month for the affected recruitment sources - penal institutions, etc., to route potential ex-offenders meeting the new criteria to us. The counselors effectively changed their intake procedures - verification of previous offenses - to accommodate this change, as well as re-contacting earlier applicants who now were eligible for our services. September's total of 85 brought us within 78% of our overall target population of 120. We were then 20 clients shy of our original projection of 105 clients by the end of our 9th month of operation.

Our ability to recruit effectively had been severely restricted by the requirement that we recruit individuals prior to their release from prison. We in our original program adjustment attempted to address the problem of working with any individuals meeting the impact criteria released during our project year - January through December 1975. Many eligible individuals, despite our frequent contacts with penal institutions, were missed prior to their release because of the inability to obtain adequate and up-dated information on pending release dates and actual offenses. This was unavoidable despite the cooperation of leading DOOR officials.

There were a significant number of individuals, both needing and eligible for our services who had simply not heard of the IEP program prior to their release; many of these people were subsequently contacted and served by our program. These people we referred to, in previous reports, as walk-ins. We restricted our acceptance of these individuals based upon length of time they had been on the streets, 90 days, since their release.

Another fairly large group of potential clients were those who had met all of

the criteria and were sentenced to serve some portion of their sentence in state penal institutions and the remainder as a probated sentence, or who were released earlier as a result of being paroled. These individuals also were addressed in our program adjustment with the intention of waiving none of the program requirements in our original proposal other than that they had fully served all of their sentences as inmates in one of the various state institutions.

Enrollment of the aforementioned individuals greatly facilitated our recruitment effort. The early release program of the Board of Pardons and Parole also had a tremendous impact upon recruitment levels during the remaining months of the project period. With the program extension, we altered our timetable so as to begin program evaluation and wrap-up in late January 1976 rather than November of 1975. This gave us three additional months for recruitment and service to eligible ex-offenders.

We established new goals for the project during the remaining 3 months of the original project period as follows:

10th month	10 enrollees
11th month	20 enrollees
12th month	15 enrollees

This would have resulted in a cumulative total of 130 clients in all enrolling and completing orientation at least as of January 1976.

Instead, we enrolled 16 new clients in October, 20 new clients in November, and 18 new clients in December. This sudden upsurge in recruitment combined with the previously enrolled 85 who were continuously being served severely taxed our counselors and job developers. Stipend administration, coordination of program activities, and data collection and compilation required a tremendous amount of time and eventually the entire staff became involved in handling some phase of these activities. Even so, our staff of 8 was able to manage this number effectively except for the fact that these new clients' needs appeared to be so urgent. Nearly all of our referral sources were exhausted by the steady stream of early

## CLIENT RECRUITMENT (Cont'd)

releasees coming to Atlanta such that meeting the housing, clothing, food, job and monetary needs for our clients was extremely exhaustive. Finally, during the first week of January we cut off recruitment and enrollment efforts.



JOB DEVELOPMENT

The Intensive Employment Project had six objectives in addition to its overall goal of reducing the rate of recidivism among the 120 ex-offenders enrolled in the program.

OBJECTIVE I

Part a) Provide 120 clients with first job within 2 weeks from enrollment.

TABLE

Month	Enrollees (Cumulative)	Placements Within 2 Weeks (Cumulative)	Percentage (Cumulative)
March	5	0	0
April	17	1	1%
May	39	5	13%
June	48	7	15%
July	64	9	14%
August	71	11	15%
September	85	12	14%
October	101	17	17%
November	121	25	21%
December	139	26	19%
January	140	27	19%

As discussed in previous reports one of our major problem areas was job placement, moreso than job development. Few of our clients came to us directly from penal institutions job ready. Many of them needed additional vocational training and job preparation before they could be placed on jobs. Even this obstacle could have been overcome were it not for the depressed condition of the job market throughout the project year 1975. Highly skilled individuals with academic training were competing with our clients for low skilled, low-income positions. This added competition was keenly felt by our job developers in their pursuance of job interviews for our clients with limited educational and vocational backgrounds as well as the additional stigma of "ex-offender" attached.

Part b) The overall job placement results are much more telling and more indicative of our efforts when viewed from the perspective of total placements, excluding subsequent placements.

JOB DEVELOPMENT (Cont'd)

## Part b) Overall job placements results:

TABLE

Month	Enrollees (Cumulative)	First Placements	PerCent (Cumulative)	Subsequent Placements
March	5	0	0	
April	17	1	7%	0
May	39	12	33%	1
June	48	9	46%	3
July	64	3	39%	7
August	71	19	62%	7
September	85	6	59%	8
October	101	9	58%	7
November	121	13	60%	3
December	139	8	58%	3
January	140	7	62%	14
February	140	1	63%	9

As can be readily seen from the chart above, our ending cumulative for first job placements of the 140 enrolled in the project was 63% for the twelve month period.

These jobs must:

- 1) Salary must be adequate to meet their needs.

In March there were no job placements.

In April, there was one job placement; client 3908 with 2 dependents earned \$3.25 per hour. This met the wage requirements for his family size

In May, eight of the 12 first job placements met the criteria for adequate wage or 66% . The other four were placed in school or worked on commission which made it difficult to determine whether the wage requirement was being met. Only one of this four made below the poverty level; 6938 at \$1.85 per hour.

In June, 5 of the 9 first job placements met the requirements. The remaining four failed to because of family size in one case, part-time work, or placement in an academic institution.

In July, all of the the three first placements met the minimum wage requirements.

JOB DEVELOPMENT (Cont'd)

## 1) Wage requirements (continued)

In August, 16 of the 19 first job placements met the minimum requirements even though many of them were on-the-job training situations.

In September, 3 of the 6 met the minimum requirements; the remaining three were either a college placement or no show situations where it was not possible to obtain the information.

In October, 4 of 9 first job placements met the minimum wage requirements.

In November, 8 of the 13 first job placements met the minimum wage requirements.

In December, 4 of the 8 first job placements met the minimum requirements.

In January, 6 of the 7 first job placements met the minimum requirements.

In February, the one first job placement was for part-time employment.

By December 31, 1975 the project had a cumulative total of 80 first job placements. Of this number, we had been able to verify that 56 paid salaries well above the minimum wage requirement based upon family size and the poverty level index shown in Exhibit 1 of the evaluation component. All told, a minimum of 70% of our first job placements resulted in our clients being paid an adequate wage. Of the remaining 24, many of these jobs were either part-time positions, school or training slot placements, or situations where they were paid on a commission basis. Additionally, in quite a few instances we were simply unable to ascertain from either the employer or the client the exact salary.

Also by December 31, 1975, the project had a cumulative of 39 subsequent job placements; of this number, 29 were verified as having paid more than the minimum wage requirement based upon family size and the poverty level index. The remaining 10 were either part-time situations, school or training slot placements, or situations where pay was on a commission basis. Very few actually failed to meet the minimum wage requirement. The end result is that 74% of the subsequent placements met the minimum requirement.

JOB DEVELOPMENT (Cont'd)

## 1) Wage requirements (continued)

Combining first job placements and subsequent placements yields an overall total of 119 placements, and 85 of these (or 71%) met the minimum requirements.

The above figures, however, do not tell the whole story since the other 29 placements failed to meet the minimum requirements for diverse reasons. The available data shows that of the remaining 29, we could definitely determine that only 15 of the full time job placements failed to pay a wage meeting the minimum requirements. From this perspective, then, we can only conclusively state that to our knowledge only 13% of the placements failed to pay above the poverty level based upon family size as of December 31, 1975.

Part 2) Possess suitable working conditions such that the position is agreeable to the client.

This objective was extremely difficult to measure since it is based upon highly subjective factors. At least initially, most positions were agreeable to the clients. It was only after they spent some time on the jobs that they began to feel that either their supervisors or other employees were looking at them negatively because of their past history as ex-offenders. They tended to feel that more was expected of them in some cases i.e., longer hours or covering week-end shifts, than regular employees or co-workers without arrest and conviction records. We were not able to measure this objective successfully; we felt that the turn-over rate would probably be the best indicator of client satisfaction with working conditions.

Part 3) Potential for upward mobility such that raises and promotions equal to the cost of living increase 5% annually for merit were realizable.

This objective, too, was difficult to measure primarily because few clients held onto their jobs long enough and the program did not last long enough for us to see if our clients would receive promotions and raises. Most employers indicated

JOB DEVELOPMENT (Cont'd)

## Part 3) Upward mobility (continued)

at the time of placement that the clients were being hired for entry-level positions and that the potential for promotions and raises existed within their companies and was primarily dependent upon the initiative of the clients. Our responses on the job summary reflect this commitment of the employer more so than actual data showing clients being promoted or receiving raises. Although we did find that among those remaining on the job for 5 or more months the majority had at least received pay raises and many received promotions as well.

From the available data, we were able to state definitely that 7 of the positions had a high potential for mobility upwards although we could infer from our information about other positions that the potential for mobility was high also. Forty-one placements had medium potential for mobility or 39% of the 119 positions. The criteria of mobility either did not apply in the remaining situations or was difficult to determine based upon the information available to us.

OBJECTIVE II was to meet with 15 new businesses each month.

It became apparent early in the program that the projections for the job development area would not result in the desired number of jobs developed or job placements. Simply recording new businesses visited each month provides very little information on the actual activity of the job developers.

Previous reports addressed the problem of job development for a disadvantaged group in a depressed economy. The state of the economy, however, necessitated that the job developers expend probably 2 to 3 times the amount of energy to develop new jobs as they would if the economy had been normal. In most instances the job developer found it necessary to write the potential employer sending him/her literature on the program, then to follow this initial contact with repeated telephone calls until he/she granted them an interview to discuss the

JOB DEVELOPMENT (Cont'd)OBJECTIVE II Meeting with businesses (continued)

program, our clients, and prospective jobs. This process was particularly frustrating to most of our job developers and throughout most of 1975, the rejections were numerous since few personnel officers wished to interview or discuss jobs with anyone unless they had openings. Additionally, they were so swamped with requests for interviews from highly qualified job seekers that they did not have a particular interest in a disadvantaged group.

Mailings, phone calls, visits, etc., reached tremendous proportions as a result of the need to maintain constant contact with personnel officers so as to be alerted immediately whenever their companies had openings. As of September, 1975 the job developers had made well over 900 contacts with businesses; this included repeat contacts as well as new contacts or visits.

On visits to new businesses monthly: the objective was met or exceeded in 7 of the eleven months; short by not more than 2 in four of the eleven months.

MONTH	NEW BUSINESSES VISITED
March	16
April	14
May	19
June	22
July	29
August	17
September	13
October	15
November	14
December	13
January	35

The cumulative total for January 1976 was 207 new businesses visited in one year of project operation. The monthly average is 18.82; this average exceeded our objective by approximately 3.82 visits monthly.

To reach this objective, it was necessary to make an average of 128.57 contacts per month. This figure was obtained by dividing the cumulative total of businessmen contacted as of September 1975 by 7 months of job development activity since this area was not fully operative until March of 1975.

OBJECTIVE III Develop 200 jobs over the twelve month period. This objective also was more than satisfied by our job development efforts.

Month	Number of Jobs Developed
March	2
April	8
May	85
June	22
July	29
August	17
September	13
October	113
November	117
December	95
January	91
February	103

Our cumulative total as of February 1976 was 695 jobs developed. Our monthly average for the twelve month period from March 1975 through February 1976 was 57.92 jobs developed.

This aspect of job development caused considerable confusion for all concerned. The priority for the job developers was to develop jobs and to their best ability to develop jobs for which our clients were eligible. This was not an easy task since we could not be that selective with such a tight job market. Needless to say, each job developed did not result in a placement for a number of reasons. A job developed merely assured us that we had a commitment from the potential employer that he would consider an ex-offender for the available position; therefore a client could be referred for that position, granted an interview, and, if he qualified considered along with other qualified individuals for that position.

Some of the reasons, alluded to above, as to why jobs developed did not necessarily lead directly to a job placement were:

- 1) clients did not always follow-up immediately on job referrals or interviews which the job developers set up for them. This caused job developers and counselors immeasurable grief. At one point, we were transporting new clients on

JOB DEVELOPMENT (Cont'd)OBJECTIVE III Develop 200 jobs over the twelve month period. (continued)

their first and second job interviews simply to make sure that they got there. Even on subsequent interviews, it was necessary to have sporadic follow-up on job referrals. As clients successively met with rejections on job interviews, they became frustrated and needed an extra push to continue seeking employment.

2) Clients were not always as qualified for certain positions as their backgrounds implied. Oftentimes, their training in specific vocational areas was obsolete, and this did not become apparent until they were interviewed by someone knowledgeable in that particular field.

3) A high proportion of the available jobs required skills which our clients would only develop with on-the-job training. Many were sent on interviews in hopes that by showing initiative etc., personnel people could be persuaded to take the risk of hiring them for upwardly mobile positions. This occurred in instances where the client expressed interest in a field where he had no or little training.

4) The odds generally against someone getting a job as a result of a positive interview were not that great even for individuals fully qualified in such a tight job market. Additionally, our clients did not always make a good impression in their first few interviews. The results of our placement efforts resulting from jobs developed were approximately one job placement for every 6 jobs developed.

OBJECTIVE IV Experience 80% maximum possible employment.

This goal we felt at the time and certainly know for certain after 12 months of operation was entirely unrealistic for the type of population we worked with. Few of the individuals were psychologically geared or had an adequate work history to prepare them for remaining on routine jobs for long periods of time. The turn-over rate among this group of individuals was extremely high. This explains the high number of subsequent placements for several individuals. One individual, 5995, was placed on more than five jobs since being enrolled. The



JOB DEVELOPMENT (Cont'd)OBJECTIVE IV (Continued)

counselors had to meet with clients frequently to encourage them to hold on to their jobs. Additionally, they interceded on the clients' behalf fairly often in conflicts in the employer-employee relationship.

Many of the clients expected immediate gratification of their desires i.e., increase in salary, promotions, greater benefits etc., after fairly short periods on the job one or two weeks. When these expectations were not met, their hypersensitivity as ex-offenders lead them to assume that they were being singled out for bad treatment. Rather than confronting these situations, they walked off jobs or quit usually before alerting their counselors. Most actually needed a total re-learning process to help them deal with delayed gratification.

Only 25 or 31% of all the clients placed on jobs (there were 80 first job placements) remained on one job for more than 3 months. Most of our clients were young, black males with few responsibilities or obligations. This may have been a factor. At the same time, however, we found a number of males with family obligations who were just as willing to leave the job after a bad day. Age seemed to be as relevant as presence or absence of family responsibilities to keeping them on the job. Without a statistical analysis, however, it is difficult to determine which factor was more important. Additionally, there were not enough cases of older men with recognized family responsibilities to yield significant statistical results.

One factor which seemed to have the greatest correlation with ability to hold down a job for relatively long periods of time was previous work history. This has not been subjected to statistical analysis either. The data, however, is available for making these comparisons. Information on previous work experiences was verified by the job developers if it was recent enough.

In support of the above premise individuals among the 25 remaining on their jobs for more than 3 months stayed on their subsequent jobs longer as a group than the others. Generally, individuals who left their first job voluntarily, rather

JOB DEVELOPMENT (Cont'd)OBJECTIVE IV (continued)

than due to lay-offs or temporary working situations, demonstrated a sporadic work record while they were in the project.

For the 80 individuals for whom we found employment, there were 39 subsequent placements. Thirty-one of the 80 people were placed 2 or more times as of December 31, 1975. Our cumulative ending total of client months worked was 169.48 and it required 119 job placements to keep just 80 clients on the job for this period of time. Our clients remained on their jobs an average of 2.12 months each. For many of them this was the longest period of time they had remained on any job. Of course, this high turn-over had a tremendous impact upon employers' receptivity towards hiring more of our clients. The job developers had to continuously re-contact employers to maintain a working relationship with them.

OBJECTIVE V Mount an educational campaign for the public.

A. Quarterly Seminars - there were no quarterly seminars sponsored by the IEP since funds which were requested for this purpose were eliminated from the grant award. We, therefore, resorted to appearing on other programs as guest speakers, or panelists, to speak to the needs of ex-offenders. Additionally, we conducted monthly orientation sessions for community persons interested in becoming involved with alleviating this problem. These monthly orientation sessions are listed on the public affairs reports since they were sponsored by IEP; outside speaking engagements, however, have been eliminated since they were not. We think, however, that more people could have been reached if we had been able to sponsor major educational seminars on a monthly basis.

B. Our speaking engagements to various community groups were numerous. However, we listed only those where ATO appeared on an actual program. There was a cumulative total of 15 such speaking engagements. We did not list meetings

JOB DEVELOPMENT (Cont'd)OBJECTIVE V (Continued)

with community leaders unless more than 8 were involved since this was part of our daily activity in simply securing resources for our clients.

OBJECTIVE VI Conduct monthly job development conferences attended by 7 or more businesses and industries each.

One of the major problems encountered in this area was the lack of funds for hosting these conferences. We resorted to another method which had some advantages and that was to get interested businesses to commit themselves to host at least one job development conference during 1975 for our program. One advantage to this method was that they not only absorbed the cost of providing a meeting place, refreshments, invitations etc., but also that busy businessmen were more likely to respond positively to a summons from other businessmen than to an invitation from a private social service agency. As it was, the response varied greatly from one to another and it required considerable effort on the job developers' part to get these commitments and recruit businesses representative of the business sector. Some of our conferences fell short of the desired number; these we did not list. Additionally, the smaller meetings between job developers and 2 or 3 business men were so much more productive that we began to de-emphasize major conferences somewhat.

By the end of the second quarter, we had conducted 4 conferences; by the end of the third quarter, we had held 6 and by the end of the 4th quarter, we had a cumulative total of 12 job development conferences.

ENROLLMENT LOSSES AND RECIDIVISM

There are two goals for the IEP:

GOAL I - reduce rate of recidivism among clients enrolled in the program to 10% during year one of project operation.

GOAL II - reduce the rate of recidivism among clients enrolled in the program to 8% during the second year after project operation.

Obviously, it is too early to address GOAL II so our analysis will only address GOAL I. Because clients are not considered to be fully accepted into the program until they have completed the program requirements, the effectiveness of the project in meeting GOAL I will be measured solely in terms of the recidivism rate for those individuals completing the basic program requirements.

Basic program requirements were:

5 days of orientation - group help classes  
vocalational counseling classes  
job seeking and keeping skills classes

Job classification interview

4 group rap sessions

Once weekly budgeting and counseling sessions with assigned counselor.

RECRUITMENT LOSSES

All of these requirements would be met within the first 30 days of the client's recruitment into the program. Unfortunately, there was no provision for recording this information on the monthly reports. We, therefore, used the column designated "Date Completed Project" to record this information. Completion of the Project could not occur until either one year was completed in the program or program ending date, whichever came first; therefore it was irrelevant for a first year of operation report form. We changed it to read "Date Completed 30 Days" in program. There was no provision for tallying these figures on the monthly summary so they are recorded here.

ENROLLMENT LOSSES AND RECIDIVISM (Cont'd)RECRUITMENT LOSSES (Continued)

MONTH	NUMBER COMPLETING 30 DAYS	CUMULATIVE TOTAL
March	0	0
April	5	5
May	11	16
June	17	33
July	7	40
August	11	51
September	4	55
October	11	66
November	10	76
December	17	93
January	12	105

Our ending total (cumulative) as of January 31, 1976 was 105 clients completely enrolled in the program; the original designation of enrollees should have been more appropriately titled recruitments. Actually one hundred and forty plus individuals were recruited into the program; but only 105 completed the initial program requirements. Our enrollment losses figure then is the difference between those recruited and those fully accepted into the program or  $140 - 105 = 35$ . Actually, we also have another category of individuals i.e., clients who became inactive during the project period after completing their 30 days. The term "inactive" is used to refer to individuals who failed to maintain monthly contact with their counselors after they attended 8 weekly group rap sessions. These individuals will not be included, however, in the enrollment loss figures.

The figure reported as enrollment losses on the monthly reports do not agree with the figures reported in this final report because for any given month we could only count those whom we definitely knew had failed to complete orientation as of the last day of that month. All others who were still in but short of completing 30 days as of the cut-off date for the given month were listed as pending.

Our cumulative enrollment losses figure, then, with the term defined as recruited individuals failing to complete 30 days in the program was 25% of the total 140

ENROLLMENT LOSSES AND RECIDIVISM (Cont'd)RECRUITMENT LOSSES (Continued)

recruited. It should be understood, however, that those individuals considered to be enrollment losses were individuals who still may have received a high level of supportive services. The distinction is based upon whether or not they met their obligations to the program.

RECIDIVISM

The recidivism rate for our clients will be calculated based upon both the actual number recruited into the program and the number fully accepted into the program. Additionally, our recidivism rate will be based upon the number of arrests and the number convicted or still pending adjudication as of our ending date for data collection. Both of the last mentioned calculations are considered relevant since in many instances charges are dropped or reduced shortly after their arrests.

MONTH	RECRUITED	IMPACT ARRESTS	IMPACT CONVICTIONS	COMPLETED 30 DAYS	IMPACT ARRESTS	IMPACT CONVICTIONS
March	5	0	0	0	0	0
April	12	0	0	5	0	0
May	22	0	0	11	0	0
June	9	2	0	17	0	0
July	16	2	0	7	0	0
August	7	1	1	11	0	0
September	14	1	0	4	1	0
October	16	5	0	11	4	0
November	20	4	1	10	3	1
December	18	3	0	17	3	0
January	1	2	1	12	2	1
Cumulative	140	20	3	105	13	2

Our recidivism rate for the 140 individuals recruited into our program based upon rearrests regardless of whether charges were later dropped or reduced was 14%. Our recidivism rate based upon the final outcome of the process of adjudication, actual convictions, was 2%. Our recidivism rate for 105 who completed their 30 days in the program, or actual enrollees based upon rearrests regardless of outcome of the adjudication process was 12%. Our rate of recidivism for the 105 based upon convictions was 2%.

### E. GENERAL ADMINISTRATIVE PROBLEMS:

In view of the need to maintain accurate records on stipend distribution and client activity which encompasses two areas, data collection and bookkeeping, this placed a heavy burden upon the Administrative Assistant position. (See Section F - Stipend Distribution) The need for at least either a part-time bookkeeper or data collector became more pressing as the program recruited more and more clients. Assisting all of these areas along with handling all receptionist and clerical duties and assuming some supervisory responsibilities made it difficult for the person occupying this role to function to maximal advantage.

The areas where this person would have been of greatest use - monitoring the budget since we were on a line item budget, monitoring client flow - which was essential if all short-term program requirements were to be met, - assisting Project Director in grant administration - which required tremendous amount of time, went lacking. I consider this one of the major problems for the entire project operation. The lack of administrative support staff to handle the bookkeeping responsibilities and data collection and analysis handicapped project activity since ideally the Project Director's time should have been spent in developing resources for the program and assisting both Job Developers and Counselors in contacting people in the community with command of needed resources.

Another major problem which hampered the efficiency and the initiative of the counselors were the grant restrictions themselves. The eligibility requirements for potential clients necessitated counselors spending considerable time in verifying clients eligibility and data requirements for job information, starting date, quitting dates, exact salaries etc. took up considerable time also. Having one person charged solely with this responsibility could have resulted in a smoother flow of information and guaranteed the accuracy of such information.

GENERAL ADMINISTRATIVE PROBLEMS (Cont'd)

Instead it was necessary for everyone to compile information at some level and for it to all be compiled and analyzed at the top level. We had tried different approaches to decentralizing this responsibility, but none of them were ideal since there was no one available to continuously up-date the data. Most information was old hat by the time it was reviewed on a weekly or monthly basis.

Additional information regarding arrests or convictions was not readily obtained since we were not connected in any official capacity with the Police Department. Most of our information in this area was gathered as a result of the counselors' ability to investigate their clients activity and to stay in constant contact with them. Despite these problems, however, they were able to collect their data and achieved almost 100% accuracy. (See Section G - Data Collection)

Scheduling of counseling activities was a major problem throughout the project. This was addressed in an earlier report but an overview will also be presented here.

Our limited control over recruitment made it impossible for us to neatly set up a schedule that could be adhered to for a lengthy period of time. Having to continuously keep ourselves in readiness for clients as they were available for entry in the program exerted considerable strain on the staff's operation. Our staff rotated responsibilities continuously and this created problems of accountability. Except for the fact that the counselors were pretty much generalist, we developed a degree of specialization in very few areas and for the most part functioned interchangeably. This of course has its advantages with a very small staff. The difficulty however is that individuals are required to function in many areas and to be accountable for aspects of other areas for which they have little talent or interest - Classroom activity is a case in point, some enjoyed teaching more than others and consequently seemed to conduct better classes. Others enjoyed individual counseling more



GENERAL ADMINISTRATIVE PROBLEMS (Cont'd)

and established greater rapport with their clients. The dictates of the program however mitigated against assigning counselors to individual areas of activity.

Generally speaking, the constant pressure to act, (as outlined in the project timetable) allowed little opportunity for rethinking or reassessing program goals and activities. Changes, which in the long run could have been beneficial, sometimes exacerbated the problems they were meant to correct since the time span for implementing them was so short. No sooner had the project begun then we were off and running until it ended.

F. STIPEND DISTRIBUTION:

The manner in which stipend funds were distributed to clients has been discussed in detail in previous reports. An overview of this process however reveals that we had begun granting stipends on a rather subjective basis and ultimately resorted to highly objective criteria for granting these funds.

Initially we had anticipated making various amounts up to the limit of \$250.00 per person available to clients based upon need. Their needs however were generally so great that we had to encourage them to exploit all other potential resources to discourage their dependency upon the program. Verifying need was a problem because we were looking at the degree of need rather than actual. If they received all their money in large lump sums in their first few weeks, they were left with few funds during the succeeding weeks of job hunting. Budgeting for small amounts on a regular basis helped to encourage the development of attitudes conducive towards forming good money management habits. They also realized earlier in the program that we were not here to take on all of their problems, and the main thrust of our effort was to help them help themselves.

After one month of receiving clients we instituted a policy where the maximum amount a client could receive unless a dire emergency arose was \$40.00. The client would also have to complete orientation and attend at least one group session to receive more than \$10.00 as his/her initial stipend. This was important because those clients who heard of the program prior to their acceptance felt that all they had to do was show up and the funds were theirs for the asking. On the average it required that they satisfy all program requirements and meet reasonable program obligations up to 10 weeks or more before they reached their limit of \$250.00. In many cases however before this point was reached they had either found employment or were maximizing their other resources.

STIPENDS DISTRIBUTION (Cont'd)

Generally speaking there was a need to utilize the availability of stipends to ensure that clients fulfilled their contract with the project. We had supplemented the individual contracts at different points in the program with two additional requirements:

- (1) that clients attend 8 weekly group sessions
- (2) that clients must continue to seek job interviews - a minimum of five weekly for continued receipt of stipends

The latter was extremely difficult to enforce since verification was a problem for the counselors. One reason for this is that for jobs with a lot of applicants personnel people were loath to interview and often requested that applications be left for review prior to granting interviews. Additionally, they usually said they had seen too many people to verify interviews or receipt of job applications from our agency. We kept this as a requirement however and settled for the verification of as many as possible.

The greatest difficulty in this area was in handling the bookkeeping chores which arose. The volume of activity was large relative to the overall bookkeeping area. We found it necessary to not only limit the number of requests an individual could make once a week, but also to set aside a particular day of the week for administering these stipends. We settled for (finally) Friday afternoons for reviewing all new clients activity, class rolls, rap session rolls and job interviews. Based upon this information on the individual clients progress or activity the requests submitted by the counselors were authorized and amounts noted and sent to the Executive Director and bookkeeper for check issuance and later to the Head Counselor for disbursal.

(See Attachment ——— Clients memo regarding changes in requirements for continued receipt of stipends)

### G. DATA COLLECTION:

Previous reports have already addressed the problem of data collection and processing. As we move into the third, fourth and final quarter of project activity it became impossible to administer the program and meet data requirements also. Even during the wrap-up period much of all the staff's time was utilized in processing information.

One of the reasons for this difficulty is that without a full-time or part-time data collector there was no one available to constantly monitor the information and up-date tabulations almost on a daily basis as new information or status changes became available. Processing the information on only a weekly or monthly basis became a mammoth chore for everyone concerned.

With our client population, status changes are rapid and continuous. They shift jobs and addresses regularly and arrest information is difficult to come by. Recording new data would not be such a problem if the report forms did not require tabulation of such detailed information such as days worked. The information is cumulative. This means that a change in an earlier report necessitates changing the information and tabulations for all subsequent reports.

The forms themselves were unnecessarily cumbersome. Nearly all data entries were repeated several times in each series of monthly reports which increased the opportunities for errors either typographical or computational. The reports were too disjointed to assist very much in the presentation of data in such a way that it was helpful to the staff in directing or redirecting their activities. It early became simply a long tedious exercise with no practical value to the project.

They requested data on beginning and quitting dates for job information but nothing on place of employment or referral dates or contact person, so that even with reports we had no short hand formula for checking up on clients even though we expended considerable effort in compiling the reports. Counselors

DATA COLLECTION (Cont'd)

either referred directly back to files or other improvised systems when serving clients or assessing caseload needs.

Another aspect of the problem was that the time lag between the submission of reports and the official evaluation of those reports was extremely lengthy. So much so that by the time we were alerted to the mistakes resulting either from not understanding their usage or information changes which resulted in computational errors it became a mammoth problem to correct. We had to virtually reconstruct all previous reports and then were several months in catching up.

There has actually been no time for data analysis which was crucial to many of the decisions made during the project period. As we moved into the final phase of the program we had considerable difficulty in merely collecting and reporting on 140 clients constantly. There was little time for compiling and tabulating the data.

Finally, we shifted to a recording of all client information on flow-charts as suggested by our monitor. The job placement information was recorded in this manner also, this greatly facilitated our ability to fill out the forms and then tabulate the data as required. Except that the program is over we would have resorted to constructing flow-charts for each counselor in such a manner that changes could easily be recorded and tabulated on a weekly and a monthly basis.

#### H. GENERAL NEEDS AND COMMUNITY RELATIONS:

LEGAL SERVICES - One short coming of our program was the lack of access to legal counsel for our clients. We attempted to address this problem, but we had limited success. We prevailed upon concerned attorneys in the Atlanta community. This was a case by case approach, sometimes they were available to us: usually they were not.

We found that our effectiveness in serving our clientele would have been enhanced if we had direct access to legal counsel. At times it was almost mandatory that we be advised on the legal status of our clients. Someone available to answer our queries could have saved us considerable time and our clients considerable grief. We needed only a limited amount of part-time counsel which could have been provided, if we had funds to engage a criminal attorney for some portion of his time for a small retainer.

STAFF DEVELOPMENT - Another major problem was that there were no funds available to provide for staff training sessions. Because of a lack of funds we were unable to offer even a small honorarium to consultants and professionals in related fields to conduct work shops or seminars for our staff. We also lacked the funds to send anyone even to local seminars which charged a fee. All of these activities would have enhanced our effectiveness. Our staff training consisted solely of activities based upon in-house capabilities or those services we could persuade individuals with varying levels of expertise to provide free of charge.

Fortunately there was one staff member who proved adept at persuading various agencies to allow us to attend their workshops or seminars as stand-bys and therefore free of charge.

MENTAL HEALTH SERVICES - Although we screened individuals as carefully as possible, many were recruited who had special needs. Our capabilities did not always extend to meeting the needs of: the drug abusers, the alcoholics, the mentally retarded. In some instances we found that we were ineffective in

GENERAL NEEDS AND COMMUNITY RELATIONS (Cont'd)

dealing with individuals with such serious problems. Whenever we could obtain these services for free we referred them to psychiatrists or psychologists for treatment.

COMMUNITY RELATIONS - Generally our counselors established and maintained excellent contact with other private social service agencies. Our referral sources were quite extensive; the only limitation was that the resources of these agencies themselves were extremely limited. Most of these agencies were experiencing acute financial difficulties; late in 1975 some of them even folded. These private agencies however were very instrumental in helping us to meet our clients' immediate and basic needs.

Housing and board were two of the most pressing needs, which we primarily solicited from these private agencies. Usually they managed to provide room and board either for free or at a fee our clients could meet from their stipend allowances or their salaries once employed. Without these resources our program's effectiveness would have been seriously handicapped. The price of obtaining these necessities from the larger community was prohibitive.

GOVERNMENTAL AGENCIES - Few if any of the governmental social service agencies assisted us in providing for our clients' basic needs. However many of these agency representatives were encouraged to help in some limited capacity as a result of our counselors dogged persistence. Some of these agencies cooperated to the extent that they operated as a support group to our efforts:

limited medical services - eye and ear examinations, etc.

limited psychological counseling - alcohol abusers,  
- special education needs

Monthly seminars - credit counseling  
- nutrition  
- dental hygiene  
- mental hygiene  
- insurance counseling  
- educational and vocational counseling

GENERAL NEEDS AND COMMUNITY RELATIONS (Cont'd)

These services were vital to our clients' development also, and once the clients felt their basic needs were being attended to they seemed to find them particularly helpful. Attendance fluctuated drastically however; it slackened whenever clients felt the need to place their priorities elsewhere, job-hunting, etc.

Much of the counselors' <sup>of</sup> time had been initially spent in garnering these community resources, eventually two counselors took primary responsibility for establishing and maintaining these relationships. In some respects their duties and those of the job developers did overlap since both groups were in touch with both types of agencies, public and private. They jointly assumed responsibility for assisting clients in obtaining educational and vocational opportunities and on-the-job training placements. The effectiveness of one or two of the counselors in this latter area caused us to consider changing all of the positions to that of counselor-job developer. We became even more strongly inclined to do so after we exceeded our recruitment goal. Program maintenance however became such a major task that we only partially implemented this change at the very end of the program.



I. CLIENT SURVEY QUESTIONNAIRE

For various reasons the staff wished to survey clients' attitudes regarding the Intensive Employment Project. The general feeling was that clients were more likely to give accurate responses if they were not approached by or answering the questionnaire in the presence of their counselor. Therefore the survey instrument was mailed out although we realized that, as is general for mailed survey instruments, the rate of response would be greatly reduced, relative to the rate of response if approached directly by their counselors.

(See Attachments ——— Here's Your Chance To Talk Back To Us)

The rate of return was good at least 8 of the one hundred questionnaires mailed out were returned, because the addresses were incorrect. It is difficult to accurately estimate the number which were not returned as a result of clients having moved away from family residences, etc. Anyway, 21 were returned completely filled out and with comments wherever relevant. The rate of return was 23% for the 92 which we assume reached their destination. No sophisticated statistical analysis was attempted since the number was so small.

The questionnaire consisted of eleven questions all related to their feelings or thoughts regarding some aspect of the program. They ranged from very general questions to obtain a broad rating to more specific ones for a more detailed response.

Tabulation of the frequency of particular responses to questions I-XI.

I. What do you think of the program?

<u>9</u>	Excellent	Good	<u>9</u>	percent positive	<u>86%</u>
<u>1</u>	Fair	Poor	<u>2</u>	percent negative	<u>14%</u>

II. Did you find the information provided

<u>18</u>	Useful?	percent positive	<u>86%</u>
<u>3</u>	Not Useful?	percent negative	<u>14%</u>

CLIENT SURVEY QUESTIONNAIRE (Cont'd)

## III. How do you rate the program?

<u>15</u>	Helped a lot	percent positive	<u>71%</u>
<u>4</u>	Helped a little		
<u>2</u>	No help to me	= percent negative	<u>29%</u>

## IV. Which part of the program was a real help?

<u>10</u>	Stipends	percent	<u>48%</u>
<u>12</u>	Job Seeking Classes		<u>57%</u>
<u>10</u>	Group Counseling		<u>48%</u>
<u>7</u>	One-to-One Counseling		<u>33%</u>
<u>3</u>	Vocational Counseling		<u>14%</u>
<u>6</u>	Referral Service		<u>29%</u>
<u>1</u>	None		<u>5%</u>

## V. Which part of program was of little or no help?

<u>3</u>	Stipends	percent	<u>14%</u>
<u>6</u>	Job Seeking Classes		<u>29%</u>
<u>2</u>	Group Counseling		<u>10%</u>
<u>6</u>	One-to-One Counseling		<u>29%</u>
<u>4</u>	Vocational Counseling		<u>19%</u>
<u>5</u>	Referral Service		<u>24%</u>
<u>7</u>	None		<u>33%</u>

Comments - 2 negative and 5 positive

## VI. How did the program help you?

<u>6</u>	Get a job?	percent	<u>29%</u>
<u>14</u>	In my decision not to go back to prison?		<u>67%</u>
<u>10</u>	In finding sources of help?		<u>48%</u>
<u>4</u>	In my job interview?		<u>19%</u>
<u>0</u>	Others		<u>0%</u>

CLIENT SURVEY QUESTIONNAIRE (Cont'd)

## VII. I found the classes

<u>2</u> too long?	percent <u>10%</u>
<u>3</u> too short?	<u>14%</u>
<u>16</u> Congratulations, it was just the right length	<u>76%</u>

## VIII. How many job interviews were you sent on before getting your first job?

<u>3</u> None	<u>14%</u>	<u>2</u> Four	<u>10%</u>
<u>3</u> One	<u>14%</u>	<u>1</u> Fifteen	<u>5%</u>
<u>1</u> Two	<u>5%</u>	<u>1</u> Thirty four	<u>5%</u>
<u>3</u> Three	<u>14%</u>		

Only 14 person or 67% responded to question.

IX. Are you working now? 10 Working 2 School

5 Did ATO find the job for you?

6 Did you find the job yourself?

## X. How long were you in the program before you got a job?

<u>2</u> 1 Week	<u>10%</u>	<u>1</u> 1 Month	<u>5%</u>
<u>3</u> 3 Weeks	<u>14%</u>	<u>1</u> 2 Months	<u>5%</u>
<u>2</u> 4 weeks	<u>10%</u>	<u>2</u> 4 Months	<u>10%</u>
		<u>1</u> 5 Months	<u>5%</u>
		<u>2</u> Out of program	<u>10%</u>

## XI. Rate you Counselor

<u>16</u> Excellent	<u>76%</u>	<u>2</u> Good	<u>10%</u>	percent
				Positive <u>86%</u>
<u>1</u> Fair	<u>5%</u>	<u>2</u> Poor	<u>10%</u>	Negative <u>14%</u>

The responses to the first three questions appear to be highly consistent; 86% of the clients gave positive responses to both questions I and II, and 71% had a positive response regarding the program for question III. Responses to questions IX (which was very similar to the first three questions) were also 86% positive.

CLIENT SURVEY QUESTIONNAIRE (Cont'd)

Responses to questions IV, V and VI were coded separately since an individual could check more than one of the possible responses to each question. The total of all percentages in each case could therefore exceed 100%. In question IV most clients thought that the job seeking classes, group counseling and stipends, and one-to-one counseling helped them the most in that order of preference. Interpretation of question V is somewhat of an enigma. Apparently the clients were somewhat confused by this question. The largest percentage of responses was 33% saying that they found none of the services of little or no help which appears to be consistent with responses to question IV. However the next two highest percentages were 29% for both job seeking classes and one-to-one counseling, which appears to contradict the responses to question IV, if one were to rank the items according to those most highly preferred relative to those most rejected. Of course it is difficult to directly relate the responses to both questions since clients could pick more than one response for each question. They could be reviewed however by looking at the total number for every client to each item on both questions.

The majority of clients checked the two most desired responses, from our point of view, to question VI. At least we were communicating our purpose, which was to help them stay out of prison and to find sources of help whether or not we accomplished our goals.

Again the majority of clients checked the response to question VII most gratifying to us which we find unlikely since many had to be coerced into attending all of the class sessions.

All of the responses to question VIII were possible, but the one response of 34 job interviews seems highly unlikely. The fourteen percent who said they were sent on no interviews and the 14% who said they were sent on only one interview are difficult to explain unless they were individuals with limited interaction in the program or among those who obtained jobs shortly after enrollment. All

CLIENT SURVEY QUESTIONNAIRE (Cont'd)

responses to question ten appear to be plausible and fairly consistent with our job placement accomplishments, although not desirable.

The responses to question X were highly positive indicating that the clients felt good about their counselors and generally that they had all been highly receptive.