

THE TRANSITION FROM PRISON TO EMPLOYMENT:
AN ASSESSMENT OF COMMUNITY-BASED
ASSISTANCE PROGRAMS

-CASE STUDY ANALYSES AND FLOW DIAGRAMS-

Supported Under Grant No. 76NI-99-0083
from the

National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
U.S. Department of Justice

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INTRODUCTION

A. Background

As part of its National Evaluation Program, the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration has commissioned a study of community-based programs providing employment services to prison releasees. The growth of such programs has been a natural result of increasing concern being given to the rehabilitative aspects of incarceration and the need for post-incarceration services to insure the releasee's successful readjustment in making the transition from prison back to the community. The importance of these programs is also underlined by the numerous past studies which have concluded that there is a very strong correlation between unemployment and recidivism.

This report presents the results of the second stage (descriptions of project operations) of the employment services program study.

B. Purpose of Project Descriptions

The purpose of the descriptions of program operations is to insure that the assessment effort includes careful consideration of the diversity or similarity of program objectives, methods of service provision, clientele, allocation of resources, and assessment procedures as reflected by actual program operations. In order to select a representative sample of employment services programs to be analyzed in detail, a number of tasks have been undertaken.

The initial effort consisted of an identification of the program universe. A variety of organizations were surveyed to obtain information on the identity of community-based programs that provide employment services to prison releasees. These included Federal, Regional, State and local criminal justice and employment agencies and departments. In addition to programs identified through this survey, a number were identified through a review of relevant literature, from interviews with Labor Department Corrections Specialists, through an earlier ex-offender program survey conducted by the American Bar Association and from other sources.

All programs identified were asked to complete a questionnaire which requested a variety of descriptive information. More than 500 programs were surveyed, and approximately 50% responded to the mail inquiry. Additionally, selected telephone follow-up calls were made.

The programs identified reflected a wide variation in structure, service delivery, and relationship with the community. Some programs are associated with State or county corrections departments, other are branches of the State Employment Service, while still others are components of Comprehensive Employment and Training Programs. Some programs attempt to provide as many employment-related services as possible in-house, others by necessity often rely almost totally on referrals to other community programs, and many provide some services on site while referring clients to other community agencies for additional assistance.

After analysis of the program universe and consideration of the major issues discussed in the literature on ex-offender employment services programs, a sample of programs was selected for more detailed analysis. This sample reflects the range in variation in the program universe along such dimensions as:

- program age;
- number of clients served;
- socio-demographic characteristics of clients;
- types of services provided;
- staff size and type;
- program success criteria;
- funding source and level;
- numbers of prison releasees served; and
- relationship with corrections officials.

The programs chosen for detailed analysis and described in this report are:

- Employ-Ex, Inc., Denver, Colorado;
- Operation DARE, Chicago, Illinois;
- Community Correctional Services Project for the Sixteenth Judicial Circuit, Geneva, Illinois;
- Vocational Alternatives Program, Decatur, Illinois;
- Project Helping Industry Recruit Ex-Offenders (H.I.R.E.), Minneapolis, Minnesota;
- Project Newgate, Minneapolis, Minnesota;
- Parole Rehabilitation and Employment Project (PREP), Columbus, Ohio;
- Louisville, Kentucky Clearinghouse for Ex-Offenders, Louisville, Kentucky;

- Institute of General, Mechanical, and Electrical Science, Philadelphia, Pennsylvania;
- Law Offender Services Division, Boston, Massachusetts;
- Project MORE, New Haven, Connecticut;
- Alameda County Ex-Offender Skills Bank, Oakland, California.
- Assistance to Offenders, Inc., Atlanta, Georgia;
- Offender Aid and Restoration, Fairfax, Virginia; and
- Impact Manpower Services Project, Baltimore, Maryland.

The characteristics of the programs in the sample are presented in Table 1 on the following pages. It should be emphasized that the data presented in this Table are based on self-reported information provided by the programs at the time of the mail survey.

Analysis of the sample programs was performed through site visits by one or two people, who usually spent two days at the programs. The first morning was spent interviewing the program director about the objectives and overall operations of the program, its relationship with other community organizations, and the data collected and/or analyzed by the program for reporting or evaluation purposes.

The remainder of the site visit was primarily devoted to interviews with program staff members, who provided more detailed information concerning service delivery and client flow procedures. Additionally, interviews were conducted with representatives of the local criminal justice system, officials of the employment services system with which the programs interfaced, and representatives of the business community. People interviewed concerning their perspectives of the employment services program included police officials, parole officers, Comprehensive Employment and Training Act staff, National Alliance of Businessmen representatives, State Employment Service personnel, and personnel managers of local employers. In addition to providing varying perspectives on program operations, these people contributed divergent ideas concerning appropriate evaluation measures for employment services programs serving prison releasees.

Information collected during the site visits to the 15 sample programs appears on a program-by-program basis in the narrative descriptions which follow this introduction and in the client flow diagrams which accompany those descriptions. Not only did the site visits provide data about each program considered as a whole, the sample program analysis provided information about the nature and problems of community-based employment services programs serving prison releasees.))

Table 1. Summary of Program Characteristics

[illegible]

CHARACTERISTICS	Employ-Ex, Inc. Denver, CO	Operation DARE Chicago, IL	C.C.S.P. for the 16th Jud. Circ. Geneva, IL	Vocational Alt- ernatives Prog. Decatur, IL	Project H.I.R.E. Minneapolis, MN	Project Newgate Minneapolis, MN	PREP Columbus, OH	Louisville Clearinghouse Louisville, KY	Inst. of Gen. Mech. & Elec.Sci. Philadelphia, PA	L.O.S.D. Boston, MA	Project MORE New Haven, CT	Alameda County Skills Bank Oakland, CA	A.T.O., Inc. Atlanta, GA	O.A.R. Fairfax, VA	Impact Manpower Services Project Baltimore, MD
4) Age Distribution															
a. 18-24 years	45%	30%	61%	85%	75%	N.A.	45%	50%	72%	N.A.	N.A.	40%	N.A.	70%	88%
b. 25-30 years	22	40	23	10	20	N.A.	36	25	20	N.A.	N.A.	40	N.A.	25	10
c. 31-40 years	23	20	9	4	5	N.A.	13	15	7	N.A.	N.A.	19	N.A.	3	2
d. Older than 40 years	10	10	7	1	-	N.A.	6	10	1	N.A.	N.A.	1	N.A.	2	-
5) Sex Distribution															
a. Males	97%	94%	91%	98%	95%	N.A.	88%	90%	98%	91%	93%	90%	98%	94%	98%
b. Females	3	6	9	2	5	N.A.	12	10	2	9	7	10	2	6	2
6) Racial Distribution															
a. White	37%	6%	68%	55%	60%	N.A.	34%	55%	2%	79%	24%	24%	N.A.	53%	10%
b. Black	25	88	23	45	30	N.A.	64	45	97	20	73	74	N.A.	47	90
c. Chicano	36	6	7	-	-	N.A.	2	-	1	-	3	2	N.A.	-	-
d. Other	2	-	2	-	10	N.A.	-	-	-	1	-	-	N.A.	-	-
7) Distribution of clients' last incarceration															
a. Less than six months	50%	10%	50%	10%	-	N.A.	6%	-	15%	N.A.	N.A.	N.A.	N.A.	N.A.	10%
b. Six months to two years	25	40	35	50	60	N.A.	67	50	75	N.A.	N.A.	N.A.	N.A.	N.A.	50
c. Longer than two years	25	50	15	40	40	N.A.	27	50	10	N.A.	N.A.	N.A.	N.A.	N.A.	40

CHARACTERISTICS	Employ-Ex, Inc. Denver, CO	Operation DARE Chicago, IL	C.C.S.P. for the 16th Jud. Circ. Geneva, IL	Vocational Alt- ernatives Prog. Decatur, IL	Project H.I.R.E. Minneapolis, MN	Project Newgate Minneapolis, MN	PREP Columbus, OH	Louisville Clearinghouse Louisville, KY	Inst. of Gen. Mech. & Elec Sci. Philadelphia, PA	L.O.S.D. Boston, MA	Project MORE New Haven, CT	Alameda County Skills Bank Oakland, CA	A.T.O., Inc. Atlanta, GA	O.A.R. Fairfax, VA	Impact Manpower Services Project Baltimore, MD
8) Services (D-Direct; R-Referral):															
a. Vocational Testing	R	R	D	D	R	D	D,R	R	-	D	R	-	D	D	R
b. Vocational Counseling	D	D	D	D	D	D	D,R	D	D	D	D,R	-	D	D	D
c. Work Orientation	D	D	D	D	R	D	D,R	D	D	R	D	-	D	D	D
d. Education	R	R	D	-	R	D,R	R	R	D	R	R	-	-	D,R	R
e. Skills Training	D	R	D	-	R	R	D,R	R	D	R	R	-	-	R	R
f. On-the-Job Training	R	R	D	-	R	R	D,R	R	-	R	R	R	R	R	R
g. Transitional Employment	-	R	D	D	D,R	R	D,R	R	-	R	D	-	D	D	-
h. Job Development	D	D	D	D	D	D	D,R	D	D	D	D,R	D	D	D	D
i. Job Placement	D	D	D	D	D	D	D,R	D	D	D	R	D	D	D	D
j. Follow-up Counseling after Employment	D	D	D	D	D	D	D,R	D	D	D	D	D	D	D	D
k. Other Follow-Up Assistance	D	D	D	D	D	-	D,R	D,R	D	D	D	-	N.A.	D	D
l. Emergency Assistance (housing, transportation, loans, etc.)	D	D	-	-	-	-	D,R	D	D	D	D,R	-	D	D	D
9) Fees Charged? (Y-Yes; N-No)	N	N	N	N.A.	N	N	N	N	N	N	N	N	N	N	N
10) Frequency of Client Contact:															
a. Daily				X			X								X
b. Several times/week					X			X	X	X	X			X	
c. Once a week	X		X										X		
d. Less often than once/week		X										X			

CHARACTERISTICS	Employ-Ex, Inc. Denver, CO	Operation DARE Chicago, IL	C.C.S.P. for the 16th Jud. Circ. Geneva, IL	Vocational Alt- ernatives Prog. Decatur, IL	Project H.I.R.E. Minneapolis, MN	Project Hlegate Minneapolis, MN	PREP Columbus, OH	Louisville Clearinghouse Louisville, KY	Inst. of Gen. Mech. & Elec.Sci. Philadelphia, PA	L.O.S.D. Boston, MA	Project MORE New Haven, CT.	Alameda County Skills Bank Oakland, CA	A.T.O., Inc. Atlanta, GA	O.A.R. Fairfax, VA	Impact Manpower Services Project Baltimore, MD
11) Average Length of Time that Client Contact is Maintained															
a. Less than one month															
b. One to six months	X	X			X	X	X	X				X	X	X	X
c. Seven to twelve months			X	X					X	X	X				
d. More than twelve months															
12) Success Criteria:															
a. Job Placement	X	X	X	X			X	X	X	X	X	X		X	X
b. Employed for Fixed Time Period	X	X		X	X		X	X		X				X	X
c. Completion of individualized employability plan			X				X			X	X			X	X
d. Successful re-integration into community		X			X		X			X	X			X	
13) Percentage of Successful Clients															
a. 0-10%									N.A.						
b. 11-25%		X							N.A.			X	X		
c. 26-50%									N.A.	X	X				
d. 51-75%	X		X	X		X	X	X	N.A.						
e. 76-90%					X				N.A.					X	X
f. 91-100%									N.A.						

CHARACTERISTICS	Employ-Ex, Inc. Denver, CO	Operation IARE Chicago, IL	C.C.S.P. for the 16th Jud. Circ. Geneva, IL	Vocational Alternatives Progn. Decatur, IL	Project H.I.P.E. Minneapolis, MN	Project Newgate Minneapolis, MN	PREP Columbus, OH	Louisville Clearinghouse Louisville, KY	Inst. of Gen. Mech. & Elec. Sci. Philadelphia, PA	L.O.S.D. Boston, MA	Project MORE New Haven, CT	Alameda County Skills Bank Oakland, CA	A.T.O., Inc. Atlanta, GA	O.A.R. Fairfax, VA	Impact Manpower Services Project Baltimore, MD
14) Staff Size															
a. 0-10 persons				X				X			X			X	X
b. 11-20 persons			X						X				X		
c. 21-40 persons	X	X			X		X			X		X			
d. More than 40 persons						X									
15) Staff Type:															
a. Full-Time Paid Professionals		X	X	X	X		X	X	X	X		X	X		X
b. Volunteers														X	
c. Other	X					X					X				
16) Number of Ex-Offenders on Staff															
a. Most (50% or more)						X									
b. Some (20-49%)	X	X	X		X						X	X	X	X	X
c. Few (less than 20%)				X			X	X	X	X					
d. None															
17) Annual Budget (In thousands)	\$300	\$532	\$178	\$198	\$350	\$1,100	\$261	\$81	\$180	\$400	\$52	\$250	\$194	\$42	\$500
18) Major Funding Source:															
a. Federal Government	X	X	X		X			X		X				X	X
b. State Government				X		X	X		X		X				
c. Local Government												X			
d. Private													X		
19) Number Releasees (Past Year)	102	3317	88	60	200	N.A.	582	250	501	N.A.	246	N.A.	855	661	N.A.

CHARACTERISTICS	Employ-Ex, Inc. Denver, CO	Operation DARE Chicago, IL	C.C.S.P. for the 16th Jud. Circ. Geneva, IL	Vocational Alt- ernatives Prog. Decatur, IL	Project H.I.R.E. Minneapolis, MN	Project Newgate Minneapolis, MN	PREP Columbus, OH	Louisville Clearinghouse Louisville, KY	Inst. of Gen. Mech. & Elec.Sci. Philadelphia, PA	L.O.S.D. Boston, MA	Project MORE New Haven, CT	Alameda County Skills Bank Oakland, CA	A.T.O., Inc. Atlanta, GA	O.A.R. Fairfax, VA	Impact Manpower Services Project Baltimore, MD
20) Most Common Entry Method:															
a. Prison Referral								X					X		
b. Probation/Parole Referral			X	X			X			X		X			X
c. Family/Friends Referral															
d. Community Agency Referral										X					
e. Program Outreach	X	X							X						
f. Other					X	X					X		X	X	
21) Pre-release Client Contact?	Y	Y	Y	N	Y	Y	Y	Y	Y	N	Y	N	Y	Y	Y
22) Pre-release Contact with:															
a. Prison Staff	Y	Y	Y	N.A.	N	Y	Y	Y	Y	N.A.	Y	N	Y	Y	Y
b. Parole Officials	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N
23) Post-release Contact with:															
a. Prison Staff	N	N	Y	N.A.	N.A.	Y	Y	N	N	N.A.	Y	N	N	Y	Y
b. Parole Officials	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y

C. General Observations

All programs providing services to prison releasees (and other ex-offenders) tend to deliver the same kinds of services, though they are often delivered in varied fashion. Services typically include:

- . job readiness training;
- . individualized vocational counseling;
- . referral to appropriate community service agencies;
- . job development;
- . job placement; and
- . follow-up after job placement.

The number and extent of these services provided often largely depends upon program philosophy and available resources. Though programs recognize the relevance of all these services, their emphases on them varies greatly. For example, Project H.I.R.E. in Minneapolis conducts a four-hour job skills workshop for new clients, and devotes the majority of program efforts to job development and placement. Contrastingly, the Baltimore Impact Manpower Services Project devotes one week to a Job Preparation Workshop and comparatively few resources to job search efforts, while the Parole Rehabilitation and Employment Project (PREP) in Columbus, Ohio, includes a two-week job readiness training class and parallel job development efforts.

Some programs, in addition to providing some of the services listed above, also provide more specialized assistance to clients. For example, the Institute of General, Mechanical, and Electrical Science, operated by the Philadelphia Urban Coalition, provides clients with direct skills training at an area vocational school. Most employment programs serving prison releasees must rely on other community programs for the provision of training to clients. Another approach is utilized by Assistance to Offenders (A.T.O.), Inc., of Atlanta, Georgia. That program focuses on the supported work concept, providing participants with structured, closely supervised working situations through which they can both learn good work habits and establish a work history.

Unfortunately, few community-based programs are able to provide a truly comprehensive service delivery package. This is usually due to a lack of financial resources or physical limitations. Program directors acknowledge the need for additional service provision, but are often unable to provide it. Too often programs must rely upon other existing community programs, and resulting problems are similar in every part of the country: waiting lists, burdensome paperwork, insensitivity to ex-offender problems, restrictive eligibility criteria, and lack of appropriate staff attention to client needs.

The most common service recognized as important but neglected for a variety of reasons is follow-up support for program participants after they have secured a full-time job. All program directors acknowledge that the first few days, weeks, or even months after a prison releasee begins working demand some kind of support from programs. This may vary from regular telephone calls to periodic visits to the job site or contact with the employer or supervisor assessing the releasee's progress or problems. Too often, however, this support is sacrificed in favor of some other required service, such as personal counseling or job development for unemployed clients. In many instances, what is termed "follow-up services" may only be contact with a former client or an employer for data collection purposes.

The lack of attention devoted to follow-up activities by programs, whether voluntarily or involuntarily, reflects another almost universal problem faced by community-based programs. This relates to funding -- soliciting new program support for the future and attempting to insure that current funding sources do not reduce their levels of support. Many program directors spend the majority of their time in search of funding sources and as a result devote a proportionately small amount of time to daily program operations. This funding problem seems to partially be a result of the current trend away from specialized services for certain disadvantaged populations. In several instances, State Departments of Vocational Rehabilitation, in response to recent legislation, are contemplating termination of funding for employment services programs serving prison releasees. In other cases, Comprehensive Employment and Training Act Programs, according to program staff, seem to serve ex-offenders "last and least."

Another common problem affecting employment programs serving prison releasees is a lack of effective communications and coordination with correctional institution staff. In fact, several of the programs within the sample group had worked within the prisons in the past, but were forced to abandon those operations for a variety of reasons. These include inability of program staff to have adequate space within the institution, inability to schedule appointments or otherwise coordinate inmate movements within the prison, insensitivity to inmate post-release needs on the part of prison staff, and a general mistrust of outsiders by prison guards. Additionally, although it is generally recognized that the time immediately after release is crucial to releasee readjustment, in very few instances have programs been able to establish a direct linkage with prisons at the point of release.

Often programs must rely on parole officers to refer releasees, and the attention and effort expended by these agents on behalf of the clients on their caseloads varies. In many instances, whether or not a releasee receives services from a community-based employment services program depends largely on the identity of his or her parole officer. Although the process by which releasees are referred to those programs is somewhat inefficient, some programs do visit institutions and interview inmates prior to their release, collecting personal data and encouraging them to visit the programs after release. Of course, there is no sure manner of guaranteeing that those inmates interviewed will indeed appear later at the program.

The quality of services received by releasees once they appear often may depend upon the efficiency of the counselors or other staff members to whom they are assigned. Some community-based program staff appear to accept the status quo and work within existing limitations (e.g., waiting lists at community agencies, unresponsiveness of employers, poor job market, etc.) Other staff seem to have developed individualized techniques for overcoming bureaucratic hurdles, such as cultivating personal contacts at intake offices, learning which paperwork requirements can be disregarded, or establishing favorable contacts at certain businesses. However, such efforts require much persistence, and inevitably fewer numbers of clients can be served.

The motivation and effort of staff members at these programs does appear generally to be high. Although staff often become discouraged at the hurdles faced by clients in their efforts to find employment, they are usually dedicated to providing personalized attention and will rarely "give up" on a client unless he or she evidences a very obvious lack of interest or motivation. In all cases, staff encourage clients to return to the program at any time in the future if they need employment-related assistance.

One common complaint voiced by program staff is the amount of paperwork required. This is particularly true for those staff at programs which are part of a Comprehensive Employment and Training Program. Staff complain that not only does paperwork require a great deal of time and effort, but that the use made of (and feedback received concerning) the collected data is minimal.

Counselors generally seem to dislike paperwork and prefer to concentrate on actual service delivery for clients. This is a primary reason for the lack of evaluation being conducted at many programs; directors seem to consciously favor increased service delivery at the expense of comprehensive data collection or analysis. In some cases, a great deal of information is collected, but the use made of it is unclear. Often such data collection appears to be primarily for purposes of assembling monthly or quarterly reports to be submitted to program funding sources. Although program directors assert that collected data are always utilized to "maintain staff accountability," it is often unclear how such data is utilized for that purpose.

Several programs do, however, make conscious efforts to evaluate staff performance and program efficiency. For example, both Project H.I.R.E. (Helping Industry Recruit Ex-Offenders) in Minneapolis and The Vocational Alternatives Program in Decatur, Illinois, have adopted management by objectives systems to measure staff and program efficiency.

Programs are seemingly becoming more aware of the importance of built-in evaluation capabilities, but little evaluation has been performed to date. Employ-Ex, Inc., in Denver, Project Newgate in Minneapolis, and the three Illinois Model Ex-Offender Program components—Operation DARE, Community Correctional Services Project of the Sixteenth Judicial Circuit, and The Vocational Alternatives Program—all are implementing detailed, computerized data collection systems and hope to utilize them to perform program evaluations.

Finally, one common problem encountered repeatedly at the programs visited is a lack of knowledge about what others in the field are doing. All program staff and directors are interested in the approaches or techniques being utilized at other programs, the problems that are being encountered in other locations, and how similar programs have chosen to relate with community agencies or correctional institutions. Programs believe that they are operating in isolation, afraid they are unaware of new or improved methods for delivering employment services to prison releasees or other ex-offenders. The problems encountered by these programs appear remarkably similar, and dissemination of relevant information across the country would seem to be appropriate.

D. Organization of Report

This report contains program narratives for the fifteen projects visited. Each program description includes a discussion of program setting, including program history, objectives, funding, clientele, and organization, and an analysis of client flow, including entry, program intervention and follow-up efforts. Additionally, most case study narratives include a brief description of the data available at the program for potential evaluation purposes.

Each case study includes a flow diagram to complement the narrative descriptions. These diagrams illustrate the client contact with the programs, the program contact with referral agencies, and program relationships with other community organizations.

Appendix A presents the interview guides and forms utilized on site to collect data and information from program directors, staff, and other community officials.

EMPLOY-EX, INC.

Denver, Colorado

EMPLOY-EX, Inc.

I. Program Setting

A. Program History

Employ-Ex, Inc., an employment services program for ex-offenders in Denver, Colorado, was founded by an ex-offender released from the Colorado State Penitentiary. His release in early 1972 coincided with the announcement of a three-year, \$20 million program in Denver, part of the Law Enforcement Assistance Administration (LEAA) nationwide effort to combat "high-impact" offenses. He lobbied throughout the Denver community, wrote several drafts of a proposal during that year, and gained support from various elements of the Denver criminal justice system. In space donated by the Denver Commission on Community Relations, he and three ex-offender volunteers worked to obtain a grant. Employ-Ex opened December 5, 1972, having received a pilot grant of nearly \$100,000.

Since that time, the program has moved to larger quarters and increased by approximately four times the amount of its original funding. In the current fiscal year, Employ-Ex has extended its services to non-impact felony offenders and has expanded its intake area beyond the city and county of Denver. It has also begun operating a Pre-Trial Intervention Program for Denver residents deemed suitable for such assistance.

B. Objectives and Program Emphasis

Employ-Ex has established two primary effectiveness objectives.

These are:

- to reduce recidivism of project participants by 25% as measured by re-arrests for impact offenses during a one-year period after entering the program, over a one-year baseline re-arrest percentage for similar individuals developed by the Denver Anti-Crime Council staff.
- to insure that project participants placed in jobs, training or educational slots will be employed, in training or in school an average of 60% of the time they are in the program and available for employment training or school.

The program has five operational objectives. These are:

- to place a defined number of program participants in jobs, job-related training, or educational grants during the year.
- to aid self-placement of program participants in jobs or job-related training through program-conducted job preparation workshops.

- to provide a variety of assistance, other than job-finding and placement, to program participants on an as-needed basis. Forms of this assistance include personal counseling, family counseling, provision for physical needs, financial aid, and aid in special situations on or off a job.
- to gather information and provide guidance to all program participants at intervals of one, two, three, six, nine and twelve months.
- to undertake thorough data collection and analysis to evaluate all other objectives.

Employ-Ex maintains an on-going research and evaluation unit which utilizes available computer files to measure the program's response to these established objectives. This evaluation unit is discussed in greater detail in the concluding section of this case study.

C. Clientele

Employ-Ex collects a number of sociodemographic characteristics on all clients referred to the program. This is done on a grant-by-grant basis. As an example of the kind of information collected, the following page presents information on client intakes for the month of June, 1976, for all clients funded by the LEAA Impact Cities Grant. Characteristics for the total Employ-Ex client population are presented in Tables 2, 3, 4 and 5.

Employ-Ex clients must meet various eligibility requirements, depending on the grant through which service to them is being provided. For example, clients being served by Jefferson County CETA must meet CETA eligibility requirements. These include residency in Jefferson County and being economically disadvantaged. Those clients being served through the LEAA impact cities grant must have committed a high-impact felony.

The problem of number is controlled by establishing priorities designed to admit those persons having the greatest need. Employ-Ex eliminates those persons who are least likely to recidivate by imposing the following priorities on the intake process (since pre-trial releasees are admitted only through referral by the pre-trial diversion project, they are not subject to the usual eligibility requirements). Confined applicants are admitted to Employ-Ex when they are within six months of their estimated release date. While Employ-Ex institutional counselors will respond to anyone's request for assistance, only those who can realistically expect to be released within the six-month period are given an Employ-Ex application while incarcerated.

The current state of the applicant's conviction is also considered. Those persons most recently released from a penal institution are given priority; this fact reflects the program's belief that most rearrests occur within the first few months after release.

Currently, Employ-Ex accepts probationers within one year of the granting of probation and parolees or dischargees within 18 months after release from an adult penal institution. These time limits are reduced or expanded to modify intake.

Table 1: Client Intakes June, 1976
LEAA Impact Cities Grant

TOTAL INTAKE 32

A. Male 31
Female 1

B. 8th or less 0
9th-11th 14
H.S. Grad. 7
Post H.S. 6

C. 18 or under 0
19-21 5
22-34 22
35-44 5
45-54 0
55-64 0
Over 65 0

D. AFDC 0
Unemploy't 0
Other Ass't 1

E. Low income 31
Econ. disad. 18

F. Anglo 21
Black 3
Chicano 8
Am. Indian 0
Oriental 0
Other 0

G. Special vet 0
Vietnam vet 3
Recent vet 3
Other vet 5
Non-vet 21

H. Disabled vet? 0

I. Handicapped 1

J. F.T. Student? 0

K. Voc. Training 15

L. Primary wage earner? 32

M. Head of household? 32

N. Car? 16

O. Years in labor force 1 3 4-6 2
2 2 7-10 11
3 8 11+ 6

P. Number of weeks 1 3 9-16 2
unemployed in last 2-3 7 17-26 3
twelve months 4-8 1 27-52 16

Q. Last wage \$2.00 or less 4 \$4.01-\$7.00 9
\$2.01-\$3.00 13 \$7.01-\$10.00 0
\$3.01-\$4.00 6 \$10.01 & over 0

R. Felony offender? 32

S. Number of felony 0 0 3 5
convictions 1 16 4 3
2 8 5+ 0

T. Qualifying offense 1 Robbery 8 7 Ordinance violation 0
2 Burglary 7 8 Parole/Probation violation 0
3 Assault 4 9 Narcotics (possession) 0
4 Rape 0 10 Narcotics (poss. for sale or sale) 3
5 Other felony 10
6 Misdemeanor 0

U. Last institution 1 CSP 5 7 Other Jail 0
2 CSR 9 8 Federal institution 2
3 CWC 1 9 Other institution (excl. fed.) 3
4 Lookout Mtn. 0 10 other 7
5 Mtn. View 0
6 Denver County Jail 0

V. Current criminal justice status 1 Parole 13
2 Probation 8
3 Pre-trial 1
4 Deferred Prosecution 0
5 Work Release 0
6 Other Prerelease 0
7 CSP 0
8 CSR 0
9 Other incarceration 0
10 Not under CJS control (e.g. discharged) 0

Number of persons placed in this month (of those entering this month) 12

Table 2: Age

18-24 years	45 %
25-30 years	22 %
31-40 years	23 %
Older than 40 years	10 %
TOTAL	100 %

Table 3: Sex

Male	97 %
Female	3 %
TOTAL	100 %

Table 4: Race

White	37 %
Black	25 %
Chicano	36 %
Other (specify) American Indian	2 %
TOTAL	100 %

Table 5: Prior Incarceration

Less than six months	50 %
Six months to two years	25 %
Longer than two years	25 %
TOTAL	100 %

Only those persons who live or plan to live in the areas served by the appropriate program component are admitted to Employ-Ex. Because the program has recently opened offices in Jefferson county, Pueblo and Colorado Springs, a greater range of ex-offenders are being served.

D. Funding

When Employ-Ex became operational in December, 1972, it was strictly an LEAA Impact Cities Program. The original LEAA funding ran through June, 1976. However, the program had saved enough of the LEAA money to continue operating with it through the end of 1976.

Since the program's inception, funding sources have expanded to include:

- The State Employment Training Services Council - This council which is responsible for disbursing the Governor's 4% CETA Title III funds, promised Employ-Ex \$100,000 for fiscal year 1977. The program received \$45,000 initially and is hoping it will receive the remainder in January, 1977.
- The Joint Budget Committee - The State legislature is funding Employ-Ex with \$125,000 as a line item in the State budget. The Joint Budget Committee of the Legislature funnels half of this money through the Colorado Department of Corrections and half through the State court system.
- City and County of Denver Manpower Administration - The Denver manpower agency has subcontracted with Employ-Ex to operate the Denver Pre-Trial Intervention Program (PTIP). Employ-Ex has taken over the administration of this program from another community agency and currently receives \$80,000 to operate the program.
- Jefferson County CETA - The Jefferson County CETA prime sponsor has given Employ-Ex \$72,000 to provide services to pre-trial and adult diversion clients and to ex-offenders after their release from prison.
- Colorado Springs CETA - The Colorado Springs prime sponsor is funding Employ-Ex with \$28,000 to operate a local office with two staff members. Rent is being paid with Joint Budget Committee funding.
- Pueblo CETA - The Pueblo CETA prime sponsor is donating two Public Service Employment slots, office space and telephone facilities for the operation of an Employ-Ex office in that city. One Employ-Ex counselor there is paid with State money.

E. Program Organization

Employ-Ex is a non-profit corporation with a standing Board of Directors. From its inception, the program's local funding sponsor has been the Denver Commission on Community Relations. All LEAA funds have been channeled through that agency.

Currently, there are 30 people on the Employ-Ex staff. They include:

- one intake clerk;
- one intake clerk/typist;
- two research analysts;
- nine counselors;
- one participant coach;
- two clerk typists;
- two institutional counselors;
- three job developers;
- two fiscal officers;
- two skills trainers;
- one executive secretary;
- one community coordinator;
- one resource developer;
- one senior counselor; and
- one executive director.

The salaries for these staff members are paid by any one of the seven program funding sources.

Employ-Ex staff are located within two Colorado adult penal institutions, at the main program office in Denver and at the three offices in Pueblo, Jefferson County and Colorado Springs.

II. Client Flow

A. Entry

It is estimated that one-third of Employ-Ex clients are walk-ins, one-third are under some version of adult parole and one-third are on probation.

Employ-Ex has staff stationed at the Colorado Penal Institution and Reformatory full-time. These counselors explain the Employ-Ex program to inmates, including how to go about applying for services. However, the program insists that inmates take the initiative and write a letter to the main office. The institutional counselors do serve as interim counselors until time of release for applicants still incarcerated. Additionally, community-based teams alternate trips every week to both State institutions in order to establish and maintain relationships with those inmates to whom they will later provide services.

Probationers are usually referred by their probation officers. Often probation officers send the clients with probation slips which are then sent back to the probation office to let the officer know the probationer has appeared. An understanding has been reached between Employ-Ex and the probation department that all client referrals will be made by the probation department; Employ-Ex never initiates contact with probation officers concerning prospective clients.

Persons on parole may be referred directly from the institution or by parole officers after they have been released. Additionally, Employ-Ex often receives letters from inmates who are up for parole. The program will write a letter to the inmate, which the inmate will take to the parole board. The Colorado State Parole Board views a commitment by Employ-Ex to work with a releasee in the same context as the releasee's having a job. At no point, however, is there direct contact between the parole board and Employ-Ex.

Once an applicant is determined eligible for Employ-Ex in accordance with established criteria, he or she is given or mailed an application form. The applicant who has difficulty filling out the form is assisted by the Employ-Ex intake clerk (walk-ins) or, if incarcerated, by another inmate or the institutional counselor. Contents of the application are kept strictly confidential.

If an applicant is determined ineligible for services on the basis of either funding guidelines or established client priorities, a referral list of other agencies serving the needs of ex-offenders is provided to the applicant.

When released clients enter the Employ-Ex office, they come first to the receptionist's desk. There they fill out an intake sheet and receive a list of the rights and responsibilities of clients. The intake clerk determines if applicants are initially eligible for Employ-Ex. They then proceed to the skills trainer, who conducts an intake interview. During this interview, the skills trainer fills out a coded client intake form which will later be accessed to the Employ-Ex computerized file. The skills trainer explains the program -- its objectives, funding and procedures. All forms are explained and the referral services available in the community are detailed to the client. The skills trainer also completes all financial forms, which go into the client's file.

B. Intervention

After this intake interview, clients are scheduled for the mandatory job preparation workshop. This class is conducted Mondays, Wednesdays and Fridays from 8:30 a.m. until noon by the skills trainer. The workshop focuses on job seeking and job retention skills. Topics covered include:

- filling out an application;
- responding effectively in the course of a personal interview;
- how to approach the issue of past conviction and or incarceration; and
- available Employ-Ex services.

At the end of mock interviews during the job preparation workshop, the skills trainer explains Employ-Ex services and discusses other information, including:

- job development;
- Employ-Ex staff;
- how job openings are communicated to participants;
- resources for self placement, such as participant use of telephone and employer resource books;
- bonding through the Department of Labor Bonding Program for ex-offenders;
- assistance in obtaining I.D. and drivers license;
- help in obtaining necessary special tools, where a job offer is contingent on this kind of investment;
- bus tickets for interviews and early employment;
- emergency food certificates, clothing and housing.

At the conclusion of each job preparation workshop, participants are given the following written materials to use in their job seeking efforts:

- a finalized application form which has been completed during the workshop;
- a "job interview scale", a pamphlet on "applying for a job", which contains hints and personal rights people have when applying for a job on their own.

After the workshop is completed the leader takes each participant file, pulled by the receptionist, and enters in the appropriate place, "JPHS complete". In each case, the leader then records special abilities, problems or other information gained during the course of the workshop for later counselor use in planning interviews. The comments are usually entered on the bottom of the client's application form.

At this point, the participant is assigned a case number which is entered on the individual case jacket, and on a follow-up card, which is dated ahead one week or sooner and placed in the program's follow-up tickler file so that it will be retrieved on the appropriate due date.

During the job preparation workshop, clients are assigned individual counselors. The job preparation workshop leader makes these assignments based on his knowledge of client problems and of particular counselor abilities. During a break in the workshop, appointments are made for the first client-counselor interviews.

The leader of the job preparation workshop also maintains a "job workshop unattended" file. He keeps this in his office and attempts to contact the clients who do not appear for the workshop. If he cannot obtain a response, these client's applications remain in the unattended job workshop file. Persons are never considered official clients until they complete the job preparation workshop. Therefore, if repeated attempts elicit no response from clients who were scheduled to attend the job preparation workshop, their files are placed in the program quietus file.

The first interview session between client and counselor usually lasts approximately 45 minutes. During this interview, the counselor reviews with the client the intake sheet and all forms completed by the client during the job preparation workshop. The client's goals and vocational interests are reviewed and the person's name and skill area are entered on the program's Resource Board. The counselor and the client may also review the client's need for emergency assistance. If such aid is necessary, an emergency assistance voucher is filled out. The counselor completes the form, then seeks approval signature from the assistant director, senior counselor or (if neither is available), the fiscal officer. The latter then authorizes availability of funds with his signature. The approval form is then copied, the original goes to the fiscal office and a copy is placed in the participant's file. These emergency expenses are a separate line item in the Employ-Ex budget. Included in the line item are the following emergency resources:

- housing;
- transportation;
- clothing;
- special work clothing and tools; and
- food

After the client and counselor set long-range, interim and immediate goals, which may be recorded on a goal-setting form and placed in the client's file, efforts focus on job development and placement.

While the program has full-time job developers, all counselors and coaches develop jobs. Unlike the job developers who cultivate and maintain job resources, counselors and coaches assume a more individualized role, selling individual client's skills rather than the program as a whole and screening individual job specifications rather than entire companies. Job information is shared among all staff members at the program in the following ways:

- Job Needs Board and Resource Board - These boards, located on a wall near the Director's office, lists all clients who need a job and the skills of those clients, which employers have hired project participants and which participants have placed themselves.
- Current Job Openings - Information about new job openings is channeled to job developers either directly or by one of the staff, and is circulated to all services staff on a standardized job opening form so that names of qualified clients can be submitted to the job developer and interviews coordinated.
- Job Inventory Book - A large looseleaf notebook listing all job resources is located in the job developer's office and is accessible to all staff. This notebook includes all employers in the area who have either hired or considered hiring an Employ-Ex client.
- Staff Meetings - Staff meetings are called on a periodic basis so that staff can exchange specific information about participants or employer needs or problems.

Job development is done primarily by telephone. Each time a job is developed, a copy of the job development form is referred to each counselor, the clerk and the program's master file. Each time a client is referred to a job interview, counselors note it in this master file and fill out a job referral card. These go to the clerk, who coordinates job development contacts. In this manner, repetitive or duplicative referrals are avoided.

During this period of job seeking, participants are expected to appear at the program or call every morning to see if an interview has been developed. If clients find a job on their own, they are expected to notify their counselor immediately.

When clients are referred to a job (or to another social service agency) the counselor asks them to send back a referral card. Usually, the counselor waits up to a week for receipt of this card. Returned cards are then placed in the client's jacket. If the card is not received in a week, the counselor attempts to contact the client and/or the employer to determine the result of the referral.

A counselor records a new hire in the following places to insure accurate data and continuity of services.

- Participant File - The placement data is recorded on a "services summary sheet" and details (company name, position/title, wage level and working hours) on a "client information sheet."
- Placements Form - The information is recorded again on a "placement" form - a running account by each counselor for monthly compilation by the research analyst.
- Resource Board - The participant "job available" information is moved from the job needs board to the resource board and placed under the appropriate employer.
- Follow-up Card - The follow-up card is removed from the client's folder, updated one month (or sooner if the counselor wishes) and placed in the follow-up tickler file where it will be retrieved on the date of the next appropriate follow-up contact.

C. Follow-Up

Employ-Ex utilizes a number of forms and procedures to insure continuous follow-up of clients. The program has established a minimum "follow-up schedule" of once a week prior to placement, once a month for three months after placement, and quarterly thereafter until termination from the program. In the event the client is terminated from a job, school or training, this follow-up process is begun anew.

The tickler file consists of a card for each person who has achieved active participant status by means of having attended and completed the job preparation workshop. The cards are filed by month, by week and name of counselor. This enables each counselor to retrieve his or her cards during the given week, determine whether additional services are needed, update and refile the cards. The tickler file shows quickly the participant's work record during his or her time with the program, the frequency of contacts and with whom they are made. Any services rendered as a result of a follow-up contact are checked off on the services summary sheet and details recorded on the client information sheet, both of which are a permanent part of the client's folder.

At any point in a counselor's relationship with a client, three attempts to contact the client without success indicate the need for a field visit, if time and staff permits, or if not, a follow-up letter. The following resources are exhausted during an initial three-week follow-up period:

- the participant's residence (during non-working hours);
- friends;
- probation/parole officer; and
- employer.

The three-week follow-up letter is personal, brief and either typed or handwritten. It is accompanied by a pre-paid, self-return post card to encourage the client's response. Form letters are never used. Once a follow-up letter has been sent, the counselor schedules the next follow-up

three weeks from the date of the letter and files the tickler card again. Once contact has been made, needed services are rendered and normal follow-up procedures resumed.

If the counselor has not heard from the participant or if the letter is returned "address unknown", "moved", "no forwarding address", etc., the follow-up tickler card is dated ahead 10 weeks and the card is turned over to the senior counselor, who posts the card on the bulletin board (so other staff members, who may have information on or have seen the client, can respond accordingly). If any of the staff makes contact with the client during this time, he or she can check the board for the card and return it to the appropriate counselor, notifying him or her that contact has been made.

At the end of the 10-week period, if no contact has been made, the senior counselor takes the follow-up card off the board and returns it to the counselor with authorization to place the client's jacket in the inactive file. Usually an inactive client is someone who is non-contactable by reason of reincarceration, re-location, death, etc. If a counselor makes a client's file inactive, a full explanation must be placed in the folder, and concurrence of the senior counselor must be obtained. An Employ-Ex client who is disinterested, although still contactable, is an example of a person who, for all practical purposes, is inactive. A counselor's decision to deactivate such a client must be based on hard evidence of the client's consistent failure to respond to counselor activities.

Should a participant reactivate a client after his or her file has been classified as inactive, the jacket is immediately pulled and returned to active status by marking the file active, making an explanatory entry on the client information sheet and placing it in the active file. The client's follow-up card is reactivated at the same time.

The flow chart on the following pages illustrates the process by which clients are referred to Employ-Ex, enter the program, receive services and are followed-up on.

D. Data Availability

Employ-Ex maintains a separate research and evaluation unit, which is used to upgrade program management and prepare required reports. A manual system is used to code information onto data sheets. This information is then monthly put on a computer, with the programming done at the University of Colorado in Boulder.

At the end of each job preparation workshop, an index card is filled out on each person completing the workshop. Each card then is channeled to the evaluation unit and stays in its file. A master Rolladex is maintained as a double check on these cards. The cards are only for data-keeping purposes and are not utilized by program counselors. They are pulled every month and are used by research assistants to locate counselor files. All counselor-client activity during the month is then noted on the appropriate index card. After twelve months, each of these cards is filed in an inactive file.

Information collected on the intake form and coded after the job preparation workshop includes:

- client demographic characteristics;
- veterans status;
- criminal record;
- total time served;
- current criminal justice status;
- marital status;
- vocational skills;
- other assistance being received;
- transportation problem?;
- alcohol/drug problem?;
- labor force status;
- number of weeks unemployed; and
- number of jobs in last two years.

The date of intake, the participant's case number and the participants file card number are also coded to be included in the client's computerized file.

The research and evaluation unit does a service summary for all clients every thirty days. Service summary forms include the following client information:

- specific Employ-Ex program (Impact Cities, PTI, or CETA);
- counselor at time of coding;
- job workshop completed?;
- number of emergency food service provided (similar information for shelter service, clothing service, transportation service, or other emergency assistance);
- number of interviews arranged by Employ-Ex during period;
- number of interviews attended by client during the period;
- number of employment-related services during the period;
- number of other services;

- number of referrals to other agencies;
- total number of times client contacted during the period (not the number of services);
- the chronological order of job placement beginning with the first placement and moving consecutively, through the individual's participation in Employ-Ex (temporary or subsidized jobs are not coded as job placements and do not show up in the data);
- placement types (direct, indirect, self-placement, educational stipend, OJT, public service employment, or other subsidized employment or training);
- employer code (each employer contacted by Employ-Ex is assigned a specific number);
- skill level;
- hours on job per week;
- hourly wages;
- days employed (days employed in any placement type during the period being coded);
- available days (This refers to days in the current coding period since initial job placement. This available days clock begins running for all clients after they are placed in the first job. Before that, they are not considered available; they could be non-job ready or not really interested in working. The total number of days available during the period is usually 30 unless a client is in the hospital or in jail.);
- total days (The number of days in the coding period that the person is active. After the period in which placement occurs, total days usually equals available days.);
- offense codes of the most serious arrest in the period;
- job status at the time of arrest during the period;
- program status (active, inactive during period, or quietus);
- employment status at end of period;
- follow-up status (follow-up attempted, follow-up not attempted, or follow-up not required);
- CETA status (positive - direct placement, indirect placement, self-placement, in armed forces, enrolled in school, or in another manpower program; negative - not locatable, moved from area, refused to continue, administrative separation, transportation problem, family care, laid off, quit job, fired, or incarcerated);

- date of summary;
- client I.D. number; and
- service summary number..

The data collected in these service summaries are used to compile quarterly reports and annual reports for the various Employ-Ex funding sources. At the current time, its primary purpose is as a management tool. Because of frequent staff turnover, there has been some confusion concerning the research procedures. However, as soon as the research and evaluation team finishes its current revision of the data-keeping system and computer files, it is hoped that a comprehensive in-house evaluation of Employ-Ex will be able to be conducted.

The Research and Evaluation Unit reports the following data for the current client population:

- The program places approximately 78% of those who complete the job preparation workshop.
- Of all clients who are intaked into the program, 65% get jobs, 20% drop out immediately and 15% remain on the client case loads as "numbers".
- Of those placed, 50% are successfully employed for a year (32.5% of all intakes).
- Approximately 50% of the group who are placed after completing the job preparation workshop are employed 90% of their "days available" during the following year.

Figure 1 : Employ-Ex Client Flow from Entry to Intake

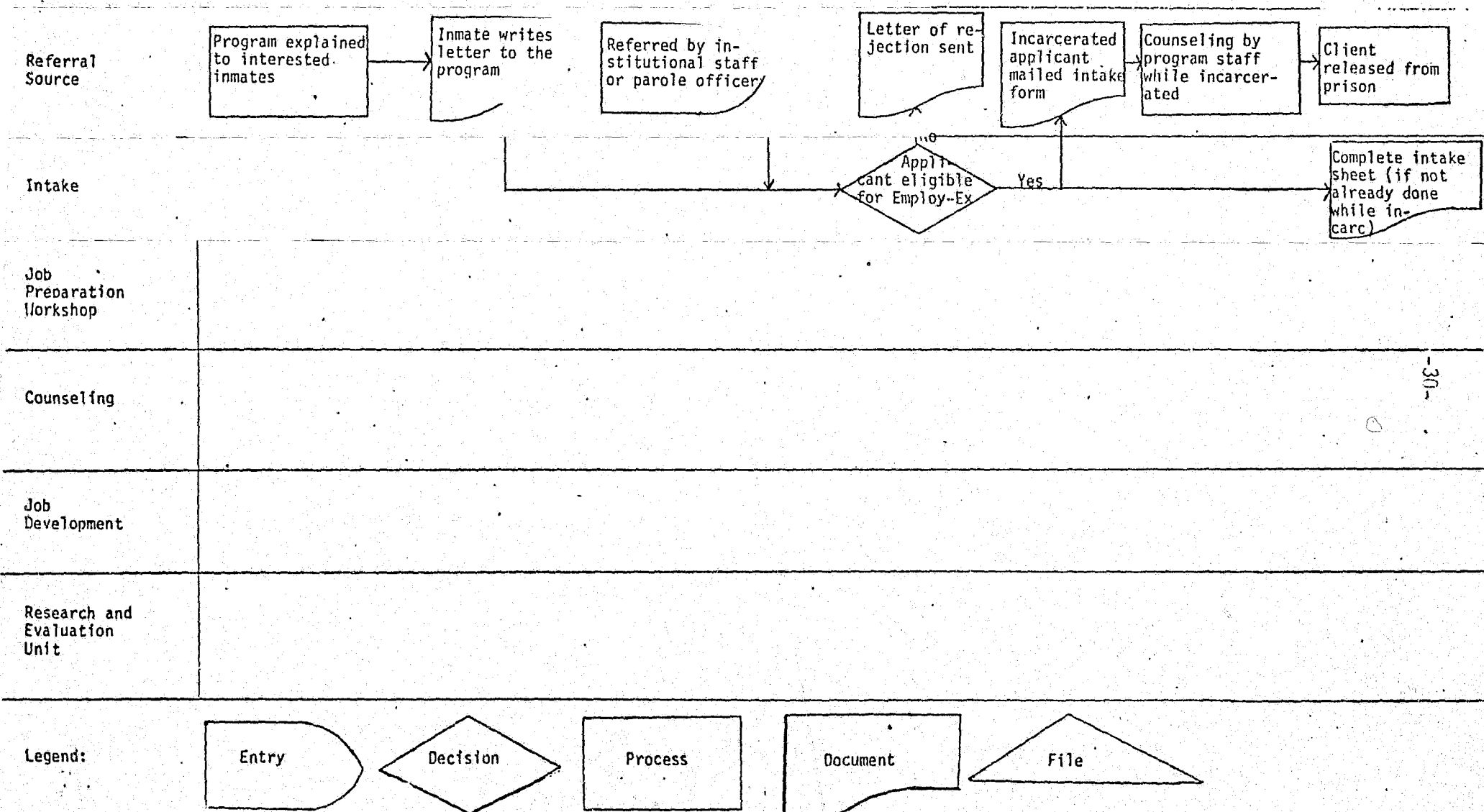


Figure 1 cont.: Employ-Ex Client Flow from Intake to Job Preparation Workshop

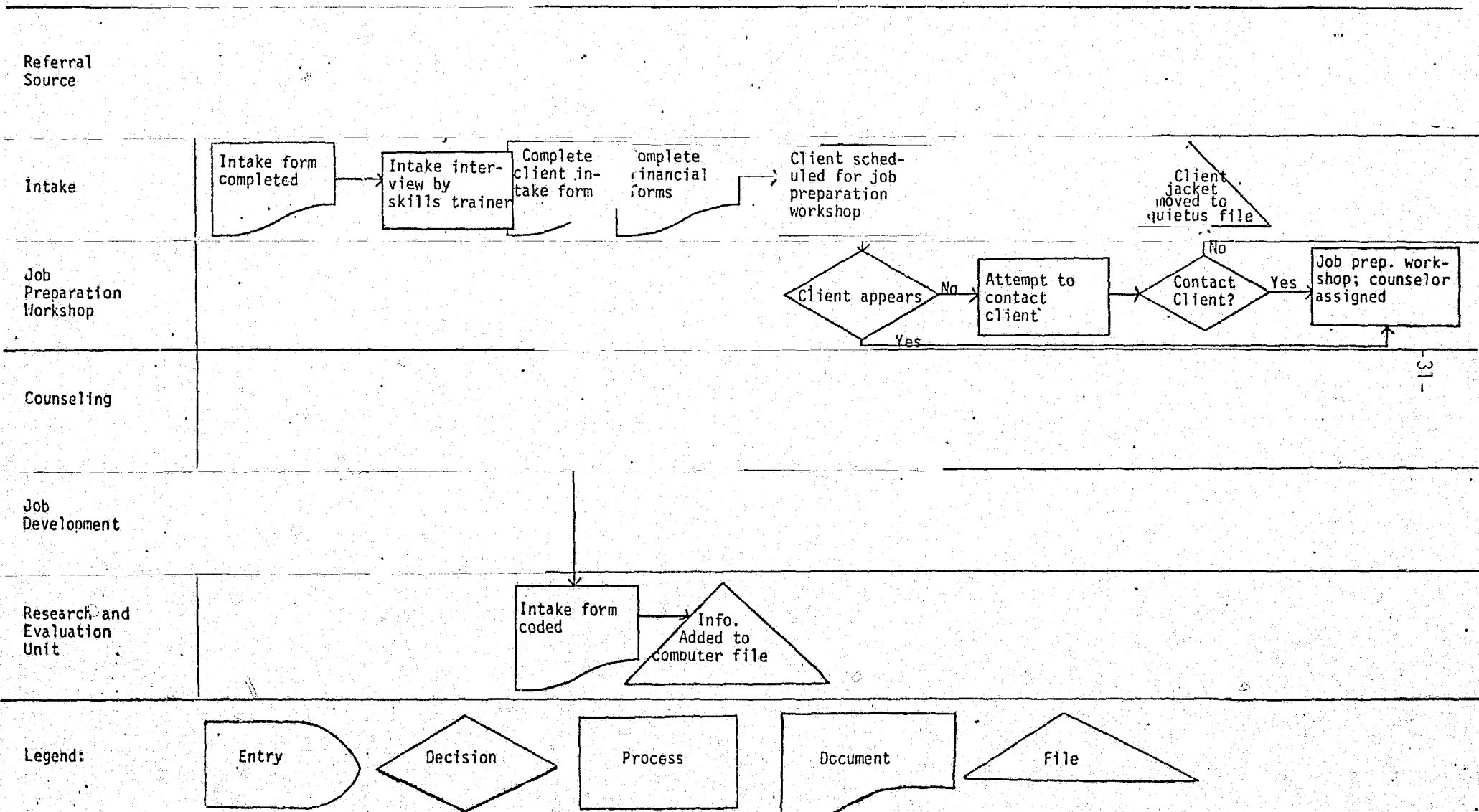


Figure 1 cont.: Employ-Ex Client Flow from Job Preparation Workshop to Counseling

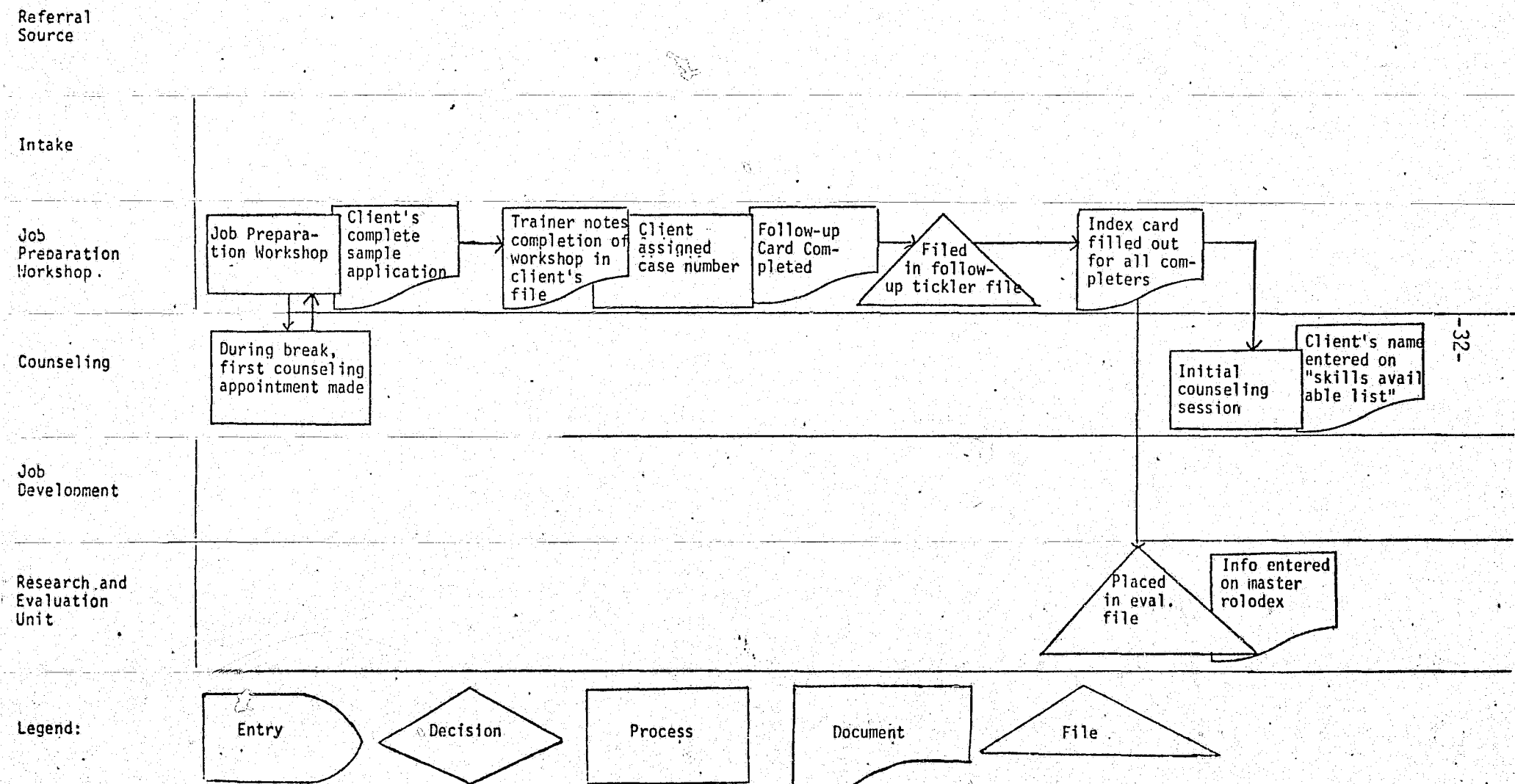


Figure 1 cont.: Employ-Ex Client Flow—Counseling

Referral
Source

Intake

Job
Preparation
Workshop

Counseling

Job
Development

Research and
Evaluation
Unit

Legend:

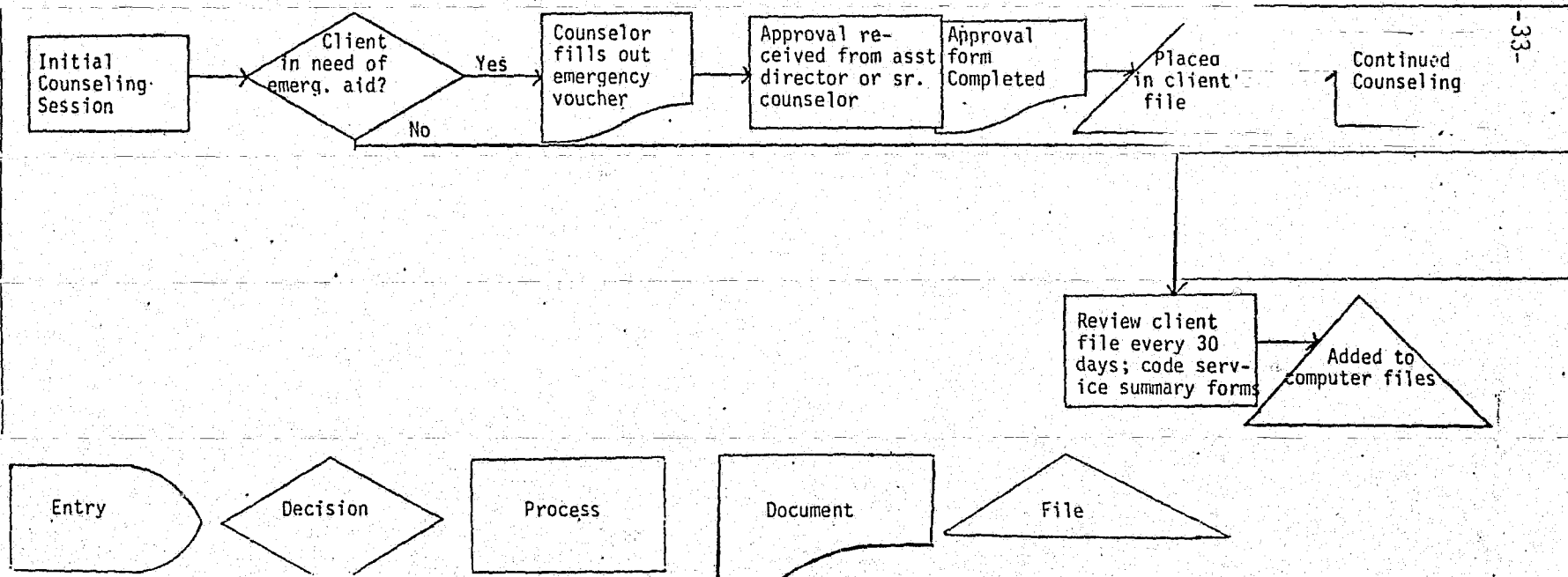


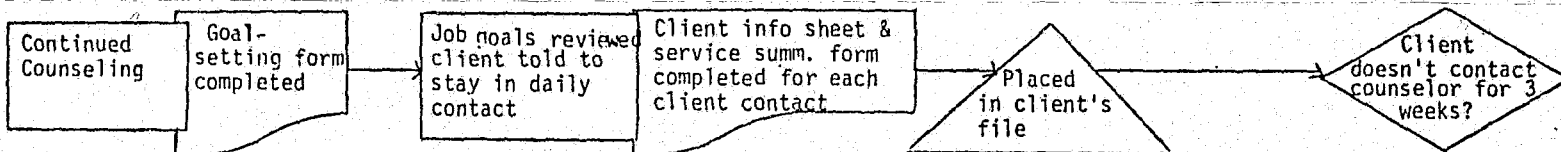
Figure 1 cont.: Employ-Ex Client Flow—Counseling and Job Development

Referral
Source

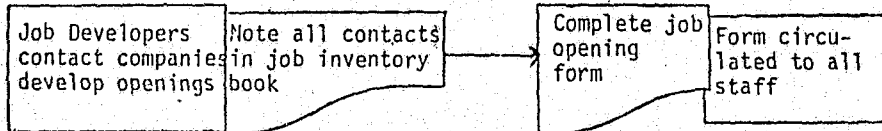
Intake

Job
Preparation
Workshop

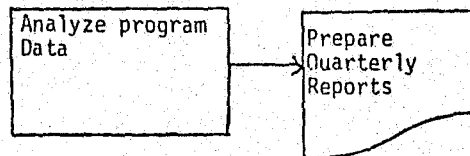
Counseling



Job
Development



Research and
Evaluation
Unit



Legend:

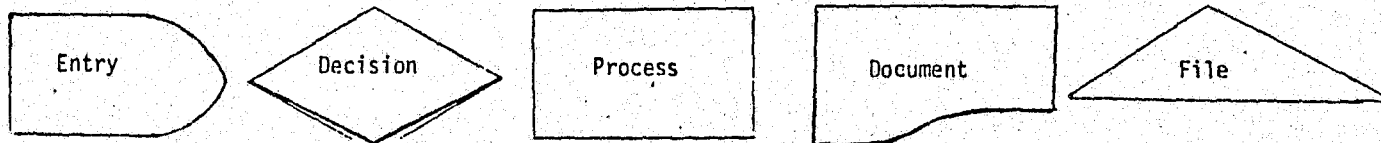


Figure 1 cont.: Employ-Ex Client Flow—Counseling

Referral
Source

Intake

Job
Preparation
Workshop

Counseling

Job
Development

Research and
Evaluation
Unit

Legend:

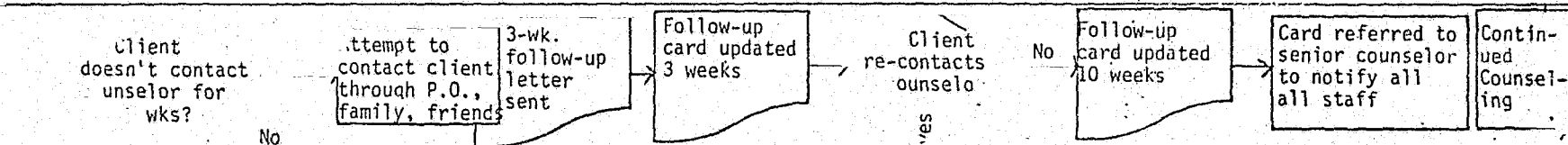
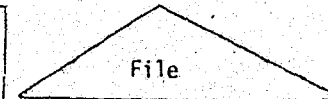
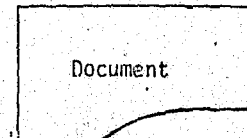
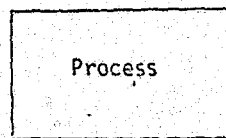
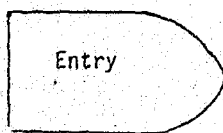


Figure 1 cont.: Employ-Ex Client Flow—Counseling

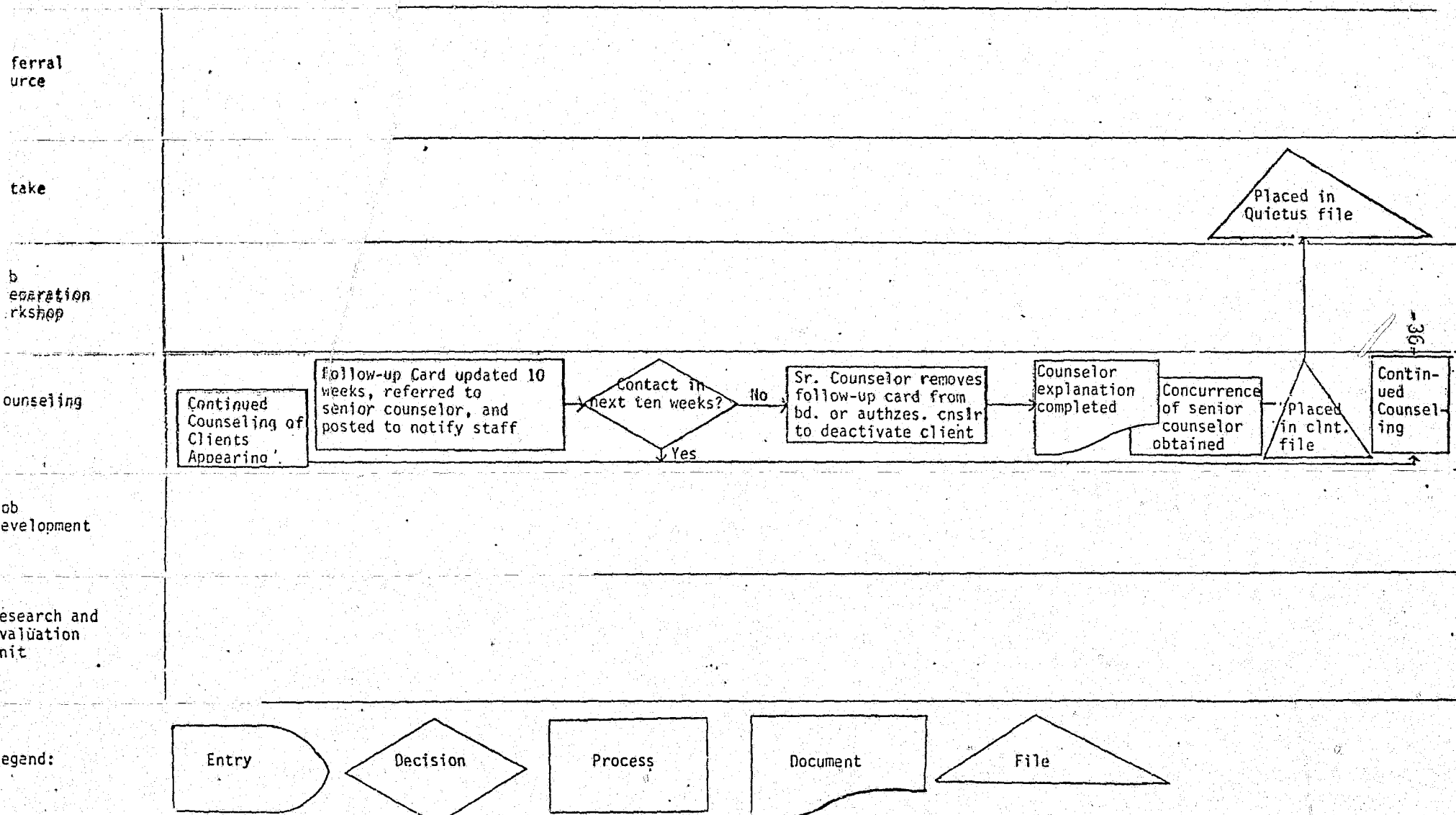


Figure 1 cont.: Employ-Ex Client Flow from Counseling to Job Referral

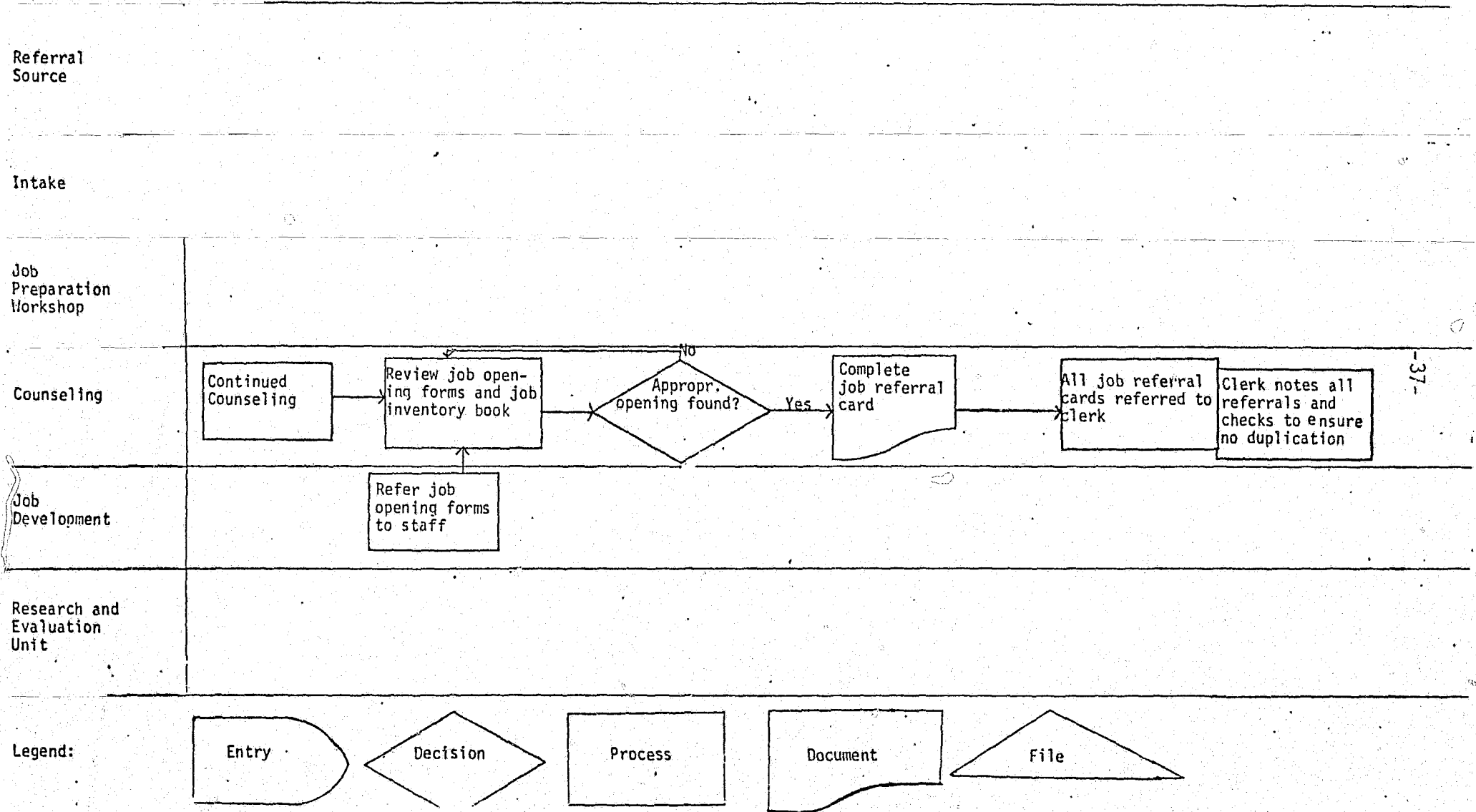


Figure 1 cont.: Employ-Ex Client Flow from Job Referral to Job Placement

Referral
Source

Intake

Job
Preparation
Workshop

Counseling

Job
Development

Research and
Evaluation
Unit

Legend:

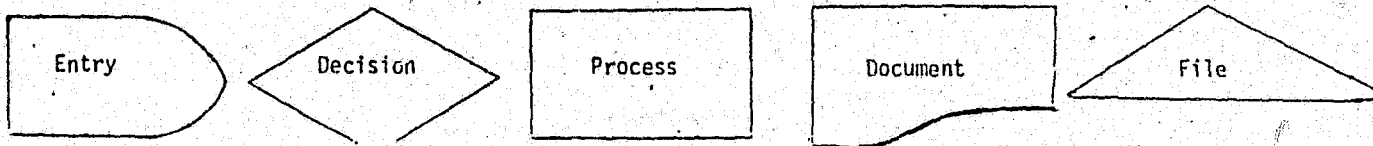
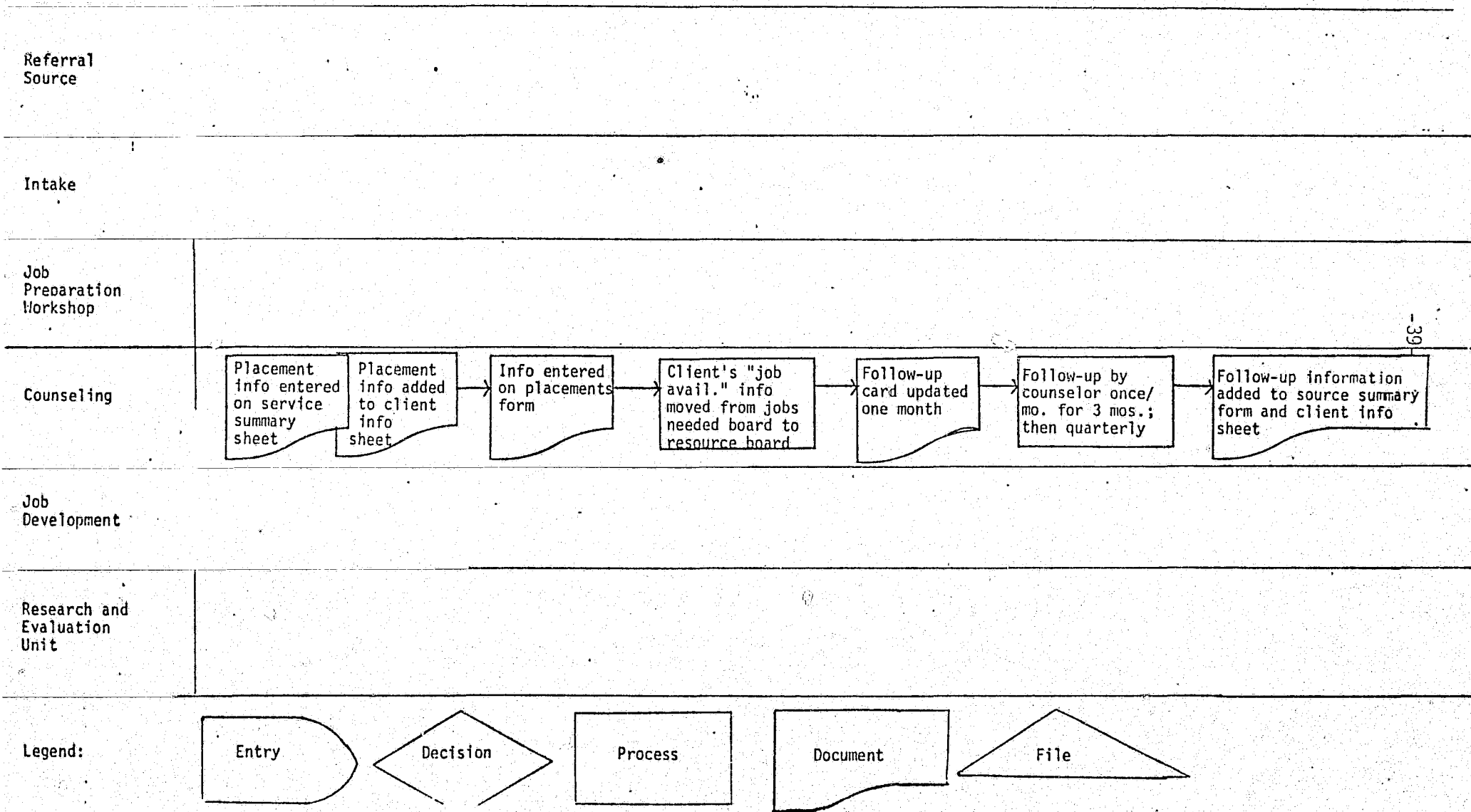


Figure 1 cont.: Employ-Ex Client Flow from Job Placement to Follow-up



ILLINOIS MODEL EX-OFFENDER PROGRAM

Chicago, Illinois

- Operation DARE
- Community Correctional Services Project
for the Sixteenth Judicial Circuit
- Vocational Alternatives Program

INTRODUCTION: ILLINOIS MODEL EX-OFFENDER PROGRAM

The following three case studies are of programs which are components of the Illinois Model Ex-offender Program (M.E.P.). Although these three programs are part of the same organizational structure and collect similar data on clients participating, they are essentially autonomous in operation and different in focus. As a result, they are treated here as three separate programs. However, to better understand their relationships with each other and to the overall structure, a brief description of the Illinois Model Ex-offender Program is presented.

Eight years ago, the Department of Labor established eight Comprehensive Offender Manpower Programs (COMPs). The Illinois program is the only one still intact. Two years ago, the director of the Illinois COMP and the current director of the MEP decided to institute a manpower screening unit that would attempt to minimize people's involvement with the criminal justice system by one quantum level. This program was established with money from the Governor's four percent CETA funds. At the same time, the Illinois Department of Corrections submitted a Model Ex-offender Program proposal to the Department of Labor. They received \$270,000 in Title III CETA money for a two-year period and rather than set up a new program, decided to combine the MEP with the existing manpower screening unit program.

Although the Governor's office serves six "special groups," with its four percent CETA discretionary funds, the Illinois MEP has captured 75% of the allotted "special groups" money. This funding is in addition to that received from the Department of Labor in the original M.E.P. contract. A key to the stability of the MEP is the interest generated at the community level. Built into all contracts is a 100% matching formula of four percent CETA money by local prime sponsor money. This matching formula guarantees accountability at the community level.

The Illinois MEP operates under a three-part agreement between the Illinois Department of Corrections, Comprehensive Employment and Training Act Programs and the Illinois Law Enforcement Commission. Structurally, the MEP is part of the Illinois Department of Corrections, although the program occupies space within the offices of the Illinois Law Enforcement Commission. The program director reports to the policy board of the Department of Corrections. However, data is reported to the Governor's office, the Department of Corrections and the Illinois Law Enforcement Commission.

The MEP is designed to service 13 areas where the majority of offenders in the State reside. These 13 areas are MEP units, cumulatively representing approximately 85% of the State's inmate population. Primary emphasis in the construction of the program has been placed on the utilization of existing resources such as job development and job placement systems already funded through the Comprehensive Employment and Training Act. The subcontracting approach has been chosen because it appears to be most cost-effective, because each MEP unit can be established as a community program, and because if a program is not performing capably, the contract can be terminated.

The Illinois MEP has set up its own information system on a Statewide basis, including the use of two computers. This system has been developed primarily

for project, staff and client accountability. Data is stored on each program participant, each program employee, each employer who hires a program participant, and each staff-client contact. The primary limitation to this point has been of a hardware nature.

The primary performance indicator for the MEP program is direct service delivery, and although the initial year of operation (7/1/75 - 6/30/76) was primarily devoted to planning and implementation, the program exceed all of the projected goals established for client service. During the first year, 1,631 jobs and training placements were made, representing 115% of the projected target of 1,420. Data from a quarterly MEP report is presented below, reflecting enrollments, job referrals, placements, enrollments in training, counseling, positive terminations and negative terminations. This report covers the period April 1, 1976 through June 30, 1976.

The following case studies focus on three components of the MEP system: Operation DARE, Community Correctional Services for the 16th Judicial Circuit, and the Vocational Alternatives Program. Because the relationship of these three programs to the overall MEP is of a subcontracting nature, the three are actually individual programs with many differences.

QUARTERLY MEP REPORT: April - June, 1976

Composite Summary

	<u>Present</u>	<u>Cumulative</u>
Individuals enrolled in the program	1,595	5,027
Individuals referred to jobs	1,633	4,762
Individuals placed in jobs	598	1,472
Individuals enrolled in training	87	179
Individuals counseled	1,240	4,193
Individuals favorably terminated	831	2,490
Individuals unfavorably terminated	314	1,687

Title III Summary

Individuals enrolled in the program	296	461
Individuals referred to jobs	321	384
Individuals placed in jobs	43	59
Individuals enrolled in training	27	40
Individuals counseled	430	559
Individuals favorably terminated	56	74
Individuals unfavorably terminated	37	41

4% CETA/ILEC Summary

	<u>Present</u>	<u>Cumulative</u>
Individuals enrolled in the program	1,299	4,566
Individuals placed in jobs	555	1,393
Individuals favorably terminated	775	2,416
Individuals unfavorably terminated	277	1,646

OPERATION DARE

Chicago, Illinois

OPERATION DARE

I. Program Setting

A. Program History

Operation DARE started September 1, 1970 as the result of a grant given to the Portland Cement Association to provide employment services to ex-offenders in the Chicago area. In 1973, after the private sector had become involved in the program, a board of directors was elected. The corporation also operates two other programs, Project CHALLENGE, a one-to-one counseling program, and Operation PREP, a job employment services program for probationers.

Operation DARE is a program of the SAFER Foundation, a non-profit corporation committed to creating a "safer" community in the Chicago metropolitan area. DARE, which was the first operational unit in the Illinois MEP, is the largest service unit for the MEP program.

Staff growth at Operation DARE has been constant since 1970. Present staff size is forty-six employees.

B. Objectives and Program Emphasis

Operation DARE is a job development and placement program whose goal is to reduce recidivism by securing employment for ex-offenders and stabilizing them on the job. Thus, DARE expects not only to place clients in employment, but also to increase their job retention. The stated goals of the program are two:

- the placement of ex-offenders in meaningful employment; and
- the provision of social service support in order to keep them working by meeting their primary human needs (medical care, housing, food, etc.) and by matching them with citizen volunteers through CHALLENGE, another SAFER program.

Operation DARE attempts to appeal to area employers with the following rationales:

- The SAFER Foundation is sensitive to the problems and demands of industry.
- The program's screening, counseling, follow-up and support services make it an extension of companies' personnel departments.
- The program is the only private program in Chicago exclusively providing industry with a large pool of available workers.
- The program can help companies with government contracts to fulfill their affirmative action plans since 80% of their clients belong to disadvantaged minorities.

- The program makes a special effort to follow up on its job placements at five-, thirty- and ninety-day intervals, after which it continues to maintain periodic contacts. It also encourages employers to contact programs staff immediately regarding the supportive services that may be needed for the client.

Operation DARE's objective for fiscal year 1977 is the placement of approximately 950 ex-offenders in unsubsidized employment positions in the twelve-month period. In addition, Operation DARE plans to enhance the employability of ex-offenders through alternative programming, i.e., G.E.D., vocational and academic training, etc. It is estimated that approximately 50 to 75 clients will receive alternative programming during this twelve-month period.

C. Clientele

During the past year, Operation DARE served approximately 5,000 clients. It only serves ex-offenders older than 18 years of age who reside in the Chicago metropolitan area. During the month of July, 1976, the program provided services to approximately 393 clients. Their correctional statuses are summarized in Table 1.

Table 1: Correctional Status of Operation DARE Clients (July, 1976)	
Correctional Status	Number
State Corrections	
Parole	152
Serve-outs	16
Off Parole	31
Work Release	44
Out on Appeal	1
Federal Corrections	
Parole	13
Probation	27
Serve-outs	4
Pre-trial	2
Off Parole	10
Work Release	11
County Corrections	
Probation	52
Off Probation	8
Case Pending	4
Serve-outs	14
Work Release	3
Total	393

The great majority of Operation DARE clients are black males. Demographic characteristics for clients are presented below in Tables two through five.

Table 2: Age	
18-24 years	30%
25-30 years	40%
31-40 years	20%
Older than 40 years	10%
Total	100%

Table 3: Sex	
Male	94%
Female	6%
Total	100%

Table 4: Race	
White	6.0%
Black	87.9%
Chicano	6.0%
Indian, Oriental	.1%
Total	100.0%

Table 5: Length of Last Incarceration	
Less than 6 months	10%
Six months to 2 years	40%
Longer than 2 years	50%
Total	100%

Clients usually contact program staff as often as once a week and maintain contact with the program for up to six months. In the past, 11 to 25% of the clients have been considered "successful." This entails successful job placement, successful employment for ninety days and non-recidivism.

D. Funding

During 1975, Operation DARE received \$531,808 from the Federal Government. Funding for the MEP contract with the State was obtained from CETA 4% funds through the Governor's Office for Manpower and Human Development and supplemental funds from the Illinois Department of Correction, Illinois Law Enforcement Commission and private donations raised by the SAFER Foundation.

E. Program Organization

Operation DARE has a board of directors which is composed of private sector businessmen serving on a voluntary basis. The administrative structure includes an executive director, three project directors who hold the titles of Associate Executive Directors and a director of development. The directors meet with the Executive Director once a week to discuss program policy.

Serving under the program director are an assistant director and a software specialist, and under the assistant director, 18 job developers. They are located in the five DARE offices, the main Chicago office and four outpost offices located around the city. The program also employs seven job coaches who are responsible for following up on employed clients with employers. Additionally, a supportive services unit with six employees is responsible for providing needed supportive services to program clients.

Actual service delivery is organized in two phases. The first consists of actual procurement of employment opportunities in the private sector. The second phase deals with meaningful vocational interests/client match. In order to insure job stability among clients and satisfaction among employers, the program maintains a regular follow-up program that demands each job coach to maintain contact with employers on a five-, thirty- and ninety-day basis, after clients have been hired.

Staff duties are divided to maintain accountability. Job developers are responsible for developing contacts with employers and securing interviews for clients. However, the job developers do not perform follow-ups on interviews and placements. Each job developer is assigned to a job coach. The job coaches follow up on all interviews and placements to insure that accurate follow-up data is collected. Therefore, it is essential that job developers refer all significant information on both clients and employers to their appropriate job coaches.

Four primary service areas are available to program clients:

- intake counseling - personal data and employment history information are recorded to assist the program in helping the client

- CHALLENGE orientation - the client is introduced to the CHALLENGE Program and the idea of one to one volunteer relationships
- job coaching - job coaches help the client understand the job market and how to relate to it
- job development - job developers attempt to find meaningful opportunities for the client and match the client with appropriate jobs

The program is organized so that clients must receive all four services. Clients must see a job coach before they can get a job referral. No job referrals can be made until clients have undergone all four steps.

II. Client Flow

A. Entry

The majority of DARE clients are referred by adult parole services. Additionally, the program outreach worker visits all northern Illinois penal institutions on a regular basis to enroll interested clients in the program. Appointments to see the outreach worker are made through the institutional counselors at the various institutions. Contact with interested inmates at southern Illinois institutions is maintained through institutional staff at those institutions.

When clients enter the program, they are given an application form to fill out. This form notes personal information such as marital status, education, military status, handicaps, transportation available and living arrangements. Part of the application is a release by which the client gives permission for the program to release relevant information to prospective employers. The application also lists the client's criminal history and vocational skills and interests.

Work history is also detailed. For each job held in the past, the client is asked to note the name of the employer, the address, type of business, length of job, dates, pay and reason for leaving. Additionally, the client is asked to describe exactly what he or she did, how he or she did it and which machines and tools were used.

During intake, clients also complete a CETA income statement and an Operation DARE authorization-for-release-of-information form. This form can be used to seek information in order to develop a meaningful placement in a rehabilitation program for the client. It is often sent to authorities to obtain medical, psychological or other pertinent information from a client's files.

B. Intervention

After intake, clients are referred to CHALLENGE orientations. For 35 to 45 minutes the CHALLENGE Program is explained, at the conclusion of which the client decides whether or not he or she wishes to participate. Afterwards clients are referred to job coaching. In these job coaching sessions, which

are held several times a week, a group of applicants and a job coach review the realities of the work world and methods for locating and maintaining jobs. During these sessions, the clients complete a self-assessment form in order to help gain a clear understanding of their own needs and goals.

Each job coach maintains a job coach client summary sheet. He is responsible for a monthly report on what happens to each client he sees during the job coaching sessions. This information is obtained through daily log sheets job developers complete and from referral sheets that they fill out each time they refer a client to a job, training program, or other agency.

While in job coaching class, each client gets an I.D. number. After job coaching, the client brings his application to the software specialist on the staff. She codes the application package, which is then programmed into the DARE computer. The date the client enters is stamped on the file which is made up, and the application package is placed in the DARE master file of all clients.

After job coaching, it is the responsibility of the senior job developer to match each client with an appropriate job developer's expertise. After referral to a job developer, the client's records remain in the computer file and on paper in the central office file. Job developers have access to clients' files on an as-needed basis, not keeping these files at their own desks.

The first interview the job developer conducts with the client is primarily devoted to vocational counseling. During this interview, the job developer completes an initial interview form. This details the client's job skills, previous training, vocational interests and goals, criminal history and tentative plans. The counselor also notes his or her own observations.

After the first interview, clients maintain periodic contact with job developers by phone or in person. These contacts are reflected in ongoing progress reports job developers keep for each client on their caseload. These reports note the date of each contact, actions taken and results. Additionally, each time the job developer refers a client to another agency, a DARE referral form is completed, which contains identifying data on the job developer and client and descriptive information concerning the referral. On employment or training referral forms, the job developer notes the date of interviews, date the client has been hired, date the client will start work or training, rate of pay, reasons for non-hiring or reasons why the client did not report for interview.

In addition to maintaining progress reports on each client, the job developers must maintain daily log sheets. These are always stapled to referral sheets and referred to the job developers' appropriate job coach, who is responsible for checking on job developers' activities. Additionally, job developers are responsible for completing client contact forms each time clients receive assistance. This may include: educational services, housing assistance, sent to CHALLENGE, sent to coaching, legal aid or assistance, physical (food, clothing, etc.), PREP program, medical services, or multiple (more than one). This client contact form is referred to the computer specialist, who then adds the information to the program computer file.

When job developers, who are each responsible for certain geographical zones within the city, develop jobs for clients, they set up the interview. Clients are encouraged to call back with the results of their interviews. If they do not call within five days, the job developer calls the employer. If the client has been placed, the

job coach would conduct a follow-up with the employer at five, thirty and ninety days. Operation DARE only counts clients once. Therefore, if a client loses a job, the job developer keeps working with the client but won't count the successive placements.

Job developers use a master list of Chicago employers in their efforts to develop jobs. Each job developer has a copy of this list, which is also maintained in the program's computer files. Whenever job developers initiate contacts with a new employer, they must fill out an employer initialization form. This notes the employer I.D. number (all employers are given an I.D. number so that they can be accessed off the computer), the date, the name of the employer, the address and job titles at the company. Additionally, the appropriate D.O.T. code for those job titles is entered as is the number of slots, starting salary, prerequisites, the size of the company, the company's best season, average turn-over rate, and educational prerequisites. The job developer also must enter his or her own I.D. number. This initialization form is then referred to the computer specialist, who codes it and enters it in the computerized employer file.

Each time a job developer contacts an employer, whether it is an "old" or "new" employer, he or she must complete an employer contact form which includes much of the same information on the employer initialization form. The reason for and the method of contact is also noted. This form too is referred to the computer specialist.

Job developers also keep an employer file at their desks, noting company names, addresses, contact persons and referrals made to that company. Additionally, they maintain employer notebooks indexed by individual employer. In this notebook they list the names of all clients referred to that employer, the date of interviews and the outcome of interviews. When a client is referred to a job, the job developer completes a client referral to job form, which notes the client's I.D. number and name, the staff member's I.D. number and name, the employer's I.D. number and name, the job D.O.T. code and the job name. If the client is hired, a placement form is completed and referred to the computer specialist.

Not all clients are referred to jobs. Many may need other social services. Clients in the past were regularly referred to the Department of Vocational Rehabilitation. However, with the shift in emphasis from behavioral disorders to physical disorders, DVR has stopped working with offenders in the Chicago area and clients are no longer referred there. Clients are rarely referred to the local Comprehensive Employment and Training Program because the waiting list is extremely long. Unless shortcuts can be achieved, the wait can be four to five months. Clients in need of educational services are often referred to vocational education programs of local community colleges.

These services are usually handled by the program's Supportive Service Unit. If a job developer believes the client needs housing, drug treatment, welfare, or any other services, he or she refers the client to the Supportive Service Unit. These staff members spend several days each week in the community developing contacts with local agencies. Each time a client is referred to a local agency, a referral to local service agency form is completed and referred to the computer specialist for inclusion in the client's computerized file.

C. Follow-Up

After clients are placed on jobs, it is the responsibility of the appropriate job coach to maintain a check on the client's status and follow-up on employment at five, thirty and ninety days. This is done with a specific follow-up form. It notes the client's name and I.D. number, the staff member's name and I.D. number, the employer's name and I.D. number, the job D.O.T. code and the job name. The disposition of the client is checked on the form. It may be: actively employed, deceased, dropped from sight, fired, failed exam for job, failed physical for job, laid off, not hired, didn't go for the job, quit the job, returned to jail or returned to prison. After it is completed by the job coach, it is referred to the computer room, where the information is added to the employer and client files.

If clients are successfully employed after ninety days, they are positively terminated from DARE. The computer automatically drops clients after ninety days or after the program has had no contact with the person for four months. If a client loses a job and returns to the program, the appropriate job developer will do an up-date interview and complete a pre-dated thirty or ninety-day follow-up form noting that the client has been laid off, fired, or quit a job. After the client is placed again, the job coach will then resume performing follow-ups on the client. However, for program record-keeping purposes, only one placement is counted for each client.

Although DARE clients are considered successful only if they remain on the job for ninety days, they must be officially terminated from CETA after placement or a job for a thirty-day period. If a "successful" client loses a job and is placed again, this placement does not count for CETA purposes. Because of the record-keeping requirements, DARE now reports persons who quit and obtain better jobs as negative termination for CETA purposes.

D. Data Availability

Operation DARE submits monthly and quarterly reports to the State MEP. These are based on monthly reports turned in by all job developers and job coaches. As an example of the kind of information collected in monthly reports, the July, DARE report is presented on the following pages.

Operation DARE also submits monthly reports to the Illinois Law Enforcement Commission, the Illinois Department of Corrections and the Governor's office. Supervisors at the probation and parole offices often also receive these reports.

Operation DARE; July, 1976

During July, DARE placed 120 clients in training slots or jobs.

Employer Contacts

New Employers	420
Old Employers	654
Total Contacts	1,074

(11.2% of these contacts resulted in placements.)

Counseling

Federal New	35
Federal Old	25
County New	72
County Old	40
State New	125
State Old	126
Total	393

473 clients came in to DARE.

Referrals to Employment/Training

In July, 523 different referrals were made to jobs or training, resulting (by system):

State System - 336 interviews* (245 different clients)

81	were placed in employment
17	agency referrals
37	no referrals
109	school/training/employment still pending
66	were not hired
7	refused jobs
14	did not report for interview
1	returned to prison
1	never started
3	self placements

(Of the 109 pending: 83 jobs; 26 school/training)

* 175 (1 referral); 50 (2 referrals); 11 (3 referrals);
7 (4 referrals)

County System - 98 interviews* (81 different clients)

16	were placed in employment
2	were placed in school/training
7	agency referrals
11	no referrals
39	school/training/employment still pending
17	not hired
3	did not report for interview
1	refused job
1	returned to jail
1	temporary work

(Of the 39 pending: 24 jobs; 15 school/training)

* 68 (1 referral); 10 (2 referrals); 2 (3 referrals); 1 (4 referrals)

Federal System - 89 interviews* (67 different clients)

21	were placed in employment
28	school/training/employment still pending
24	no referrals
5	were not hired
4	did not report for interview
3	agency referrals
2	self placements
2	refused employment

(Of the 28 pending: 26 jobs; 2 school/training)

* 49 (1 referral); 14 (2 referrals); 4 (3 referrals)

Classification of the 120 clients who received employment/training

% of Placement

State System

1	out on appeal
49	on active parole
23	off parole
8	maxed out
17	Work Release - Metro/WIND/DART
1	case reversed

Total - 81

67.5

Federal System

8	on active parole
4	off parole
3	CTC

Total - 21

17.5

County System

19	probation
7	off probation
2	work release

Total - 18

15.0

Total Placements - July - 120

100.0%

Retention Rates

After 5 days	86.7	(July)
After 30 days	46.4	(June)
After 90 days	28.3	(April)

Figure 1 : Operation Dare Client Flow from Entry to Job Coaching

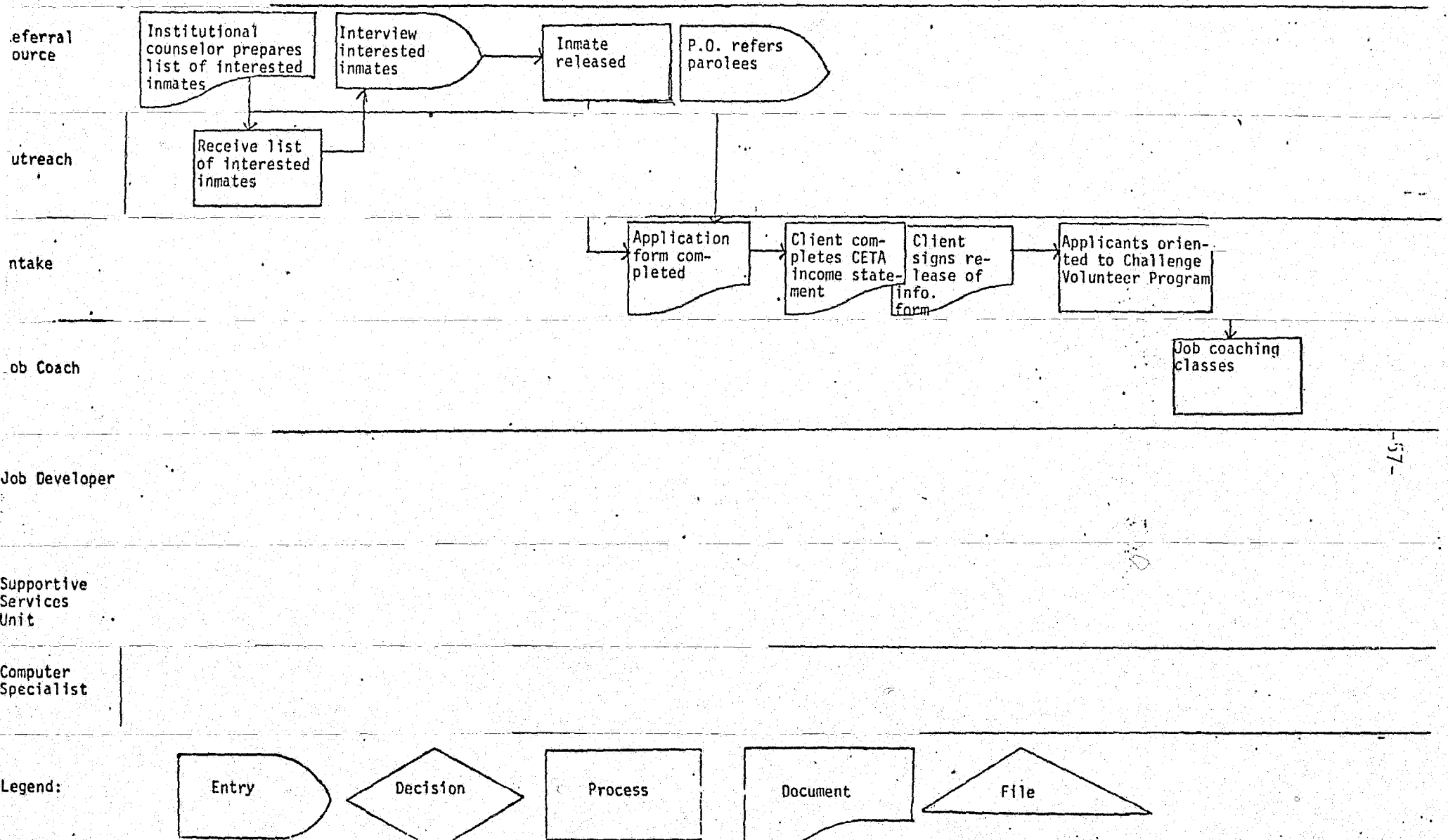


Figure 1 cont.: Operation Dare Client Flow from Job Coaching to Job Development

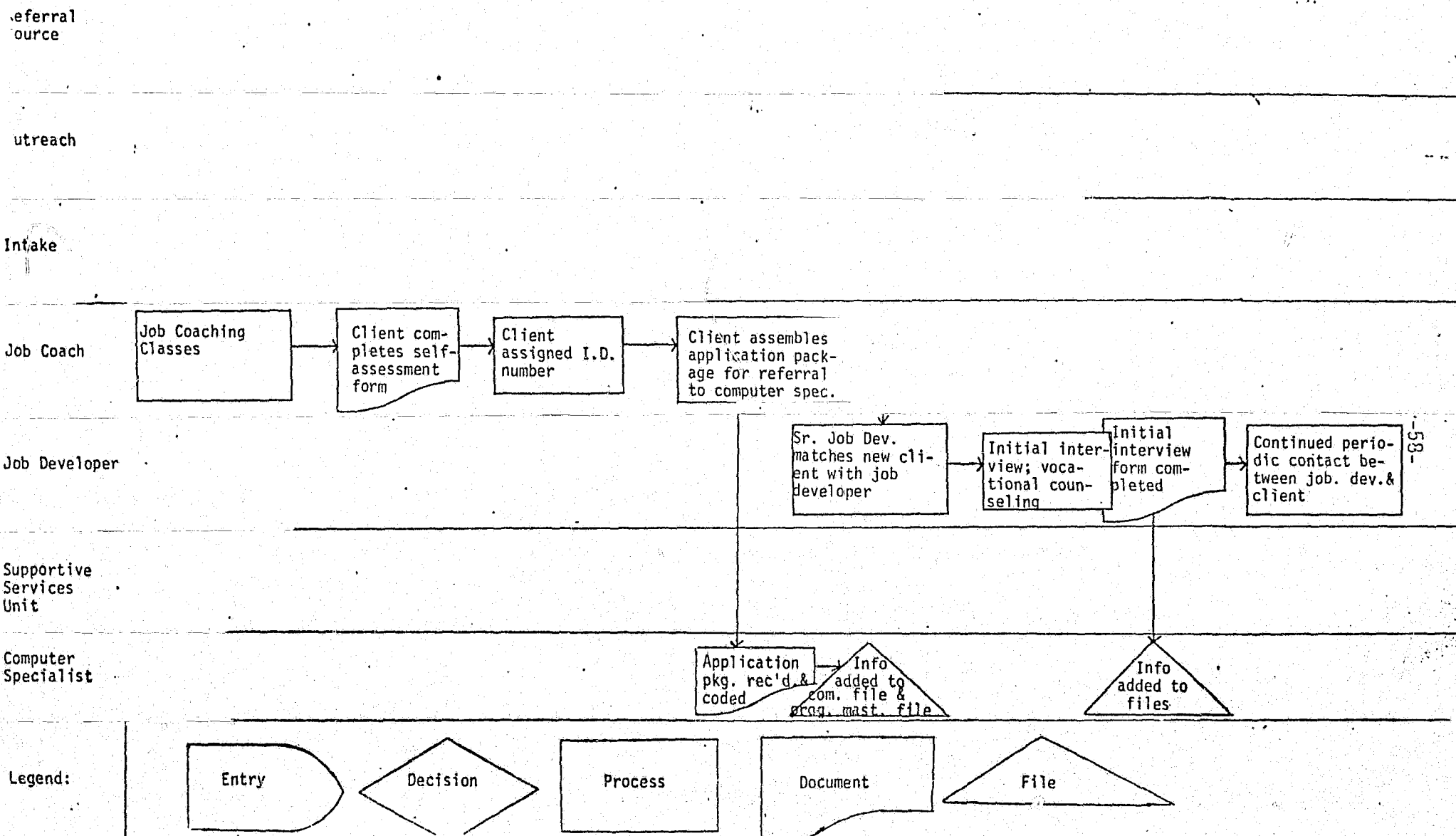


Figure 1 cont.: Operation Dare Client Flow from Job Development to Referral Services and Job Development

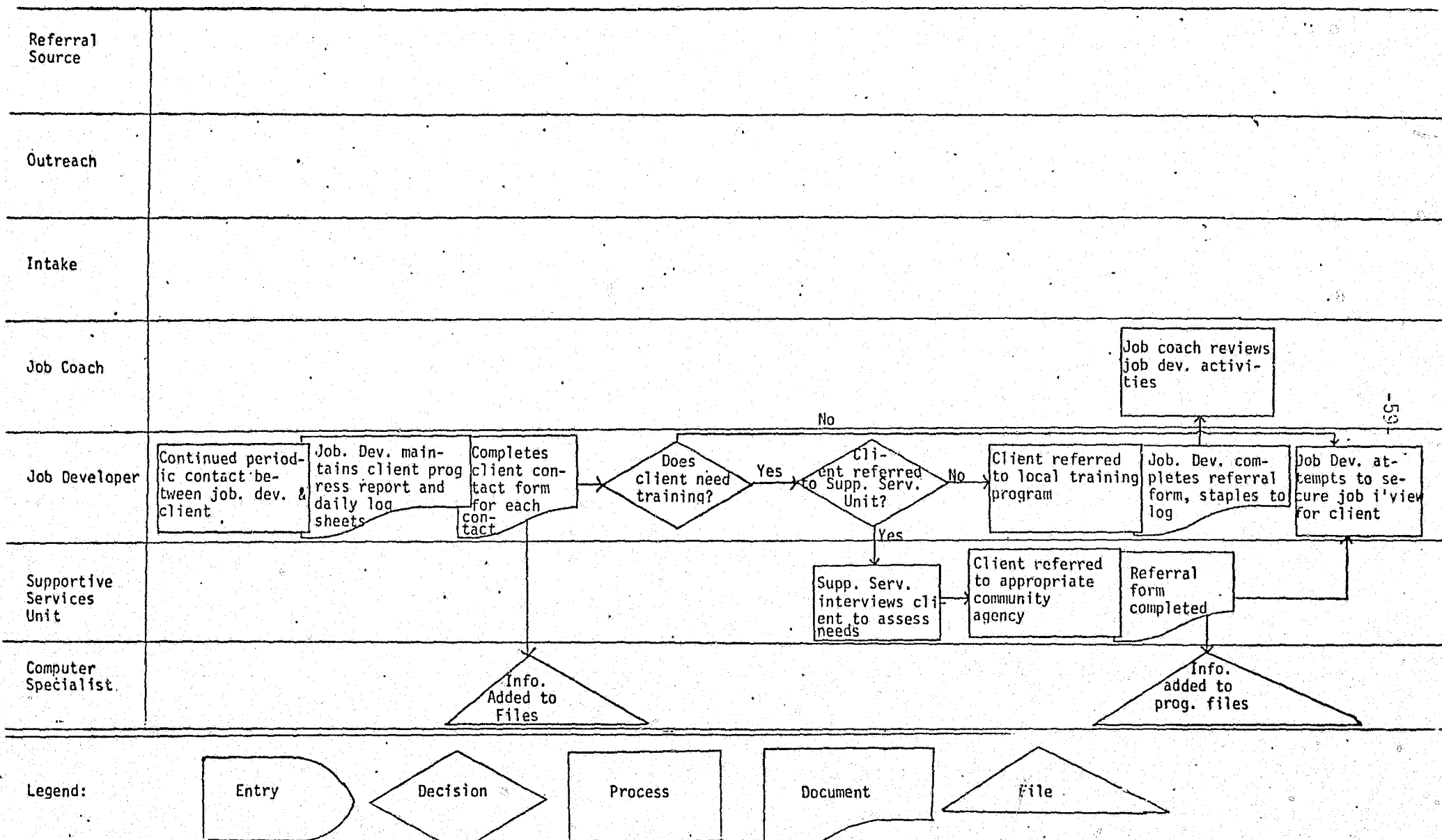


Figure 1 cont.: Operation Dare Client Flow—Job Development

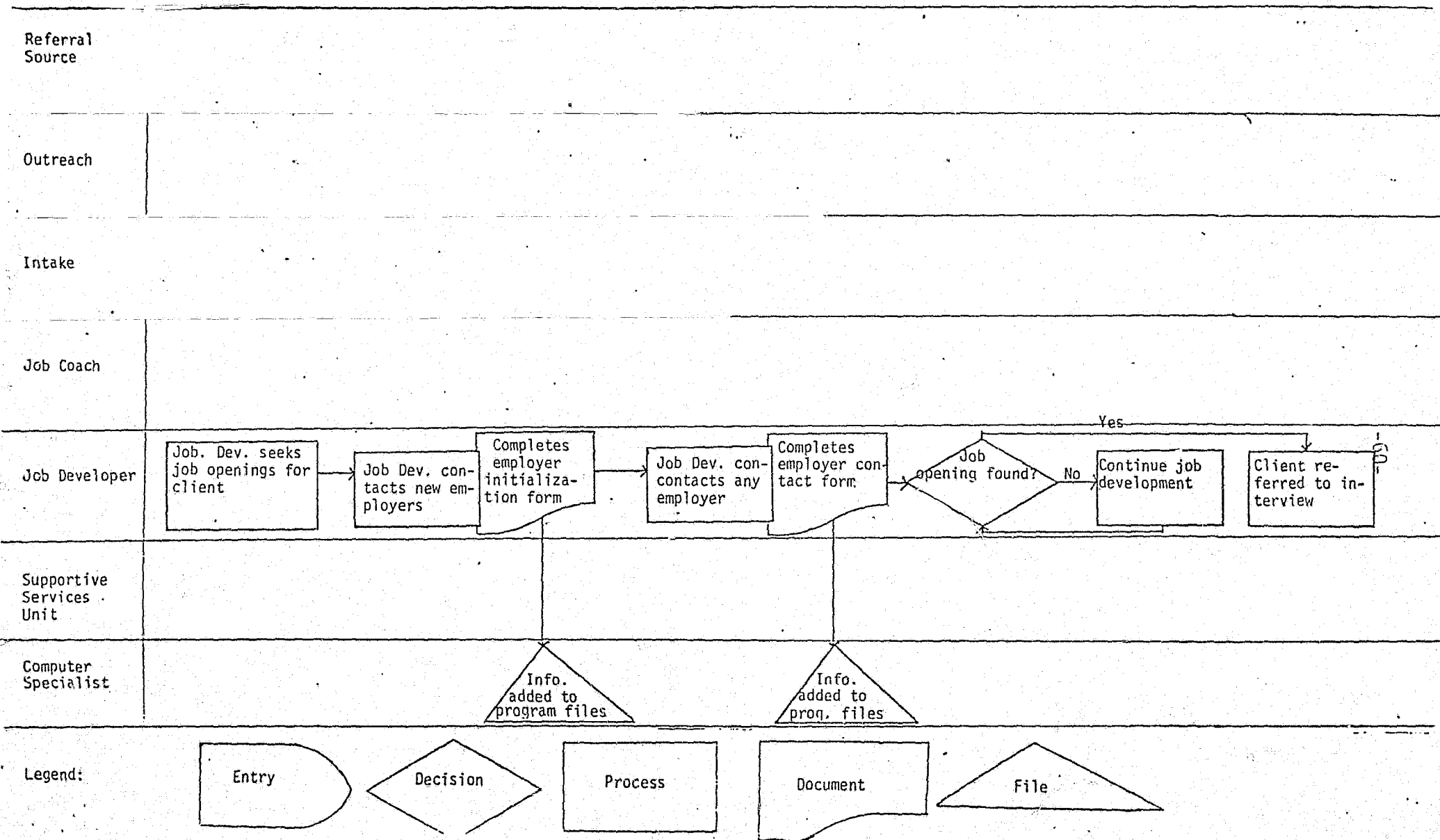


Figure 1 cont.: Operation Dare Client Flow from Job Development to Job Placement to Follow-up

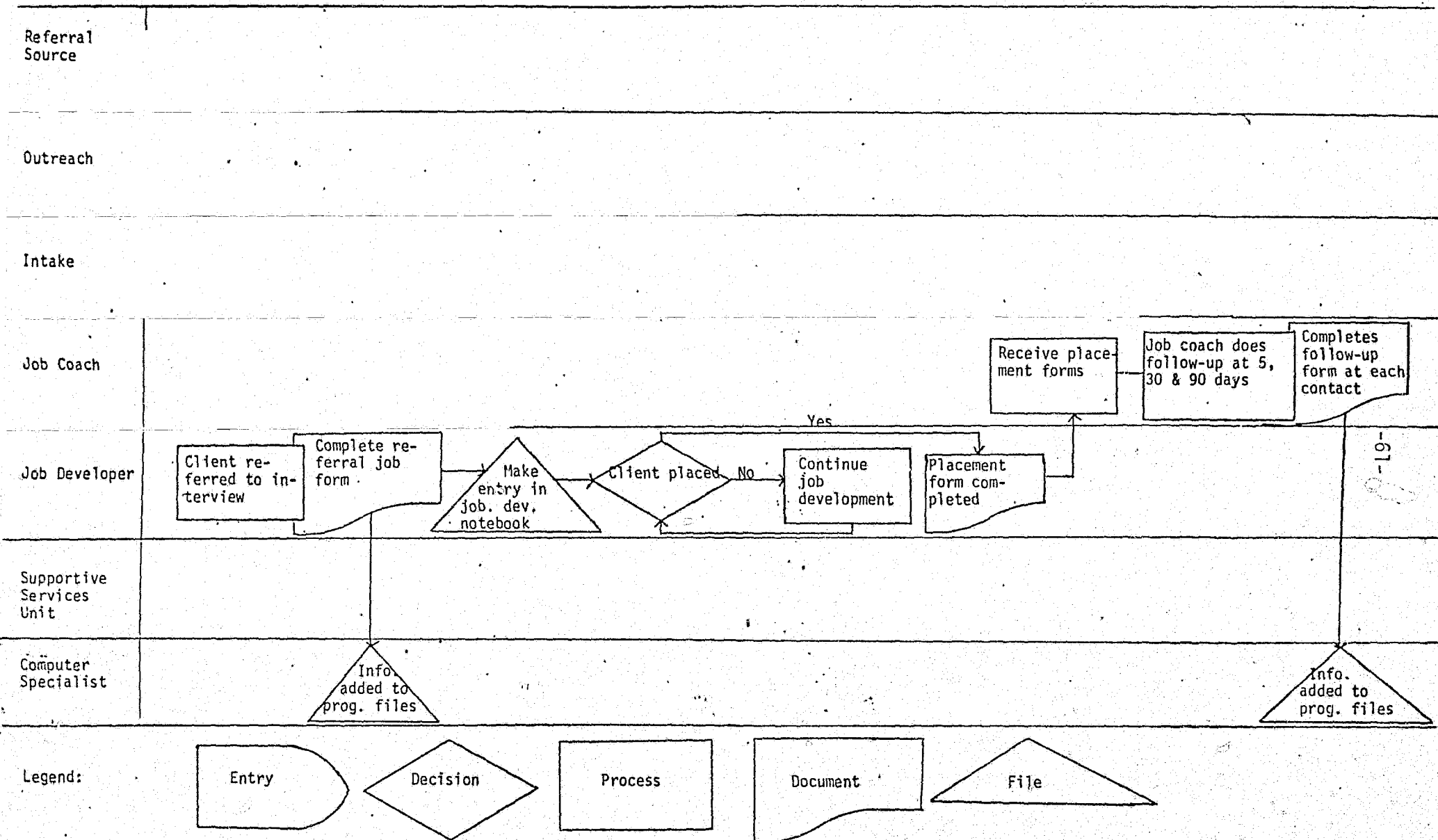
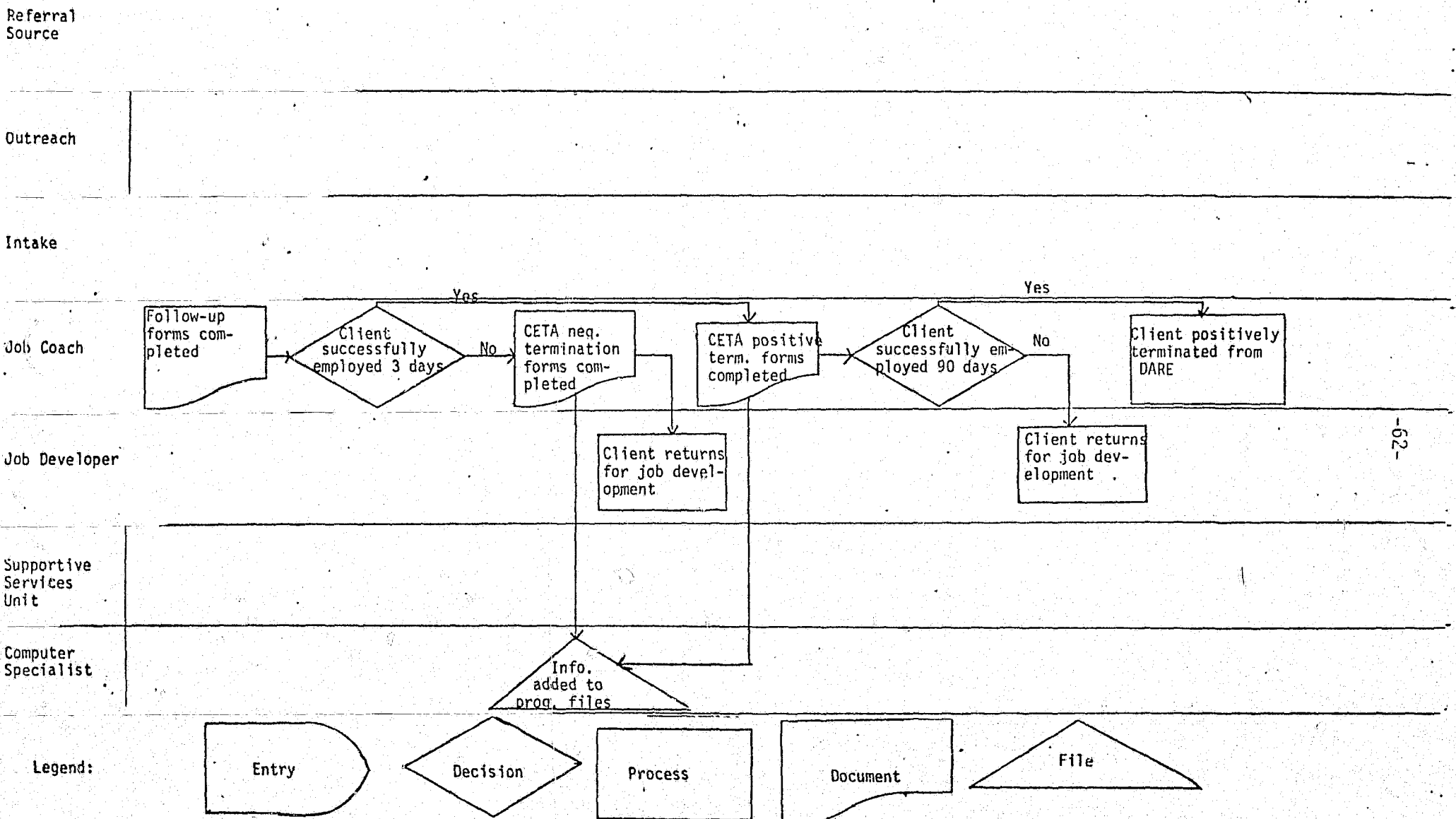


Figure 1 cont.: Operation Dare Client Flow from Follow-up to Termination



COMMUNITY CORRECTIONAL SERVICES PROJECT
FOR THE SIXTEENTH JUDICIAL CIRCUIT

Geneva, Illinois

COMMUNITY CORRECTIONAL SERVICES PROJECT
FOR THE SIXTEENTH JUDICIAL CIRCUIT

I. Program Setting

A. Program History

The Community Correctional Services Project (CCSP), located in Geneva, Illinois, began as a strictly pre-trial screening and service delivery project funded by the State Comprehensive Offender Manpower Program. It became operational December 1, 1975, and added a Model Ex-Offender Program component March 1, 1976. With this MEP funding, the program is now able to provide services from the pre-trial stage through the post-release stage. The CCSP now consists of two service delivery teams, a manpower screening unit and a manpower services unit. Currently, pre-trial services are provided only to residents of Kane County, while circuit-wide services are provided to probationers and parolees.

B. Objectives and Program Emphasis

During the fiscal year 1977 it is estimated that approximately 600 alleged offenders will be screened by the Manpower Screening Unit. Approximately 240 will be enrolled in the program. Of this number, it is estimated that there will be approximately 200 terminations -- 140 job placements, 20 other positive terminations and 40 non-positive terminations.

CCSP serves the counties of Kane, DeKalb, Kendall and DuPage and attempts to eliminate the competition between various parts of the criminal justice system which previously had individually approached employers and labor leaders to secure employment for ex-offenders. The stated goals of the program are:

- to provide a successful human services program that contributes to the positive growth of the individual and the community;
- to reduce the rate of recidivism;
- to reduce the extent of growing rates of prosecutions, incarcerations, rearrests, welfare, and unemployment compensations; and
- to reduce the extent of duplicated employment services and at the same time increase its effectiveness.

C. Clientele

Program activity was not officially begun until September 1, 1975. September, October, and November of 1975 were utilized to screen, interview, and hire program staff and plan program activities. Therefore, applicants were accepted as possible clients beginning December 1, 1975.

Table 1 presents the number of applicants for the first six months of operation.

Table 1: Applicants for CCSP by Month of Application

Month	Number
December	17
January	23
February	33
March	74
April	61
May	30*
TOTAL	238

* Service Unit caseloads reached capacity, and intake was monitored to include only pre-trial, pre-sentence, and correctional facility referrals.

Of 238 applicants, 145 or 60% were accepted, assigned to a services unit caseload and received some form of service delivery by May 31, 1976. Their background status as clients within the criminal justice system is presented in Table 2.

Table 2: Criminal Justice System Background of CCSP Clients
(December, 1975 - May, 1976)

Category	Percent
Pre-trial	12.4 %
Pre-sentence	2.7 %
Conditional discharge	1.3 %
Probation	33.1 %
Work Release	21.3 %
Jail	4.8 %
Parole	10.3 %
Ex-Offender	13.7 %
TOTAL	100.0 %

Other background data on program clients served from December 1975 through May 1976 have been collected and are presented in Tables 3 through 7.

Table 3: Sex

Male	95 %
Female	5 %
TOTAL	100 %

Table 4: Age

17-18 years	6.9 %
19-21 years	32.4 %
22-24 years	55.9 %
25-54 years	1.4 %
55-64 years	0.7 %
65 years and older	2.8 %
TOTAL	100.0 %

Table 5: Race

Black	25.0 %
Spanish	8.9 %
White	66.1 %
TOTAL	100.0 %

Table 6: Education

Up to grade 8	9.7 %
Grade 9-11	50.3 %
High School Graduate	31.0 %
Post High School	9.0 %
TOTAL	100.0 %

Table 7: Most Recent Wage

less than \$1.00	2.1 %
\$1.00 to \$1.99	2.8 %
\$2.00 to \$2.99	26.9 %
\$3.00 to \$3.99	34.5 %
\$4.00 to \$4.99	13.1 %
\$5.00 to \$5.99	11.0 %
\$6.00 and up	9.7 %
TOTAL	100.0 %

Of the 145 clients served, 14 percent had been registered with the Illinois State Employment Service; 60 percent were economically disadvantaged; and 13 percent were receiving some form of public assistance. Clients had been employed an average of 24 weeks out of the last 52 and had stayed with previous jobs an average of 31 weeks. Clients had been arrested 1.6 times and had been convicted 1.1 times during the prior 12 months.

D. Funding

Funding for the CCSP was obtained through CETA 4 percent funds from the Governor's Office of Manpower and Human Development and from the local CETA prime sponsor. In fiscal year 1977, the program is also hopeful of securing approximately \$30,000 from the four county boards in the area which it serves. The funding received in fiscal years 1976 and 1977 is presented in Table 8.

Table 3: Funding for CCSP, Fiscal Years 1976 and 1977

Source of Funds	Amount	Time Period	
		Start Date	End Date
Governor's 4% Discretionary Funds	\$57,599.25	7/1/75	6/30/76
Kane County CETA Services	\$39,405.00	7/1/75	6/30/76
Governor's 4% Discretionary Funds	\$90,074.00	7/1/76	6/30/77
Kane County CETA Services	\$87,924.00	7/1/76	6/30/77

E. Program Organization

The CCSP is organized into two service delivery teams, a manpower screening unit and a manpower services unit. The manpower screening unit is responsible for screening alleged adult offenders who are ineligible for or are unable to afford bond release from pre-trial incarceration. The screening unit team recommends to the presiding judge either a release on recognizance (ROR) or supervised pre-trial release (PTR) with deferred prosecution and presents an employability plan for those defendants who qualify. Contingent upon judicial agreement, eligible defendants are then referred to the manpower services unit. The services unit provides job development, counseling, coaching and job placement services. When necessary, it also provides educational and vocational training, allowances and supportive services such as day care, medical treatment, and transportation.

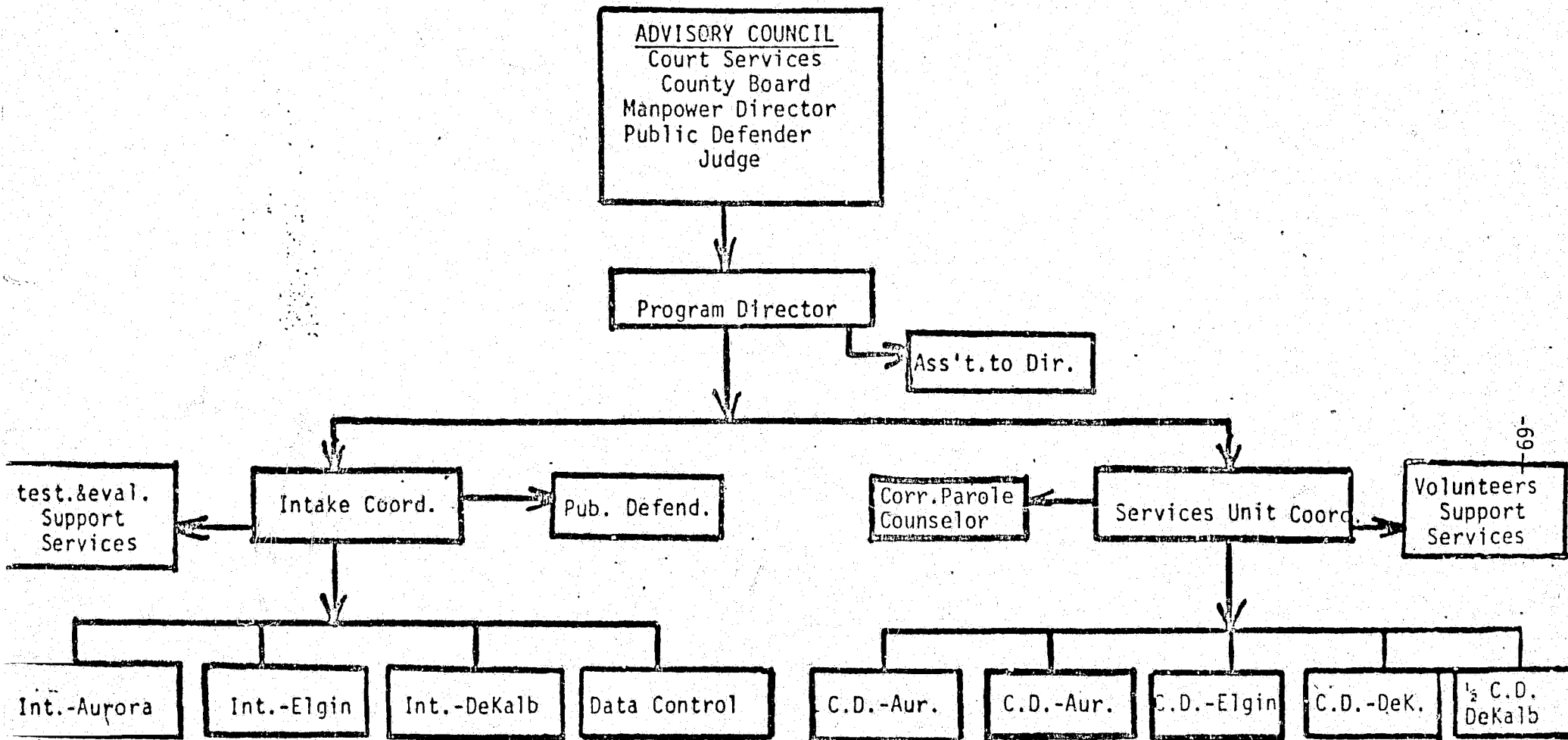
The services unit also receives direct referrals from other points within the criminal justice system, including adult and juvenile probation, adult parole, and State-operated adult corrections facilities.

While the program's central office and diagnostic center are located in Geneva, local intake offices are located in Aurora, Elgin, and DeKalb. Most program clients reside in those areas. The program director, responsible for administering program operations, operates out of the Kane County office. He is assisted by an assistant director, an intake coordinator, and a services unit coordinator. Each program office has staff members designated to handle intake and career development. The career developers are responsible both for client counseling and job development and placement. The CCSP also employs a psychiatric intern, two interviewer interns and a data control clerk. The data control clerk is responsible for supervising data flow into the program's computerized files. The CCSP employs a typewriter terminal which is tied in to the Northern Illinois University computer. The terminal is also connected to the MEP computer in Chicago. The director of the Kane County Diagnostic Center, where CCSP central offices are located, provides technical assistance and performs all necessary programming. An organizational chart of the CCSP is presented in Figure 1.

CONTINUED

1 OF 5

Figure 1: Organizational Chart of the CCSP



II. Client Flow

A. Entry

Prison releasees may be referred to the CCSP in a number of ways, including by MEP representatives in the State correctional facilities. However, problems have been encountered in this process. Currently, the majority of prison releasees are contacted not through these MEP representatives, but through personal acquaintances of the program director at the various institutions. In the future the program will be receiving print-outs from the central MEP office of prospective parolees around the State who will be returning to the Kane County area.

Prison releasees are also referred to the program by relatives, friends, other ex-offenders, and parole officers. Most parolees have been referred to the program by their parole officers, who usually telephone and make appointments for applicants.

Once a prison releasee or the releasee's parole officer makes contact with the program, the applicant is scheduled for a program interview. This interview usually lasts 30-60 minutes, during which time the program's objectives and procedures are explained. The intake counselor explains CETA policies and CCSP procedures. These include termination policies (rearrest means termination) and referral policies (clients with drug problems must be in authorized drug treatment programs for two weeks before services can be provided). At this point, the applicant completes a CETA application. This application notes personal information, labor force status, family information, educational history, previous training experience, vocational interests, and health status. Both the applicant and the intake worker sign the form, which includes space for intake worker notes.

The intake worker then completes a CETA Applicant Personal Information Statement (API) and the applicant fills out a work history form, which details the applicant's institutional work history: job assignments, tasks performed, tools and equipment used, reasons for changing assignments, and self-evaluations of skills learned. A CETA Income Statement and a second client work history form are then completed. The latter concerns jobs performed outside the institution. This is a required CETA form, and notes employer names and addresses, length of jobs, pay, and reasons for leaving. The applicant then signs a CCSP Release Form which authorizes the release of any and all pertinent information to the program.

Those applicants who do not meet local prime sponsor eligibility requirements related primarily to residency are referred to either the appropriate CETA prime sponsor or to other local agencies or programs. After the initial interview, the intake worker attempts to verify much of the information supplied by the client. Usually the client's high school, most recent employer or employer of longest duration are contacted. Information requested from the most recent employer typically includes date hired, last day worked, position title, final salary, quality of work rating, quantity of work rating, attendance record rating, estimate of ability to get along with others, and lost time due to industrial injury. The employer is also asked the reason for the applicant's leaving, whether or not the applicant would be rehired, and, if not, why?

It takes approximately two weeks for staff to determine whether a client will be accepted or vendorized. Usually about 50% of the applicants are accepted into the program. The other 50% are ineligible, or are eligible and do not return because they have secured a job on their own, are not sincerely interested, or have been rearrested. After verification is completed, an applicant's folder is "staffed"; the client is invited for testing through an acceptance and congratulations letter; and the client is mailed an employment history form to complete and bring in on the day of the testing.

B. Intervention

Of those clients accepted, approximately 48% show up on the appointed testing date. Those clients who do not appear are contacted through mail or phone and encouraged to return. Testing is given in 90-minute sessions, one each in the morning and evening. Clients are given the revised BETA and the Wide-Range Achievement Test (WRAT). At this time, the employment form the client received through the mail is added to the client's file. This four-page form includes information concerning the client's living situation, health status, military history, and specific educational history. The client is asked: which courses he/she took in school, which courses he/she disliked, why he/she left school, if he/she desires to return to school, and dates of all education. Specific information on a client's work history is also collected on this form.

When the testing is completed, the client is given an appointment with a career developer in his or her area for the early part of the next week. Counselor assignments are made on the basis of caseload size. A master file with one copy of all information collected on the client remains in the diagnostic center and a duplicate is referred to the assigned counselor. Before the first counseling session, the career developer will review the client's application, the last probation or parole report, if available, all work history forms, written verification from previous employers, and all other pertinent information.

The first interview between counselor and client is a "get to know" session. The counselor shares the testing results with the client, emphasizing that the BETA test results show potential and that the WRAT results only indicate academic performance to date. The counselor attempts to persuade the client to decide what he or she personally would like to do without making any decisions for the client. A sample budget is prepared in order to help the client gain perspective on the financial resources needed to live on a daily basis.

When the client and counselor agree on a course of action to be taken, they both sign a program commitment contract. This contract sets forth the objectives to be achieved during the client's participation in the program and any specific action needed to achieve the objectives. The client agrees that failure to carry out any of the agreed upon steps may result in termination from the program. A copy of the contract is kept in the counselor's file and one copy is sent to the diagnostic center. Staff may then fill out an applicable CETA Training Plan Form. However, often these forms are not completed until the client is terminated.

After this first interview, client and counselor establish a schedule of appointments, usually once a week. During this time period, the client and counselor both attempt to secure jobs for the client. To date, the program has contacted approximately 250 employers. Of these, approximately 55 have hired program clients. In the near future, the program will be instituting job-readiness and career development classes to assist clients in the job-seeking process. They will be taught by the service unit coordinator, who will no longer carry an active case load.

Most career developers spend the majority of their time in the community. The approach they use is not one of "social consciousness," but one of providing employers with quality services and screened employees. The career developers emphasize that they will screen applicants, provide background information about educational level, skills, and verified work history. They usually set up interview appointments themselves, but do not accompany clients to the interviews. Township lines are used to divide job development responsibilities among the career developers.

Whenever career developers contact a new employer, they complete an Employer Initialization Form. Contact-by-contact records with individual employers are also noted on Employer Contact Forms. Job Order Forms are completed whenever specific jobs are located for program clients. All this information is channeled to the program's master employer file, an updated employer book maintained by the services unit coordinator, and the program's computerized file. No career developer can make a referral to a job unless that company is located within his or her assigned geographical area. If no openings are available in the career developer's assigned area, he or she contacts the other career developers in the same office. If this proves unsuccessful, then the career developers at other offices are consulted. All services unit staff meet each Friday to review current job openings and availability of clients.

Usually, it takes approximately three job referrals for a client to be placed. However, the program does maintain "favorite" stop-gap employers who can provide immediate employment for clients in dead-end jobs. These employers are only used when clients need immediate money. In these cases, clients must be terminated from CETA on CETA Termination Forms. If the client leaves that stop-gap job, and later returns to the program, he or she is treated as a new client (old forms are copied and the dates changed).

Before clients are referred to any job interview, the career developer must review a checklist of interview techniques and suggestions. Additionally, before the interview the client completes two standardized employment applications. The first one is completed by the client on his own after the client and counselor have reviewed half of the job interview checklist. Then the client and counselor complete another form, and the client may take this form to the job interview.

When clients are placed, the career developer completes the Client Status Report Employment Form. This notes the client's name and address, place of employment, starting date, the contact at the company, hours and wages,

supervisor, and job title. One copy is sent to the client's parole officer, one to the program's master file, and the career developer retains one copy for his or her own file. If the client is placed in education or training, a similar form is completed and channeled to the same places. At placement, CETA termination reports are also completed, even though program staff follow up on clients for six months.

C. Follow-up

When employment or training forms reach the main office, the intake unit establishes follow-up procedures. The intake unit tracks follow-up schedules for clients and sends a notification of "follow-ups due" to the appropriate career developers. Follow-up is performed at five, 30, 90, and 180 days with both clients and employers.

D. Data Availability

The CCSP maintains four data storage groups for all persons who are screened and serviced. These groups, totaling 125 client variables, are: background and demographics, services unit participation, terminations and follow-up. Data is collected and stored both by the client and by the data group.

The computerized files are utilized to do monthly client characteristic summaries for MEP reports and monthly cross-tabulations to track program services. For example, the program usually tracks changes in the percentage of offenders served by race, sex, or offender status. The director conducts these checks in order to make sure that the program is not over- or under-representing certain sub-populations. The computerized files are also utilized as a management tool to assess the performance of program staff.

A six-month in-house evaluation of the program was conducted covering the months December, 1975 through June, 1976. The service delivery analysis showed that of the 145 clients who were assigned to the services unit, 59% were placed in competitive employment. Of these, 85% were still employed as of the end of June. Twenty-six percent of all clients participated in training or work experience, as shown in Table 9.

Table 9: Number of Clients Participating in Training, Work Experience and Counseling

Project	Number of Clients
GED	8
Work Experience	7
Public Service Employment	2
Vocational School	5
Employment Guidance	17
Intelligence, Academic and Vocational Testing	145
Counseling/Supervision	145

According to the program follow-up analysis, the rearrest rate for all served clients was 3.4%. For all placed clients, the rearrest rate was 2.3%. As of May 31, 1976, 99 of the 145 services unit clients had completed program participation. Table 10 illustrates client program status as of the end of May.

Table 10: Program Status of Services Unit Clients

Status	Number of Clients
Successful/Positive Terminations	86
Unsuccessful Terminations	13
Currently in Services Unit	46
Vendorized at Intake to Other Agencies	7

The program also tracked the average hourly wages of successfully placed applicants by month of placement. The average wage at placement at the time of the study was \$3.69, a gain of .08 per hour over the clients' previous wages. Table 11 presents the average hourly wages by month of placement.

Table 11: Average Hourly Wage by Month of Placement

Month	Wage
December	\$3.00
January	\$3.75
February	\$3.70
March	\$3.81
April	\$3.52
May	\$4.09

The program also attempted a public benefits/public costs analysis. Recognizing that two years of client service and follow-up data is the general standard for an accurate cost/benefit computation, the program believed it was possible to generate a model for comparing costs with benefits and fit current data to the model to have an early estimate of program efficiency. The model utilized uses projections of job retention rates, rearrests, convictions and welfare consumption to compare clients' careers before and after program service delivery. In December of 1976, a random drawn control group of non-program offenders will be studied and contrasted with the clients served up to that time.

The model and the appropriate program information are presented in Table 12 on the following page.

Table 12: Cost/Benefit Analysis

<u>Type of Costs</u>	<u>Amount</u>
Direct costs through 11 months *	\$62,203
Indirect costs (rent, utilities, phones) **	\$ 5,350
Agency costs for vendored referrals	\$ 4,200
Total Costs	\$71,753
<u>Type of Benefits</u>	
I. To Community:	
a) Jail time saved for 13 pre-trial and ROR clients (30 days @ \$10/day)	\$ 3,900
b) Arrests saved after first year of service delivery (58 arrests X \$210.)	\$12,180
c) Convictions saved after first year of service delivery (40 convictions X \$180.)	\$ 7,200
d) Jail time saved for 58 arrests and 40 convictions with 3 month jail time average	\$41,690
e) Direct crime costs for 40 property crimes with \$250 average loss	\$10,000
f) Tax dollars generated by increased client wages, see Part II	\$28,090
g) Unemployment benefits and other welfare consumption saved	\$82,200
Total	\$185,260
Cost-benefit ratio: 2.58	
II. To Clients:	
Increase in average wage (.08) X increase in job retention rate of 50% = yearly dollar income increase of:	\$ 2,313
Times	
Eighty-six clients placed to date:	\$198,918

* includes three months of one-time planning period costs
 ** includes Diagnostic Center and three outer offices

Figure 2 : Community Correctional Services Project for the Sixteenth Judicial Circuit (CCSP) Client Flow from Entry to Intake

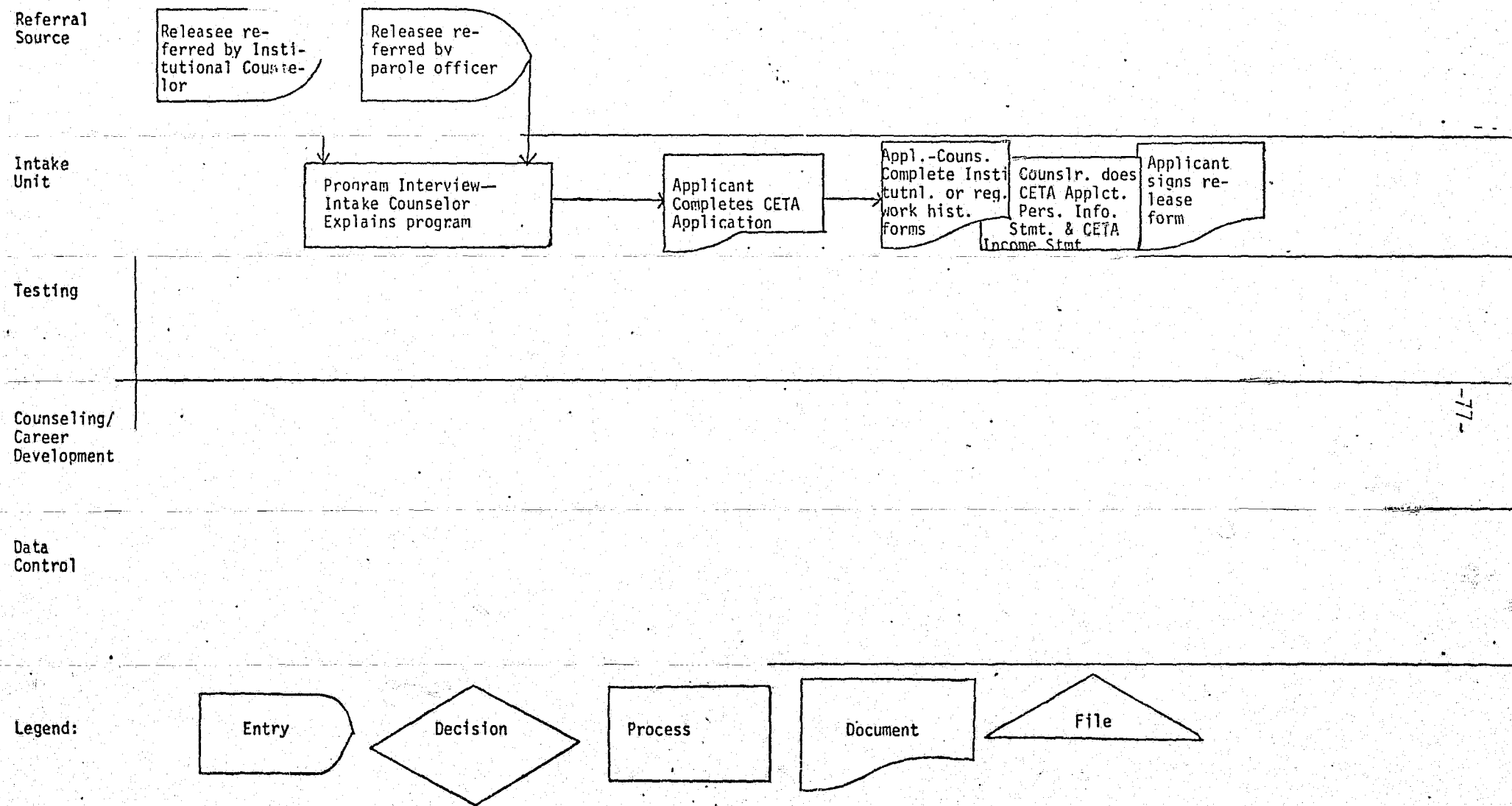


Figure 2 cont.: CCSP Client Flow from Intake to Testing

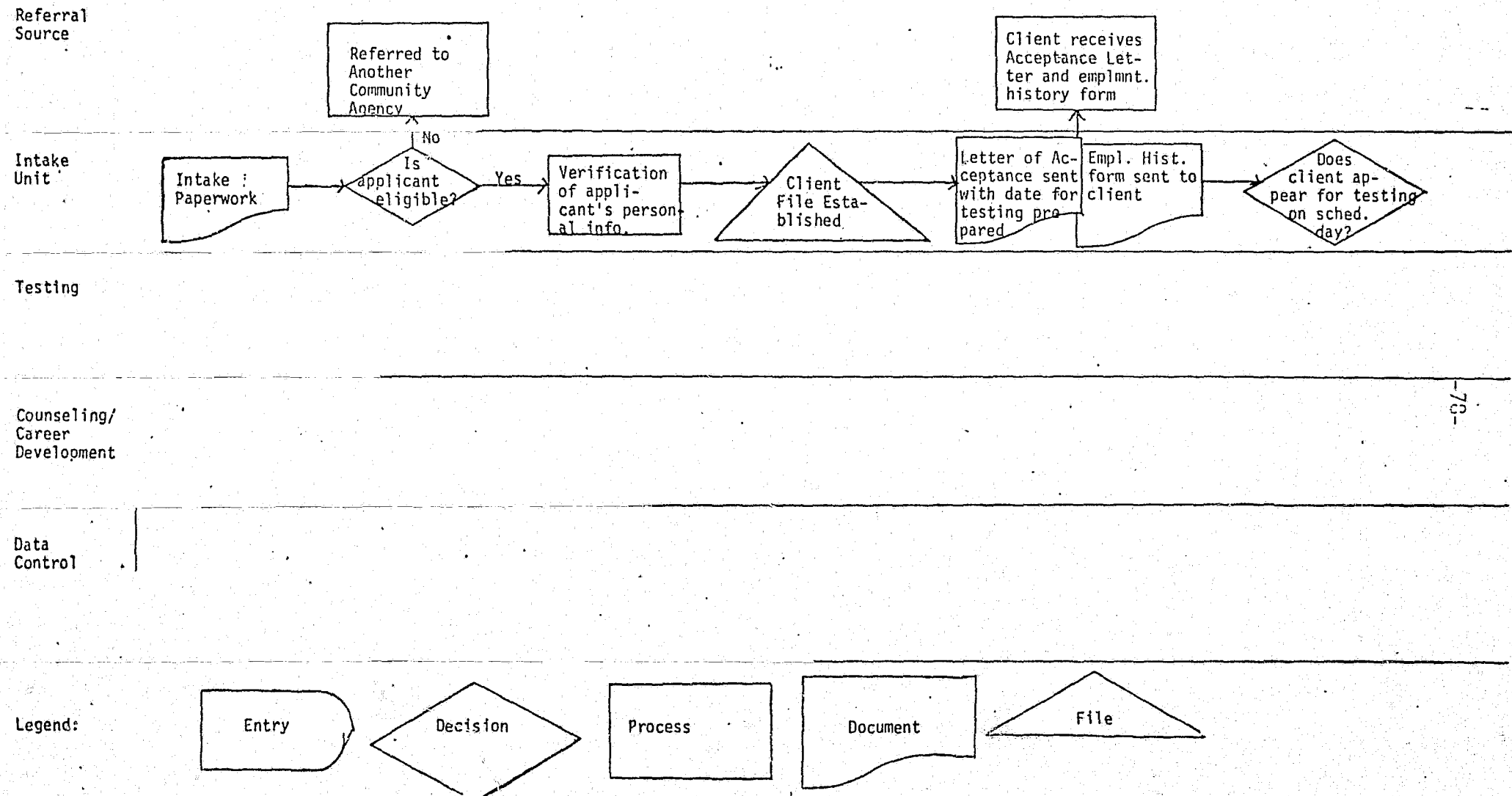


Figure 2 cont.: CCSP Client Flow from Testing to Career Development

Referral
Source

Intake
Unit

Testing

Counseling/
Career
Development

Data
Control

Legend:

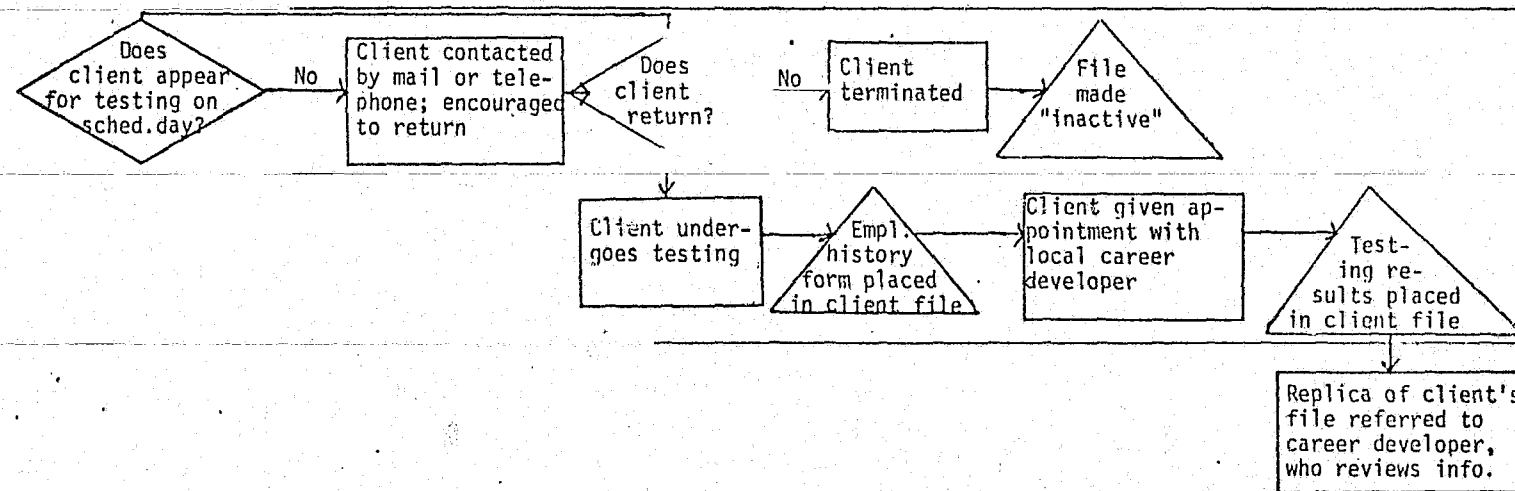


Figure 2 cont.: CCSP Client Flow—Career Development

Referral
Source

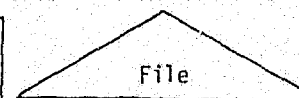
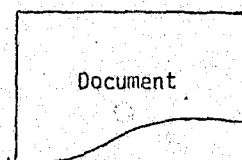
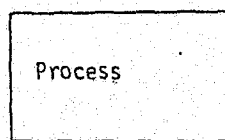
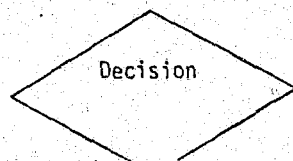
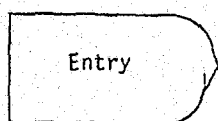
Intake
Unit

Testing

Counseling/
Career
Development

Data
Control

Legend:



Copy
to Admin.
off.; placed
in client file

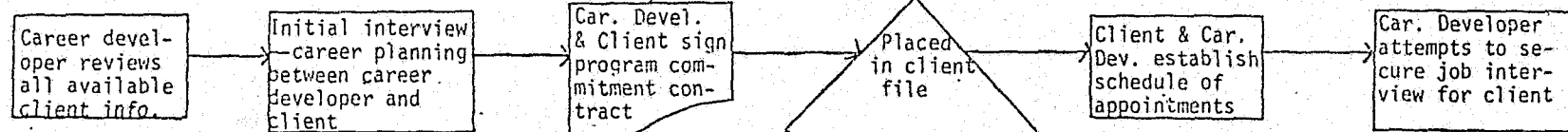


Figure 2 cont.: CCSP Client Flow—Career Development

Referral
source

Intake
unit

Testing

Counseling/
Career
Development

Data
Control

Legend:

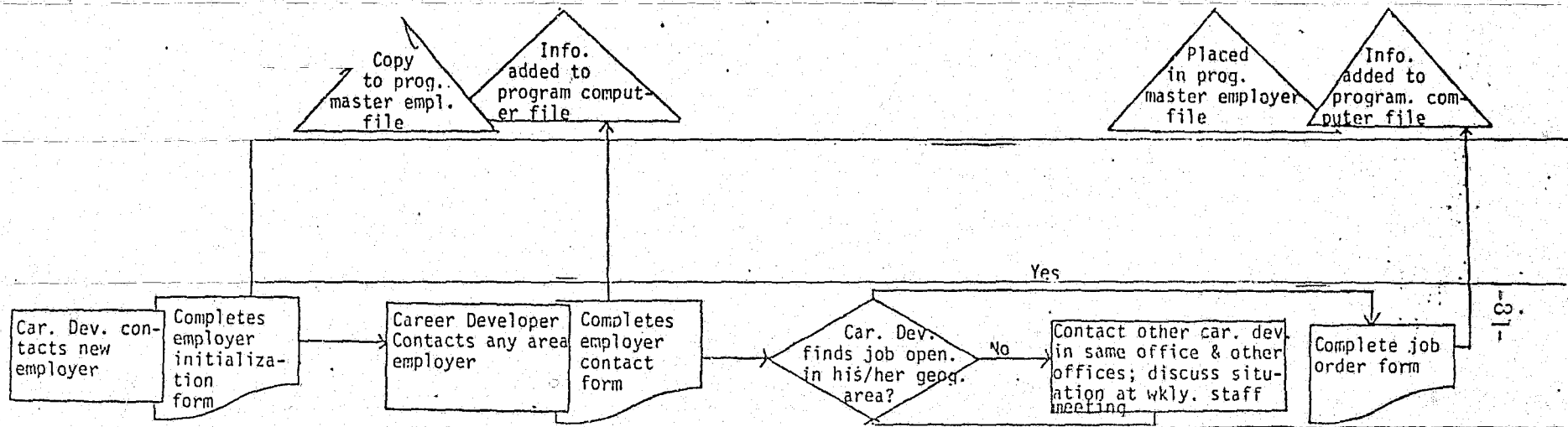
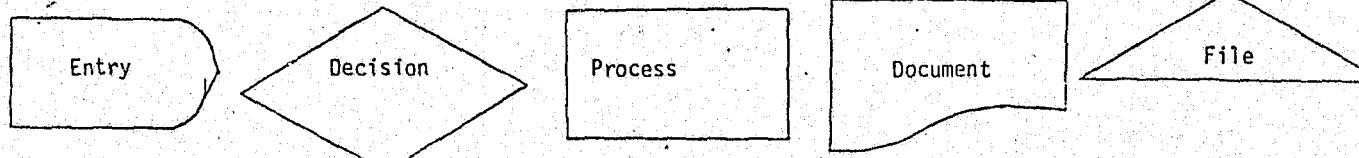


Figure 2 cont.: CCSP Client Flow from Career Development to Job Placement

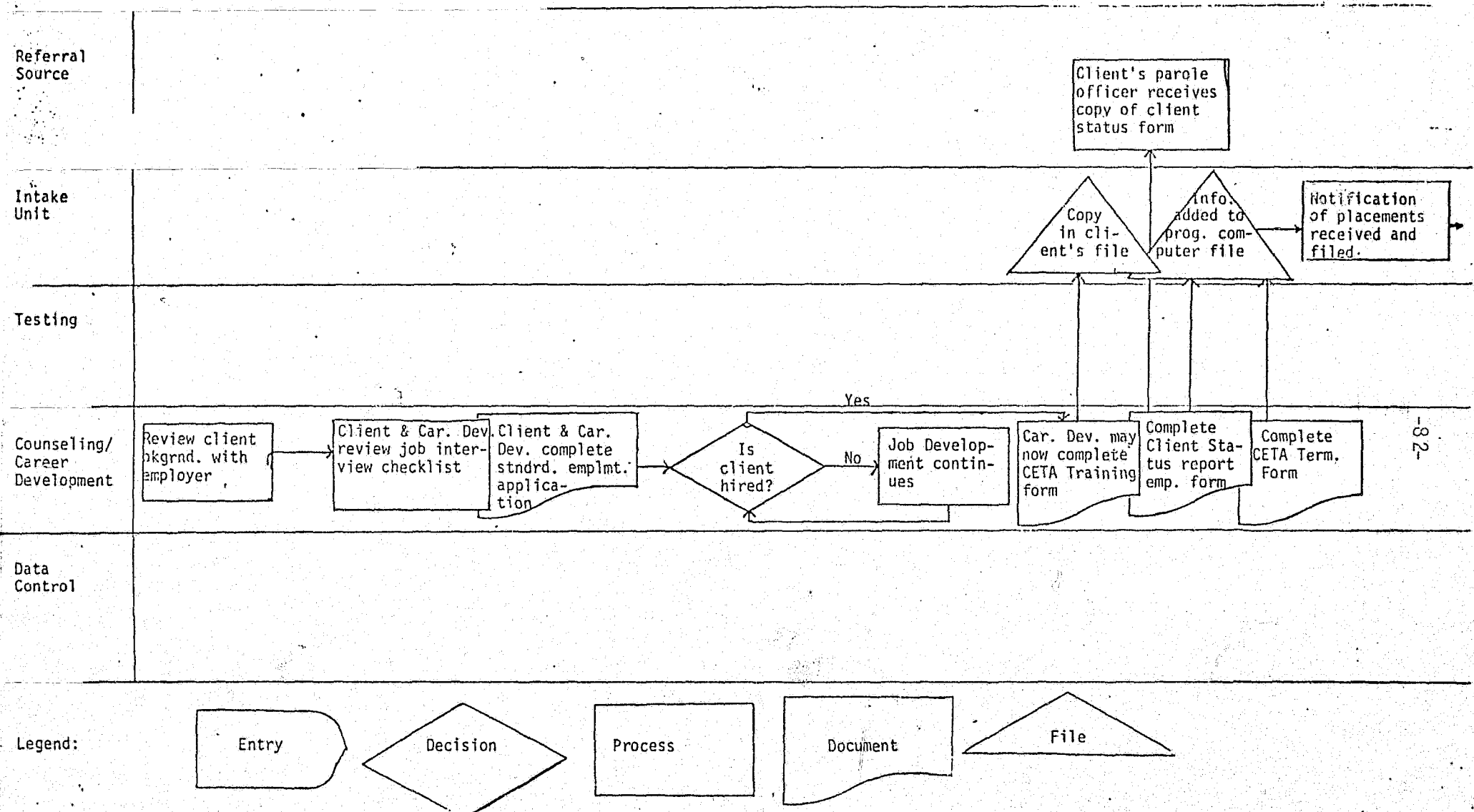
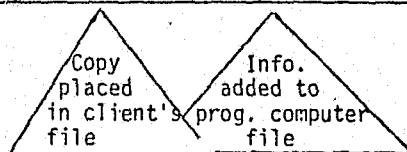


Figure 2 cont.: CCSP Client Flow from Job Placement to Follow-Up

Referral
Source

Intake
Unit

Intake unit
establishes
follow-up
schedule



Testing

Counseling/
Career
Development

Notices of
"follow-up
due" sent to
approp. car.
dev.

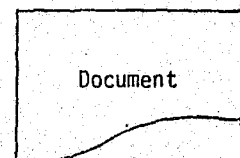
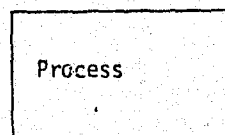
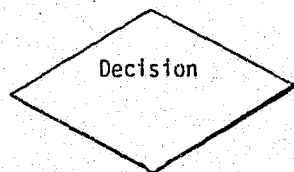
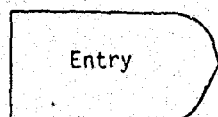
Follow-up at
5, 30, 90 &
180 days

CETA follow-
up forms
completed

-83-

Data
Control

Legend:



VOCATIONAL ALTERNATIVES PROGRAM

Decatur, Illinois

THE VOCATIONAL ALTERNATIVES PROGRAM

I. Program Setting

A. Program History

The Vocational Alternatives Program (V.A.P.) of Decatur, Illinois was started by two men, the Executive Director of the Macon County Rehabilitation Center and a clinical psychologist at the county mental health center. Recognizing the need for employability services for prison releasees and probationers residing in Macon County, they began in 1973 to review available literature and visited existing ex-offender employment programs. They wrote a proposal and presented it to the State Department of Vocational Rehabilitation. At that point in time, the 1973 Rehabilitation Act was passed, shifting emphases away from behavioral disorders and towards the more severely handicapped. However, the legislation was not yet being implemented at the local level, so ex-offenders (usually accepted under the behavior disorder category), were still considered a high priority group by vocational rehabilitation staff. Initially, the program received \$110,000 and was under the authority of the Macon County Community Mental Health Board, an arm of the county government.

The Vocational Alternatives Program became operational on July 1, 1974. At that time, the program operated with five staff members and dealt only with probationers. However, it became apparent that the number of probationers in Macon County was not sufficient to supply adequate case load for the staff. Therefore, the program began serving parolees in November 1974.

In May, 1975, the Director of the Vocational Alternatives Program contacted the Director of the Illinois Model Ex-Offender Program. As a result of these discussions, a proposal was written and the Vocational Alternatives Program became a component of the MEP in March, 1976. Under this contract, the program places parolees in full-time employment. If parolees are not job-ready, they are channeled through the regular V.A.P., receiving job readiness training and work orientation evaluation.

B. Objectives and Program Emphasis

The goal of the Vocational Alternatives Program is to place probationers and parolees into meaningful, full-time employment. The program is divided into three phases, each with its own objectives. Phase One, weeks one through four, is devoted to client evaluation. It is designed to assess the potential of each individual to secure and maintain employment as well as to determine vocational areas where a high probability of success exists. The second phase of the program is devoted to work adjustment training. The goal of this phase is two-fold: to provide an opportunity to strengthen and receive feedback on working behavior through placement on a part-time job and continuous evaluation, and to expand on the client's employability skills. The third phase of the program, after a client is hopefully placed in full-time competitive employment is devoted to follow-up activities. The objectives of follow-up are to identify and assist the client in resolving any problems which may be a hindrance in maintaining full-time employment.

During fiscal year 1977, it is estimated that approximately 270 individuals will be enrolled in the Vocational Alternatives Program. Of the 240 clients who will be terminated, it is estimated that there will be 155 job placements and other positive terminations, and 75 non-positive terminations. Approximately 30 individuals will be enrolled in this program at the end of the fiscal year.

C. Clientele

To be eligible for the V.A.P., applicants must meet the three Department of Vocational Rehabilitation criteria. They must have a physical or mental disability, which must be a substantial vocational handicap, and they must possess the potential to return to gainful, competitive employment as a result of Vocational Rehabilitation Services. Usually, clients' disabilities are classified as mental disabilities of a personality disorder nature.

The great majority of V.A.P. clients are young, white males. Most of the clients served thus far have been on probation. The demographic characteristics of clients are summarized in Tables 1 through 4.

Table 1: Age	
18-24 years	85%
25-30 years	10%
31-40 years	4%
Older than 40 years	1%
Total	100%

Table 2: Sex	
Male	98%
Female	2%
Total	100%

Table 3: Race	
White	55%
Black	45%
Chicano	0%
Total	100%

Table 4: Length of Last Incarceration	
Less than 6 months	10%
6 months to 2 years	50%
Longer than 2 years	40%
Total	100%

Most of the program's clients are referred by local probation officers. Referral sources for the month of August, 1976, are presented in Table 5.

Table 5: V.A.P. Referrals, August, 1976	
Referral Source	No. Referred
Federal Parole	0
State Parole	4
Probation	8
Serve-outs, Federal Prisons	0
Jails	2
Other Community Agencies	7
Walk-ins	0
Other (describe)	0

Of the 21 persons referred to the program, 15 were enrolled, a typical percentage.

During the initial twelve months of operation, the V.A.P. served the following clients:

Individuals enrolled	94
Individuals terminated	65
Job Placements	65
Other Positive Terminations	0
Non-Positive Terminations	0
Individuals still enrolled	29

D. Funding

In 1974, V.A.P. received \$94,349.89 from the Illinois Division of Vocational Rehabilitation and \$5,390.63 in contract income from O.J.E. employers. Currently, its budget is divided with 48% representing CETA 4% funds from the Governor's office to fund MEP activities, and 52% from the Division of Vocational Rehabilitation. Ninety-eight thousand dollars is being received from the former source and \$102,000 from the latter.

Because the 1973 Vocational Rehabilitation legislation is now being implemented at the State and local levels, the Illinois Division of Vocational Rehabilitation is considering cutting back on or terminating funding for the Vocational Alternatives Program. The program is currently in the process of securing support and letters of recommendation from community and State officials within the criminal justice system in order to persuade the Illinois Division of Vocational Rehabilitation to continue its funding.

E. Program Organization

The Vocational Alternatives Program is a ten-week program which combines instructive information on job procurement and retention, on-the-job experience, job placement, and 42 weeks of follow-up to assist job retention. As stated previously, the ten-week program is divided into three phases.

Phase one is a four-week evaluation designed to assess clients' employability potential. Following the evaluation segment of the program, a vocational plan is established with each participant. This plan becomes the basis for either direct placement or continued work adjustment training.

Phase two, six weeks of work adjustment training, provides an opportunity for the client to strengthen and receive feedback on working behavior and expand employability skills. An integral part of this phase is intensive community intervention by program staff.

Phase three consists of placement and follow-up. At the end of the ten-week program, it is expected that each program participant will be placed into full-time competitive employment, with follow-up services provided regularly by the V.A.P. staff for 42 weeks after the participant's graduation. The program's overall goal is that 60% of the participants maintain employment for a period of one year.

No longer under the authority of the Macon County Community Health Board, the V.A.P. has its own Board of Directors which the Executive Director reports to on a monthly basis. Currently, the staff consists of: the executive director, two job developers, two orientation and evaluation group workers, a job class group worker, a manpower screening specialist, a community worker, one executive secretary, a secretary-receptionist, and a maintenance/transportation worker.

The executive director is primarily responsible for daily program administration and decision making. His responsibilities include fiscal management, coordination of public relations efforts and providing a liaison with state and local agencies. He also maintains an active case load of "problem clients." The two job developers maintain ongoing contact with area employers, attempting to both place clients in temporary on-the-job evaluation positions and to find full-time, competitive employment for job-ready clients or program graduates. Each job developer also has an active client case load. The orientation and evaluation group worker is responsible for conducting client orientation and evaluation, including interviews and testing. The job class group worker teaches the job skills classes for all incoming clients.

The manpower screening specialist is responsible for screening potential participants for the ten-week job class program, for the placement of individuals in the MEP, and for establishing work release projects from the Macon County Jail. He also serves in a liaison capacity between the V.A.P. and the probation office of Macon County, the State's attorney, the Circuit Court, the Macon County Jail and the Adult Parole Services of the Illinois Department of Corrections. Like other staff members, he also maintains an active client case load.

The community worker is primarily responsible for contacting clients in the community when they have not appeared for class or for their jobs. She also follows up on all program graduates. The secretary and secretary/receptionist maintain all program files, including the program's computerized file tied into the main MEP computer in Chicago, and handle all program correspondence. The maintenance/transportation worker, funded through the Work-Incentive Program, transports clients to and from the program and takes them, when necessary, to on-the-job evaluation sites and employment. Two Vocational Rehabilitation counselors serve as liaisons to V.A.P. They are responsible for supervising the process by which clients are determined to be eligible or ineligible for vocational rehabilitation services.

II. Client Flow

A. Entry

Referrals to V.A.P. come from a variety of sources. These include probation officers, courts, parole officers, the county jail, local service agencies, and adult correctional institutions. The manpower screening specialist is responsible for introducing the program to new participants. He performs an initial evaluation of the clients' potential eligibility for the program. If clients appear not to meet CETA and Vocational Rehabilitation criteria, he will refer them to other appropriate social service agencies.

He is also responsible for screening and performing background searches on individuals in the Model Ex-offender Program who are in a position for direct placement in full-time competitive employment. Additionally, he identifies sentenced residents in the Macon County Jail who may qualify for work release.

In these cases, he establishes work release projects, which are facilitated by background searches with the Macon County probation office, approval through the State's attorney's office, the preparation of relevant documents for submission to the circuit court, and consultation with the prospective participant's legal representative concerning court hearings necessary to obtain court approval.

If the manpower screening specialist determines that the client may be eligible for the program and the client expresses an interest in participating, an appointment is scheduled with the vocational rehabilitation liaison counselor to determine eligibility. Prior to entry the individual then meets with the Director of V.A.P. who elaborates upon program procedures, including the V.A.P. payment policy. Students are paid up to \$20 per week while enrolled in V.A.P. This sum is reduced if the clients have an unexcused absence or are late to class. The \$20 is an incentive check to take care of lunches and transportation. After the first paycheck, the client must pay for rides to V.A.P. at the rate of 75¢ each. In the final week of the program, clients receive a check for their work on the O.J.E. slot. This is a small honorarium and is passed out to all clients on their completion of the program. A starting date is agreed upon with entry scheduled in groups of five clients every other Monday. Thus, a starting date is never more than two weeks from the initial interview.

B. Intervention

Each new V.A.P. group starts the program on Monday, which is considered to be week one. At this time, the secretary-receptionist obtains a list of new group members from the manpower screening specialist. This list includes the name, address and phone number of each client. A new file is then made up for each client, a name label typed on the file, and the files are placed in the central file. The names of the new clients are also entered in the program log, a client activity sheet and a team leader assignment sheet.

The log is a combination of groups who have entered the program. Each group is listed on a log sheet, with the group numbers and the group entry date listed below. On the log, across the page, are listed several items which should be in the client's file in the course of participation in the program. When one of these items is ready to be put in the client's file, the secretary checks it off on the log and enters it in the file. The team leader sheet lists the names of all program staff members. When a new group starts in V.A.P., each client is assigned a staff member to serve as his or her team leader. The identity of the last team leader to be assigned a client from the previous week determines which team leader will be assigned the next new client from the following new group.

Weeks one through four are designed to assess the potential of each individual. Many community resources are utilized during the evaluation process. Input is received from a consulting psychologist and graduate students and area professionals in the areas of medicine, personnel and business management. During weeks one and two participants complete a battery of tests to determine interest, ability, aptitudes and psychological profiles. These include:

- Wide Range Achievement Test (WRAT) - achievement in spelling, arithmetic and reading;
- Mooney Problem Checklist - self-reporting personality inventory;
- SRA Non-Verbal Test - intelligence;

- General Aptitude Test Batteries (GATB) - measure of vocational aptitude;
- Minnesota Multiphasic Personality Inventory (MMPI) - self-reporting personality inventory;
- Quick Test - measure of verbal aptitude; and
- Jesness Inventory - self-reporting personality inventory.

After a new file is established, an entry card for each member of the new group is made up which lists the client's name, address and telephone number, referral source, group number, date entered and date graduated. These cards are put in a separate file, with an I.D. number assigned to each client.

During the first several weeks devoted to evaluation, a complete package of information is developed concerning new clients. An emergency medical authorization form is completed by the end of the first day of class participation. It is the responsibility of the orientation evaluation group worker to complete each form on a new client. This form notes if the client is under the age of 18, in which case it must be signed by the client's parent or guardian.

Applicable CETA forms are completed by the fourth day of the first week. It is the responsibility of the manpower screening specialist to complete most of these forms and have them signed by each participant. The CETA forms consist of a client initialization form, which is accessed to the program's computer for inclusion in the client's computerized file and transmitted to the Central MEP Office in Chicago, a CETA income statement and a work history form. The work history form notes the type of work desired, previous employers, previous job history, education, training skills and hobbies or pasttimes related to work. This also is channeled to the program computer. Work history forms are completed by the job developers.

The Vocational Rehabilitation application must be completed by the DVR/VAP counselor by the end of the Monday of the second week. The application is completed, copied at the DVR office and a copy is sent to V.A.P. for filing. The DVR application package consists of: a data summary sheet which contains a variety of personal information on the client, the DVR Authority for Release of Information, a DVR Client Financial Analysis form and a DVR Application for Rehabilitation Services and Release Authority.

Physical examinations are completed by Friday of the second week. The scheduling of physicals for V.A.P. participants is the responsibility of the orientation-evaluation group worker. Psychological examinations are also completed on each client by Friday of the third week. These are the joint responsibility of the program's executive director and the consulting psychologist. The written evaluations include personal information concerning the client and identifying data, a brief summary of the client's background and current psychological status. They are based on the series of tests administered to the clients by staff members. The evaluation includes an "integrated clinical interpretation," which is a summary of the tests taken and all information collected concerning the client's personality. One copy of the psychological evaluation is made after completion and reviewed by the executive director. The original is filed in the clients' file and a copy is kept by the executive director, which is in turn sent to the DVR liaison counselor.

The first two weeks of the program are utilized to introduce the concepts and language of transactional analysis as a way of looking at behavior and making decisions about future goals. Beginning on Monday of the third week, each client is placed on an on-the-job evaluation (OJE) site where the client works for half a day, five days a week. During the other half of the day the client is in job classes at the program's offices.

The OJE is designed to assess the client's ability to accept and discharge responsibility, to provide a step toward assuming the routine of full-time employment and to establish references for the client when seeking full-time employment. Job classes provide the opportunity to work through problems experienced on OJE and also provide many of the skills necessary to look for a job and retain a job once secured. OJE descriptions are completed by the end of the first day of the third week. These descriptions describe the type of job the client will be placed in, the tasks assigned to the client, and the contact person at the company. Job developers complete these descriptions on each program participant.

In addition to psychological and physical examinations, clients are evaluated during the second week of their participation by the job class group worker. It is the responsibility of the group worker to complete such evaluations on each participant every two weeks, utilizing typical DVR progress training reports. These evaluations are reviewed with the clients and signed by the clients prior to being placed in the clients' files. They note the client's attendance, the rate of progress, quality of work, health status, attitude and difficulties in the course or other psychological or social difficulties. Activities covered during the period are described and recommendations for improving performance included.

"Staffings" on each client are also completed by Friday of the second week. Thereafter clients are staffed at least every other week while active in the program. Every Thursday a memo is circulated to the staff regarding staffings for the following Wednesday's staff meeting. Copies of this staffing memo are also sent to the liaison counselor at the Division of Vocational Rehabilitation, so he may attend each week's staffing. A Client Staffing Summary form is completed by staff members (team leaders) responsible for each client staffed. This form includes items such as: objective client information, summary of client performance and status in job class, summary of client performance in OJE, information regarding client's home life and interpersonal relationships which affect his or her program participation, recommendations for behavior change and long range goals.

During the staff meeting, these client staffing summaries are read by the team leader and then discussed by the entire staff. The summaries are then given to the executive director, who reviews them, submits them for typing and channels them to the DVR counselor. A copy of the staffing summary is also maintained in each client's file and a copy is returned to the team leader who prepared the summary.

While clients perform on OJE's, they are regularly evaluated by their employer. The first OJE evaluation is completed by Friday of the third week. Thereafter, one evaluation is due each week if the participant is still working on the OJE. It is the responsibility of the job developer to prepare this evaluation in conjunction with the OJE employer and return it to V.A.P. for inclusion in the client's file. The OJE evaluation asks the employer to rate the client as

superior, above average, average, below average, or inferior in the following areas:

- learning and comprehension
 - follows written instructions
 - follows verbal instructions
 - retains instructions
- work attitudes
 - attendance and punctuality
 - motivation to work
 - production capacity
 - careful with materials
 - ability to complete job tasks
 - frustration tolerance
- interpersonal relations
 - cooperation with peers
 - reaction to supervision

The employer is also asked if he or she would hire the client for the operation and if not, specifically why. The employer is also asked if he or she would recommend the client for other employment and to explain what duties the person can handle effectively.

Individual written rehabilitation plans (IWRP) are prepared for each client in a team effort between the client and team leader. They are completed by Friday of the fourth week. The IWRP includes the client's vocational goal and intermediate objectives. It details the services and activities required to reach the goal and a summary of services to be provided by V.A.P. Projected services to be provided by other community agencies are described in the plan, as is the client's personal participation. The client and counselor both sign the plan, indicating that the client participated in its development and understands and accepts it. A copy is referred to the DVR liaison counselor and one copy is kept in the client's file.

While clients are participating in the OJE and the job class, the program's job developers attempt to secure full-time employment for program participants. Each time a job developer contacts a new employer, he completes an employer initialization form, a copy of which he keeps in his files and another which is channeled to the program's computer. Each time contact is made with any employer, an employer contact form is completed and the same procedure is followed.

Job developers, after observing clients on their OJE's at least once per week, begin setting up job interviews during the sixth week of program participation. Usually these are arranged during the time the client would be in job class. Often the job developers accompany program participants to job interviews. Usually the job developer and the client's team leader meet during the sixth week and discuss the client's progress and goals. This is written out in the form of a staffing, given to the client and discussed with him or her. To assist the job developer, resumes are completed by the eighth week on each program participant. These are done by the job class group worker and are

utilized by job developers to acquaint potential employers with prospective clients. Clients also take these resumes to all job interviews.

Job developers also work with clients who have lost their OJE slot or who are unemployed. Those who have lost their OJE slot complete a job search contract, signed by both the job developer and the client, which requires that the clients see the job developer daily, receive daily job search assignments, visit the assigned employers, register at the Employment Service, and attend job classes once each day. Clients are given job identification forms, which they must return with from all interviews to verify the fact that they visited the assigned employers.

Job developers are responsible for completing weekly placement reports, noting the names of clients placed, the companies, positions and entry dates, starting wages and how long the clients have been on the job. Copies are channeled to the other job developers, the program director, the DVR liaison counselor and the programs' community worker.

C. Follow-Up

The third phase of the program consists of job placement and follow-up. At the end of the ten-week program it is expected that all participants will be placed into full-time, competitive employment. If the job developers have not been able to secure a job for a program completer, they continue to work with the client in these efforts. After placement, the follow-up procedures begin.

Regular visits by the program community worker are made with the employer and the participant for 42 weeks after the participant's graduation. The first and second month after a client has completed the program, weekly contact is made with the participant, the family and/or the employer. During the remainder of the one year period, contact with the participant, family and employer is on a monthly basis and/or an as-needed basis. Each time the community worker performs a follow-up, she completes a follow-up form, a copy of which is placed in the client's file and a copy of which is accessed to the program's computer.

After clients have maintained steady employment for 60 days, the DVR case is closed. However, V.A.P. continues following up on the clients until 42 weeks have elapsed. At that time, clients' files are deemed inactive and are placed in an inactive file.

D. Data Availability

V.A.P. staff are evaluated on the basis of a Goal Attainment Rating Scale. Each staff member, together with the executive director, determine appropriate objectives for that staff position based on established program objectives. For example, maintaining class attendance levels and developing class schedules are two goals which provide a basis for rating the performance of the job class group workers. All individual staff goals are rated as: most favorable outcome possible, more than expected success, expected level of success, less than expected success and as least favorable outcome possible. The program's executive director and the individual staff members meet to review performance relative to staff objectives every two weeks.

During fiscal year 1976, a management audit and organizational operations review of the Vocational Alternatives Program was conducted by the Macon County Mental Health Board. Recommendations were developed concerning V.A.P.'s goals, organizational structure, operations management of services, administration, personnel and policy making, financial and services planning and implementation of the recommendations. Additionally, an evaluation of the program was completed by the Illinois Department of Vocational Rehabilitation's Program Evaluation Unit in May, 1975. Conclusions reached concerning evaluation included:

- Data collection is adequate in all phases of service delivery at V.A.P. However, data is not regularly compiled and adequate reporting procedures have not been developed.
- A comparison might be made with a control group of offenders in Decatur or elsewhere to determine if V.A.P.'s employment goals are realistic.
- Since a client's better "social adjustment" and attitude changes were goals of V.A.P., testing should be repeated subsequent to a client's graduation in order to provide a comparison with test results from phase one.

Figure 1: The Vocational Alternatives Program (VAP) Client Flow from Entry to Screening

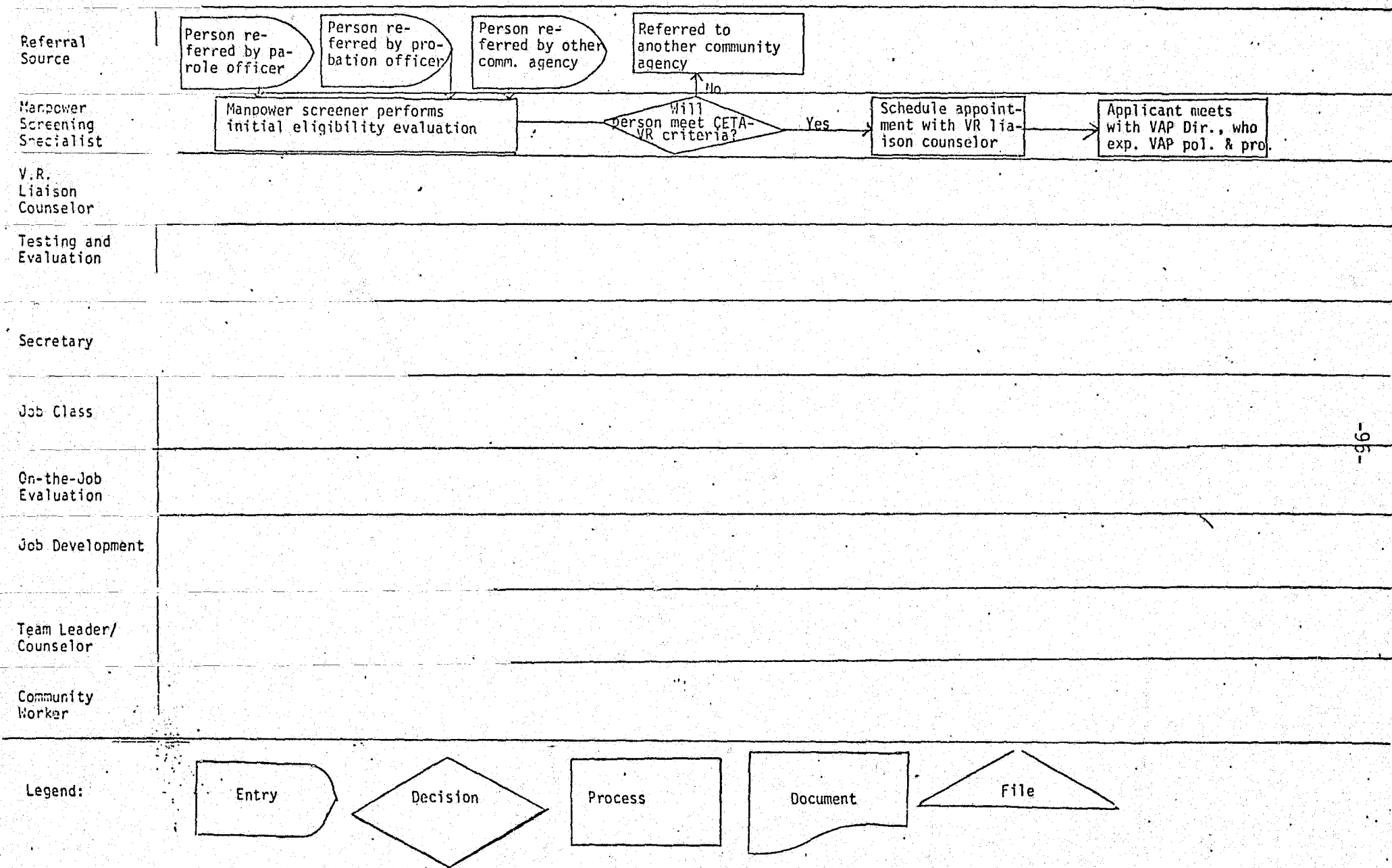
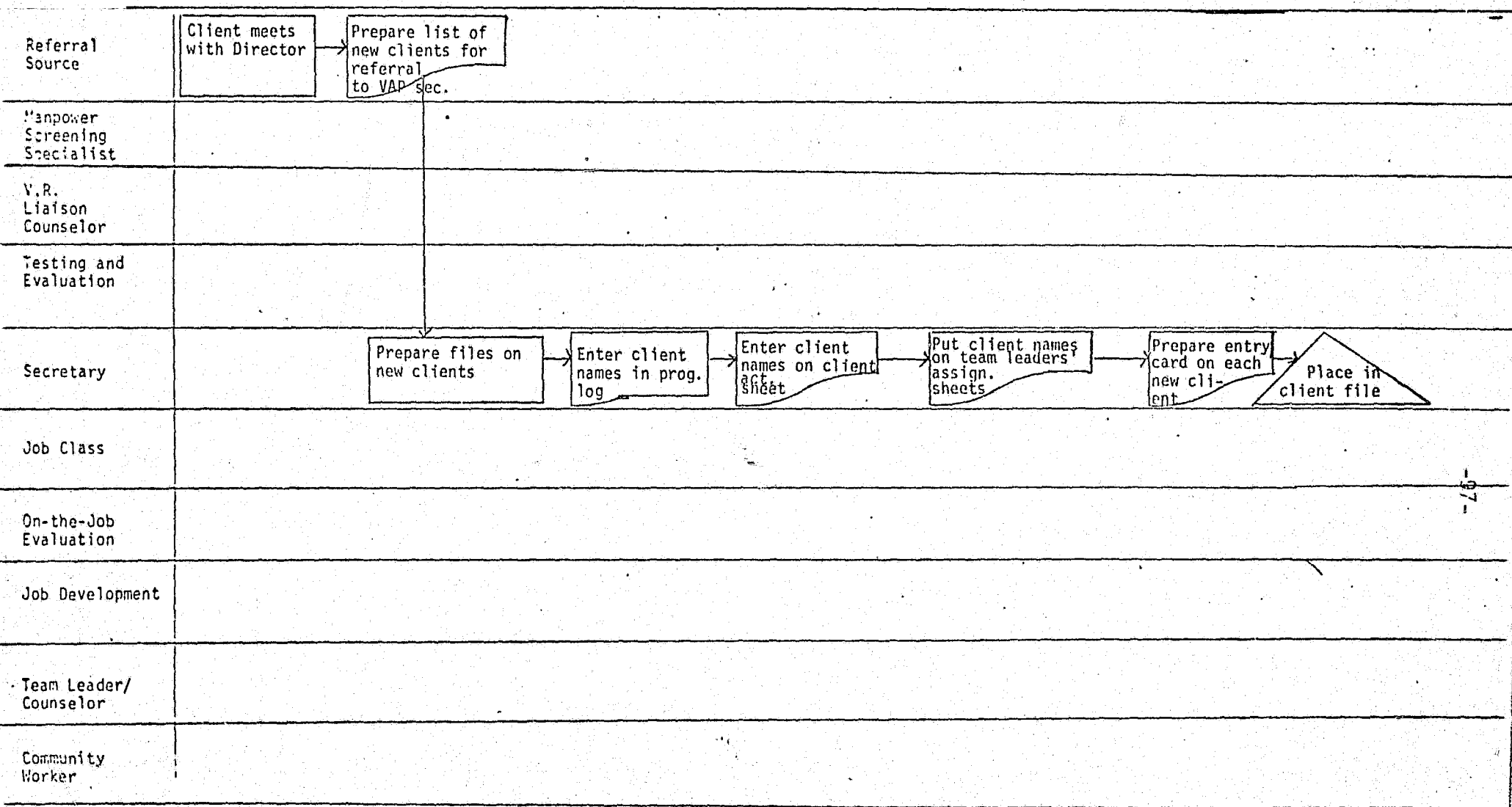


Figure 1 cont.: VAP Client Flow from Screening to Intake



Legend:

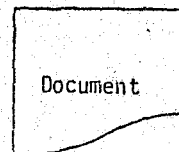
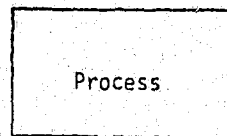
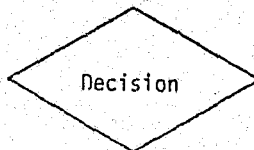
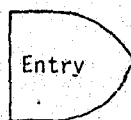


Figure 1 cont.: VAP Client Flow from Intake to Testing and Evaluation

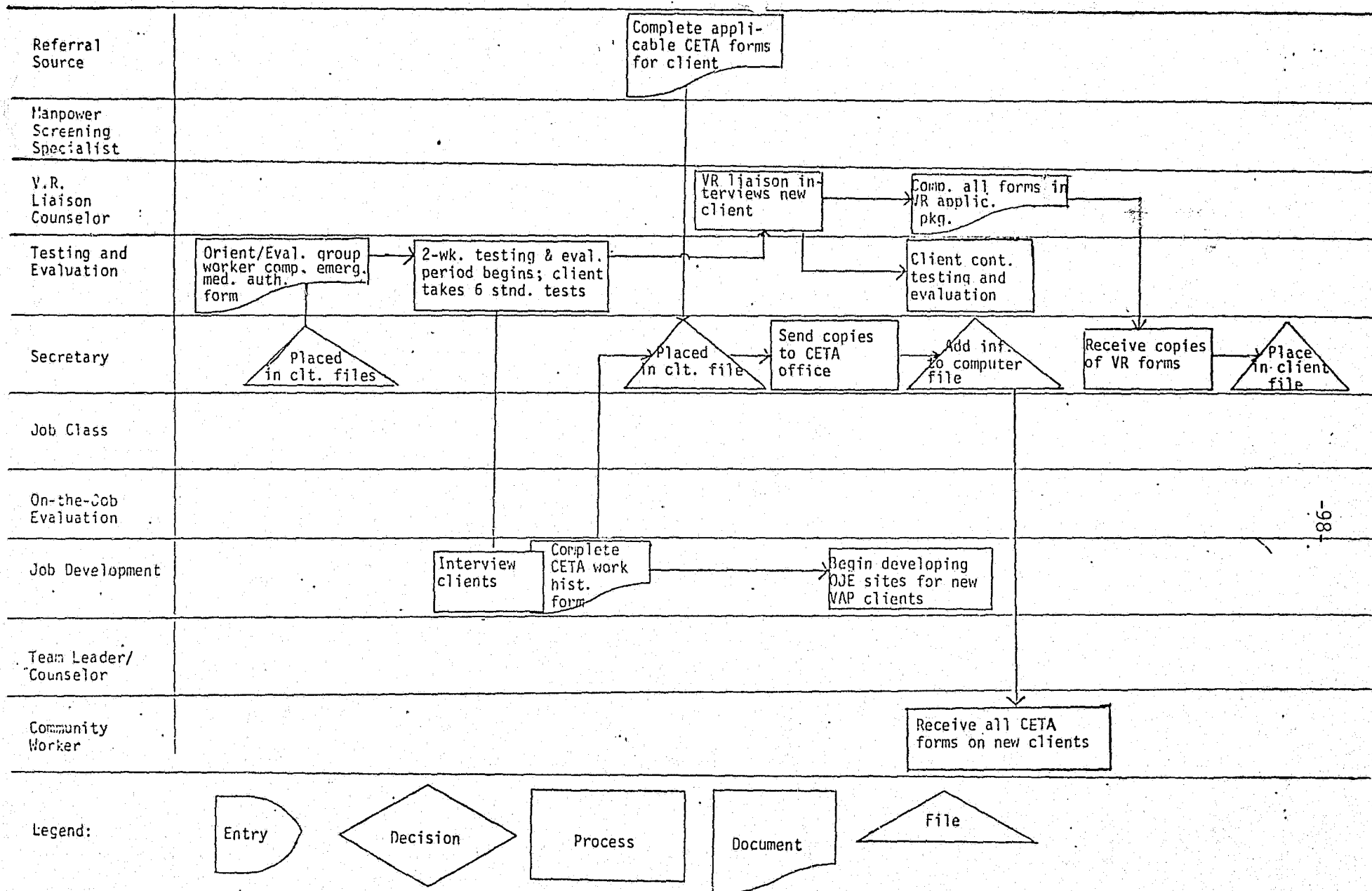


Figure 1 cont.: VAP Client Flow—Testing and Evaluation

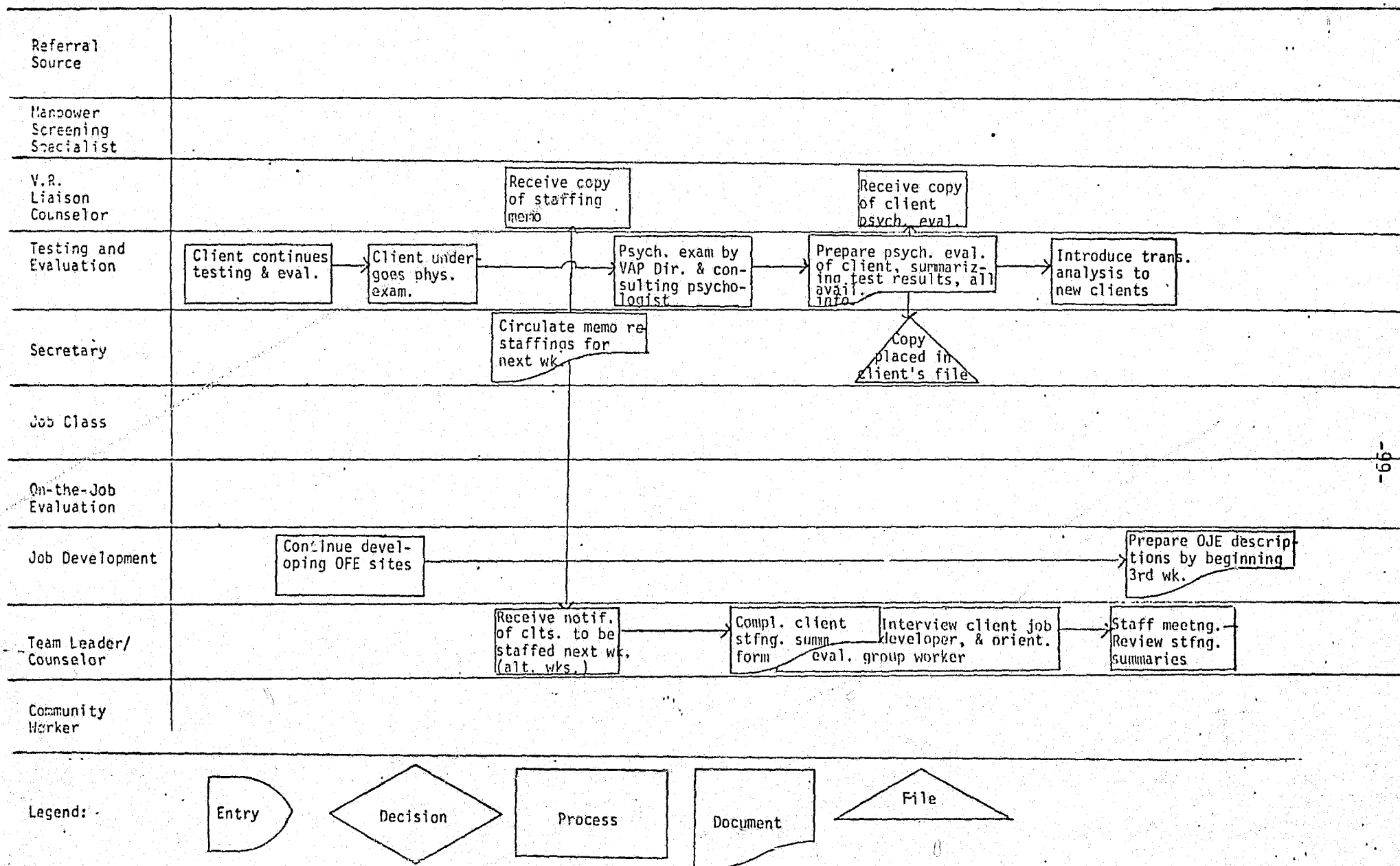
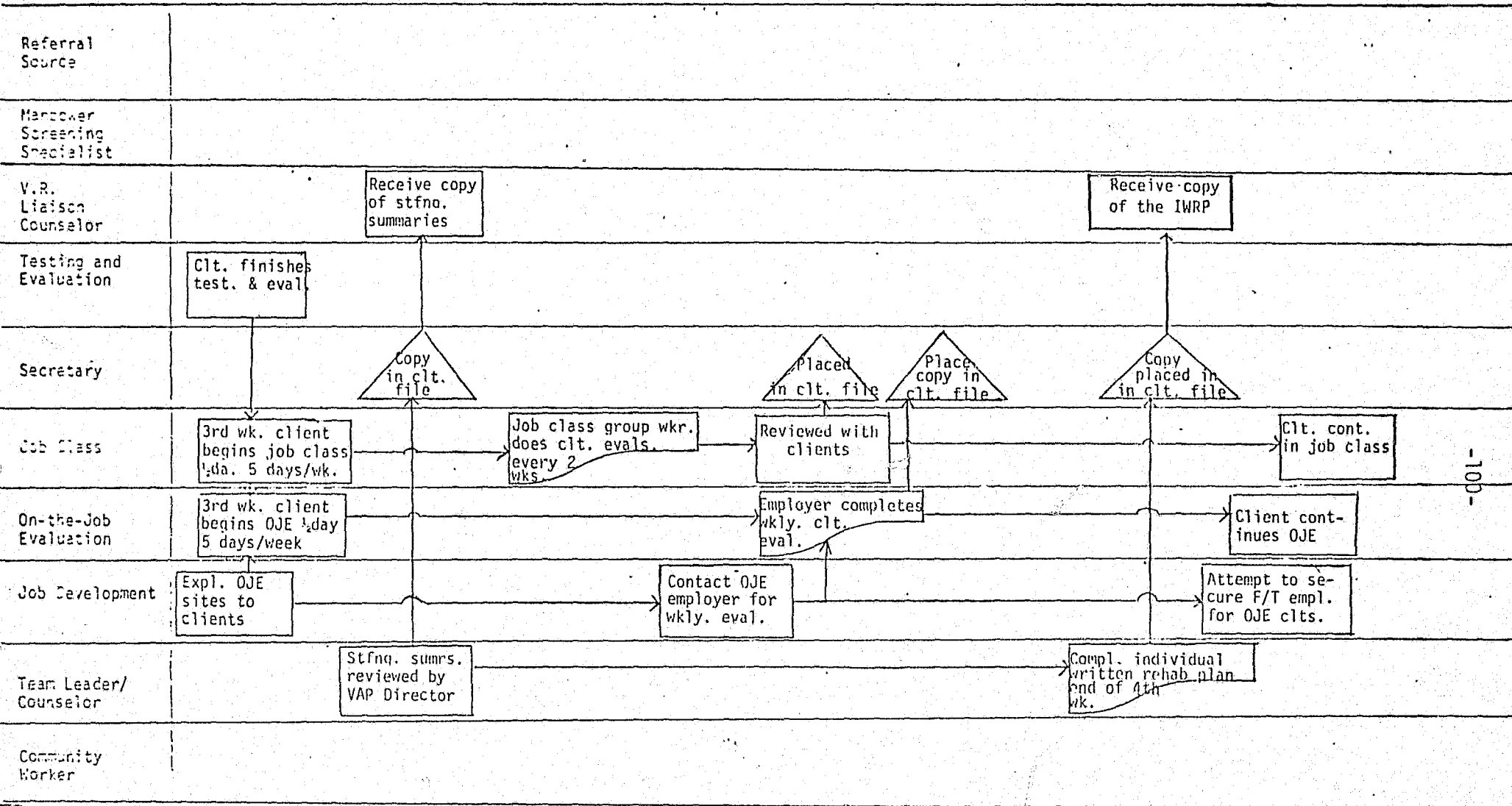


Figure 1 cont.: VAP Client Flow from Testing and Evaluation to Job Class and On-the-Job Evaluation



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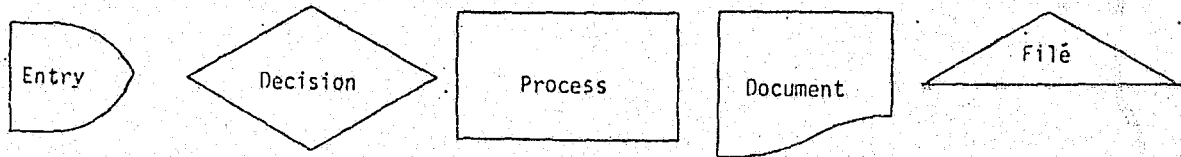


Figure 1 cont.: VAP Client Flow—Job Class, On-The-Job Evaluation and Job Development

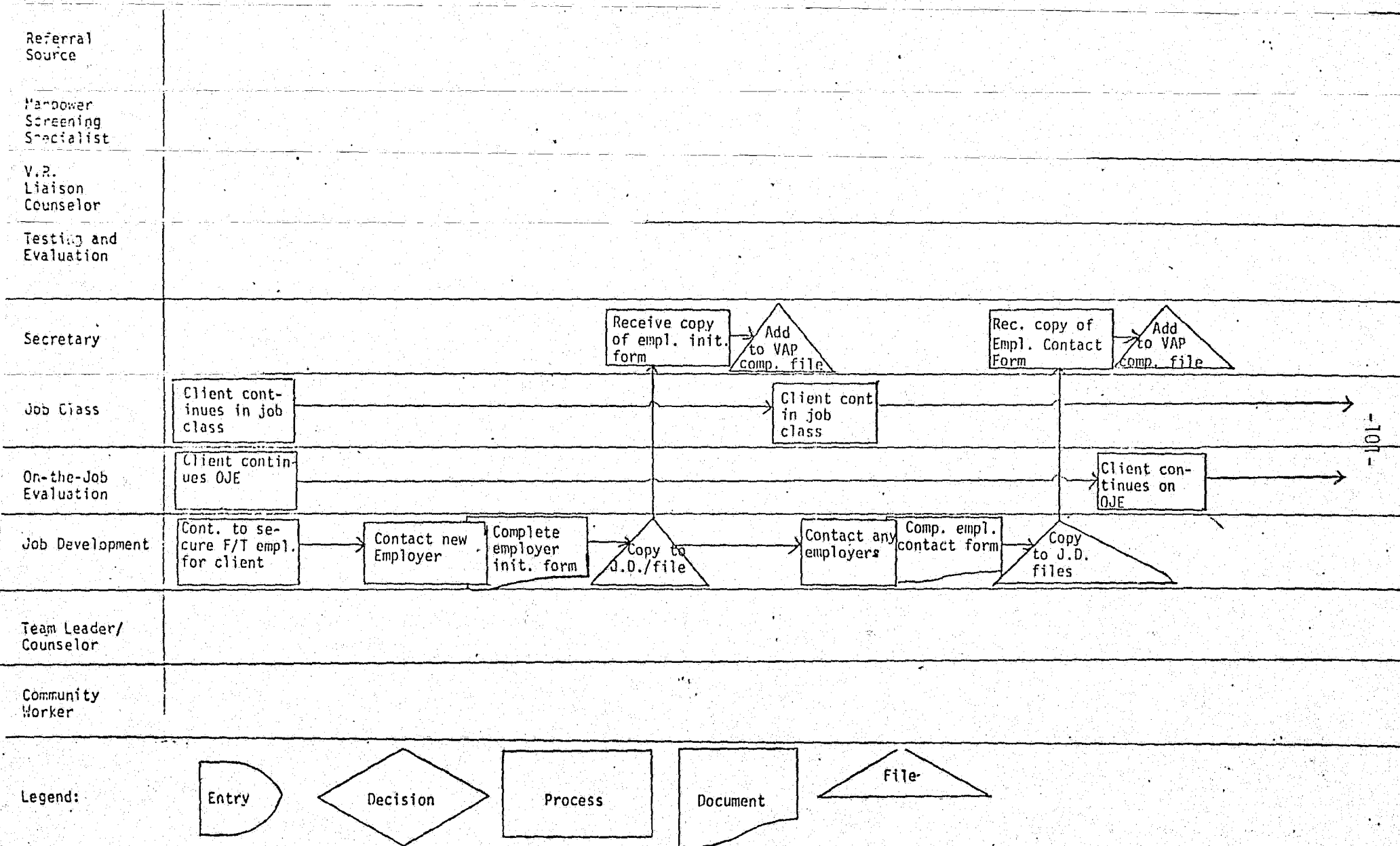


Figure 1 cont.: VAP Client Flow Job Class, On-the-Job Evaluation and Job Development

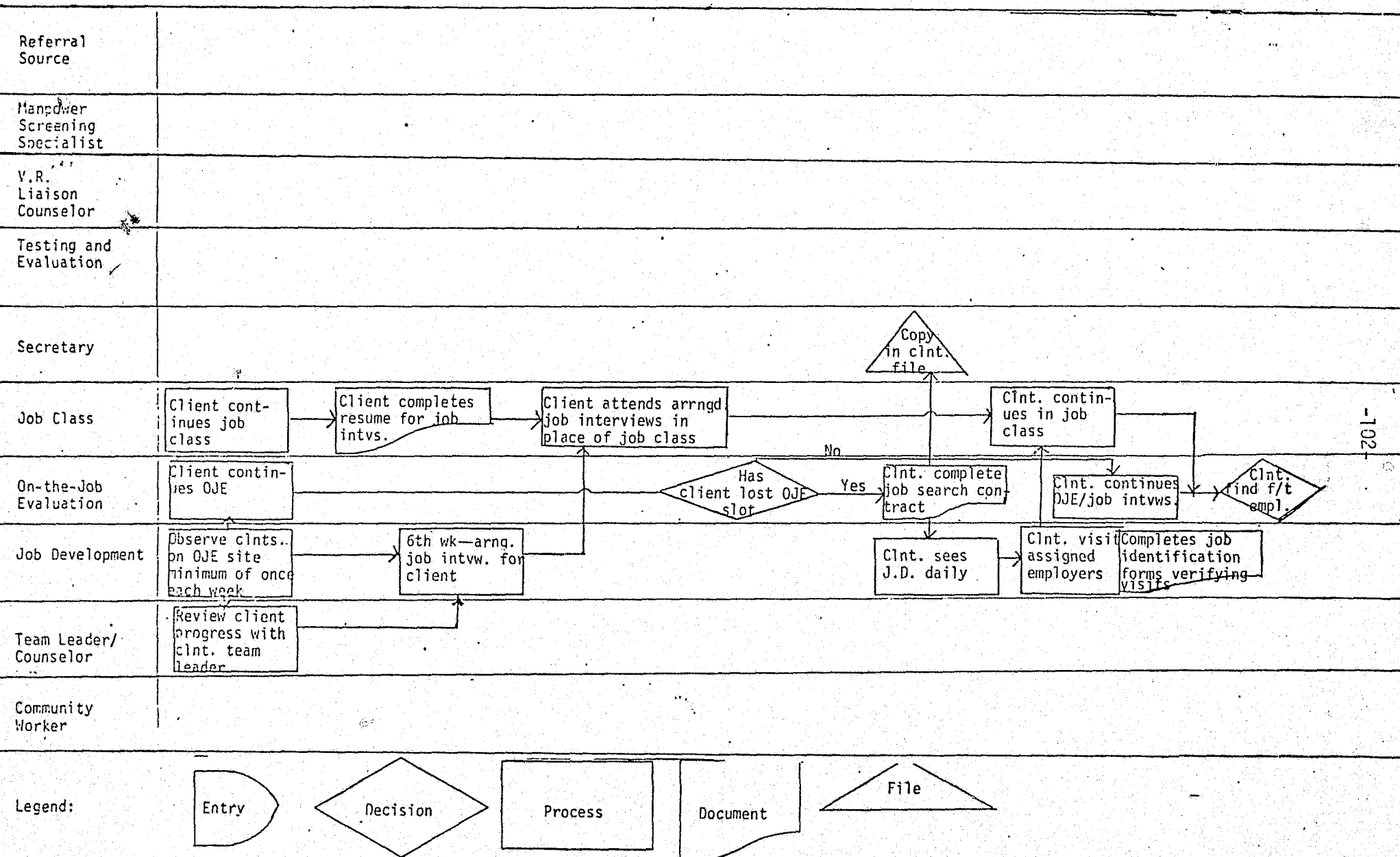


Figure 1 cont.: VAP Client Flow From Job Development to Job Placement and Follow-up

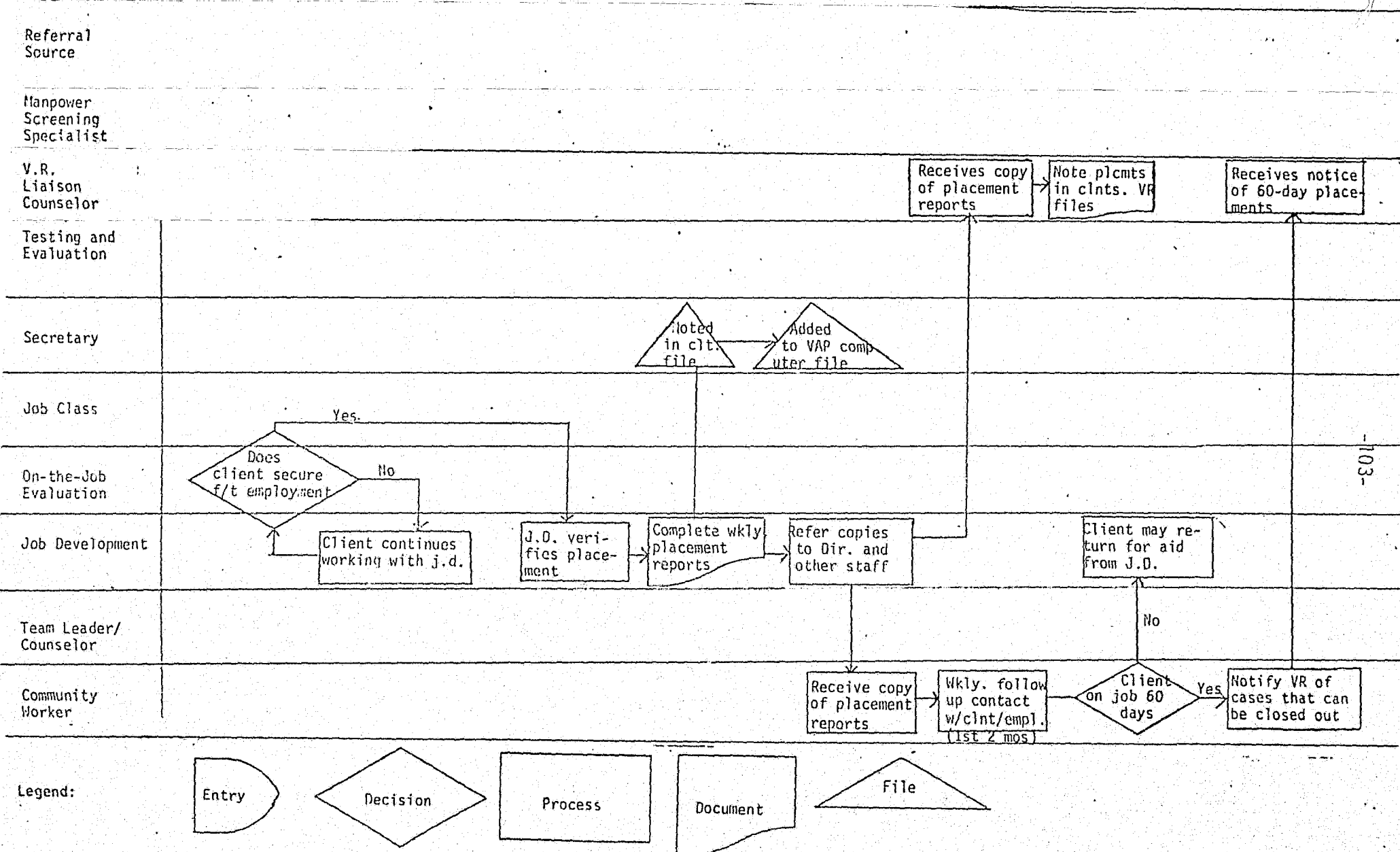
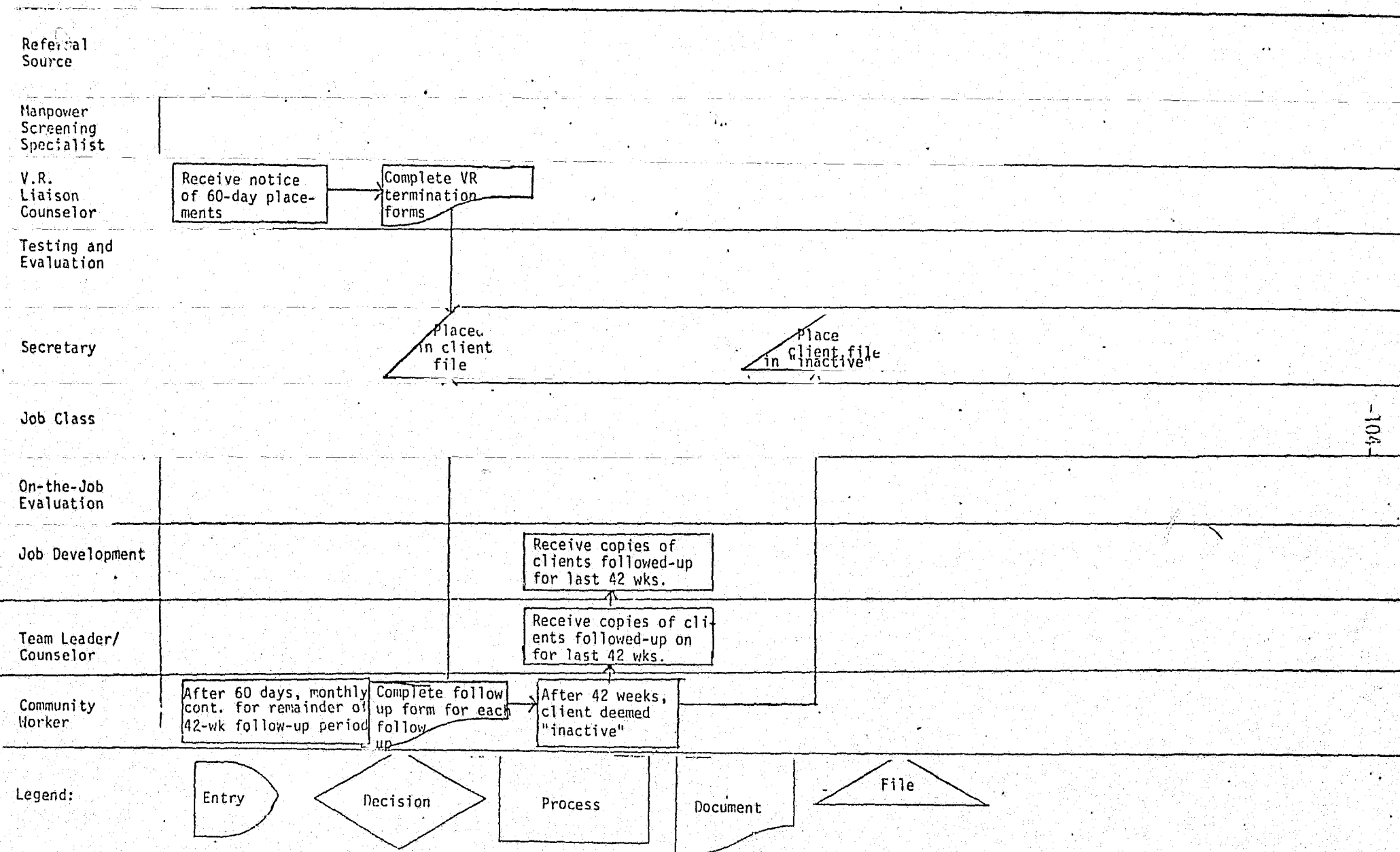


Figure 1 cont.: VAP Client Flow—Follow-Up



HELPING INDUSTRY RECRUIT EX-OFFENDERS (H.I.R.E.)

Minneapolis, Minnesota

HELPING INDUSTRY RECRUIT EX-OFFENDERS (H.I.R.E.)

I. Program Setting

A. Program History

Project HIRE began as an in-house program of the Honeywell Corporation of Minneapolis, Minnesota in 1968. At that time, Honeywell was taking a lead role in the Minneapolis area in hiring ex-offenders. However, Honeywell could not hire all the ex-offenders being referred to its personnel department. At approximately the same time, a group of ex-offenders from Stillwater State Prison were participating in a Federal New Careers Program. The local office in Minneapolis permitted them to attempt to start an employment program for ex-offenders. This group joined with Honeywell and they incorporated as a State-wide, non-profit agency to provide employment preparation, placement and follow-up services to ex-offenders.

For the first one-and-a-half years, the program was operated by ex-offender volunteers. With 1970 came the beginning of the recession, and many large corporations stopped hiring "disadvantaged" clients. Additionally, the Minnesota State Parole Board became disenchanted with volunteer programs. It felt such programs had too much staff turnover and not enough continuity. In early 1970, the New Careers Program was terminated. HIRE attempted to secure Federal Department of Labor money and private contributions, but none were forthcoming and the program temporarily disbanded.

In 1971, it began again as a pre-release employment program at three State institutions, limited to inmates with a reasonable chance for parole. HIRE staff developed a two-week program for inmates which concentrated on several areas:

- -communications,
- family relationships,
- financial management,
- education, and
- employment.

In June, 1972, the pre-release program was for the first time made available at the Minnesota Correctional Institution for Women. However, in July 1972 the pre-release aspect of the program terminated at the State prison. This event resulted when the prison was forced to alter its internal operations for security reasons and could not permit sufficient time for the in-prison aspect of HIRE's program to function. Additionally, HIRE staff were hampered by lack of classroom space in the institutions and there existed increasing coordination difficulties between HIRE and institutional staff.

The HIRE pre-release program was followed by a post-release component, established in 1973. Currently, HIRE operates post-release employment

programs for two local CETA prime sponsors, Ramsey County and the Urban Comprehensive Employment Training Consortium (Hennepin, Scott, Carver, Anoka and Washington counties). In 1975, HIRE was approached by the Minnesota Department of Corrections and asked to resume pre-release programming at a designated pre-release center of a minimum security institution. Since that time, HIRE staff at the pre-release center, together with pre-release center staff, have been offering a traditional course in "work orientation".

Beginning in October, 1976, HIRE will become an intake and assessment center for the Minneapolis Comprehensive Employment and Training Program (CETP). In this context, HIRE will be serving all disadvantaged clients. Because of this change, the program's name will become HIRED (Helping Industry Resolve Employment Disabilities).

B. Objectives and Program Emphasis

Since its inception, HIRE's primary goals have been to reduce recidivism and increase employment success for persons released from Minnesota adult correctional institutions. However, HIRE has also established a set of primary objectives by which program and staff performance is measured. These objectives are presented in Table 1 on the next page.

A management information system is used to measure the program's success in achieving each of these objectives. Data is obtained from clients, employers, and other sources by program staff, given appropriate weights, and compared to minimum, goal, and optimal program expectations. This process is further described in the section on data availability.

Table 1: HIRE Objectives

PRIMARY OBJECTIVES
1. Obtain stable employment ¹
2. Obtain job placement
3. Obtain other employment ²
4. Obtain manpower ³ and other services
5. Obtain other appropriate ⁴ community services
6. Obtain reasonable earnings
7. Minimize positive ⁵ program length
8. Minimize other ⁶ program length

DEFINITION OF TERMS:

1. Stable Employment: Employed on the 90th day following job entry on a full-time (30 hours or more per week), non-seasonal or temporary, unsubsidized job paying at least the minimum wage.
2. Other Employment: Employed in part-time (less than 30 hours per week) temporary or seasonal employment.
3. Manpower: Full-time participation in CETA or non-CETA training or employment programs or in the Armed Forces.
4. Appropriate: Based on special list of approved types of community service programs.
5. Positive Program Length: Any terminnee who obtains benefits 1, 2, 3, or 4.
6. Other Program Length: Terminees in any terminated category other than benefits 1, 2, 3, or 4.

C. Clientele

HIRE services are offered to people who meet eligibility requirements for either Ramsey County or the Urban Comprehensive Employment Training Consortium CETA programs. In the latter case, clients must reside within the consortium area (Hennepin, Scott, Carver, Anoka, and Washington counties) and be unemployed ex-offenders.

Table 2 indicates the number and sources of all referrals for the clients found eligible to receive intake services and who were terminated from the Consortium program during the period April 1, 1975 through February 29, 1976. Of the 811 referrals accepted into intake, approximately 49 per cent were under the legal supervisory jurisdiction of Hennepin County District Court, 46 per cent under the Minnesota Department of Corrections parole or work-release unit, and five per cent were from other jurisdictions.

Table 2: Referrals to HIRE,
Urban Comprehensive Employment
Training Consortium (April 1975-February 1976)

Referral Source	Number
Federal parole	0
State parole	165
Probation	402
Serve-outs, Federal prisons	0
Serve-outs, State prisons	0
Jails	0
Other community agencies	165
Walk-ins	66
Other (Describe)	13
TOTAL	811

Clients served by the Ramsey County HIRE program must reside within Ramsey County and be unemployed ex-offenders. Most referrals to the Ramsey County program come from State or county probation and State parole agents.

Hire clients' demographic characteristics are summarized in the tables below.

Table 3: Age

18-24 years	75 %
25-30 years	20 %
31-40 years	5 %
Older than 40 years	0 %
TOTAL	100 %

Table 4: Sex

Male	95 %
Female	5 %
TOTAL	100 %

Table 5: Race

White	60 %
Black	30 %
Chicano	0 %
Other:	
Native American	10 %
TOTAL	100 %

D. Funding

Project HIRE receives the majority of its money from the Urban Comprehensive Employment Training Consortium and the Ramsey County CETA prime sponsor. It also receives funds from the Governor's 4% CETA discretionary money. HIRE funding for the past two fiscal years is summarized in Table 6.

Table 6: HIRE Funding for Past Two Fiscal Years

Source of Funds	Amount	Time Period	
		Starting Date	End Date
Mn. Urban CETA Consortium	267,000	7/1/75	9/30/76
Ramsey County	44,534	11/1/76	12/31/76
Governor's CETA (pre-release program)	43,852	10/1/75	9/30/76
Dept. of Corrections, State of Mn.	6,266	7/1/75	6/30/76
Mn. Urban CETA Consortium	116,500	1/1/75	6/30/75
Hennepin County	30,000	7/1/74	12/31/74
State of Minnesota	40,000	7/1/74	12/31/74
Ramsey County	36,500	1/1/75	12/31/75
Contributions (est. 22K for yr. before)	9,190	7/1/75	6/30/76
Fees (est. 7K for yr. before)	7,944	7/1/75	6/30/76

E. Program Organization

In both CETA jurisdictions, HIRE's services are delivered to clients in three program phases. They are:

- employment and/or vocational training planning,
- job and/or vocational placement, and
- employment retention.

Intake technicians at both programs perform employability assessment; general counselors continue this process and in cases where clients are not job-ready, help them prepare for enrollment in a public or private vocational training program, and counselors at each site present a one-day course on

job-seeking skills. Additionally, a job development team works directly with companies in order to seek employment for HIRE clients.

After HIRE clients are placed in a job or vocational training program, HIRE emphasizes follow-up services to assist them in remaining employed or in the programs. Services provided include employment adjustment monitoring, money management and budgeting, personal and employment counseling, and employment upgrading at the request of clients.

In addition to general counselors, job developers, and intake technicians, HIRE staff includes clerical aides, instructors for the HIRE course at the Minneosta minimum security institution, a placement coordinator, an accountant, a program coordinator, and the executive director.

The executive director serves as the chief executive officer for the corporation. His responsibilities include recommending corporate policies to the HIRE Board of Directors, administering HIRE's overall programs and activities, preparing goals, objectives, and program strategies, representing HIRE in all business and legal matters, conducting research and evaluation of program effectiveness, and developing and implementing program personnel policies. The director also is responsible for maintaining effective communications with appropriate government agencies and developing program relationships with public and private employers.

The program coordinator is responsible for supervising all counseling functions, attempting to keep activities as consistent as possible across HIRE programs. The coordinator also generates all monthly program reports and maintains contact with contract administrators.

II. Client Flow

A. Entry

Approximately 36 public and private agencies refer clients to HIRE. The program does not usually serve walk-in clients; referrals must come from an organization within the 36-agency network. Service priority goes to those persons under some form of criminal justice system supervision. Clients referred from other community agencies but not under supervision are given services when "space is available."

Intake is performed by intake technicians at both the Minneapolis and Ramsey HIRE offices. Currently, HIRE performs intake on all clients who are referred by network organizations and who meet the appropriate CETA eligibility requirements. Intake is usually performed over the telephone, with contact being between the HIRE intake staff and the referring agency. The intake technicians will screen in persons residing in the appropriate geographical area, those on county probation, all persons over 18 years of age, State work-release candidates, State parolees and probationers, and, if staff is available, serve-outs from State prison.

The intake technicians will also contact non-eligible HIRE applicants and refer them to other appropriate public agencies. These may include the Department of Vocational Rehabilitation, the State Employment Agency, or the County Welfare Department. Ineligible applicants may also be referred to one of a number of private agencies listed in directories available to the intake technicians. Regular CETA intake forms, which differ from Ramsey County and the Consortium, are completed during the initial telephone conversation between the referring agency and HIRE intake staff. After the intake technician screens in an applicant and establishes a client file, an assessment interview is scheduled, the time of which is communicated to the client by the referral agency. The file is then put in the in-box of the counselor to which the client is assigned. Currently, staff assignments are made based on the size of the counselor's case load.

B. Intervention

Persons are never considered official HIRE clients until they appear for the assessment interview. At this time they complete a HIRE application which includes data on: personal history, employment interests, education, health status, military history, employment history, special skills and aptitudes, conviction record, and references.

The application includes an information release by which the client grants HIRE permission to secure and release employment-related information which may be needed for purposes of assisting the client in obtaining employment. It also allows HIRE to release the information for research purposes and permits employment-related information to be communicated between HIRE and the agency or program which referred the client. Signature on this release also gives the client the right to examine personal files maintained by HIRE which contain information about the client.

After the HIRE application is completed, the counselors and clients will consider: educational/training factors, previous employment, physical problems, job-seeking issues, work expectations, previous vocational experiences, client attitudes, and client needs. Counselors then schedule another interview with the client in order to pursue career and vocational goals.

Persons who appear at HIRE for initial assessment are not necessarily considered official CETA clients. According to counselor estimates, one of three persons appearing for initial assessment never return. This is largely due to the fact that often probation or parole officers "force" clients to go to HIRE, while the clients themselves have no real motivation. Those clients who have appeared for assessment but have not yet been formally enrolled in CETA are considered "pending" clients. Although CETA applications are initially filled out for these clients by the intake technicians, these applications are held in a pending file and not sent to the CETA administrative offices.

HIRE counselors often wait until after a client has appeared for several counseling appointments before officially completing and sending in CETA

intake forms. Counselors believe that a client's appearance for several appointments evidences sincerity and motivation. When counselors decide to enroll clients in CETA, they complete the application and refer it to the program coordinator. One copy remains in the HIRE active file and four copies are referred to CETA administrative offices. Counselors also keep a copy of the CETA intake form for each of their clients.

After determining client needs and problems, the counselor and client together attempt to establish a career plan. Initially, educational needs are assessed. If a client is not job-ready and needs educational services, the HIRE counselor attempts to refer the client to an appropriate educational agency. Often a client may be interested in a job, but not be job-ready. In these cases, the client is referred to the HIRE Job-Seeking Skills Class.

Job-Seeking Skills is an eight-hour course on the development of skills and attitudes appropriate for job seeking and interviewing. Topics covered include how to interview, how to develop and verbalize employable assets and explain possible liabilities and how to best use an employment application or resume. A typical schedule for the one-day class is presented in Table 7.

Table 7: Job-Seeking Skills Schedule

Time	Activity
9:00-9:10	<u>OPENING</u> Explanation of day's activities
9:10-9:45	FIRST TAPED SIMULATED JOB INTERVIEW
9:45-11:00	<u>MINUS/PLUS TAPE</u> View Minus/Plus interviews Discuss Minus/Plus interviews
11:00-11:45	REVIEW FIRST SIMULATED JOB INTERVIEW
11:45-12:00	DISCUSS WHAT EMPLOYERS LOOK FOR IN APPLICANTS
12:00-1:00	LUNCH BREAK
1:15-2:00	<u>ASSET REVIEW</u> Discussion of client assets
2:00-3:15	FILLING OUT APPLICATION FORMS
3:15-3:45	15 INTERVIEW SITUATIONS TAPE
3:45-4:10	SECOND TAPED SIMULATED JOB INTERVIEW
4:10-4:30	REVIEW SECOND TAPED INTERVIEW
4:30-4:40	CLOSE

Some HIRE counselors may not officially enroll clients in CETA until they have completed the Job-Seeking Skills Class and thus evidenced motivation for job placement. After the class counselors will continue to work with clients to establish realistic employment goals. The counselors may consult with a HIRE job developer to assess prospects in fields in which the clients are interested and may also register the clients with the State Employment Service's Job Bank. Alternative means of achieving the clients' objectives are considered, as are resources needed and time parameters. The counselors also consult with the agencies from which the clients were referred and together the clients and counselors prepare plans of services.

For those clients considered job-ready, counselors will consult with the job development team at the HIRE offices. Job developers do not have responsibility for client case loads. Rather, they devote all their time to establishing and maintaining contacts with area employers and to discovering available job openings.

The HIRE job development unit maintains contact with approximately 600 employers in the area. Each Monday morning, job developers telephone approximately 200 companies soliciting available job openings. These openings are then listed and distributed to all HIRE counselors. When counselors express an interest in one or more openings for their clients, the job developers telephone the employer to set up an appointment.

In addition to seeking individual openings for HIRE clients, the job developers attempt to establish contact with new companies. Whenever a new company is contacted, job developers complete a Correctional Job Pool (CJP) Employer Characteristics Profile form. This form lists the employer's name and address, descriptions of company products, types of jobs normally available and suitable for ex-offenders, and personal contact information. Additionally, the contact person at the company is interviewed regarding company policies and experiences with ex-offenders. Subjects covered include personal interest in ex-offenders, transportation available or required, whether on-the-job training contracts will be considered, the tools or equipment required, testing requirements, job upgrading or promotional possibilities, and social services available to employees.

Job developers also complete a D.O.T. occupational areas form for each employer contacted. This form categorizes employment opportunities by nine occupational areas:

- Professional, technical, managerial
- Clerical and sales occupations
- Service occupations
- Farming, fishery, forestry and related
- Processing occupations
- Machine trade occupations

- Benchwork occupations
- Structural work occupations
- Miscellaneous occupational areas.

These occupational areas are then classified by job developers according to skill level, experience required, education required, and hourly wage. General comments are also included on the form. Both the Correctional Job Pool form and the occupational areas form are used by all job developers in the course of their job developing activities.

After a client is referred to job interviews, the counselor will follow up with both the employer and the client to assess the results. If the client is not hired for the position, the client and counselor consider the employer feedback and reconsider their priorities. They continue to work with the job development unit in efforts to achieve placement.

Whenever HIRE clients who have been enrolled in CETA achieve job placement (or change jobs, change vocational training resources, or secure placement in any new activity), their counselor fills out a CETA status change form. This form is then referred to the HIRE program coordinator, who makes the appropriate changes in the HIRE client file and refers copies of the client status change form to the CETA offices. If the client does successfully secure a job, the client and counselor then establish follow-up procedures.

C. Follow-up

The follow-up plan is confirmed with the client, the employer, or the educational/vocational source to which the client has been referred. Additionally, as soon as a client obtains a job through HIRE, confirmation letters are sent to the agency from which the client has been referred. Specific follow-up forms are utilized for contacts with the employer and with the client. Follow-up is performed once a week for the first month the client is employed, twice a week the second month, and once the third month.

After ninety days, clients are supposed to be terminated from CETA active status. However, they can remain as HIRE clients indefinitely. When clients are terminated, counselors complete a CETA termination report which they give to the program coordinator, who then refers the appropriate number of copies to CETA and keeps a copy for the HIRE files. After clients are terminated, their files are moved to the HIRE inactive status file. Successful clients are sent a HIRE graduation certificate.

Ex-offenders desiring job upgrading or new jobs can reestablish contact with HIRE. At this time, they are considered new clients for purposes of HIRE and CETA recordkeeping. At such times, clients are usually assigned to their past counselor and together the counselor and client will review the client's updated career goals, employability skills, and experiences on the job or in vocational training, and work with the job development unit to find a new job.

D. Data Availability

Each HIRE program has established specific performance objectives. These objectives, outlined previously in this case study, are used to measure program and staff efficiency. The primary objectives, measures utilized, applicable program populations, times of measures, data sources, persons obtaining the data, program expectancies, and appropriate weights are presented in Table 8 on the following page.

Each HIRE staff member has corresponding performance objectives. Specific goals for each staff member and variances expected have been developed. Each staff member goal is weighed and individual goal expectancies set. Data is collected by the staff on their performance and referred to the program coordinator each month. Staff members are given a performance score; this score is totalled, and the sum of staff scores is termed "per cent of program operating efficiency." Staff scores in this evaluation system are used by the executive director in salary compensation decisions.

Staff are evaluated according to the following compensation policy:

- Accountability -- 70%
- Professional Relationships -- 20%
- Skill Development -- 10%

In addition to establishing an overall plan for evaluating staff and program efficiency, HIRE has established an ongoing research and evaluation program in order to chart the characteristics of the clientele served and determine the effectiveness of the program. The data analysis and evaluation segments have been subcontracted to the research division of Correctional Service of Minnesota (CSM), a Statewide, non-profit United Way Agency. The basic objectives of these evaluations have been to test HIRE's effectiveness in reducing recidivism rates and in increasing employment success of offenders released from State adult correctional institutions.

The most recent report prepared by CSM was released in July, 1976. It reports the results of a three-month follow-up of clients served by HIRE under the Urban Comprehensive Employment Training Consortium contract.

Follow-up interviews were completed with 457 of the 475 clients positively terminated by HIRE in the period between April 1, 1975 and February 29, 1976. Ninety days after their termination date, 64.2% of the clients were either employed or attending school. Just over one-third of the clients were employed in the same job they obtained at the time of their termination. Additionally, the wages of the clients in the follow-up group increased sixteen cents on the average during the 90-day period. Eighty-six per cent of the clients interviewed felt that the HIRE services were helpful to them. The correctional service concluded, in the context of this three-month study, that generally speaking, HIRE seems to have improved the employment situation of the vast majority of its clients.

Table 8: Performance Objectives

PRIMARY OBJECTIVES	MEASURES	APPLIED TO	TIME OF MEASURE	DATA SOURCE	OBTAINED BY	EXPECTANCIES			WEIGHT
						Minimum	Goal	Optimal	
1. Obtain stable employment ¹	% of terminees ⁷ who maintain employment for 90 days	All terminees	Following CETA termination and at H.I.R.E. termination	Employers, terminees, Parole Agent or Probation officer	Counselors	45%	55%	65%	40
2. Obtain job placement	% of terminees who only obtain a job	All terminees	At H.I.R.E. and CETA termination	Employers, terminees, Parole Agent or Probation officer	Counselors	15%	10%	5%	5
3. Obtain other employment ²	% of terminees who only obtain part-time, seasonal or temporary employment	All terminees	At H.I.R.E. and CETA termination	Employers, terminees, Parole Agent or Probation officer	Counselors	8%	5%	2%	5
4. Obtain manpower ³ and other services.	% of terminees who are accepted for other manpower services and the Armed Forces	All terminees	At H.I.R.E. termination	From that program source	Counselors	2%	5%	10%	10
5. Obtain other appropriate ⁴ community services	% of all negative ⁸ terminees who are accepted for community services	All negative terminees	At H.I.R.E. termination	Terminees on community resource	Counselors	30%	50%	65%	5
6. Obtain reasonable earnings.	Hourly wage	All terminees obtaining Objective One	On the 90th day of employment	Employers or terminees	Counselors	\$2.95	\$3.35	\$3.60	15
7. Minimize positive ⁵ program length	Average # of program days ⁹ (from enrollment to termination or acceptance for training)	All positive terminees	At H.I.R.E. termination	Program record	Counselors	80	70	60	10
8. Minimize other ⁶ program length		All other terminees	At H.I.R.E. termination	Program record	Counselors	60	50	40	10

DEFINITION OF TERMS:

1. Stable Employment: Employed on the 90th day following job entry on a full-time (30 hours or more per week), non-seasonal or temporary, unsubsidized job paying at least the minimum wage.
2. Other Employment: Terminated in part-time (less than 30 hours per week) temporary or seasonal employment.
3. Manpower: Full-time participation in CETA or non-CETA training or employment programs or in the Armed Forces.
4. Appropriate: Based on special list of approved types of community service programs.
5. Positive program length: Any terminee who obtains benefits 1, 2, 3, or 4.
6. Other program length: Terminees in any other terminated category other than benefits 1, 2, 3, or 4.
7. Terminees: An enrollee who has either achieved the highest level of benefits felt possible (benefits 1, 2, 3, or 4) or an enrollee who has been in the program over 90 days but has not entered a benefit category or who has been otherwise terminated from services provided by the program. Enrollees in individual slotting supervised by H.I.R.E. are not considered terminees.
8. Negative Terminees: Those clients who did not obtain a major program benefit at termination (benefits 1, 2, 3, or 4)
9. Program Days: Number of calendar days from enrollment to termination with the exception of benefit 1 which is measured at job placement rather than after 90 days of employment.

CLIENT CHARACTERISTICS:

1. Prior work history
2. Occupational Skill Level
3. Prior Educational History
4. Ethnic Background
5. Legal Jurisdiction
6. Type of Conviction
7. Length of Time Served
8. Number of Times Institutionalized
9. Types of Offenses
10. Number of Offenses
11. Length of Sentence
12. Existence of a Juvenile Record

SUPPLEMENTALS:

1. Cost/90 job completors (Benefit number one)
2. Cost/program benefit (Program benefit: terminees who obtain any benefit category one through four)
3. Graduate rate of enrollees supervised by H.I.R.E.
4. Training related employment
5. Wages for terminees in benefits 2 and 3.
6. Yearly recidivism rate
7. Loss rate between placement and termination in stable employment
8. % of program capacity used
9. Program length by various classes of benefits (one through four)
10. % of referrals accepted by H.I.R.E.
11. % of referrals rejected by other CETA programs
12. Number of enrollees entering individual slotting programs supervised by H.I.R.E.

The research survey also measured the extent of recidivism on the part of the clients following their participation in the HIRE program. A 10% sample of clients was chosen from among the 475 positive terminees and the 336 non-positively terminated clients. For each of these groups data on illegal activity was collected from court records for a six-month period following the clients' involvement with HIRE.

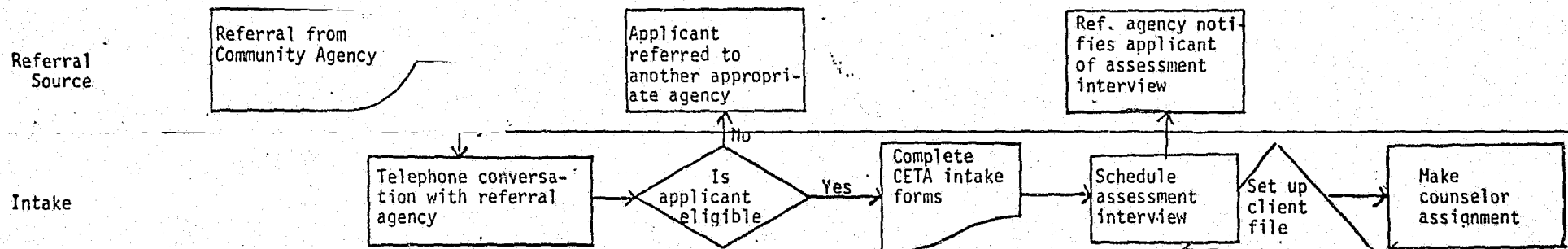
A specific recidivism index was utilized to gauge illegal activity during the six-month follow-up period. The index is a modification of other indices developed by the Governor's Commission on Crime Prevention and Control and the Erickson-Moberg Recidivism Index on Crime. A client with no convictions or with convictions or admissions only of traffic offenses or petty misdemeanors is regarded as a success. Clients in any of the other circumstances are regarded as failures on the recidivism scale. If a client has multiple offenses, he or she is placed on the scale according to the most serious offense. The scale used is presented below in Table 9.

Table 9: Recidivism Scale

1. No new convictions or revocations.
2. Conviction for, or admission of, a traffic offense or a petty misdemeanor only.
3. Awaiting trial on a misdemeanor charge.
4. Conviction for, or admission of, a misdemeanor.
5. Awaiting trial on a new gross misdemeanor/felony charge.
6. Reimprisoned in workhouse or State institution for new misdemeanor.
7. Conviction for, or admission of, a new gross misdemeanor or felony.
8. Reimprisoned in workhouse or State institution for a new felony.

One problem associated with the recidivism information was its incompleteness. No systematic attempt was made to gather information on clients' criminal activity prior to involvement with HIRE, and no data was available on clients' previous criminal records: juvenile offenses, prior misdemeanor charges, or prior felony charges. Thus, the value of the recidivism measure was qualified. Nevertheless, from the information that was obtained, researchers concluded that those HIRE clients who were placed in a job upon termination from the program were, for the six months at least, less likely to be involved in criminal activity than those who were not positively terminated from the program.

Figure 1 : HIRE Client Flow from Entry to Counselor Assignment



Counseling

Program Coordinator

Job-Seeking Skills

Job Development

Legend:

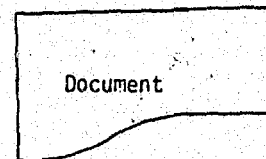
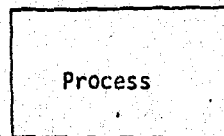
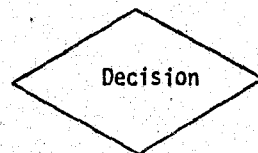
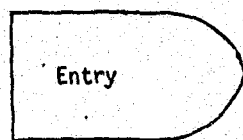


Figure 1 cont.: HIRE Client Flow from Counselor Assignment to Intake

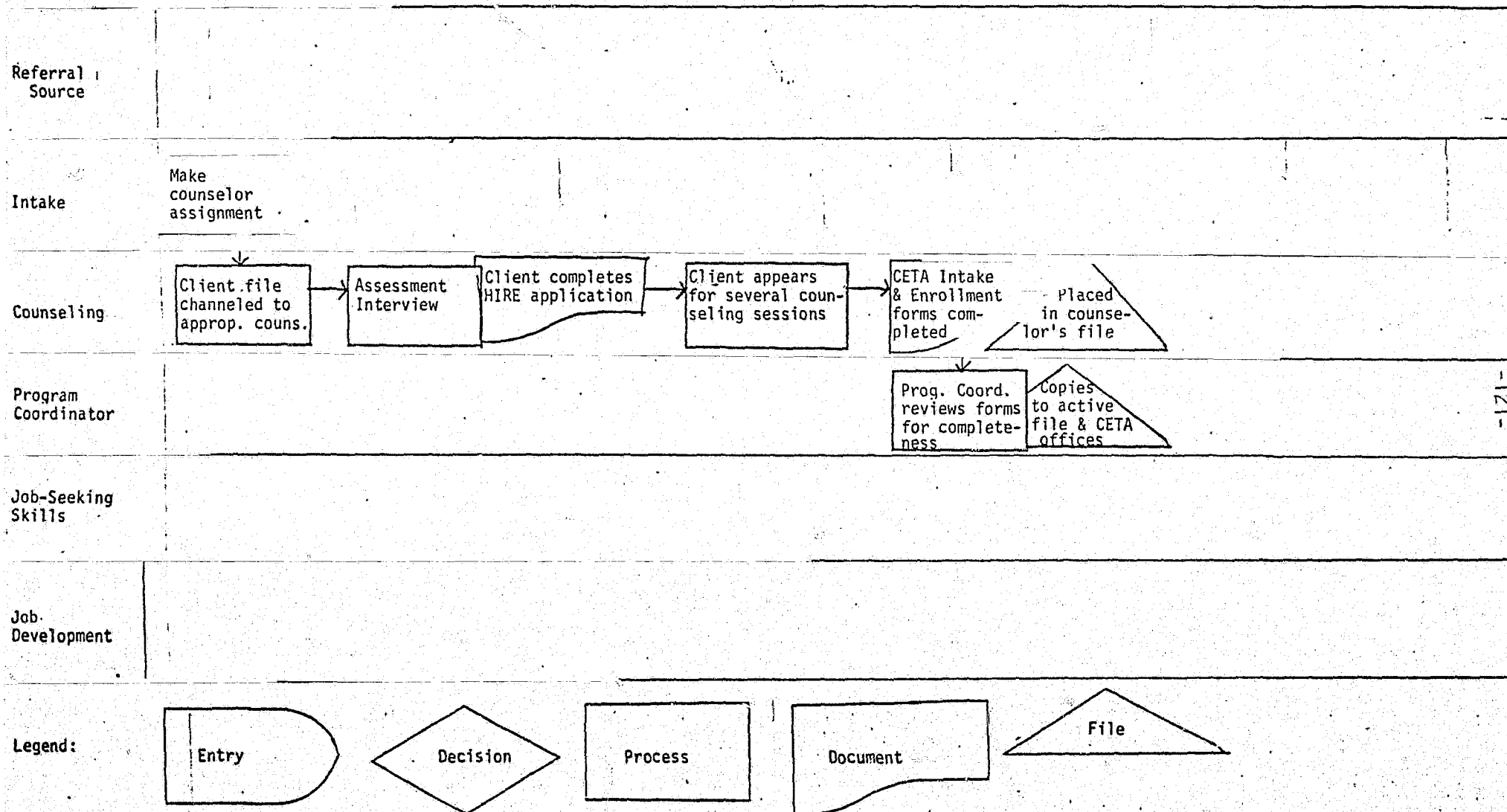


Figure 1 cont.: HIRE Client Flow from Intake to Job Development

Referral
Source

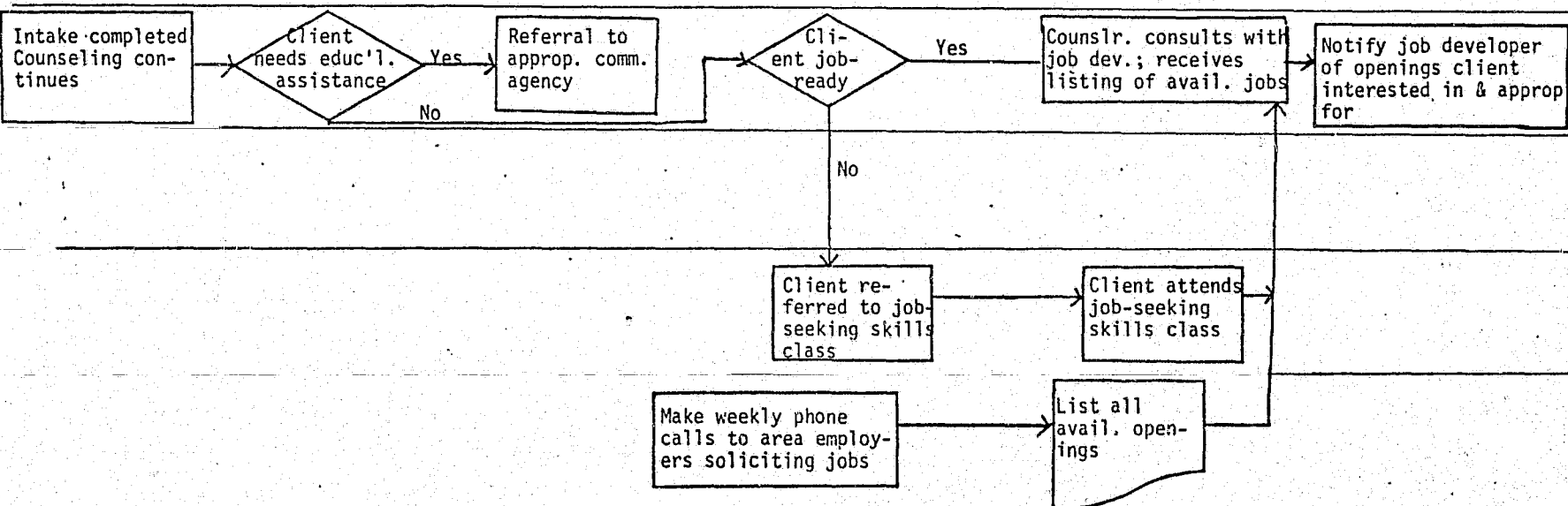
Intake

Counseling

Program
Coordinator

Job-Seeking
Skills

Job
Development



Legend:

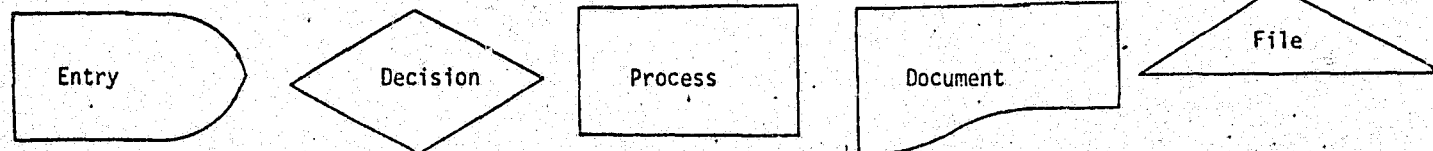


Figure 1 cont.: HIRE Client Flow from Job Development to Placement

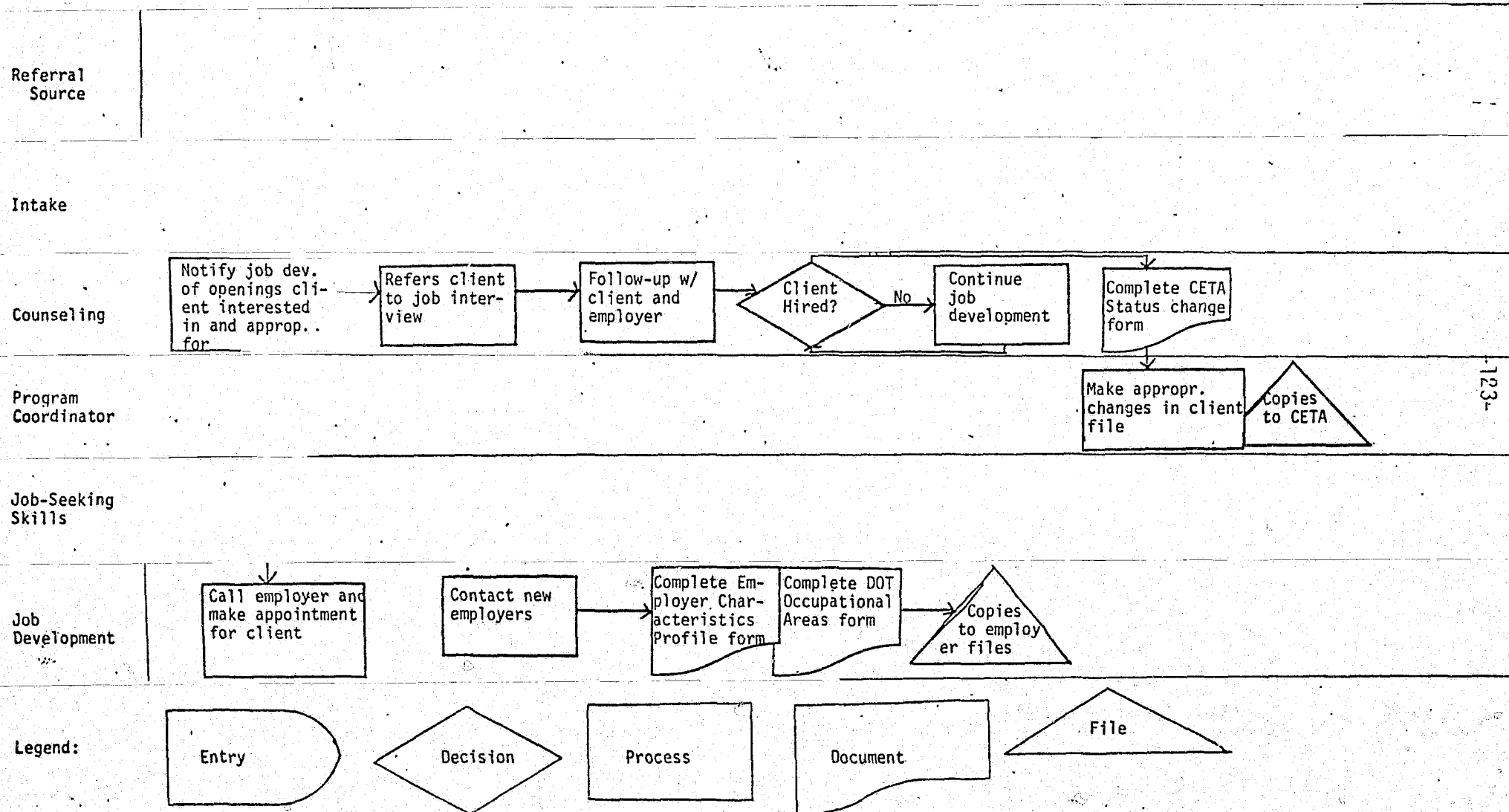
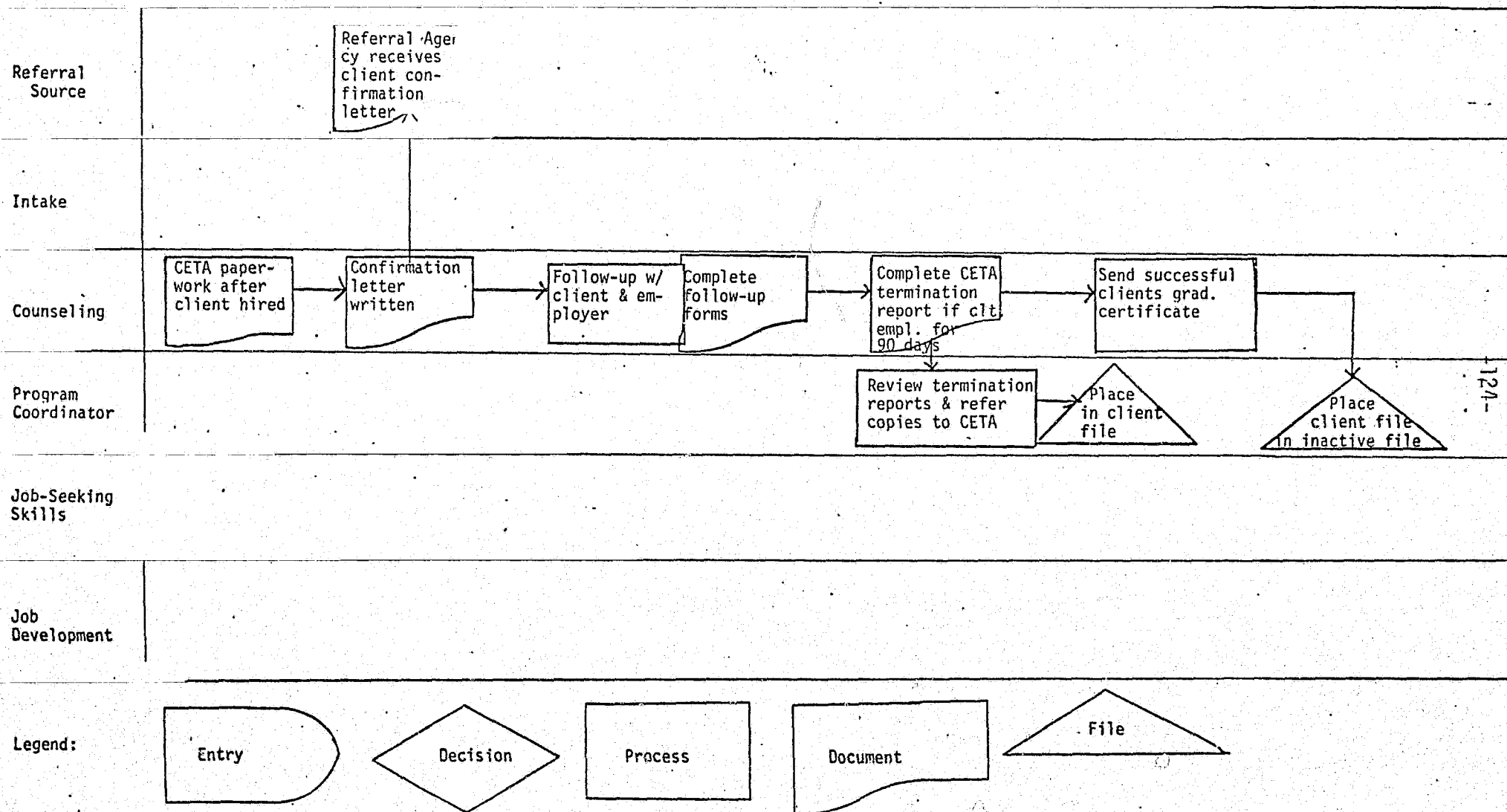


Figure 1 cont.: HIRE Client Flow from Job Placement to Termination



PROJECT NEWGATE

Minneapolis, Minnesota

PROJECT NEWGATE

I. Program Setting

A. Program History

In the years 1967 through 1969, the Office of Economic Opportunity began funding educational projects for offenders and ex-offenders in Kentucky, Oregon, New Mexico, Ohio, Colorado, and Minnesota. These were Upward Bound projects structured to provide educational services in correctional institutions and at local colleges. The Minnesota program began in 1969. Three years later, funding was appropriated by the State Corrections Department and the Law Enforcement Assistance Administration.

The Minnesota Program, called Newgate, began at the St. Paul Reformatory. On August 1, 1969, the University of Minnesota classes were begun in Minnesota correctional institutions, taught by St. Cloud state instructors. In 1970, Newgate began providing services to persons being released from Minnesota correctional institutions and desiring educational services at the University of Minnesota. At that time, Newgate students lived in dormitories at the university. In September, 1971, Newgate opened its first community residence on the University of Minnesota campus. As time passed, program staff realized the need for specialized services and treatment for specific types of Newgate students or prison releasees. In October, 1974, Newgate started both a vocational program for men and a women's residential program in Minneapolis and St. Paul. Since that time, Newgate has also established a program specifically for juveniles.

B. Objectives and Program Emphasis

Although each Newgate program varies somewhat in terms of operating procedures, all are based on a similar philosophy, structure and format. The objectives of the program are to help ex-offenders make a successful transition from prison or probation to life in the community through:

- career path planning;
- positive peer culture; and
- positive program support.

Each Newgate resident is required to construct both short range and long range career plans, which usually include educational, vocational or technical, or on-the-job training desires. The Newgate Field Services Unit assists each of the participants to establish an independent community placement, in education, employment, or other full time activity upon leaving the Newgate program.

The most important aspect of the Newgate Program is positive peer culture. Each residential facility, and the Newgate component operating in the institutions, uses a group model to develop positive, helping client attitudes in a supportive atmosphere. The objective is to allow each participant to be partially responsible for the success or failure of other participants. The positive peer culture is established primarily

through 1½ hour group sessions which meet four times weekly.

Newgate staff, including house managers and group leaders, serve primarily to direct group sessions and to provide continuing support to participants while they reside in the Newgate houses. However, staff tries as much as possible to let the residents themselves operate the program.

C. Clientele

Newgate clients are referred from a variety of facilities and agencies. Most clients are on either county probation or State parole. The program referrals for the month of July, 1976, are summarized in the table below:

Table 1: Newgate Referrals for July, 1976	
<u>Referral Source</u>	<u>No. Referred</u>
Federal parole	0
State parole	6
Probation	9
Serve-outs, Federal Prisons	0
Serve-outs, State prisons	0
Jails	4
Other community agencies	0
Walk-ins	0
Other (Describe)	0
Total	19

The demographic characteristics of Newgate clients vary from program to program. For example, the average age of participants in the Newgate college program is 23, while vocational program residents average 21 years of age. One notable characteristic of the overall client population is the fact that 20% of program clients are American Indians. Minnesota has an extensive native American population, and this is reflected in the State prisons and correctional facilities. As a result, many Newgate clients possess Indian backgrounds.

Newgate does not utilize any rigid criteria for acceptance into the various program components. However, each program maintains general criteria for possible acceptance. For example, the vocational program has the following criteria:

- Since the program is a six-month residential one, it is necessary that potential client's offenses will incur a minimum six-month incarceration.
- Male - 18 to 27 years, but somewhat flexible.
- Potential clients should have either a high school diploma or a GED certification because of usual vocational-technical requirements.
- The program generally prefers single people. It will consider married clients who are willing to reside at the house for a six-month period and who will not thereby create a financial or social hardship on their families.
- Potential clients should not have had an extensive history of running or escape behavior within the past three years.
- Potential candidates must express a desire to attend and they must have a tested ability to undertake technical-vocational training.

D. Funding

Newgate Education and Research Center, Inc., a non-profit educational corporation, is administratively responsible for all non-university programs including the Newgate Women's Program, Newgate Vocational-Technical Program, and the Newgate Juvenile Program. The corporation received funding for the past two fiscal years in the amounts and from the agencies specified below.

<u>Table 2: Newgate Funding for Past Two Fiscal Years</u>			
<u>Source of Funds</u>	<u>Amount</u>	<u>Time Period</u>	
		<u>Start Date</u>	<u>End Date</u>
Hennepin County	100,000	January	January
Ramsey County	165,000	July	July
LEAA	124,000	May 26	May 26
Federal Bureau of Prisons	90,000	July	July
Department of Corrections	204,000	July	July
Other Counties	50,000	July	July

The University of Minnesota Newgate Programs, including the institutional programs at the State Reformatory for Men and the Minnesota Metropolitan Training Center and the Newgate Community Program on the University of Minnesota campus are administered through the Office of Delinquency Control and Continuing Education and Extension, the University of Minnesota. Tuition and fees are covered by an agreement with the State of Minnesota.

Agencies referring clients to Newgate pay the program on a per diem basis. These costs are partially reflected in Table 2 on the previous page.

E. Program Organization

There are seven components of Project Newgate, each of which is summarized below.

Phase I Newgate, Minnesota Metropolitan Training Center

This component, sponsored by the University of Minnesota, offers a treatment model with higher education as its primary objective. The program is designed for offenders placed on a minimum security status from the State Reformatory, the Minnesota State Prison and the Minnesota State Women's Institution who have the potential to pursue post-secondary education. Like other Newgate programs, it provides a supervised structure which attempts to provide through a peer group process new attitudes of personal responsibility. Individuals who complete Phase I of the program may be eligible for transfer to the community phase of Newgate when they are paroled. Counseling assistance with educational program selection is provided to clients not only by Newgate staff, but also by university counseling personnel.

Phase I Newgate, Minnesota State Reformatory

This component, located in the St. Cloud Reformatory, is also sponsored by the University of Minnesota with higher education as its primary goal. Newgate groups, based on the program's positive peer culture method, meet in 1½ hour sessions on a periodic basis. A full time caseload is offered each quarter through the cooperation of the university, and tuition and fees are covered by an agreement with the State. Counseling is provided by Newgate staff and university faculty, and books and other essential student supplies are supplied by the university. The program is located on the third floor of the education wing of the reformatory and is designed for felons committed to the State Department of Corrections who have the potential for college education.

Newgate Field Services

The Newgate Field Services Unit offers a variety of services to clients and program staff. These include:

- Program referral supervision - Field Services representatives keep in continuing contact with area court services personnel, Federal correctional institutions, and county workhouse personnel to maintain on-going client referral sources for the program.

- Arranging and updating contracts - the Field Services Unit is directly responsible for negotiating and writing new contracts, or maintaining existing ones with current referral sources.
- Educational and vocational counseling referral - Field Services, through its vocational counselor, is responsible for aiding clients in the orientation and enrolling processes at public and private educational resources and the University of Minnesota. It also attempts to refer clients to area vocational schools and GED instructional programs. As time passes, the unit hopes to become more heavily involved in individualized job development and placement.
- Financial aids - The Field Services Unit assists Newgate clients in searching for grants and determining financial aids for which they may qualify.
- Employment and housing assistance - The Field Services Unit aids clients in obtaining appropriate employment and housing upon leaving the programs.
- Public relations - Field Services act as a liaison with the community for Newgate and disseminates information about Newgate to various community, State and Federal agencies.

Men's Vocational Newgate

This component offers a six to seven month residential treatment program with vocational education and on-the-job training emphasized. It is designed for felons and gross misdemeanants who have the potential to pursue a long range career plan. Like other Newgate components, the program operates with the Newgate positive peer culture method. Clients meet in 1½ hour sessions four times weekly to discuss common and individual problems and concerns. Additionally, 24 hour-per-day supervision is provided by Newgate staff. Counseling assistance with program selection is provided by staff in the Field Services Unit. The program provides participants with room and board, emergency health coverage, weekly stipends of \$15 until acquisition of a part-time job, clothing allowances when necessary, expenses for related medical problems, and assistance with housing and employment plans upon program completion. The cost-per-day-per-client is \$23.31, which does not reflect tuition and book costs of \$4.95 per day.

Project Newgate

This program component operates in essentially the same manner as the vocational men's program. However, the emphasis is not on vocational opportunities, but rather on higher education. While participating in the program, students' tuition and fees are covered by an agreement with the University of Minnesota

followed by tuition assistance based on individual need upon program completion. However, summer session classes are not covered under this agreement. Students receive educational counseling, room and board, health coverage, books and other essential supplies, and the other services usually received by the Newgate client. The cost per day averages \$21.89, which does not include fees and tuition costs at the University of Minnesota.

Newgate Juvenile Program

The Newgate Juvenile Program offers a four to nine month residential treatment program focusing on vocational education, college education and on-the-job training. Additionally, high school education and GED instruction is available to participants. The program, located on the University of Minnesota campus, is aimed at 16 to 18 year old male offenders. Characteristics of the program are similar to those described above for other Newgate components. Additionally, free tuition is provided by the State of Minnesota for all youths under the age of 21 in vocational schools. All residents are allotted a \$50 per week stipend and access to recreational facilities at the University of Minnesota. The cost per day is \$26.18.

Women's Newgate

Women's Newgate is a six to nine month residential treatment program for women, and children if any, who are interested in higher educational, vocational or technical training or on-the-job training. It again operates on the Newgate group model of positive peer culture with a structured living situation. Tuition and fees are covered by the University of Minnesota and educational counseling is available. An arrangement has been made with Control Data Corporation for an on-the-job training program for some women involved in the Newgate program. A unique aspect of this program is child care. A child care specialist operates an on-going service at the program. This component provides single women with double room occupancy and mothers with children have single rooms with facilities included for the children. The cost per day is \$24.69.

II. Client Flow

The process by which people are referred to Newgate, enter the program and participate is basically the same for all components. The flow chart presented below depicts this process in the men's vocational program. Highlights of the client flow are summarized below.

A. Entry

For persons being released from prison, contact with Newgate usually begins sometime prior to release. The contact may be with the Newgate Field Services Unit or the Newgate institutional components. Field Services staff regularly visit workhouses, prisons, jails and courts to interview prospective residents. The person is interviewed, background data is collected, and a program application is completed. The material is then placed in a file at the Field

Services Unit and reviewed by the group leader of the program in which the applicant has expressed interest. If the group leader believes the person to be a potentially acceptable resident he or she visits the client and explains the specific procedures, rules and regulations of the house. The final decision on whether or not releasees will be accepted into one of the Newgate community houses is the combined responsibility of a Field Services Unit representative, the appropriate group leader, and the house manager. When persons are accepted into Newgate, the personal background information is entered into the program's computerized file located at the University of Minnesota Computer Center by the Newgate Research and Evaluation Unit. Letters of acceptance are sent to all interested third parties, such as a judge, probation officer or parole officer, as well as to the applicant.

The Field Services Unit's vocational counselor visits still-incarcerated, prospective residents to arrange post-release vocational training, on-the-job training, or educational instruction. This early intervention often helps avoid long waiting periods after a person is released from prison or jail. The vocational counselor attempts to coordinate people's expected release dates with the starting date of available training opportunities.

The inmate completes a release of information form, which is placed in the person's file at the Newgate main office. The release form enables the Research and Evaluation Unit to contact the appropriate agency or person(s) in order to complete the Newgate research form, which contains a wide range of sociodemographic data. This data is then entered in the program's computer files.

B. Intervention

Each new resident participates in a 21-day planning period. This is divided into three one-week segments. The first week is largely devoted to the participant's getting familiar with the Newgate house and with new group members. The resident must receive a positive recommendation from all group members and the group leader, but the final approval is made by the house manager, before completing "first week" and proceeding into "second week status." During the second week of the planning period, the resident may become eligible for furlough with the recommendation of the group and the group leader. During the final week of this period, group members can go anywhere on their own, but must be back at the Newgate House by midnight. In order to be removed from the 21-day planning period, each group member must get the recommendation from other group members as well as the group leader, but final approval is again made by the house manager.

The focus of activity at the house is the four times weekly group meeting. Each meeting lasts for approximately 1½ hours, at the conclusion of which the group leader summarizes what has occurred for members of the group. Groups are usually composed of eight or nine members, and most houses operate two groups simultaneously.

A representative from the Field Services Unit works on a continuing basis with all Newgate residents in order to expedite their referral to vocational training, on-the-job training, vocational schools, or other educational programs. She relies primarily on the local CETA program and Vocational-Technical Instruction (VTI) schools.

Monthly progress reports are prepared by each house manager. They consist of an evaluation by the person's group, a self-evaluation by the resident, and an evaluation by the house manager. These reports are submitted to the agency which referred the client to Newgate, any agencies or programs in which the client is participating, and the Field Services Unit. Monthly evaluation forms are also sent by the house manager to supervisors at OJT, VTI, or educational programs in which residents are participating. Supervisors are asked to rate the person's performances in terms of attendance, attitude, performance, and present grade level. General comments are also requested. Research assistants at the Newgate Research and Evaluation Unit call each program component several times a week requesting updates on all current clients. If there has been any change in the client's correctional status, employment status, vocational program participation, or status within the program, a client's statistic change form is filled out and the client's computer file is appropriately updated. In this manner, Newgate maintains current files on each client participating in the program.

During the sixth month of a person's participation in the program, a final meeting is held with the resident's probation or parole officer. The resident should by this time be enrolled in on-the-job training, vocational training, or have a job and should have adequate financial assistance and means of transportation. Most spare time will be devoted to seeking satisfactory living arrangements.

When residents are about to complete their stay at Newgate, letters of successful completion are sent both to the Field Services Unit and the agency or person that referred the person to the program. On a resident's "graduation" date, client termination and release reports are prepared and sent by the House Manager to the Field Services Unit. Copies are placed in the person's file and the computerized file is appropriately updated.

C. Follow-Up

The Newgate Research and Evaluation Unit performs three-, six- and twelve-month follow-ups on all terminated clients. If clients cannot be contacted, the researchers attempt to contact probation or parole officers, family, or friends. The National Criminal Information Center (NCIC) is also used to determine client recidivism rates. If clients can be located, they are asked the same questions at each of the follow-up intervals. These pertain to marital status, schooling and education, employment and correctional status.

D. Data Availability

Project Newgate operates the previously mentioned Research and Evaluation Unit through the University of Minnesota. Newgate researchers have access to computers located in the university's computer training center. Special Newgate research offices are also located there.

Information is collected on Newgate clients at the time of intake, acceptance into the program, during program participation, and upon termination. At intake, 23 sociodemographic items describing the client are fed into the computer. Clients definitely accepted into the program are asked to fill out

a release form which enables Newgate researchers to collect a broad range of information concerning each client's background and characteristics.

This information consists of approximately 165 separate items of information on a client. It includes:

- Race,
- Sex,
- Intelligence estimate,
- Educational level,
- Vocational education,
- Client's primary occupational classification,
- Client's non-institutional employment history,
- Drug/alcohol problem,
- Marital status,
- Childhood living arrangements,
- Occupational classification of client's parents,
- Client siblings,
- Client relatives in penal institutions or arrested (ever),
- Current offense,
- Time spent in institution on last commitment,
- Juvenile record,
- Client institutional record,
- Institutional employment history, and
- Adult record.

Currently, the program's computerized system is used primarily to compile quarterly program reports, monthly reports for various funding sources, and weekly and monthly reports to the Newgate central offices. The research team is planning to utilize the system to conduct evaluations of the various Newgate components at a later date.

Figure 1 : Project Newgate Client Flow-Entry

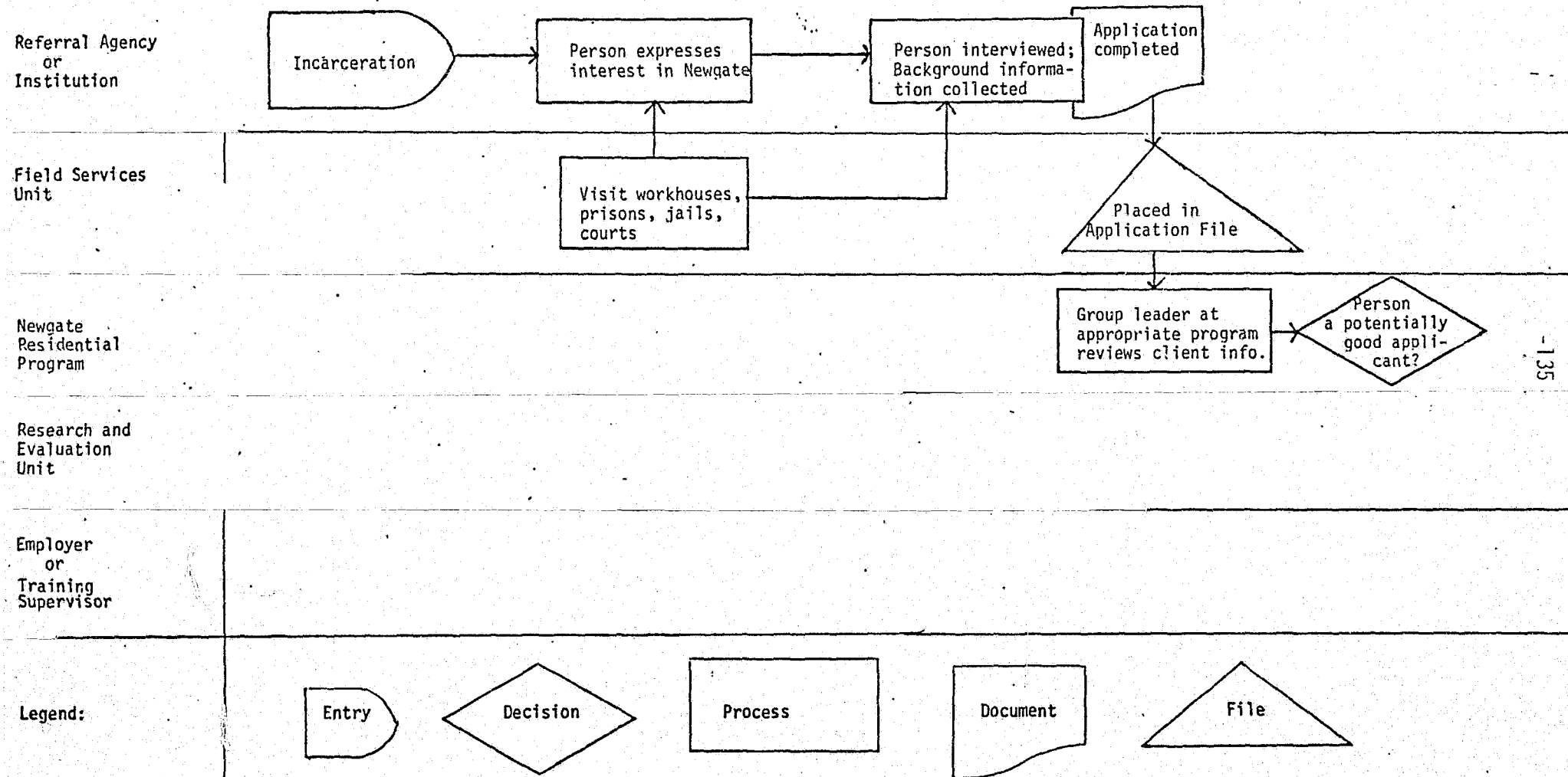
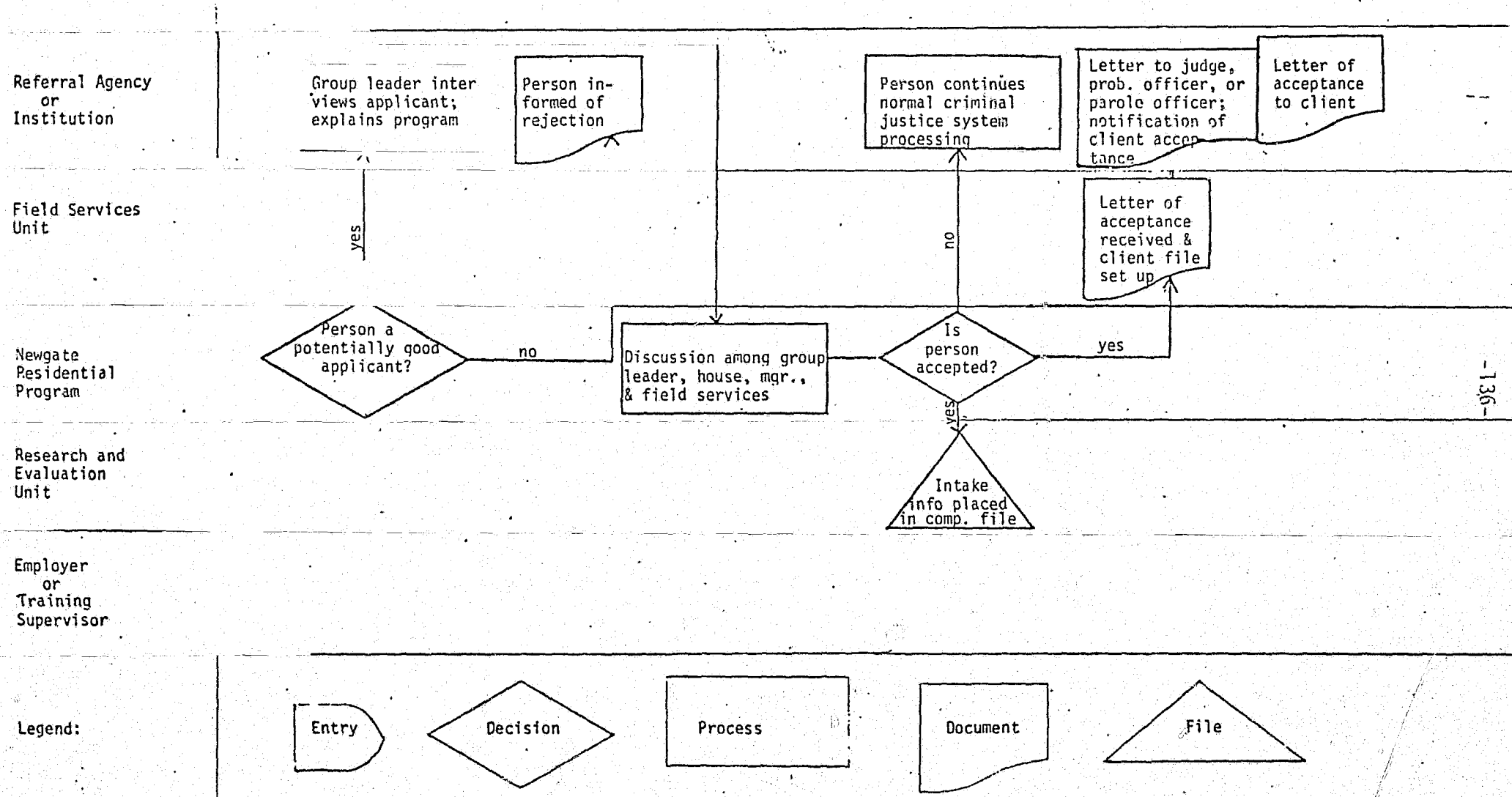


Figure 1 cont'd.: Project Newgate Client Flow from Entry to Acceptance



CONTINUED

2 OF 5

Figure 1 cont'd.: Project Newgate Client Flow from Acceptance to Career Planning Period

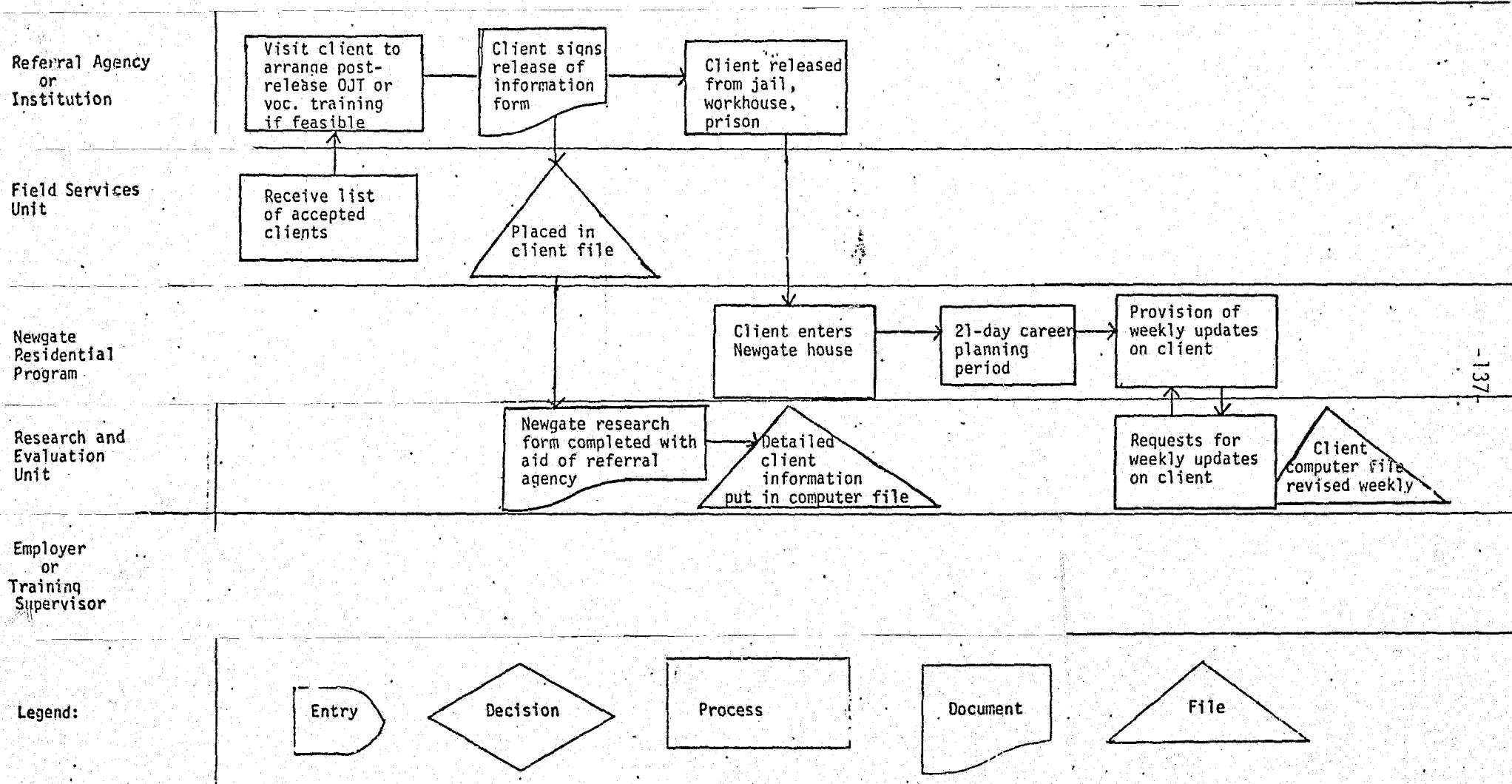


Figure 1 .cont'd.: Project Newgate Client Flow from Planning Period to Pursuit of Career Plan

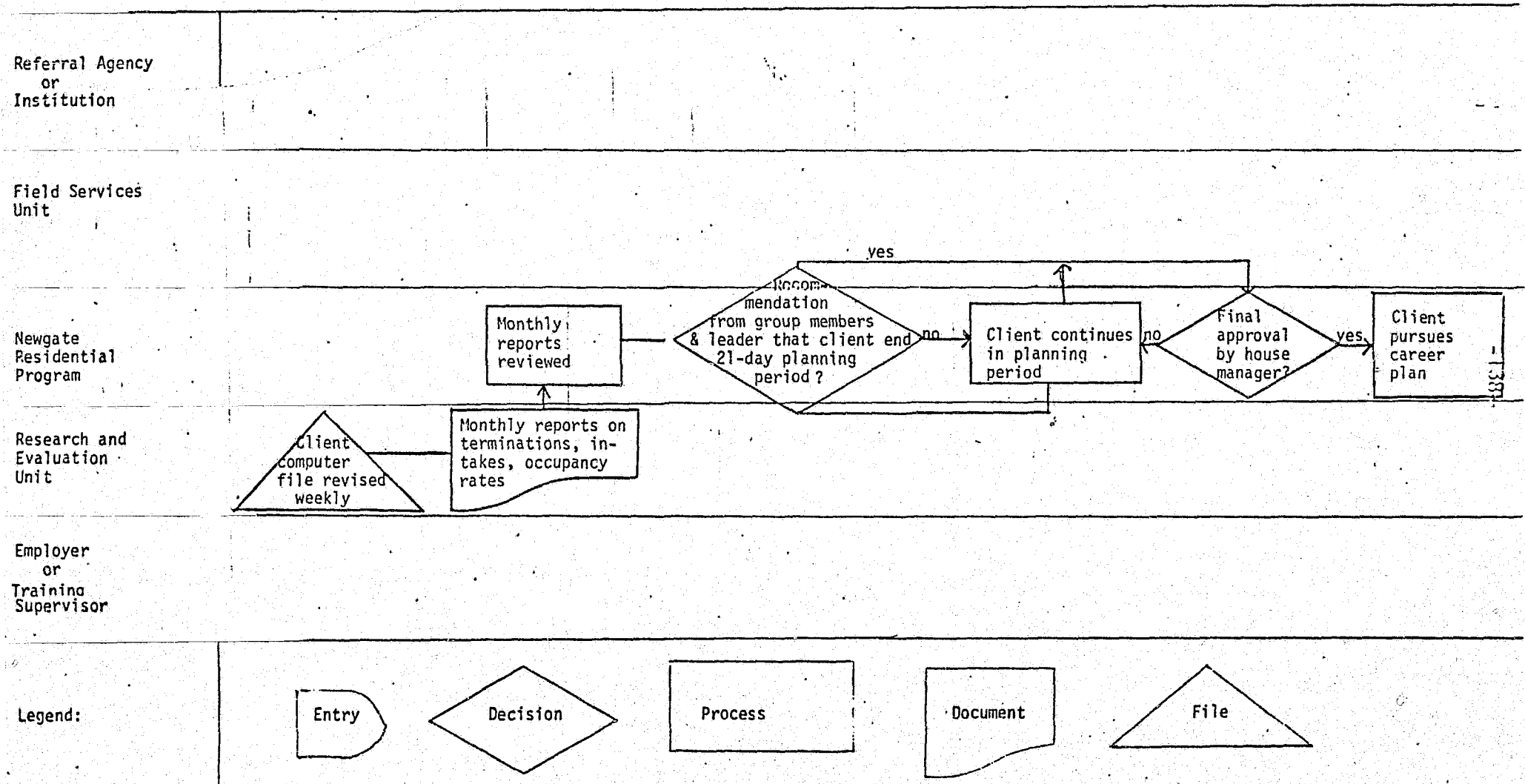


Figure 1 cont'd.: Project Newgate Client Flow from Pursuit of Career Plan to Job Search

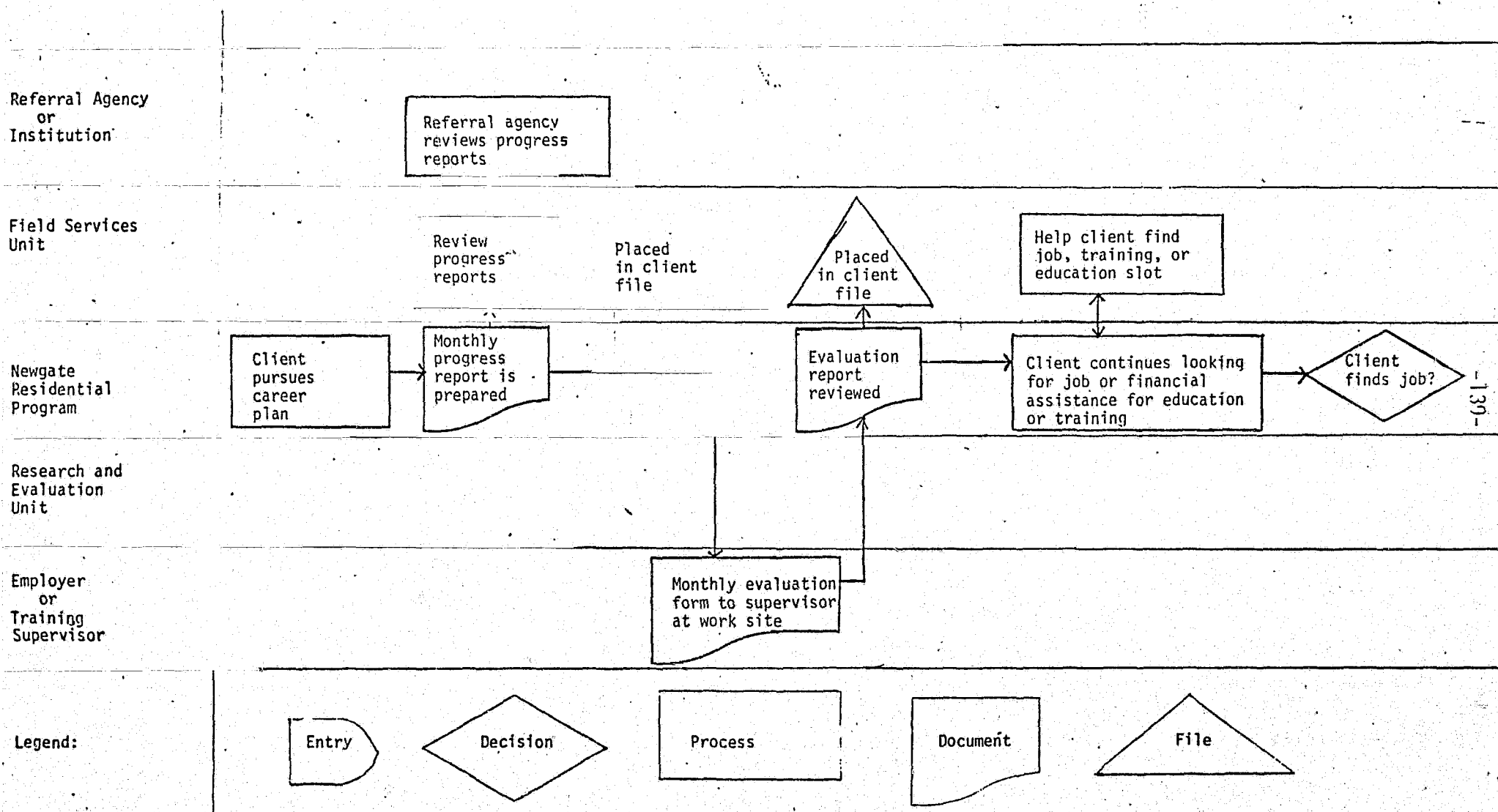


Figure 1 cont'd.: Project Newgate Client Flow from Job Search to Continued Pursuit of Career Plan

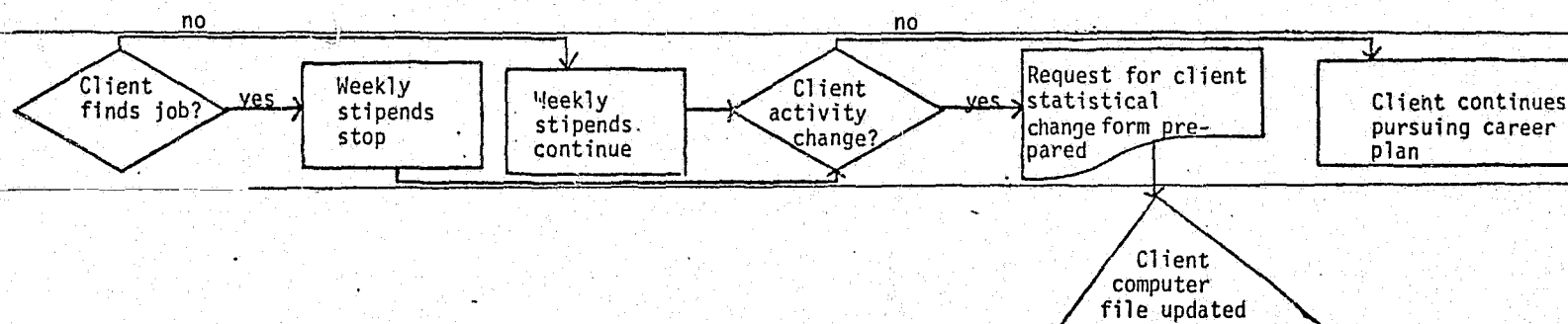
Referral Agency
or
Institution

Field Services
Unit

Newgate
Residential
Program

Research and
Evaluation
Unit

Employer
or
Training
Supervisor



- 140 -

Legend:

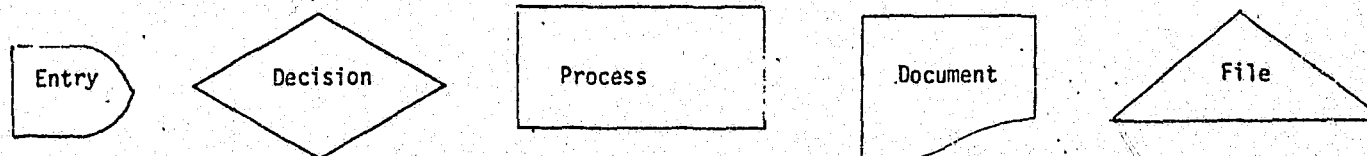


Figure 1 cont'd.: Project Newgate Client Flow from Continued Pursuit of Career Plan to Graduation from Program

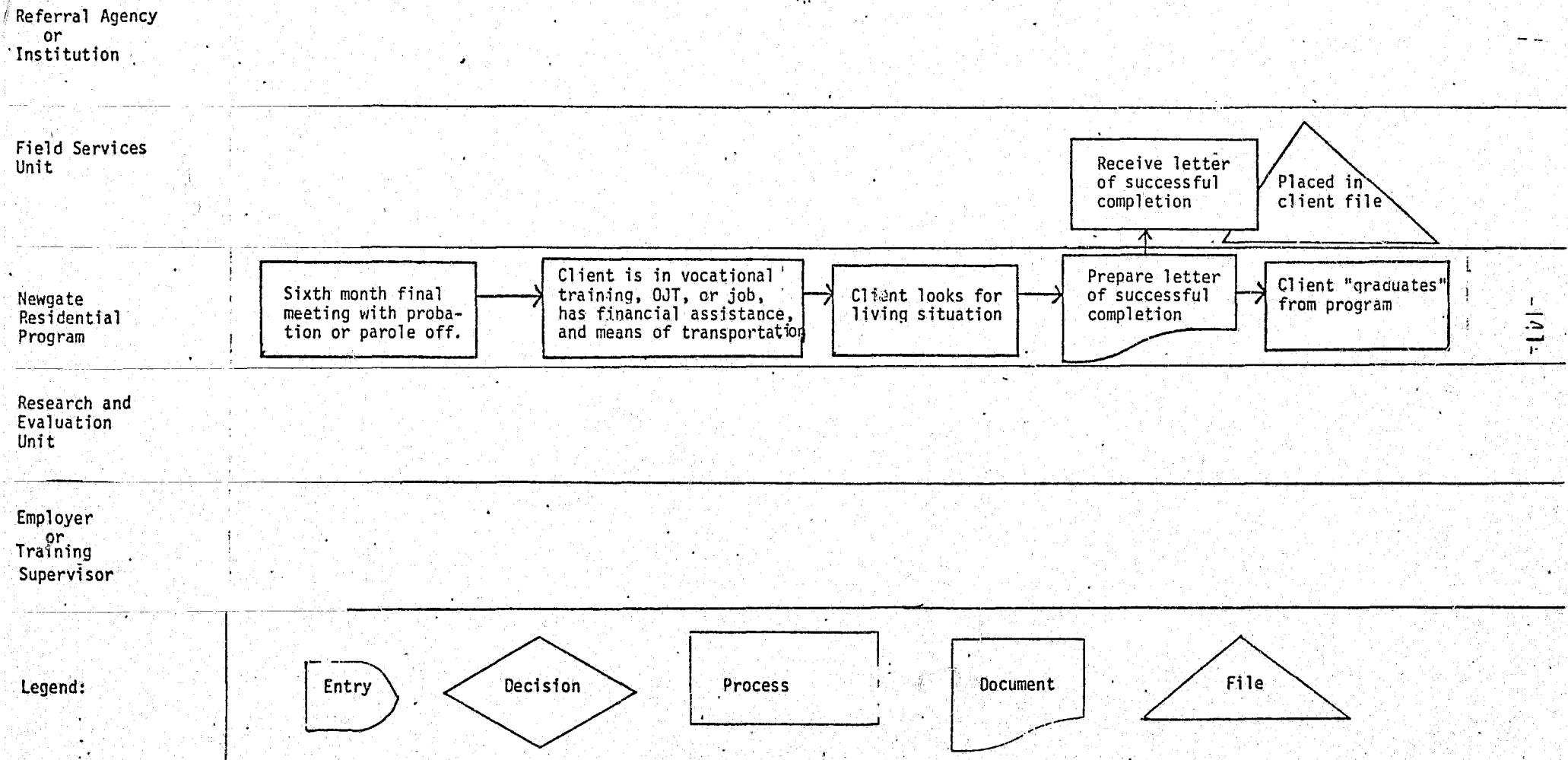
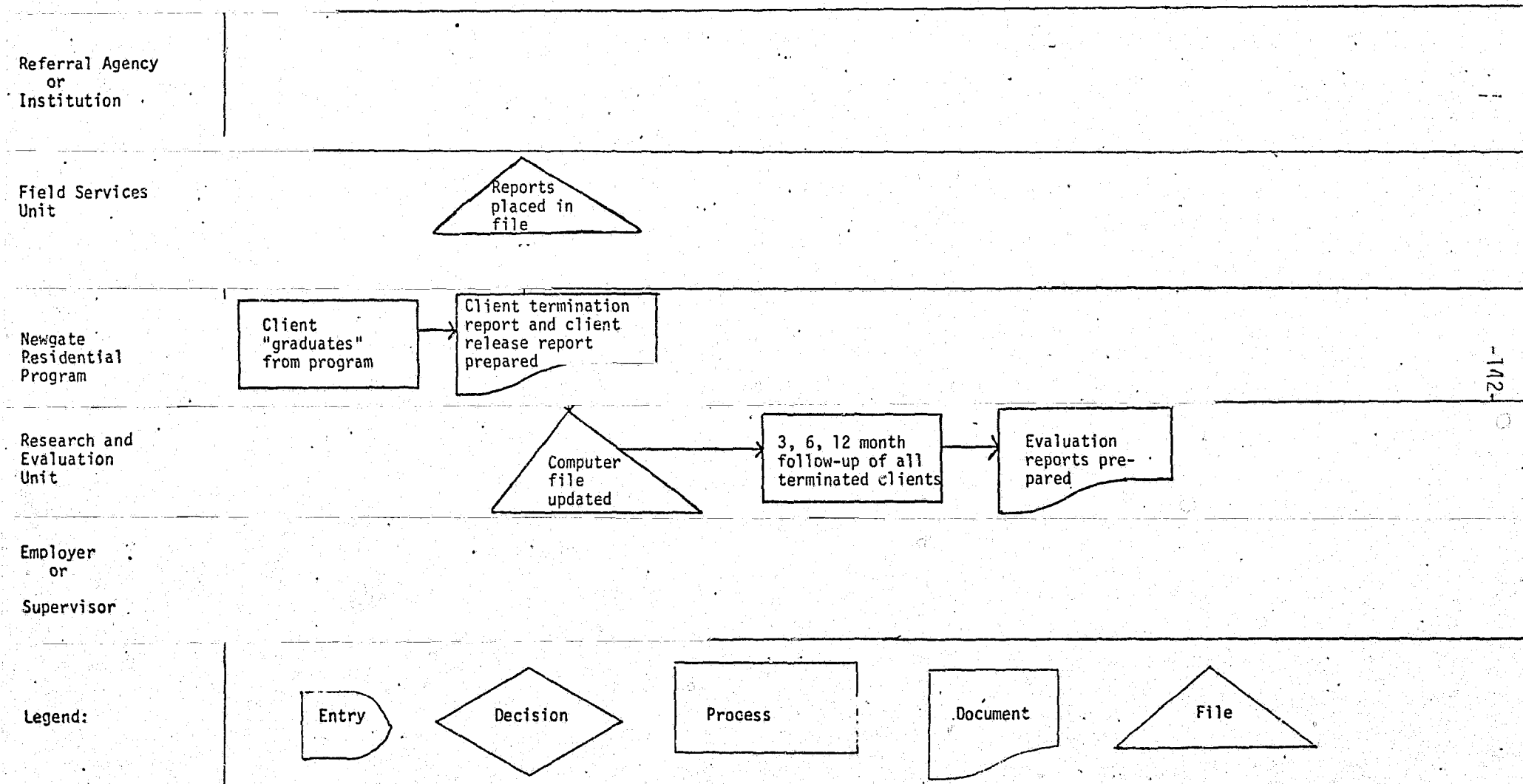


Figure 1 cont'd.: Project Newgate Client Flow from Graduation from Program to Preparation of Evaluation Reports



PAROLE REHABILITATION AND EMPLOYMENT PROJECT (PREP)

Columbus, Ohio

PAROLE REHABILITATION AND EMPLOYMENT PROJECT (PREP)

I. Program Setting

A. Program History

The PREP program was developed in 1968 by the Ohio Adult Parole Authority (APA) and the Ohio Bureau of Vocational Rehabilitation (BVR). Officials at these agencies perceived a need for a work orientation training for parolees and probationers who traditionally had great difficulty in securing jobs. Consequently, they developed a proposal for a short-term training program that would provide such persons with prevocational skills and help them find meaningful employment. The pilot program began in Columbus, Ohio in July 1969 with a class of two clients. During that first year, PREP staff also contacted approximately 500 employers in Columbus to secure job commitments for program graduates. The program proved successful, eventually expanding to eight other cities throughout the State of Ohio. Currently, programs are operating in Columbus, Cincinnati, Dayton, Toledo, Lima and Akron. Programs in Cleveland, Youngstown and Canton have ceased operations due to poor inter-agency relationships.

B. Objectives and Program Emphasis

PREP programs in each city have similar goals, although variations exist in program operations. Each unit operates a five-week program consisting of approximately two weeks of classroom training and three weeks devoted to job search and placement. The emphasis is on personal adjustment, motivation and job-seeking skills, such as taking employment interviews, completing job applications and identifying potential sources of employment. The objectives of the PREP programs are to give clients the skills needed for finding and keeping jobs and to help them find suitable jobs in the weeks following graduation from the classroom sessions. Program staff encourage clients to find jobs on their own, although they provide necessary assistance and in certain cases perform job development.

PREP does not attempt to improve participants' existing vocational skills. It was founded on an assumption that training programs often lack sufficient emphasis on pre-employment orientation, social skills and motivation. A parallel assumption underlying the program is that skills training may be premature or useless if the person has no realistic orientation to the work environment.

C. Clientele

Since the start of the PREP program, approximately 5,000 clients have been served by the various city units. Each site operates approximately ten classes per year with ten to 15 clients in each class. The great majority of PREP clients are referred to the program by probation or

parole officers after they have been released on parole. Because PREP is funded by the Bureau of Vocational Rehabilitation, all PREP participants must meet BVR eligibility requirements. They must have a physical or psychological disability, must be eighteen years of age, and must be employable. All prospective applicants must therefore undergo medical and psychological testing.

Over the past year approximately 846 clients were served by PREP. Their demographic characteristics are summarized in Table 1.

Table 1: Demographic Characteristics of PREP Clients

Age	Percent
18-24 years	45%
25-30 years	36%
31-40 years	13%
Older than 40 years	6%
Sex	Percent
Male	88%
Female	12%
Race	Percent
White	34%
Black	64%
Chicano	2%

Approximately 67% of PREP clients have been incarcerated from six months to two years; 27% have served longer than two years, and six percent have been incarcerated for less than six months.

D. Funding

The funding for the PREP program comes largely from the Bureau of Vocational Rehabilitation. PREP is 90% funded by BVR, and matching State funds of 10% pay for the administrative support and research of the PREP project. BVR subcontracts with the local Goodwill Industries on a performance basis to conduct the PREP training and job placement services. The BVR-Goodwill contract stipulates that successful job placement of a specified number of PREP graduates is

the primary performance measure: placement rates are the basis on which reimbursements are made and subsequent contracts are funded. If a local PREP program does not fulfill its specified number of placements, its contract for the following fiscal year may be adjusted downward.

Goodwill Industries was selected by BVR as the local training agent because of its demonstrated ability to attract, train and retain qualified staff, its experience and past performance in correctional and employment programs and its financial ability to support both the operating costs of the program and clients' stipends until reimbursement by BVR.

The BVR agreed to fund the program because at that time the Federal-State Vocational Rehabilitation program was emphasizing service provision for persons with psychological and behavioral disorders. In recent years, however, there has been a mandate from the Federal level that Vocational Rehabilitation Agencies' emphasis shift back to "the most severely disabled" individuals. In most cases this is interpreted to mean physically disabled persons. As a result, State Vocational Rehabilitation Agencies have been providing fewer services to ex-offenders, who have usually been classified as exhibiting "behavioral disorders" other than suffering a physical disability. Because of this change, the Ohio BVR is considering terminating its funds of the PREP program after the current fiscal year. Currently, PREP administrators are hopeful that the Ohio Bureau of Employment Services (OBES) and/or the Ohio Adult Parole Authority will agree to fund the program.

The amount allocated by BVR to the PREP projects varies from city to city. Most of each unit's budget covers staff salaries. Additionally, each unit provides clients with a stipend for the five-week period of program participation. The amount for stipends is not included in program budgets, but is reimbursed by BVR to the Goodwill Industries on a city-by-city basis. Each PREP client typically receives \$40 a week in maintenance money and \$5 for transportation. The 1976 budget for the individual PREP programs are presented in Table 2.

Table 2: PREP Program Budgets for Fiscal Year 1976
(excluding client stipends)

PREP Program	Budget
Akron	\$40,000
Cincinnati	\$39,605
Columbus	\$59,000
Dayton	\$42,229
Lima	\$28,000
Toledo	\$52,000

E. Program Organization

Three State departments cooperate in the administration of the PREP program: the Adult Parole Authority (APA), the Bureau of Vocational Rehabilitation (BVR) and the Bureau of Employment Services (BES). Goodwill Industries, as previously stated, is responsible for running each project at the local level. High-level officials of each of these three agencies have shared responsibilities for the State-level administration of the program; all are located in Columbus. The APA representative is considered PREP's State Coordinator, but all three persons are assigned to PREP-related duties on a part-time basis.

This cooperative relationship is reflected at the local level for each of the PREP projects. Each project has a BVR coordinator and an APA coordinator, while the Employment Service representative's role is more informal.

The specific relationship of the PREP program with BVR will vary from city to city. The local Research, Planning, and Development Department of the BVR has a service contract meeting once a month with all the programs it funds, including PREP. Advisory meetings with PREP staff are held once a month during the first two months of each fiscal year and once each quarter thereafter. Informally, the local BVR coordinator maintains contact with PREP on a continuing basis. This local BVR coordinator handles all billing for the PREP program, establishes the final eligibility for PREP applicants by approving applications, participates in PREP classroom activities during every two-week class, takes part in staff meetings with individual clients, attends graduation ceremonies, and is responsible for placement recordkeeping on a monthly basis.

The local Adult Parole Authority coordinator also has a continuous relationship with PREP. The APA coordinator must see that APA officers provide transportation to the program for participants on opening day as necessary, as well as investigate parolees' absence from the program and follow up with necessary action. The coordinator also visits the program during its operation and participates in discussions and role-playing sessions, attends staff meetings with individual clients, and attends the graduation ceremonies. The APA coordinator also helps coordinate transportation or arrangements for job search during the third week and provides statistical information to the PREP BVR coordinator when required.

The PREP relationship with the Employment Security Department also varies. While Columbus and Akron have good relationships with the OBES, Cincinnati reportedly has a weak relationship, and Dayton and Toledo have little contact with the OBES.

PREP projects usually have three staff members; a project director, job placement counselor, and a secretary. The Project Director, who is hired by the local Goodwill Industries, is responsible for the daily operations of the program, for classroom instruction, for coordinating supportive agencies and for supervising the job placement coordinator

and the secretarial staff. The director is also responsible for designing a program curriculum and for engaging in any work related to PREP as reflected in the program guidelines. The job placement counselor acts as an assistant to the director during classroom sessions in addition to working on job development and job placement and conducting follow-up activities on a continuing basis. The secretary performs all clerical duties related to PREP.

Programs at the local level are supported by PREP Advisory Committees. These committees are responsible for resolving operational problems that may arise and approving any major changes in local program policy. The local BVR representative chairs the Advisory Committee, which includes Central Office Coordinators from participating agencies, local agency coordinators, the PREP project director, the job development counselor and other agency representatives who may have a continuing relationship with PREP. The Advisory Committees meet on a quarterly basis and may convene more frequently if necessary.

II Client Flow

The paths clients pursue to enter and complete PREP vary somewhat from city to city. With one exception, however, all programs operate a two-week prevocational training course followed by three weeks of job development and placement activities designed to assist clients in finding employment. The Columbus PREP program operates differently from the other units; its emphasis is on psychological therapy through group encounter techniques. The director and job development counselor serve as therapists during an intensive program usually lasting 12 days. During this period Gestalt therapy is utilized to "get the clients to be in touch with and like themselves." The Columbus program includes prevocational training during the course of these encounter sessions, but does not spend nearly so much time on such techniques as do the other PREP programs.

The existing process at Akron PREP is representative of the overall program and is described below. A flow chart depicting this process is included at the conclusion of this section.

A. Entry

PREP representatives or institutional social service counselors interview inmates at local institutions, explain the PREP program, and complete signed agreements of participation. The inmate-applicant's name is then referred to the local APA-BVR PREP coordinator where the applicant plans to reside for final selection, in consultation with the PREP Director. Prior to a person's release from prison, information packets are made available to the local APA and BVR officers. These consist of social, medical, psychological and criminal history. The following considerations help determine candidate selection:

- educationally inferior;
- unskilled, or limited skills;
- unstable work history;

- history of insignificant income;
- history of family welfare; and
- capable of benefiting from a short term job readiness program.

Akron referrals used to come more frequently from institutional staff. Now only a small minority are referred directly from prison.

Currently, local APA officers make most of the referrals to the Akron program. Parole officers who receive pre-parole reports from the institutions including rap sheets and admissions summaries attempt to screen out PREP applicants who have cases pending or whom they believe would not benefit from the program. After parole officers conduct this initial screening, persons are screened by the PREP Selection Committee, which is chaired by the local APA-BVR coordinator.

The personal information available concerning applicants is reviewed by the Committee. Usually, 18-20 people are selected. An orientation day is then scheduled for the group deemed eligible. On this day referrals who have not already done so officially apply for services by completing a PREP application, and undergo the various medical and psychological tests that will determine whether they are eligible for vocational rehabilitation services and thus for PREP. To be eligible, a person must have a physical or mental disability which constitutes a barrier to employment, and there must be a reasonable expectation that vocational rehabilitation services (in this case, the PREP program) will help overcome this barrier and lead to successful employment. PREP clients must also be considered job-ready in terms of vocational skills, because PREP does not serve persons who need extended training.

It usually takes up to seven days for the test results to be interpreted and conclusions reached about applicants' eligibility. During that time, parole officers maintain contact with their clients to try to assure that, if selected, they will appear for PREP. After testing is completed, those persons found eligible are notified by their parole officer. Of the 18-20 persons initially selected, 13-15 usually appear on the first Monday of the program. Several may simply not appear, some may find jobs on their own in the interim, and several of the original group may not have been found eligible for vocational rehabilitation services.

B. Program Intervention

On the first Monday, the PREP project director reviews program rules and regulations and explains the PREP schedule to clients. The BVR coordinator also makes a presentation and is available for individual consultation if necessary. All basic information concerning maintenance funds, goals and responsibilities are explained and the group is taken on a tour of the Goodwill Industries facility.

The rest of the first week of classes is devoted to various phases of prevocational skills and personal adjustment. Subjects reviewed through

lectures, films and rap sessions include:

- the application blank;
- establishing credit;
- what society expects of the ex-con;
- why work;
- who am I?;
- job readiness and self-evaluation;
- frustration--anger--maturity; and
- planned parenthood.

During the first week of classes, clients also fill out application forms for registration with the OBES, so that its offender specialist can begin trying to find jobs for prospective PREP graduates.

The second week of classes is more directly related to the actual aspects of looking for a job. Role-playing with videotape feedback is used extensively during this period. Subjects covered include:

- where to look and getting ready to look;
- completing a job plan;
- grooming and first impression;
- characteristics of a good employee--the personnel officer's viewpoint;
- conducting the interview: do's and don't's;
- the call back
- changing jobs; and
- stress questions and explaining arrest.

The final Thursday of the program serves as an overall review--of individual subjects previously covered and of the PREP program's objectives. Clients are asked to complete a brief evaluation form requesting their opinion of the various aspects of PREP. These forms are reviewed by PREP staff on a continuing basis to assure that the program is meeting clients' needs and are also submitted to BVR.

On the Friday following two weeks' of classroom training, a formal graduation ceremony is held. The PREP project director notifies appropriate agency representatives of the date and requests them to attend. Each graduation ceremony includes a keynote address by the project director,

remarks by one or more graduates, and the distribution of graduation certificates to clients on an individual basis.

On the following Monday, clients appear for scheduled appointments, termed "staffing." At these sessions, the PREP project director, the APA coordinator, the BVR coordinator, and, in some instances, the persons' parole officers, meet with the graduates. They review the graduates' strengths and weaknesses in the program, possible problems, employment potential, and explain what PREP staff intend to do to help find a job. The program maintains an ongoing list of employers who have hired PREP graduates in the past and who are generally amenable to hiring ex-offenders. PREP staff may contact these employers (sometimes prior to the PREP class graduation) to solicit jobs and will also attempt to develop jobs for individual PREP clients through contacts with other area employers. However, staff impress upon the clients that the job search is primarily their responsibility and that anything less than full efforts will be penalized by docking of part of their transportation and maintenance money. A job placement plan with specific steps is constructed describing the ways in which clients will look for employment.

During the three weeks following graduation, the program maintains daily telephone contact with the graduates. The clients are required to contact ten employers per week during that period and to visit the program for personal "progress" reports on Monday, Wednesday and Friday. The job-seeking aspect of the program may continue for an indefinite period. Although the BVR-supported stipend does not continue after the first five weeks of PREP participation, PREP staff will continue to try to place graduates until successful case closure, 60 days on the same job, is achieved. The BVR coordinator will review the programs' and clients' efforts if successful placement is not achieved within six months. If the coordinator is convinced that the client is not trying to obtain a job, assistance may be terminated. However, such terminations rarely occur.

PREP encourages graduates to return if they desire to discuss employment or personal problems. Although they may not be considered official clients on such occasions, the PREP staff will attempt to help them resolve their problems through referral to an appropriate community agency or through extended discussions.

According to the Akron BVR coordinator, 15-20% of PREP graduates find their own jobs, and the majority of those who do find jobs retain their position for the required sixty days.

C. Follow-Up

Akron, like the other PREP programs, reports its job placement rates through Goodwill Industries to BVR on a monthly basis. Follow-up procedures on program graduates vary. Usually follow-up is conducted through telephone contacts and periodic communication with parole officers. The Akron program, in addition to following up on graduates to see if

they retain jobs for 60 days and can thus be classified as closed cases for BVR recordkeeping purposes, performs follow-up for one year after all case closures.

D. Data Availability

Though no comprehensive evaluative studies have yet been performed on the PREP program, much data has been collected.

Currently, the Ohio APA is planning to conduct a full-scale evaluation of the PREP program. The study design currently is being devised, and it is hoped that the study will be implemented within the next year, if funding can be obtained. The proposed evaluation would focus on the Columbus PREP program, and have three specific objectives:

- the determination of programmatically effective ways of structuring an employment program;
- identification of principal programmatic components for the purpose of replication of PREP as an active program; and
- determination of the cost-effectiveness of a group approach to service delivery in the form of an employment program for ex-offenders.

The effort would be designed to determine the effectiveness of the PREP program and to identify those programmatic factors that contributed significantly to program success.

The outcomes of PREP participants would be compared against a group of demographically matched parolees selected and supervised by the same parole officer. The comparison group would be matched with the PREP participants according to age, race, sex, educational achievement, number of prior felony convictions, type of offense and prior employment history. The parole officer would be asked to identify a prospective candidate from the caseload to be assigned to the comparison group simultaneously with the assignment of a parolee to PREP.

The proposed evaluation of each group of PREP participants would contain two components: an in-program component and a nine-month follow-up. A number of standard and attitudinal measures would be administered to PREP clients upon entry into the program, at graduation from the program, and at the end of the nine-month follow-up period. These measures would include a career maturity index, job perception index and self-esteem scale. The attitudinal measures would be administered to the matched comparison group at the beginning of their period of parole supervision and at the end of the nine-month follow-up period. The design attempts to control for differences in parole supervision through the inclusion of the PREP participant and the matched parolee in the same parole officer's caseload.

The proposed nine-month follow-up component would utilize a follow-up instrument composed of a social adjustment index and an employment adjustment index. The latter would examine successful job placement, likelihood for job mobility, quality of job placement and aggregate earnings. During the nine-month follow-up period, the supervising parole officer would be requested to complete a monthly follow-up instrument on the social adjustment and employment of each PREP graduate and each matched parolee in the officer's caseload. The APA hopes that this proposed evaluation will be able to measure the success and impact of PREP on the ex-offenders, the impact of the PREP approach on the community, and the identification of the key program elements contributing to PREP success or failure.

Little use is made of the collected information to evaluate PREP's success. The APA Central Office requires follow-up reports from local APA coordinators and periodic follow-up data on unemployed parolees. Parole officers are supposed to submit these reports 30 days after graduation, six months after release from the institution, and at the time of final release consideration. However, this information is not collected in standardized form, and parole officers traditionally have been lax in this area.

The best potential source of data on PREP graduates is the data contained in the Contract Service Report submitted by each Goodwill Industries program to BVR. Until recently, each Goodwill office submitted separate reports for each of the individual contracts it administered. Now, a Goodwill office submits one report with summary data for all the programs it operates without separating clients by program. However, individual information on clients is also presented, with clients' names accompanied by the names of the programs in which they are participating. This report includes information concerning placement rates, hourly wages, and clients still unemployed.

The monthly client reports submitted to the APA coordinator by each PREP project are not necessarily summarized at the end of each fiscal year. However, some programs may summarize their reports on a yearly basis and submit it to the State PREP Coordinator or to BVR. The Akron program constructed such a summary for 1974-75, which included, for each PREP class during the fiscal year, the following information:

- number served;
- number graduated;
- number placed;
- number hired but did not report;
- number refused interview referral;
- number unable to work;
- number jobs held;

- number incarcerated;
- number returned to the institution;
- OBES referrals;
- number 60-day placements;
- number working but not yet closed; and
- number able to work but not yet placed.

This data is presented in Table 3 on the following page. This report contains no follow-up data concerning PREP graduates who have achieved case closure. Although the BVR Central Office is considering performing follow-up on clients who have been closed out (60 days on one job), such an effort has not yet been undertaken.

PREP does not have any data available to reflect the specific types of jobs the majority of its graduates find and retain. However, it is estimated that most find entry-level positions in factories or in construction. PREP hopes that graduates will be able to upgrade their employment after they establish a sufficient work history. No information is available on the upgrading of PREP graduates, although an analysis of APA follow-up reports could reveal some patterns of employment for PREP graduates.

Table 3: Akron PREP Report, July 1974-June 1975

<u>CATEGORY</u>	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>	<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>Apr.</u>	<u>May</u>	<u>June</u>	<u>TOTALS</u>
No. served	8	11	13	10	10	13	10	12	10	10	9	14	130
No. graduated	8	11	12	9	7	13	10	12	8	10	9	13	122
No. placed	7	10	9	7	3	3	4	7	5	6	5	5	71
No. hired but did not report	0	1	0	0	0	0	0	0	0	0	0	0	1
No. refused inter-view referral	1	0	0	2	0	0	0	0	0	0	0	0	3
No. unable to work	2	2	4	2	1	4	0	2	0	0	0	0	18
No. jobs held	9	13	13	8	3	3	4	7	5	6	5	5	81
No. incarcerated	0	0	1	1	1	0	0	2	0	0	0	0	5
No. returned to the institution	0	0	4	0	0	2	0	0	0	0	0	0	6
No. OBES referrals	0	0	0	0	0	0	1	0	0	1	1	1	4
No. 60 day placements	0	7	5	6	3	6	1	2	3	2	2	5	42
No. working but not yet closed	0	0	0	0	0	0	0	0	3	3	3	5	14
No. able to work but not placed*	--	--	--	--	--	--	--	--	--	--	--	--	--

*unavailable on month-by-month basis

Figure 1 : Parole Rehabilitation and Employment Project (PREP) Client Flow—Entry

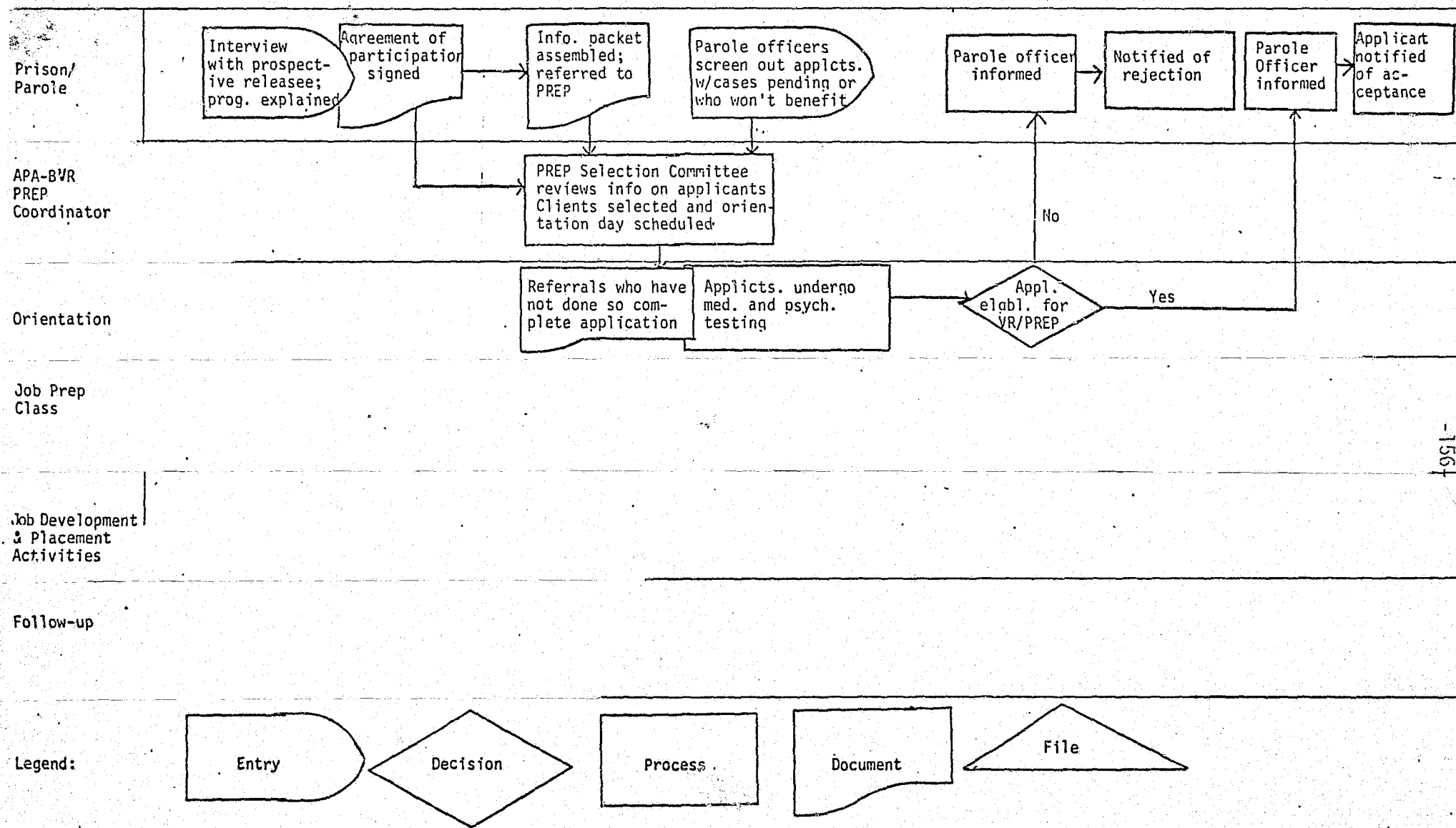


Figure 1 cont.: PREP Client Flow from Entry to Job Prep Class

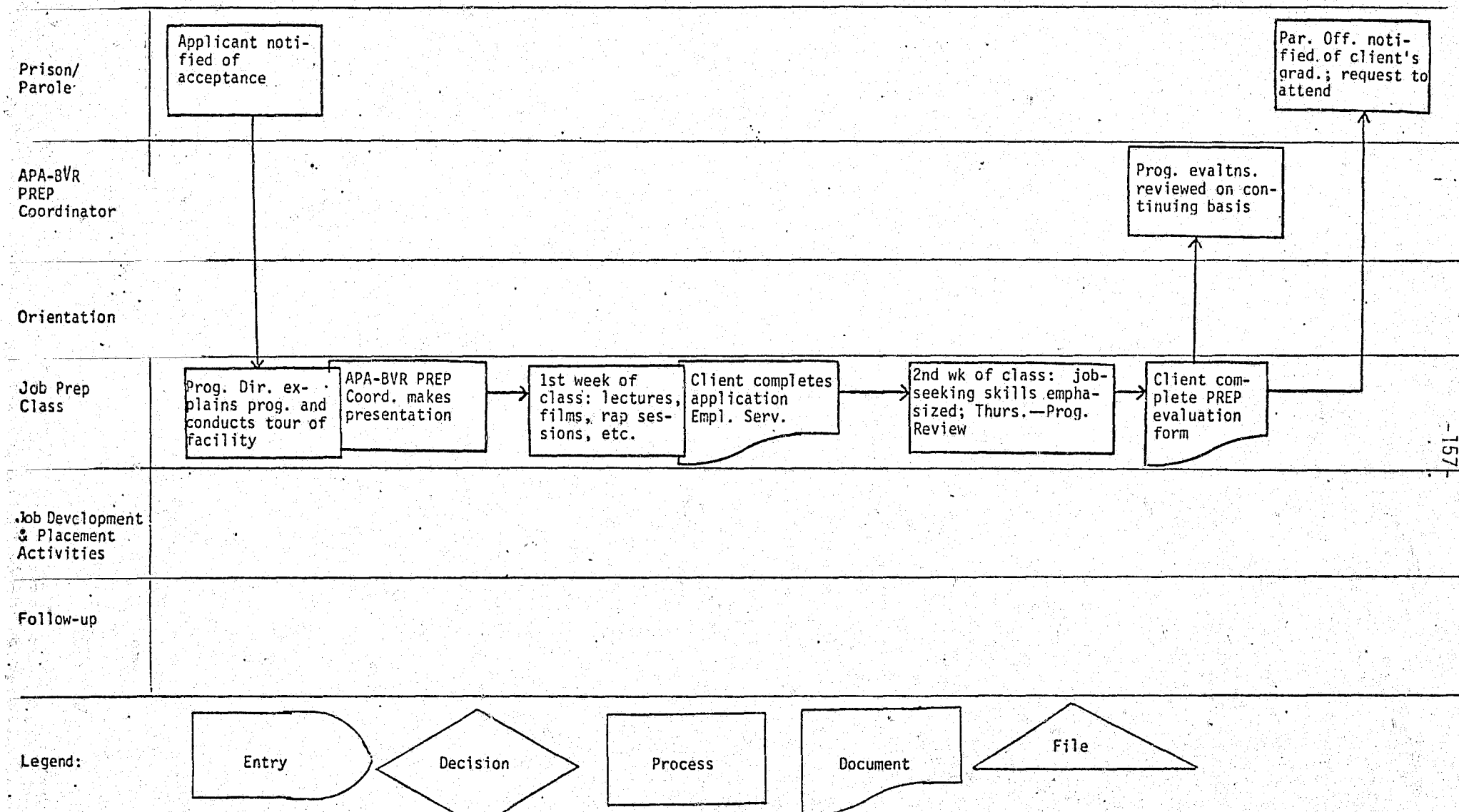


Figure 1 cont.: PREP Client Flow from Class Graduation to Job Development

7

Prison/
Parole

APA-BVR
PREP
Coordinator

Orientation

Job Prep
Class

Graduation
Ceremony

Graduation
Certificates
distributed

Job Development
& Placement
Activities

Next Monday—"Staffing":
Prog. Dir., APA-BVR Coord.
and P.O. meet with client;
clt. poten./prog. discussed

Job Placement
plan devised;
client agrees to
follow
it

Prog. attempts to
develop job for
client

Client tries to find
job on own; visits
10 employers per week

Client visits
program 3 times/
wk. & maintains
daily phone cont

BVR Stipend termi-
nated after 5 wks.
of program partici-
pation

Follow-up

Legend:

Entry

Decision

Process

Document

File

-153-

Figure 1, cont.: PREP Client Flow from Job Development to Placement

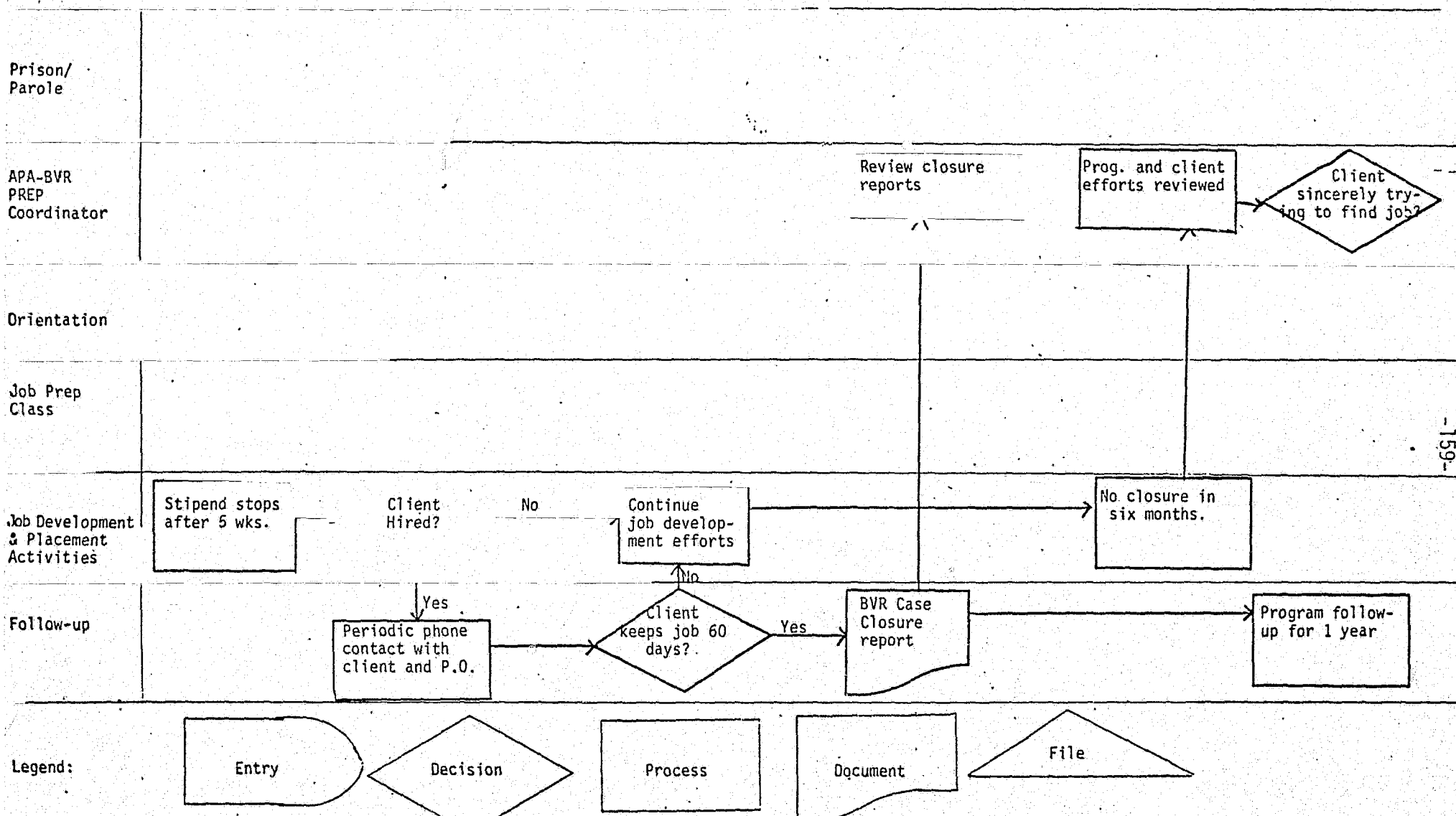


Figure 1 cont.: PREP Client Flow - Job Development and Termination

Prison/
Parole

APA-BY R
PREP
Coordinator

Client
sincerely try-
ing to find job?

No

Case closure
report

Orientation

Y

Job Prep
Class

-160-

Job Development
& Placement
Activities

Continue job
development
efforts

Follow-up

Legend:

Entry

Decision

Process

Document

File

LOUISVILLE, KENTUCKY, CLEARINGHOUSE FOR EX-OFFENDERS

Louisville, Kentucky

LOUISVILLE, KENTUCKY CLEARINGHOUSE FOR EX-OFFENDERS

I. Program Setting

A. Program History

The Louisville, Kentucky Clearinghouse for Ex-offenders began operations in October of 1972. The Community Services Director from the Bureau of Prisons for Kentucky and Tennessee, who was then responsible for finding jobs for Federal prison releasees complained to the State Employment Service about the lack of job availability for this population and as a result, was assigned an offender program specialist by the State Employment Service. At that time, it was realized that many programs in the area were providing employment-related services to the ex-offender. Consequently, there was a great duplication of services, and this alienated many local employers. The Bureau of Prisons Community Services Director and the offender specialist from the State Employment Service decided that a new approach was necessary. They submitted a proposal to the Law Enforcement Assistance Administration to create a clearinghouse that would coordinate ex-offender services in the Louisville area. Initially, they received \$12,000 from LEAA. The next fiscal year, they applied for a full LEAA grant and received approximately \$40,000. The program started with a director, a secretary, an employment service counselor, a probation officer, and one volunteer. The Clearinghouse has grown to the point where there are currently fourteen staff members serving clients. The budget for the current year is \$81,000.

B. Objectives and Program Emphasis

The Clearinghouse has as its primary purpose the coordination and implementation of job placement activities for the ex-offender in Louisville and Jefferson County. Its secondary purpose is to act as a means through which clients can receive other needed social services. The emphasis, however, is on job placement. If clients are not job-ready, the Clearinghouse usually does not work directly with them, but will refer them to the local Comprehensive Employment and Training Program (CETA).

A main concern of the Clearinghouse is to improve the process by which prison releasees are made aware of and referred to employment opportunities. In this regard, the Clearinghouse has a direct relationship with each State probation-parole officer serving the Louisville and Jefferson County area. Additionally, specific State Vocational Rehabilitation and State Employment Service staff members are assigned to the Clearinghouse on a part-time basis in order to provide needed services to Clearinghouse clients.

Because the programmatic emphasis in the Clearinghouse is on job placement, and because there is only a finite amount of resources available to Clearinghouse staff, little formal attention is paid to follow-up activities. Staff make a conscious effort to concentrate on the direct delivery of services to clients seeking employment. As a result, follow-up activities that might document the success or failure of the Clearinghouse are often neglected.

C. Clientele

The Louisville Clearinghouse serves people from the Louisville and Jefferson County areas. Anyone convicted of a felony and on probation or parole, either State or Federal, can be served by the Clearinghouse. However, the Clearinghouse prefers not to serve any ex-offenders who have stayed on the street for three years. It feels that the stigma attached to ex-offenders is greatly reduced after such a time.

Two-thirds of Clearinghouse clients are under some kind of criminal justice system supervision. The other clients are generally walk-ins off the street who have heard of the Clearinghouse from other ex-offenders. Additionally, the Clearinghouse receives referrals from the State Vocational Rehabilitation agency, from the county welfare department, from other local social action agencies, and from the State Employment Service. About three-fourths of all Clearinghouse clients have been in prison; most have been released from State institutions rather than Federal institutions.

The Clearinghouse's monthly client load does not substantially vary. In June, 1976, there were 104 new applicants. Of these, 51 were on State probation and parole, 5 were referred from Federal probation and parole officers, 11 came from the county jail, 20 were non-supervised, and 17 clients were referred from three local halfway houses. Additionally, there were 29 clients who were classified as renewals. The active client caseload was 664, including people referred to training, people waiting for training, people referred to jobs, those referred to other community agencies, or people on the job a short time. This caseload represents clients who are served by the Clearinghouse and by Project Prove, a CETA-funded program for ex-offenders that works in conjunction with the Clearinghouse.

D. Funding

For fiscal year 1976, the Clearinghouse is receiving \$81,000. Fifty percent of these funds flow from the Law Enforcement Assistance Administration to the Kentucky State Planning Agency, the Kentucky Crime Commission. The other Clearinghouse funds are received from the Kentucky Bureau of Corrections. The Director of the Clearinghouse is responsible to administrators located within the Bureau of Corrections. The majority of the Clearinghouse's budget is allocated for personnel expenses, including the salaries of the director, the secretary/receptionist and the three classification and treatment officers. The cost of personnel contributed by cooperating agencies such as the Department of Vocational Rehabilitation and the State Employment Service is not included in the Clearinghouse budget.

E. Program Organization

The Ex-offender Clearinghouse is part of the Kentucky State Bureau of Corrections, Division of Community Services, within the Kentucky Department of Justice. The director of the Clearinghouse reports to the Deputy Commissioner for Community Support Services but works closely with the Assistant Deputy for Probation and Parole. Although the Clearinghouse has relationships with a

number of community organizations, the internal staff structure is fairly simple. The staff consists of the Project Director, secretary/receptionist, and a staff of full-time and part-time counselors. Currently there are three full-time counselors who perform job development and placement of Clearinghouse clients and one case aide. As of July 1, the Clearinghouse lost two public service employment counselors who had been handling full client caseloads.

Each full-time staff member generally has a caseload of 50 to 60 clients. Currently, the average client caseload is 53.

An employment aspect of the Clearinghouse's structure and organization is its relationship with Project Prove, A CETA/Employment Service-funded job development and placement program for ex-offenders which is located in the same building as the Clearinghouse. Currently, Project Prove and the Clearinghouse function as one program, with clients referred either to Project Prove or Clearinghouse staff. Because it is funded by CETA, Project Prove handles all CETA paperwork and paperwork related to the State Employment Service for Clearinghouse clients referred to those organizations.

II. Client Flow

A. Entry

Ex-offenders are referred to the Louisville Clearinghouse by several different sources. These include the five Kentucky State correctional institutions. Contact with pre-release staff at Kentucky institutions is primarily informal. Because pre-release services in the State of Kentucky are generally inadequate and because there is no state-wide coordination, the Clearinghouse maintains these contacts on an institution-by-institution basis. The Clearinghouse director talks to pre-release staff on a daily basis, and these staff often send applications to the Clearinghouse for clients who are about to be released from prison. Clearinghouse staff visit all but one of the institutions in the State on a monthly basis, and at these times they explain the role and objectives of the Clearinghouse to inmates who are about to be released. The Clearinghouse receives an average of approximately 10 applications a month from people still in the institutions. Other persons are referred by institutional staff after they are released from prison.

Kentucky has a requirement that parolees must have jobs in order to be released. There is no formal work release program in the State, but there is a furlough program in which inmates can be released for three days in order to solicit jobs. Pre-release officers at the Kentucky State Reformatory (KSR) which is close to Louisville, often bring prospective parolees to the Clearinghouse on furlough so that they can be provided with employment assistance and information. Although inmates cannot be paroled to the Clearinghouse, their papers can be forwarded to the Clearinghouse so that Clearinghouse staff can attempt to find jobs for them and thus help them make parole.

Clients are also referred to the Clearinghouse by State parole officers. Generally, these are parolees who have lost or quit their jobs after release or who want better jobs. The Federal probation and parole office also refers ex-offenders to the Clearinghouse. These include "serve-outs" in the Federal

prisons in Kentucky, parolees from Federal prisons, parolees and probationers who have lost or quit their jobs or are seeking better jobs, prisoners let out on "mandatory release", pending cases and deferred prosecution cases. The Jefferson County jail also refers people who have finished serving sentences for misdemeanors to the Clearinghouse.

The State Employment Service, as soon as it identifies a client as an ex-offender, refers him or her to the Clearinghouse. Other agencies that have referred ex-offenders to the Clearinghouse include: Volunteers in Corrections, the Metropolitan Social Service Department, the Urban League, the River Region Mental Health Program, the Salvation Army, the Community Drug Abuse Center, and area halfway houses. Two Clearinghouse staff members visit Dismas House, a local halfway house, each week to interview all new residents. A group interview is conducted, after which each new resident is seen individually. The two Clearinghouse counselors work specifically with one staff person at Dismas House. They will call him each time they find a job which seems appropriate for Dismas House residents, and together they attempt to match residents with job openings.

B. Intervention

People officially become Clearinghouse clients when they walk in the door. At this time the secretary finds out if the client has been to the Clearinghouse before. In that case, the person would be considered a renewal. If the client has not been to the Clearinghouse before, the secretary finds out if he or she is under supervision. Each Clearinghouse staff member is matched up with a probation/parole supervising officer, as is each staff member at Project Prove. The Clearinghouse secretary will record the applicant's name, social security number, supervising officer and the name of the matching staff members. The applicant then fills out a "mock application form" which will serve as the basis for initial counseling. This mock application form includes information about a person's work history, vocational interests, wage expectations, marital status, military status, physical health, criminal history and educational achievement. Usually, the secretary will take the completed mock application form to the appropriate counselor, so that the counselor may get acquainted with a client.

At the initial interview, the Clearinghouse staff member will ask the client to fill out an Employment Service form which requests information about the client's address, telephone number, birth date, income, employment status, employment history, military status, and job expectations. Together with the mock application, this form provides the counselor with a basic understanding of the client's background. During this first interview, which usually takes from 20 minutes to one hour and a half, the counselor tries to assess the person's interests and attitude.

On rare occasions, the Clearinghouse counselor may make a job referral at the conclusion of the interview. However, usually the counselor will see the client at least twice before the first job referral. This gives the counselor time to see if the client is sincerely interested in employment and to verify the client's employment record if the counselor believes it is necessary. At the second counseling session, the counselor will usually try to deal with any additional problems or learn what the client has done about problems that were initially identified.

If a client does not return after the initial interview, the Clearinghouse staff member will try to contact the appropriate supervisory officer immediately. If the client is unsupervised, the counselor will try to make contact by phone. If this proves unsuccessful, the counselor will send out a follow-up card asking the client to renew contact with the Clearinghouse. A second card usually will go out if the first one does not come back within a few days. If a client fails to contact the Clearinghouse within 10 days, the case will be closed out. Approximately 20% of Clearinghouse clients drop out during this early period.

After a client becomes a part of a counselor's caseload, it is generally up to that individual counselor to decide how to develop a job and/or where to refer a client for services. If it is determined that an ex-offender needs services other than job placement, he or she is referred to an appropriate community agency. Those ex-offenders who need aid from the Vocational Rehabilitation Agency are asked to return to the Clearinghouse for an appointment with the Vocational Rehabilitation staff member who visits the Clearinghouse every Thursday. Services available through Vocational Rehabilitation include provision of work tools or special work clothes or equipment, training, medical screening and assistance, psychological evaluation and counseling, and tuition assistance for ex-offenders who wish to enroll in institutions of higher education or in local vocational schools. Ex-offenders who are interested in and suitable for skills training are referred to Project Prove, which in turn refers them to the appropriate skills training program associated with CETA. If a client is referred to CETA, that program then becomes responsible for job placement.

The Clearinghouse also may refer clients to "Jobs Now", a CETA-funded program operated by the local National Alliance of Businessmen (NAB) chapter, which provides employment-related services to those people considered least employable. All Clearinghouse referrals to "Jobs Now" are made through Project Prove; because Project Prove is associated with CETA, it does all CETA paperwork for ex-offenders. An intake counselor at "Jobs Now" initially fills out a client information form, which includes educational, physical, legal and social history information. A physical examination is done by a doctor on site, and the client is then referred to a supportive services counselor. This counselor will help the ex-offender with financial problems, housing problems, held-over court cases, credit problems or personal family problems. "Jobs Now" clients considered job-ready undergo a one week orientation and assessment session which focuses on orientation to the world of work. During the orientation session, clients also undergo one-to-one counseling with program staff. After this orientation period, the full-time instructor writes an evaluation and successful clients are placed on a placement list and are then attempted to be matched with current jobs. The "Jobs Now" program conducts a six month follow-up counseling program at least once a week on clients. For the first three months, counseling is on a three times a week basis. Staff also follow-up with clients' employers once or twice a month to check on the progress of the employees. "Jobs Now" counselors are available to the client or the employer on a 24-hour basis.

"Jobs Now" has an additional advantage over the Clearinghouse. People can be paroled directly to "Jobs Now" if "Jobs Now" can guarantee it will find employment for parolees. The Clearinghouse, however, must have an actual job available and the appropriate employer must sign a consent form before an inmate can be paroled to be served by the Clearinghouse.

Following several sessions between the clients and Clearinghouse counselors, clients are told to maintain daily contact. Most contacts of this type are made by telephone. Ex-offenders will generally call in and their counselor will search the computerized job bank microfiche provided by the State Employment Service or provide the client with job leads that the counselor has developed individually. The large majority of jobs in which Clearinghouse clients are placed are those which are developed by Clearinghouse staff members. Only a small minority of successful jobs are found through the Employment Service job bank.

If a counselor has identified what he or she deems to be an appropriate job for a client, the client is given the necessary information - the address, the name of the employer, the name of the supervisor - and asked to call back with the results of that referral as soon as possible. Clearinghouse staff estimate that an average of three to four referrals are required before most ex-offenders are placed in a job, although some clients may take only one referral while others may take fifteen.

Clearinghouse counselors identifying a potential job through the Employment Service job bank, must phone the Employment Service central office and ask if that job is still open. If an affirmative response is received, they indicate that they would like to make a referral. The Clearinghouse counselors will give the Employment Service the applicant's name, social security number and occupational code. After the referral, the Clearinghouse staff will inform the employment service of the results.

Every day the Employment Service sends a computerized print-out to the Clearinghouse giving the results of all referrals reported on that day. Clearinghouse counselors must sign off on all referrals relating to their clients, assuring the director that they are aware of the results.

C. Follow-Up

Once a Clearinghouse client is successfully placed on a job, follow-up procedures will be instituted by the client's counselor. Follow-up techniques vary from counselor to counselor. Admittedly, the Clearinghouse does not follow-up on job placements for a long enough period. The director instructs counselors to follow up at ten, fifteen and thirty days. Those ex-offenders placed by the Employment Service are followed up for a longer period because the employment service requires their counselors to perform 90-day follow ups. Clearinghouse counselors do not report regularly on the post-placement follow-up contacts they make with clients. Occasionally, the director may pull files on clients to check on counselors' follow-up activities. He tries to do this at least once every quarter. Although Clearinghouse counselors are supposed to follow-up at least within the first fifteen days of job placement, the director admits that he cannot actually see if his counselors are doing this unless he pulls files or contacts the appropriate probation or parole officer.

Every person interviewed at the Clearinghouse admits that follow-up procedures are not standardized and are rarely performed in the same way by each counselor. One counselor admitted that this is probably the weakest area of the Clearinghouse's services. However, this may be due to the size of the caseload handled by each counselor. Also, because the Clearinghouse is primarily concerned with job placement, counselors devote most of their time to these duties.

The director admits that one of the most common criticisms of the Clearinghouse is that it is not selective enough in the clients it serves. If the Clearinghouse were more selective, it would probably be able to conduct more extensive and efficient follow-ups on those clients who have been successfully placed in jobs.

There is no formal time when the Clearinghouse will close out a case, and such a decision usually depends on the individual counselor. A case may be closed out when an ex-offender has been employed on a stable basis for a week or several weeks, when mail follow-ups by clearinghouse staff are not answered for a period of time, when the ex-offender is rearrested or probation or parole is revoked, or when the ex-offender leaves the Louisville area. Figure 1 depicts the flow of clients through the Clearinghouse.

D. Data Availability

The Clearinghouse admittedly has many data problems. According to the director, some of these problems have resulted from a conscious decision by administrative staff to sacrifice data collection and analysis efforts in order to utilize scarce staff resources in direct delivery of services to clients. However, even that data collection engaged in by Clearinghouse staff does not seem to be performed on a uniform basis.

Clearinghouse client data is stored only on Department of Economic Security data cards, which are really designed to meet the specific information needs of the Employment Service. The Clearinghouse does not use special in-house data information forms which reflect a client's history in the correctional system as well as other variables particularly related to the employment needs of the client. The only special form used by Clearinghouse staff is the mock application form filled out by the clients when they initially enter the Clearinghouse.

The lack of uniformity with which data is collected was referred to in an evaluation report prepared by the Bureau of Corrections in 1974. It said,

"It is vital to any on-going evaluation effort that recorded information be legible, consistent and comprehensive. There appeared to be no standard time interval or mode of contact with regard to obtaining follow-up information. Follow-up information is admittedly the most difficult of all data obtained; however, a number of improvements in the present system can be made. Thorough follow-up information can be obtained on all probationers and parolees under supervision and recidivism rates within the Kentucky correctional system can be obtained for all clients. In addition, follow-up attempts can be made at regular intervals. It is also possible to increase the completeness of the follow-up through an intensified effort with a random sample of clients. Information gathered in all follow-ups should include recidivism, outcome of Clearinghouse placement, and present employment status."

Almost all the comments and recommendations above are still appropriate. Currently, some data is collected on each client, but it is not grouped in categories which would lead to effective evaluation. For example, the Clearinghouse keeps track of the number of clients referred per month to training. However, it does not differentiate among the training programs to which clients are referred. Counseling contacts are also tabulated on a monthly basis. However, the length of counseling sessions and the topics discussed are not summarized by client. Therefore, it is impossible to note how many counseling contacts each client participated in and the type of counseling clients received.

Job placements are summarized according to whether a placement was of an unemployed individual or was an upgrade. Additionally, counselors are required to note whether a job was received through the job bank or through their own job development. No information is available on the kinds of jobs clients receive or on starting salaries.

One area of information collected on a monthly basis is "follow-ups". The Clearinghouse does not consider follow-ups to be merely contacts made after a client has been placed. Rather, follow-ups are considered to be any contacts made with the client to check on his or her progress. These may include telephone calls to see if the client has gone to the county welfare office, whether the client has received food stamps, if the client has managed to obtain a job on his or her own, or simply to check on whether the client has any personal problems that need attention.

Currently, the Clearinghouse collects the following information on a monthly basis:

- New Applications
 - Probation and parole officers:
 - State
 - probation
 - parole
 - case pending
 - Federal
 - probation
 - parole
 - case pending
 - deferred prosecution
 - Jefferson County Jail
 - Not under Supervision
 - Dismas House
- Renewals
- Counseling Contacts

- Job Placement
 - Unemployed
 - fiche
 - other
 - Upgrades
 - fiche
 - other
- Job Referrals
 - fiche
 - other
- Training
 - referred
 - enrolled
- Vocational Rehabilitation Services
 - referred
 - enrolled
- Referred to Other Agency
- Follow-Ups
 - phone
 - mail
 - visits
- Job Development Contacts
- Speeches
- Agency Visits and Meetings

The Clearinghouse submits a monthly report to the Bureau of Corrections. This report includes the following information:

- Staff size
- Current workload for each staff member
- Whether the workload increased, decreased or remained stable from the previous month
- The number of volunteers currently working at the program
- Which staff members participated in community or civic activities during the month

This report also includes narrative comments concerning the number of any new community resources that developed during the month and whether any personnel or volunteers participated in training during the month. Comments are also included on the major problems encountered, any foreseen changes in staff for the next month, any foreseen significant changes in the workload for the near future, and any probable problems developing during the next month.

Thus, most of the Clearinghouse's statistical reports provide information on client status or services provided. No data related to impact on the target population's behaviors, attitudes, or conditions is reported on a regular basis. Therefore, no accurate estimates can be made of recidivism, job retention, job satisfaction, long-term employment, or job mobility. Most of the data that would be needed to assess the Clearinghouse's impact could probably be collected, but it would require a restructuring of the data collection and recording system and a strong effort by several people to analyze and retabulate all information available.

Figure 1 : Louisville Clearinghouse for Ex-Offenders Client Flow—Entry

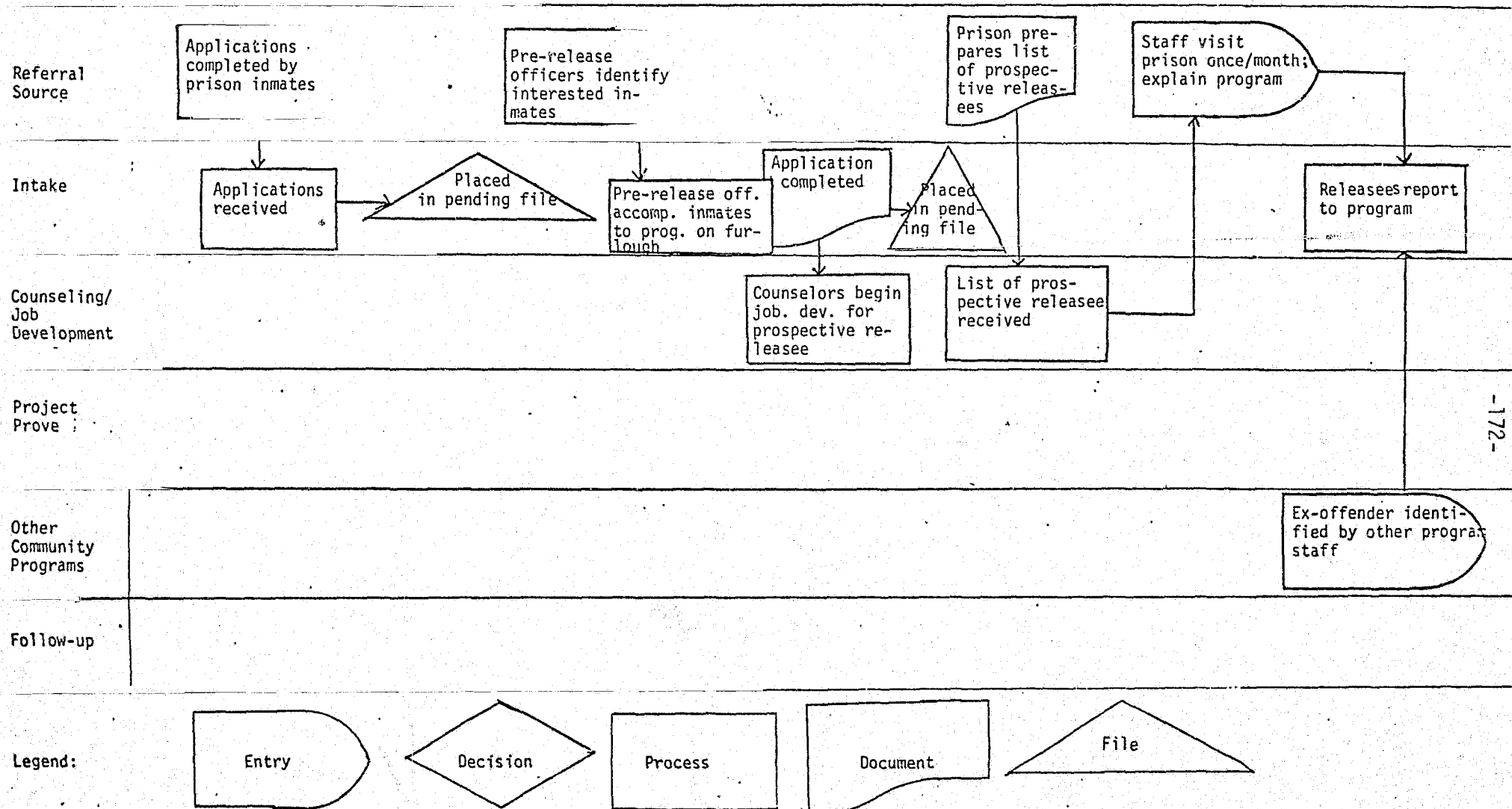


Figure 1 cont.: Client Flow from Entry to Counselor Assignment

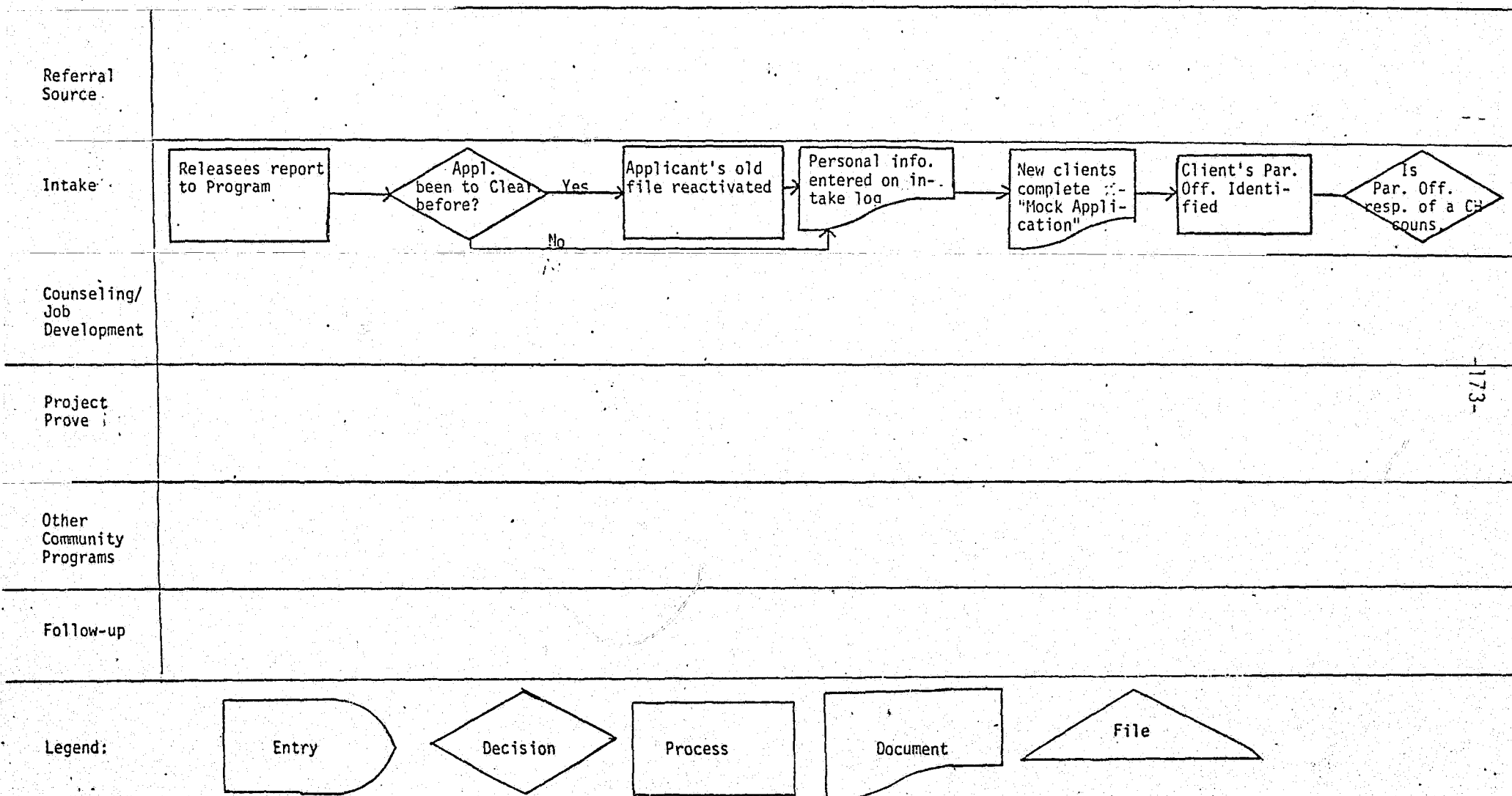


Figure 1 cont.: Clearinghouse Client Flow from Counselor Assignment to Counseling

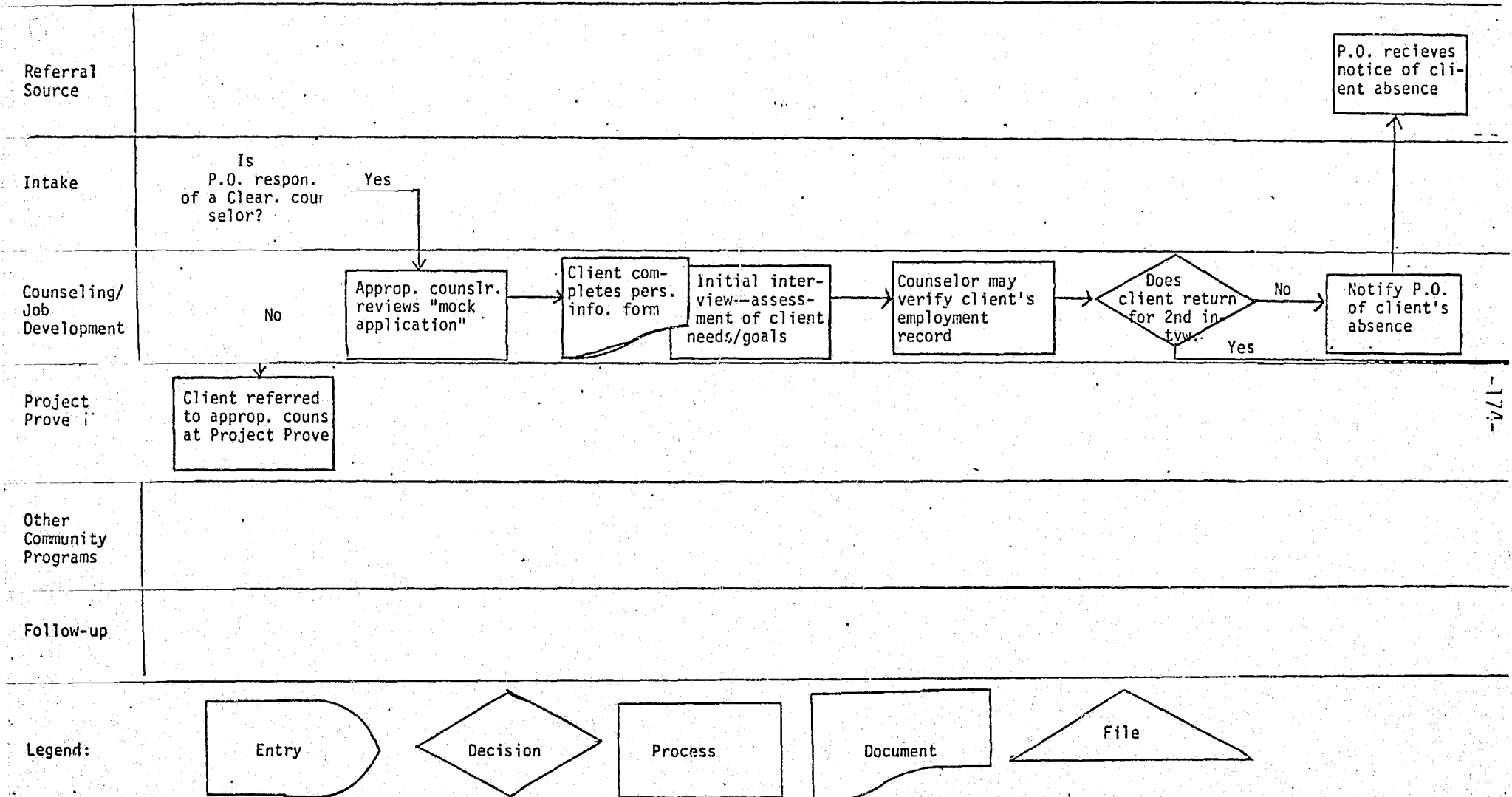


Figure 1 cont.: Clearinghouse Client Flow—Counseling

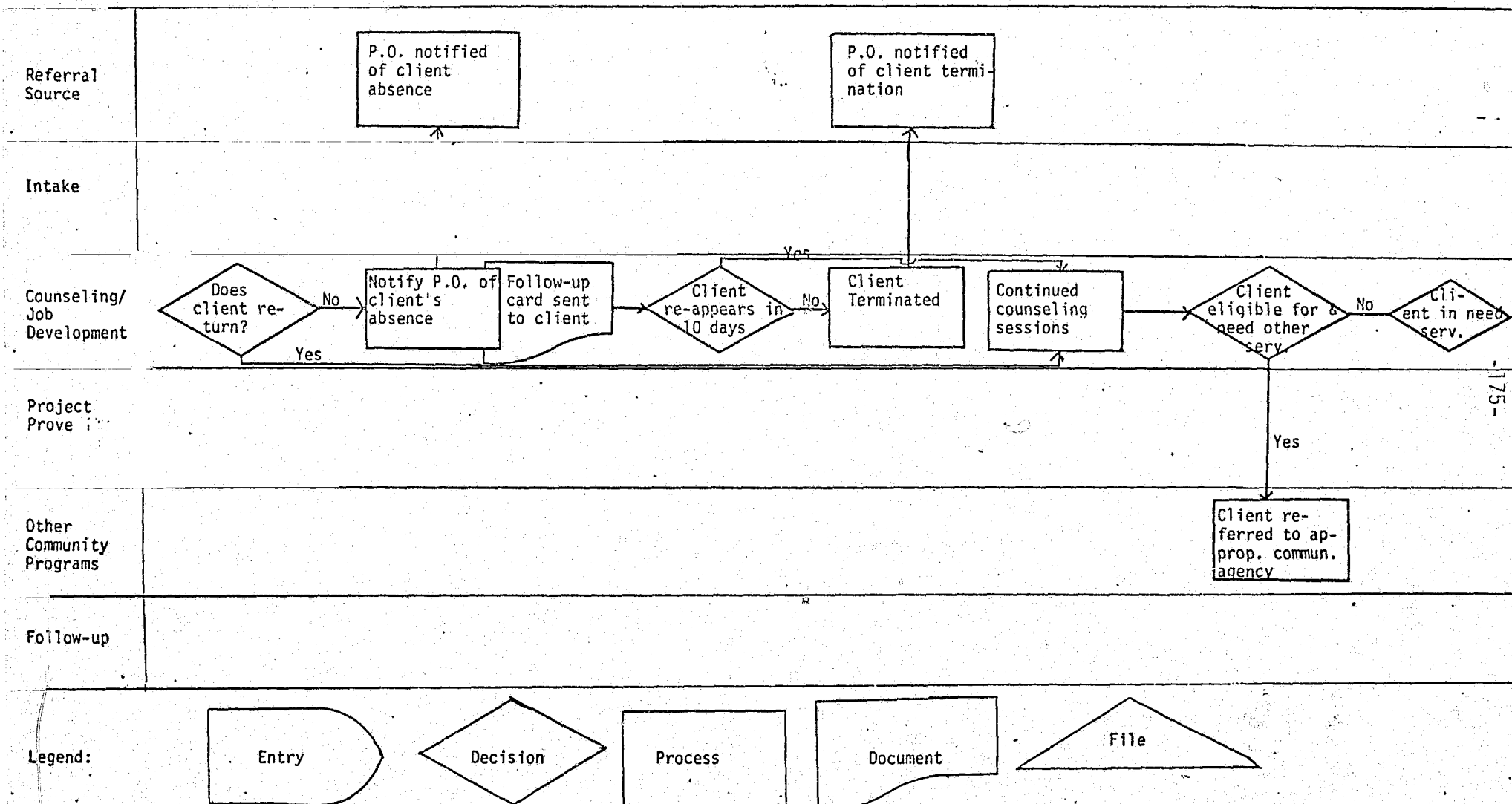


Figure 1 cont.: Clearinghouse Client Flow—Counseling and Referral to Other Programs

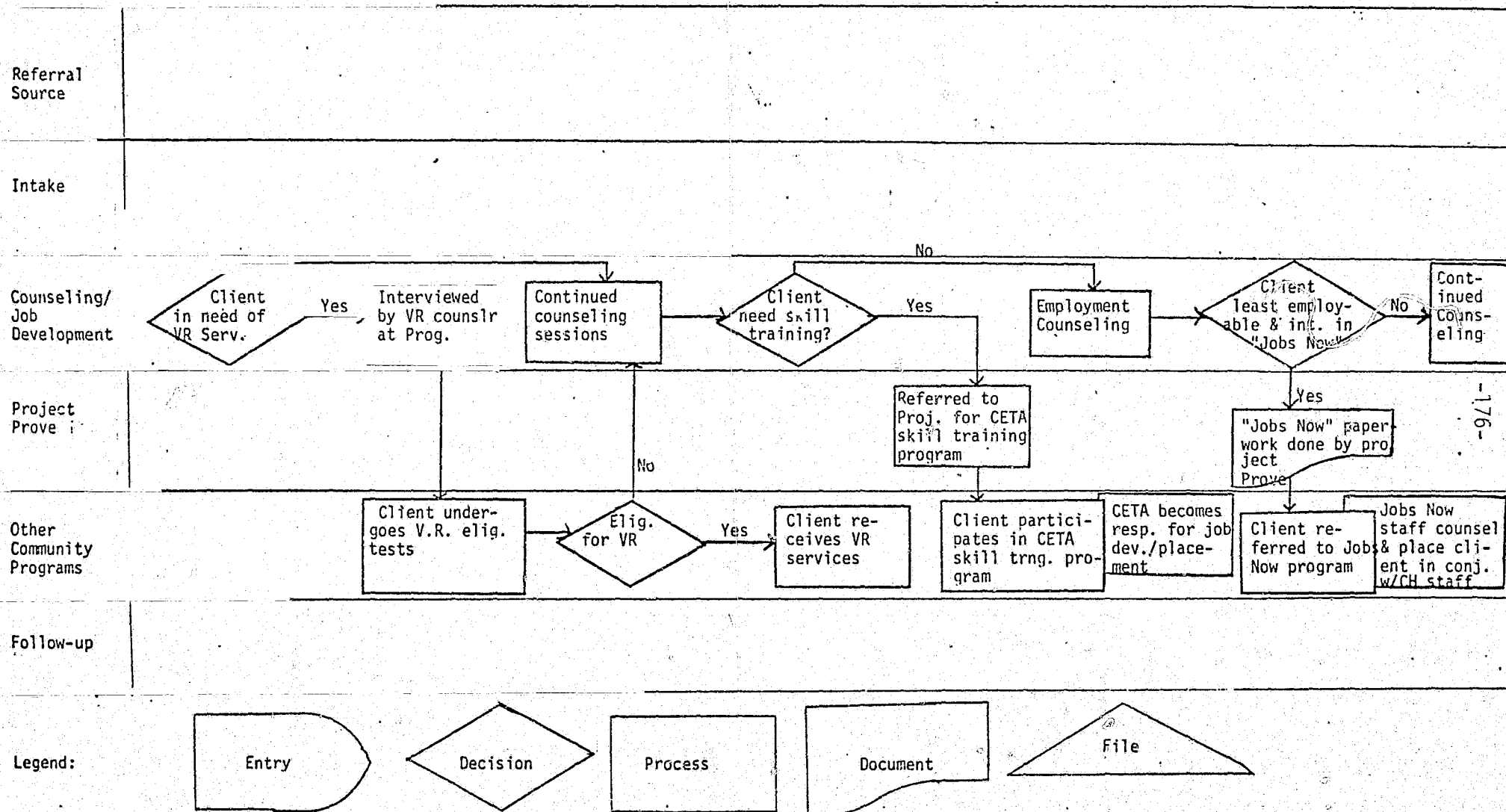


Figure 1 cont.: Clearinghouse Client Flow Counseling to Job Placement

Referral Source

Intake

Counseling/
Job
Development

Counseling till
client is job
ready

Receive micro-
fiche from Empl.
Serv.; Search jo
bank

Identify
rop. open

No

Client
hired?

Yes

Individual job
development; job
referrals

Project
Prove i

Yes

Other
Community
Programs

Job orders re-
ceived at KY
Empl. Service

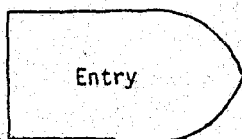
Emp. Serv.
client's name
& DOT code

Results
sent to Empl.
Serv.

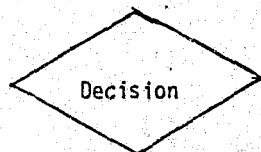
Follow-up

Follow-up for
90 days

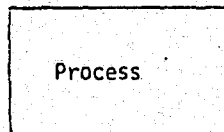
Legend:



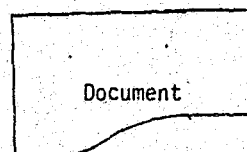
Entry



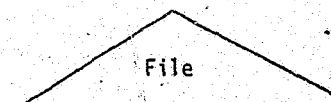
Decision



Process

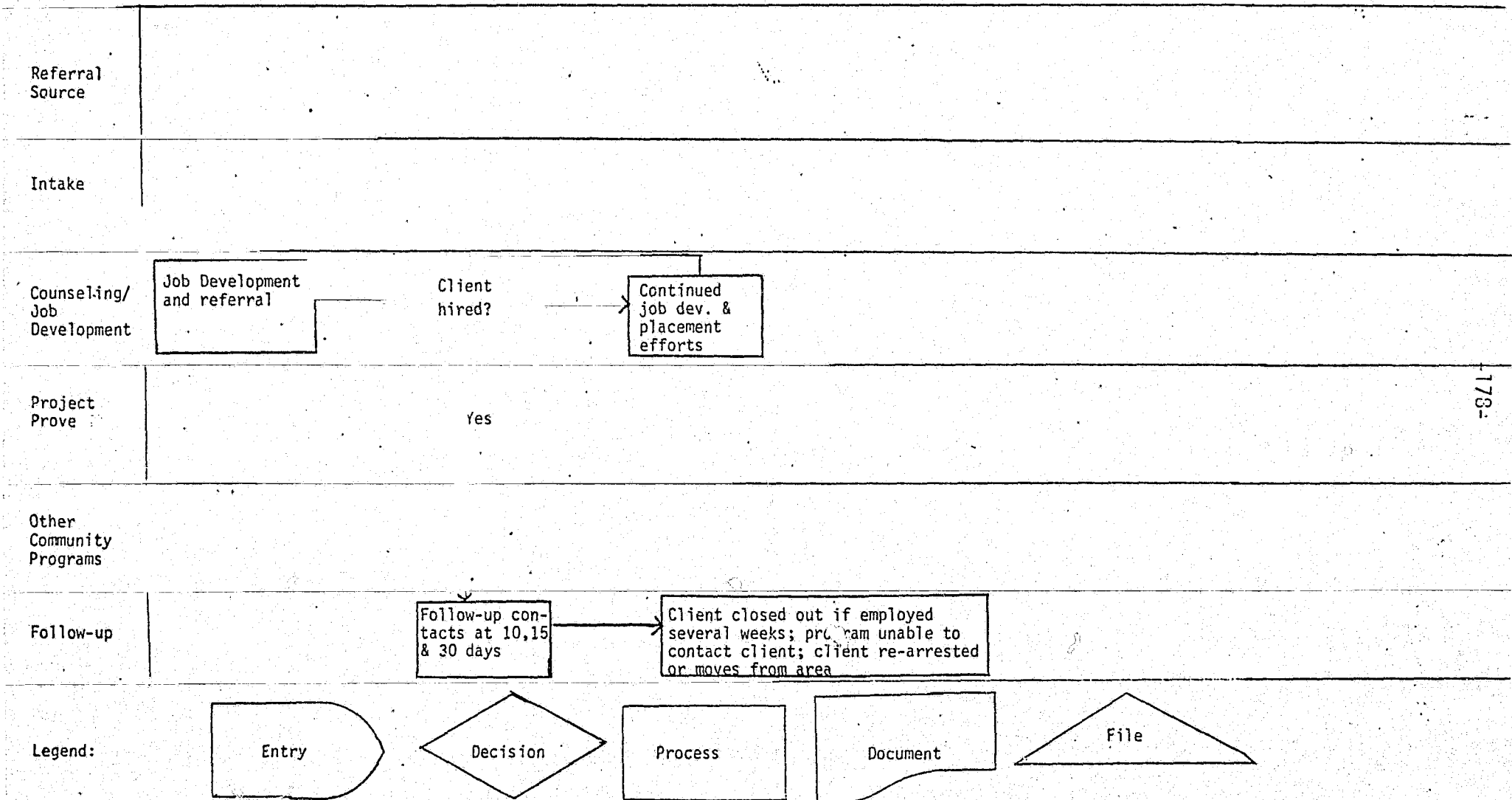


Document



File

Figure 1 cont.: Clearinghouse Client Flow from Job Placement to Follow-up



INSTITUTE OF GENERAL, MECHANICAL,
AND ELECTRICAL SCIENCE

Philadelphia, Pennsylvania

INSTITUTE OF GENERAL, MECHANICAL, AND ELECTRICAL SCIENCE

I. Program Setting

A. Program History

The Institute of General, Mechanical, and Electrical Science, one of several programs run by the Philadelphia Urban Coalition, began as an outgrowth of the Urban Coalition's Criminal Justice Task Force. The Urban Coalition submitted a proposal for an ex-offender training program to the Pennsylvania Governor's office in November, 1974. The proposal was accepted, and the program became operational in January, 1975.

The Institute began operating with auto mechanics, electricity, and electronics courses. Many start-up problems were encountered during the first six months, the most unsettling of which was the turnover in program directors. Three directors headed the program from January through May. In the middle of 1975, the new director began restructuring the program.

Two electronics courses were combined, since it was found that ex-offenders were having difficulty obtaining jobs in the electronics industry. Additionally, staff learned that many clients could not read or write. Thus, a basic education program was begun in combination with the skills training courses. The staff was restructured to create more flexibility. Three new staff positions were created, including two job developers who doubled as counselors, and an intake worker who specialized in that function. The program recently began a job seeking and job retention course, which is mandatory for all program participants.

B. Objectives and Program Emphasis

The Institute of General, Mechanical, and Electrical Science exists to serve ex-offenders interested in skills training in one of four areas: automotive mechanics, welding, foundry, and electronics. Its goal is to make each program participant a productive worker, ready for entrance into the competitive labor market. The program also aims to equip participants with necessary job-seeking and job-keeping skills. Because the program is part of the Philadelphia Urban Coalition, its objective is to primarily serve disadvantaged, minority clients.

C. Clientele

The Institute of General, Mechanical, and Electrical Science serves only ex-offenders who have been convicted of a crime, are residents of Pennsylvania, and are older than 18 years of age. Demographic characteristics of program clients are presented in Tables 1, 2, 3, and 4 on the following page.

Table 1: Age

18-24 years	72 %
25-30 years	20 %
31-40 years	7 %
Older than 40 years	1 %
TOTAL	100 %

Table 2: Sex

Male	98 %
Female	2 %
TOTAL	100 %

Table 3: Race

White	2 %
Black	97 %
Chicano	1 %
Other	0 %
TOTAL	100 %

Table 4: Length of Last Incarceration

Less than six months	15 %
Six months to two years	75 %
Longer than two years	10 %
TOTAL	100 %

New students are accepted into the program on a monthly basis. During the year, an average of 15 new students enter the program each month. Currently, there are 40 active clients, divided among three staff members who maintain active client case loads. Program guidelines dictate that no counselor maintain a case load of more than 20 clients or less than 10.

D. Funding

The Institute received approximately \$145,000 in Comprehensive Employment and Training Act, Title I monies from the Governor's office for the period November, 1974 through October, 1975. This money was part of the Governor's 4% discretionary money allocated under the 1973 Comprehensive Employment and Training Act. From November, 1975 through June, 1976, the program received another \$145,000 from the Governor's office. From July, 1976 through September, the program will receive \$49,120 and from October, 1976 through September, 1977, the Institute will receive \$219,000.

Because this funding is part of the Governor's 4% discretionary money, it flows directly from the Governor's office to the Urban Coalition. At no point does this money flow through the Philadelphia CETA Prime Sponsor. All program reports thus are submitted to the Governor's office rather than the local Prime Sponsor.

E. Program Organization

The Institute of General, Mechanical, and Electrical Science is one component of the Philadelphia Urban Coalition. The Director of the program reports to the Coalition's Director. Program staff includes the Director, the Director of Admissions and Referrals, two job developers/counselors, an intake counselor, a counseling assistant, an office manager, and one secretary. Additionally, seven instructors are employed to teach the evening training classes at the Dobbins Technical Vocational School.

The Program Director is responsible for all activities involving the securing of funding, public relations, inter-program communications, budgeting, program policy, and staff accountability. He also maintains direct, continuing contact with the seven vocational school instructors. The Director of Admissions and Referrals is largely responsible for daily program operations and interacts with all staff members. The two job developers/counselors are responsible for following up on those clients on their case load as well as conducting the job-seeking and job-keeping skills class twice each week. The Intake Specialist attempts to perform all client intakes, including supervising the completion of applications, the scheduling of appointments, and all testing and evaluation. She is assisted in these responsibilities by the counseling assistant. The office manager is responsible for maintaining the files and for all program correspondence. This includes letters to inmates applying to the program, notification to applicants of acceptance or rejection, and letters tracking client participation in the program. The secretary serves as a personal secretary to the Program Director.

Program participation is divided into three distinct areas: intake, probationary period, and active participation. Because clients are accepted into the program on a monthly basis, some clients applying in the middle of a month may wait several weeks to be notified of their acceptance or rejection. The intake process includes the filling out of applications, testing, and evaluation. The first 30 days of a client's participation in the program constitutes a probationary period. During this time, clients are not allowed more than one unexcused absence. After the 30-day period, clients are considered active full-time clients.

Classes in auto mechanics, electronics, foundry, and welding are held four hours each night for four nights a week. Program participation may last up to 12 months. Clients who have completed the program or those who are unable to complete the program because they have secured an evening job are encouraged to return to the program when necessary. During the time clients are participating in the training courses, their counselors maintain continuing contact with them, through telephone calls or in-person interviews. Additionally, the program's two job developers attempt to secure jobs for those trainees who are considered to be job-ready.

II. Client Flow

A. Entry

The majority of program clients are prison releasees. Their first contact with the program may be made in a variety of ways: mail contact with the program while they are still incarcerated, personal interviews with program staff who visit the prisons each month, referral from another community service agency, or walking in off the street.

The Institute receives many letters each month from inmates still incarcerated in Pennsylvania institutions who have heard about the program. After receiving these letters, the program sends the inmates an application and fact sheet. The letter accompanying these materials requests that the inmate complete the application and return it as soon as possible. The fact sheet notifies the inmates that the program serves persons of at least 18 years of age with a criminal record. It also contains information on: courses offered, staff, course length, program features, hours of attendance, location, and contact persons.

After an application is received from an inmate, the program sends another letter asking the inmate to make arrangements to request a furlough so that an in-person interview can be conducted. If the inmate is unable to be furloughed, he or she is urged to contact the program immediately so that other arrangements can be made. If an applicant is able to secure a furlough, he or she appears at the program offices to undergo testing and evaluation and to be interviewed by one of the counselors. After test results are evaluated, the program informs the inmate with a letter of acceptance or rejection. If an inmate is accepted, his or her application is held in a pending file until the program is notified that the person has been released from prison and is still willing to enroll in the program. Those inmates who are rejected are told that they can re-apply after a period of 30 days.

Often the program receives letters from inmates who request assistance in finding immediate employment. Because the Institute is primarily a training program, it does not offer such services to prison releasees. However, all such letters are answered. Inmates are told that the program is a job training program and not a placement service.

Persons who contact the program by mail or telephone are given an appointment for their first interview. Those who do not have an appointment and enter on a walk-in basis initially read a program description. This description contains necessary information about program procedures, including the following information:

- Applications, test scores, and evaluations are considered by the entire staff. Acceptance or rejection is based on this review.
- Once a client has been accepted, he or she is on a 30-day probationary period. During this time, the client will be required to report to the program for personal and job counseling.
- During the probationary period, the client will be permitted only one unexcused absence. If the client must be absent more than once, he or she must call the office with an acceptable excuse.
- After the probationary period, if the client needs travel money and is enrolled with the Department of Public Assistance, the program will assist the client in securing car fare and a one-time clothing allowance of \$75.
- After the probationary period, client attendance is closely checked. If the client is going to miss any days of training, counselors must be notified.
- Because of the state of the economy, the program does not guarantee clients a job. However, if client attendance and progress is good, the program's job developers will work with the client in seeking a meaningful job.

This program description also details the four courses offered. These are:

- Auto mechanics --This course offers complete skills to be an entry-level mechanic. Tasks covered include how to change a tire, how to perform complete engine repair, and wheel alignment.
- Electrical wiring --This course provides clients with a knowledge of how to wire a complete home by single point, two point and three point controlled lighting. Clients learn how to prepare schematic diagrams for all work and are also instructed in the theory of electrical energy and necessary safety standards. At the conclusion of the course, clients learn how to install and wire major electrical appliances.

- Welding --This course deals with the following phases of welding: Oxy-Acetylene, Metal-Arch, Braze and MIG welding. The course also includes instructions in blue print reading and instructions in following factory specifications.
- Foundry --This course teaches clients how to work with metal, especially molten metal. Clients learn how to make sand molds of different objects, how to operate metal furnaces, how to pour molten metal, and a variety of other skills. Completion of the course gives clients the knowledge of a third-year apprentice, and allows them to enter foundry work as a craftsman and not as a laborer. The course lasts for approximately six months, whereas other courses are approximately ten months.

After applicants read the program description, they are instructed to fill out the application. The application includes client information concerning marital status, education, criminal record, institutional record, field of interest, and three personal references. During an ensuing intake interview, the intake specialist and client review the application. The intake specialist completes a CETA client characteristics form and fills out the top half of the CETA termination form for later utilization if the client is accepted and then terminated from the program. A report to class slip is also completed, and held for the client pending acceptance into the program. The applicant then signs a CETA Identification Data Form. This form notes the client's sex, birth date, education, number in family, estimated annual family income, and other client information. The client and counselor both sign this form, attesting that the participant meets the eligibility criteria established under Title I of the Special Governor's Grant, and has been informed of his or her rights and procedures for grievances as established in the Comprehensive Employment and Training Act.

Students then complete a general consent form and job information form. The client's signature on the former allows the program to disclose information from the client's record to responsible persons for purposes of either verifying participation and attendance in the program or for securing employment. The job information form serves a more practical purpose. It notifies applicants that many students want a temporary daytime job of any kind while attending evening classes at the Institute. To help the program's job developers find such a position for the client, the following information is provided on the form: name, address, age, phone number, whether the client has a current Pennsylvania driver's license, whether the client owns a car or has use of one, and when the client will be available for work. Additionally, the client is asked to detail what skills he or she possesses.

At the conclusion of the intake interview, the applicant is told that he or she will be notified of the time for testing and evaluation. All testing and evaluation is done during the first week of each month. The week before, letters are sent out notifying clients of the date and time of their testing appointment. Testing for all applicants usually lasts two days and consists of a mathematics test, a reading comprehension test,

and a vocabulary test. After tests are taken, the intake specialist grades them while the applicant is still in the office. At this time, the intake specialist conducts a more detailed interview with the applicant. Information from the original intake interview is reviewed. If testing has revealed that the applicant has difficulty reading, he or she is referred to a remedial reading program and told that once up to a certain level, he or she can reapply to the program. At the conclusion of this second interview, the intake specialist completes a personal evaluation form.

B. Intervention

Clients are generally notified four or five days after the testing whether or not they have been admitted to the program. Decisions are usually based on: test results, the subjective feelings of the intake counselor, and the availability of space. The latter is rarely a problem. Although applicants must score a minimum on each of the tests, exceptions are made for those with especially high motivation. Applications are also reviewed at weekly staff meetings attended by all staff.

Letters of acceptance or rejection are usually mailed the following Wednesday. Letters are sent to an applicant's referral agency, such as probation or parole, only if special notification is requested. Letters of acceptance and congratulations notify the client of the date of an orientation session and ask the client to bring an enclosed "report to class" slip. Letters of rejection notify the applicant that he or she may reapply for admission to the program after a period of 30 days.

All new clients are placed on a 30-day probationary status. During the orientation session, they are introduced to their instructors and the "lead student" in their section. The course is explained, including the specific tasks within each unit of instruction. Clients are notified that they must report for two job counseling sessions at the program offices during their 30-day probationary period and that if this is not accomplished, they will be terminated. Training classes begin the first Monday of each month and are held four nights a week from 6 p.m. to 10 p.m. Those clients who need remedial or GED instruction are notified that such instruction is available three nights a week at the training school from a licensed instructor. Clients are allowed to substitute one hour a night of GED instruction for an hour of their vocational training.

Because clients are considered to be on probationary status during the first 30 days, they are not officially enrolled in CETA. Any attendance sheet is maintained for the probationary period on all new clients, but not included in the regular program attendance book. During the probationary period, the intake specialist does all counseling and monitors the attendance of all probationary clients. Training instructors fill out attendance forms nightly, which are channeled to the intake specialist. If she notices that a probationary client has missed more than one class, without an excused absence, the client is sent a termination letter.

After a client successfully completes the probationary period, the program attempts to help the client receive assistance from the Department of Public Welfare and appropriate Veterans Benefits. Additionally a CETA enrollment form is completed, and students are sent a letter assigning them a personal counselor.

After the probationary period, the program's intake specialist is primarily responsible for tracking student attendance. She maintains an attendance book with one page for each active client. After reviewing daily attendance lists submitted by the training instructors, she attempts to contact all students who have had several unexcused absences. If, in her subjective opinion, a student is missing too many classes, she will send an attendance letter. This "warning" letter notifies the student that the program is aware that he or she has not been attending classes on a regular basis and asks the student, if there is a problem, to contact the program. The student is warned that his or her failure to attend classes could lead to dismissal from the program. If this letter does not produce action on the part of the student, a 48-hour warning letter is sent. It requests that the client contact the program immediately to avoid dismissal and any other loss of present and future program benefits.

However, if no response to this letter is received the client is terminated. He or she is sent a termination letter and the student's file is placed in a termination file. A termination report is then sent to the Governor's office in Harrisburg. When students are terminated, the program also sends a letter to the Department of Public Assistance. This letter notes that the student had been a recipient of the weekly transportation allowance, but that on the particular date, his or her enrollment was terminated.

Active students are required to attend counseling sessions twice a month. However, interviews can be held with clients as often as the counselor wishes. During these sessions, counselors complete behavior identification forms which rate the client as acceptable, strength, no serious problem, change needed, change possible, or change doubtful in the following categories: hygiene, grooming and dress, personal self-evaluation, personal complaints, consistency of work, reaction to criticism, social/recreational outlets, and motivation. The counselor also notes any appropriate personal comments about the client.

Each time a counselor establishes a contact with his or her clients, a student contact form is completed. This form notes the name of the student and the class in which he or she is participating, the date of the contact, the nature of the contact (phone, office, or school), the nature of the problem, action taken, resolution, and required follow-up. Each student contact form must be signed by the appropriate staff member.

All staff members are responsible for attending meetings with various community organizations and agencies. Usually, these meetings are arranged in the course of the counselor's actions for particular clients. Each time a staff member attends a meeting, a meeting report form is filled out. This notes the name of the staff member, the organization, the purpose of the meeting, the required follow-up, and the staff member's personal evaluation.

These meetings, along with all other counselor activities, are summarized on a weekly basis in a report submitted to the program director. This report summarizes: the number of counseling contacts, the number of meetings, the number of personal student contacts, the number of phone contacts, the number of job placements achieved, the testing and evaluations performed, and any visits to penal institutions. The notes of the individual staff members are attached to the weekly memo. One copy of this report is kept in the central file and another is referred to the Director of the Urban Coalition.

The program's two job developers attempt to develop "any kind of job" for those students who need immediate assistance or money. However, their primary activity consists of developing jobs for job-ready students. Whether a student is job-ready is largely dependent upon the opinion of his or her instructor and the level of proficiency a student has reached in the course.

Student accomplishment forms are completed by all instructors each time a student completes a specific task. The four training courses are composed of several units, each unit containing from four to ten tasks. Student accomplishment forms are returned by the instructors to the central office on a monthly basis. They are filed in student accomplishment files by course, each course having an updated list of students. Copies of these forms are also filed in the students' individual files, and the date each task is accomplished is noted. The job developers also keep copies of these forms, enabling them to keep up-to-date on the level of achievement of all students. Therefore, when potential employers inquire about students' abilities, job developers have ready access to such information.

The job developers spend most of their time in the field contacting employers. They promise each potential employer a background sketch on potential employees and simultaneously give each student background information on potential employers. Like the other program counselors, the job developers have their own student case loads. They maintain files on each of their students, including the program application, all completed student contact forms, employment information forms, student accomplishment forms, and job information forms. Additionally, the job developers maintain a file on area employers, listing employer name, contact person, and each individual employer contact. Generally, the job developer will set up an appointment for the client, notifying the client of the time and date. Sometimes the job developer will accompany the clients to job interviews. In all cases, the job developer asks the client to visit the program offices before the interview for an "interview preparation" session.

C. Follow-Up

After job interviews, the job developers usually call the employer or the student to determine the results. One problem the job developers have encountered is that many employers do not want to be "bothered" with follow-up. Many specifically request that the program not follow up on clients they have hired. However, in cases where follow-up is permitted, the job developers make one follow-up contact a month for six months. It is estimated that approximately 70% of successful program clients secure jobs either through the efforts of the job developers or their own efforts.

All successful program students are encouraged to return to brush up on their skills after they have received jobs. However, they are not considered new clients. Their temporary participation in the classes is not reflected in the client record.

D. Data Availability

In addition to individual client files, and those files maintained by staff members, the Institute maintains files according to type of form or a letter. The data available from these files, though not tabulated, would enable one to assess: the percentage of applicants accepted into the program, the percentage rejected, the percentage of applicants who do not return, the percentage by reason of clients rejected, the attendance record of clients, the average level of achievement of program clients, the speed with which clients achieve various levels of proficiency in the different courses, the job placement rates of program clients, and program graduation rates. The Institute does not collect nor maintain any data on the recidivism of clients, either successful completers or dropouts from the program.

Figure 1: Institute of General, Mechanical & Electrical Science Client Flow - Entry

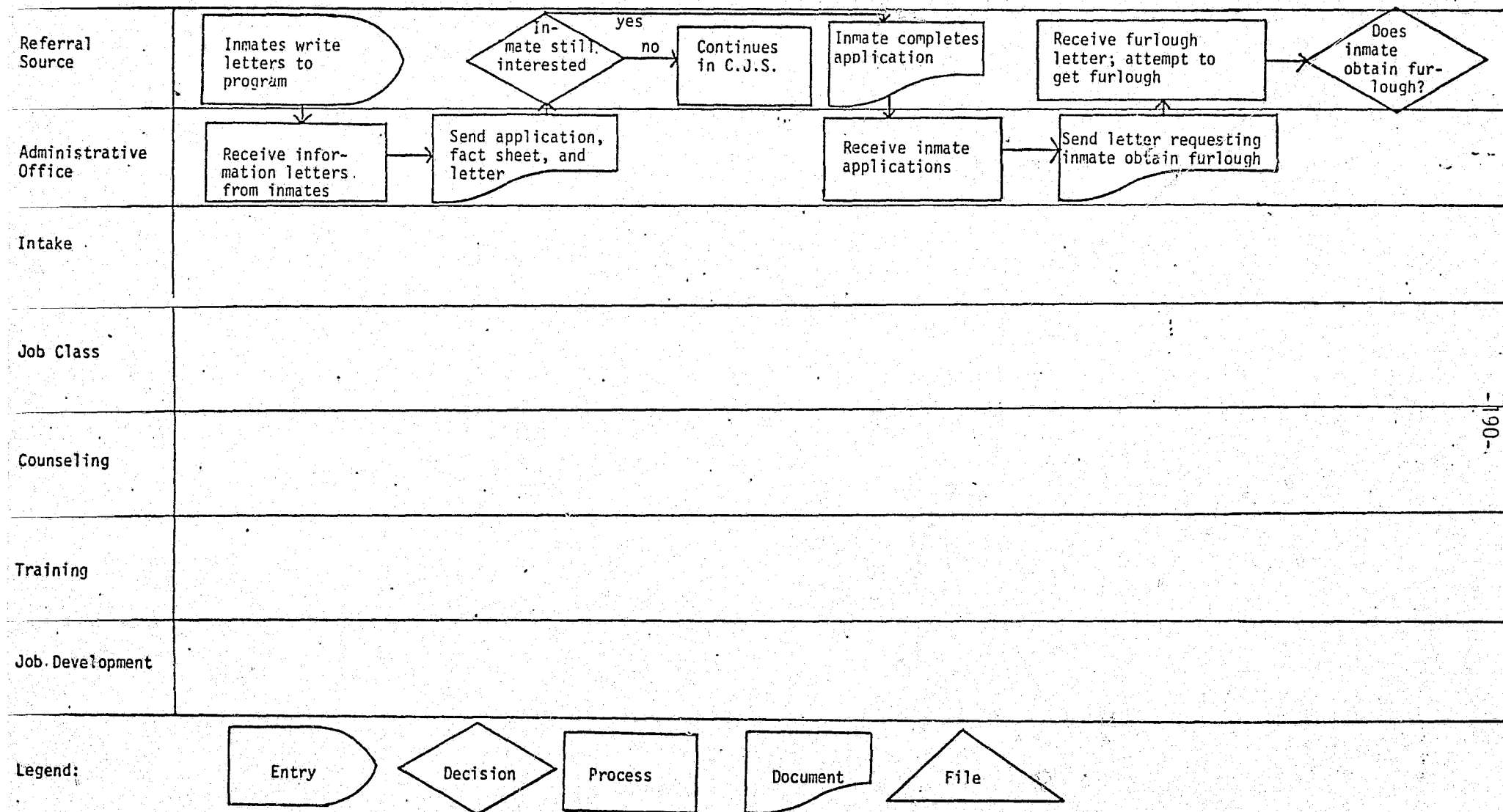
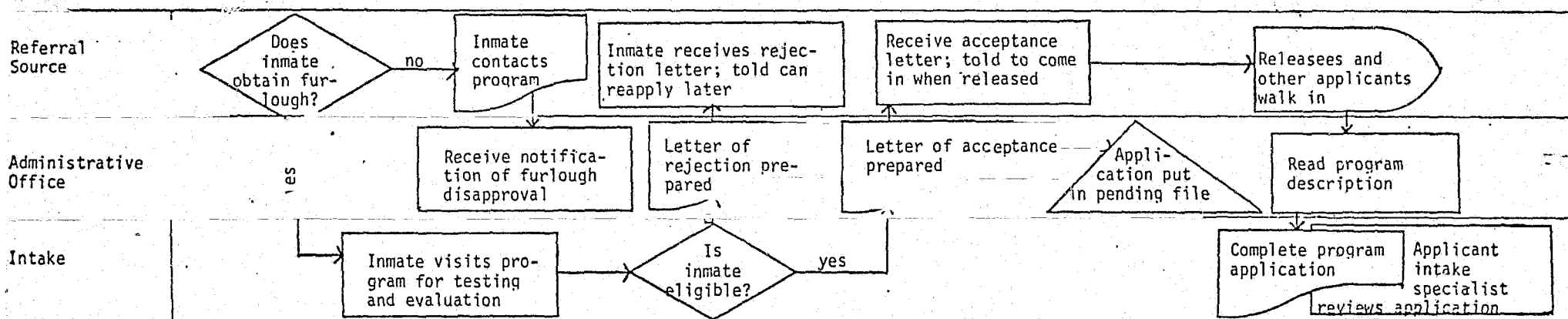


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - from Entry to Intake



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Job Class

Counseling

Training

Job Development

Legend:

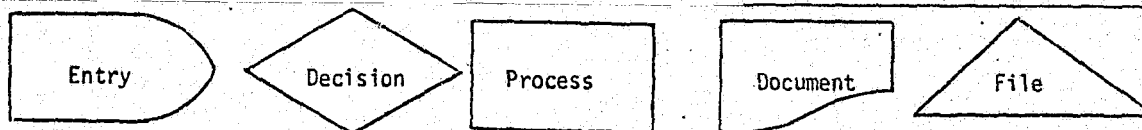


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - Intake

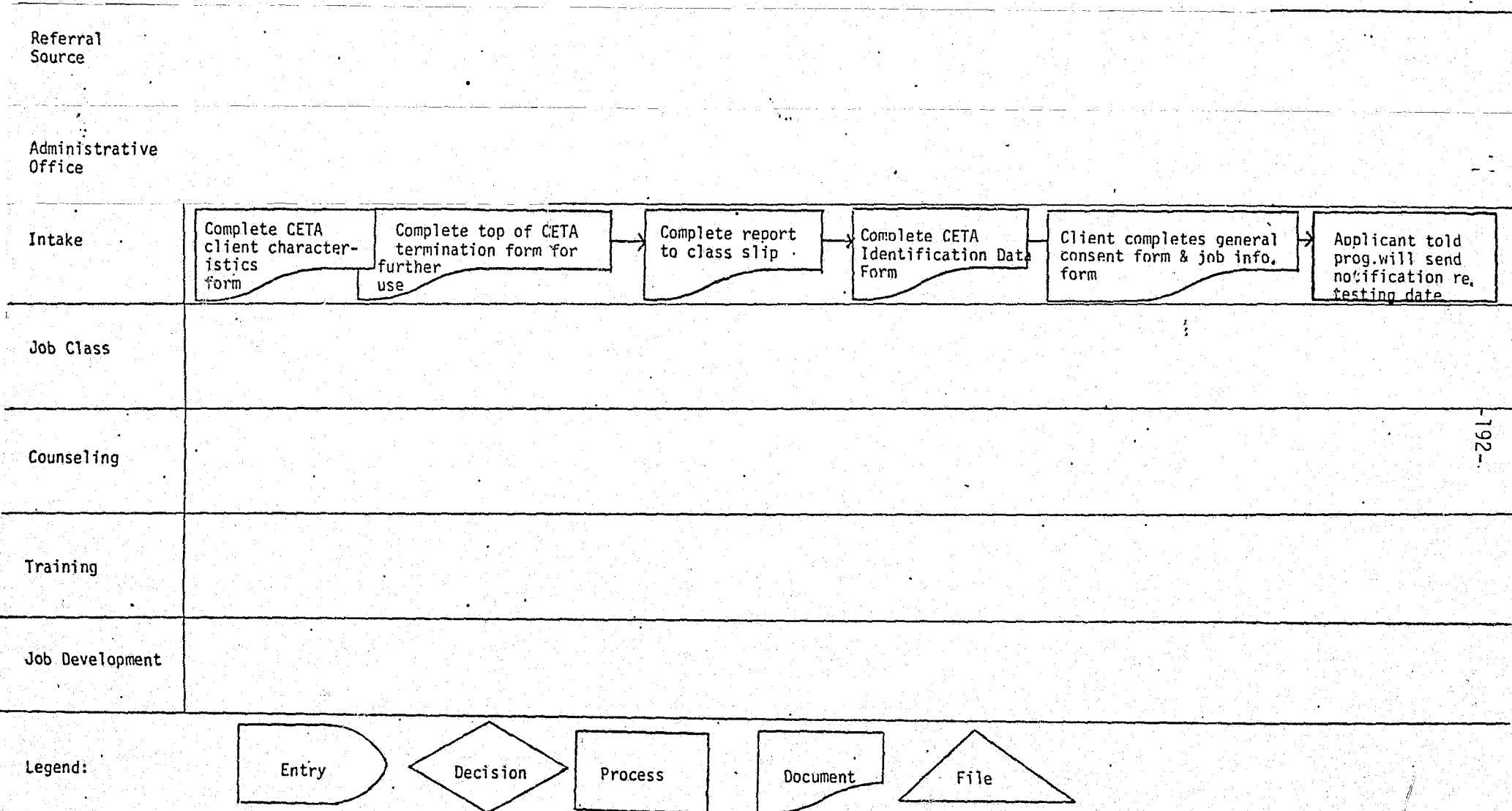


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - Intake and Testing

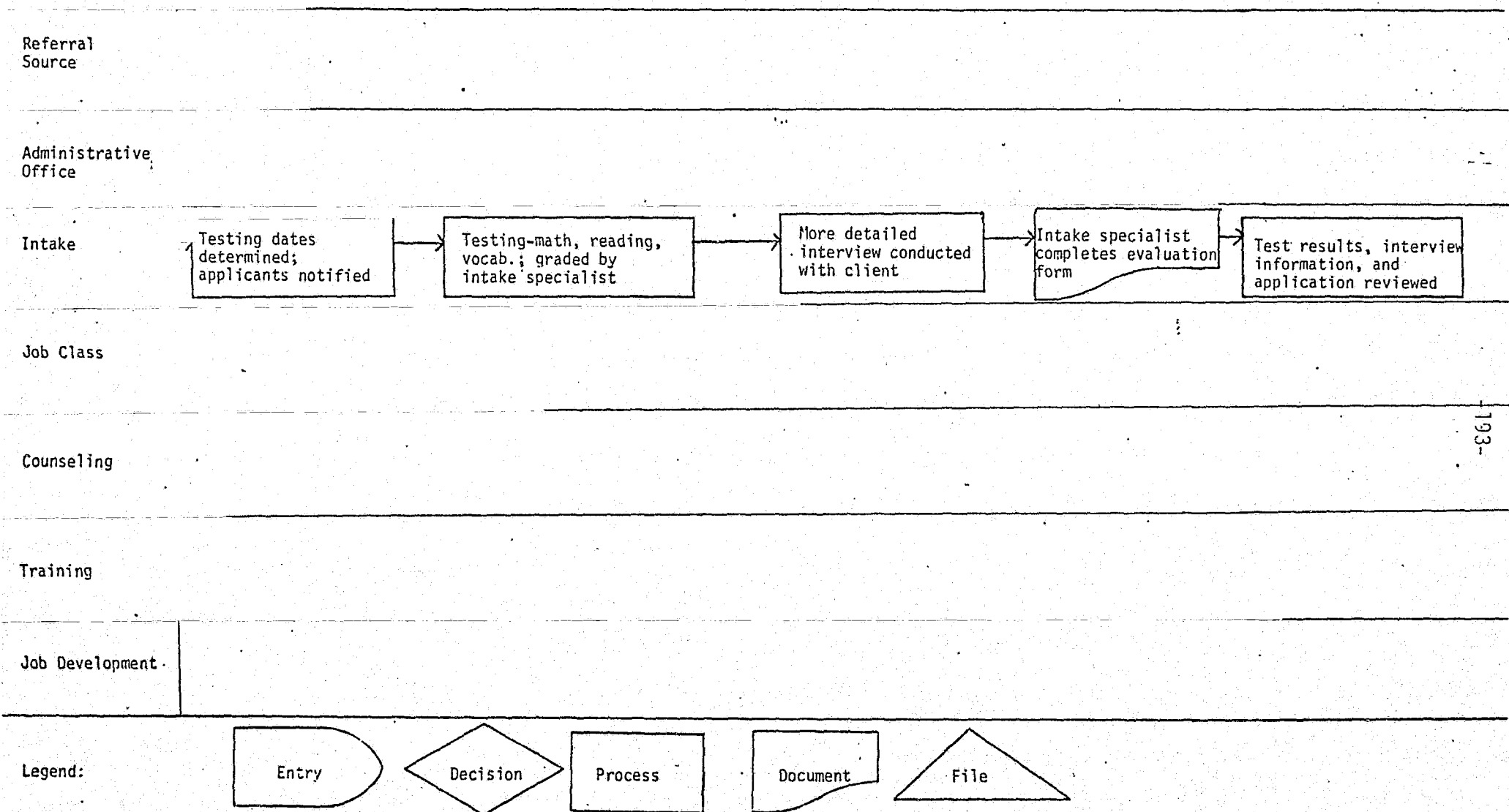


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - from Acceptance to Training

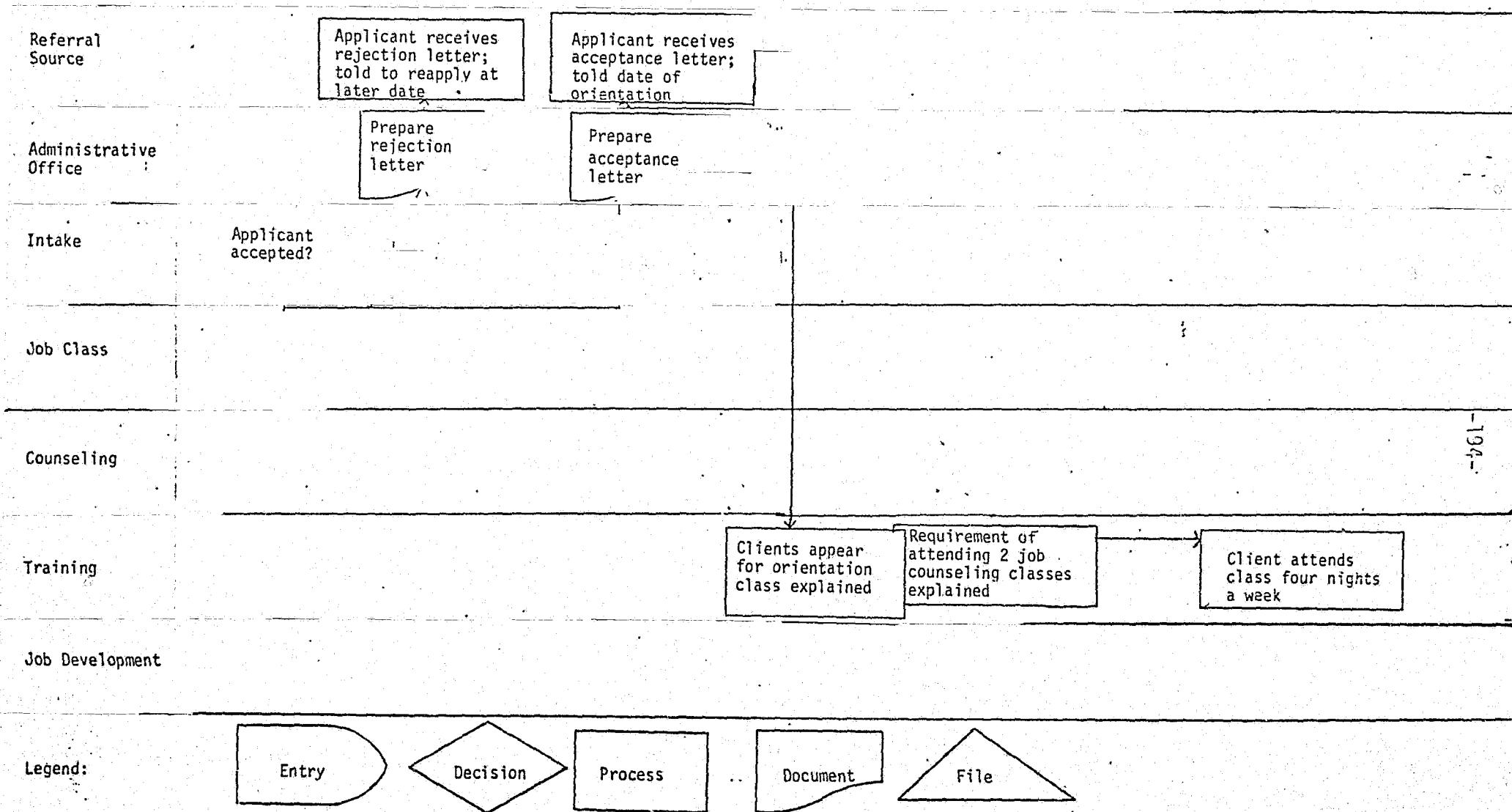


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.)- Probationary Period

Referral
Source

Administrative
Office

Intake

Job Class

Counseling

Training

Job Development

Legend:

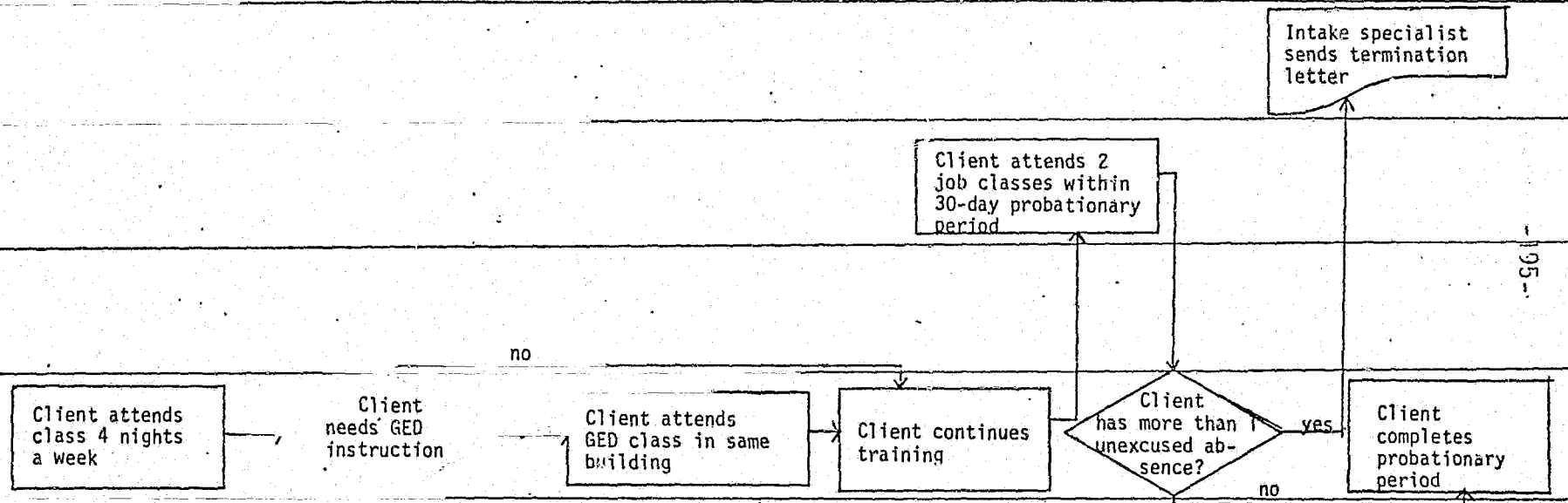
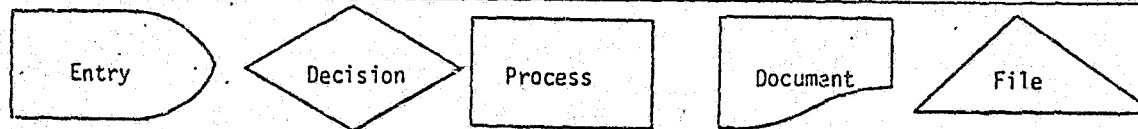


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - from Probationary Period to Continued Training

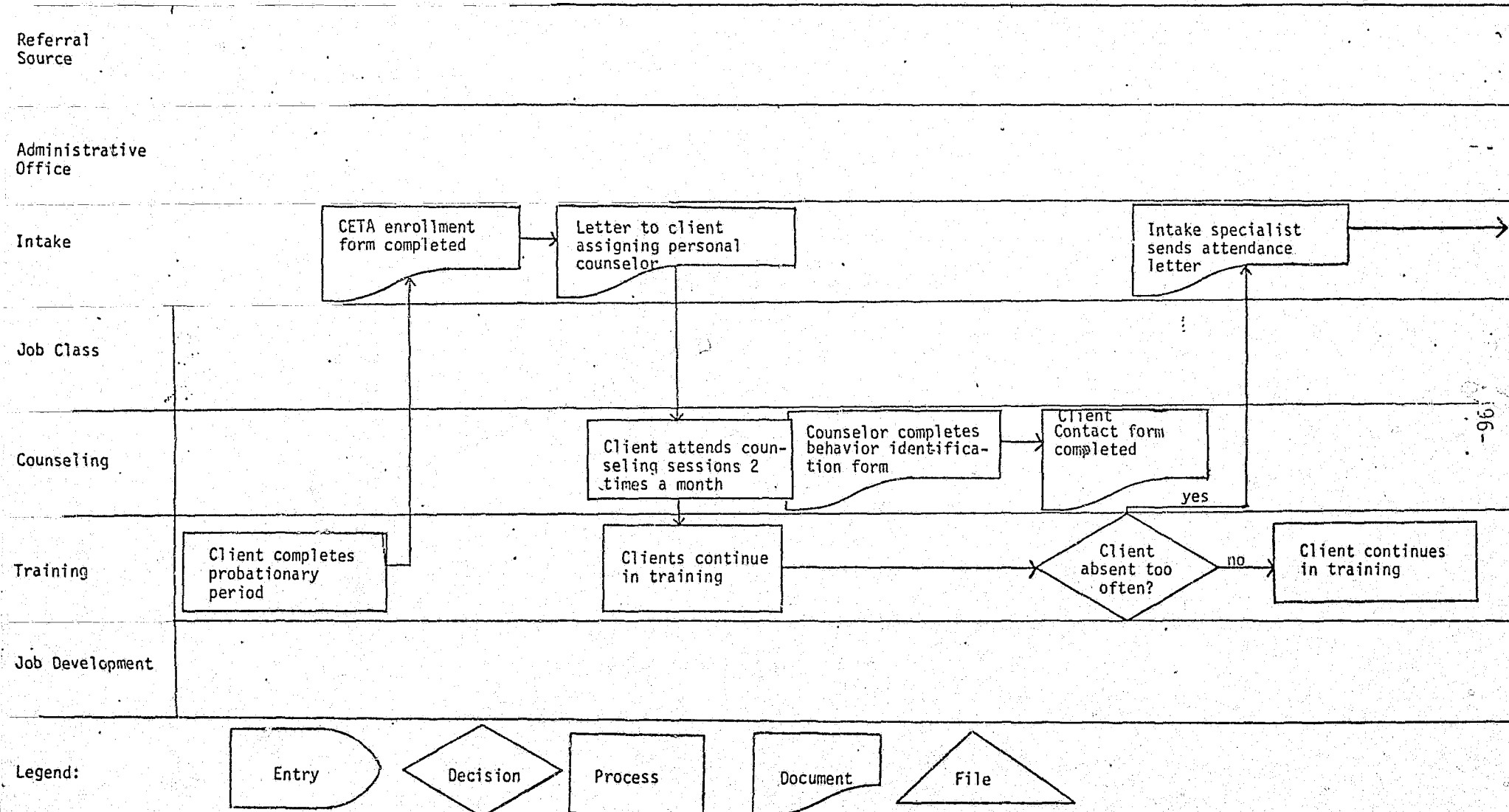


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - Continued Training

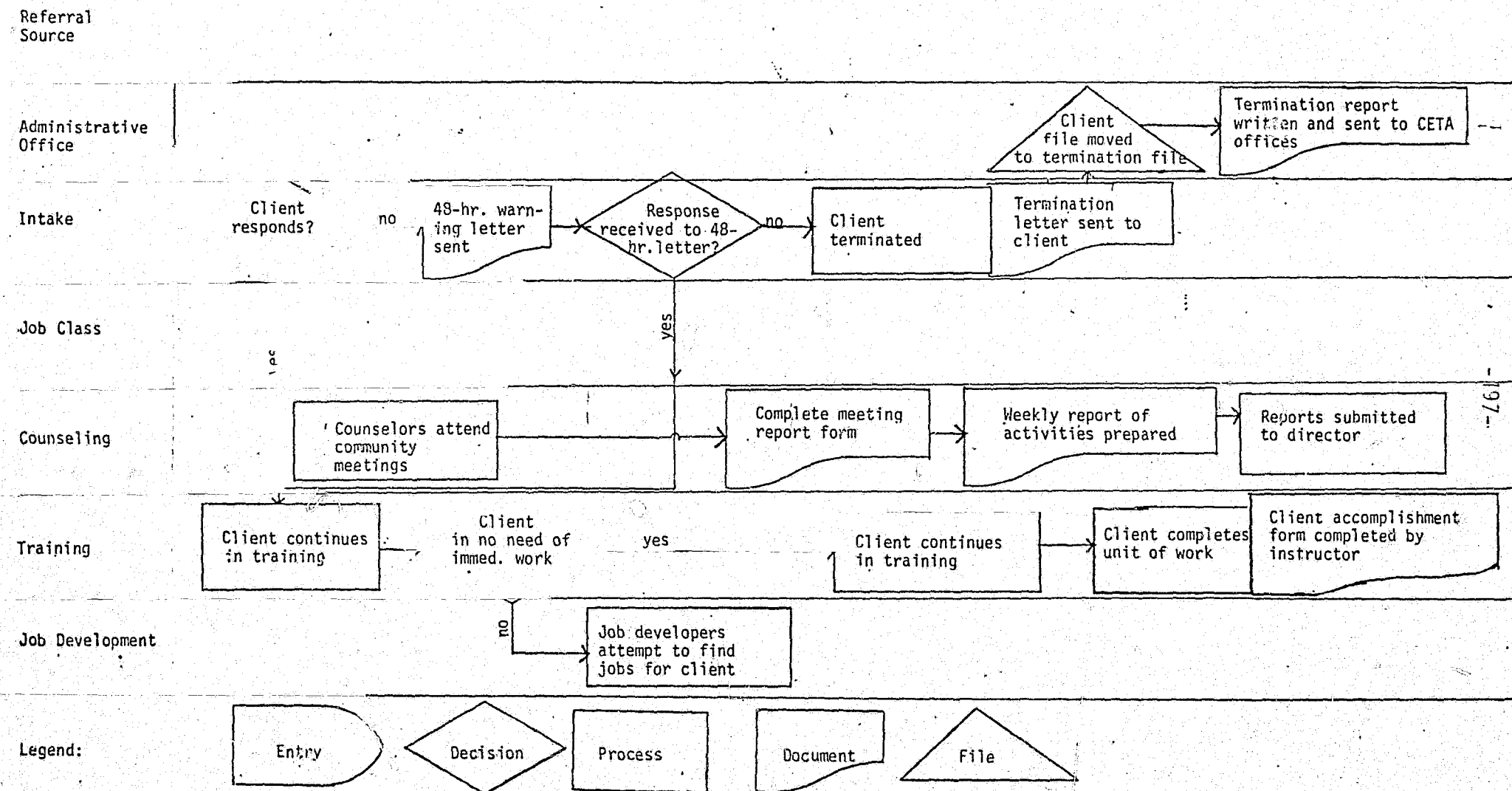


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - Training and Job Development

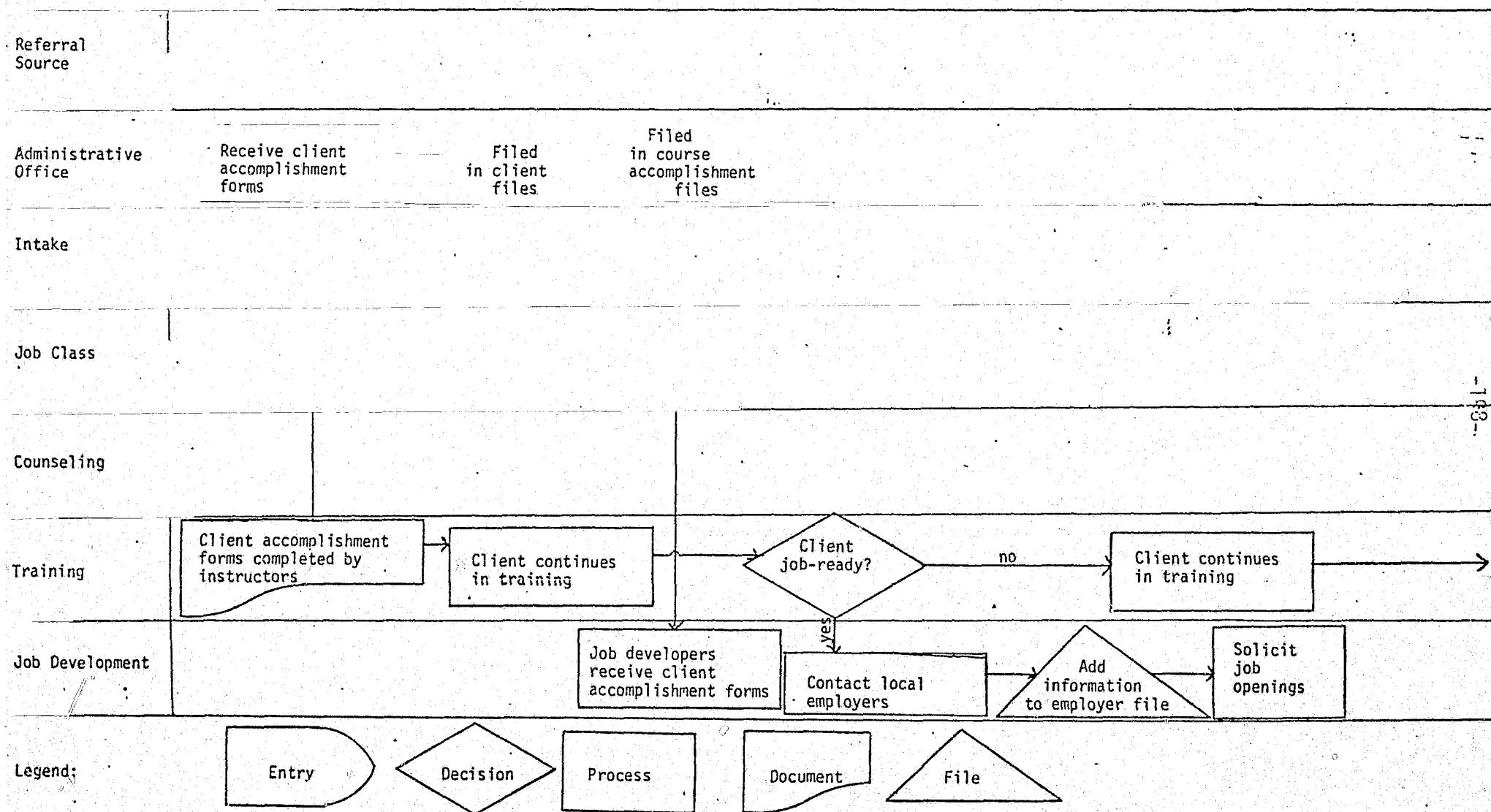


Figure 1: Institute of General, Mechanical & Electrical Science Client Flow (con't.) - Job Development

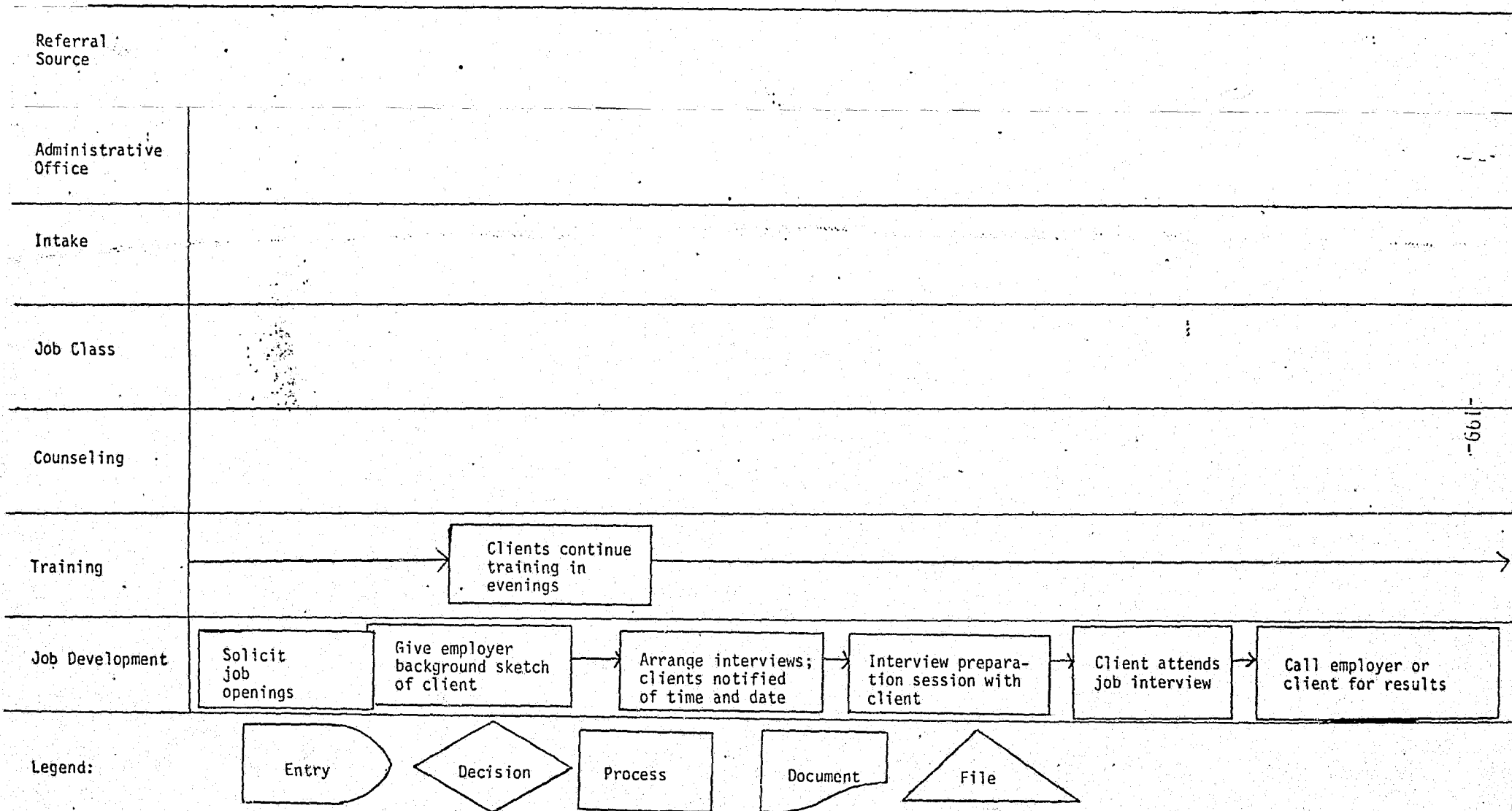


Figure 1; Institute of General, Mechanical & Electrical Science Client Flow (con't.) - from Job Development to Placement and Graduation

Referral
Source

Administrative
Office

Intake

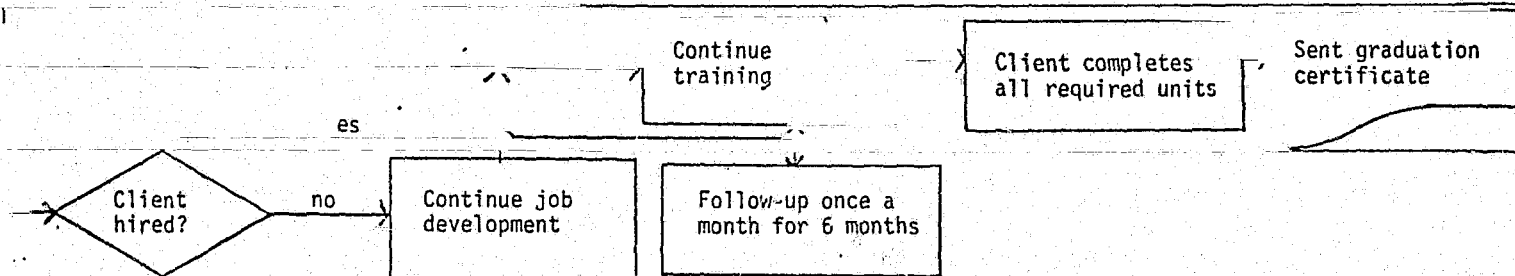
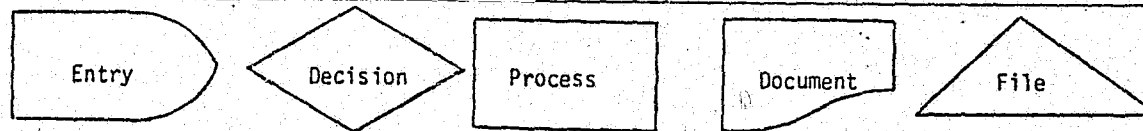
Job Class

Counseling

Training

Job Development

Legend:



CONTINUED

3 OF 5

LAW OFFENDER SERVICES DIVISION PROJECT

Boston, Massachusetts

LAW OFFENDER SERVICES DIVISION PROGRAM

I. Program Setting

A. Program History

In 1970, the Department of Labor (DOL) held a conference in Washington concerning section 251 of the Manpower Development and Training Act, which mandated manpower training for offenders and ex-offenders. As a result of that conference, DOL decided to fund a group of Employment Service Models in several states on a nationwide basis. Massachusetts was chosen as one of the participating states. In February 1971, the Law Offender Services Division (LOSD) was created to administer the Massachusetts model program.

At that time, the major aspects of the program were:

- Employability Assistance Teams in Department of Economic Security (DES) offices in major urban areas.
- Employment counselors with out-reach assignments to State and county institutions.
- An employability team out-stationed at the Brook Halfway House.
- Maintenance of consultant services, a drop-in center, and limited accommodations for ex-offenders in a temporary housing program.
- Development of continuous data flows relative to services performed and assessment of program effectiveness.

Teams of counselors and job developers were out-stationed at the State penal institutions at Concord, Bridgewater, Framingham, Norfolk, Warwick and Walpole; and at County Houses of Correction in New Bedford, Deer Island, Plymouth, Springfield, Balerica and Worcester.

Law Offender Services also became an advocate in removing obstacles to the employment of ex-offenders. Cooperative agreements were developed with the Department of Corrections, the Registry of Motor Vehicles, the Department of Consumer Affairs (licensing), the Department of Education, Parole, Probation, the Roxbury Court Clinic, and the Civil Service.

By 1972, Law Offender Services teams were well-established at Brockton, Cambridge, Jamaica Plain, Springfield, and Worcester, with teams out-stationed at Brook House and Roxbury Crossing. By the end of that year, eleven law offender service teams were operating throughout the state.

The Comprehensive Employment and Training Act (CETA) provided the funding and focus for the program in 1974. The program continued to be funded on a State-wide basis, and with CETA funding came the addition of Public Service Employment slots for ex-offender community workers. Seven of eleven community worker positions were filled, but as these people went on to other

work, the positions were lost. CETA also introduced to the program the Management Information System (MIS), a new data system. Due to set-up time, data did not become available through this system until February 1975. Reports from the Office of Manpower Affairs did indicate that the contract compliance of goal to actual performance for the Law Offender Services Division was consistently above 100%.

Despite the strong showings of most Law Offender Services teams, the uncertainties of agency support and CETA funding have caused an atmosphere of uncertainty at the program. The administrative office, based on advice given by the Office of Manpower Affairs, has aggressively sought funding from the local CETA prime sponsors. However, because the possibilities for state funding have been unclear, no local contracts have been written as yet for the next fiscal year. Planning for services to offenders through a manpower delivery system is awaiting a decision regarding the funding responsibility for employment-services for offenders.

B. Objectives and Program Emphasis

The goals of the Law Offender Services program have been, since its outset in 1971, to assist men and women who have come in contact with the criminal justice system to find and retain legitimate employment. The program is founded on the belief that employment is an integral aspect of ex-offender rehabilitation and reintegration into the community for both financial and emotional reasons.

The program attempts to aid clients through self-assessment techniques and vocational, educational and personal adjustment counseling. Aptitude or interest testing may be administered or clients may be referred to a manpower or other type of training or educational program. Services eventually include job development or placement in an area related to an individual's skills, abilities, or interests. The program attempts to provide follow-through support and continued availability of services to facilitate clients' successful readjustment to community life.

C. Clientele

From 1971 through January, 1976, the Law Offender Services program enrolled 9,946 clients. Of these, 3,977 were hired on jobs and 914 were referred to training and related programs. During this period, 116 bonds were written for clients through the Federal Bonding Program, and only two of these were cancelled.

The Law Offender Services program focuses on persons considered employable. Clients considered "unemployable" are those who:

- are actively involved in drug use and/or abuse;
- are active alcoholics, especially if uninvolved in a treatment program;

- are persistently dishonest in dealing with LOS staff; or
- have had three or more successive referrals and hires, and have failed to report or remain on the job.

After undergoing counseling, clients may be considered "unemployable" if any two of the following characteristics remain:

- persistent unrealistic goals and/or demands (i.e., for position or wages);
- persistent unrealistic attitude;
- failure to report to work, or failure to meet minimum production standards; or
- unwillingness to take responsibility for own behavior or initiative for own growth.

The majority of LOS clients (58%) are 22 to 44 years of age. Approximately twelve percent are 16 years of age or younger, 26% are 19 to 21 years of age, and 4% are 45-64 years of age. The great majority of LOS clients are males (90.6%). Seventy-nine percent are white, 19.5% are black, and 1.4% are Chicano.

The various LOS offices enroll an average of 40 clients per month. Of these, approximately 20 are placed every month. Most clients maintain contact with LOS staff members an average of every three months. However, clients may re-establish contact with LOS team members at any time if they feel they need employment assistance.

Each LOS team maintains monthly statistics on the number of clients accepted, the number of clients placed in jobs, clients referred to other programs, and "negative terminations". For the period February 1975 - February 1976, the data is as follows:

<u>Team Site</u>	<u>Intake</u>	<u>Hires</u>	<u>Referral to other Programs</u>	<u>Negative Term.</u>
<u>Boston Area:</u>				
Roxbury Court Coolidge House	811	289	27	243
<u>Metropolitan Area:</u>				
*CETA Offices in Somerville and Cambridge	56	3	3	50

*Somerville terminated June 1975.

<u>Team Site</u>	<u>Intake</u>	<u>Hires</u>	<u>Referral to other Programs</u>	<u>Negative Term</u>
<u>Central Area:</u>				
Worcester City Department of Employment Security (DES) Office	765	231	63	28
Parole Multi-Service Center	1130	480	127	405
<u>Northeastern Area:</u>				
Lynn Win DES Office	265	181	22	53
Lowell DES, NAB Offices	188	110	26	17
<u>Southeastern Area:</u>				
Brockton DES Office	362	247	37	113
*Fall River DES Office	94	39	3	23
<u>Western Area:</u>				
DES Offices at: Northampton, Pittsfield and Greenfield	374	157	21	120
All Areas	<u>4045</u>	<u>1737</u>	<u>359</u>	<u>1052</u>

Most referrals to LOS teams in 1975 came from 17 different courts in addition to area probation and parole officers; from 20 State and county correctional institutions (including pre-release); and from 12 community agencies. Sixty-five percent of the referrals came from parole, probation, or pre-release staff. Twenty percent were referred by diversion programs, ten percent by various treatment programs, and five percent of the applicants were "walk-ins".

D. Funding

When the Massachusetts Employment Service model became operational in 1971, Department of Labor funding was supposed to follow for five years. However, funding was cut back after two years and, according to the program director, LOS has encountered difficulties in securing funding each ensuing year.

For the past several years, the program has been funded with the Governor's 4% CETA funds. Each year, the State Manpower Council has advised LOS that they would support 50% of the program if the administrative office was able to persuade local prime sponsors to fund the other 50%. However, local prime sponsors were slow to react to LOS lobbying, waiting to see what the State would do. As a result, the program was always funded at the last minute by the State. However, LOS always managed to have seven to ten staff positions funded by supplementary resources.

The program has been traditionally funded at the \$450,000-\$500,000 level. In 1976, the State cut off funding for the program as of June 30. As a result, LOS had to cut back drastically on staff. Whereas the program once operated with a staff of 45, currently, the staff totals 15.

After extensive lobbying, the State agreed to fund the LOS program at a \$400,000 annual rate. Currently, administrative staff are lobbying extensively with all Massachusetts local prime sponsors in order to attract additional funding for the program.

E. Program Organization

Although funded primarily by CETA funds, the LOS program operates out of the Massachusetts Department of Employment Security (DES). The LOS program is part of the Special Applicant Services Department, which in turn, is part of the employment and operations services division. The LOS local staff members operate at the regional office level. The Law Offender Services Division supervisor is administratively responsible to the chief supervisor of Applicant Services. Although the LOS supervisor technically has no jurisdiction over Employment Service line people, office managers in the various cities where team members operate relate to her as their supervisor in relationship to LOS services and employees.

The administrative staff of the program, located at the Government Center in Boston, consists of the Supervisor, a principal employment counselor, an assistant employment supervisor, and two clerk-typists. The principal employment counselor is the administrative contact for all employment counselors operating throughout the State. He is in charge of quality control and staff training. He is also responsible for certain territorial responsibilities involving CETA, especially lobbying for funding. The assistant employment service supervisor at the administrative level is the contact for all LOS job developers. He visits them in the field on a continuing basis and periodically checks their efforts by reviewing case files. He, too, has territorial responsibilities involving CETA. The two clerk-typists are responsible for all program paperwork, including the tabulation of monthly statistics and the submission of program data to the CETA Management Information System.

At the local level, the LOS team has traditionally consisted of an employment counselor, an opportunity developer and a community worker. The employment counselor is primarily concerned with ensuring that the ex-offender is mentally prepared and educated to face the discipline of employment, regular hours, supervision, accepting responsibility, etc. It is the counselor's responsibility to determine if referral to another agency is appropriate, assess the client's readiness for employment, assist the client in realizing educational and vocational goals and developing an employability plan, and provide necessary personal adjustment counseling. The counselor on the team holds the highest civil service status and is responsible to the local office manager for reports, supervision, and general accountability. This person is therefore often looked upon by other team members as the team leader.

The opportunity developer is responsible for finding jobs or training slots for ex-offender clients. He may perform this task by utilizing the Employment Service job bank, by persuading the client to utilize his own resources and personal contacts, by individualized job development using his own resources, or by contacting organizations with which he has developed a particular rapport. The opportunity developer traditionally is responsible for constantly contacting local companies, organizations and associations and evaluating job opportunities for LOS clients. This person also should be familiar with and utilize various DES manpower programs such as WIN, on-the-job and institutional training, and the bonding program. The opportunity developer also is responsible for developing educational resources for program clients and for supplying the resources necessary to implement an employability plan.

The team's community worker is usually a paraprofessional and often an ex-offender. He is usually responsible for performing a variety of functions, including providing intensive support to clients by developing and continuing close personal contacts for as long as needed and helping to meet emergency emotional and physical needs by utilizing community resources. The community worker has also traditionally been responsible for most follow-up work and has also performed public relations work in the community. This includes meeting with all community agencies that may come in contact with ex-offenders, explaining LOS services, obtaining feedback concerning the effectiveness of LOS services, and acting as a liaison between referral sources and LOS team members.

The central administrative office has traditionally provided technical assistance to each law offender team. A training program has been developed for law offender staff, which includes a slide presentation, monthly seminars, information handouts, offender consultants, and bi-monthly statewide conferences.

Because of a cutback in funding, most LOS teams have been forced to abandon the utilization of a community worker. This has drastically reduced the teams' capabilities for follow-up. Currently, there are only four teams operating throughout the State. During 1972-1973, when the program was receiving its maximum funding, 11 teams were in operation.

II. Client Flow

A. Entry

Clients are referred to local LOS offices in a variety of ways. They may enter the program through a contract between the Massachusetts Parole Board and LOS as part of the Parole Project. This project was developed between the Parole Board and LOS in order to assist inmates who have a parole date but no job. The service is based on a contract or agreement between the appropriate parole officer, an LOSD team member, and the inmate. Agreement to the contract's conditions, mainly to work with the team, may result in a waiver of the "must have work" condition of parole and substitution of a 90-day job counseling and job development program. All members are equal participants in the agreement, and each has specific responsibilities.

Not every inmate is eligible for this program, and decisions are made on a case by case basis. Because of the success of the project's initial efforts, it has expanded and is now utilized for Federal as well as State parolees. However, many parole officers are not aware of the program, and it has not been used as much recently as it was in earlier years.

Clients may also be referred by institutional counselors upon release, but there is no formal contact between prison staff and the LOSD. LOS relationships with State institutions have declined over the past few years. Originally, teams of counselors and job developers were out-stationed at six State penal institutions and at county houses of corrections in six counties. However, the program is no longer dealing directly with institutions. Inter-agency communications and political problems prompted the administrative office to abandon these connections. These problems paralleled a change in administration at the Massachusetts Department of Corrections. The previous commissioner of the Department of Corrections worked closely with the LOS program. However, the incoming commissioner desired an in-house manpower component, and as a result did not want to work closely with the LOS program.

Clients are also referred to the program by State and Federal parole officers, but the officers' relationships with LOS staff vary from community to community. For example, in Worcester, the LOS team was out-stationed at the parole multi-service center and worked directly with parole officers. In other cities, parole officers call team members and refer clients. Often the extent of communication depends on the time and dedication of the individual parole officer assigned to an LOS client.

LOS clients may be referred by other community agencies, such as welfare departments, drug treatment programs, or alcohol programs. Often, regular Employment Service counselors upon discovering that a prospective applicant is an ex-offender may refer the client to LOS team members located in that office.

The LOS team members at the local level and the administrative staff at the State level often receive correspondence from institutions across the country. Letters come from people desiring to return to the Boston area who have heard about the program. Staff usually write back, advising the inmates of what steps to take and telling them about the potential of a parole contract.

Specific intake procedures are left up to local team members. Therefore, each team may perform intake in a slightly different manner. For example, some teams may use the first interview as a screening device and not process applicants until they return for a second interview. Procedures followed during intake, program intervention, and follow-up at the Lowell team site are fairly typical and are described below. The chart presented at the end of this section depicts the client flow.

Clients are usually referred, either by probation or parole officers or by other community agencies, over the telephone. When clients enter the office the employment counselor conducts an intake interview. He reviews expectations and responsibilities of the program and the participants. A CETA Client Intake Form is then completed. This form notes client sociodemographic characteristics, employment history, employment barriers, and CETA eligibility. A copy is sent to LOSD administrative offices in Boston where it is logged, and sent on to the CETA data collection offices. One copy is retained in the counselor's file.

B. Intervention

If the employment counselor feels the applicant is eligible and has a good work history and no personal problems, the applicant may be referred to the team opportunity developer. If a client has an unmet social service need, the employment counselor will make a referral to an appropriate community agency. Many clients are referred to local alcohol or drug treatment programs. They may also be referred to mental health programs, local charitable agencies or the welfare department.

The intake interview usually lasts approximately 30 minutes, during which time the employment counselor takes notes. The counselor also completes a CETA Client Change Form, almost always noting that clients are in the "activity stage" of "initial assessment" and proceeding to the "activity stage", "hold for placement." An Employment History Form, including the clients' identification number, last places worked, and reasons for leaving, is completed and also sent to the Boston offices.

Clients are seen by the program counselor an average of four or five times and are encouraged to visit the office as often as possible, even after they obtain a job. Clients may also work with the program's opportunity developer while they are undergoing counseling; the counselor and opportunity developer often meet to discuss clients' progress.

Clients who are not considered job-ready are often referred to appropriate community manpower or educational programs. These may include CETA-sponsored skills training programs, the Massachusetts Rehabilitation Commission (MRC), minority assistance programs, National Alliance of Businessmen (NAB) on-the-job-training programs, local educational programs or area vocational schools.

A recurring problem is the waiting period usually necessary before applicants can actually participate in many of these programs. Often the wait may be two to four months. Many clients do not possess the patience and/or motivation to wait for such periods. Thus, they often lose contact with the LOS team or shift their efforts toward immediate employment.

The opportunity developer spends the majority of her time in the community personally contacting employers. When she visits an employer, she completes an Employer Visit Form, copies of which are sent to the office manager, the regional DES office and the LOSD employment counselor. She also utilizes newspapers, the Employment Service Job Bank, and records of employers who have previously hired LOSD clients, to locate openings.

The opportunity developer personally arranges all interviews for clients. When job referrals are made, she asks the clients to call back with the results. If clients do not notify her, she attempts to contact them. If clients secure jobs that the opportunity developer has located and developed, a CETA Client Change Form is completed and sent in noting a "direct placement". If the client has helped to secure the job, it is considered an "indirect placement." The hourly wage rate at placement, employer name and address,

anticipated hours per week, expected employment duration, and the employer contact person are also noted on the form. Clients may also be terminated, "positively" if they enter the military, enter school full-time, or enter another manpower program.

Client Change Forms noting "negative terminations" are completed and sent in if clients are laid off, have health, transportation, or family problems preventing them from continuing, move from the area, refuse to continue, or cannot be located.

Technically, these Client Change Forms are required to be completed and sent to CETA each time a client "changes" activities during participation in the program. "Activities" include testing, orientation, classroom training, basic education, skill training, on-the-job training, and work experience. In practice, however, the opportunity developer only completes this form at client intake and termination.

Other LOSD teams seem to utilize the CETA form differently. They terminate clients if they are enrolled in another manpower program, enrolling them in CETA as "new" intakes when they return. However, all LOSD staff contacted maintained that the CETA paperwork is primarily a hindrance and that they receive no meaningful feedback from CETA's Management Information System (MIS).

C. Follow-Up.

After clients are placed, the program attempts to follow-up at 90-days. However, when program funds were reduced, follow-up activities were the first program efforts to be cut back. The current recordkeeping system includes no formal follow-up forms; the various teams utilize their own procedures.

The CETA regulations do not require follow-up on placed clients. As soon as job placements are achieved, reports are completed and sent to Boston for MIS processing. However, if clients lose their jobs, they are encouraged to return to LOSD offices for employment assistance. In these instances, they are considered to be new clients for CETA recordkeeping purposes.

D. Data Availability

The LOS administrative office in Boston keeps track of client activities at all team offices on a log noting client names, identification numbers, dates of intake and/or of hold for placement, dates of direct or indirect placement, dates the clients entered school or another manpower program, and dates of negative terminations. Each team also submits monthly reports. These include:

- number of new intakes;
- number of continuing clients;
- number of direct placements;
- number of indirect placements;

- number of positive terminations; and
- number of negative terminations.

The information contained in these reports varies from team to team. Teams often include the following information:

- sources of referrals;
- number of employer visits;
- number of telephone contacts with employers;
- occupations for clients placed;
- starting salaries of clients placed;
- reasons for all terminations;
- meetings held with representatives of local agencies; and
- number of follow-up contacts made.

The data contained on the CETA Client Intake and Client Change Forms is summarized monthly for all CETA sub-contractors and returned to them in print-outs. However, no use is made of this data.

Figure 1 : Law Offender Services Division (LOSD) Client Flow From Entry to Intake

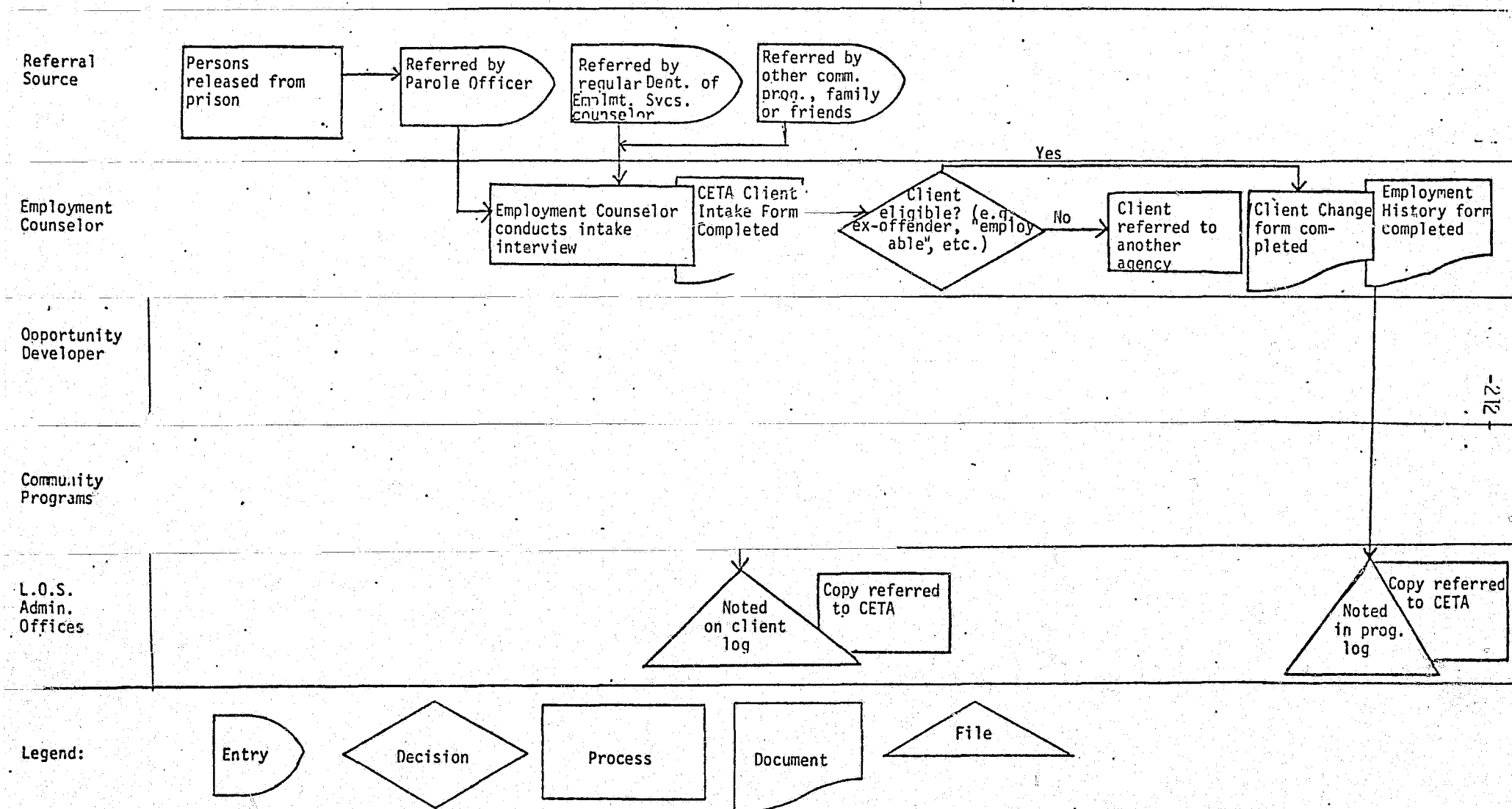


Figure 1 cont.: LOSD Client Flow from Intake to Counseling

Referral Source

Employment Counselor

Opportunity Developer

Community Programs

L.O.S. Admin. Offices

Legend:

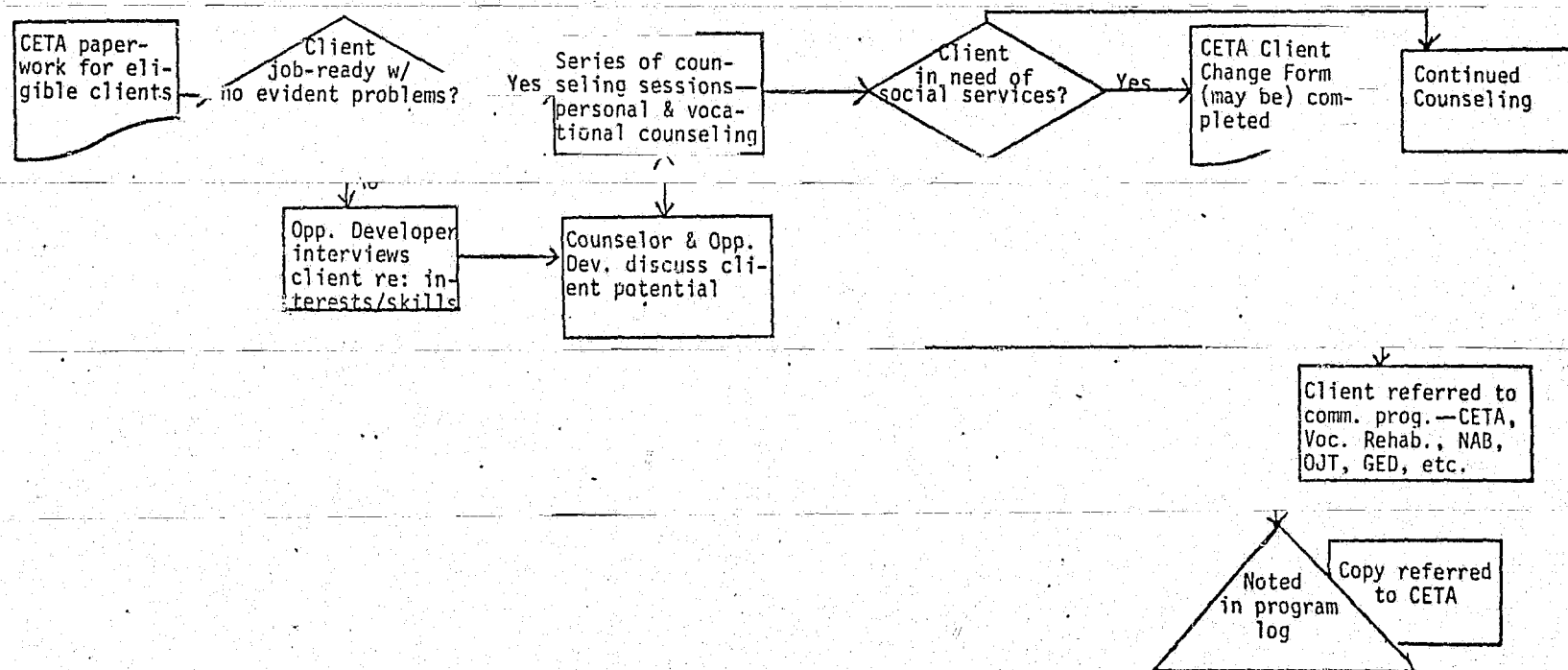
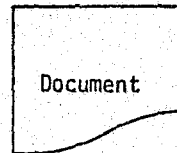
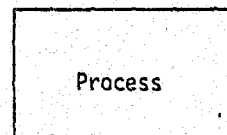
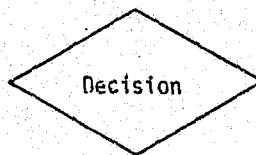


Figure 1 cont.: LOSD Client Flow from Counseling to Placement

Referral
Source

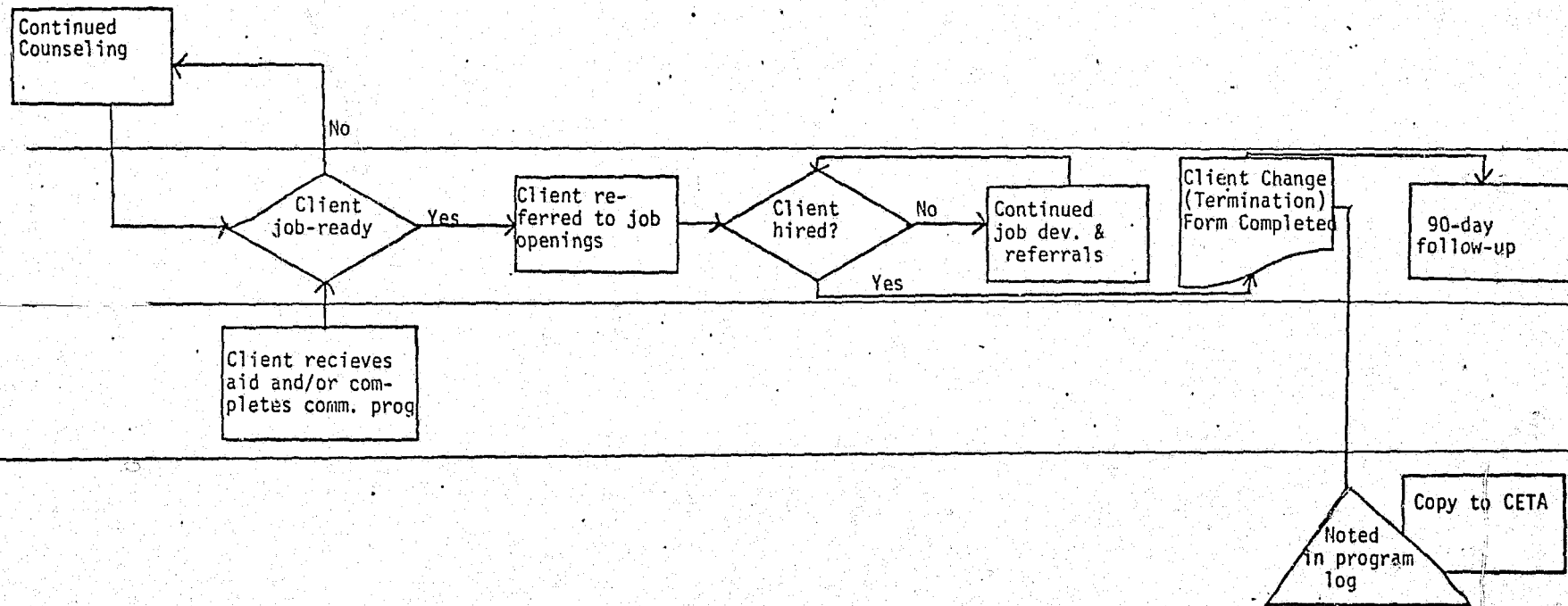
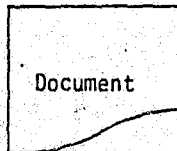
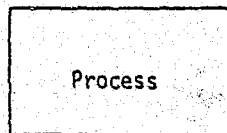
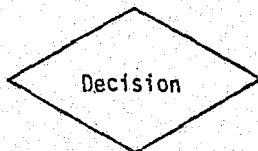
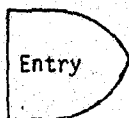
Employment
Counselor

Opportunity
Developer

Community
Programs

L.O.S.
Admin.
Offices

Legend:



PROJECT MORE

New Haven, Connecticut

PROJECT MORE

I. Program Setting

A. Program History

Project MORE is a community-based program providing a variety of human services to ex-offenders living in the New Haven, Connecticut area. The project currently operates out of an office provided by the Hill Neighborhood Corporation (HNC), 611 Congress Avenue, New Haven, Connecticut.

The Hill Neighborhood Corporation is incorporated under the statutes of the state of Connecticut as a private non-profit corporation. It exists to plan, guide and execute programs and activities that will improve the social, educational and economic conditions in the Hill Community. The staff of the Hill Neighborhood Corporation identifies, studies and evaluates local human and material needs, proposes and plans remedial actions, coordinates plans with neighborhood, city and state groups and agencies and implements approved plans by appropriate programs. A close relationship is maintained with the seven other neighborhood corporations in New Haven, and issues of city-wide importance are addressed cooperatively.

The Hill Neighborhood Corporation has long had several ex-offenders on its staff. In the early 1960's, several of these ex-offenders recognized the need to deal specifically with problems of those people being released from jail or prison and returning to the New Haven community. These people formulated a proposal and applied for status as a Public/Private Resource Expansion Project (PREP) agency to the State of Connecticut. The State operates a number of these PREP agencies in various regions in order to provide a variety of human services to ex-offenders.

Project MORE received its initial grant from the State Department of Corrections in 1974. It totalled \$22,000. The program began with a staff of one full-time counselor, two part-time counselors and one VISTA volunteer. Since that time, Project MORE has grown to include ten staff members, has become incorporated, and is in the process of "spinning off" from the Hill Neighborhood Corporation.

B. Objectives and Program Emphasis

The primary objective of project MORE is to decrease recidivism. According to the program director, of the approximately 22,000 people in the Hill Neighborhood area, 17,000 have been involved with the criminal justice system. Project MORE hopes to keep these people from returning to the criminal justice system by assisting them with health services, education, employment services, legal aid, drug or alcohol treatment, housing assistance, and family counseling. Project MORE has continually tried to identify, develop and maintain working relationships with those service agencies and organizations in the New Haven area whose responsibility touches upon the needs of the ex-offender population. Project MORE staff, while providing clients with counseling services, attempts to channel clients to local agencies where they feel the clients' needs can be met.

C. Clientele.

The stated client eligibility requirements of Project MORE are as follows:

- Clients must be referred from other agencies (e.g., probation, parole, or other community service agency) or be a recent ex-offender (within 30 days after release or date of parole).
- Clients must attend 3 out of 4 group client sessions per month.
- Clients must go to all job interviews that are arranged for them.
- Clients must contact counselors by telephone twice weekly and make an office visit once a week.
- Clients must maintain an active standing in all outside programs that are set up for them.
- Clients must volunteer at least 3 hours per month within Project MORE.

These are not rigid guidelines. Rather, they seem to be informal guidelines used by staff to guide their relationships with clients. For example, it is unclear whether every client telephones his or her counselor twice weekly and makes office visits once per week. Counselors do, however, attempt to maintain a minimum of weekly contacts with all their clients. Additionally, the project attempts to deliver services when needed to family members whose fathers or spouses are ex-offenders.

Project MORE receives clients from a variety of criminal justice agencies and institutions. The following table, for the period June 1974 through July 1975 indicates that the majority of referrals come from the State correctional centers, parole authorities, and walk-ins.

Table 1: Referral Sources to Project MORE		
Name of Source	No. of Referrals	Percent
Correctional Centers	118	39.4%
Community Agencies	7	2.3
Walk-Ins	45	15.0
Parole Authorities	69	23.0
Probation Offices	8	2.7
Halfway Houses	13	4.3
Work Release Program	16	5.3
Somers (prison)	24	8.0
Enfield (prison)	0	0.0
Niantic (prison)	0	0.0
Letters out of state	0	0.0
Total Referrals	300	100.0%

Project MORE staff estimate that for the past fiscal year approximately 60% of all clients were referred from State correctional centers, 30% from State prisons, and the remainder were considered walk-ins.

During the month of May, 1976, Project MORE served a total of 105 clients with 702 client actions or contacts. The breakdown of these contacts as made by the program is as follows: counseling, 269 client contacts; housing, 20; employment, 165; education, 636; follow-up, 191; legal, 1; transportation, 20. Staff consider this a typical month's statistics.

Project MORE rarely turns away clients. However, it is supposed to serve those ex-offenders who are older than 18 years. Additionally, it is mandated to serve those persons who are residents of the county. The age distribution of Project MORE clients is as follows:

Table 2: Age	
Age	Percent
16-21	21.5%
22-30	52.7
31 and older	<u>25.8</u>
Total	100.0%

Of Project MORE clients, 92.9 percent are males and 7.1 percent are females. Approximately 72.7 percent are black, 24.4 percent are white, and 2.9 percent are Chicano.

D. Funding

Project MORE is one of fifteen agencies contracted with by the Connecticut Department of Corrections as a PREP agency. PREP agencies generally receive a mixture of Federal and State funding. During the first three years of operation, the PREP program was funded entirely by the Law Enforcement Assistance Administration (LEAA). However, over the past two fiscal years, LEAA funding has decreased, and State funding has increased. During the last fiscal year, the State provided \$100,000, and this year it is providing \$155,000. During the next fiscal year, the State anticipates supplying the PREP program with \$250,000.

Currently, Project MORE receives a pool of money which includes funds from the Community Development Action Agency, a city department which receives funds from the State Human Resources Department, the State Division of Adult Probation, and the State Department of Corrections. The current level of Project MORE funding is approximately \$52,000. Project MORE also receives in-kind contributions from the local Comprehensive Employment and Training Program (CETP) in the form of two slots for CETA trainees.

II. Project Organization

Currently, Project MORE exists as one component of the Hill Neighborhood Corporation. It parallels the Hill Neighborhood Corporation's social services department, which provides human services to non-offender residents of the Hill Neighborhood community. Project MORE has its own board of directors, which consists of approximately 12 persons interested and involved in criminal justice and social service concerns in New Haven. Project MORE has one executive director, an assistant director, a planning officer, a field services coordinator, two senior counselors, two regular counselors, a counselor trainee, and one VISTA volunteer.

Project MORE's executive director is primarily concerned with the administration of the program and with maintaining efficient relationships with other agencies in the community. He is especially involved in the procurement of funding for the program and in public relations activities aimed at improving community support for Project MORE. The program's assistant director maintains day-to-day responsibilities for staff performance. While the executive director gives out staff assignments, the assistant director is responsible for seeing that they are carried out. The assistant director also is responsible for submitting monthly program reports to the Hill Neighborhood Corporation's board of directors, for submitting a quarterly report to the Connecticut Department of Corrections, and for compiling an annual report reviewing Project MORE's experiences during the fiscal year. He also occasionally becomes involved in individual client cases when counselors experience difficulties in serving their clients. In certain instances, the assistant director may take responsibility for handling especially difficult cases.

The program's planning officer joined the staff in March 1976 to help facilitate the transition from the program's current structure to a proposed halfway house structure. The State Department of Corrections is paying this planning officer on a five-month consulting contract basis. In addition to writing proposals, the planning officer performs staff training activities..

Project MORE's field services coordinator tries to keep communication lines open between the program and all referral sources and community agencies. The program's four counselors provide motivational counseling to clients and are responsible for developing plans by which clients can receive needed social services. The VISTA volunteer is not utilized as a regular staff person. She has a very limited "client case load," which consists wholly of persons who have initiated correspondence with Project MORE. These are people still confined in institutions around the country who are awaiting release and would like to reside in the New Haven area. The VISTA volunteer also handles most correspondence with the program and works on individual program projects concerning funding and the production of brochures. Her responsibilities are spelled out in a contract between Project MORE and the Connecticut Department of Corrections. Project MORE also has one secretary-receptionist, who is shared with the Hill Neighborhood Corporation.

Training sessions are conducted each Thursday morning for the entire Project MORE staff. In addition, monthly staff meetings are held in which counselors review other cases. This serves as a check on counselor-client activities. Daily meetings are held every morning among the executive director, assistant director, and all counselors in order to highlight certain daily activities and to handle any problems that may arise. Every Thursday afternoon, another

general staff meeting is held at which staff can raise problems they are encountering and planning can be done for the next week.

The overall organization and structure of Project MORE is in a process of transition. Project MORE is currently attempting to obtain funding for a multi-service center which would bring together specialized personnel, organizations and agencies in one location to provide supportive services to the offender and ex-offender. Project MORE planners hope that the multi-service center approach will accomplish several objectives:

- increase the level of accessibility to services;
- provide inter-agency cooperation in information and resource sharing;
- minimize the level of duplication of effort in service delivery;
- identify the agency best equipped to handle problems in their area of expertise; and
- provide a central location for the gathering and dissemination of information of importance for offenders and ex-offenders.

The multi-service center would include a transitional living component, which would provide 24-hour supervision for approximately 20 ex-offenders returning to the community. It is anticipated that the Project MORE transitional living component will be staffed to serve male participants who are 18 years of age or older and fall within one of the following categories:

- ex-offenders involved in work release or community release programs within the criminal justice system;
- ex-offenders already living in the community but in danger of parole or probation violation or revocation, who are referred by their probation or parole officer;
- ex-offenders who voluntarily express a desire to live at the center because they are experiencing home or family difficulties; and
- ex-offenders referred by other community agencies.

Proposals have been submitted to the New Haven Foundation, the Office of Urban Affairs, and the Office of Adult Probation. The Connecticut Department of Corrections is also being relied upon for partial funding for the multi-service center.

II. Client Flow

A. Entry

Project MORE clients are referred to the program from a variety of sources. These include:

- State Parole Officers
- State Probation Officers

- Federal Probation Officers
- State Maximum Security Institutions
- Federal Parole Officers
- State Correctional Centers
- City Jails
- Families
- Other Ex-offenders
- Other Community Agencies; and
- Community Halfway Houses.

The referral process with all these sources is an informal one. Staff at these other agencies and institutions may bring clients to project MORE, tell them to call the program, or call project MORE themselves and notify them of the client's name and address.

Project MORE's referral relationships with State prisons focuses on the institutional counselors rather than the prison administrators. The latter group is contacted only if new procedures are planned. The director states that all Connecticut institutions do know about the existence of Project MORE. Institutional counselors will notify the project if they become aware of inmates who are in a pre-release status and will return to the New Haven area. This is usually done by letter or over the telephone.

Project MORE also has an informal continuing relationship with the State Parole Board. According to the program director, the majority of prison releasees served by Project MORE have not made parole when they first contact the program. They desire help in obtaining parole and need an employment commitment to achieve it. Although persons cannot be paroled to Project MORE, the project does write letters to the parole board stating that it will work with persons if they are granted parole.

Beginning in August, 1976, Project MORE's relationships with the State prisons will change. Project MORE will initiate a prison based orientation program for all inmates expecting to return to the New Haven area. Project MORE staff will visit a maximum security institution and explain the goals and services of Project MORE, client and counselor duties, and collect information on the employment and criminal backgrounds of prospective clients. This information will then be channeled to the assistant director, who will assign each prospective client to a particular Project MORE counselor. These counselors will then use whatever employer contacts they have available to locate a job for the prospective releasee. Thus, prison releasees with employment awaiting them upon release will find it easier to make the transition from prison back to the community. This program is being initiated at Somers, one of the four Connecticut maximum security institutions. It is hoped that it will gradually be extended to cover the three remaining institutions.

Currently, at least one Project MORE staff member goes to the three closest maximum security institutions—Somers, Enfield, and Niantic—on an average of once every ten days to two weeks. This person would have the names of prospective releasees that were referred to the program in the previous two weeks

and will interview them about their employment interests and prospects. Institutional counselors also sometimes bring a group of prospective releasees to Project MORE for group interviews. The nature and extent of Project MORE staff contact with probation and parole officers varies with the commitment and concern of the appropriate officer. For example, some parole officers may refer a client to Project MORE simply by calling Project MORE on the telephone. With no more information, it may take Project MORE staff two weeks to track down the client in order to provide some kind of assistance. Other parole or probation officers may accompany their clients to Project MORE and work closely with Project MORE staff in providing services to the clients.

Project MORE staff also have a continuing relationship with various community correctional centers, formerly known as jails. Each Project MORE staff member is assigned to go down to the New Haven Correctional Center one day a week to interview new referrals. They interview every inmate who requests an interview. Project MORE's name is well known within the New Haven Correctional Center, and the majority of inmates are seen either through self referrals or referrals by the Correctional Center counselor. Project MORE used to get written referrals from the Correctional Center and would send staff up to interview interested inmates; however, written referrals are no longer received from the New Haven Correctional Center. Other correctional centers around the state are visited by Project MORE staff on an as needed basis.

Persons may be considered Project MORE clients before they actually visit the program facility or even get out of jail or prison. If a Project MORE staff member interviews a prospective releasee in a correctional center or prison, and that person expresses a desire to participate in the program when he or she is released, a case number will be assigned to that person. It will then be that counselor's responsibility to follow-up on the initial contact. Some inmates may write the project from institutions around the country in hopes of receiving services when they come back to New Haven. The VISTA volunteer usually handles this correspondence, and if she establishes an ongoing correspondence with an inmate, she will also assign a case number to that person, who becomes a Project MORE client for statistical purposes.

All persons referred to Project MORE must initially fill out a project intake form. The completion of this form may be supervised by anyone on the staff who is available at the time the client comes into the office. This intake form requests personal information relating to the client's status in the criminal justice system, living arrangements, physical condition, marital status, educational background, employment experience, vocational interests, and immediate service needs. The intake form also asks the client to list personal references excluding relatives. It includes space for the interviewing staff member to make notes about the client's character, personality, ability, and neatness. After the intake form is filled out, the interviewing counselor will fill out a Project MORE recidivist form. This form notes the client's name, referral source, previous criminal and drug history, and includes room for comments by the staff member. The top half of the form, which includes this descriptive information, is then channeled to the field services coordinator. He places it in the Project MORE recidivist file. If a client later becomes involved again with the criminal justice system, his or her counselor fills out the bottom half of the recidivist form which notes the date arrested, crime committed, court date, possible crime description, and penalty. This information is used on a continuing basis in a study of recidivism rates of Project MORE clients.

After the intake and recidivism forms are filled out, the information is channeled to the field services coordinator, who reviews all the information and assesses client needs. He may consult with the assistant program director in certain cases. The field services coordinator checks a master list of client case loads for all staff members and, based on case load sizes and individuals' needs, assigns the client to a particular counselor. Each Project MORE counselor has a specialization area. These are education, legal, health, housing, veterans, and employment. If a client has an urgent or intense need in one of these areas, it is likely that the field services coordinator will refer the client to the counselor responsible for services in that area.

After a case is assigned to a particular counselor, it is logged on the client master sheet and the assistant director is notified. He also logs the client case number and counselor on his master sheet. A client card is made up and put in the Project MORE open-client file. The field services coordinator will speak to the assigned counselor and acquaint him or her with the client's background. If a counselor is not present, the field services coordinator will leave the intake form, recidivist form, and client card in the counselor's in box. The client will then be notified who his counselor is and be requested to come back at a certain time.

In cases where the field services coordinator is not present, a new client's information will be channeled to the program's assistant director or, if he is not present, to the director. If all three are not present at the program, the person performing the intake interview will review the urgency of the client's need. If an immediate need is found to exist, that counselor will start working with the client immediately.

B. Intervention

In the initial counseling session, the Project MORE counselor will usually assess a client's most urgent and short range needs. These usually are housing needs, and employment or welfare needs. After a client's immediate needs are met, a counselor will usually focus on long-range motivational counseling. Referrals for various needs may be to any one of the following agencies:

- Local Drug Treatment Programs,
- Local Mental Health Agencies,
- Vocational Rehabilitation,
- CETA,
- O.I.C.,
- Skill Training Center,
- State Employment Service,
- Local Educational Institutions, or
- National Alliance of Businessmen.

Three agencies to which the program often refers clients are the State Employment Service, the State Vocational Rehabilitation Agency, and CETA. Project MORE's relationship with the State Employment Service has varied. Originally, Project MORE had access to State Employment Service microfiche which listed available jobs on a daily basis. Project MORE staff bought a job bank which was able to provide counselors with a listing of available jobs one day after the same jobs were viewed by Employment Service counselors. In spite of this one-day delay, project MORE staff began placing many clients in Employment Service jobs. For each of these jobs, Project MORE staff were required to do all the mandatory Employment Service paperwork. Because of what appears to be political problems, the Employment Service stopped sending Project MORE the microfiche in June of 1976. From that point forward, Project MORE staff have primarily been developing jobs on their own. However, they still refer clients who are job-ready to the Employment Service.

Project MORE has an excellent relationship with the State Vocational Rehabilitation Agency. If Project MORE staff believe that a client would complete the Vocational Rehabilitation Agency's program and they believe the client can qualify as "disabled," they will refer the client to a counselor at the Vocational Rehabilitation Agency. However, one main problem is the amount of time it takes to determine that someone is eligible for V.R. services. Because this requires a doctors approval and analysis, it may take anywhere from three weeks to two months.

The relationship between Project MORE and the local Comprehensive Employment and Training Program varies with the particular CETA component involved. Vocational training for persons older than 21 years, according to one Project MORE counselor, is almost impossible to obtain through CETA. Waiting lists are always long, and clients often do not have the opportunity to wait until their names move to the top of such lists. However, CETA training is available to Project MORE clients who are younger than 21 years. Much of this training is received at the New Haven Skills Center, which is funded by CETA. The center only has 80 slots for training, but Project MORE staff refer clients there whenever a slot is available. The center offers training in carpentry, masonry, plumbing, and other skills. It also has on-the-job training contracts with local employers. However, the average waiting period for people enrolled in the Skill Center Training Program is several months. Project MORE clients who are referred to the Skill Center must undergo regular CETA intake procedures at the CETA Intake Center. Then they are referred directly to the Skill Center. After skills training, these clients usually receive job-seeking assistance from both their Project MORE counselor and from CETA job placement staff.

Project MORE counselors also maintain ongoing contacts with other community service agencies, such as the County Welfare Department, the Opportunities Industrialization Center (OIC), and local drug treatment programs. The specific nature and extent of the contact between Project MORE and other referral agencies varies from counselor to counselor. However, Project MORE's director believes that his program has more success with client referrals than most community - based programs because Project MORE, as part of the Hill Neighborhood Corporation, carries a great deal of influence in the New Haven community. Because he has contacts with a number of administrators in the local agencies, Project MORE's director can, when necessary, take short cuts and go directly to the administrative level in order to correct problems or inefficiencies that may

become evident at local service agencies. He also believes that the continuing pressure exerted by Project MORE staff on counselors at these other community agencies helps insure that Project MORE clients receive appropriate services there.

The specific manner in which Project MORE counselors make referrals to community agencies varies. For example, a counselor may have individual contacts at each agency and work with only one person at these agencies. One counselor has a file containing blank forms for all the various agencies to which she may refer clients. She does all the paperwork involved in the referral process and accompanies her clients to the referral program. This cuts down on paperwork at the program and thus shortens the waiting time clients must endure. Service delivery is thus expedited.

Some service delivery is done on site at Project MORE. For example, work orientation group sessions are held on a monthly basis. Clients are instructed in how to apply for jobs and how to take interviews. Area employers are brought to the program to lecture on this topic.

After clients are referred to the appropriate community agency, their Project MORE counselor maintains continuing contact with the agency from which they were referred to Project MORE, the agency to which they were referred, and the clients themselves. Project MORE counselors attempt to have a minimum of one contact with these sources on a weekly basis. However, they try to see all their clients at least twice a week.

Counselors are required to perform certain paperwork activities in order to track their contacts with clients and agencies. They must fill out daily activity logs which reflect time spent on various activities each day. They must also complete individual client case sheets, which note every contact made with a client, the nature of that contact, and subjects discussed or activities performed during that contact. The field services coordinator and/or the assistant director reviews case sheets and daily activity logs at the conclusion of each week in order to assure that they match. These two forms must also correspond with a daily sign out sheet which lists the counselor's name, destination, phone number, time expected in, and actual return. The counselor must initial this sheet upon return to the program.

When Project MORE counselors refer clients to a job, they must complete the top half of the employment referral form. This lists the client's name, the date, the client's address, name, and telephone number, the client's social security number, the counselor's name, and has space for any additional comments. The counselor must sign it before referring the client to a job interview.

The client must take the bottom half of the employment referral form to the job interview and have the supervisor or interviewing person fill out the form. It notes the disposition in terms of whether the client was hired, why the client may not have been hired, where the client may have been referred, etc. The supervising officer or interviewer at the company is asked to sign the bottom of the form, which the client must then return to his or her counselor. Project MORE staff are in the process of revising this employment referral form, so that it will apply to client referrals to all existing community agencies.

C. Follow-Up

After a client's service needs are fulfilled, the Project MORE counselor may contact him or her once or twice a week on a bi-weekly basis until the counselor feels the person is ready to maintain his or her standing in the community without any support. The counselor will then consult with the director, assistant director, and the client. At this group meeting, staff will let the client know that they will work with him or her again if additional help is needed. If the decision is made that the client no longer needs support, his or her card will be removed from the open file and placed in the closed file. There is no time limit on client services. However, most staff interviewed believe that the average amount of time spent with a client is four to six months.

There is no formal mechanism by which Project MORE staff will terminate unsuccessful clients. If non-response recurs or non-interest becomes evident, Project MORE counselors will contact the client's probation or parole officer or the agency from which the client was referred to Project MORE. Following this contact, a meeting will be held between the Project MORE counselor, the referral source counselor, and the client. The Project MORE counselor and the supervisor will review the client's pattern of nonparticipation and suggest that if the client is not interested, he or she be terminated from the project.

Sometimes Project MORE counselors simply cannot locate clients who have been exhibiting negative responses. They will usually try to locate a client for two to three weeks. If this proves unsuccessful, they will send out one or two letters asking the client whether he or she wants to participate in the program and to set up an interview. If the client does not respond to these overtures, he or she is then closed out.

D. Data Availability

Project MORE has recognized the need for staff accountability. Because of a desire to maintain staff quality and to possess the potential for self-evaluation, the director has instituted procedures by which staff activity can be assessed or evaluated. Each staff member must fill out a daily log, listing the name and address of each individual contacted, the time spent in that contact, and general comments about the nature of the contact. Counselors must also keep a client case list or sheet, which indicates the name of the client and his or her address, the place where the client was referred from, each date that the client was seen or contacted, the specific need addressed during each contact, the type of contact, and the action taken. Counselors must also note the time each contact was begun and the time completed. These two forms, along with a daily sign-in and sign-out sheet, are checked each week by the field services coordinator and by the assistant director. They attempt to make sure that the activities outlined on these forms correspond. This kind of check enables the assistant director to discover problem areas, note which counselors are having difficulty in contacting clients, and discover which referral agencies do not seem to be serving Project MORE clients.

At the end of each month, each Project MORE counselor must complete a PREP monthly report on each of his or her clients. These reports are detailed and are divided into several areas. These are as follows:

- Background Information
 - Sex
 - Age
 - Ethnic origin
 - Current legal status
 - Referral source
 - Marital status
 - First contact with client
 - Actual time served on most current sentence
- Monthly Data
 - Type of contacts
 - Number of contacts with client
 - Length of contacts combined
 - Purpose of contact
- Counseling
 - Service provided (in-house, referral, or both)
 - In house
 - Manner service provided
 - Number of contacts
 - Length of contacts combined
 - Type of counseling
 - Nature of counseling
 - Still in counseling (yes or no)
 - Referral
 - How referral made
 - Type of referral agency
 - Type of counseling
 - Client showed for first appointment (yes or no)
- Employment
 - Service provided
 - Reason for assistance
 - Nature of assistance
 - In-house
 - Manner service provided
 - Number of contacts
 - Length of contacts combined
 - Number of interviews arranged
 - Number of interviews kept
 - Number of interviews with staff accompaniment
 - Referral
 - How referral made
 - Type of referral
 - Results
 - Service secured
 - Type of placement secured
 - Nature of placement

- Housing
 - Service provided
 - Type of housing assistance needed
 - In-house
 - Manner service provided
 - Number of contacts with client
 - Length of contacts combined
 - Referral
 - How referral made
 - Type of referral (public or private)
 - Clients showed up for first appointment (yes or no)
 - Results
 - Housing secured
 - Type of housing
- Education
 - Service provided
 - Nature of need
 - In-house
 - Manner service provided
 - Number of contacts with client
 - Length of contacts combined
 - Referrals
 - How was referral made
 - Type of referral
 - Results
 - Was placement secured
 - Level of client involvement
 - Financial assistance provided
 - Financial assistance generated by agency involvement (yes or no)
- Treatment
 - Type of treatment required
 - Nature of treatment
 - Successful referral (yes or no)
 - Type of referral
 - How referral made
 - Method of service payment
- Legal
 - Type of assistance
 - In-house
 - Nature of in-house service
 - Manner service provided
 - Number of contacts with client
 - Length of contacts combined
 - Referral
 - Type of referral
- Volunteers
 - Manner service provided
 - Number of contacts between the volunteers and clients
 - Length of contacts combined
 - Nature of volunteer involvement

- Transportation
 - Number of times transportation provided
 - Reason for transportation
 - Type of assistance provided

These monthly PREP reports are summarized and tabulated by the assistant director who then sends them to the PREP administrators in Hartford. However, they are also used as a method of self-evaluation. The assistant director will review random copies of PREP reports for each staff member to make sure that they accurately reflect parallel information on the daily logs and on the individual client sheets.

Project MORE also submits quarterly reports to PREP administrators in Hartford. These reports are divided into several areas: on-going service delivery, system change activities, and other relevant issues. These quarterly reports are usually submitted in narrative fashion. However, the assistant director, who fills them out, often includes referral breakdowns and service provision breakdowns. Discussion is included concerning coordination with institutions and correctional centers, coordination with parole officers, and coordination with other public and private agencies and programs. The service delivery section also includes narrative discussion of plans for any changes, improvements, or further developments in client service delivery.

The section of the quarterly report dealing with system change activities asks the program to summarize overall accomplishments and problems relating to citizen participation, fund-raising, legislative reform, public education, and program expansion. Discussion of the latter topic must include mention of any expansion of staff, any development of new program projects, and any development or strengthening of relationships with other agencies for the purpose of tapping existing services for clients.

Project MORE must also submit monthly progress reports to the Hill Neighborhood Corporation. These reports summarize referral and service information contained in the PREP Monthly Progress reports filled out by counselors. They also include a narrative description of activities undertaken by the director, assistant director, and staff during the previous month. Project MORE also completes an annual report at the end of each fiscal year, which is sent to all funding agencies and to all referral sources. Activities during the year are summarized in the following areas:

- inter-agency cooperation;
- employment services;
- housing;
- training;
- education;
- alcohol treatment;

- drug treatment, and
- miscellaneous problems.

Data is also presented concerning visits made during the year to correctional facilities or clients' homes, and information is presented concerning the age groupings of clients services, ethnic origins, and referral sources to Project MORE.

Past activities of Project MORE are summarized, including specific projects undertaken by the director, assistant director, and staff. In the past, these have included such activities as an employment symposium on the problems of the ex-offender in the job market, lobbying with the State legislature on bills relating to ex-offenders, and holding a community correctional exposition, which presented information, exhibits, and letters concerning Project MORE and the problems of the ex-offender.

In Hartford, the Department of Corrections is setting up a computer system that will summarize monthly PREP reports from the 15 PREP agencies. Project MORE and the other agencies will then receive readouts that will summarize all the categories on the reports. Such computer readouts will make it easier to assess the efforts of Project MORE staff. They will enable evaluators to obtain a clearer understanding of the program and to assess process activities at Project MORE.

Figure 1 : Project MORE Client Flow from Entry to Counseling

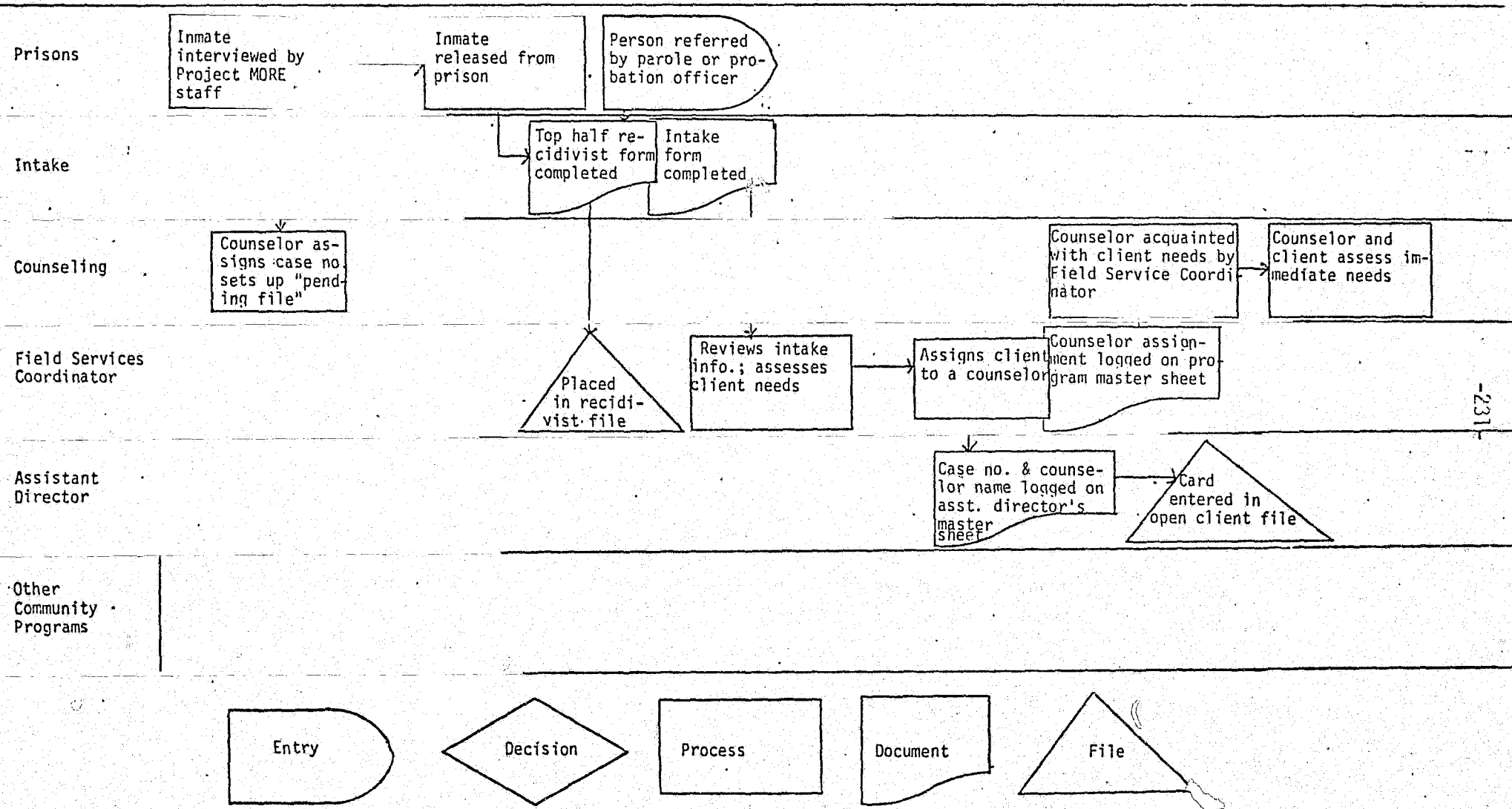


Figure 1 cont.: Project MORE Client Flow—Counseling and Community Program Participation

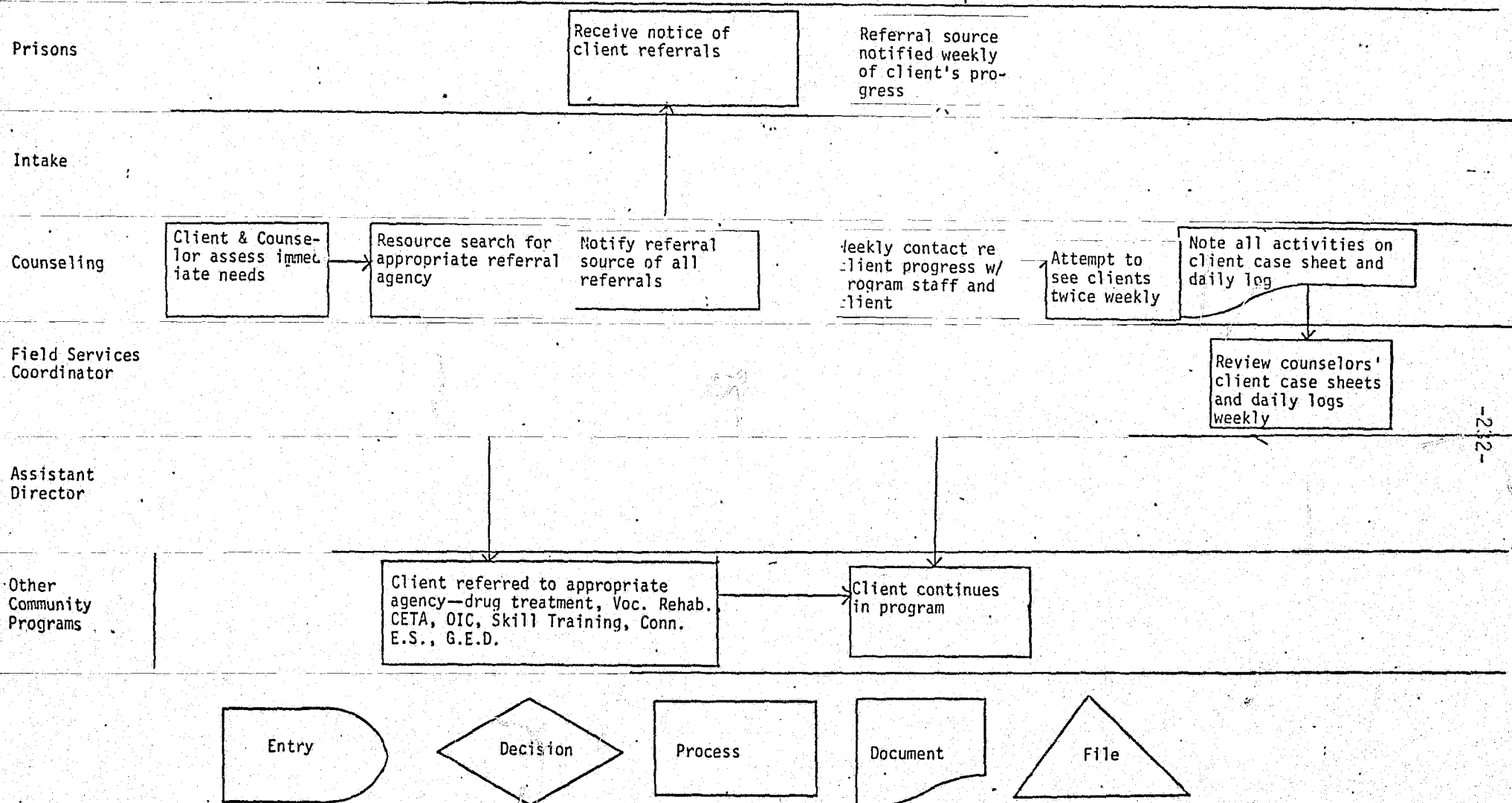


Figure 1. cont.: Project MORE Client Flow—Counseling and Community Program Participation

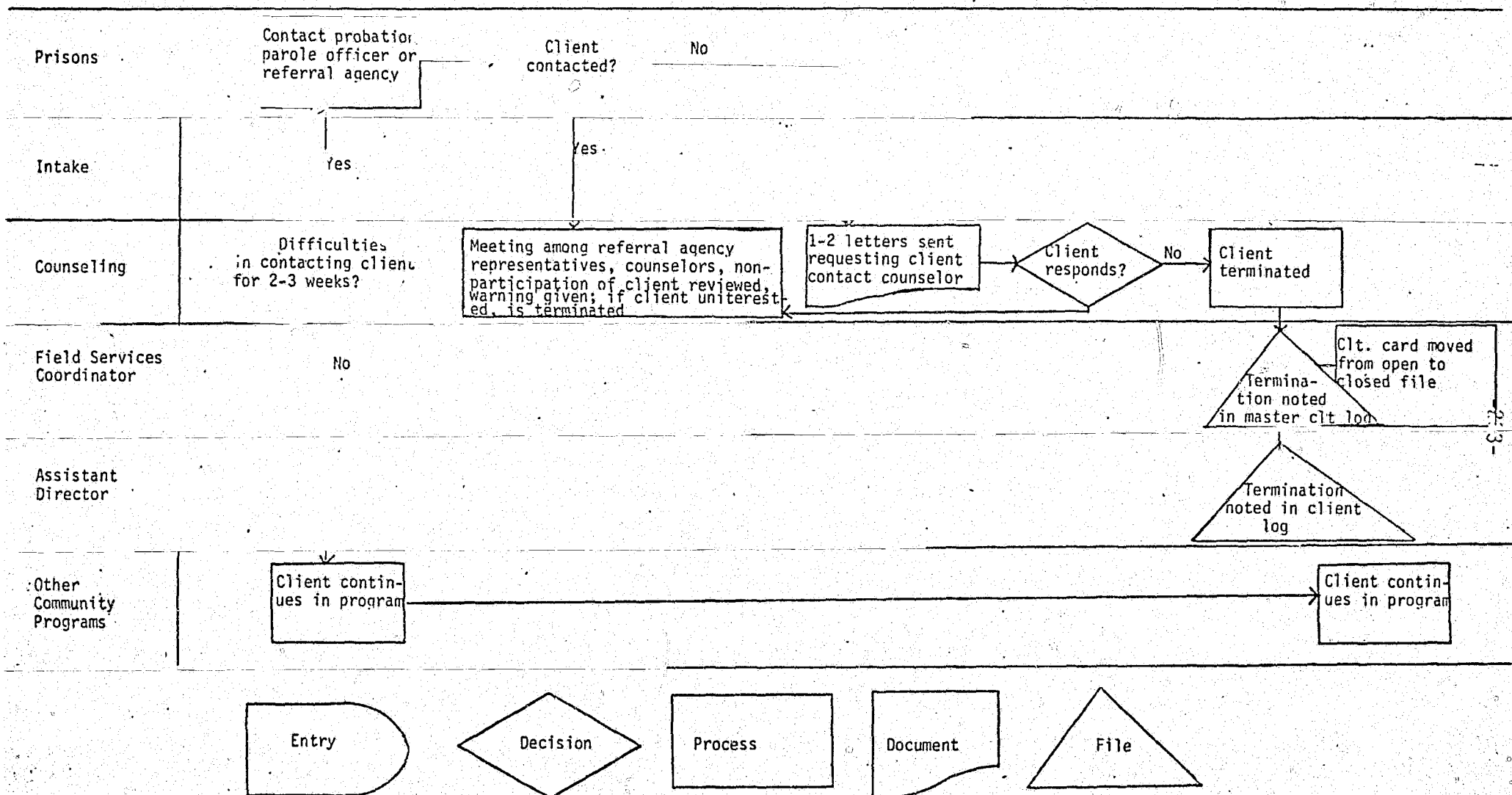


Figure 1 cont.: Project MORE Client Flow—Job Development

Prisons

Intake

Counseling

Client attends
group work orien-
tation sessions

Client
job ready?

No

Client continues in referral pro-
gram, and is counseled until deemed
job-ready

Counselor develops
job openings

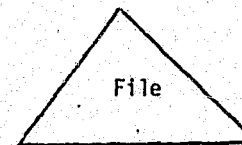
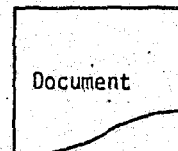
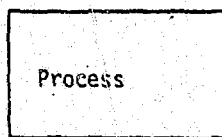
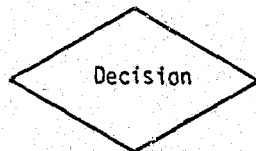
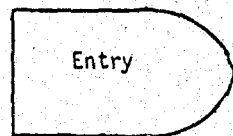
Employment referral
form completed

Field Services
Coordinator

Assistant
Director

Other
Community
Programs

Client continues
in program



Entry

Decision

Process

Document

File

Figure 1 cont.: Project MORE Client Flow from Job Placement to Follow-up

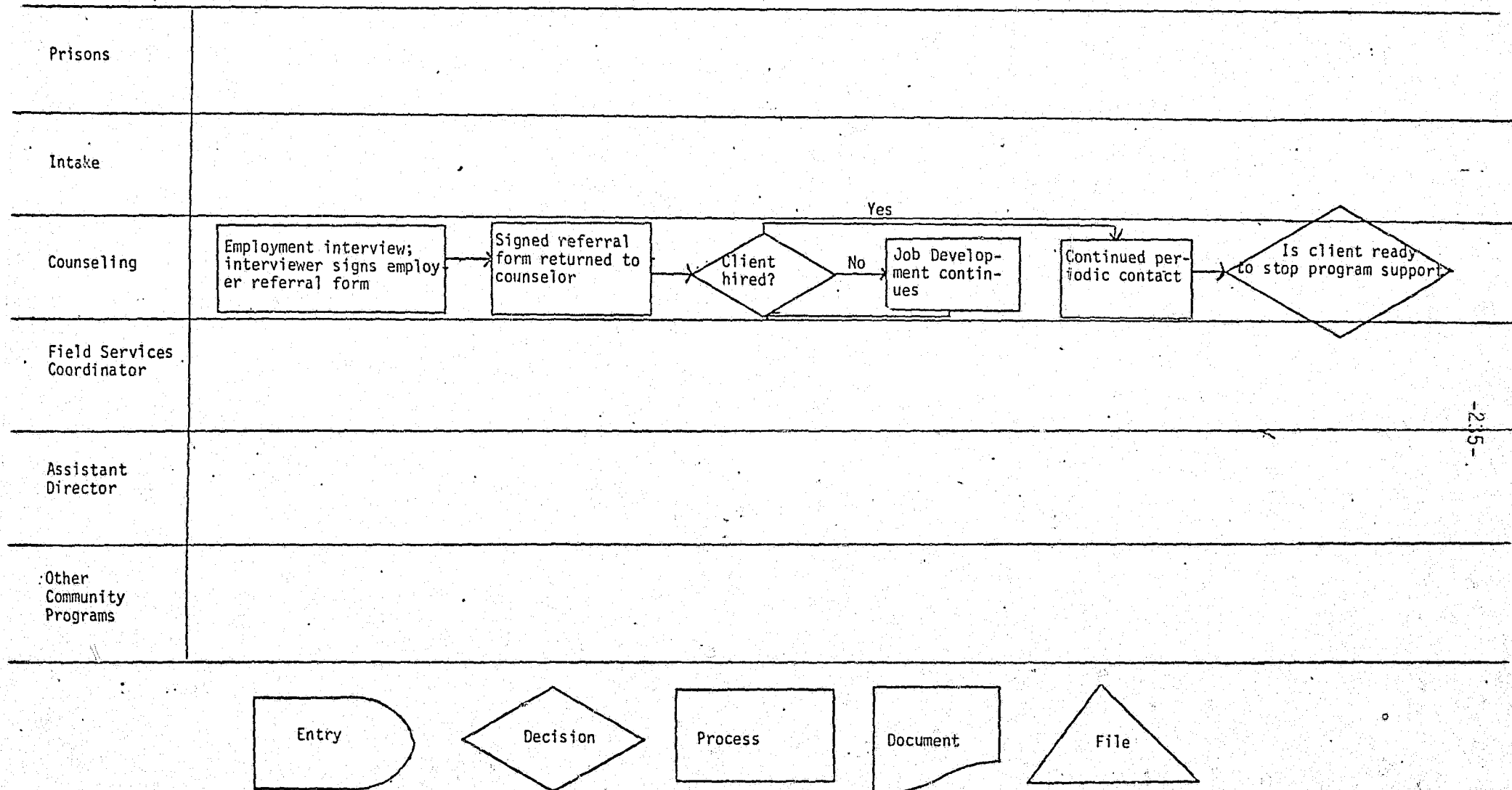
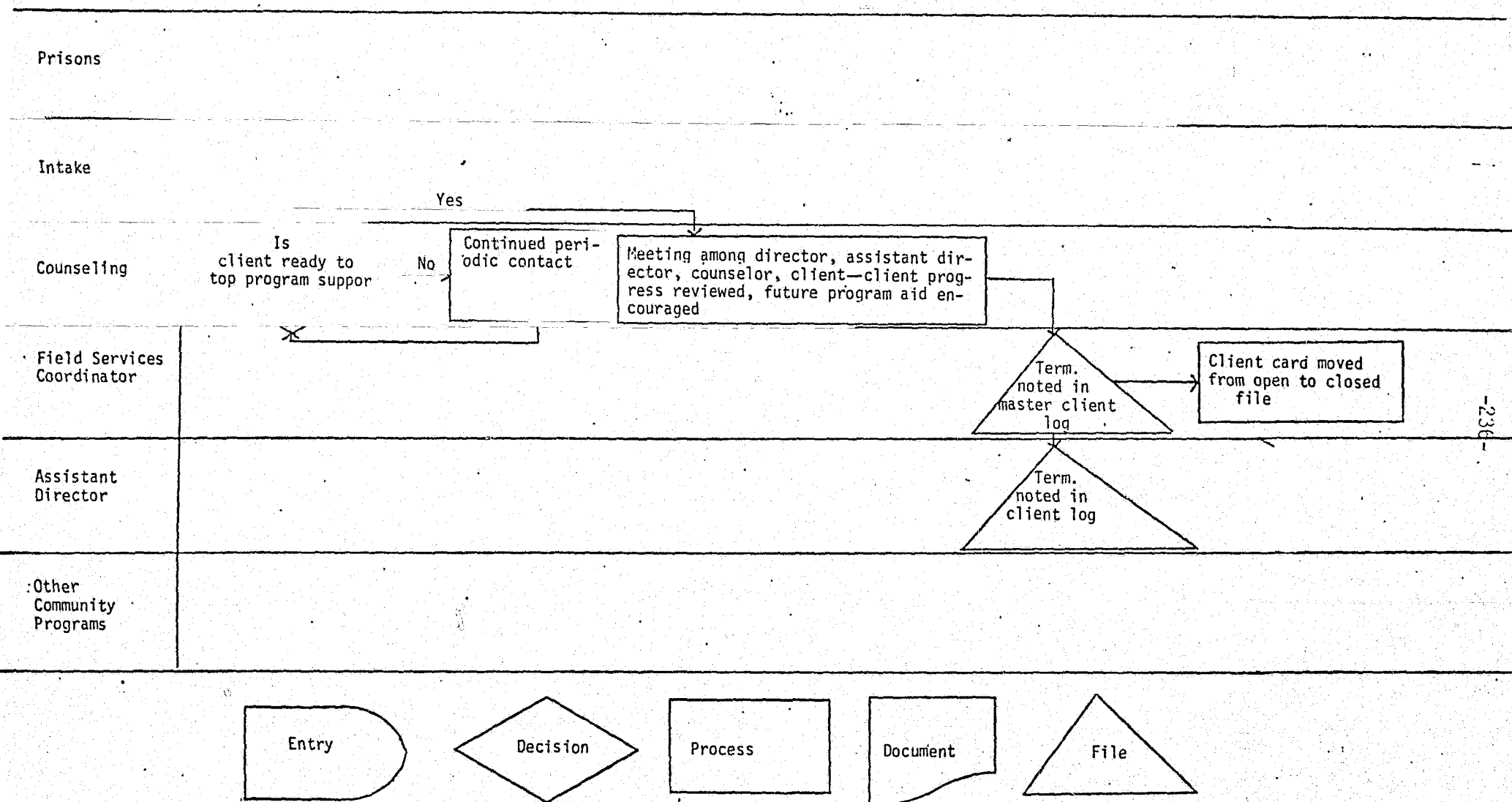


Figure 1 cont.: Project MORE Client Flow from Follow-up to Termination



ALAMEDA COUNTY EX-OFFENDER SKILLS BANK

Oakland, California

ALAMEDA COUNTY EX-OFFENDER SKILLS BANK

I. Program Setting

A. Program History

The Alameda County Ex-Offender Skills Bank was established in 1973 to assist ex-offenders in overcoming employment barriers and in maintaining employment. The Skills Bank was founded by the Department of Corrections, the Alameda Adult Probation Department, the National Alliance of Businessmen, and the California Employment Development Department, as well as the Human Resources Development Institute of the AFL-CIO. Initially, volunteers delivered the Skills Bank's services. Non-financial resources were received from all participating agencies. In July of 1974, the Skills Bank was provided office space in the West Oakland branch of the Employment Development Department. Since that time, the Skills Bank has expanded with the addition of two branch offices in Berkeley and Hayward.

The California Office of Criminal Justice Planning (OCJP) began its funding of the program in July, 1975. That office continued receiving favorable reports concerning the Skills Bank through 1975 and early 1976. Although OCJP was supposed to perform an evaluation of the Skills Bank, no evaluation was performed. In the spring of 1976, an employee of the Skills Bank informed the Board of Directors of alleged fiscal irregularities. When OCJP received word of this accusation, its grants management unit asked Alameda County to perform an audit of the Skills Bank. The resulting audit did uncover extensive fiscal mismanagement. The Board of Directors responded to these findings by removing the Executive Director at the direction of OCJP. The Chairman of the Board also resigned.

The Office of Criminal Justice Planning became directly involved with the operations of the program, providing guidance and helping resolve management problems. In late spring a recommendation was made to OCJP to discontinue the grant to the Skills Bank. The Office's Planning Board postponed action a month, while its representative continued to work with the Skills Bank's staff.

This continuing work convinced that representative that the Skills Bank staff was indeed delivering necessary services to clients. Additionally, people in the community lobbied for the program's extension. At a June meeting, OCJP decided to give the grant funding the Skills Bank to another organization. At this time, the Alameda County Probation Department also agreed it could not continue funding the Skills Bank because of the management problems.

A two-month extension was given to the Skills Bank, while the OCJP request for proposal was being written. The request for proposal outlines the design of a program very similar to the Skills Bank.

B. Objectives and Program Emphasis

The Ex-Offender Skills Bank has existed primarily to serve both ex-offenders and area employers by placing appropriate ex-offenders in available jobs. The Skills Bank works only with job-ready clients; other applicants are referred to appropriate community agencies. The program attempts to insure that a client's background and capabilities match an employer's job order. To assist clients in making the transition to steady employment, the Skills Bank also emphasizes follow-up procedures.

No formal, predetermined objectives or goals have been established by the Skills Bank. However, the goal has always been to place as many ex-offenders as possible in appropriate, "meaningful" jobs. Although the Skills Bank has encountered many management problems, local probation and parole officials and area employers seem to be impressed with the work the Skills Bank has done in placing its clients.

C. Clientele

Forty per cent of Skills Bank clients are referred directly to the program by probation or parole officers. Thirty per cent of the clients are walk-ins, while another 30 per cent are referred by other community agencies. Because the different Skills Bank branches are parts of different organizational structures, different eligibility requirements exist. Generally, Skills Bank clients must be ex-offenders, residents of the county in which they are being served, and economically disadvantaged.

The age, sex, and racial characteristics of Skills Bank clients are summarized in Tables 1, 2, and 3.

Table 1: Age

18-24 years	40 %
25-30 years	40 %
31-40 years	19 %
Older than 40 years	1 %
TOTAL	100 %

Table 2: Sex

Male	90 %
Female	10 %
TOTAL	100 %

Table 3: Race

White	24 %
Black	74 %
Chicano	2 %
Other (Specify)	0 %
TOTAL	100 %

Although the majority of clients are referred to the program by probation or parole officers, clients may be referred by any one of a number of organizations that make up the Ex-Offenders Skills Bank. These organizations include:

- The National Alliance of Businessmen,
- Human Resources Development Institute, AFL-CIO,
- Oakland Chamber of Commerce,
- Alameda County Sheriff's Department,
- Alameda County Probation Department,
- California Youth Authority,
- Urban Outreach, City of Oakland,
- Local Halfway Houses,
- California Department of Rehabilitation,
- Local Drug or Alcohol Treatment Programs,
- California Department of Corrections, and
- The Urban League.

D. Funding

The State Office of Criminal Justice Planning, the regional Law Enforcement Assistance Administration agent, began funding the Alameda County Ex-Offender Skills Bank in July, 1975. The LEAA grant totaled \$127,000, and was contracted by OCJP with the county of Alameda, which in turn contracted with the Alameda County Ex-Offender Skills Bank through the Alameda County Probation Department. This process was mandated by the requirement that all programs funded by the Office of Criminal Justice Planning must have a local sponsor.

In the summer of 1975, the Skills Bank also received \$75,000 from ACTAB/ACAP, the southern Alameda County CETA prime sponsor, \$75,000 in Title I money from Berkeley CETA, and \$23,470 in other monies from Berkeley CETA. This money did not include office space and telephones that were still contributed by the Employment Development Department.

At the conclusion of fiscal year 1976, Berkeley CETA chose to stop its funding of the Skills Bank. The ACTAB/ACAP organization decided to fund a new on-the-job training contract in fiscal year 1977 and not fund job and referral activity. Therefore, the only actual funding available for intake and referral is \$61,000 allocated by the Office of Criminal Justice Planning. This is the amount on which the request for proposal distributed by OCJP is based.

E. Program Organization

All Skills Bank activities are provided to ex-offenders after release from prison. In the past, the Skills Bank operated a pre-release program designed to provide inmates in local prisons and other institutions with survival skills prior to their release from prison. Attendance at these classes was voluntary, and services offered included resume preparation, mock interview classes, and awareness counseling sessions.

Although all Skills Bank offices provide clients similar services, they are actually responsible to different organizations. The Oakland office operates out of the State Employment Development Department. However, the Berkeley and Hayward offices are part of local CETA operations. Thus, their services are coordinated with local CETA prime sponsor activities.

Originally, each Skills Bank office had a director, intake technicians, general employment counselors, and job developers. At one time, there were 26 people on the staff. However, with the cutback in funding and management problems, the staff has been reduced to 14. The Office of Criminal Justice Planning hopes to arrange for the most qualified Skills Bank employees to transfer to the organization which eventually is awarded the proposal to develop the successor program.

Staff functions at the three Skills Bank offices reflect the traditional process by which clients are assessed and referred to jobs. The intake technicians are responsible for intake and orientation, counselors are responsible for interviewing clients and arranging job plans, and counselors together with job developers are responsible for matching clients' capabilities and interests to available jobs.

II. Client Flow

A. Entry

If a prospective Skills Bank client is on parole or probation, the client must be referred by the appropriate parole agent or an agent of an affiliated correctional agency who has assessed that the applicant is job-ready. Persons who do not display job-readiness and interest are not eligible for Skills Bank services. Many unsupervised clients hear of the program by word of mouth, and appear on a walk-in basis. Other are referred to the program by one of the Skills Bank member organizations.

The process by which clients receive services varies somewhat from office to office, due primarily to specific requirements of the CETA prime sponsors which are funding the offices. The processes followed at the Oakland office, although unrelated to CETA, are typical of those followed elsewhere. The primary difference is that Skills Bank staff in Hayward and Berkeley must perform all required CETA paperwork, including intake forms, client change forms, and termination forms.

Initially, probation or parole agents who referred clients to the Skills Bank would also send an official referral form and a formal note. However, this practice has been largely discontinued. Currently, an applicant initially completes an Employment Development Department application. This application requests information on: education and training, past employment record, health, job interests, personal references, and marital status. The Skills Bank uses its own stamp to add another section of information to the application. This section requests information on the identity of the client's probation or parole officer, any institutions in which the client has served time, the date the client was released from an institution, the offense for which the client was convicted, other criminal history, drug or alcohol problems, and the identity of the person who referred the person to the Skills Bank.

B. Intervention

The intake person then refers the client to a counselor, who reviews the application form. In the past, the Skills Bank operated an orientation program. Before a client was enrolled, he or she was required to attend this mandatory session, which was designed to equip clients with basic job-finding techniques, to acquaint them with the services available through the Skills Bank, and to inform them of what the Skills Bank expected in return. Currently, this orientation function is handled by the counselor at the initial meeting with the client.

Because all Skills Bank clients are assumed to be job-ready, counselors begin immediately attempting to place clients in an appropriate job. This is done through two primary means: the Employment Development Department Job Bank or the individualized job development contacts of Skills Bank job developers.

The Oakland Employment Development Office is the central order-taking office for the East Bay Area. Employers telephone in their job orders; order-takers write them up and transmit them by teletype to eight local offices in the area. Skills Bank counselors have access to the job orders coming off the teletype. If a counselor finds an order deemed appropriate for a client, the counselor assembles a packet including the client's application, the job order, and a form noting the counselor's name, the client's name, the client's address, and when the client is available. The counselor then drops this package in the in-basket of the Employment Development Department placement specialist at the Oakland office. The EDD representative then calls central control to determine whether the job opening still exists. If the answer is affirmative, the representative calls the employer and transmits the client's name and work history.

After arranging an interview, the EDD representative fills out a form noting the place and time of the appointment and refers it back to the Skills Bank counselor. The counselor then notifies the client of the prospective job interview. If a client is not already in the office, the counselor requests that the client come in and receive a job referral card. The client must give this card to the employer at the beginning of the interview, and ask that the employer mail it back to the Skills Bank.

Generally, Skills Bank counselors ask clients to telephone immediately after job interviews in order to learn the results. However, if clients do not call, which happens frequently, and if the referral card is not returned by the employer in two to three days, the counselor calls the employer to determine the results.

If a client's initial job referrals are unsuccessful, Skills Bank counselors continue to work with the client for successful placement. To insure that clients are referred to appropriate jobs, client interests are classified by DOT occupational codes. The Skills Bank maintains two active, ongoing files: one arranged by DOT code and the other alphabetically by clients' names. Thus, when a client requests a job in a particular field, the counselor can check the DOT file. Conversely, if a particular job order is received over the teletype, a counselor can check the appropriate DOT code file and then, through a cross-index, determine which clients are appropriate for that job.

Clients have generally enjoyed greater success on jobs developed by Skills Bank staff themselves than on jobs received through the EDD Job Bank. Skills Bank job developers utilize all available employment resources, including labor market books supplied by EDD, Chamber of Commerce job listings, and personal contacts. Whenever possible, job developers attempt to meet with employers at their place of business, explaining the Skills Bank and soliciting openings for Skills Bank clients. This personal approach, it is believed, works better than the formal, impersonal method utilized by the EDD.

Normally, Skills Bank counselors attempt two or three referrals for a client. If success is still not achieved, the client is usually terminated.

C. Follow-Up

For those clients who are successfully placed, counselors perform 48-hour follow-up to determine if the client is satisfied with the job and if the employer is satisfied with the client's performance. Further follow-up procedures are performed at 30 days and three months. However, no formal follow-up forms are utilized, and it appears that follow-up is done on an ad hoc basis when staff have the opportunity.

Whenever clients are placed, through either the EDD job bank or individualized efforts of Skills Bank job developers, Skills Bank counselors are required to notify the Employment Development Department. These placements are then counted in EDD statistics as successful placements. However, it is unclear whether Skills Bank counselors do indeed notify EDD personnel of job placements achieved through individualized job development efforts. These placements are, however, noted on individualized counselor records on a daily and weekly basis. They are then summarized on a monthly basis for reports submitted to the Skills Bank funding sources.

Figure 1 : Alameda County Ex-Offender Skills Bank Client Flow from Entry to Counseling

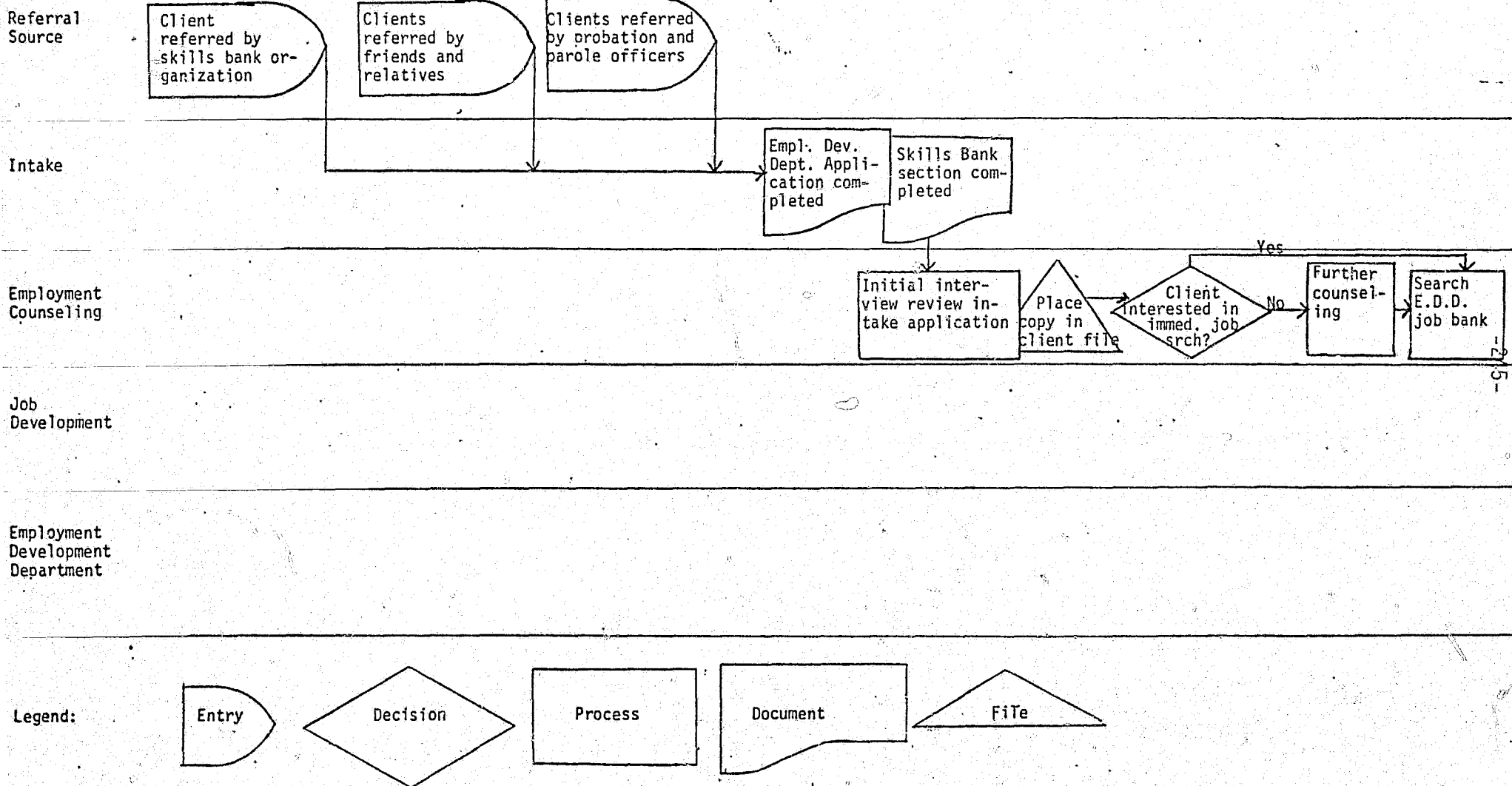


Figure 1 cont.: Skills Bank Client Flow—Job Development

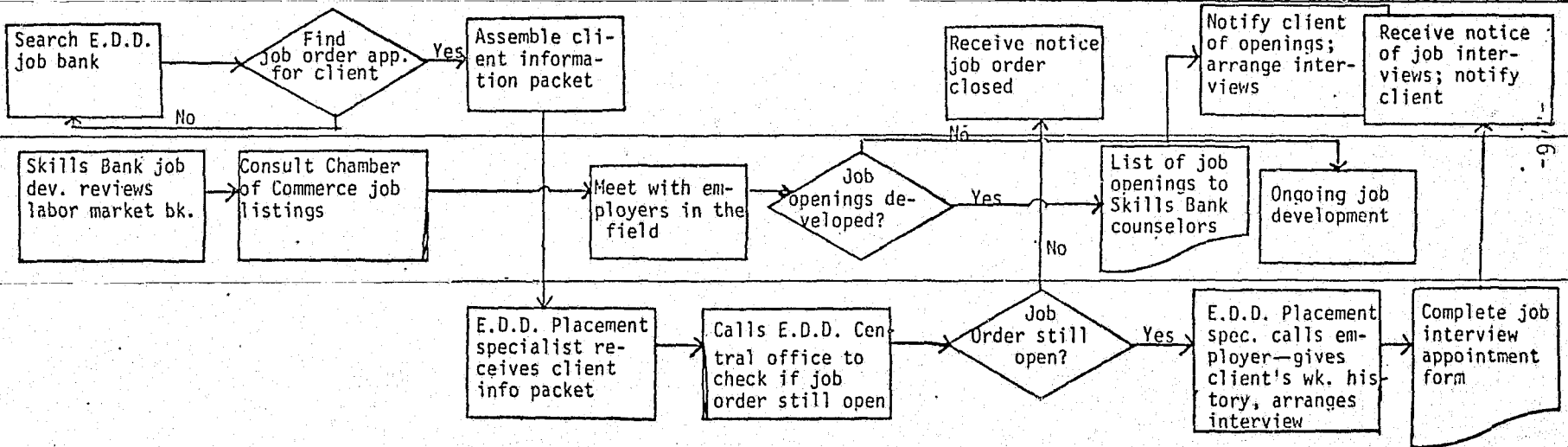
Referral
Source

Intake

Employment
Counseling

Job
Development

Employment
Development
Department



Legend:

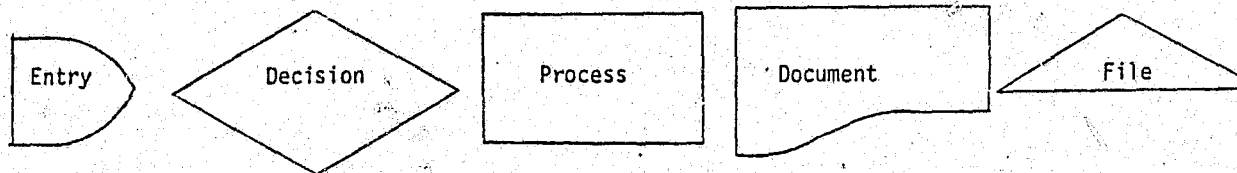


Figure 1 cont.: Skills Bank Client Flow from Job Development to Placement or Continued Job Development

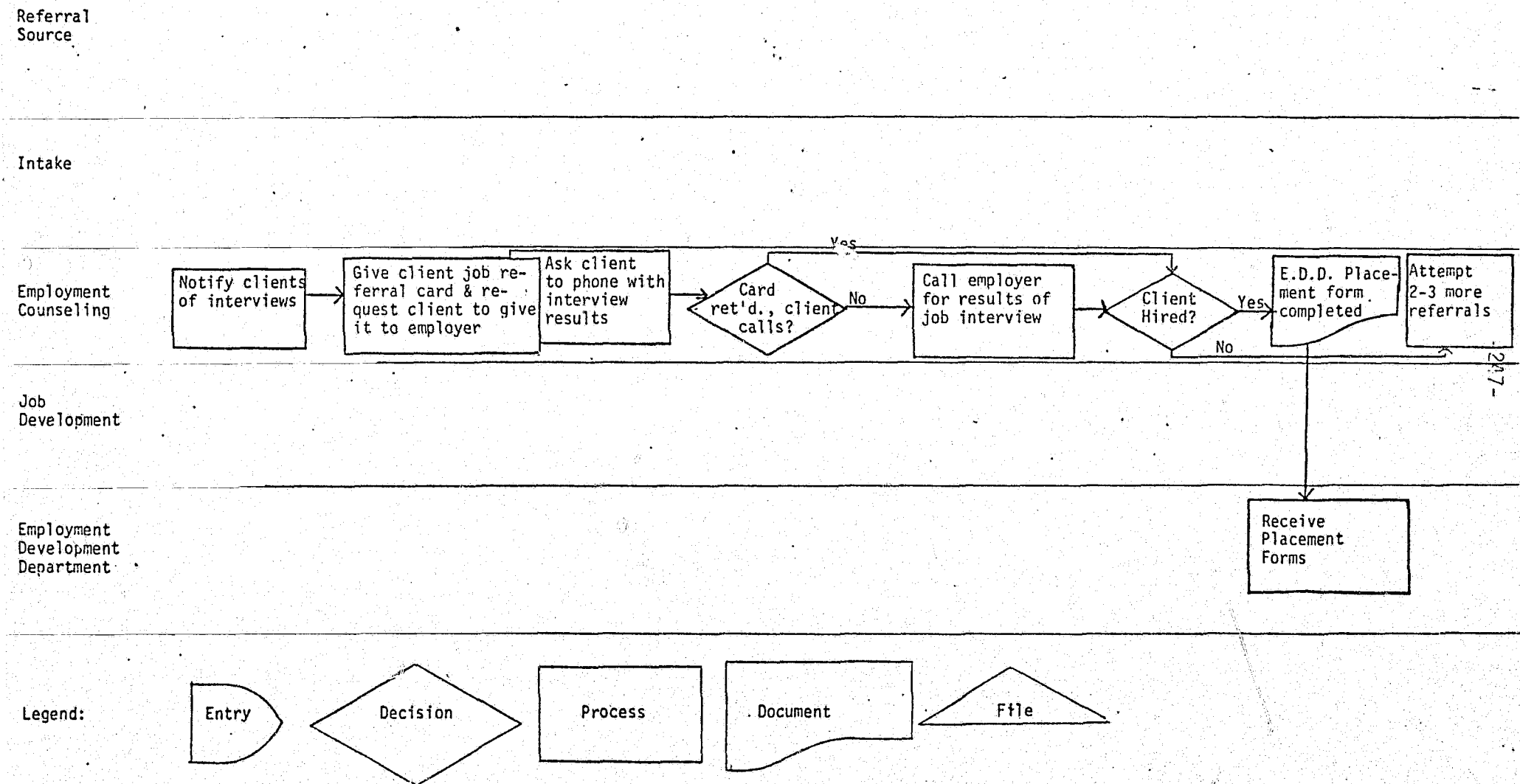
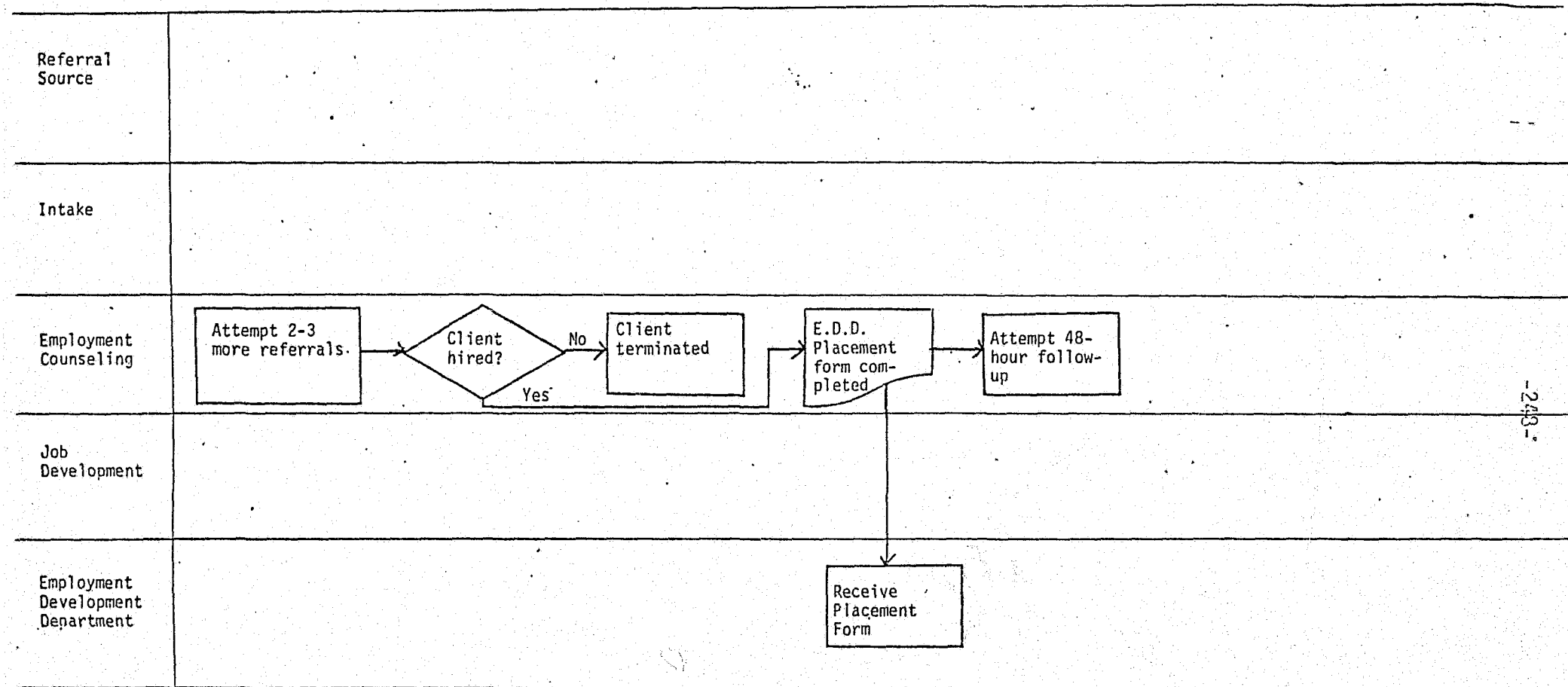
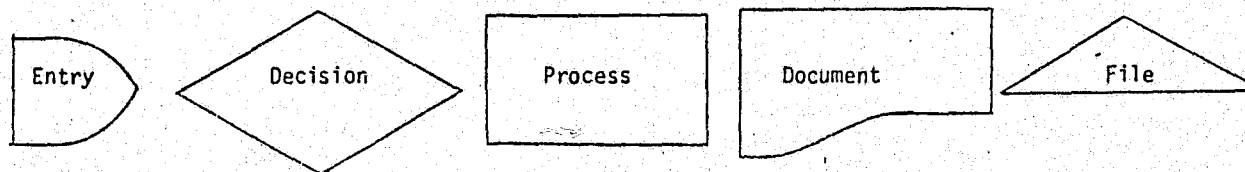


Figure 1 cont.: Skills Bank Client Flow—Job Placement



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Legend:



ASSISTANCE TO OFFENDERS, INC.

Atlanta, Georgia

ASSISTANCE TO OFFENDERS, INC.

I. Program Setting

A. Program History

Assistance to Offenders, Inc. is a non-profit organization which was incorporated in 1972. It grew from the efforts of an ex-offender who operated his own business. He began hiring many prison releasees, but soon had more ex-offender job applicants than job openings. He applied to the State Department of Corrections for funding to establish an organized program. However, the State could not support a program because no money had been appropriated for ex-offender employment programs by the State legislature. He then interested a group of local citizens in the project, and an Atlanta church provided them with funds for rent of a room and one telephone. Several volunteers were recruited, and the program started procuring jobs for ex-offenders.

In June, 1973, the program received a private grant from an Atlanta Trust Company and a contract from the Georgia Department of Corrections for \$12,000. In 1974, the program received \$69,000 in contributions and government funding, and in 1975 received a \$134,000 grant from the Law Enforcement Assistance Administration to implement an Intensive Employment Program (IEP) as part of LEAA's High-Impact Cities Program. However, this program was discontinued in 1976.

In early 1976, A.T.O. established a Supported-Work Program (SWP). This program developed as a result of several factors:

- Because of the depressed state of the economy, A.T.O. staff were finding it very difficult to find jobs for clients.
- Many clients released from prison needed money immediately.
- Most clients had poor work histories and had not developed good work habits.

In this program, contracts are solicited from individual employers for the employment of A.T.O. clients.

In July, 1975, A.T.O. was selected to serve as the administrative agent of the Atlanta Treatment Alternatives to Street Crime (TASC) Program. This program diverts drug-involved offenders into treatment as an alternative to incarceration. Although TASC employees are thus paid by A.T.O., the TASC program continues to operate in a separate location from the main A.T.O. offices. Because TASC serves persons who are on probation or in pre-trial status and not prison releasees, this case study will focus on the A.T.O. Supported Work Program.

B. Objectives

The A.T.O. Supported Work Program's goal is to reduce recidivism in the Atlanta community. Its specific objectives are to:

- create job opportunities for skills training and the teaching of acceptable work habits to clients;
- provide conditions to evaluate clients' abilities and progress prior to their placement in full-time jobs; and
- provide the foundation for a tuition program to financially support the program and foster financial responsibility on the part of the clients.

C. Clientele

Most A.T.O. clients are parolees who have been released from Georgia institutions. Their average age is 27. Ninety-eight percent of A.T.O. clients are males. The average length of clients' last incarceration is 2½ years.

Approximately 10 new applicants appear at the program's offices each day. However, two-thirds do not return for the required job skills class that precedes entrance into the Supported Work Program. Usually 20 clients each month remain active.

D. Funding

The majority of A.T.O. funding now comes from the Law Enforcement Assistance Administration for administration of the TASC program. However, this money is used solely for that program's operations. None is diverted to A.T.O.'s Supported Work Program (SWP).

The funding for the SWP is received from employers who contract with A.T.O. for specific services. Currently, the great majority of SWP funding is in the form of a contract for \$250,000 with the Omni Coliseum.

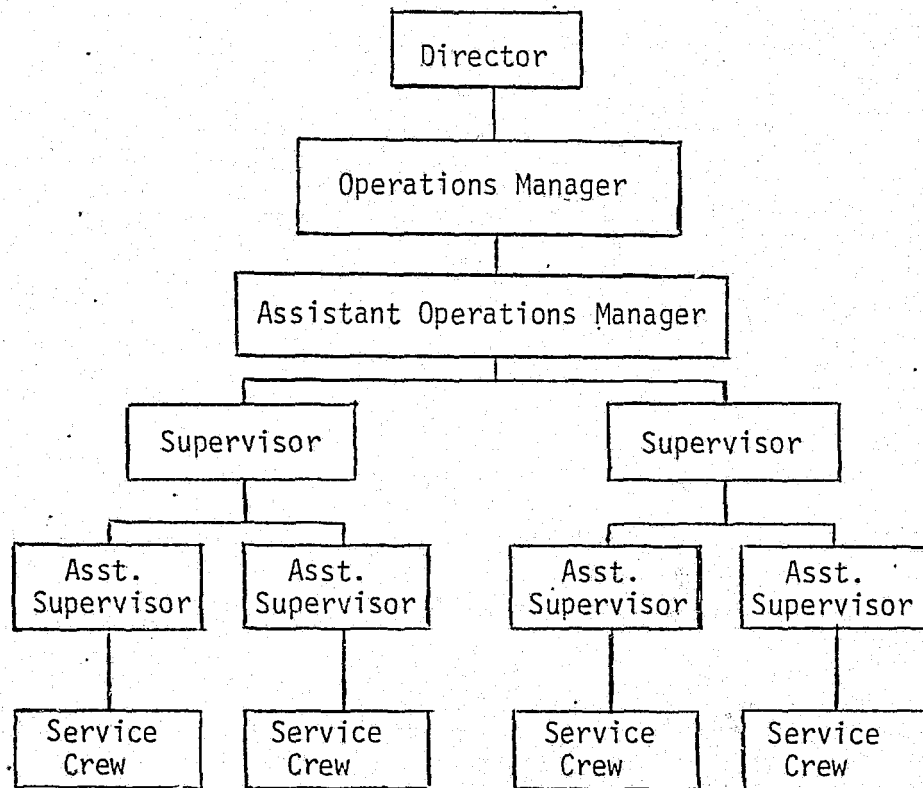
E. Organization

The A.T.O. program is organized by staff functions. The Board of Directors, which is required to meet a minimum of once a year, is responsible for corporate decision-making. The Board's Executive Committee meets a minimum of once a month to make decisions about program operations. Usually the Executive Committee follows the recommendations of the program director, who is a member of the Committee.

The A.T.O. Executive Director is responsible for funding, public relations, and administration of daily program operations. He is supported by an administrative assistant, a secretary, and a part-time bookkeeper. The A.T.O. Assistant Director is currently serving as manager of the TASC program until A.T.O. hires someone to fill that position. Because of the termination of the Intensive Employment Program, A.T.O. had to release six employees. Currently, there are only two full-time counselors. These counselors are CETA trainees, and their salary is thus paid by the Atlanta Comprehensive Employment and Training Program.

The Supported Work Program operated by A.T.O. is composed largely of one large contract with the Omni Coliseum. The structure of this "component" is presented in Figure 1.

Figure 1. A.T.O. Supported Work Program Organization
(Omni Contract)



The Director administers the SWP, and his decisions are implemented by the Operations Manager. Currently, the Assistant Operations Manager position is unfilled, and the Operations Manager is thus also carrying out the duties assigned to that position. The Assistant Operations Manager, who will be an ex-offender client, will be responsible for the operational activity of the janitorial service in accordance with A.T.O.'s Omni Coliseum Contract. He will also be responsible for preparing daily work schedules and assignments, maintaining security, instructing supervisors, checking time cards for accuracy, preparing the payroll, and submitting weekly progress reports for each trainee.

Supervisors, who are also program clients, assist in overseeing all operational and on-the-job training activities. They train and assist in the supervision of all people assigned to them for training, assist in payroll, evaluation and inventory work, and are responsible for all work performed under the Omni Contract and for daily inspections. The Assistant Supervisors are primarily responsible for assisting in the inspection of all areas serviced, making arrangements for the acquisition of supplies and equipment needed for their job assignments, and performing supervisors' work in their absence.

Other than work under the Omni contract, work engaged in by SWP trainees includes landscaping and janitorial service. The program also hopes to institute a city-wide car wash system based on contracts with garage operators and car owners in which cars will be washed weekly while parked in city garages.

II. Client Flow

A. Entry

Most A.T.O. clients have been released from Georgia State prisons. Others are referred by various community agencies, friends and relatives, State work-release staff, or probation officers.

A.T.O. staff visit four Georgia prisons twice each month to interview prospective clients. Prior to these visits, A.T.O. receives a list of inmates who will soon be released from the Department of Corrections. At these prison visits, the A.T.O. staff interview the inmates in completing an A.T.O. application. The inmates are then told to come in to the program when they are released. In the interim, these applications are placed in an "Incarcerated File".

All persons appearing at the program sign a client log listing their names, addresses, types of assistance needed and their counselors. They also note whether they are old or new clients. New clients are given a program application to complete, which includes information concerning:

- personal characteristics;
- criminal record;
- educational history; and
- employment history.

After the supported work program is explained, the applicants, if still interested, sign a program contract. In signing, clients agree to:

- attend job skills classes, two classroom hours a day for 10 days or four classroom hours a day for five days;
- attend job seeking and keeping classes for two hours;
- attend one-to-one counseling sessions one hour per week for four weeks;

- attend rap sessions one-and-a-half hours a week for four weeks while in training and one-and-a-half hours a week after the securing of permanent employment for four weeks; and
- pay to A.T.O. a 10% tuition fee, based on all monies earned as a worker in the Supported Work Program to help defray expenses.

B. Intervention

After clients sign this program contract, they are given an appointment to attend a job skills class. Required attendance at this class serves two purposes:

- It provides interested clients with information on how to approach the world of work and to look for a job; and
- It serves as a screening mechanism, indicating which clients are sincerely interested in participating in the program. It is estimated that two-thirds of those clients who complete the application and sign the program contract do not return for the job skills class.

Subjects covered in the job skills class include:

- making use of available resources to locate prospective jobs;
- completing a job application; and
- making a good, lasting impression in a job interview.

After this session, clients are assigned counselors and interviewed again for the Supported Work Program. At this point clients complete an application for the SWP, which repeats some of the information contained in the initial program application and includes additional data on time available for work. If work is available, clients then begin in the Supported Work Program. At this or any other point during a person's participation in the program, counselors attempt to meet client needs by referring clients to appropriate community agencies. These include area vocational schools, G.E.D. programs, the Salvation Army, the Welfare Department and the Department of Vocational Rehabilitation.

Participation in the SWP lasts two to eight weeks, depending upon the client's qualifications and progress. Clients' success is based on daily evaluations by their supervisors. These evaluations are reviewed by the operations manager and referred to the clients' counselors at the program. Topics evaluated include:

- punctuality;
- ability to follow directions;
- understanding of job duties;

- willingness to seek guidance;
- extent of cooperation;
- willingness to assist others;
- ability to work well with others;
- assumption of responsibility for quality of work performed;
- attitude; and
- degree of readiness for regular full-time employment.

These daily evaluations are summarized on a weekly basis by the supervisors, again reviewed by the operations manager, and referred to the clients' regular counselors.

The operations manager also performs weekly evaluations of the supervisors. They are evaluated in these areas:

- punctuality in submitting reports and forms;
- completion of evaluation forms;
- seeing that all work performed by his/her unit is performed satisfactorily;
- alerting the proper authorities if problems are encountered;
- handling work situations effectively;
- following A.T.O. policy guidelines in handling personnel relations with trainees;
- seeking assistance and guidance from immediate supervisors when necessary;
- seeking additional responsibility when appropriate; and
- setting an example for his/her employees.

Client status in the SWP is tracked on a personnel change form. Whenever an employee-trainee is hired, promoted, transferred, or terminated, the supervisor or staff person initiating the change completes this form. The form, like all other client forms, is prepared in triplicate, signed by the person completing it and submitted to the Operations Manager for his signature. One copy is transferred to the program payroll file, another to the SWP file, and the third to the clients' counselors' file. The operations manager must approve all promotions. If he feels a change, usually a promotion, is not justified, he will meet with the supervisor and the client. If the client is dissatisfied with a decision, he can appeal to an arbitration committee. The arbitration committee cannot fully reinstate a client who has been terminated, but it can make a recommendation to the operations manager.

The two program counselors attempt to develop jobs for their clients while they participate in the SWP. Job development is begun for clients only after the Operations Manager has informed the counselors that the clients are evaluated to be fully job-ready. Most job development is done by telephone as a matter of necessity, since the program can support only two counselor-job developers to serve all clients. A file is maintained on employers to aid the job development efforts. The file lists company name, contacts, previous referrals, previous results, address and telephone number. Each job referral is also noted on the client's own application. As an aid to job development, counselors maintain an index card file noting client name, address, telephone number and work experience.

C. Follow-Up

Clients are rarely formally terminated from the program; they usually terminate themselves, either voluntarily or involuntarily. All files are maintained indefinitely; however, clients who have not contacted the program in some time are classified as "inactive".

D. Data Availability

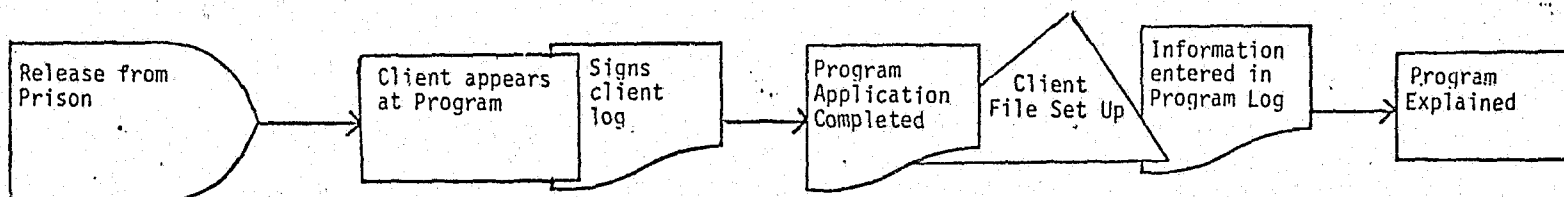
As a means of tracking program client demographics, the A.T.O. program maintains a statistical log for all clients noting:

- date entered;
- name;
- status (probation, parole, free);
- sex;
- race;
- age;
- number in family;
- marital status;
- educational level;
- year convicted;
- county where convicted;
- charge;
- source of referral;
- wages upon placement; and
- telephone.

The program also attempts to chart re-arrests of program participants. However, this data only reflects information contained in weekly reports received from the county and city jail.

Figure 2 : Assistance to Offenders, Inc. (ATO) Client Flow—Intake

Intake



Job Seeking
and Job Skills
Classes

Counseling

Supported
Work Program

Legend:

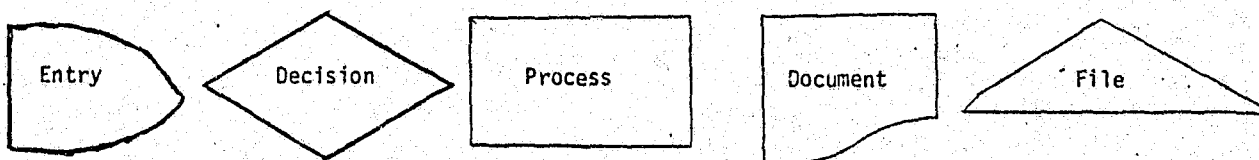
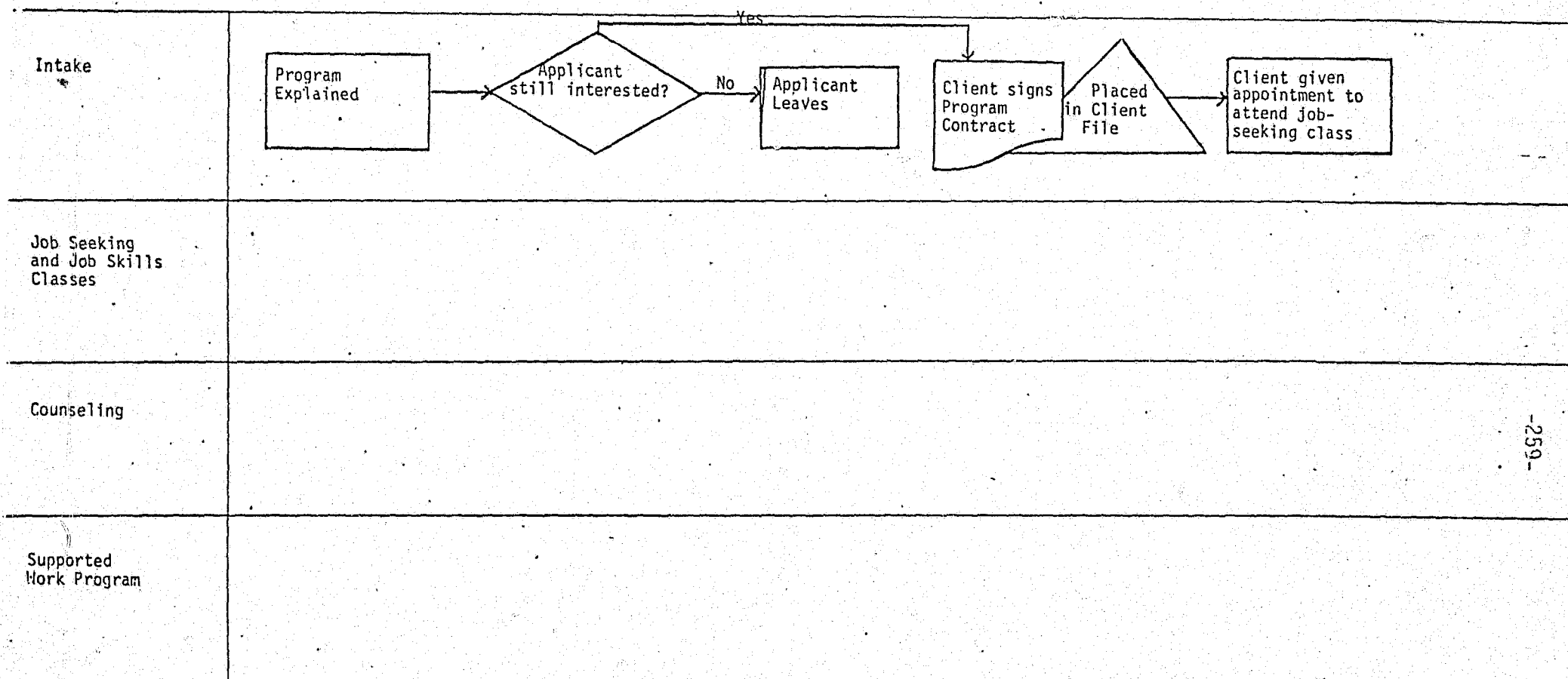


Figure 2. cont.: ATO Client Flow—Intake



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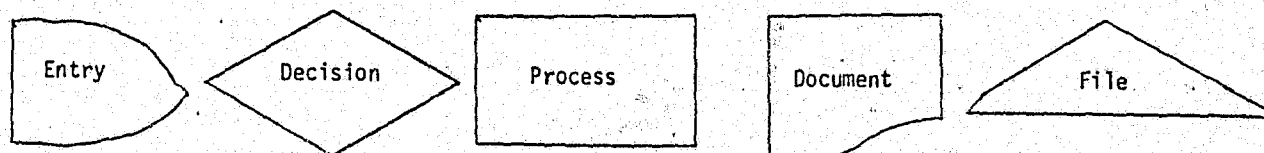


Figure 2 cont.: ATO Client flow from Intake to Supported Work Program (SWP) Application

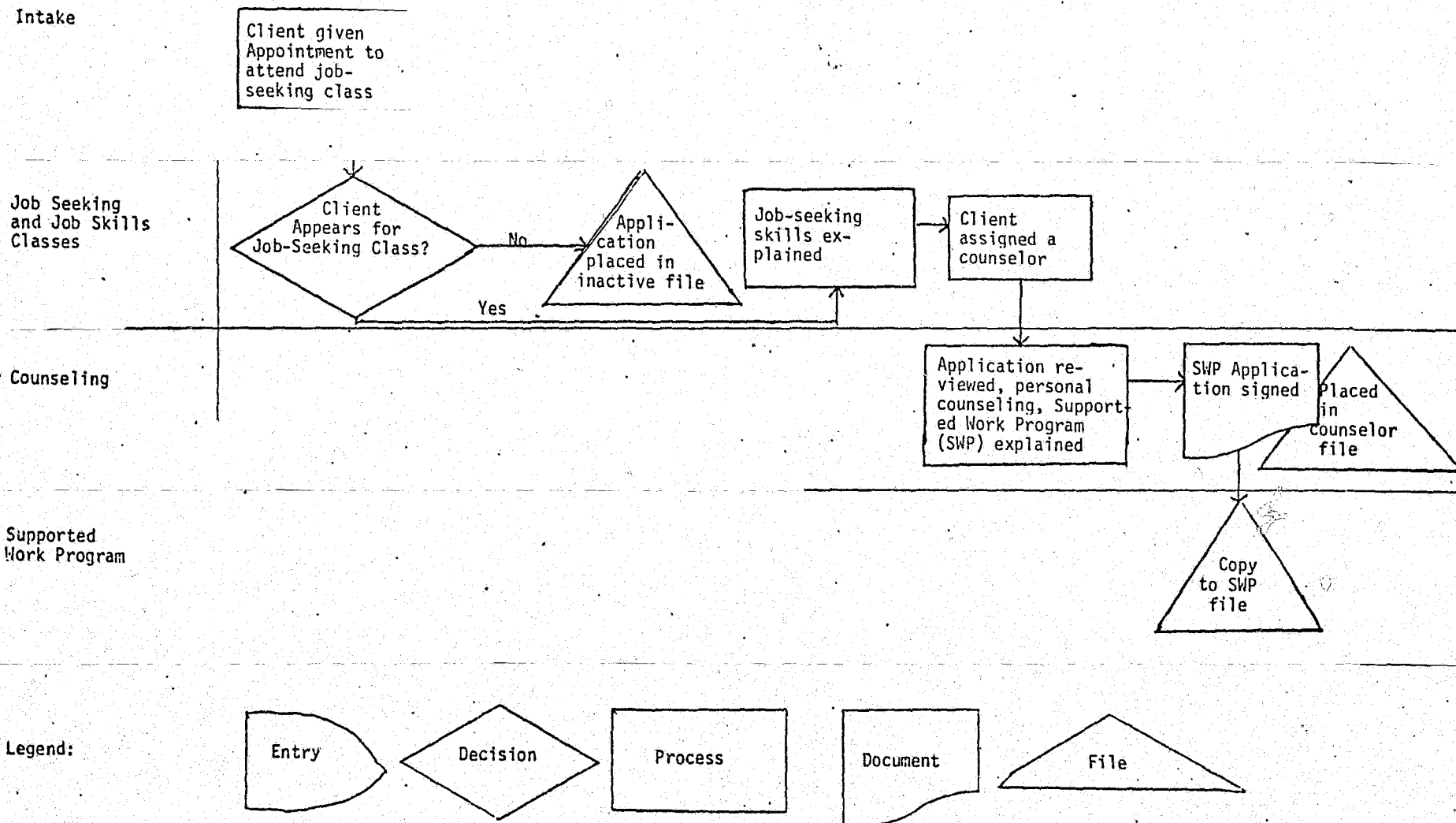


Figure 2 cont.: ATO Client Flow from SWP Application to Work Assignment

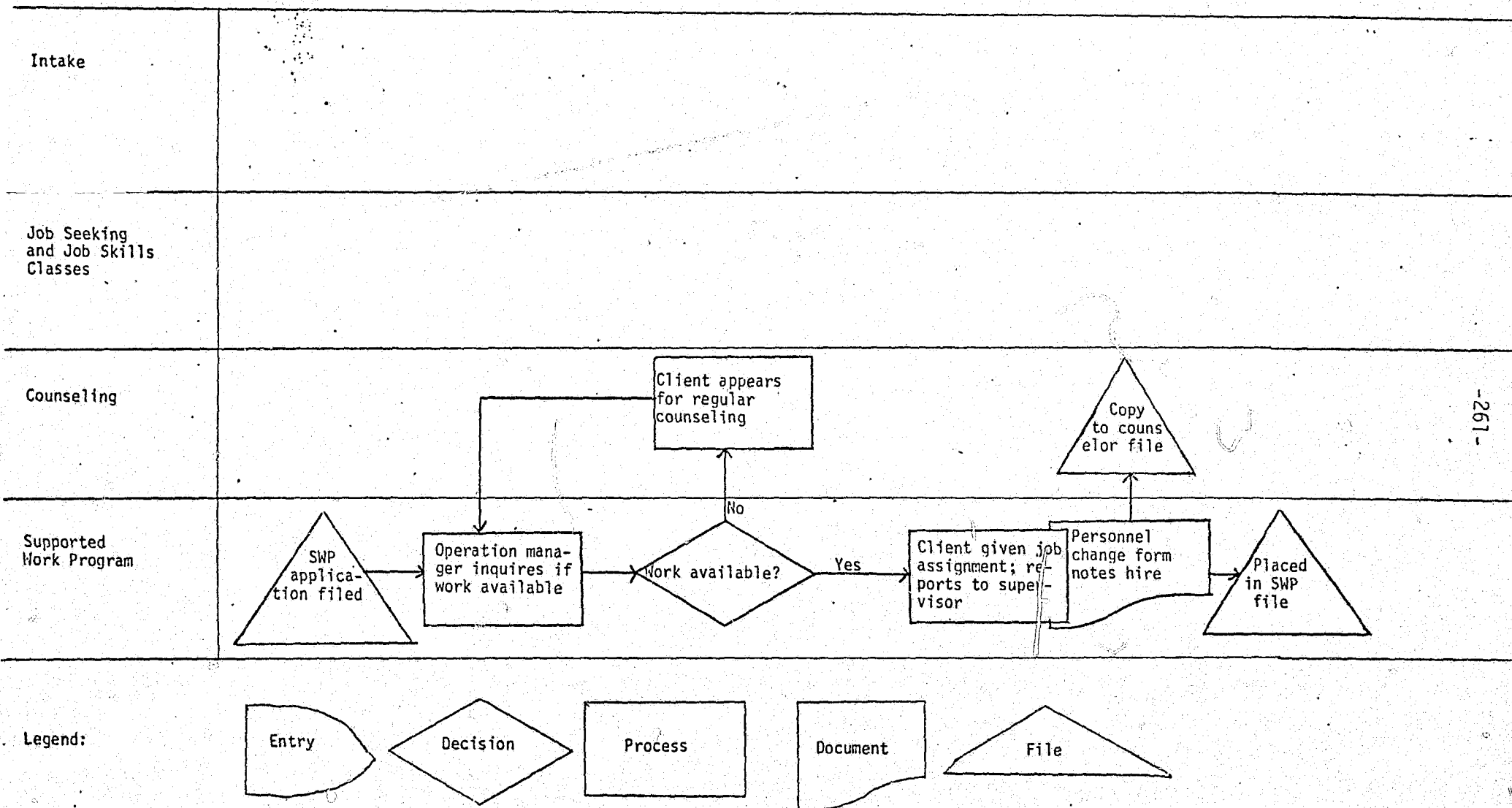


Figure 2 cont.: ATO Client Flow—SWP Participation

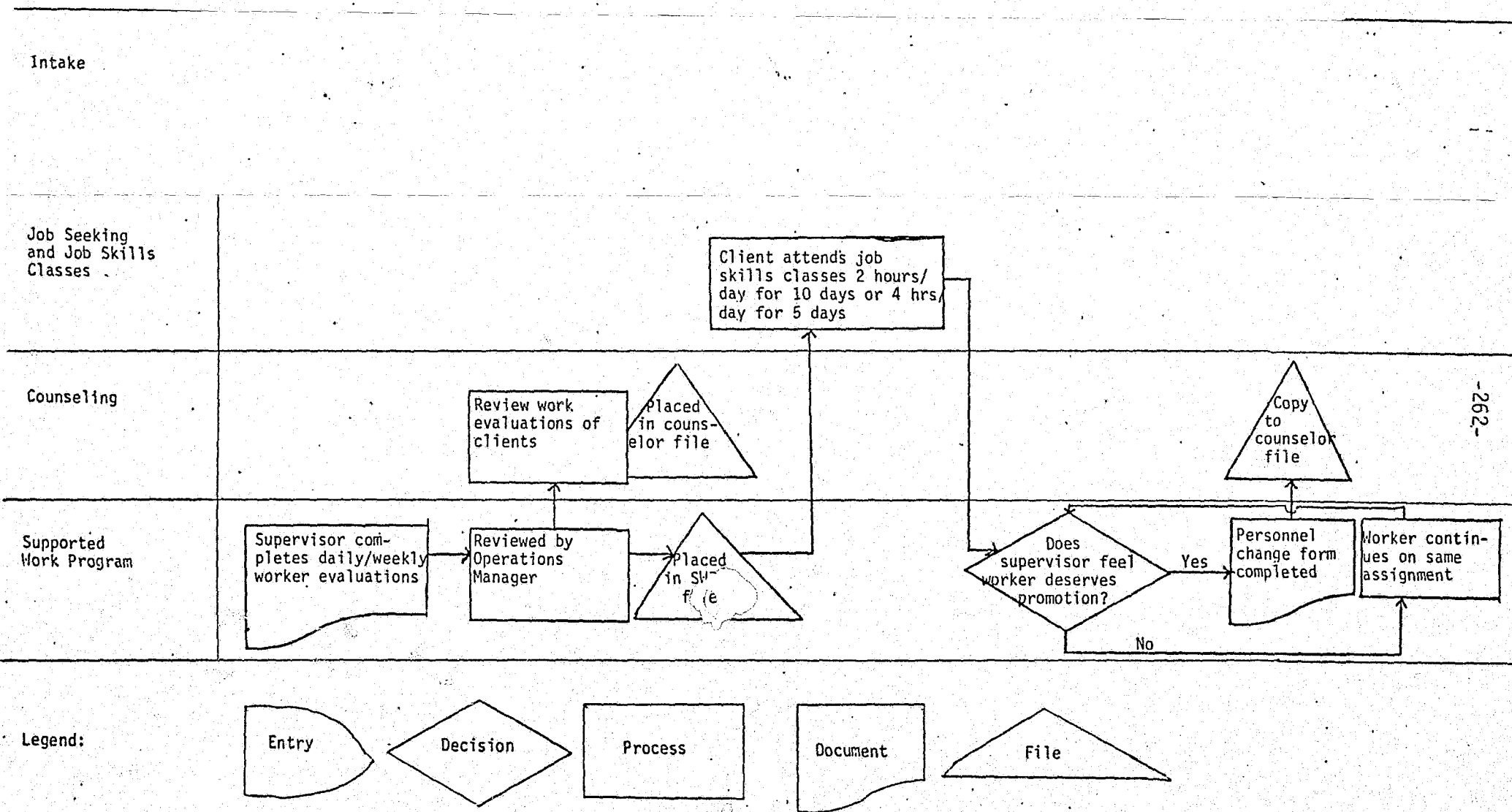


Figure 2 cont.: ATO Client Flow from SWP Participation to Job Development

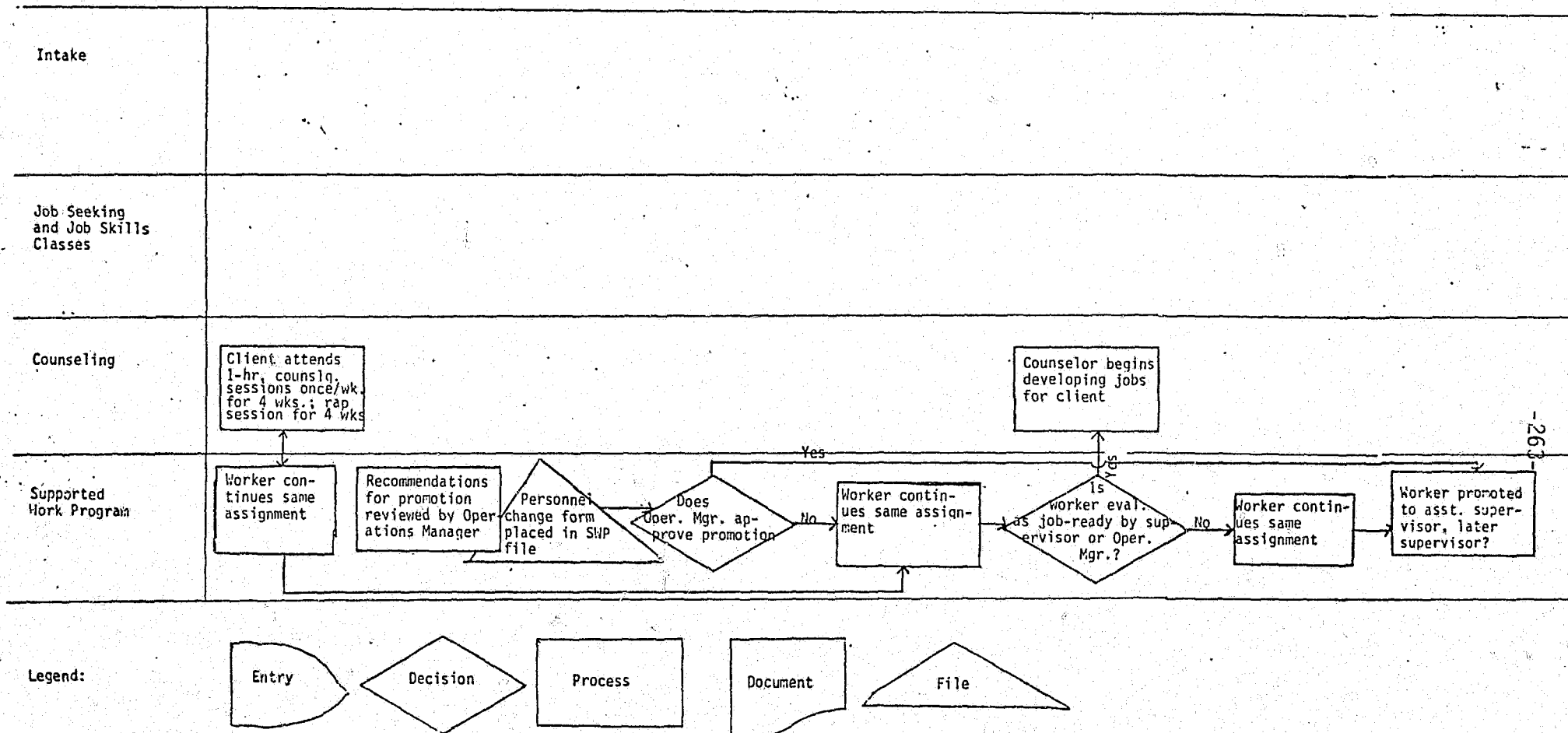


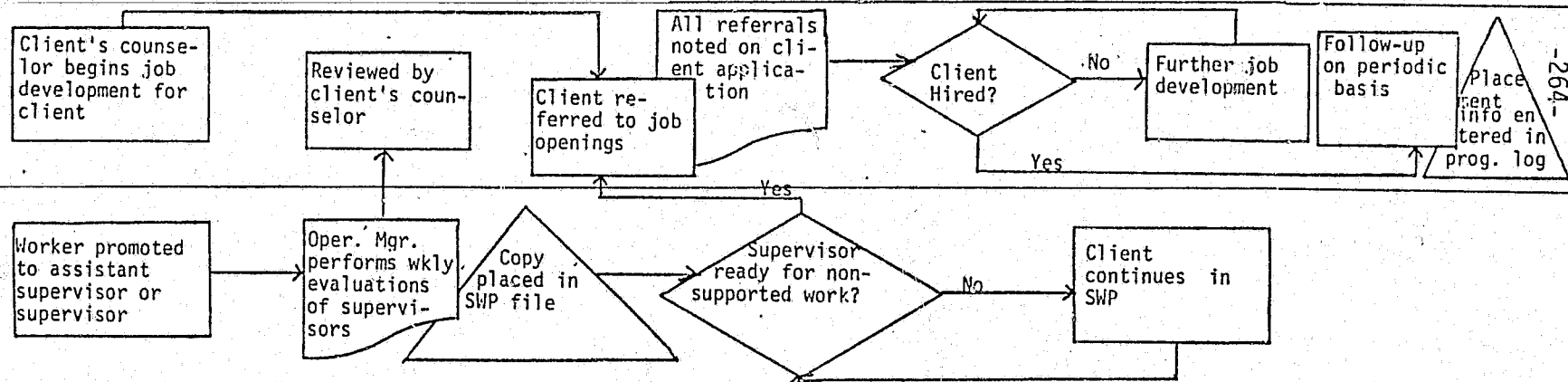
Figure 2 cont.: ATO Client Flow from Job Development to Follow-Up

Intake

Job Seeking
and Job Skills
Classes

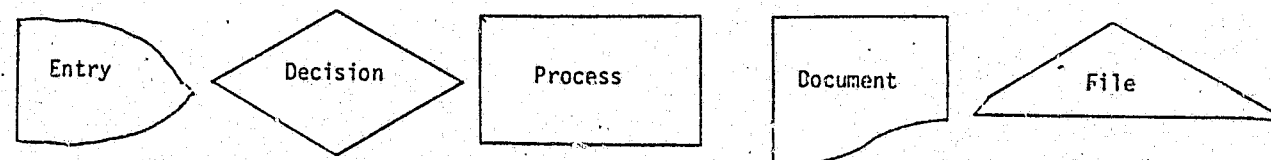
Counseling

Supported
Work Program



-264-

Legend:



OFFENDER AID AND RESTORATION

Fairfax, Virginia

OFFENDER AID AND RESTORATION OF FAIRFAX COUNTY

I. Program Setting

A. Program History

Offender Aid and Restoration (OAR) of Fairfax County, Inc., is a private non-profit organization supported by Law Enforcement Assistance Administration funds, county monies and private donations. OAR began as a Virginia organization in 1968 following a strike at the State Penitentiary in Richmond. It was initially a volunteer project operated by several church groups.

Since OAR's inception, the program has expanded, not only throughout the State of Virginia, but to other areas of the country. There are now local units in Maryland, North Carolina, New York, and Pennsylvania, in addition to the seven OAR chapters in Virginia. Due to this expansion, OAR has established a national headquarters in Charlottesville, Virginia.

B. Objectives and Program Emphasis

All OAR units were initially established as volunteer programs focusing on one-to-one relationships between volunteers and offenders. The volunteers' primary aim was to meet with the offenders prior to their release and offer counseling services and friendship during the offenders' transitions from prison back to the community.

Originally the Fairfax OAR program worked only with misdemeanants being released from the Fairfax County Jail. Over the years, the program has expanded its facilities to provide more releasees with a wider range of services. OAR now directs its services to all offenders or ex-offenders who have had contact with the Fairfax County criminal justice system.

OAR's primary goal is "to reduce the criminality of the offender." The program attempts to affect the recidivism rate by providing personal attention and counseling for clients through its one-to-one volunteer program, augmented by the professional assistance of staff members. According to the program director, 50% of all offenders who recidivate do so within six months after release. Consequently, OAR focuses its attention and services toward the individual during this period.

OAR's second objective is to "provide a contact point where ex-offenders and/or their families can receive advice or assistance." Although OAR's primary responsibility is to aid ex-offenders, the program recognizes that a major concern of incarcerated persons is for the welfare of their families. Consequently, OAR has included the families of offenders in the program's target population.

OAR's third objective is "to provide the citizens of Fairfax County insight and knowledge about rehabilitation needs of offenders and ex-offenders". This is accomplished through:

- Expansion of the volunteer program --This effort is designed to create greater opportunity for citizens to participate in many aspects of the program.
- Public speaking engagements by the OAR staff and community education meetings --These presentations aim at presenting volunteer opportunities to numerous citizens and community groups. Presentations cover the various restrictions faced by the offender, including employment problems.
- Expansion of the OAR Newsletter --The OAR newsletter is directed to appropriate members of the community, including representatives of the criminal justice system and community agencies.

C. Clientele

In 1975, OAR provided services to 661 clients. Approximately one-third were referred to the program by probation and parole officials, the courts, jail officials or other ex-offenders. Another one-third of the clients were referred to OAR by social service agencies, such as CETA and the Division of Vocational Rehabilitation. The remaining one-third became aware of the program as a result of OAR's outreach efforts.

All OAR clients must be ex-offenders and 18 years of age or older. Potential clients also must meet at least one of the following criteria:

- They must be residents of Fairfax County;
- They must be released from a correctional facility in Fairfax County; or
- They must have been processed through the Fairfax County criminal justice system.

The demographic characteristics of the 661 clients served in 1975 are summarized below:

Table 1: Age

18-24 years	70 %
25-30 years	25 %
31-40 years	3 %
Older than 40 years	2 %
TOTAL	100 %

Table 2: Sex

Male	94 %
Female	6 %
TOTAL	100 %

Table 3: Race

White	53 %
Black	47 %
TOTAL	100 %

D. Funding

OAR receives the majority of its funding from the Law Enforcement Assistance Administration. The remaining funds come from the State of Virginia, Fairfax County and private donations. For the past fiscal year, OAR has been operating on a budget of \$42,000.

OAR recently learned that its budget for fiscal year 1977 has been substantially reduced. It is in the process of appealing this decision, but because of the cutback has had to reduce its staff by approximately 50%.

Besides paying staff salaries, funds are available for special services, such as emergency loans for housing and transportation money for job interviews.

E. Program Organization

OAR of Fairfax County is a chapter of the larger organization, OAR-USA. While the national organization takes responsibilities for providing general assistance and guidelines in establishing and operating the local unit, the Fairfax chapter has the freedom to administer its own program and provide its own service package.

Fairfax OAR has traditionally been organized into five structural components. These are:

- Outreach Unit (Jail Contact),
- Economic Development Unit,
- Transitional Services Unit,

- Volunteer Support Unit, and
- Program Development Unit.

Although each unit within the OAR framework has its separate responsibilities and goals, built-in program flexibility allows overlapping of services. Staff responsibilities also overlap, since there are currently only five active staff members. A description of each of the OAR components is presented below.

1. Outreach Unit

The Outreach Unit makes most of the referrals to OAR's main office. It also works with institutional staff in assessing needs within the jail. Because the Outreach Unit has consistent contact with the county jail and its staff, it can assess the programs within the jail and determine the gaps not filled by the various in-house programs. The Outreach Unit also serves as a liaison between correctional facilities and components of OAR.

2. Economic Development Unit

The Economic Development Unit of OAR is directly involved in securing employment for OAR clients. OAR emphasizes the importance of clients' securing meaningful employment as soon after release as possible, since releasees need immediate financial assistance.

The goals of the Economic Development Unit are to:

- develop an on-going job bank of employers in the metropolitan area committed to hiring ex-offenders;
- provide continuing job-related services with emphasis on individual goal-setting, job placement, and instruction for ex-offenders;
- assess vocational or educational/training opportunities available in the community which may be pre-requisites for clients desiring full-time employment;
- function as a clearinghouse for information, promoting the coordination and utilization of existing community resources, and;
- provide information to the community at large about employment restrictions and training opportunities concerning the ex-offender.

3. Transitional Services Unit

The Transitional Services Unit focuses on the problems clients face in the transition from incarceration to the community. Services offered include referral to drug and alcohol treatment, transportation, financial assistance, legal aid, food and clothing, housing, medical and dental care, psychiatric help and counseling.

Services are directed to clients shortly before or immediately following their release. Family members of the ex-offender are assisted whenever the family situation affects the offender's transition.

4. Volunteer Support Unit

The Volunteer Support Unit screens, trains, assigns and supervises the OAR volunteers and coordinates the volunteer operation within the program. In addition to serving as a liaison between volunteer and client and between volunteer and correctional staff, this unit also functions as an initial contact for the volunteers seeking services and technical assistance in their work with offenders.

Volunteers are recruited largely through public speaking efforts by program staff and referrals by active volunteers. All volunteer applicants complete volunteer registration forms and review the OAR Program Manual. The Volunteer Coordinator interviews them and personally verifies information and checks references. He screens out all applicants who he believes will not make effective volunteers. Those who are accepted undergo an eight-hour training session, which includes:

- an overview of corrections provided by a career corrections specialist;
- a review of the Virginia criminal justice system;
- a tour of the Fairfax County Jail;
- a visit to a State road camp, and;
- lectures concerning decisional counseling techniques.

Utilizing OAR Registration Forms, that are completed when clients enter the program, the Volunteer Coordinator, with the assistance of the staff member who first interviewed the client, matches volunteers with clients.

Volunteers may choose to work in any of the various units of the OAR program. They may participate as a tutor (either on a one-to-one basis or in a small group situation); serve in the one-to-one program; or work in formulating and conducting classes within the correctional facilities.

5. Program Development Unit

This unit is primarily responsible for the overall operation and coordination of the OAR program. It provides technical support to the other units whenever necessary, and is responsible for preparing all required reports and publications. The unit is also developing a library for use by OAR staff and clients.

II. Client Flow

A. Entry

The OAR Outreach Unit (jail contact staff member) visits inmates at the local correctional facilities and explains the services available through OAR. Meetings continue until a decision is made whether OAR will be of benefit to the inmates. If the decision is affirmative, an OAR Registration Form is completed and returned to the OAR office for inclusion in a client file.

B. Intervention

After the Outreach Unit has established a relationship and assessed an inmate's needs, the appropriate staff member(s) from the other program components are notified of the inmate's interest. The staff member(s) then interview the still-incarcerated client to determine the best way of obtaining needed services for him or her. Throughout the remaining period of incarceration, the Outreach Unit maintains contact with the client to determine whether initial needs are being met and whether additional services are warranted.

The OAR Economic Development Unit usually contacts inmates, one to four months prior to their release. The unit's staff is referred to inmates by the outreach person and begin a program of intensive job counseling and vocational testing to prepare the client for the post-release employment search.

Following these testing and counseling sessions, clients in the county jail can begin attending job-seeking skill classes conducted within the jail by OAR. These classes meet weekly in two-hour sessions. Topics covered include completing application forms, writing business letters, preparing resumes, and performing during a job interview. In addition to lectures and discussions, time is spent in mock interviews and role-playing.

When clients walk into the program after release from prison, the OAR staff member on intake duty will interview the releasee and complete a program Registration Form. The client is screened for eligibility, and if found ineligible, referred to another community agency. If the interviewer determines the client to be eligible, a Client Job Development Form is completed for later use by the OAR job developer. This form details client work skills, job preferences, previous employment experience, and other related information. Thereafter, the client is referred to the volunteer coordinator for matching with an available volunteer.

Additionally, the client is usually interviewed by the Economic Development Unit's job counselor. She assesses the client's employment-related needs and provides vocational counseling assistance. If the client needs supportive services, he or she is referred to the Transitional Services Unit, which will attempt referral to an appropriate community agency.

The program relies primarily on Northern Virginia Community College (NVCC) to provide educational and training opportunities for clients. Staff help enroll clients in classes there and although most OAR clients do not possess a high school diploma, NVCC has been willing to permit them to attend classes while working toward a GED.

When clients enroll in college classes, the OAR job developer attempts to secure employment that will enable them to work and attend classes simultaneously. To assist clients with tuition payments, OAR helps them apply for appropriate Veteran's benefits and, whenever possible, a Basic Education Opportunity Grant.

For clients interested in part-time or full-time employment, the Economic Development Unit begins a job search immediately after, and sometimes before, release. If OAR contact with a client begins after release, the unit's job development commences as soon as the necessary counseling sessions and testing procedures have been completed. The job developer utilizes both the client's Registration Form and the Client Job Development Form in his efforts to find appropriate job openings.

Job development is performed in several traditional ways. The job developer visits personnel offices of local companies, inquiring whether the firm would consider hiring ex-offenders. If the company is interested, the personnel manager completes an OAR Employee Reference Sheet. This form notes the company name and address, the attitude toward hiring ex-offenders, any special consideration given minority or disadvantaged groups, whether the company desires OAR to individually screen all applicants, whether any job openings exist, what job and/or union qualifications exist, and whether the company can be contacted on an ongoing basis by OAR. These forms are placed in an employer file by the job developer and used in his efforts to match clients with jobs.

The OAR program has also conducted a mass mailing to 1,400 local employers, asking whether they hired ex-offenders, if they had any job openings for which they would consider ex-offenders, and if they could be contacted in the future concerning ex-offender job applicants. The job developer uses results of this survey in his efforts to place OAR clients.

Each time a client is referred to a job, the job developer notes the date and company on the client's Registration form. Referral forms are also completed, noting the client's name, the date, place referred, and outcome. Clients are encouraged to notify the program of the results of all interviews, but often neglect to do so. When the job developer learns that a client has secured employment, he completes a Job Placement Form, which notes the placement date, company, job title, and, if known, starting salary. These forms are filed in both the client's file and the job developer's employer file. He later refers to them as past indicators of employer receptivity.

When a client has achieved his or her immediate objectives, such as employment or placement in school or training, ongoing contact with the OAR in-house staff is usually terminated. However, client contact with the OAR volunteer may continue indefinitely and thus indirect contact with the staff is continued.

C. Follow-Up

The OAR program states that it does not have the necessary resources for conducting follow-up on clients. Although employers are encouraged to contact the program should any problems occur concerning employed clients, few seldom do so. Usually OAR does not learn of a client's employment problems until the client has quit or been fired and contacts the program seeking new employment.

CONTINUED

4 OF 5

Figure 1 : OAR Client Flow from Jail Contact to Registration

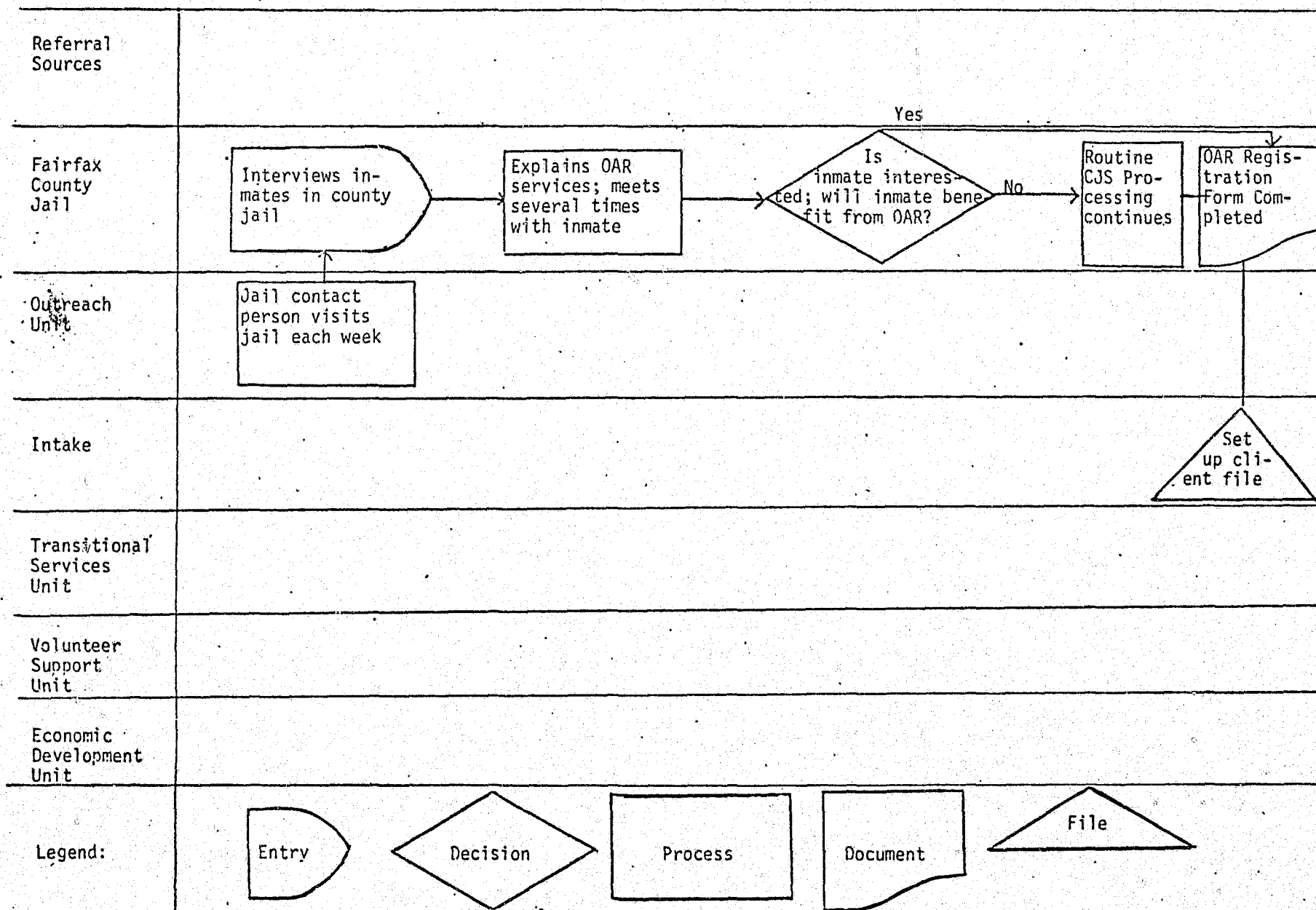


Figure 1 cont.: OAR Client Flow from Non-Jail Entry to Intake

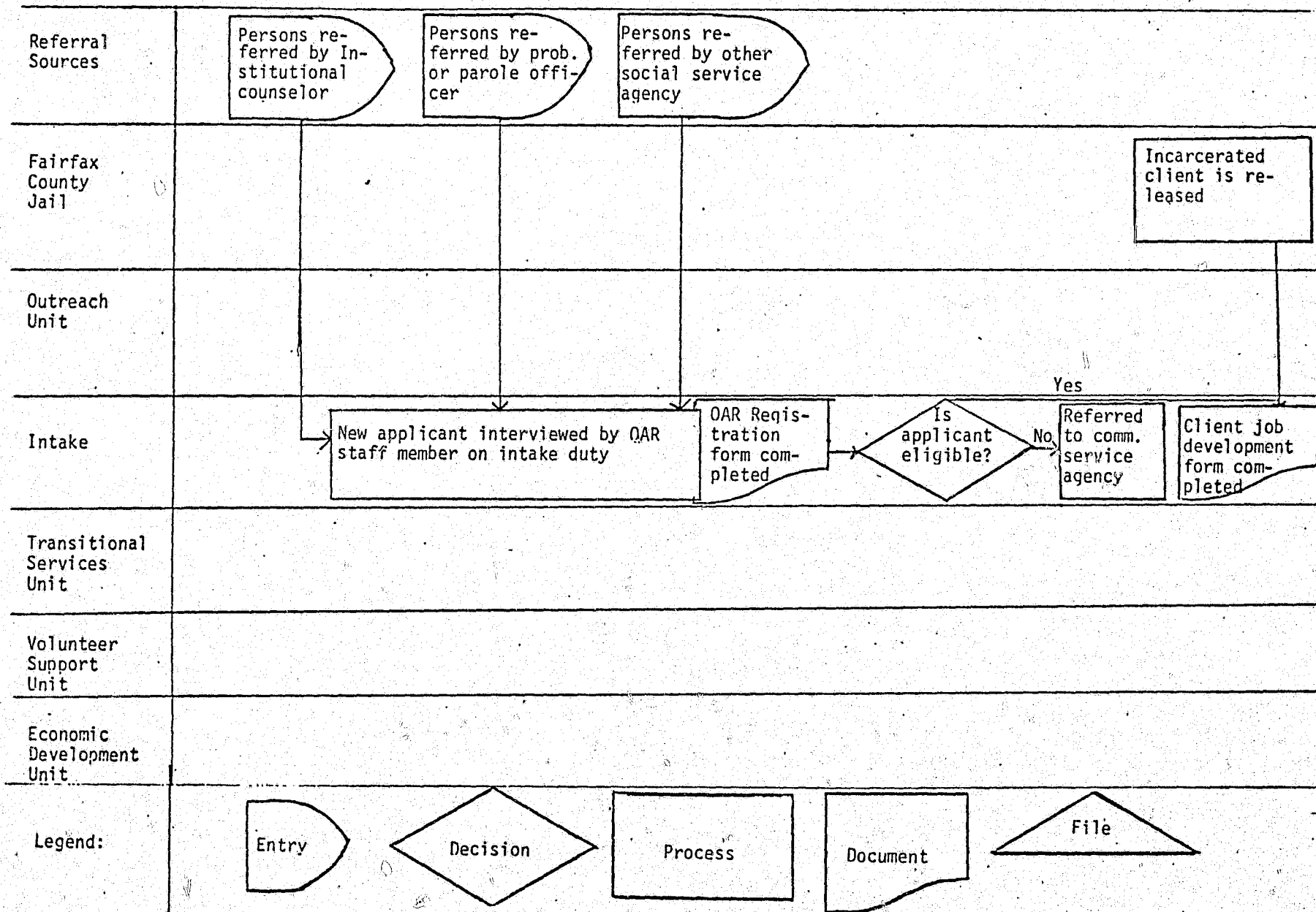


Figure 1 cont.: OAR Client Flow from Intake to Service Referral

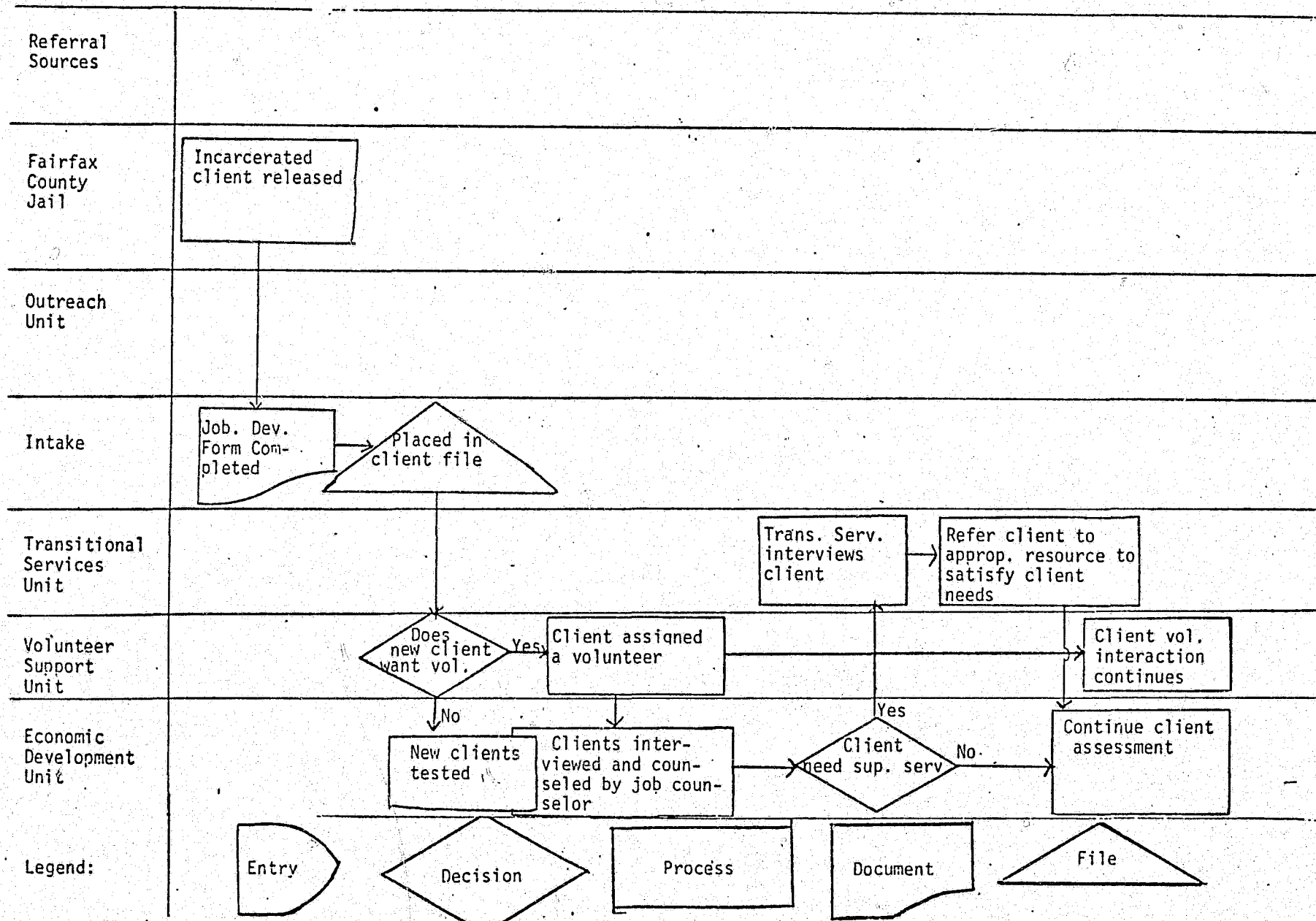


Figure 1 cont.: OAR Client Flow from Job Class to Volunteer Contact

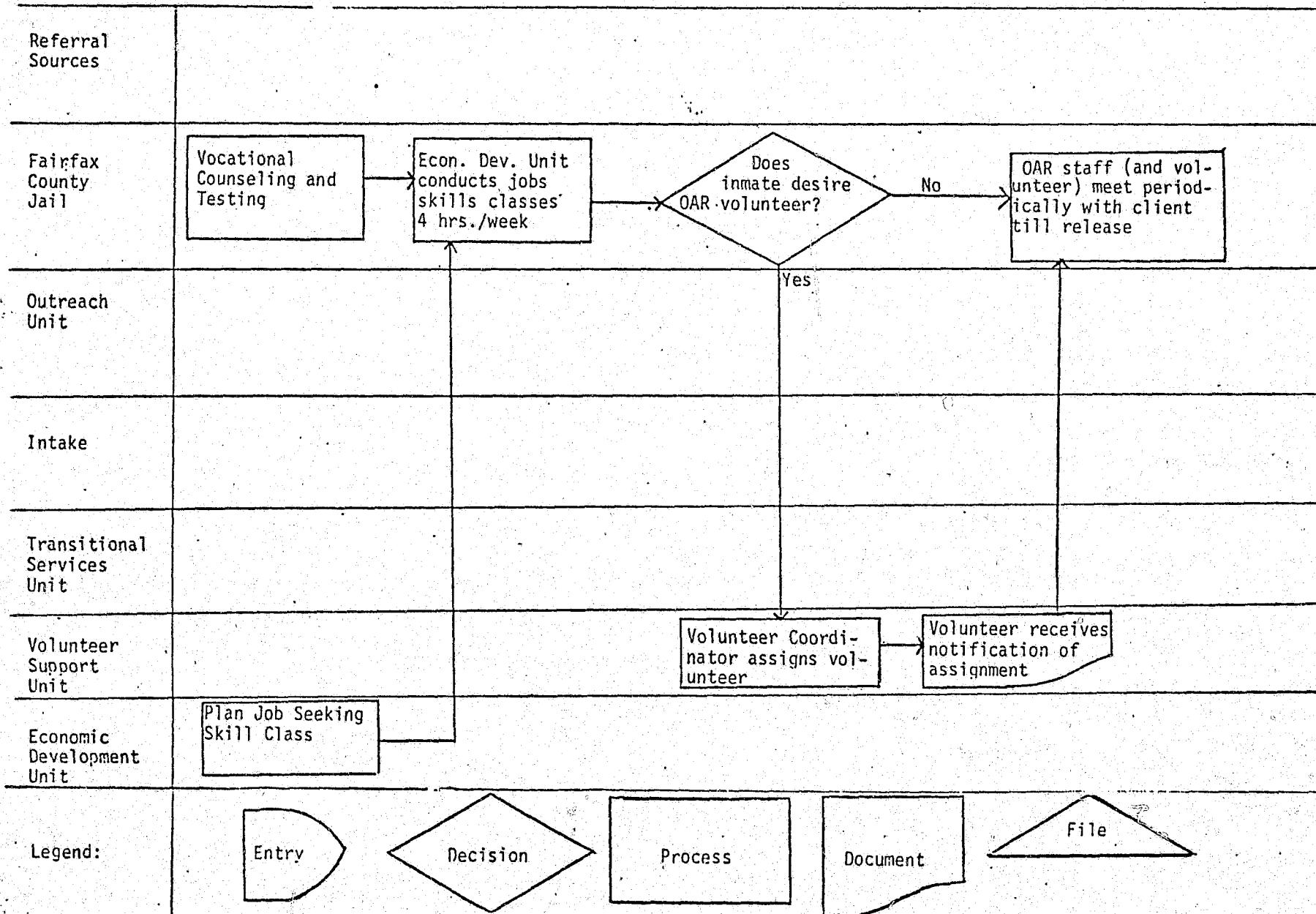


Figure 1 cont.: OAR Client Flow from Registration to Economic Development Contact

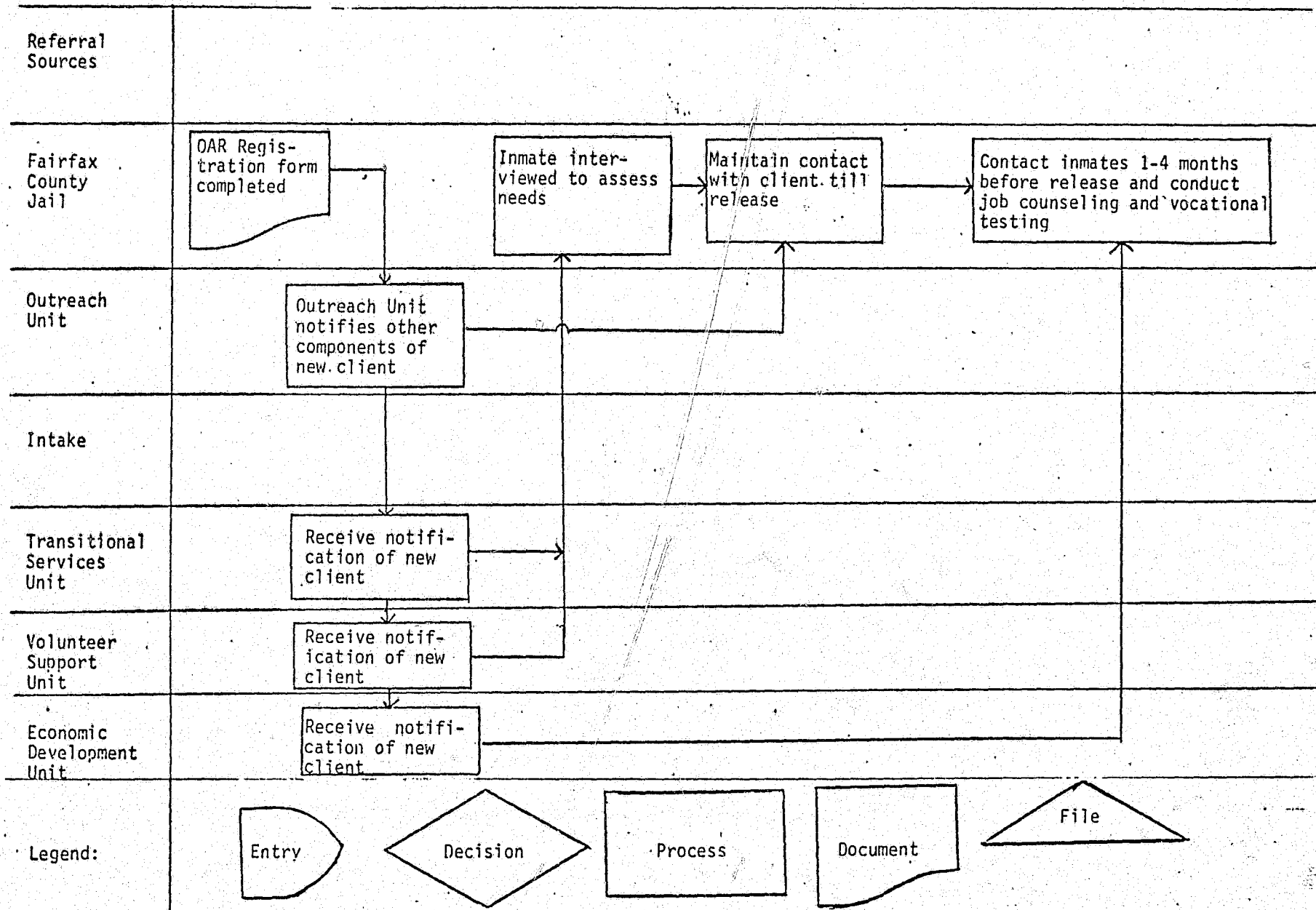


Figure 1 cont.: OAR Client Flow—Job Development

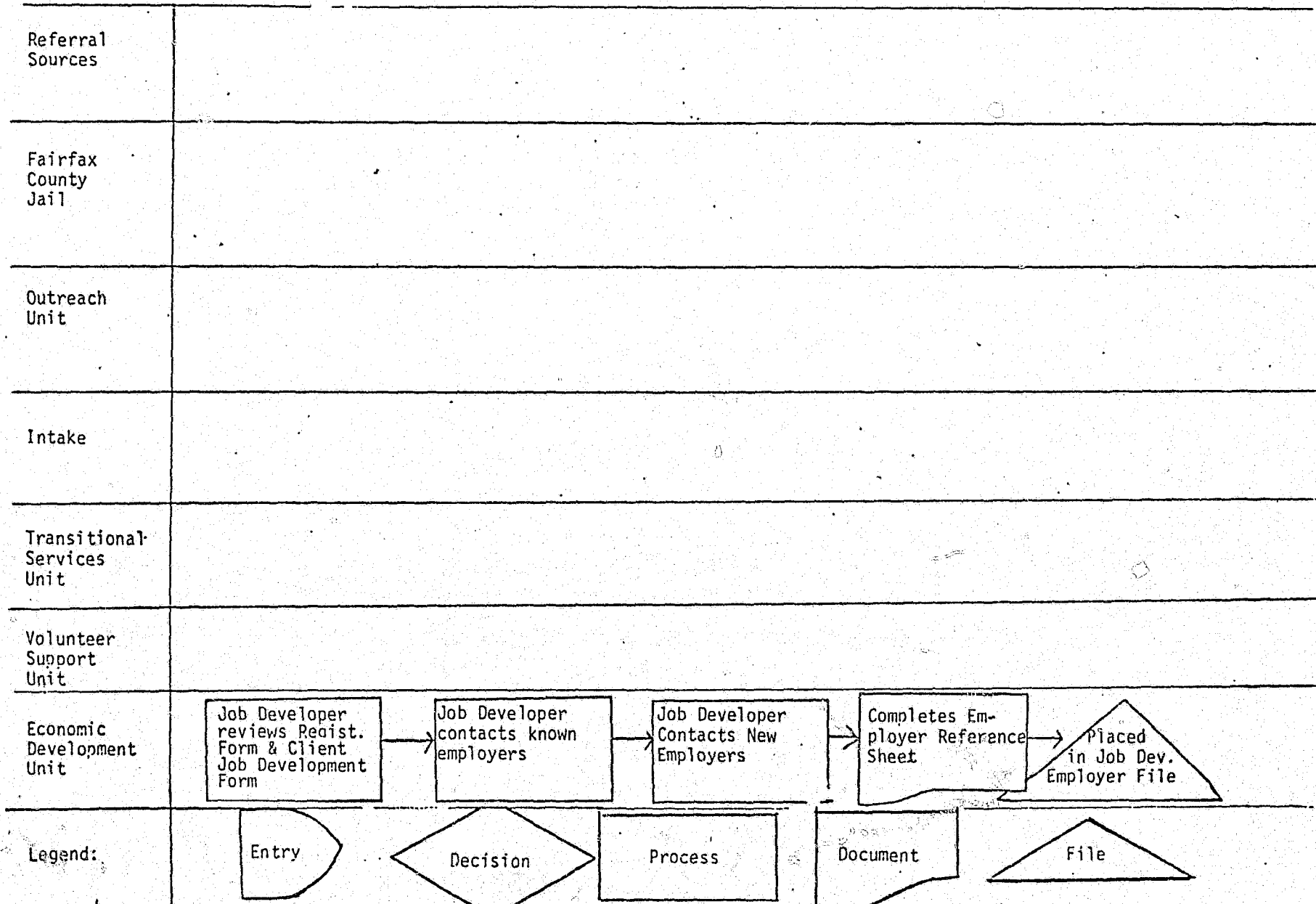


Figure 1 cont.: OAR Client Flow from Service Referral to Job Development

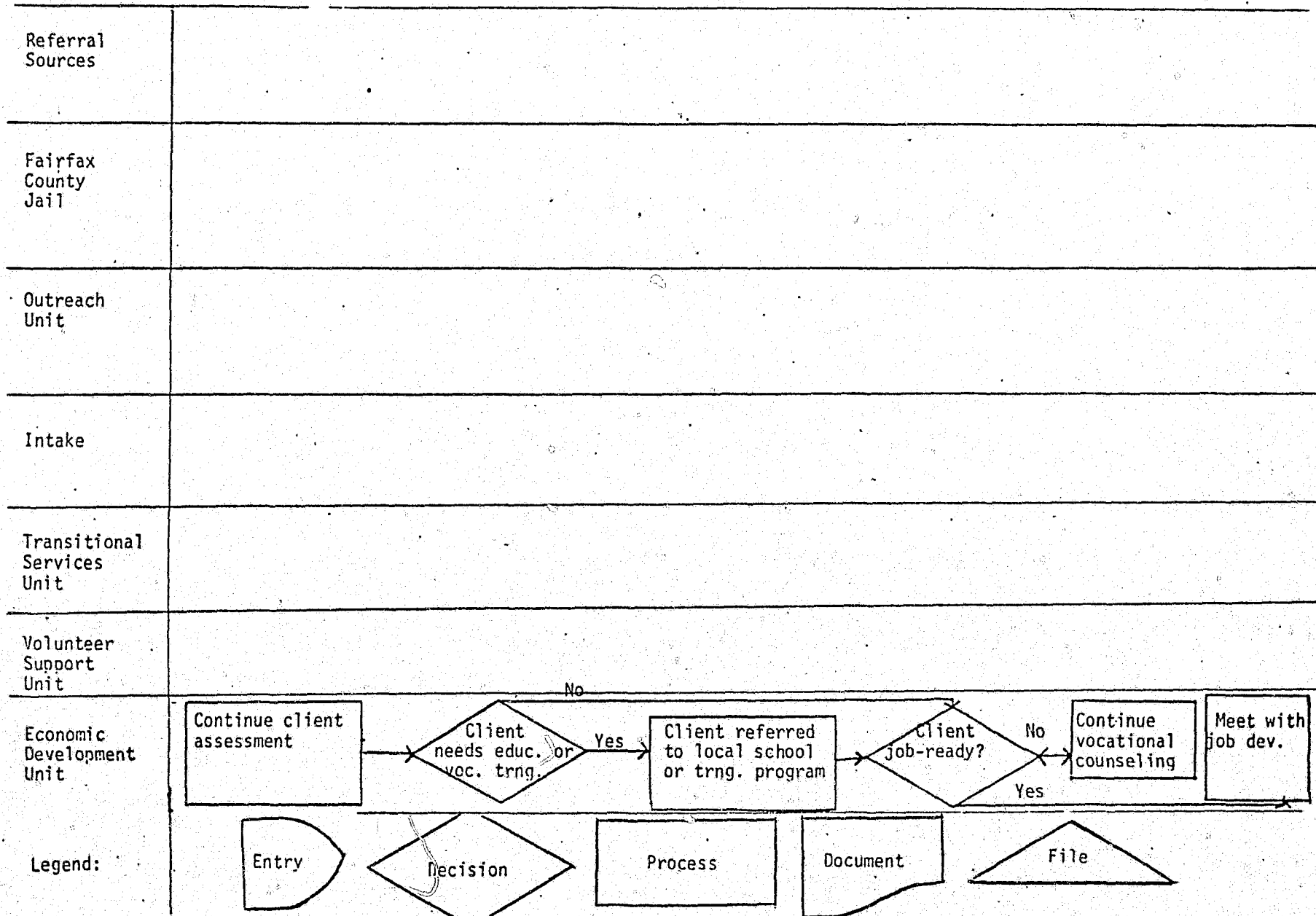


Figure 1 cont.: OAR Cleint Flow—Job Development

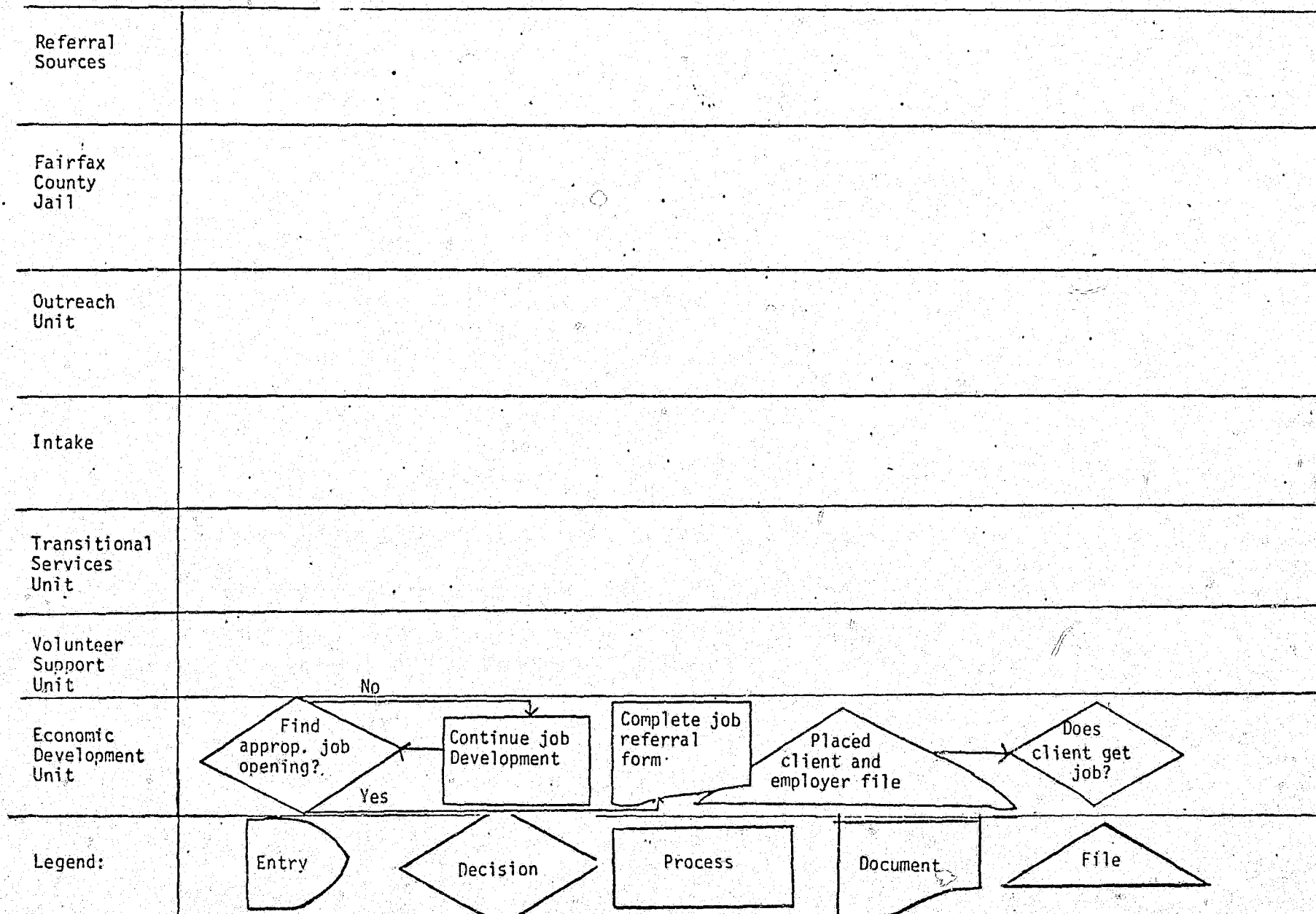
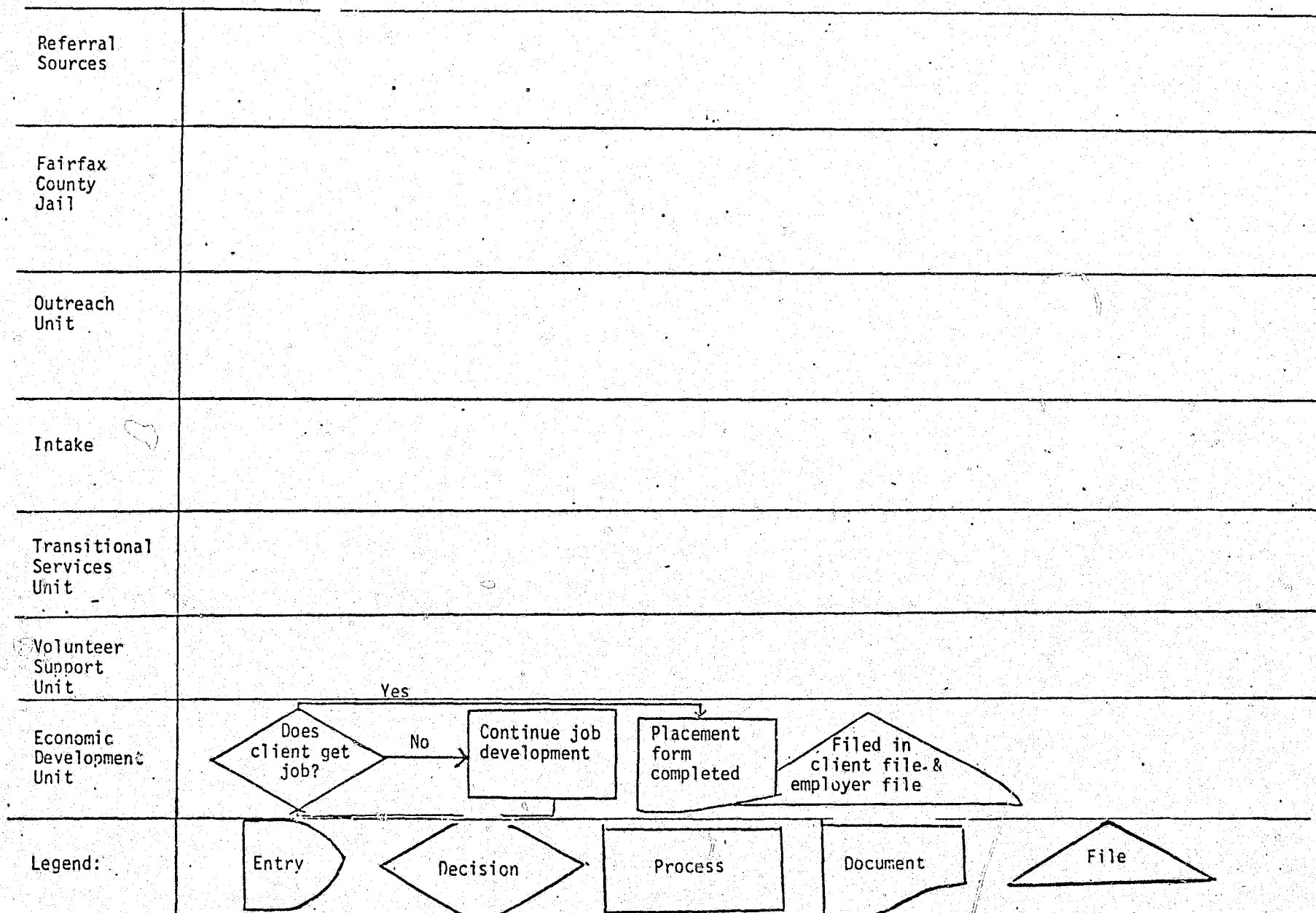


Figure 1 cont.: OAR Client Flow from Job Development to Job Placement



IMPACT MANPOWER SERVICES

Baltimore, Maryland

IMPACT MANPOWER SERVICES

I. Program Setting

A. Program History

The Baltimore Impact Manpower Services Project is specifically designed to meet the employability development needs of individuals under the supervision of the criminal justice system. The program started in January, 1975, with funding from the Law Enforcement Assistance Administration, and became operational in June of that year. Since that time, the program has changed little in structure. The focus is a job preparation workshop, lasting one week, which provides clients with an orientation to the world of work and skills for job seeking and job retention.

One change in the program's orientation involves the target population. The original intent of the grant was to serve community corrections residents. Due to a small case load in the community corrections facilities and problems in the referral process, program slots were made available to inmates on parole and in work release status at the Maryland Camp Center. Additional slots were made available to the High Impact Drug Unit, Maryland House of Correction and to inmates from the Patuxent Institution. Clients also were accepted if referred by a drug treatment program or probation officers.

B. Objectives and Program Emphasis

As stated, the overall objective of the program is to provide job search skills and world of work orientation. The one week job preparation workshops are also designed to help ex-offenders in overcoming barriers to employment.

The second objective of the program is to provide referral and placement services for clients who are unable to secure their own employment. The program attempts to provide clients access to a wide range of services including subsidized work experience, skill training, on-the-job training, public service employment and job placement.

An additional objective is to provide assistance to clients to enable them to retain jobs. Toward this goal, follow up is performed on a 30-, 90- and 180-day basis. If clients lose their jobs, they are asked to return to the program for job placement assistance.

C. Clientele

The Baltimore Impact Manpower Services Project serves only ex-offenders between the ages of 18 and 26 who are Baltimore City residents and who have committed an impact offense. Because the program is partially funded by local Comprehensive Employment and Training Act (CETA) money, it only serves persons defined as ex-offenders under Department of Labor guidelines. These include any persons who are currently under the supervision of the criminal justice system. As a result, persons who have finished serving their maximum sentences or those who have been released from prison for several years and walk in to the program off the street cannot be served. Demographic characteristics of program clients are presented on the next page in Tables 1 through 4.

Table 1: Age

18-24 years	69%
25-30 years	31%
31-40 years	0%
Older than 40 years	0%
TOTAL	100%

Table 2: Sex

Male	96%
Female	4%
TOTAL	100%

Table 3: Race

White	2%
Black	98%
TOTAL	100%

Table 4: Length of Last Incarceration

Less than six months	10%
Six months to two years	40%
Longer than two years	50%
TOTAL	100%

A report analyzing other characteristics of program clients was prepared by the Mayor's Office of Manpower at the end of 1975. This data is representative of those persons currently being served by the Impact Manpower Services program. The analysis showed that 84.7 percent of program clients were single, 11.3 percent were married, and 4 percent were divorced or separated. Additionally, an analysis of educational history showed that 44.2 percent had completed less than the 10th grade, 27.5 percent had completed the 10th or 11th grades and 28.3 percent had completed the 12th grade or higher levels of instruction.

An analysis of clients' employment histories revealed the following information:

Table 5: Employment History	
No previous employment	39.5%
Sporadic employment (less than one year on any one job)	36.3%
Fairly regular employment (one year or more on a job)	23.4%
Good employment (one year or more on any job; semi-skilled or skilled position)	.8%
TOTAL	100.0%

The criminal histories of program clients were also analyzed. Data was collected on the current convictions of the population at the time of referral to the Impact Manpower Services Project. If there was more than one conviction, only the most serious crime was counted. This data is presented in Table 6.

Table 6: Current Convictions	
Homicide	5.6%
Robbery and Burglary	23.4%
Assault	6.5%
Larceny	5.6%
Breaking and Entry	1.6%
Narcotics Violation	6.5%
Fraud	4.0%
Probation Violation (Escape)	2.4%
Sex Offense	4.8%
Deadly Weapon (Possession or Robbery)	36.3%
Other	3.2%
TOTAL	100.0%

It was also found that clients were evenly split between those who recently served time for a first offense and those who were previously convicted one or more times. This data is presented in Table 7.

Table 7: Prior Convictions	
0	53.2%
1	21.8%
2	11.3%
3	5.6%
4	8.1%
TOTAL	100.0%

D. Funding

In its first year of operation, the Impact Manpower Services Project received \$81,000 from the Law Enforcement Assistance Administration. In the second year of the two-year grant, it received \$178,000 with a 10% match provided by Baltimore City. The LEAA money flows from the Law Enforcement Assistance Administration through the Maryland State Planning Agency, the Governor's Justice Commission, through the Mayor's Office of Manpower Resources. Although program employees are paid with Federal funds, they are considered city employees.

Through September 1976, the program received its own LEAA funds for on-the-job training. Thus, it did not have to place clients in "holding patterns" until CETA slots for training became available. However, with the expiration of the LEAA grant, and the expected assumption of all program funding by Baltimore City, program clients will have to rely on CETA for training.

E. Program Organization

Structurally, Impact Manpower Services is considered one component of the Baltimore City CETA system, and information on program clients is contained in the computerized CETA Management Information System. Program information is reported to the Mayor's representative in charge of coordinating the Metropolitan Area Criminal Justice Program. This includes three juvenile programs in addition to the Impact Manpower Services Project. Coordination between the Mayor's Manpower Office and the State Criminal Justice Planning Agency is based upon: a memorandum of agreement, local representation on State task forces and advisory councils, ad hoc consultation and continuing informal relationships.

The Impact Manpower Services Project staff consists of six professionals and one secretary. The Director is responsible for administration of the daily operations of the program and all other program administration. He is assisted by two permanent counselors and two public service employee counselors. Additionally, the program supports a full-time public relations person who works primarily with area drug treatment programs and other local agencies. Program counselors rotate responsibilities, enabling them to gain a comprehensive understanding of the program. One week a counselor will direct the job preparation workshop, the next week assist in the teaching of the workshop and the following week perform follow-up on program clients.

II. Client Flow

A. Entry

Originally, Impact Manpower Services was set up to serve residents of community correctional facilities. However, because there was difficulty in serving this population, the program began serving persons released from State institutions. These include: jails, the Maryland House of Correction, Patuxent Institution and Maryland Correctional camps. Clients also have been referred from local drug treatment programs. Since January 1976, persons on probation and parole have also been referred to the program. The referral sources for Impact Manpower clients from June 1975 through October 1975, representative of current sources of referral, are presented below in Table 8.

Table 8: Referral Sources	
Maryland Correctional Camp Centers	49
Maryland House of Correction	23
Dismas House (halfway house)	4
O'Brien House (halfway house)	13
Patuxent Institution	16
City Jail Community Corrections	5
Baltimore City Jail	8
St. Ambrose	4
CVRCC	13
Parole and Probation	12
TOTAL	147

The Impact program is usually contacted by an institutional counselor at a State institution or a representative of probation or parole concerning prospective applicants. When clients are referred to the program, they bring a referral form, which notes: the referring agency, the contact person and demographic client data. Additionally, it describes an applicant's employment history, including dates of employment, employers, positions, salaries and lengths of employment. The form also notes any previous skills training the applicant has received, including the name of the agency, type of training, length of training and DOT Code. Information on an applicant's criminal record includes: present offense, sentence, sentence expiration date and previous convictions.

At intake, the client signs an intake log and a client registration form is completed. This is a regular CETA form, one copy of which is sent to the Mayor's Office of Manpower and another which is referred to a client file. If the applicant is found eligible for the program, he or she signs a client permission form. Signature gives the program permission to record on video tape the client's participation in the job preparation workshop.

B. Intervention

Usually 10 to 15 clients are enrolled for each one-week workshop. The program attempts to persuade the referral agency to contact the clients one week before the workshop is to begin as a reminder. The workshop, supervised by two counselors, covers areas such as:

- resources to be utilized in looking for a job;
- procedures for job hunting;
- assessment of realistic or unrealistic job expectations;
- primary reasons why applicants do not get jobs;
- techniques in job retention;
- how to perform during a job interview; and
- how to sell oneself to an employer.

During the workshop, those clients who need educational or reading instruction are provided it on an individualized basis.

Thursday mornings, a counselor interviews each participant in the workshop and completes a vocational evaluation form. The form notes: demographic characteristics, the date the client entered the workshop, educational status, military status and criminal record. Additionally, it details the client's previous employment record, previous skill training record and vocational goals. From this interview, the counselor gains a better understanding of the client and makes appropriate comments on the bottom of the form. This form together with staff subjective impressions is utilized during a Friday morning meeting between the client and the entire program staff. During this meeting the staff makes recommendations to the client about appropriate vocational goals and receives input from the client concerning the value of the workshop and the client's own interests and objectives. At this time, the staff inquires whether the client desires additional training and if the client expresses such an interest, the program attempts to refer the person to training.

It has proven difficult to access program clients to CETA training. The extent of slots available and the time when they will be available is impossible to predict. For those clients who are job-ready, the program's placement specialist attempts to place them through utilization of a State Employment Service job bank, which the program has available on site, public service employment jobs and contacts with local employers. However, the focus of the program is the job preparation workshop and not job placement. The goal of the workshop is to enable clients to find jobs on their own, with program staff serving to assist them in their job search.

Those people who finish the job preparation workshop receive a certificate of completion. This certificate is signed by the Impact Manpower Services counselor, the program director and the director of the Mayor's Office of Manpower Resources. Clients are formally terminated from the program when they are placed in jobs, in training, in school, or into the military. However, they can return for placement services if necessary. In these circumstances, they must complete new registration forms for the CETA program.

C. Follow-Up

Program staff perform follow-up on workshop completers at 60, 90 and 180 days. Usually this is done through telephone contact with the person who originally referred the client to the program. If this proves unsuccessful, however, staff attempt to contact the clients themselves. The six month follow-up is usually coordinated through the Division of Parole and Probation. Initially, the program attempts to find out if the person is under any criminal justice supervision. If not, the program attempts to contact the client. This follow-up is primarily for program evaluation purposes.

All follow-up information is recorded on a program follow-up form. This notes: the client's registration number, counselor or parole agent, source of information on the client and date of the follow-up. It also includes the client's workshop completion date, or the reason why the client did not complete the workshop (employed, illness, refused to attend or incarcerated). The client's status is indicated; it may be:

- employed;
- in school;
- in job training;
- pending job;
- pending job training;
- military;
- not interested;
- incarceration;
- other; or
- referred to placement activity.

If the client is employed, the person performing the follow-up notes the name of the employer, the client's position, the date the client was employed, starting hourly wage, whether it is a public service employment position and how the job was obtained. This may be:

- through CETA referral;
- through a newspaper advertising;
- through an employment agency;
- through personal contacts; or
- through the client's supervising agency.

The follow-up form notes whether the client is in college, a high school program or a vocational school or whether the client has participated in a training program.

A major problem in providing services to clients, according to the director, is the insufficient follow-up that is performed before the 30 day follow-up. The director views this as primarily for statistical purposes. Although Impact Manpower Services encourages persons having problems on the job to call the program or the referral source, client's often do not do this until it is too late.

The path clients pursue in receiving services from the Impact Manpower Services Project is illustrated in Figure 1 on the following pages.

D. Data Availability

The Impact Manpower Services Project receives daily printouts from the Mayor's Office of Manpower Resources concerning the status of program clients. To add client information to the Management Information System, the program completes Impact Manpower client record forms on each participant. These include the client's registration number, name, workshop week, workshop date and whether the client completed the workshop. Referrals and placements, whenever made, are also included. These may be to: a CETA public employment job, CETA placement on a direct job, or placement by the Impact Manpower Services job specialist on a job. Results of each job interview are also catalogued as no show, placed, rejected by employer or declined. These forms are sent to the Mayor's Office of Manpower Resources; the information is summarized on a regular basis and then sent to the State Criminal Justice Planning Agency. This is usually done in monthly census reports.

The Mayor's Office of Manpower Resources employs a program analyst and an evaluation specialist who perform evaluations on the various metropolitan area criminal justice programs. Funding sources have placed an emphasis on hard outcome data such as placements and training placements. The Governor's Commission on Justice's evaluation concerns focus on recidivism. However, the evaluators believe that recidivism is not a true measure of the success or failure of a program like Impact Manpower Services. Because the program is primarily a supportive service and not a total service package, the evaluators believe a large impact on recidivism cannot be expected.

The Governor's Commission on Justice requests periodic progress reports concerning placement rates for program clients broken down by work history, age, race and educational level. However, the evaluators are not required to correlate the demographic data with any other significant variable.

Outcome data collected by the evaluators on program completions has included:

- services received by the clients (workshop only; workshop and job referral; workshop and training referral; or workshop, job and training referral);
- post-workshop recidivism;
- attitudinal changes of clients during the workshop;

- resources which placed clients in jobs;
- kinds of jobs clients received;
- starting salaries of placed clients;
- type of training in which clients were placed;
- type of job and starting salaries for workshop completers who found their own jobs; and
- changes in status of clients one month after completion of the Impact Manpower workshop.

Figure 1 : Impact Manpower Services Client Flow from Entry to Intake

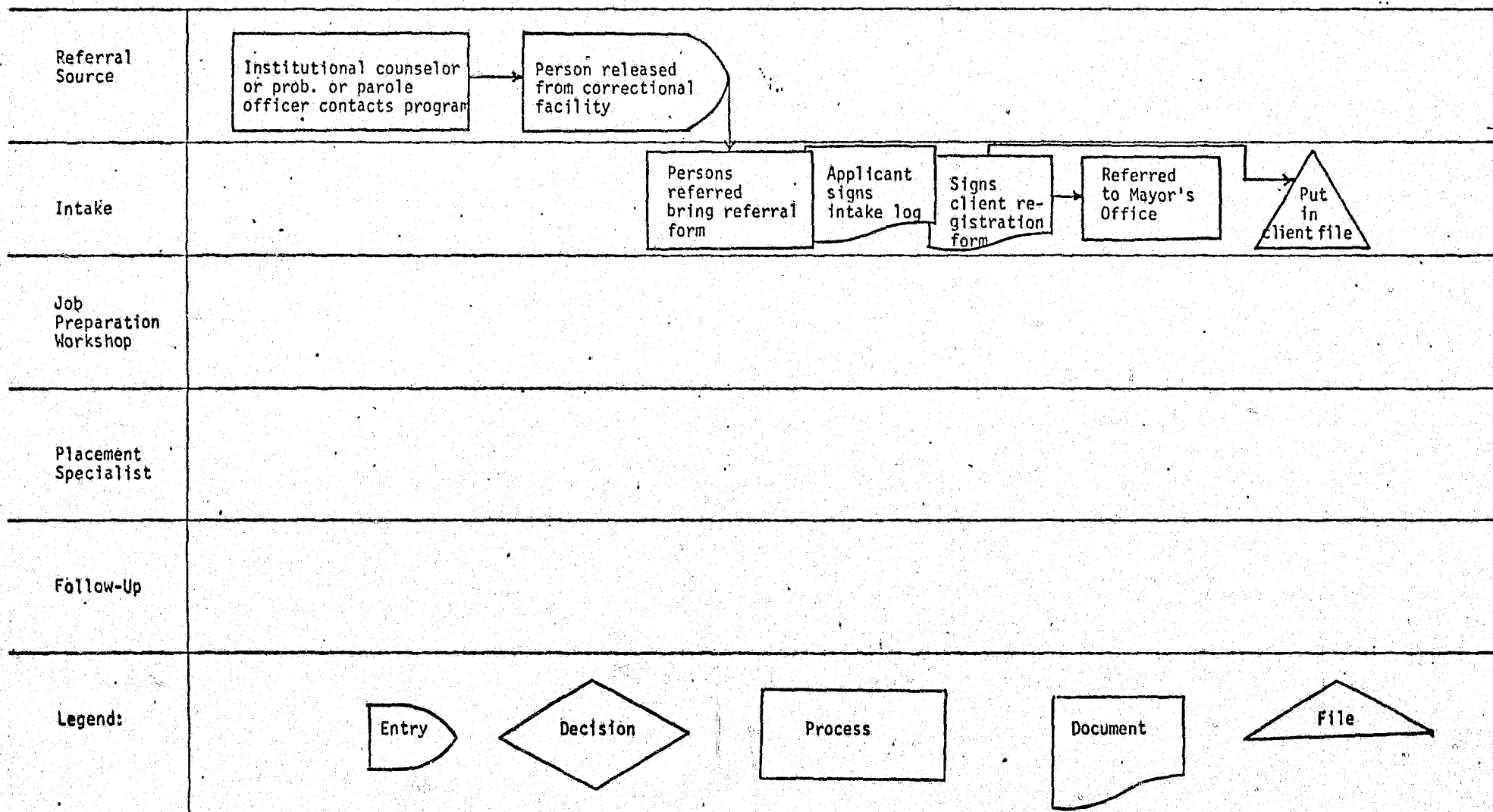


Figure 1 cont'd.: Impact Manpower Services Client Flow from Intake to Job Preparation Workshop

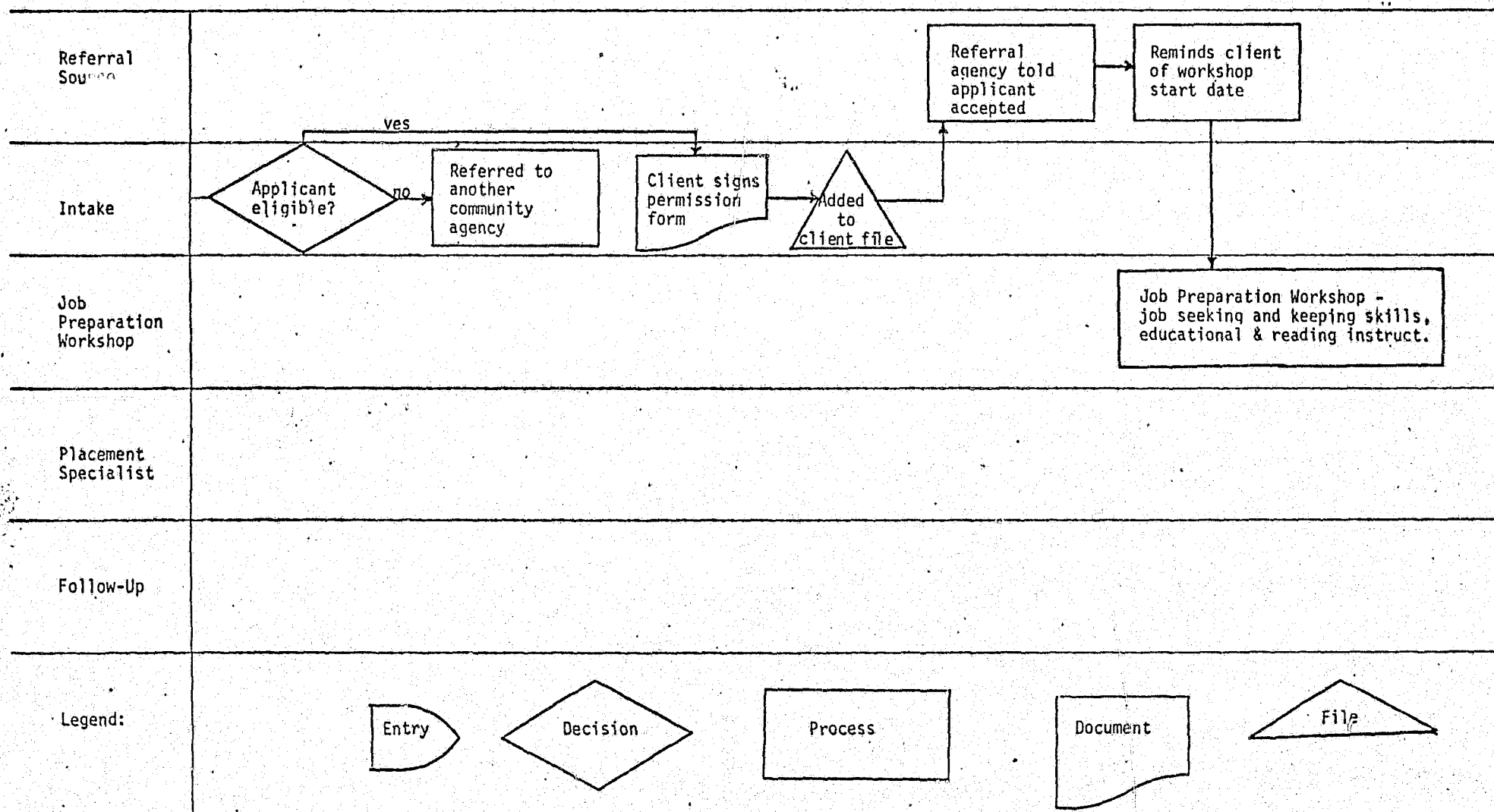


Figure 1 cont'd.: Impact Manpower Services Client Flow from Job Preparation Workshop to Follow-up

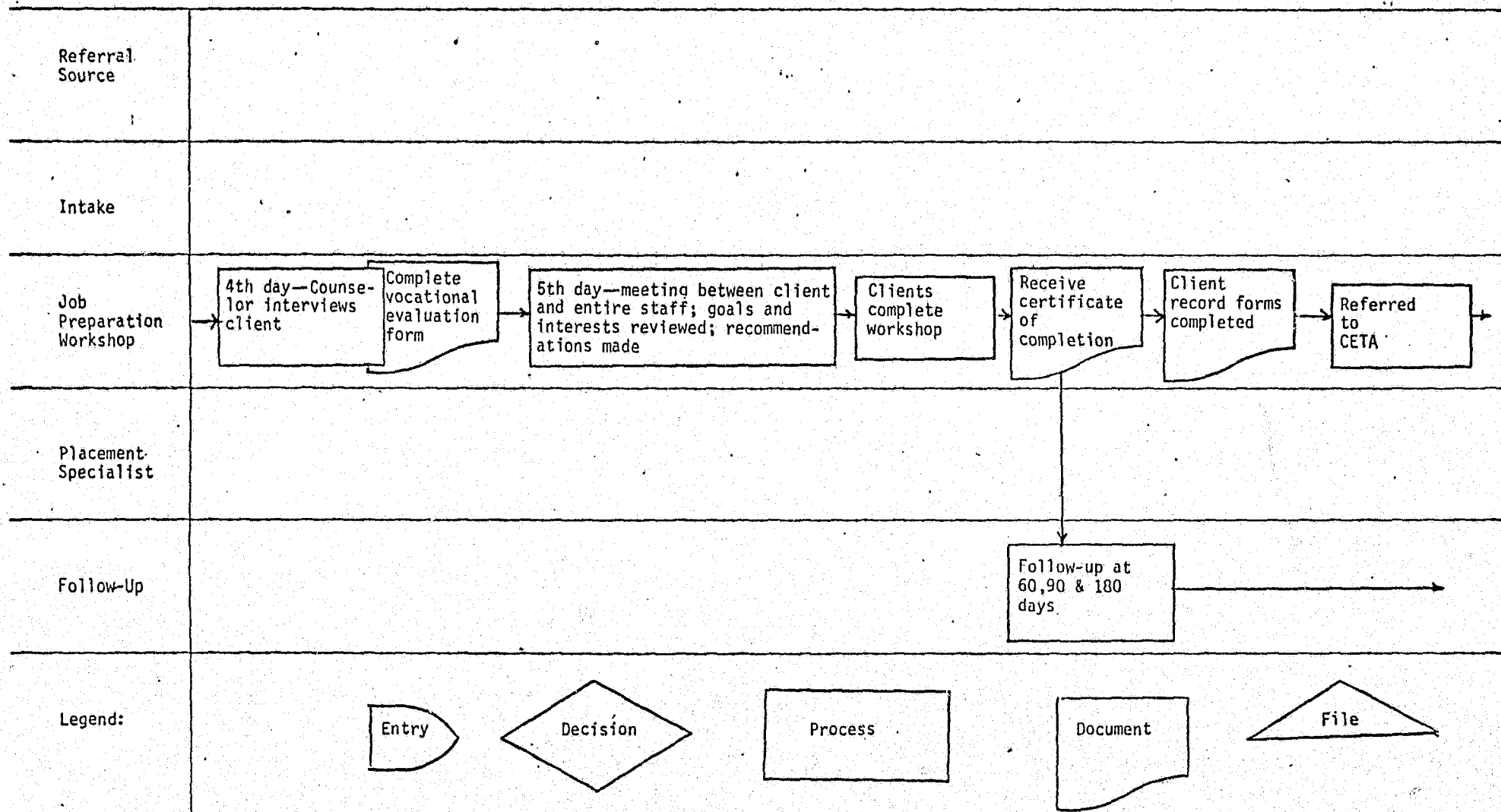


Figure 1 cont'd.: Impact Manpower Services Client Flow - Training, Job Development, and Follow-up

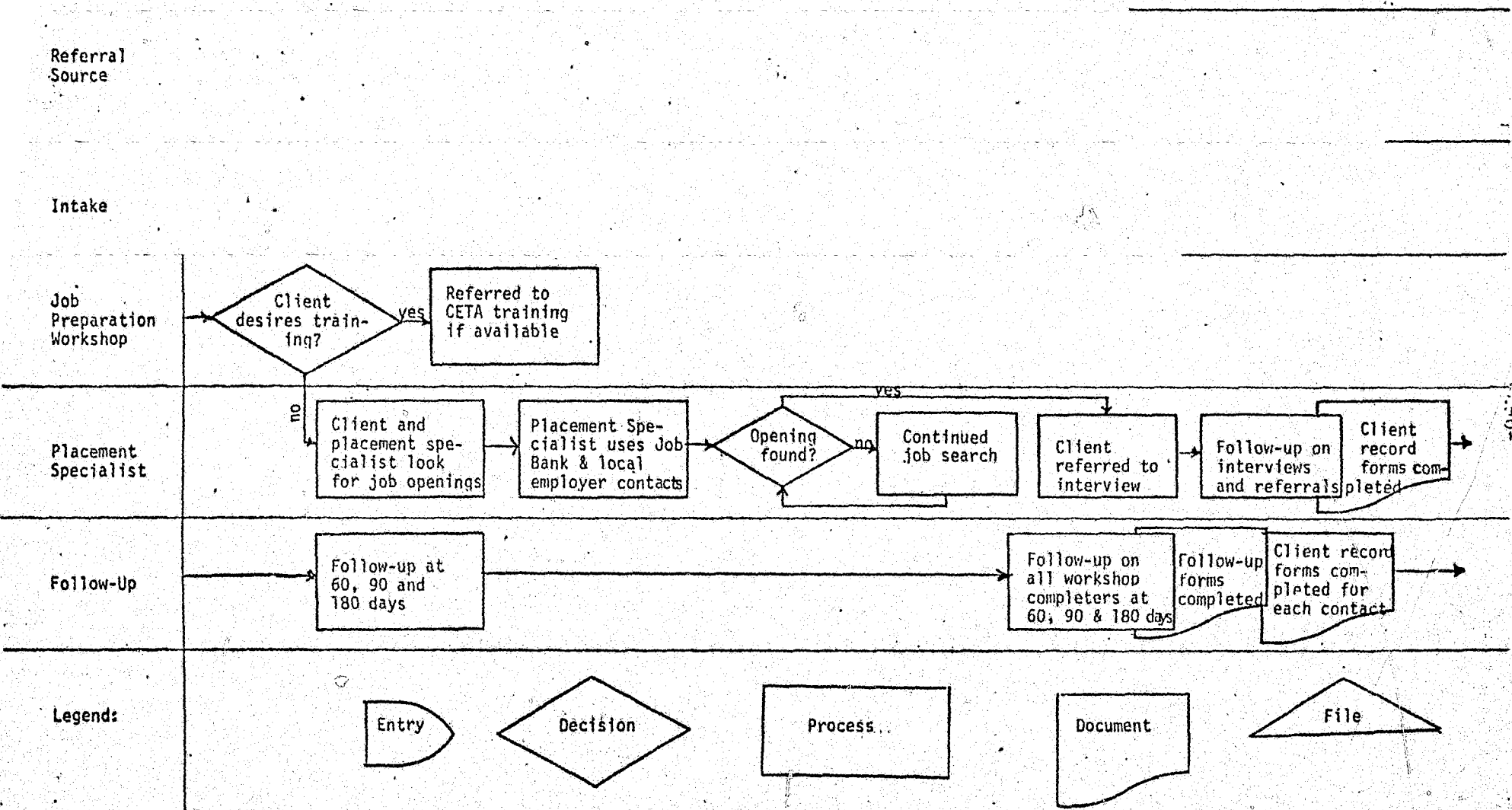
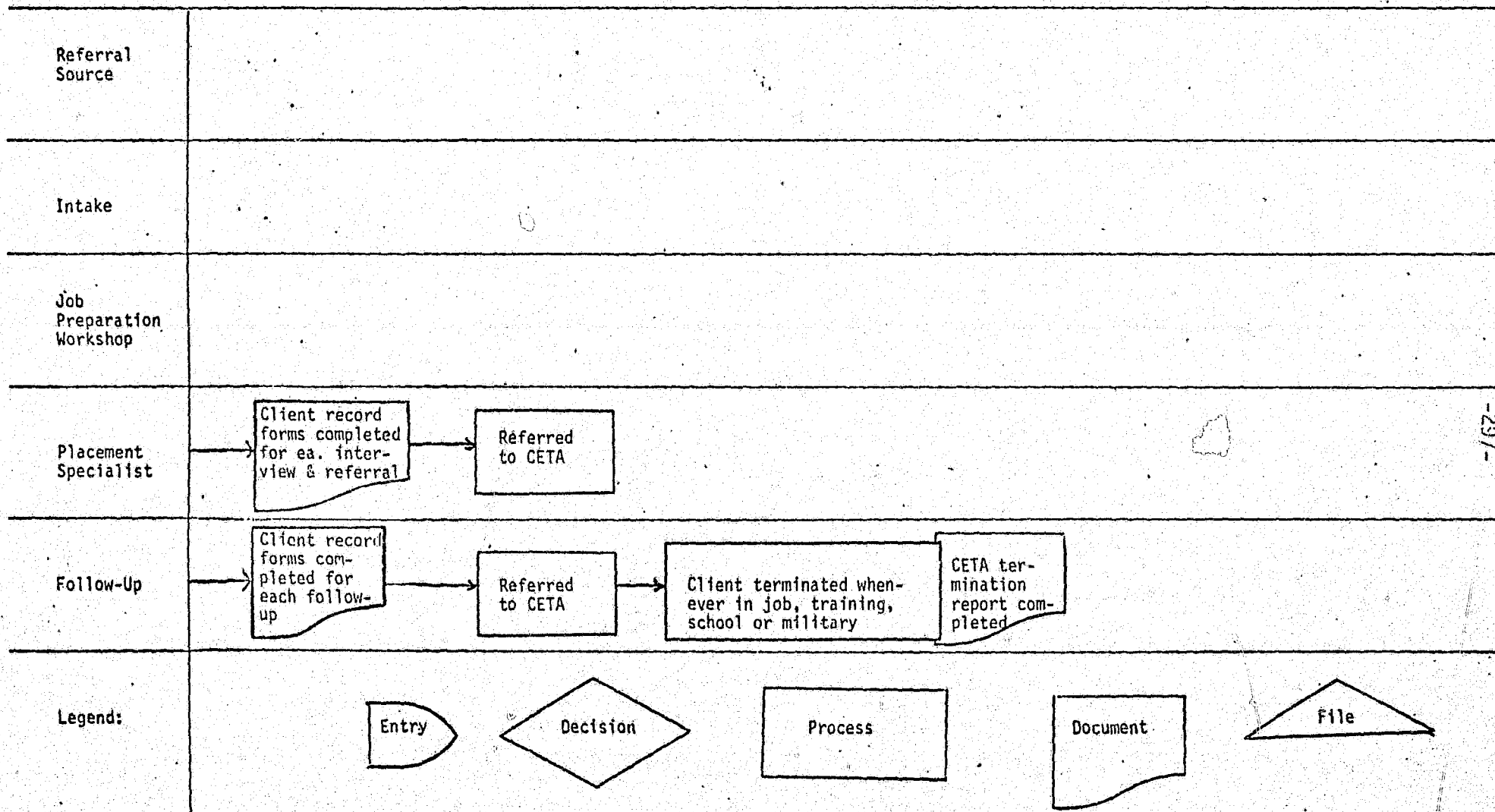


Figure 1 cont'd.: Impact Manpower Services Client Flow from Follow-up to Termination



APPENDIX A

SITE VISIT MATERIALS

Introduction

Director's Interview

Staffing Data

Client Data

Funding Data

Staff Interview

Director or Staff of Other
Community Manpower Program

Local Parole Officials

INTRODUCTION

Fifteen employment services programs were selected for field investigation. Information gathered from the program director concerned the objectives and overall operations of the program, its relationship with other community organizations, the data collected and/or analyzed by the program for reporting or evaluation purposes, and potential methods of evaluating employment service programs serving prison releasees.

Other staff members supplied explanations of the functions of program components and client flow procedures. Representatives of the criminal justice system, officials of employment services systems with which programs interface, and representatives of the business community discussed their perspectives of the employment services program and appropriate evaluation measures for employment service programs assisting prison releasees.

In the following pages the interview guides used on site are presented. In all cases, the questions and spaces to record responses have been condensed: the result is a listing of questions useful as a guide for understanding program operations.

DIRECTOR'S INTERVIEW

The Lazar Institute is conducting a study of programs which provide employment services for prison releasees. The major goal of our study is to assess the present state of knowledge regarding the transition from prison to employment. As part of our state of knowledge review, we are visiting several employment services programs, so that we can better understand their operations, the types of problems they experience and the evaluation needs of all programs.

There are three major areas we are interested in understanding: first, the way your program is organized and the specific services it provides; second, the flow of clients through the program from time of initial entry through program intervention and follow-up activity; and third, your ideas about ways to evaluate programs such as yours.

Background

1. It would be helpful to us in becoming oriented to your program if you would describe briefly how your program was set up and why this was done.
2. When did the program become fully operational?
3. Has the program undergone any significant structural changes or changes in focus since it began? If so, please describe these changes and why they were made.
4. What administrative hierarchy, if any, do you operate within (e.g., parole department, CETA, etc.)? Do you have an organization chart which shows this? If so, may we have a copy?
5. What are the present objectives of your program?

Structure

6. How is your program organized?
7. Do you have an organization chart showing staff allocation? If so, may we have a copy?

Client Flow

Entry

8. Please describe the process by which the following kinds of clients are referred to your program.

- State parole

- Federal parole

- Serve-outs from Federal prisons

- . Serve-outs from State prisons
 - . Probationers
 - . Persons from other community social service agencies
 - . Releasees from local jails
 - . "Walk-ins"
 - . Others
9. Do you have any contact with prison staff before a prisoner is released? If so, what is the nature of that contact?
 10. Do you have any contact with prisoners before they are released? If so, what is the nature of that contact?
 11. Do you have any contact with parole officers before a prisoner is released on parole? If so, what is the nature of that contact?
 12. What is the average time between the granting of a parole and actual release? Do any activities occur during that time to assist the prisoner in become job-ready?
 13. Do you have any specific intake procedures for new program clients?
 14. At what point is someone considered to be a client?
 15. Are there ever waiting lists of people desiring entrance in your program?
 16. If so, how often do waiting lists exist?
 17. What is the usual time for someone on such a list?
 18. What are the eligibility requirements for participation in your program?
 19. What percentage of people who apply to the program are accepted?
 20. What percentage of prison releasees who apply to the program are accepted?
 21. What are the major reasons prison releasees are not accepted?
 22. What forms are used or data is collected during the intake or entry phase of the program?

Intervention

23. We would like to understand in detail the services provided to clients by your program. Considering all services, including those provided directly and by referral, please describe the various paths a client might take after entering the program? (e.g., order of services, client-counselor contacts, decision points, administrative records or forms utilized, etc.)

Checklist of Potential Services

- | | |
|--|--|
| a. Vocational testing | g. Transitional employment or supported work |
| b. Vocational counseling | h. Job development |
| c. Work adjustment, training or work orientation | i. Job placement |
| d. Education | j. Follow-up counseling after employment |
| e. Skills training | k. Other follow-up assistance |
| f. On-the-job training | l. Other (e.g., housing, stipends, transportation, tools, clothes, etc.) |
24. Are any fees charged for these services?
25. Are there any differences in the services provided to prison releasees and those provided to other people you serve? If so, what are these differences?
26. Do you have any contact with prison staff after a prison releasee enters your program? If so, what is the nature of that contact?
27. Do you have any contact with probation or parole officers while their clients are participating in your program? If so, what is the nature of that contact?
28. On the average, how long does a client remain in the program?

Program Completion and Follow-Up

29. What are the "graduation" or "completion" requirements of your program?
30. What percentage of clients "complete" the program?
31. What percentage of clients drop out?
32. When do most drop-outs occur? What are the reasons for most of the drop-outs?
33. What percentage of prison releasees drop out? At what processing stage do most of these drop-outs occur?
34. Is there a difference in the drop-out patterns for those prison releasees under some form of supervision and those no longer under supervision?
35. What procedures do staff use in following up on clients who have been placed in jobs?
36. Are there required or suggested time periods when such follow-ups are done?
37. Are there any forms or data sheets utilized to record follow-up information?
38. At what point are clients, either "successes" or "failures," closed out?
39. Does the program have any contact with clients after they have been closed out?

40. Can former clients re-enter your program? Under what conditions? About what percent of clients re-enter the program?

Information

41. What forms are used by the program to track a client from entry through close-out? May we have copies of these forms?
42. What information do you have available on clients' criminal histories before their last incarceration (e.g., number of arrests)?
43. What information do you have available on clients' employment histories before their last incarceration (e.g., longest time on same job)?
44. What information is available to your program from the probation and parole departments concerning your clients who are under supervision?
45. Do you use any other sources of information to analyze client needs, progress or outcomes? If so, please describe this information.

Relationships with Other Organizations

46. Please characterize the nature and quality of your program's relationships with the following organizations:
- . Federal Parole
 - . State Parole
 - . Probation
 - . Local Halfway Houses
 - . Prisons from which Clients are Referred (note differences, if any)
 - . CETA
 - . State Employment Service
 - . State Vocational Rehabilitation
 - . Local Employers (NAB, Chamber of Commerce, Individual Employers)
47. What other organizations do you have continuing contact with and how would you characterize your relationships with them?

Evaluation

48. How do you believe program effectiveness can best be measured?
- . process activities?
 - . client outcomes?
 - . comparison group?
 - . impact on problem?

49. Do certain factors which are beyond the program's control hamper your effectiveness? If so, what are these factors (e.g., local economy)? How could an evaluation study take these factors into consideration?
50. How does your program define a "successful" client?
51. If there is no standard definition, what do you consider the most important aspects of "success" for a client (e.g., job placement, job retention for one month, no recidivist behavior for one year, etc.)?
52. What percentage of all clients are "successful?"
53. What percentage of prison releasee clients are successful?
54. Have any evaluations of your program been performed? If so, what were the findings? May we have copies of these studies?
55. Are any evaluations planned? If so, who will be performing the evaluations?
56. How would you define "recidivism?" Is data available to measure the recidivism rates of program clients? If so, please describe this data. If not, could such data be obtained?
57. How would you define "successful employment?" Is data available to measure the employment of program clients? If so, please describe this data. If not, could such data be obtained?
58. Do certain types of prison releasees appear to be most successful in your program? If so, what are these types?
59. Do certain types of employment services appear to be most effective for prison releasees? If so, what are these services?
60. Do you feel there are major gaps in the services available to prison releasees seeking employment assistance? If so, what are these gaps?
61. Do releasee clients receive any training or other employment-related services while they are in prison which affect your program's ability or inability to help them become employed in the community? Please explain.
62. What prison-based activities would assist your program in serving releasee clients more effectively?

Staff Issues

A major issue raised in the literature on employment services programs involves program staff.

63. What do you consider the advantages and disadvantages of using ex-offenders on the staff of a program like yours?
64. What problems, if any, have you experienced in finding and training adequate staff?

Other

65. Is there anything else we should know about your program or about the general problem of assisting prison releasees in making a transition to employment?
66. What problems, if any, have you experienced in obtaining adequate funds?
67. Are there other types of problems which affect your program? Please explain.

We would like to obtain selected information on your program's funding, staffing and clients before we leave. We have prepared three short forms for recording this information and would like your advice on how they could most easily be completed. (Explain forms and determine a way to get them completed.)

Check on items to obtain:

- . Organization Chart(s)
- . Copies of Forms
- . Funding Chart
- . Staffing Chart
- . Client Chart
- . Evaluation Reports
- . Other Helpful Information on Program?

Program Name _____

Director _____

Address _____

Telephone _____

Interviewer(s) _____

Date of Interview _____

STAFFING

Program Name: _____

Please provide the following information concerning all program staff, including those who provide services to clients but whose salaries are paid by other agencies.

Name	Job Title	Salary Source	Status		Type		
			Full-Time	Part Time	Professional	Para-Professional	Volunteer

CLIENTS

Program Name: _____

Referral Source	No. Referred Last Month*
Federal parole	
State parole	
Probation	
Serve-outs, Federal prisons	
Serve-outs, State prisons	
Jails	
Other community agencies	
Walk-ins	
Other (Describe)	

*Information for month of _____.

Was this a typical month? ____ Yes ____ No. Please explain _____

What is the active client caseload? _____ clients.

About what percentage of the active client caseload are ex-offenders? _____%

STAFF INTERVIEW

Client Flow

1. Please describe your responsibilities at the program.
2. Could you describe your activities from the time you first have contact with a client until that contact terminates?
3. What forms do you utilize during your work with a client? Could we please have copies of these forms?
4. How many clients are on your active caseload? How many prison releasee clients?
5. How long do you usually maintain contact with clients?
6. Do you stay in touch with clients after they have completed the program?
7. What follow-up procedures do you use, if any, to check on clients after they have secured employment? What use is made of existing follow-up information?
8. How would you define "successful" completion of this program?
9. What percentage of your clients "successfully" complete the program?
10. What percent of your clients drop-out of the program?
11. When do most of these drop-outs occur? What are the major reasons?

Relationships

12. Please describe the extent and nature of your relationships with the following organizations:
 - Federal parole
 - State parole
 - Probation
 - Jails
 - Prisons
 - Halfway houses
 - State Employment Service
 - CETA

. Vocational Rehabilitation

. Local Employer Groups (e.g., National Alliance of Businessmen)

13. Are there any other local organizations with which you have continuing contact? Please explain.
14. What information on clients is available to you from these various organizations? Could we have copies of any available forms?
15. What relationships do you have with area employers?
16. Do clients receive any employment-related services while in prison that affects or improves their chances for employment?
17. What services could the prisons provide inmates prior to their release that would improve their chances of finding successful employment?

Evaluation

18. What do you believe are the best measures of a client's successful reintegration into the community?
19. What are the best ways to measure this program's effectiveness in serving clients?

Other

20. What gaps exist in the provision of employment-related services to prison releasees?
21. Is there anything else about your activities at the program we should know in order to better understand its operations?

Person Interviewed: _____

Interviewer(s): _____

Title: _____

Date: _____

Program: _____

Director or Staff of Other Community Manpower Program

1. Please describe the nature of your program's contact with the ex-offender program (i.e., frequency and method).
2. What information is exchanged between this program's staff and staff of the ex-offender program?
3. Have any problems arisen concerning this flow of information?
4. How do clients from the ex-offender program enter your program and/or how do you refer clients to the ex-offender program?
5. How many clients are currently being served in your program (as of most recent date)? How many have been referred from the ex-offender program?
6. Do you serve other ex-offenders who are not referred from the ex-offender program? How many? How do they compare with the ex-offender program's clients? How do the ex-offender program's clients compare with regular clients?
7. What services are usually provided to the ex-offender program's clients by your program?
8. Does your program have any special staff to serve ex-offenders?
9. Is there any other difference in services provided to ex-offenders clients of your program?
10. Do ex-offender program clients seem to experience any special problems (e.g., transportation)?
11. How were ex-offenders served before the ex-offender program was established?
12. How do you think the ex-offender program's effectiveness should be measured? What do you consider important measures of success, both for the ex-offender program and for individual clients? How could data be collected for any proposed success measures?
13. Is there anything else we should know in order to understand your relationship with the ex-offender program?

Person Interviewed: _____

Title: _____

Organization: _____

City: _____

Interviewer(s): _____

Date: _____

Local Parole Officials

1. Did you or your department play any role in the establishment of the ex-offender program?
2. What do you believe the program is trying to accomplish?
3. Has the program been successful? How do you think success can best be measured (e.g., recidivism rates, employment rates, others)?
4. Please describe the nature of your contact with the program (frequency and method).
5. What employment services were available to parolees before the establishment of the program?
6. What data flows between this department and the program and at which stages of a client's participation in the program?
7. What criteria do you use in referring parolees to the program?
8. What percentage of parolees are at one time or another referred to the program?
9. Of those referred, what percentage are referred as soon as they are released? What percentage are referred after one or more unsuccessful job experiences?
10. How do the employment experiences of those referred to the program compare with those of parolees who are never referred to the program?
11. What data are available through the parole department which might be used in assessing the program's impact?
12. Is there anything else we should know in order to understand your relationship with the ex-offender program?

Person Interviewed: _____

Title: _____

Organization: _____

City: _____

Interviewer(s): _____

Date: _____

END