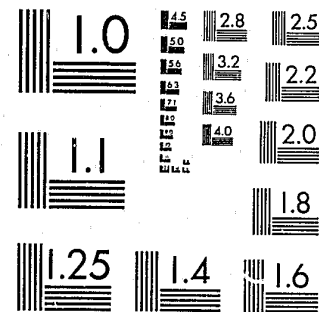


National Criminal Justice Reference Service

ncjrs

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

4-12-82

National Institute of Justice
United States Department of Justice
Washington, D.C. 20531

79849

 AURORA
ASSOCIATES INC.

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Public Domain

LEAA, U.S. Dept. of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

FINAL EVALUATION REPORT

Labor Participation in Crime Resistance
and Criminal and Juvenile
Justice Reform Project

(LEAA Grant #80-CJAX-0009)

Submitted to:

Mr. Harry Boggs, Director
and
Mr. Jean Lushin, Assistant Director
Labor Participation Department
AFL-CIO/NCCD
1706 R Street, NW
Washington, DC 20009

Submitted by:

Monty Shead, Ph.D.
Evaluation Project Director
Aurora Associates, Inc.
1140 Connecticut Avenue, NW
Suite 1200
Washington, DC 20036

March, 1981

Acknowledgements

In presenting this report, I would like to thank Harry Boggs, the LPD Director, Jean Lushin, the LPD Assistant Director, and Rob Costa, the LPD's Clearinghouse Coordinator, for the various types of assistance they provided Aurora throughout this project. I am also indebted to James M. Statman, Ph.D., Vice President of Aurora for his useful comments and suggestions during the preparation of this report and for his ongoing feedback on project-related issues. A note of special thanks goes to Fran Lung, Jane Lehman, Phillip Overby and all other members of Aurora's support staff who worked so diligently to type and package this report.

CONTENTS	
	<u>Page</u>
EXECUTIVE SUMMARY	viii
CHAPTER 1: INTRODUCTION	1
1.1 General Introduction	1
1.2 Organization of the Evaluation Report	3
CHAPTER 2: HISTORY AND DESCRIPTION OF THE AFL-CIO/NCCD LABOR PARTICIPATION DEPARTMENT (LPD) AND THE GOALS, OBJECTIVES, AND MAJOR COMPONENTS OF THE CRCJUR PROJECT	6
2.1 History and Description of the LPD	6
2.2 The Goals, Objectives, and Major Components of the CRCJUR Project	12
Component I: Community Services Survey (CSS)	15
Component II: Clearinghouse/Liaison Function	17
Component III: Craft Utilization	18
Component IV: Assistance to the Labor Youth Sponsorship Program (LYSP) Within the United Labor Criminal Justice Centers (ULCCJCs)	19
Component V: Assistance to New United Labor Agencies (ULAs) With Existing or Potential Criminal and Justice Programs	21
The Role of Technical Assistance (T/A) in the CRCJUR Project	22
CHAPTER 3: PROJECT ORGANIZATION	23
3.1 Project Staffing	23

	<u>Page</u>
3.2 Fiscal Management	24
CHAPTER 4: EVALUATION APPROACH	27
4.1 Introduction	27
4.2 Evaluation Design and Methodology	28
CHAPTER 5: FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS	33
5.1 Introduction	33
5.2 Findings RE: Component I: Community Services Survey (CSS)	33
5.3 Findings RE: Component II: Clearinghouse/ Liaison	40
5.4 Findings RE: Component III: Craft Utilization (CU)	44
5.5 Findings RE: Component IV: Assistance to the Labor Youth Sponsorship Program (LYSP) Within the United Labor Comprehensive Criminal Justice Centers (ULCCJCs) in Cleveland, Ohio and Fort Worth, Texas	54
5.6 Findings RE: Component V: Assistance to New United Labor Agencies (ULAs) with Existing or Potential Crime Resistance and Justice Reform Programs	66
CHAPTER 6: SUMMARY	71

TABLES

	<u>Page</u>
Table 5-1 Technical Assistance (T/A) Provided to the Fort Worth, Texas LYSP by the LPD as Reported by the LPD Director and Assistant Director	59
Table 5-2 Technical Assistance (T/A) Provided to the Cleveland, Ohio LYSP by the LPD as Reported by the LPD Director and Assistant Director	61

FIGURES

	<u>Page</u>
Figure 2-1 The Community Service System of the AFL-CIO	8
Figure 2-2 Interrelationships Among the CRCJUR Project Goals, Objectives, and Project Components	16
Figure 3-1 Organizational Chart for the CRCJUR Project	25
Figure 4-1 The Functional Model of the CRCJUR Project	29

APPENDICES

	<u>Page</u>
Appendix 4-1 Timeline of Action Steps and Evaluation Questions, Standards, Indicators, and Methods for the Community Services Survey Component (CSS)	74
Appendix 4-2 Timeline of Action Steps and Evaluation Questions, Standards, Indicators, and Methods for the Clearinghouse/Liaison Component	82
Appendix 4-3 Timeline of Action Steps and Evaluation Questions, Standards, Indicators, and Methods for the Craft Utilization (CU) Component	90
Appendix 4-4 Timeline of Action Steps and Evaluation Questions, Standards, Indicators, and Methods for Assistance to Labor Youth Sponsorship Programs	103
Appendix 4-5 Timeline of Action Steps and Evaluation Questions, Standards, Indicators, and Methods for the Assistance to U.L.A.s Component	107
Appendix 5-1 Community Services Survey Report	114
Appendix 5-2 Pre-Craft Utilization Questionnaire	116
Appendix 5-3 Post-Craft Utilization Workshop Questionnaire	117
Appendix 5-4 Preliminary Evaluation Report on the CU Seminar	118
Appendix 5-5 Final Evaluation Report on the CU Seminar	120

APPENDICES (Continued)

	<u>Page</u>
Appendix 5-6 LPD Technical Assistance (T/A) Episode Recording Form	126
Appendix 5-7 Trip Report for Norfolk, Virginia ULA's Community Services Counselling Course Graduation Ceremony	127
Appendix 5-8 Trip Report for Visit to the Phoenix, Arizona ULA	132

EXECUTIVE SUMMARY

The Labor Participation in Crime Resistance and Criminal and Juvenile Justice Reform (CRCJJR) Project was a one-year effort jointly sponsored by the Community Services Department of the AFL-CIO and the National Council on Crime and Delinquency (NCCD) and conducted by the Labor Participation Department (LPD) of the these "parent" organizations. The three major goals of this LEAA-funded project were to: a) stimulate the involvement of organized labor through the AFL-CIO community Services network in issues relating to criminal and juvenile justice, b) serve as the liaison between organized labor and other groups engaged in crime reduction and other justice-related issues, and c) help troubled youth find a meaningful and productive place in society by assisting the Labor Youth Sponsorship Program at the United Labor Comprehensive Criminal Justice Centers within the Fort Worth, Texas and Cleveland, Ohio United Labor Agencies (ULAs). Five major project components were instituted to accomplish these goals and these components were entitled: 1) Community Services Survey, 2) Clearinghouse/Liaison Function, 3) Craft Utilization, 4) Assistance to the Labor Youth Sponsorship Programs and 5) Assistance to new ULAs with Existing or Potential Justice Programs.

Aurora Associates, Inc., a minority-owned human services consulting organization, was contracted to evaluate the CRCJJR Project.

The cornerstone of Aurora's evaluation approach was the development of a functional model which contained the major LPD activities to be performed for each component as well as the interrelationship among each series of activities or "action steps". For each action step, Aurora developed a series of evaluations questions, standards, indicators, and methods which were used to guide the evaluation effort as well as provide guidance to the LPD in carrying out its prescribed tasks (see Chapter 5). Aurora adopted an action-research approach to this task which not only focused on the collection of end-of-year process and outcome data, but also on providing the LPD with ongoing feedback in support of its project-related activities, including editing and review of major LPD deliverables (e.g., the Craft Utilization Manual and the Community Services Survey Report) and guidance in developing the Craft Utilization Seminar and in setting up various systems of documentation.

Aurora also participated in many of the LPD's activities (e.g., the Craft Utilization (CU) Seminar) and in certain instances accompanied LPD staff to directly observe the delivery of T/A to labor groups (e.g., at the Phoenix, Arizona ULA). Aurora also constructed and administered several questionnaires (e.g., pre-post CU Seminar evaluation instruments) to obtain evaluation data.

Aurora's evaluation analysis revealed that the LPD was only partially successful in achieving its stated goals and

objectives. While the CU Manual and CSS Report were produced and disseminated, their distribution occurred at such a late date (and to only a subset of the pre-identified recipients) that the LPD was left without an appropriate amount of time to adequately respond to requests that were received for CU-related T/A. Formal CU programs were not developed although the LPD did conduct a variety of CU presentations and other activities to publicize the CU Manual and the concept of craft utilization. Aurora suggests that the major reasons for the lack of CU program development were the LPD's overestimation of organized labor's interest in developing such programs and the lack of adequate efforts directed at "selling" the CU concept to potential candidates within the labor movement.

Although the LPD did perform numerous liaison activities, the clearinghouse (another major feature of the liaison component) was never formally instituted and the clearinghouse catalogue, though developed, was never disseminated (even though it was developed). The LPD was also unsuccessful in securing FY81 state or local monies for the LYSP in Fort Worth, Texas, and Cleveland, Ohio, although the LPD was able to document a variety of activities in this regard. The LPD did conduct numerous episodes of T/A for the LYSP staff in Fort Worth, Texas; however, the Cleveland, Ohio LYPS received T/A from the LPD on a much more limited basis. Formal selection of ULAs to receive LPD assistance in developing justice-related programs did not occur, although the LPD did respond to individual

requests from specific ULAs and other groups interested in justice programming.

In Aurora's view, one of the major deficiencies in the LPD's approach to the CRCJJR Project was its tendency to drift from its stated goals and objectives, concentrating its major efforts on specific project tasks rather than attacking prescribed project-related tasks in a more balanced fashion. There could be no doubt, however, that the LPD was viewed by organized labor community and other key individuals and groups as an extremely respected, useful, and knowledgeable resource in the field of community service and criminal and juvenile justice programming.

CHAPTER 1

INTRODUCTION

1.1 General Introduction

On December 21, 1979, the AFL-CIO Labor Participation Department of the National Council on Crime and Delinquency (AFL-CIO/NCCD/LPD, hereafter referred to as the LPD) was awarded a one-year grant from the Law Enforcement Assistance Administration's (LEAA's) Office of Criminal Justice Programs (OCJP) for a project entitled "Labor Participation in Crime Resistance and Criminal and Juvenile Justice Reform" Grant No. 80-CJAX-0009). The specific goals of this project (which will be abbreviated as the CRCJJR project throughout this report) were to:

- o stimulate the involvement of organized labor, at the local and national level, in issues relating to criminal and juvenile justice, through the AFL-CIO Community Services network, and particularly through the United Labor Agencies (ULAs);
- o serve as the liaison between organized labor and other groups engaged in crime reduction and justice reform; and
- o help troubled youth find a meaningful and productive place in society by assisting the youth component (Labor Youth Sponsorship Program) within the United Labor Comprehensive Criminal Justice Centers at Fort Worth, Texas and Cleveland, Ohio in their efforts to offer the Juvenile Courts in the two localities an alternative to the institutionalization of non-dangerous youth offenders through advocacy and other direct services aimed at diverting youth away from the criminal justice system.

As will be further discussed in Chapter 3, the CRCJJR Project represents an outgrowth of previous LPD program activities, incorporating elements from earlier projects and testing new components. Five general components of the project were identified, each addressing one or more of the LPD's three stated goals. These project components are presented here followed by the goal(s) each sought to achieve:

Component I: Community Services Survey (Goals 1,2);

Component II: Clearinghouse/Liaison Function (Goals 1,2);

Component III: Craft Utilization (Goals 1,2);

Component IV: Labor Youth Sponsorship Program (Goal 3); and

Component V: Assistance to New ULAs with Existing or Potential Justice Programs (Goals 1,2).

These components will be discussed in greater detail in Chapter 5, but are presented here to provide a brief summary of the structural components of the project and the goals to which they relate.

Aurora Associates, Inc., a minority-owned small business with its main office located in Washington, D.C., was selected as the independent evaluator for this project. Monty Snead, Ph.D., Aurora's LPD evaluation Project Director, was responsible for designing, conducting, and reporting the evaluation activities for this project.

This document represents Aurora's LPD "Crime Resistance" Project final evaluation report for the FY80 funding period (i.e., December 21, 1979, to December 21, 1980).¹

1.2 Organization of the Evaluation Report

Chapter 2 begins with a discussion of the AFL-CIO/NCCD Labor Participation Department (LPD), describing its two "parent" organizations, the AFL-CIO (Department of Community Services) and the National Council on Crime and Delinquency (NCCD), and how the LPD evolved from them. This narrative is intended to provide the reader with an understanding of the LPD's role in the criminal and juvenile justice area. Chapter 2 concludes with a presentation of the LPD's goals and objectives for the CRCJJR Project, including a detailed discussion of the five project components developed to achieve them.

Chapter 3 contains a description of the overall organization of the entire project from the funding source (OCJP) to the project-component level. An organizational chart presenting the interrelationships among the organizational and project components is provided and is narratively described in the text.

-
1. The LPD requested and received a "no cost" extension of funding from LEAA through February 28, 1981; however, Aurora's ongoing evaluation activities ceased, as scheduled, on December 20, 1980. Thus, an evaluation of LPD Project-related activities from December 21, 1980, through February 28, 1981, is not presented in this report.

Chapter 4 provides a detailed account of Aurora's approach to the evaluation. This discussion includes the presentation of Aurora's evaluation design and methodology to assess the process and outcome of LPD efforts. Aurora's functional model of the CRCJJR project is presented in this chapter. This model was developed on the basis of the goals, objectives, and activities set forth in the LPD's CRCJJR proposal and is aimed at describing the flow of specific project component-related activities, or action steps, as well as the interrelationships among the components themselves. Aurora also constructed evaluation questions, standards, indicators, and methods for each action step in order to assess the process and outcomes of the LPD's efforts. These are presented in this chapter as well.

Aurora's "action-research" approach to the evaluation of the CRCJJR Project not only produced a useful evaluation framework which closely linked LPD operations to its stated goals and objectives, but it also provided a management tool which enabled the LPD to continually monitor and compare its performance relative to the prescribed milestones and activities. Aurora's provision of ongoing evaluation feedback throughout the project year, another feature of the action-research strategy, also served to guide LPD efforts and to pinpoint and correct difficulties as they occurred.

Although many of the LPD's tasks were process-related, Aurora attempted to provide more than narrative accounts of

"success" or "failure". Specific statistical and other numerical data were collected to provide distinctly measurable indicators as to whether particular goals and objectives had been achieved. A description of LPD evaluation instruments developed by Aurora also is presented. Copies of these instruments (and other supportive materials) are contained either in the text or in appendices of this report.

Chapter 5 contains a presentation of Aurora's process and outcome evaluation findings for each of the five major project components based on the data that were collected by Aurora. Each action step is categorized under its specific project component and data are presented which address the evaluation questions, standards, and indicators for that action step. Conclusions and recommendations based on Aurora's findings are presented for each project component.

The final chapter, Chapter 6, contains an overall assessment of the CRCJJR Project, touching briefly on the major issues raised in earlier chapters of the report.

CHAPTER 2

HISTORY AND DESCRIPTION OF THE AFL-CIO/NCCD LABOR PARTICIPATION DEPARTMENT (LPD) AND THE GOALS, OBJECTIVES, AND MAJOR COMPONENTS OF THE CRCJJR PROJECT

2.1 History and Description of the LPD

In order to understand the nature and purpose of the AFL-CIO/NCCD Labor Participation Department (LPD), it is necessary to comprehend the evolution and purpose of the "parent" organizations from which it was formed: namely, the AFL-CIO Department of Community Services (CSA) and the National Council on Crime and Delinquency (NCCD).

The NCCD, founded in 1907 with its main office in Hackensack, New Jersey, is a non-profit agency seeking national reform of the criminal and juvenile justice system, the establishment of community-based alternative facilities and programs, and the creation of effective community crime prevention techniques. The NCCD, with the largest criminal justice library in the country, has been a pioneer in recommending standards and promoting legislation to upgrade the justice system.

Since 1961, the NCCD has been attempting to enlist the working cooperation of citizens and business and labor groups in support of its program of education and reform in the criminal justice area. It has collaborated with concerned citizens in advocacy and crime reduction efforts as well as initiated innovative approaches to provide and improve

alternatives to traditional juvenile and criminal justice programs.

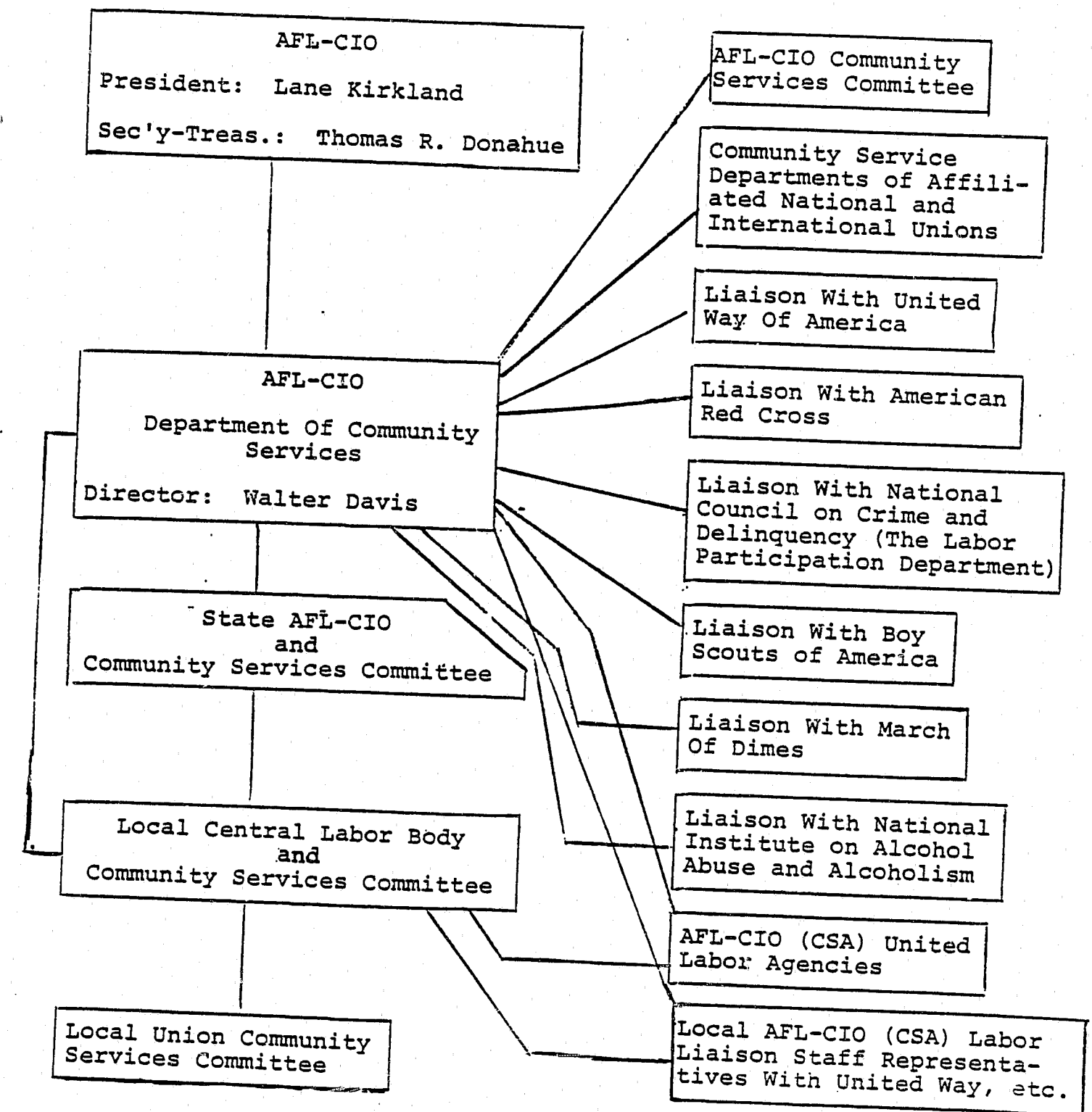
This nonpartisan organization tests new models, methods, and policies in the criminal justice area and assists public agencies, at every level of government, to use what has been learned from these efforts. For over seventy years, the professional services of the NCCD have been used in federal, state, local, and other public and private agencies.

The LPD's other parent group, the AFL-CIO Department of Community Services (CSA), was formed in 1955 with the merger of the American Federation of Labor (AFL) and the Congress of Industrial Organizations (CIO). The constitutional purpose of the CSA, as adapted from the AFL-CIO's Executive Council statement in 1955, is to stimulate the active participation of the AFL-CIO's millions of members in the affairs of their communities. A diagram containing the linkages within the CSA and between the CSA and other groups (including the NCCD) is presented in Figure 2-1.

The principle organizational element of the CSA is the Community Services Committee (CSC). In addition to the national CSC of the CSA, these committees are also contained within the AFL-CIO state federations of labor, the local central bodies and at various levels in some national and international unions belonging to the AFL-CIO. Because very few state and local CSC's are staffed by full-time personnel,

Figure 2-1

The Community Service System Of The AFL-CIO



they are limited in the number of service programs they can implement.

The creation of the United Labor Agencies (ULA) represents one of labor's efforts toward filling this service void. The ULA's are free-standing, non-profit bodies which are eligible for a variety of funding within the public and private sector. Through these agencies (which are constituted under their local central bodies) -- groups or "Councils" comprised of a variety of unions within a locale -- direct social, health, mental health and educational services are delivered, primarily to union members and their families, but also to the community-at-large. Each ULA is governed by a Board of Directors having an AFL-CIO majority, but open to representatives of independent unions and the community. At present there are over two dozen operational ULAs throughout the country.

One of the predominant features of the Community Services' network within the AFL-CIO is its heavy reliance on union volunteers. In addition to the millions of union volunteers who give blood and help raise funds for the United Way and other charitable groups, thousands of union representatives serve on policy boards and operating committees of their communities' health and welfare agencies.

Through the efforts of CSA staff (e.g., in local United Way offices and the ULAs), ten of thousands of union counselors have been trained to assist working men and women by using

community resources and service linkages to solve the wide range of personal and financial problems not covered by union members' contracts. Thus, the formal CSA network at the national, state, regional and local level only represents the "tip of the iceberg" -- the structural framework for the vast resources contained within the CSA system.

The final major component of the CSA system is the full-time CSA liaison representative. These staff are usually located in local United Way offices and are selected by their central bodies. They are responsible to their own labor council and its CSC in matters of basic philosophy, policy, and program. They are paid by their liaison agency and responsible to it on administrative matters. At the present time there are 226 AFL-CIO-CSA liaison representatives working with United Way organizations in 173 communities. There are also 8 full-time staff in 22 state AFL-CIOs and 53 staff with CSA portfolios in 50 national and international unions.

At the national and regional level, there are 30 full-time CSA representatives working with six national service organizations: the United Way of America, the Red Cross, the Boy Scouts of America, the March of Dimes, the National Institute on Alcohol Abuse and Alcoholism (NIAAA), and the National Council on Crime and Delinquency (NCCD).

The LPD represents the linkage between the AFL-CIO and the NCCD (see Figure 2-1). This partnership was formed in

April of 1970 and was created at a time in our nation's history when large segments of the American population were expressing increased concern at an alarming growth in crime and a concomitant failure of law enforcement agencies, the courts and correctional systems to effectively meet this challenge. Thus, the LPD represents a partnership between the nation's largest single organized constituency, the 13.4 million member AFL-CIO, and the NCCD, a private non-profit organization which has been at the forefront of progressive advocacy, programming and education in the justice field for over 73 years.

The LPD has educated organized labor in criminal justice issues, stimulated crime prevention and other efforts related to criminal and juvenile justice programs, and supplied NCCD with a sense of how the crime problem affects members of the American labor movement.

This partnership reflects the belief of both the NCCD and the AFL-CIO that professionals in the justice field cannot alone successfully address the issues of crime and delinquency in America. It is also a reflection of the AFL-CIO's understanding that justice system issues present a significant area of unmet human service needs for its membership, their families and communities. This cooperative effort is consistent with the numerous projects that AFL-CIO CSA has developed and implemented in such areas as alcoholism, health, and youth services with such organizations as the American Red Cross, the United Way, and the Boy Scouts. The Department of Community Services' involvement in criminal and juvenile

justice program services is thus another programmatic avenue for meeting the human services needs of the community in keeping with its mandate.

While the Director and Assistant Director of the LPD (Harry Boggs and Jean Lushin, respectively) are, in fact, paid through NCCD, they are also national CSA staff members. (See Figure 2-1). Each has risen through the ranks of organized labor and has considerable experience in community service activities. The LPD is responsive to and supervised fiscally by the President and a Vice-President of the NCCD (Milton Rector and Diana Gordon, respectively), and is philosophically and programmatically responsive to the Director of the AFL-CIO Department of Community Services, Walter Davis. By virtue of organizational allegiance and location, the LPD staff have been primarily responsive to the CSA/union sector, though consultation between the two offices has been frequent over the years.

2.2 The Goals, Objectives, and Major Components of the CRCJJR Project

As noted at the outset of this report, the LPD set three major goals for the CRCJJR project:¹

- to stimulate the involvement of organized labor, at the local and national level, in issues relating to justice through the AFL-CIO community services network and particularly through the ULAs (p.4);
- to serve as the liaison between labor and other groups engaged in crime reduction and justice reform (p.4); and

1. Unless otherwise noted, all page numbers included in this section refer to the CRCJJR proposal which the LPD submitted to OCJP.

- to help troubled youth find a meaningful and productive place in society by assisting the youth component (Labor Youth Sponsorship Program) within the United Labor Comprehensive Criminal Justice Centers (ULCCJCs) in the Cleveland, Ohio and Fort Worth, Texas ULAs in their effort to offer the Juvenile Courts in the two localities an alternative to the institutionalization of non-dangerous youth offenders through advocacy and other direct services aimed at diverting youth away from the criminal justice system (p. 8, CRCJUR proposal; p. 62, original LYSP proposal submitted to OJJDP).

To attain these goals, the LPD was to accomplish the following objectives:

- to conduct a survey of ULAs and local AFL-CIO Community Services staff to determine the past, present, and potential involvement in crime resistance and criminal and juvenile justice issues (pp. 6-7);
- to establish a clearinghouse for information concerning actual or potential labor-sponsored crime resistance and justice programs (p. 13);
- to serve a liaison function by providing clearinghouse documents and other relevant information to LEAA grantees, labor groups, and other community groups and agencies (pp. 5, 11-12);
- to develop a craft utilization (CU) manual and provide technical assistance and training to at least two national/international unions who want to develop their own CU programs (pp. 12-13);
- to maintain and strengthen the Labor Youth Sponsorship Program within the United Labor Comprehensive Criminal Justice Centers (ULCCJCs) in the Cleveland, Ohio and Fort Worth, Texas ULAs (p. 4); and
- to assist at least two newly-created ULAs in establishing a crime resistance or justice program and to provide technical assistance (T/A) to established ULA programs, as requested.

The reader should note that several features of earlier LPD initiatives were incorporated into the design of the CRCJUR project. Noteworthy commonalities between previous LPD efforts and those prescribed for the CRCJUR Project are highlighted here with citations of the previous LPD projects with which they are associated.

- assisting agencies with locally-based, salaried staff (i.e., the ULCCJCs) provide direct services to troubled youth (Citizens/Community Mobilization Project (1973-1976) and Citizens Participation Towards a Safer Community Project, 1978-1979);
- serving a "brokerage"/liaison function (Crime Prevention Counselor Project, 1976-1979) by assisting union groups and other interested parties in joining forces to conduct a variety of efforts in the areas of crime resistance and justice reform; and
- reinstituting the concept of craft utilization through the creation of craft utilization programs in several international unions, and the development of a CU manual which would be made available to any group or interested party wishing to implement a CU program or learn more about the concept (Labor Leadership Development Project, 1976-1979).

In order to achieve the CRCJUR's goals and objectives, the following five major project components were incorporated into the Project design, each addressing one or more of the LPD's stated goals and objectives:

- Component I: Community Services Survey (CSS)
- Component II: Clearinghouse/Liaison Function
- Component III: Craft Utilization (CU)
- Component IV: Assistance to the Labor Youth Sponsorship Programs
- Component V: Assistance to New United Labor Agencies (ULAs) in Establishing New Crime Resistance and Justice Reform Programs.

The interrelationships among the CRCJJR's goals, objectives, and project components are summarized in Figure 2-2. The remainder of this chapter will describe in greater detail the activities associated with each of these components.

Component I: Community Services Survey (CSS)

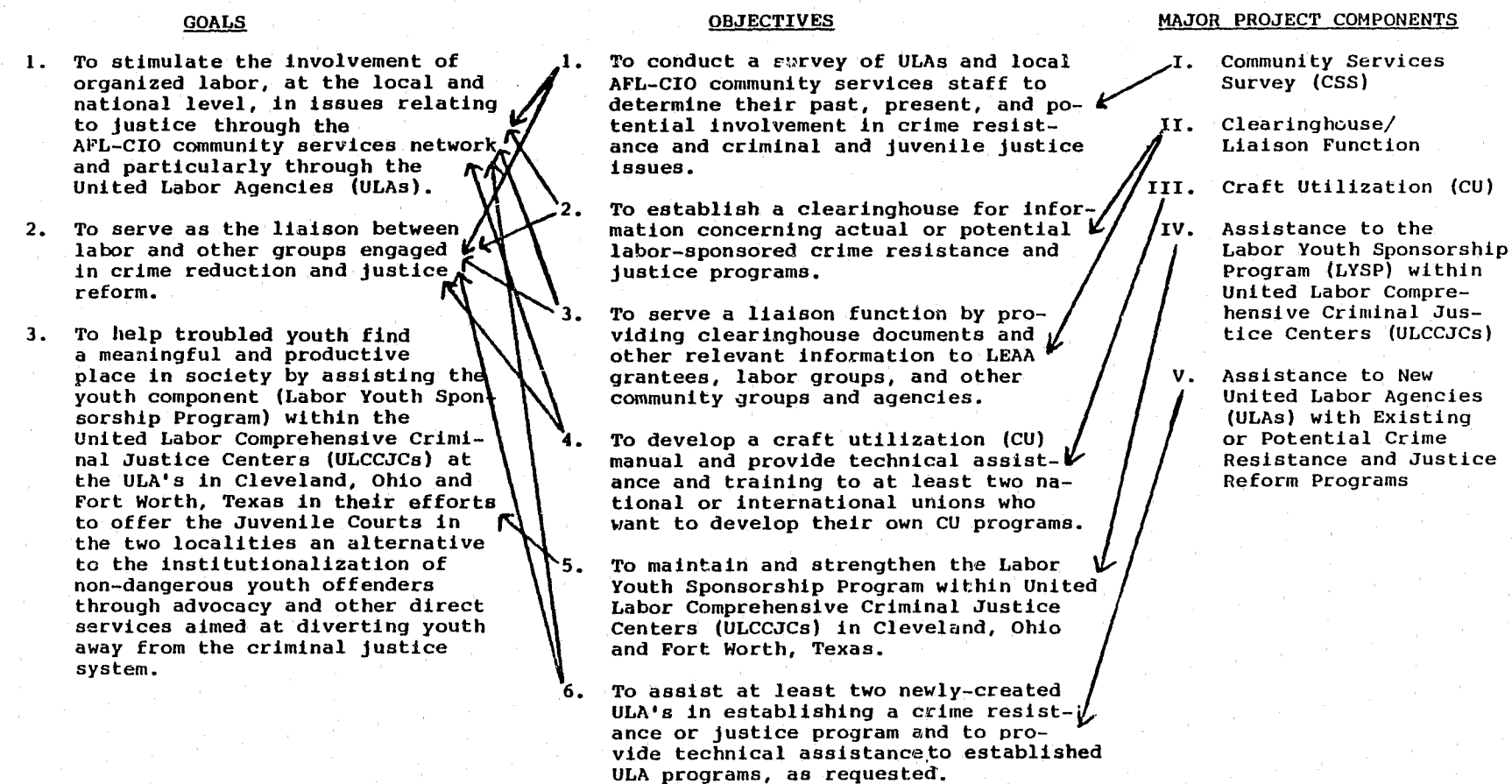
As part of the CSS component, the LPD indicated that it would conduct a survey of all ULAs and local AFL-CIO Community Services staff to determine their past, present, and potential involvement in criminal and juvenile justice programs (p.6). The survey was to be designed, pretested, administered, and analyzed by the NCCD Research Center East (p.7). Survey questions were to be constructed to provide the LPD with the following information (p 7-8):

- 1) the jurisdiction of the local labor council;
- 2) an assessment of the council's involvement in justice activities;
- 3) identification of communities' justice needs as perceived by labor;
- 4) a determination of the labor communities' victimization rates;
- 5) a determination of ULA/CSA staff needs for consultation
- 6) an assessment of United Way's interest and involvement in justice issues;
- 7) a determination of the emphasis given to criminal justice issues in the local training of union counselors; and
- 8) an assessment of the degree to which local labor councils have implemented the AFL-CIO's policies on criminal justice issues.

FIGURE 2-2

Interrelationships Among the CRCJJR Project Goals, Objectives, and Project Components

16



Data contained in the CSS Summary Report would be used to:

- a) provide information for the clearinghouse database (Component II) regarding information concerning criminal and juvenile justice activities within the labor movement (p.6);
- b) provide input to the craft utilization component (Component III) for selecting two or three unions who would profit most and who would be most receptive to such programs (p. 13); and
- c) help identify two to four ULAs for possible criminal justice programs or advocacy projects (Component V, pp. 6, 11, 17).

Component II: Clearinghouse/Liaison Function

The clearinghouse/liaison component of the CRCJUR was designed to offer information about actual and potential criminal justice activities within the labor movement to other LEAA grantees (e.g., especially, those concerned with justice and crime resistance issues), organized labor, and other community agencies and groups (p. 5). The database was to be developed from three primary sources: 1) the CSS Summary Report (i.e., ULAs and AFL-CIO Community Services staff, p. 13); 2) independent unions; and 3) LEAA grant sites (i.e., the ULCCJCs') and other organizations involved in criminal and/or juvenile justice services (p. 14).

Six major activities were proposed for the creation and operation of the clearinghouse (pp. 5, 13-16, 19). These included: 1) developing operational systems and procedures; 2) assessing and cataloging information currently on hand; 3) identifying other sources of clearinghouse materials; 4) collecting,

filing, and reproducing materials; 5) identifying recipients; and 6) disseminating clearinghouse materials.

A catalog of the available materials was to be developed within three months from the time the first items were stocked. Materials would be distributed through international/national unions, AFL-CIO federations, local labor councils, and by other means. The LPD would update the catalog on an "as-needed" basis (p. 15).

The clearinghouse function would be used to 1) provide technical assistance (T/A) to the ULCCJCs in Fort Worth and Cleveland (p. 11); 2) establish criteria for programs in newly-created ULAs; 3) provide technical assistance to operational programs for craft utilization (p. 11); and 4) provide input to LEAA and NIJJDP clearinghouses (as possible data for their clearinghouse functions).

Clearinghouse activities were viewed as an ongoing LPD operation, but it was anticipated that this function would become a more prominent feature of the project once an adequate database was acquired.

Component III: Craft Utilization

Craft utilization (CU) involves the use of a union's unique craft or particular work environment as a tool for crime prevention. For example, the opportunity for observation of the security of homes and neighborhoods afforded to postmen and telephone-line repairmen can become an opportunity

for these workers to educate citizens in crime resistance techniques and issues. It is also a useful vehicle for detecting the presence of suspected criminal activity.

A CU manual was to be developed in cooperation with national and international labor unions who would be invited to a CU seminar on the basis of the applicability of the union's function in the area of crime prevention and their willingness to participate (pp. 12, 16).

Two (or three) unions were to be selected for training and T/A to develop their own CU programs (pp. 12, 17). LPD staff (and/or consultants for the LPD) were to assist participating unions with CU program implementation and were to work closely with these unions to secure program funding (pp. 9, 18). The LPD also indicated that it would respond to "outside" requests for T/A to develop and implement CU programs (p. 18).

Component IV: Assistance to the Labor Youth Sponsorship Program (LYSP) within the United Labor Criminal Justice Centers (ULCCJCs)

Through its FY79 efforts with a previous project (Citizen's Participation Towards a Safer Community-CPTSC), the LPD assisted ULA's in the creation of two United Labor Comprehensive Criminal Justice Centers (ULCCJCs) in Fort Worth, Texas and Cleveland, Ohio.¹ It should be noted that the LPD was

1. It should be noted that the LPD was also instrumental in the creation of the Fort Worth, Texas ULA.

also instrumental in the creation of the Fort Worth, Texas ULA.

The purpose of the LYSPs, pursuant to Goal 3 in Figure 2-2, was to assist delinquent and unruly youth (primarily probationers and pre-trial diversion candidates) by offering the Juvenile Courts in Fort Worth and Cleveland an alternative to the institutionalization of non-dangerous youth offenders. The principle method employed by LYSP staff at both sites was advocacy and the delivery of direct services provided by volunteers from union locals in conjunction with LYSP staff to divert youth away from the criminal justice system. The general strategy of the LYSPs' design was to use the existing structure of the AFL-CIO and its community services network to offer services which were not readily available. Direct service at both sites included the provision of: a) job and vocational training placements; b) vocational counseling; c) tutoring; and d) leisure time and personal interest and development activities. LYSP clients also benefited from referrals to other community service agencies which had established linkages with the LYSPs. Through a unique arrangement with the respective Juvenile Courts, a probation officer within the Juvenile Court system referred youth to the LYSP if their needs matched the services available through the program. As during FY79, union volunteers continued to play a key role in the provision of services to youth at both sites.

The LPD proposed to maintain and strengthen the LYSPs in both Cleveland and Fort Worth by providing (p. 8):

- a) overall monitoring of the ULA's LYSP subcontracts with the NCCD and the LPD (e.g., reviewing each LYSP's monthly fiscal statements and direct service progress reports);

- b) technical assistance (e.g., with project development, management, and promotion) on an "as-needed" basis; and
- c) assistance with securing local or state funding for FY81.

Component V: Assistance to New United Labor Agencies (ULAs) With Existing or Potential Criminal and Justice Programs

Drawing in part from the data gathered from the administration of the Community Services Survey (Component I: CSS), the LPD was to identify and select at least two ULAs which had the capacity, interest and commitment to implement and conduct a criminal or juvenile justice program (p. 6). The LPD indicated (pp. 9-12) that it would assist the selected ULAs in developing and maintaining these programs by offering assistance with program development and design, the identification of needs, resources and funding sources, and funding sources, and the provision of technical assistance in a variety of program-related areas.

Several criteria for ULA selection were included in the LPD's proposal to OCJP (p. 11). These criteria required that ULAs be selected from areas: a) with heavily organized industries, b) where there was a high probability that citizen involvement in criminal and juvenile justice issues would make a positive contribution to community life, c) where there was some indication that state or local support would be available for a long-lasting program, and d) where the ULAs were fairly

new and had not fully defined their goals and were more likely to be influenced to incorporate criminal and juvenile justice programming into their planned activities. Further, selection criteria were to be developed by the LPD following project start-up.

The Role of Technical Assistance (T/A) in the CRCJJR Project

The role of T/A in the CRCJJR project deserves special mention because, while the provision of T/A was not delineated by the LPD as a separate project component, it was an integral part of all but one CRCJJR project component (i.e., Component I: CSS). Even in this case, results provided by the CSS were to be used to guide the LPD in its selection of those who would receive T/A.

The LPD defined T/A as "providing programmatic assistance to United Labor Agencies, other LEAA grantee projects, labor organizations and other community groups, through contact resulting in or from onsite visits, phone or written correspondence, and/or the sending of written materials" (p. 9). The LPD indicated that the T/A delivered during the CRCJJR Project would usually fall within the following categories (pp. 9-11): a) alternative funding development, b) program management, c) program development, d) assistance with volunteers, e) project promotion, f) community education, and g) materials development. It was anticipated that the need for T/A would increase throughout the project year as all CU and other justice programs began to be instituted within the ULAs, labor unions, and other interested groups who were developing programs in these areas.

CHAPTER 3

PROJECT ORGANIZATION

3.1 Project Staffing

The LPD carried out CRCJJR Project activities from two locations. Harry Boggs, the LPD Director, maintained the LPD office in Washington, D.C. Jean Lushin, the LPD Assistant Director was in charge of the Kokomo, Indiana office of the LPD.

Mr. Boggs has been a national AFL-CIO Community Services staff member on full-time assignment to NCCD since 1975 and has served as Director of the AFL-CIO/NCCD LPD since 1977. Mr. Lushin, a national Community Services liaison representative, has worked on full-time assignment with the LPD for over seven years and since 1975 has served as Assistant LPD Director.

Mr. Lushin and Mr. Boggs have both worked their way up through the ranks of organized labor and are well-versed in the inner workings and structure of the labor movement. As community organizers in the area of criminal and juvenile justice programming, they have also developed considerable familiarity with the criminal justice system. Their expertise has been acquired through the variety of projects which the LPD has conducted in these areas, and, as noted in the previous chapter, there were major similarities between these efforts

and those required for the CRCJJR project.

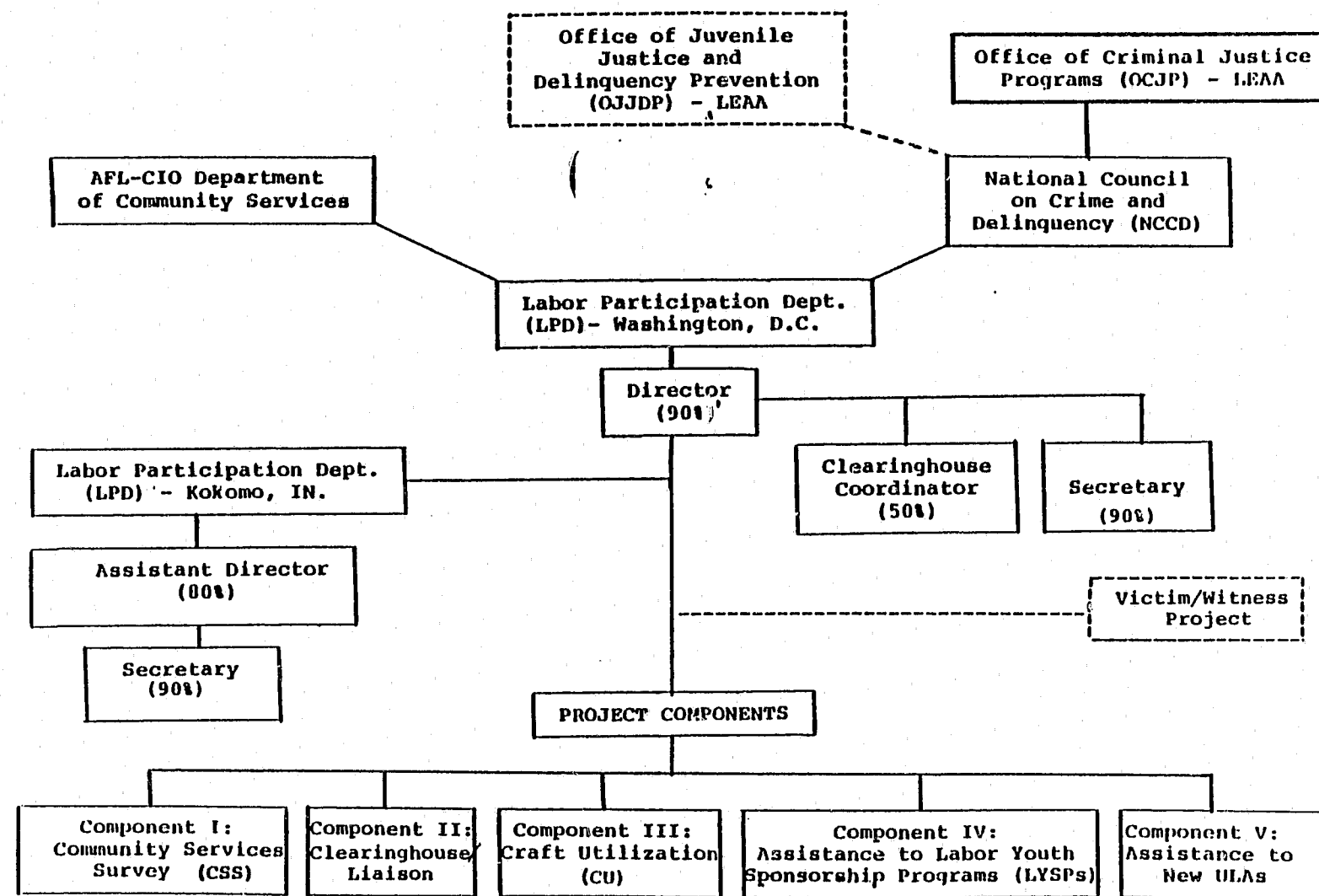
The Washington, D.C. LPD staff consisted of a part-time (50%) Clearinghouse Coordinator and a full-time secretary. The LPD Director (Mr. Boggs) and the secretary were budgeted to devote over ninety percent (90%) of their time to the CRCJJR Project, while eighty (80%) of Mr. Lushin's time was apportioned to this effort. Figure 3-1 contains a schematic summary of the LPD's organizational structure and also displays the interrelationships between the LPD and the other major organizational components of the CRCJJR project.

Functionally, the activities of the two LPD offices were coordinated as a single unit with Mr. Boggs assuming responsibility for the overall management and administration of the LPD's activities as well as the provision of direct services associated with the CRCJJR and Victim/Witness grants. Mr. Lushin was primarily responsible for providing direct services. The task of providing assistance to the LYSPs was divided between the LPD Director and Assistant Director with Mr. Boggs serving as the primary contact between the LPD and the Fort Worth, Texas LYSP and Mr. Lushin performing similar duties for the Cleveland, Ohio LYSP. However, Mr. Lushin also communicated frequently with Sam Cripe, the Fort Worth LYSP Director.

3.2 Fiscal Management

Project funds from OCJP were forwarded to the NCCD which

Figure 3-1
Organizational Chart for the CRCJIR Project



^a Percentages in parentheses represent the amount of time allotted to the CRCJIR Project for that position.

would, in turn, reimburse the LPD for its expenses on a monthly basis. The LPD relied on the NCCD for accounting, bookkeeping and other fiscal matters, and Mr. Boggs retained only hard-copy records of individual expenses. All expenses incurred by Mr. Lushin at the Kokomo office were forwarded through Mr. Boggs and submitted with the other Kokomo office LPD expenses to the Washington office. NCCD was responsible for processing monthly payments to the LPD and submitted monthly financial reports to Mr. Boggs regarding the fiscal status of the grant.

Mr. Boggs was also responsible for monitoring the financial status of the two LYSP subcontracts. NCCD would send Mr. Boggs monthly financial statements regarding the disposition of monies spent by each LYSP.

CHAPTER 4

EVALUATION APPROACH

4.1 Introduction

In developing its evaluation approach, Aurora attempted to provide assessment procedures that were realistic, that minimally intruded into project operations, and that avoided duplication of LPD management information procedures. Aurora was concerned with the design of procedures and methodologies which would generate data allowing an overall assessment of the project, but which would also enable Aurora to provide the LPD and OCJP with ongoing feedback information that would be useful for the conduct and refinement of these program efforts. This "action-research" approach to the evaluation did not merely provide an "after-the-fact" judgment of the LPD's performance relative to the CRCJJR Project, it also served as an integral part of the project itself -- a component that assisted the LPD in identifying problem areas as they were encountered and in implementing project modifications and alternative courses of action in response to these difficulties. Frequent contact and communication between Aurora and the LPD in an atmosphere of mutual cooperation and understanding were essential for the success of this evaluation approach.

To conduct a balanced, but comprehensive, evaluation of

the CRCJJR Project, it was necessary to collect information related to both *process* and *outcome*. Process assessment refers to the collection of information related to the activities and procedures employed to meet a project's goals and objectives. Information regarding the development, conduct and timeliness of project activities and procedures are examples of areas addressed during a *process* evaluation.

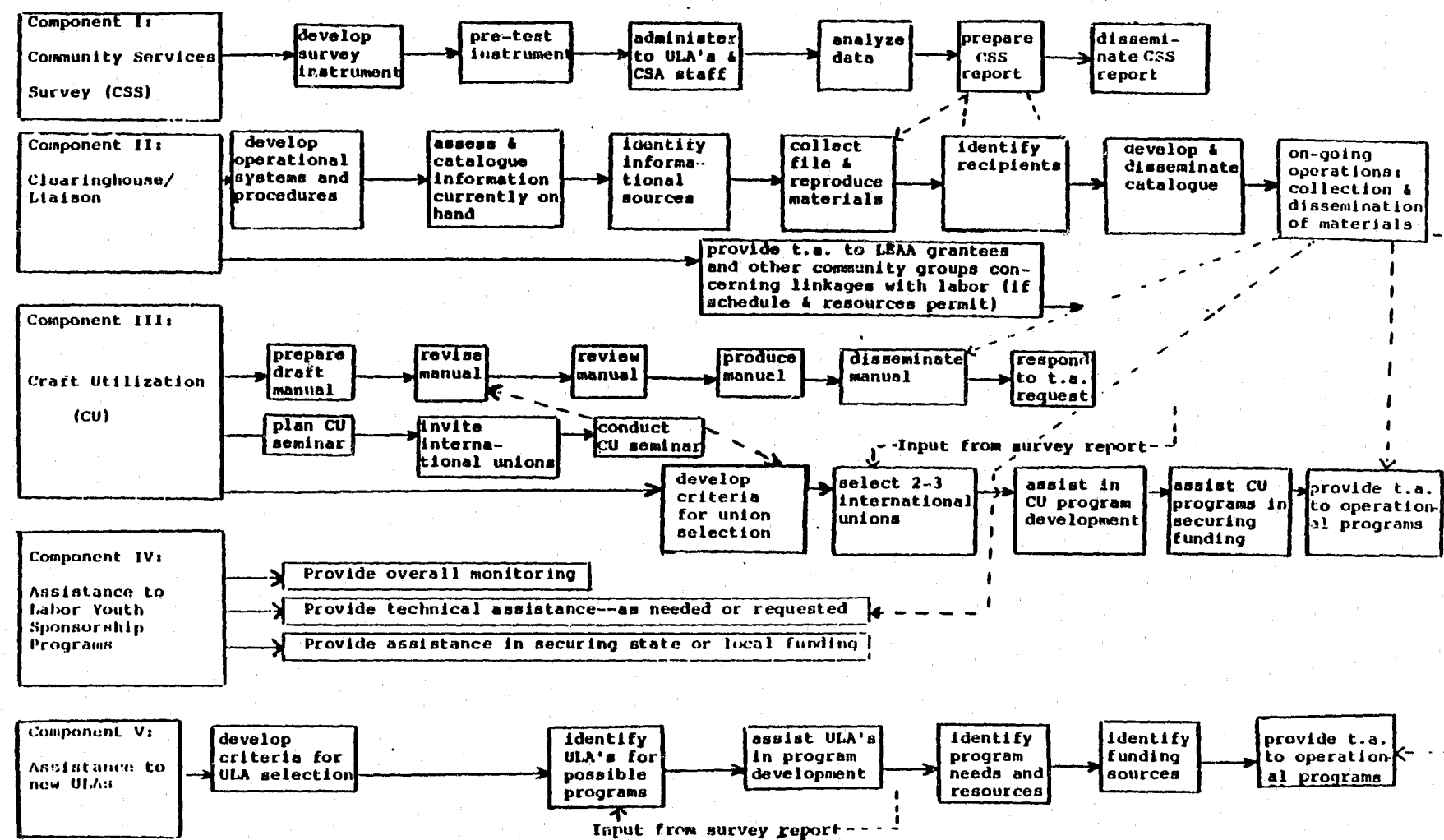
Outcome, or *impact*, assessment is aimed at determining how effective a project has been in achieving its goals and objectives. While *process* assessment involves focusing on the means to achieve these goals and objectives, *outcome* assessment is directed towards determining how effective these efforts have been in achieving these ends.

As will be shown in the following section, Aurora's approach to the evaluation of the CRCJJR project included considerations of both *process* and *outcome*.

4.2 Evaluation Design and Methodology

Before one can design an evaluation, it is necessary to first specify what is to be evaluated, what questions or issues should be addressed by the assessment and what standards will be used to determine the "success" of the effort. Aurora developed an evaluation design that took as its framework the project goals, objectives, and activities described in the LPD's CRCJJR Project proposal submitted to OCJP. However, this

FIGURE 4.1 : THE FUNCTIONAL MODEL OF THE CRCJIR PROJECT



NOTE: The presentation of Action Steps in this flow-chart depicts functional relationships; it is not scaled to the project time-line.

document did not describe the functional relationships among these elements nor did it specify levels of project activity or products that could serve as evaluation standards. The first evaluation task was to conceptually organize the project's goals, objectives and activities into a functional model, detailing the flow of project operations and their relationship to specific project goals and objectives. Aurora's functional model of the CRCJJR project is represented in Figure 4-1. As indicated, five major project components were identified in the LPD's CRCJJR proposal, each directed at achieving one or more of the project's goals and objectives. (See Figure 2-2 for the interrelationships among the project's goals, objectives and Project components). The reader will also note a series of activities or "action steps" for each of the components. These action steps were also developed by Aurora on the basis of activity proposed by the LPD in its CRCJJR proposal.

The functional model displayed in Figure 4-1 provides a visual representation of the interrelationships among all major project operations, linking these activities to each of the project components and, ultimately, to the project's goals and objectives (see Figure 2-2). This model was submitted to and approved by the LPD and by the OCJP Program Manager.

The next step in preparing the evaluation design was to develop a set of evaluation questions for each of the action steps contained in the functional model. For each evaluation question, standards and indicators were developed to provide

benchmarks against which to address the issues raised by each question. The method by which evaluation information was to be collected was also specified. Appendix 4-1 through Appendix 4-5 contain the evaluation questions, standards, indicators, and methods for the action steps of the CRCJJR project, with each appendix corresponding to one of the five project components. At the beginning of each appendix a figure is presented which provides the timeline associated with the performance of the action steps for that component.

As the reader will note by inspecting Appendix 4-1 through 4-5, Aurora employed a variety of methods to collect both process and outcome evaluation information in its assessment of the CRCJJR project. These methods include:

- document review (e.g., to ensure completion of deliverables such as the Craft Utilization (CU) Manual and the Community Services Survey (CSS) Report);
- on-site observation of the project activities, including TA site visits conducted by the LPD (e.g., via trips to Norfolk, Virginia; Phoenix, Arizona; Cleveland, Ohio; Fort Worth, Texas; Atlanta, Georgia; New York, New York);
- interviews with the LPD and other key informants related to the project;
- development of the LPD Technical Assistance (T/A) Episode Recording Form (to document the T/A delivered by the LPD) and other forms by which the LPD and LYSP staff could record LYSP-related T/A episodes.

In keeping with the action-research evaluation model effectuated by Aurora, ongoing input and feedback were provided to the LPD on a variety of issues throughout the project year. For example, Aurora assisted the LPD in developing the agenda for the CU Seminar and provided the LPD with input regarding the process of this meeting. Aurora also reviewed the CU Manual at various stages of construction, providing recommendations and comments for improving this document. Similar feedback was provided regarding the construction of the CSS Report and the Clearinghouse Log prepared by the LPD. The fact that the LPD and Aurora's offices were located in close proximity facilitated this interactive process. Aurora evaluation staff kept the Program Manager informed of evaluation activities via meetings and telephone contacts.

Finally, Aurora prepared monthly reports detailing: a) evaluation activities, b) LPD Project activities, c) evaluation findings, d) significant issues or problems which emerged and e) recommendations for resolving these difficulties. These reports were submitted on a monthly basis to the LPD, NCCD, OCJP, and OJJD. In summary, Aurora provided an evaluation strategy designed not only to assess the process and outcome of the CRCJJR project, but also to address the ongoing needs of the LPD and the requirements of LEAA.

CHAPTER 5

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

5.1 Introduction

Aurora's evaluation findings for each of the five major components of the CRCJJR Project are presented here. For each component, the discussion is geared to address the evaluation questions for that component as contained in Appendix 4-1 through Appendix 4-5. Following the presentation of findings for each component, conclusion and recommendations specific to that component are provided.

5.2 Finding RE: Component I. Community Services Survey (CSS)

The initial development of the CSS was delayed by several months at the outset of the project primarily due to the preeminence placed by the LEAA Program Manager and the LPD on developing the CU manual and conducting the CU seminar. However, during the first months of the project, the LPD also learned that the NCCD did not have the staff time available to provide the assistance with the various activities it had promised (e.g. assistance with the CSS's development, data analysis, and report preparation). CSS-related activities were further delayed for this reason.

To fill this void left by the NCCD and to get this component back on track, Aurora agreed (in mid-March, 1980 when its contract began) to perform these tasks required to assist the LPD in the various stages of this component, serving a supportive, consultative as well as a evaluative role.

Aurora and the LPD drafted the initial version of the CSS during March and April, 1980. Aurora and the LPD took steps to ensure that the items contained in the CSS would gather the intended data which the LPD had delineated in its CRCJUR proposal (see Action Step 1, Appendix 4-1). Considerations of content (e.g., was the wording of CSS items clear and concise?), response burden (i.e., assuring that response time was less than thirty minutes), and format (e.g., minimizing the need for unnecessary writing), were addressed during this instrument construction process.

To address the requirement that the CSS assess the Labor communities victimization rate, the LPD and Aurora developed a separate victimization questionnaire which was to be completed by labor staff who would also be receiving the CSS. However, this instrument was never administered, and an estimate of the victimization rate among the labor community was never obtained.

The LPD decided to drop the victimization survey because of the significant lack of response it had experienced to a similar survey of the labor community which had been conducted in Newark, New Jersey as part of another project in early May, 1980.

At this juncture, it should be noted that the responsibility of the actual findings contained in the CSS Report belonged to LPD. Aurora's task was to assess the LPD's success in achieving and performing the activities associated with the CSS component.

While the LPD's provision of additional time to complete the CSSs was understandable, it actually accomplished little in the way of increasing the number of completed CSS returned to the LPD. Out of the approximately 200 CSSs mailed to ULA/CSA staff, only 47 (24%) were returned.

Several factors may have contributed to this low rate of return: a) the fact that the ULA/CSA staff were not involved in crime resistance and justice programming and, therefore, felt they had little to report, and b) an unwillingness or lack of initiative to complete the survey. In retrospect, Mr. Boggs also felt that the date set for the mailing and return of the CSSs may have been ill-timed since the National Convention of the AFL-CIO Community Services Department took place on May 18-22, 1980. In preparing for this meeting (which occurs only once every two years), Mr. Boggs noted that CSSs may have gotten lost in the shuffle as ULA/CSA staff prepared for the Convention.

The LPD might have improved its response rate by conducting a systematic follow-up of nonrespondents, but only a few such follow-up calls actually occurred and no other follow-up activities of this nature were reported by the LPD.

The draft CSS was pretested on a ULA staff member and on May 12, 1980, the LPD mailed the CSS to all ULA/CSA staff (ca. 200). To increase the likelihood of response, the LPD enclosed an addressed, stamped envelope for returning completed CSSs and included a cover letter explaining the rationale of the survey and the intended use of the data requested. (See Appendix 5-1 for the final version of the CSS.) May 25, 1980 was set as the deadline for the return of the completed CSSs. It was at this stage that the progress of CSS activities was again delayed as the LPD, faced with a low return rate, was forced to extend the deadline for receipt of the CSSs to June 30, 1980 in the hopes of receiving additional surveys. While the LPD (with Aurora's assistance) began in May, 1980 to analyze the data from the returned CSSs, it was not until July, 1980 that the CSS Report was finalized. Thus, the CSS Report, originally targeted for completion in the first quarter of 1980, was not actually completed until the third quarter of 1980.

Further delays in the CSS activities were experienced during the duplicating and dissemination stages of the CSS component. Although the LPD had legitimate reasons for this delay (e.g., extensive travel of LPD Director and an illness in the family of one of the key staff persons assigned to perform this task), Aurora maintains that the LPD staff required an inordinate amount of time to complete this duplicating and dissemination process.

One possible explanation for the extent of this delay was the LPD's preoccupation with the search for FY81 funding, as it became clear the LEAA was not likely to provide further funding for LPD initiatives. Notwithstanding these bonafide impediments to progress, Aurora contends that it should not have taken over four months to complete this stage of the CSS component.

As early as May, 1980, the LPD did begin to respond to T/A and informational requests contained in the returned CSSs and the final CSS Report was, in fact, completed at the beginning of July, 1980. (The LPD's delivery of T/A to the Phoenix, Arizona and San Francisco ULA's were responses to requests generated by the CSS.) During July, 1980 the LPD also delivered the completed CSS Report to the NCCD, LEAA, and placed the CSS Report in its clearinghouse database and made a presentation of CSS Report findings to representatives of the Fort Worth, Texas and Cleveland, Ohio ULAs in Atlanta, Georgia (i.e., during a meeting on related project matters).

For these reasons, the negative impact caused by this delay was softened to some extent; however, the fact that community services staff did not receive the CSS Report until November, 1980 (when the LPD's ongoing project activities were winding down), severely restricted the potential for the LPD to incorporate and act on whatever responses or requests would follow the CSS Report's dissemination. In this regard alone, the LPD impeded its own ability to perform its intended role as resource provider.

Finally, it should be noted that, while not a formal requirement of the CSS component, the LPD had intended to provide interested parties with project model data which was obtained from CSS respondents. However, the LPD indicated that it subsequently dropped this idea since the project model data that were obtained were not as useful as anticipated.

Based on the foregoing analysis of the CSS component, Aurora's conclusions are as follows:

- the LPD did deliver on its promise to develop and conduct the community services survey and prepare the CSS Report based on its findings;
- even though the response rate to the CSS was rather low (24%), the data that were obtained and presented in the CSS Report indicated that the LPD achieved its objective of collecting and disseminating information on labor's involvement in the areas of crime resistance and criminal and juvenile justice programming;
- the CSS Report was disseminated to all ULA/CSA staff as well as the NCCD, LEAA, and the evaluator;
- the completion of the CSS Report did not occur as scheduled because: a) LPD efforts were initially focused on the CU component, b) NCCD withdrew its commitment to assisting the LPD with this component and, c) the LPD extended the deadline for returning the CSSs in an unsuccessful attempt to increase the number of CSS respondents;
- duplication and dissemination of the CSS Report was unduly delayed until the remaining months of the project and the extent of this delay was potentially attributable to the LPD's preoccupation with locating FY81 funding (to the exclusion of prescribed CSS component activities). Extensive travel requirements and family illness were also factors contributing to this problem;

- the CSS Report was included in the clearinghouse database (Component II), but the delay in disseminating this document probably decreased the potential for further dialogue and interaction between the LPD and ULA/CSA staff (and other interested parties who may have learned about the CSS Report from these staff) which might have occurred as a result of the timely dissemination of the CSS Report;
- a more concerted and systematic follow-up effort could have been initiated to increase the level of response to CSS, although at this point there is no way to determine the extent to which this activity would have increased the level of response to the survey.

5.3 Findings RE: Component II: Clearinghouse/Liaison

Clearinghouse

While the LPD did receive and respond to all (n=37) clearinghouse-related requests during the project year (e.g., providing award certificates, training outlines, and craft utilization manuals), an actual clearinghouse was not formally instituted. Few new informational sources were identified in addition to those documents already on hand at the LPD when the project started and these were never completely cataloged. Although the clearinghouse catalog was developed in July, 1980, it was never disseminated. The catalog that was produced by the LPD contained only 6 documents (including the Craft Utilization Manual). Aurora had assumed that the catalog envisioned by the LPD would be much broader in scope and questioned the utility of the document under these circumstances. Nevertheless, the LPD was encouraged to disseminate the catalog so that the LPD's other resources (which were mentioned in catalog, (e.g., availability of other material through the LPD and NCCD) would receive notice in the labor community before the final quarter of the project year.

Lack of available monies was cited as one reason why the catalog was not developed with enough time left in the project year to adequately respond to all requests likely to be generated by its dissemination. At the end of the project year, the

LPD donated all of its literature to the public library.

Liaison activities

The LPD performed a variety of liaison activities during the course of the project year. These efforts included:

- assistance in establishing a linkage between organized labor and the National Crime Prevention Coalition. Through these LPD efforts, labor staff began attending crime prevention training workshops sponsored by the coalition, providing these staff with crime prevention techniques/skills which they could apply within their locals. As a result of these LPD liaison activities, a representative of organized labor now sits on the Board of the Coalition. Finally, through its efforts in bringing together members of the Coalition and the International Union of Police Associations, the LPD helped to establish a system whereby all materials produced by the Coalition are automatically transmitted to all Police Departments throughout the country.
- linking private industry (i.e., Reality Enterprises, Philadelphia, Pennsylvania) with organized labor to establish a joint labor/management venture aimed at providing job skills and employment opportunities for ex-offenders just released from prison (through the Federal Prison Industries, U.S. Department of Justice - UNICOR);
- developing a brochure and crime resistance educational program for the United Auto Workers in Detroit, Michigan;
- linking local labor with victim compensation boards and other victim/witness projects (e.g.,) in Connecticut and New Jersey);
- assisting labor representatives develop criminal justice programs for their membership (e.g., for the United Way in Tippecanoe County, Indiana)

- delivering speeches to union counsellor trainees (e.g., at the United Way in Kokomo, Indiana and Delaware County, Indiana);
- providing the Department of Criminal Justice in Jacksonville, Florida with contacts in organized labor to establish a liaison in an effort to provide victim assistance;
- holding meetings with representatives of Criminal Justice and the Elderly (CJE) to identify common areas of concern and cooperation in the area of crime resistance and victim assistance between CJE and the AFL-CIO's retiree organization;
- assisting the National Center on Institutions and Alternatives in planning a meeting for Indiana Citizens concerned about children jailed in Indiana;
- delivering programs and making presentations to AFL-CIO liaison representatives and national community services staff outlining the purpose and functions of the LPD and the AFL-CIO's Community Services Department (e.g., at the AFL-CIO Building, Washington, D.C. and at the United Way in Alexandria, Virginia).

The following conclusions are presented by Aurora based on its finding for the Clearinghouse/Liaison component of the Project:

- a serious effort was not undertaken to operationalize the clearinghouse as a formal component of the project as the clearinghouse catalog was never disseminated and the limited amount of correspondence categorized and documented as clearinghouse-related could easily have been conducted as part of the LPD's ongoing correspondence activities;
- while it was difficult to assess specific outcomes associated with LPD liaison activities, there was no doubt that the LPD conducted a variety of liaison efforts within organized labor and the private sector. In fact, Aurora suspected that the LPD engaged in additional undocumented liaison activities beyond those presented here, but, could not document these efforts as they were not recorded or presented to Aurora;

- impressions gleaned from Aurora's interactions with community services staff and other individuals served by the LPD during the project year indicated that LPD was viewed as a respected and utilized resource within the labor community on issues relating to crime resistance, criminal and juvenile justice, and the AFL-CIO Community Service system.

Recommendations based on the findings for this component are:

- future LPD project efforts should be tied more closely to project goals and objectives;
- the LPD should take steps to ensure that its liaison activities are properly documented;
- future proposals for the establishment of a formal clearinghouse component should not be considered unless it can be shown that the materials to be disseminated cannot be obtained through existing resources and will be distributed in sufficient volume to warrant its establishment as a formal project component;

5.4 Findings RE: Component III: Craft Utilization (CU)

Heavy emphasis was given to the CU component by the LPD and the LEAA Program Manager at the outset of the CRCJJR Project, and Aurora immediately began working on this component with the LPD. The initial step in this process was to review the draft CU Manual (CUM) which had been prepared by the LPD Assistant Director, Jean Lushin, during the initial months of the project. During March, 1980, Aurora reviewed the draft CUM, recommending minor changes and revisions; in general, however, Aurora found the CUM to be well-organized, clear and understandable, and consistent with its intended objective of introducing its readers to the concept of CU and guiding them through the steps required to organize their own CU programs.

During March, 1980, Aurora also began assisting the LPD in the planning of the CU seminar and in providing the LPD with input regarding the process, content, and agenda for the meeting. The seminar was designed to provide information about CU to interested international unions and to identify those who evidenced interest in developing their own CU programs. The LPD also hoped to obtain constructive input regarding the CUM. The LPD invited 20 international unions to participate in the seminar. Unions invited to participate in the seminar were those who: a) had community service representation in the Washington, D.C. area, b) had been previously involved with the LPD in the areas of crime resistance or justice programming,

c) had expressed an interest in developing a CU program, and d) represented a union suitable for the successful implementation of a CU program.

On March 17, 1980, the LPD sent all invited participants a copy of the draft CUM so that they could review it and be "primed" for the meeting upon arrival. Aurora, as part of its CU component evaluation strategy, constructed pre- and post-CU seminar questionnaires. The pre-CU seminar questionnaire was included with the draft CU Manual sent to invited seminar participants. (See Appendix 5-2 and Appendix 5-3 for a copy of these instruments.) This initial questionnaire was to be completed by invited union representatives prior to attending the seminar (and before reading the draft CUM). The post-CU seminar questionnaire was to be completed immediately after the seminar. The purpose of these two instruments was to assess: a) participants' knowledge of CU before and after reading the CUM and attending the seminar, b) their reactions and input regarding the CUM, c) their union's interest in developing a CU program, and d) their reactions to the seminar itself. By inspecting these pre-post measures (see Appendix 5-2 and Appendix 5-3), the reader will note that some of the items on these pre-post instruments were identical, thereby allowing direct pre-post comparisons.

The CU seminar occurred, as scheduled, on April 3, 1980 at the AFL-CIO building in Washington, D. C.

Aurora's evaluation Project Director, Monty Snead, and the LEAA Program Manager, Allen Benson, also attended this meeting. The originally-planned process for this meeting involved splitting the participants into two groups who would concomitantly (but separately) focus on identical tasks (i.e., to provide comments and feedback regarding the draft CUM). The aim of this procedure was to maximize the likelihood that diverse and relevant input would be solicited from participants. Unfortunately, Mr. Lushin could not attend this meeting due to family illness. Mr. Boggs adjusted to this circumstance by presenting the CUM and holding the ensuing discussion with the entire group of participants rather than employing the intended small-groups format. This procedure appeared as productive as the one planned, although there was no way to tell how successful the intended process would have been since it was not used.

Although a total of seven participants (excluding LPD staff) attended the CU seminar, only three of the twenty invited international unions (who were considered likely candidates for CU program development) actually sent representatives to this meeting. One of these eligible participants refused to complete the pre-post questionnaires (for unknown reasons) even though Aurora later initiated follow-up contacts with this individual to secure these data.

From a short-term perspective, however, analysis of the data provided by the two eligible participants revealed that the CU seminar had been highly successful. Both respondents indicated that the seminars had enhanced their knowledge of CU and both representatives expressed an interest in developing a CU program (even though such programs never materialized). Both respondents were impressed with the CUM, indicating that it was easy to read, well-organized, and engaged the reader's interest. Both respondents expressed the opinion that the seminar was very useful.

These two participants provided useful recommendations for improving the CUM (e.g., greater emphasis on the use of retiree groups as participants in CU programs and the inclusion of more examples of CU for specific tasks) which were ultimately incorporated into the final version of the CUM. Informal discussion with other participants of the seminar suggested that attendees (while not representing unions with the capacity to develop CU programs) also held consistently positive views of the seminar and the CUM. Unfortunately, this meager turnout was to serve as harbinger of the difficulties the LPD would incur in soliciting unions to develop CU programs.

A more detailed account of Aurora's assessment of the CU seminar, including a presentation of pre-post CU seminar questionnaire data was provided in two reports prepared by Aurora following the CU seminar (see Appendix 5-4 and Appendix 5-5).

Based on the input received during the CU seminar, the CUM was revised by the LPD and again reviewed by Aurora. Utilizing the artistic talents of its staff, the LPD formatted the final version of the CUM in an aesthetically appealing manner, interspersing graphics throughout the CUM to supplement the text. The CUM was then reviewed and approved by the LEAA Program Manager and subsequently submitted to the printers on June 10, 1980. The LPD received 1,500 copies of the CUM from the printers on June 30, 1980, ahead of the scheduled completion date for its delivery. The CUM was included in the clearinghouse database and the clearinghouse catalog, (although as was indicated earlier, the catalog was never disseminated). In fact, only a few CUMS were requested and disseminated through the clearinghouse.

During July 1980, the LPD applied to the Postal Service for bulk mailing rate, and in August, 1980, this rate was approved. During July and August, 1980, the LPD disseminated copies of the CUM to the NCCD, LEAA, Aurora, and the 20 unions who had been invited to participate in the CU seminar. As part of its CUM dissemination strategy, the LPD pre-identified the following CUM recipients: a) all of the approximately 200 ULA/CSA community service staff (requesting that they make the CUM known to their central bodies), b) the chief officer in each state federation of labor (requesting that they publicize the CUM through written press and news releases), and c) various departments of the AFL-CIO (e.g., metal, maritime, food, and beverage).

Mr. Boggs estimated that a total of 600 CUMS had been disseminated. He reported that all ULA/CSA staff (ca. 200) received the CUM and indicated that the remainder of the CUMS were distributed to only a subset of the other pre-identified recipients. As the LPD did not record this activity (as requested by Aurora), it was not possible to determine those from this group who received the CUM. Mr. Boggs reportedly distributed over 100 copies of the CUM during CU presentations to labor groups. Twenty copies of the CUM were sold at cost to a community service representative of the Graphic Artists International Union. A more detailed account of these recipients and the number of CUMS distributed was not possible as the LPD did not document its dissemination activities (as requested). Instead, Aurora had to rely on verbal reports from the LPD for these data. Mr. Boggs stated that the reason he held on to so many copies of the CUM was that he wanted to make sure he had enough CUMS to sell if there was a high demand for the document.

According to Mr. Boggs, the CUM was publicized in the AFL-CIO Community Services newsletter (Community) and the Union Label Newsletter, a publication disseminated to all international unions, central labor councils, and union label councils.

Unexpectedly, the CUM was not announced in the AFL-CIO News (a major AFL-CIO publication), other AFL-CIO departmental publications or the newsletter of the International Brotherhood of Electrical Workers. Mr. Boggs did not explain why these initiatives did not occur.

The LPD did perform other activities in an effort to publicize the CU concept among the labor community.

Activities where such CU presentations occurred included:

- a meeting conducted at the AFL-CIO Community Services National Convention held in New York, New York on May 18, 1980;
- a meeting of 550 delegates of the Communication Workers of America during their annual convention in Denver, Colorado on May 28, 1980;
- a July, 1980 meeting attended by all community service representatives in the state of Ohio which was held at Kenyon College in Columbus, Ohio;
- a July, 1980 meeting with 25 local union officers which also was held at Kenyon College;
- a convention of the Iowa Federation of Labor held in July, 1980 which was attended by 300 state delegates; and
- a November, 1980 meeting of 40 central body officers from Iowa as well as representatives from the Des Moines, Iowa Police Department.

Mr. Boggs indicated that, as a result of his presentation at Kenyon College, three local community service staff in Ohio had conducted CU training classes in their local communities. Mr. Boggs stated that another community service representative for the Greater Des Moines, Iowa area plans to use the CUM to train local union members in the use of the CU concept.

The Vice President and head of the community service component of the Graphics Artists International Union also contacted Mr. Boggs to purchase more CUMs which she has indicated will be used to distribute to the union's locals to encourage their involvement in CU programming.

Finally, a representative of the Des Moines, Iowa Police Department reportedly has told Mr. Boggs that funding might be secured to subcontract with the LPD to have the CU Manual reprinted in bulk (i.e., at least 100,000 copies); however, as of this writing (January, 1981), the funding had not materialized.

Perhaps the most disappointing aspect of the CRCJJR project was the LPD's inability to cultivate enough interest in the CU concept within its own labor constituency as not one CU program was developed. Since no union evidenced enough interest to conduct such a program, the LPD obviously did not conduct promised correlated activities such as establishing union selection criteria, selecting unions for CU programs, providing T/A for CU program development or for operational CU programs. Mr. Boggs stated that he did not know why unions did not express more of an interest in the idea of CU program development. Aurora offers the following possibilities for this failure:

- the LPD may have seriously misperceived labor's interest and willingness to get involved in such programs;
- the LPD may have failed to adequately "sell" the CU concept to its constituency (e.g., by not disseminating the CUM in a timely fashion and by not sending the CUM to all pre-identified recipients);
- the worsening economy in FY '80 could have removed any incentive for labor or other groups to even consider the possibility of adding additional programs when these groups were already scrambling to protect the programs they had; and,

- the possibility that built-in, structural impediments to operationalizing the concept of CU within unions may have precluded the possibility of formal CU program development (e.g., whether or not training will occur on company time). This potential complicating factor was never tested since program development never reached a stage where it needed to be confronted.

Based on these findings for the Craft Utilization Component of the CRCJJR project, the following conclusions are presented:

- the LPD met or exceeded its timelines for preparing and producing the CUM and for planning and conducting the CU seminar;
- the CU seminar was well-received by union participants and provided a useful forum for obtaining input for improving the CUM, although the turnout for the seminar was poor and did not accomplish its purpose of sparking union interest in the development of CU programs;
- while the dissemination of the CUM began ahead of schedule, the task ultimately was not completed on time;
- effective use was not made of the CUMs produced by the LPD as the CUM was not distributed to all parties whom the LPD had targeted to receive it, (almost 1,000 of the 1,500 CUMs produced by the LPD were not distributed).
- it was difficult for Aurora to determine the quantity and the recipients of the CUMs disseminated since the LPD did not adequately document its dissemination of the CUM (as was requested by Aurora);
- no CU programs were developed and, consequently, the LPD did not provide T/A for CU program development or T/A to operational CU programs.
- while organized labor did assist the LPD in publicizing the CUM and the CU concept to some extent, these efforts were not as extensive as the LPD had anticipated.

Recommendations based on findings for the CU component are as follows:

- future efforts to develop CU (and other) programs should be preceded by a careful assessment of their feasibility and the likelihood that adequate support for such efforts can be obtained;
- future CU-related efforts should consider the option of presenting CU in a more general, educational format (e.g., emphasizing to the public that the potential exists for them to spot crime while on the job and what to do (and not do) when this occurs) rather than focusing on the development of formal CU programs within individual unions;
- in the future the LPD should place more emphasis on documenting its CU (and other) activities;
- LPD activities should be more closely linked to project goals and objectives.

5.5 Findings RE: Component IV: Assistance to the Labor Youth Sponsorship Program (LYSP) within the United Labor Comprehensive Criminal Justice Centers (ULCCJCS) in Cleveland, Ohio and Fort Worth, Texas

Overall monitoring and reporting

The LPD Director was responsible for reviewing the LYSPs' progress reports and monthly LYSP financial status reports prepared by the NCCD. The Fort Worth LYSP submitted progress reports on a monthly basis while the Cleveland LYSP forwarded progress reports to the LPD on a quarterly basis. Both LYSPs submitted to the LPD a final progress report summarizing client services and other noteworthy activity for the entire year. Aurora was not aware of any LPD action taken with reference to the progress reports, although it was clear that the LPD received them.

As the evaluator for the FY '80 LYSPs, Aurora did note in its Final Evaluation Report (submitted to the Office of Juvenile Justice and Delinquency Prevention) that the forms which the LYD provided to each LYSP to report client data could have been updated at the outset of FY '80 to more accurately reflect the service objectives delineated in the FY '80 proposal and to provide more specific data in certain service-related areas.

The service categories and other data provided by each LYSP were also somewhat inconsistent with stated service goals. Consistency between LYSPs was also lacking in the format of and the data contained in these reports. Service categories could have been more specifically defined and reporting formats improved (e.g., to ensure greater consistency between programs). In summary, both LPD and the LYSPs could have improved their program's data reporting system.

Aurora was not in a position to review financial data related to the LYSPs as this activity was not within the purview of its evaluation of either the LYSP or CRCJJR projects. Aurora was aware that NCCD did provide the LPD with monthly financial statements regarding LYSP-related expenditures and that the LPD did discuss such fiscal matters with LYSPs (e.g., during site visits and meeting of LPD and LYSP staff in Atlanta, Georgia).

Besides a review of progress reports and financial statements, telephone contacts and site visits were also employed by the LPD as a means of monitoring the performance of the LYSPs. The LPD Director and Assistant Director each assumed primary responsibility for assisting one of the LYSPs, with Mr. Boggs serving as the major LPD contact for the Fort Worth LYSP and Mr. Lushin performing a similar role for the Cleveland LYSP.

Mr. Boggs reported that he maintained at least weekly telephone contact with Mr. Cripe, the LYSP Director in Fort Worth, Texas. Due to an apparent lack of rapport between Mr. Boggs and the Cleveland LYSP, a significantly fewer number of contacts, between Mr. Boggs and the Cleveland LYSP were conducted (e.g., about four telephone calls were exchanged between Mr. Boggs and the Cleveland LYSP during FY80.) The etiology of this poor rapport was unclear and it was basically side-stepped by Aurora, fearing that its role of evaluator for both the LPD and the LYSPs would be compromised if any attempt was made to mediate what appeared be an intractable and long-standing situation. As the LPD's primary interface with the Cleveland LYSP, Mr. Lushin took up some of the slack in this regard, being able to remove himself to some extent from this less than friendly atmosphere. Mr. Lushin reported that he contacted the Cleveland LYSP once or twice a month by phone.

The first LPD FY80 visit to the Fort Worth LYSP was conducted by Mr. Boggs and Mr Lushin at the end of April, 1980. The LPD's second site visit to the Fort Worth LYSP was conducted by Mr. Lushin at the end of August, 1980. Mr. Lushin made two site visits to the Cleveland LYSP and these were conducted by the LPD and were coordinated with Aurora's LYSP evaluation site visits (Aurora, also served as the evaluator of the FY80 LYSPs).

The LPD facilitated the evaluator's task, particularly during the first round of site visits to the LYSPs by assisting in the arrangement of meetings and interviews, and introducing the evaluator of LYSP staff and other key informants. The LPD also responded to the evaluator's requests for LYSP-related information during the course of FY80. These LPD activities were extremely beneficial to Aurora in carrying out its evaluation tasks.

Finally, it should be noted that the LPD conducted a meeting with LYSP staff in Atlanta, Georgia on July 8-10, 1980, to review LYSP operations and performance. (This meeting was also attended by Aurora.) Unfortunately, the Cleveland LYSP staff were unable to attend this meeting for reasons unknown to the evaluator, sending a Cleveland ULA representative instead.

With regard to the LPD's LYSP-related reporting requirements to LEAA, Mr. Boggs reported to two LEAA Project Monitors regarding the status of LYSPs. LPD activities in assisting the LYSPs were reported to the OCJP Project Monitor, while the progress of the LYSPs themselves was provided to the Project Monitor within OJJDP. Although Mr. Boggs maintained regular communications with both Project Monitors, contact with OJJDP was disrupted following the departure of the LYSP Project Monitor within this office at the beginning of May, 1980. Following a number of unsuccessful attempts to initiate contact with OJJDP, communication was

eventually re-established toward the end of FY80. Mr. Boggs reported that this occurrence did to some extent impair his ability to process various LYSP requests (e.g., request for budget modifications and a no-cost extension, which had to be channeled to OJJDP through his office).

The provision of T/A as needed or requested

Aurora requested that the LPD record the T/A it delivered to each LYSP during FY80, specifying: a) the location at which the T/A was provided, b) the dates it was delivered, c) the objectives of the T/A delivered, d) the number of hours required to deliver each episode of T/A, and e) the outcome of the T/A provided. These data are summarized in Table 5-1 for the Fort Worth LYSP and Table 5-2 for the Cleveland LYSP. (Note that in Tables 5-1 and 5-2 that the outcome of each T/A episode is not provided since the LPD indicated that all T/A objectives were obtained.)

In comparing the T/A episodes listed in Tables 5-1 and 5-2, the difference in the volume of T/A provided by the LPD for the two LYSP becomes immediately apparent. Thus, while the LPD indicated that a variety of T/A was delivered to the Fort Worth LYSP throughout the course of FY80 (e.g., related to LYSP start-up, a no-cost extension request, fiscal management, relations with OJJDP, etc.), the LPD recorded only one specific T/A episode with the Cleveland LYSP. As indicated in Table 5-2 the Assistant Director did not provide a listing of specific T/A episodes for the Cleveland LYSP. The poor relationship

T A B L E 5-1

TECHNICAL ASSISTANCE (T/A) PROVIDED TO THE FORT WORTH, TEXAS LYSP BY THE LPD AS REPORTED BY THE LPD DIRECTOR AND ASSISTANT DIRECTOR				
LOCATION	DATES OCCURRED	LPD STAFF/ CONSULTANTS NEEDED	NEEDED # OF HOURS	SPECIFIC OBJECTIVES
(By LPD Director)				
Washington, D.C.	Dec. 1, 1979	LPD staff	1 hour	To secure approval of LYSP start-up
Washington, D.C.	Dec. 17, 1979	LPD staff	3 hours	To start payroll to LYSP staff and get advance funds
Washington, D.C.	Jan. 2, 1980	LPD staff	5 hours	To get independent auditor for LYSP so they could get and disburse their own funds.
Washington, D.C.	Jan. 10, 1980	LPD staff	4 hours	Establishing relationship between LYSP & OJJDP
Washington, D.C.	Jan. 18, 1980	LPD & Aurora staff	2 hours	Establish evaluation
Washington, D.C.	Feb. 8, 11 1980	LPD staff	5 hours	Finish working out details on LYSP to take over disbursement of funds
Washington, D.C.	Feb. 13, 1980	LPD staff	5 hours	
Washington, D.C.	March 3, 1980	LPD staff	2 hours	Prepare budget modifications for LYSP
Fort Worth, TX	April 21, 1980	LPD & Aurora staff	16 hours	Meet with Board for assistance on bonding and possible grant funds.
Washington, D.C.	*Not Available	LPD staff	20 hours	
Atlanta, GA	July 8-10, 1980	LPD, Aurora, & Cleveland staff	16 hours	Review of grants - evaluation and possible funding sources

T A B L E 5-1

(Continued)

LOCATION	DATES OCCURRED	LPD STAFF/ CONSULTANTS NEEDED	NEEDED # OF HOURS	SPECIFIC OBJECTIVES
(By LPD Director) (Continued)				
Washington, D.C.				Review of grant proposal to OJJDP
Washington, D.C.				G.A.N. for no-cost extension
(By LPD Assistant Director)				
<p>Again, this data was not maintained in such a fashion to comply with this particular chart. However, this office has assisted in devising the initial program, structure, by-laws, liaison with the court, and assistance in obtaining the first United Way approval. It also walked through the initial stages for A-95 approval. T/A also involved telephone contact with LYSP staff where advice and guidance was given. Assistance was also given in several attempts to secure outside funding. This entailed review of grants and the suggestions necessary to improve them.</p>				

T A B L E 5-2

TECHNICAL ASSISTANCE (T/A) PROVIDED TO THE CLEVELAND, OHIO LYSP BY THE LPD AS REPORTED BY THE LPD DIRECTOR AND ASSISTANT DIRECTOR				
LOCATION	DATE(S) OCCURRED	LPD STAFF/ CONSULTANTS NEEDED	NEEDED # OF HOURS	SPECIFIC OBJECTIVES
(By LPD Director)				
Washington, D.C.		LPD staff	3 hours	G.A.N. for budget revision and contract
(By LPD Assistant Director)				
<p>Unfortunately, this data was not kept as the project progressed. And to dig it out would take a considerable amount of time. The Cleveland LYSP need for T/A from this office was during the early stages of implementation and the initial development of the proposal (including budgetary requirements and a process for the exchange of vouchers and reimbursements). Other assistance provided by this office entailed "trouble-shooting". Problems would arise from time to time where an outside force such as LPD would be more effective than someone from the local scene. This was more often problems arising with the court and the probation office than simple programmatic functions.</p>				

between the Cleveland LYSP and the LPD Director mentioned earlier was viewed by Aurora as the major factor contributing to the small number of T/A episodes delivered to the Cleveland LYSP.

Assistance in securing state or local funding

During FY80 the LPD identified the local United Way as a potential funding source for the Fort Worth LYSP. The LPD was instrumental in guiding the LYSP staff through the initial funding application process and the program, and was in fact, awarded "special project" status by the United Way -- a major step in the process of securing funds from this organization. The Fort Worth ULA even made structural and other programmatic changes (e.g., expanding the size of its Board of Directors and modifying its financial reporting system) to conform to United Way's requirements for funding. The LPD assisted the Fort Worth ULA (LYSP) staff with these changes.

Unfortunately, it was learned at the end of FY80 that United Way funds would not be available for the coming year. The LPD helped the staff initiate an appeal of this ruling and contacted local labor representatives (e.g., liaisons with United Way) in this regard. Ultimately, these efforts were unsuccessful as this appeal was denied. As it was becoming clear that LYSP funding would not be available from United Way, the LPD began making inquiries regarding state funding to the Texas Governor's Criminal Justice Division; however, these efforts also failed to result in funding for the LYSP. The LPD

included a variety of other activities aimed at securing federal monies for the Fort Worth LYSP (although it should be noted that assistance in securing federal funds was not a prescribed LPD activity). With the assistance of Alan Bosch, a member of the AFL-CIO national community services staff, the LPD explored LYSP funding opportunities through the Department of Labor, National Institution on Drug Abuse, and the National Institute on Alcohol and Alcoholism. These efforts did not result in any concrete funding possibilities.

The LPD also sent the Fort Worth LYSP an RFP from OJJDP which, if successfully bid, would have provided the Fort Worth LYSP with an additional two years of federal funding. The Fort Worth LYSP submitted a proposal to OJJDP which was ultimately denied. The LPD assisted the LYSP in its attempt to secure these funds by reviewing the LYSP's proposal before submission and by assisting the LYSP during its appeal of OJJDP's eventual decision to deny funding.

Regarding the Cleveland LYSP, the LPD did assist in a successful negotiation with the Juvenile Court whereby one half of the Juvenile Court Liaison's salary was funded by the Court as of May, 1980. (The JCL in Cleveland served as the primary interface between the Court and the LYSP, referring appropriate youth from the Court to the program).

The LPD forwarded a copy of OJJDP's RFP (which was also sent to Fort Worth) to the Cleveland LYSP, but the proposal submitted failed to make it past the initial review process.

Finally, the LPD explored various funding options with both programs during its site visits and the aforementioned LPD-LYSP staff meeting held in Atlanta, Georgia.

Conclusions based on Aurora's findings for the three sub-areas of this component are:

- the LPD's LYSP data recording and reporting forms were outdated and not specifically tailored to the goals and objectives of the FY80 LYSPs;
- for the Cleveland LYSP, the low number of contacts with the LPD's Washington office, and the relative small amount of T/A and assistance in securing funds, was the likely result of the poor relationship between the LPD Director and the Cleveland LYSP. While Aurora cannot attribute this difficulty to either party, there was little doubt that this problem seriously detracted from the LPD's ability to assume a more facilitative role at the Cleveland LYSP;
- while the volume of T/A delivered to the Cleveland LYSP was low and its exact value cannot be fully specified, the LPD did succeed in providing a variety of T/A to the Fort Worth LYSP which seemed to meet the needs of the recipients; and,
- the LPD was unsuccessful in assisting either LYSP secure FY81 funding (from any source), although there clearly were more efforts directed toward this task in Fort Worth than in Cleveland.

The following recommendations are offered regarding the findings for this component:

- all reporting and data recording forms used by the LPD (for the LYSP and other purposes) should be updated to conform with the requirements of existing or proposed projects;
- a more systematic and documented approach to securing funds for programs should be detailed in future efforts of this sort; and,

- a mechanism for addressing and resolving communication breakdowns between key parties to a project should be developed to preclude the possibility that the performance of project-related duties and responsibilities will be impaired (by either party to this dispute).

5.6 Findings RE: Component V: Assistance to New United Labor Agencies (ULAs) with Existing or Potential Crime Resistance and Justice Reform Programs

It should be noted at the outset that the mechanism for the delivery of T/A to ULAs deviated somewhat from the process outlined in the CRCJJR proposal. The LPD did not actually single out and select ULAs to receive T/A to establish programs (as was indicated in the CRCJJR proposal); instead, the LPD's T/A delivery mechanism consisted primarily of responding to T/A requests from various ULAs. Thus, formal criteria for identifying ULAs to receive T/A were not developed (beyond those already provided in the CRCJJR proposal), and a formal ULA selection and identification process did not occur. The LPD apparently decided to abandon this process and concentrate its efforts on responding to various outside requests for such assistance rather than focusing its efforts on program development within a few ULAs. In any event, the LPD did deliver a variety of T/A to ULAs, and Aurora provided the LPD with the LPD Technical Assistance (T/A) Episode Recording Form (see Appendix 5-6) on which such T/A could be recorded. T/A episodes reported by the LPD included:

- assisting the Norfolk, Va. ULA and Norfolk State University in a collaborative effort to establish a college course in juvenile justice and crime prevention. The LPD provided assistance in helping these groups arrange for a series of speakers from the court, organized labor, various community service agencies, and the community-at-large. Twenty-one students took the course, which aimed

at providing an understanding of the juvenile justice system and how they could become involved in constructive change and support for this system. The series of ten classes began in February, 1980 and ended in May, 1980. Mr. Boggs, the LPD Director, reported that the effort represented the first time that organized labor and a university had been involved in the establishment of a program of study which was primarily sponsored by labor and which was available to the total community. On May 9, 1980, Aurora attended the "graduation" ceremony held in Norfolk, Virginia, for the twenty-one students who completed this course. (See Appendix 5-7 for Aurora's report regarding these activities).

- reviewing grants to be submitted to LEAA and funding possibilities (e.g., by sending RFPs) for Career Placement and Diversion, Inc., in Millbrae, California, an AFL-CIO program designed to assist ex-offenders by providing job placements and other support services.
- assisting the ULA in Wilmington, Delaware, to review existing programs and to give assistance in maintaining the current level of funding for its Juvenile Restitution Program. The LPD conducted an on-site visit, meeting with ULA staff to review program procedures and other material to determine if such programs were meeting their goals and objectives. As a result of this visit, the LPD also contacted OJJDP for grant renewal information and instructed ULA staff in the use of processes and guidelines for appealing a recent rejection of an OJJDP-funded initiative. Out of this series of interactions with the Wilmington ULA, the LPD learned of a relatively new program in which jobless and/or ex-offender youth were employed, trained, supervised by organized labor to weatherize homes of the elderly. The LPD disseminated this project model to other ULAs and community services staff throughout the country (e.g., the Phoenix, Arizona ULA and members of Des Moines, Iowa's of South Central Federation of Labor).
- responding to a request for T/A from Carol Minoque, the Director of the Phoenix, Arizona ULA. (This request was generated by Mr. Minoque's participation in the Community Services Survey-Component I.) Two site visits to the Phoenix ULA were conducted by the LPD. During the first site visit the LPD met with Mr. Minoque to discuss how labor should or could be involved with current community service needs in the Phoenix area and the possible role that labor could play in the criminal justice system. During this visit, the LPD met with the Central

Labor Council and representatives of other community service agencies to discuss these issues and the concept underlying the youth weatherization program (which was being conducted by the Wilmington, Delaware ULA). Aurora accompanied the LPD on this visit, and these activities are presented in more detail in Aurora's trip report for this visit (see Appendix 5-8). During the LPD's second site visit, meetings were held with representatives of the Phoenix, ULA (i.e., Mr. Minoque), the State Department of Corrections and the American Foundation on Criminal Justice to discuss potential funding sources for ex-offender programs (e.g., the home weatherization project).

- attending meetings of the South Central Federation of Labor in Des Moines, Iowa, to design programs aimed at diverting youth from the criminal justice system and to discuss potential funding sources for these programs. The LPD brought together the United Way, members of organized labor, (i.e., the Des Moines, Iowa ULA) and the Central Iowa Planning Council to discuss these initiatives. Guidelines and objectives for these programs were established and the potential of funding from CETA (Titles IID, IV, VI and VII), the Governor's discretionary fund, and the Department of Energy was explored. The fate of the proposed one million dollar youth diversion project (similar to the home winterization project for the elderly which was described earlier) was undetermined as of this writing as no definite funding commitments have yet been secured.
- conducting meetings with representatives of the San Francisco, California ULA to discuss how agencies should identify and write grants. Five small discussion groups and workshops were held to explore potential funding from CETA, state discretionary monies, OJUDP, and other offices within LEAA. Following these meetings, the ULA received funding for two of three grants written by this agency. Aurora attempted to contact the ULA representative involved with the LPD during these meetings to determine how instrumental the LPD's assistance was in securing the monies that were obtained; however, as this individual could not be reached (he was in the process of leaving the ULA for another community services position), this information was not available.

- providing a variety of assistance to develop, fund, and implement a twenty-four hour emergency shelter home in Kokomo, Indiana, for victims of domestic violence. Jean Lushin, the LPD Assistant Director, was responsible for writing the proposal for the program, mustering community support (including the initiation of contacts within Indiana State Congressmen), securing funding, and providing on-going assistance to the operational program. During a phone conversation at the end of the CRCJJR Project year with the Director of the shelter, Mr. Lushin's assistance was highly complimented and it was apparent that Mr. Lushin's efforts were viewed as the major reason why the shelter was developed and funded.

Aurora's conclusions related to the LPD's assistance to new ULAs (Component V) are as follows:

- the LPD drifted from the activities described for this component in its CRCJJR proposal as no further ULA selection criteria were developed and no ULAs were formally identified and selected to develop specific programs; instead, the LPD responded to various outside T/A requests from ULAs and other community groups throughout the project year;
- the LPD was instrumental in establishing a twenty-four hour shelter care facility for victims of domestic violence in Kokoma, Indiana, and the LPD may have facilitated the awarding of several grants within the ULA in San Francisco, California; however, with these exceptions, no other LPD efforts related to this component resulted in the funding or implementation of specific crime resistance or other justice programs;
- the LPD did not adequately document its ongoing T/A efforts even though T/A Episode Recording Forms for most T/A episodes were provided by the LPD at the end of the project year;
- there were no policies and procedures for the effective and efficient coordination of T/A delivery between the LPD office in Washington, D.C. and Kokomo, Indiana; and,
- in its favor, all individuals contacted by Aurora during informal, T/A followup conversations consistently provided positive comments regarding their interactions with LPD staff, noting them as a valuable resource within the community services arena.

Recommendations for this component include:

- in future efforts, the LPD should adhere more strictly to the prescribed activities set forth in its proposals;
- a more effective and efficient mechanism should be established between the LPD's two offices for the coordination of the delivery of services required by future efforts; and,
- the LPD should more adequately document and maintain records of its ongoing T/A efforts.

CHAPTER 6

SUMMARY

In this final chapter, we take a step back to examine the CRCJJR project from a broader perspective than that taken in the preceeding chapter. Recommendations are presented which address findings for the project as a whole based on the component-specific outcomes which were presented in the previous chapter.

Aurora presents the following general recommendations based on its overall assessment of CRCJJR project:

- the LPD should direct more effort toward planning and management activities to ensure that project-related activities are more specifically tied to stated goals and objectives. The LPD's tendency to drift away from the activities prescribed in its proposal to OCJP could have been decreased if the LPD had devoted more energy to such planning and management efforts;
- the precise nature of the manner in which the LPD Director and Assistant Director define their different project-specific roles and responsibilities should be clarified and more fully stated. Specifically, a detailed account of how project activities will be coordinated between the two LPD offices (i.e.; Washington, D. C. and Kokomo Indiana) should be provided;
- in cases where LPD deliverables are dependent upon the interest and willingness of others to participate in particular activities (e.g., the development of CU programs), the LPD should provide substantive indicators that these individuals or groups will contribute and participate to the anticipated extent;
- future LPD projects should require that the LPD more fully document its ongoing activities, not only to satisfy the needs of the evaluator, but also to provide the LPD with retrievable records of its own activities;

- the LPD should develop a more organized system for filing and logging all of this documentation and other records for this and other projects; and
- all LPD reporting forms (e. g., for the LYSPs) should also be revised.

Taken as a whole, the CRCJJR Project can at best be viewed as a mixture of success and failure. From a negative perspective, the LPD was unable to implement any CU programs, and Aurora concluded that failure to achieve this objective was due primarily to the LPD's misperception of labor's interest and willingness to participate in such programs and the LPD's failure to "sell" the CU concept (e.g., by the delay in disseminating the CUM and CSS Report). Further, the clearinghouse was not formally operationalized and the clearinghouse catalog was never disseminated. In addition, the LPD did not succeed in assisting the LYSPs secure state or local FY81 funding, and both programs were shut down in 1980 for this lack of available monies. The LYSPs also should not be abrogated from responsibility in the regard as this task was also one of their primary missions. With respect to Component V (assistance to new ULAs), it should be noted that the formal ULA selection process and provision of T/A for specific, pre-identified ULAs was dropped in favor of a more casual approach whereby the LPD simply responded to outside T/A requests from ULAs and other groups. Thus, while T/A efforts with ULAs were conducted, the fragmented and ad hoc approach to T/A delivery probably contributed to the LPD's inability to attain its objective of developing crime

resistance and criminal and juvenile justice programs within the ULAs or to provide T/A to such programs once they became operational.

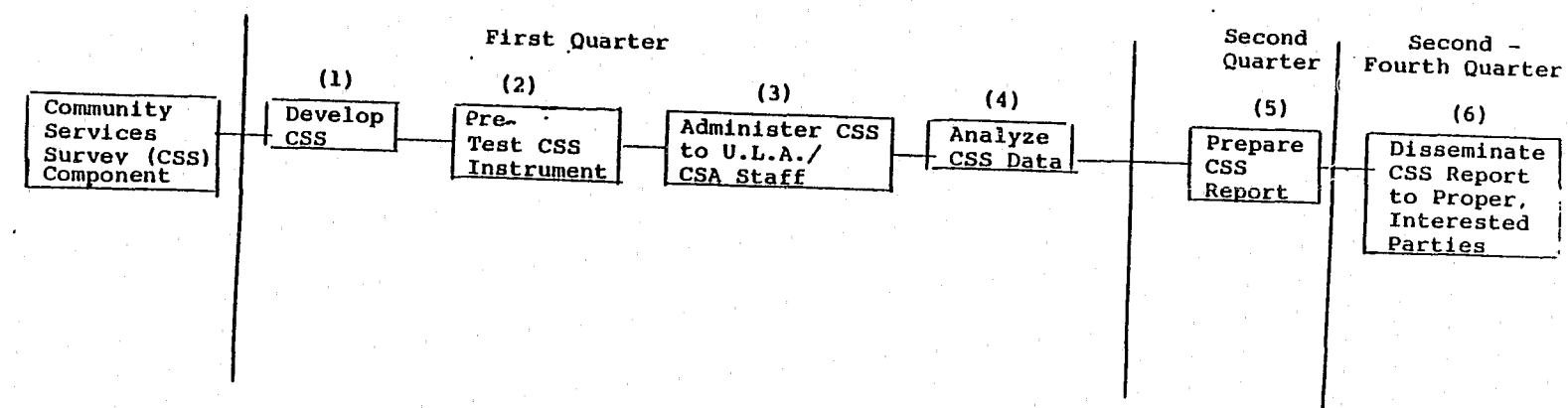
From a positive perspective, the CSS and CUM were developed and a well-received CU Seminar was conducted. Through these efforts several CU training sessions took place and an awareness of CU probably was enhanced within the labor community. The LPD was instrumental in assisting several labor groups secure funding for their grants in the justice area and, in one instance, was directly responsible for the development and funding of a 24-hour, shelter-care facility for victims of domestic violence. Through its numerous liaison and T/A activities, the LPD helped to establish a course in justice programming at Norfolk State University in Norfolk, Virginia, and provided a variety of assistance to labor and community groups throughout the project year. While tangible returns from many of these liaison activities were difficult to specify, there was no doubt that the LPD was positively perceived by the labor community as a valuable and frequently utilized resource in the field of community services and criminal and juvenile justice programming.

CONTINUED

1 OF 3

Appendix 4-1

TIMELINE OF ACTION STEPS FOR COMMUNITY SERVICES SURVEY (CSS) COMPONENT



Appendix 4-1

EVALUATION QUESTIONS, STANDARDS, INDICATORS AND METHODS FOR THE COMMUNITY SERVICES SURVEY (CSS) COMPONENT

Action Step 1

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
1. Develop CSS	NCCD/LPD	1st quarter	<p>1.a. Was the CSS developed?</p> <p>b. Was the CSS developed on time?</p> <p>c. Is the CSS capable of obtaining the requested data:</p> <p>(1) determination of the jurisdiction of the local labor council</p> <p>(2) assessment of councils' involvement in justice activities</p> <p>(3) identification of communities' justice needs as perceived by labor</p> <p>(4) determination of labor communities' victimization rates</p> <p>(5) determination of U.L.A./CSA staff needs for consultation</p> <p>(6) assessment of United Way's interest and involvement in justice issues</p>	<p>1.(a&b) A timely CSS</p> <p>c. (1-9) Relevant questions</p>	<p>1.a. Existence of CSS</p> <p>b. Date completed</p> <p>c. (1-9) Existence of relevant questions</p>	<p>1.a. Document review</p> <p>b. Document review</p> <p>c. (1-9) Item Analysis</p>

Appendix 4-1

(continued)

Action Step 1 (continued)

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
1. Develop CSS	NCCD/LPD	1st quarter	1.c. (7) assessment of the degree to which local labor councils have implemented the AFL-CIO's policies on criminal justice issues (8) an assessment of the U.L.A./CSA staffs' perception of the success of committee/program efforts (9) determination of emphasis given to criminal justice issues in the local training of union counselors d. Is the CSS methodologically sound and usable? (1) are items understandable? (2) are responses measurable? (3) is the response time burden less than 30 minutes?	c. (1-9) Relevant questions d. A CSS that is methodologically sound and usable d. (1) items are understandable (2) responses are measurable (3) response time burden is less than 30 min.	c. (1-9) Existence of relevant questions d. Existence of responses that are: (1) understandable (2) measurable (3) response time is less than 30 minutes	c. (1-9) item analysis d. (1-3) Document review

Appendix 4-1

(continued)

Action Step 2

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
2. Pretest CSS Instrument	NCCD/LPD	1st quarter	<p>2.a. Was the CSS instrument pretested?</p> <p>b. Was the pretest sample sufficient to insure a reasonable assessment of its design and content?</p> <p>c. Were pretest conditions sufficiently similar to actual test conditions to insure reasonable reliability and validity?</p> <p>d. On the basis of the pretest results, was the CSS instrument revised, as warranted?</p>	<p>2.a. A pre-tested CSS instrument</p> <p>b. A sufficient sample (e.g., 3-5) which insures a reasonable assessment of CSS design and content</p> <p>c. Pretest conditions which were sufficiently similar to actual test conditions</p> <p>d. A revised CSS instrument which incorporated changes needed after instrument was pretested</p>	<p>2.a. Evidence of pretest</p> <p>b. Existence of pretest data from a sufficient sample of respondents</p> <p>c. Evidence that pretest conditions were sufficiently similar to actual test conditions</p> <p>d. Existence of revised CSS instrument which incorporated the necessary changes</p>	<p>2.a. Document review</p> <p>b. Document review</p> <p>c. Document review, comparison of pretest vs. actual test conditions</p> <p>d. Document review, comparing pretest CSS instrument with revised CSS instrument</p>

Appendix 4-1

(continued)

Action Step 3

<u>Action Step</u>	<u>Responsible Agent (s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
3. Administer CSS to U.L.A./CSA staff	NCCD/ LPD	1st quarter	<p>3.a. Was the revised CSS (following the pilot test) administered to U.L.A./CSA staff?</p> <p>b. Was CSS administration completed on time?</p> <p>c. Was the sample representative of all U.L.A./CSA staff?</p> <p>(1) select sample size based on time/budget/proposal constraints and the total number of U.L.A./CSA staff</p> <p>(2) identify all U.L.A./CSA staff</p> <p>(3) develop sampling procedure</p> <p>(4) develop criteria by which to determine sample's representatives</p>	<p>3.a. The administration of the revised CSS to U.L.A./CSA staff</p> <p>b. Timely administration of the CSS</p> <p>c. A representative sample of respondents based on:</p> <p>(1) time/budget/proposal constraints and the total number of U.L.A./CSA staff</p> <p>(2) identification of all U.L.A./CSA staff</p> <p>(3) development of a sampling procedure</p> <p>(4) criteria to determine representativeness of sample</p>	<p>3.a. Evidence that CSS was administered to U.L.A./CSA staff</p> <p>b. Date administration completed</p> <p>c. (1-4) Evidence for representativeness of respondents based on standards 3.c (1-4)</p>	<p>3.a. Document review</p> <p>b. Inspect date completed</p> <p>c. (1-4) Document review</p>

Appendix 4-1

(continued)

Action Step 4

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
4. Analyze CSS data	HCCD/LPD	1st quarter	<p>4.a. Was the CSS data analyzed?</p> <p>b. Were the analyses performed on schedule?</p> <p>c. Were analyses performed in a way which would address the questions/informational requirements for which the instrument was intended?</p> <p>(1) what analyses were performed?</p> <p>(2) were analyses performed appropriate for the type of data which was being used?</p> <p>d. Was the data reliable and valid?</p>	<p>4.a. Analysis of CSS data</p> <p>b. Timely completion of data analysis</p> <p>c. Analyses that address the questions/informational requirements for which the instrument was intended</p> <p>(1) description & results of analyses performed</p> <p>(2) appropriate application of analyses for the type of data collected</p> <p>d. Data which are reliable and valid</p>	<p>4.a. Existence of CSS data analysis results</p> <p>b. Data completed</p> <p>c. Existence of appropriate analyses</p> <p>(1) existence of description and results of analyses</p> <p>(2) evidence that appropriate analyses were applied to data</p> <p>d. Existence of reliable and valid data</p>	<p>4.a. Document review</p> <p>b. Inspect date completed</p> <p>c. Compare analysis employed with questions/informational requirements for which instrument was intended</p> <p>(1) Document review</p> <p>(2) Document review</p> <p>d. Document review</p>

Appendix 4-1

(continued)

Action Step 5

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
5. Prepare CSS report	NCCD/LPD	2nd quarter	5.a. Was the CSS report prepared?	5.a. Completed CSS report	5.a. Existence of CSS report	5.a. Document review
			b. Was the CSS report prepared on schedule?	b. CSS report completed on schedule	b. Date Completed	b. Inspect date completed
			c. Did the CSS report address the questions/informational requirements for which the report was intended?	c. CSS report which addressed pre-specified issues	c. Evidence that CSS report addressed pre-specified issues	c. Document review
			(1) what were the results of the CSS?	(1) list of CSS results	(1) existence of CSS results	(1) Document review
			d. Was the CSS report clear and understandable?	d. A clear and understandable report	d. Existence of CSS report which is clear and understandable	d. Document review
			e. Were data and statements contained in the CSS report consistent with results obtained during data analysis?	e. Consistency between data analysis results and statements contained in the CSS report	e. Evidence that data analysis results and data and statements contained in the CSS report are consistent	e. Document review to compare content of data analysis and CSS report

Appendix 4-1

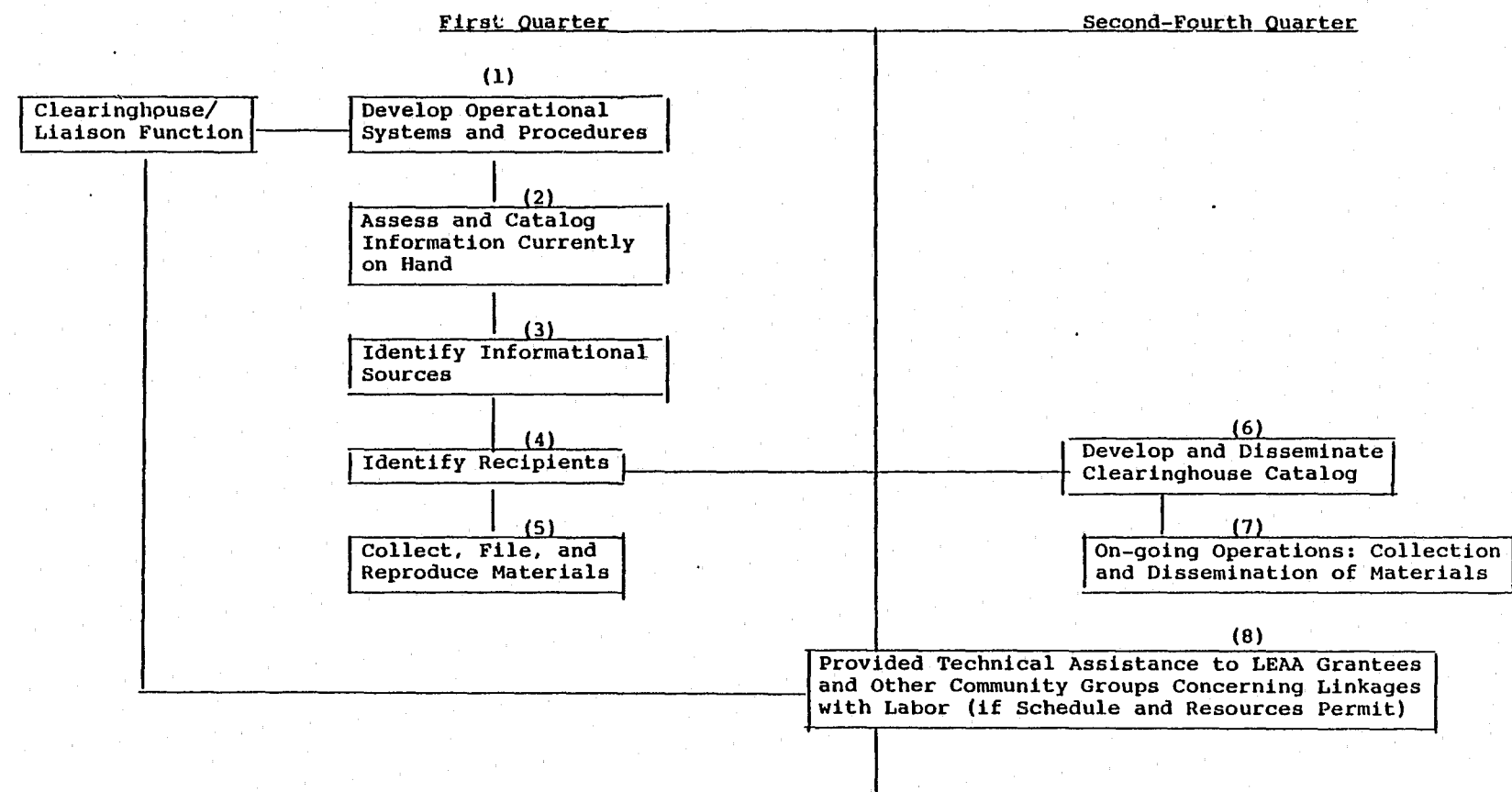
(continued)

Action Step 6

<u>Action Step</u>	<u>Responsible Agents(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
6. Disseminate CSS report to proper, interested parties	LPD	2nd quarter (and ongoing thereafter)	6.a. Was the CSS report disseminated to proper, interested parties (e.g., AFL-CIO and NCCD departments, the evaluator, LEAA, etc.)? (1) Was the CSS report: (a) input into the clearinghouse data base? (b) used for the Craft Utilization (CU) component to help identify 2-3 international unions to develop CU programs? (c) used to identify 2-3 U.L.A.s who have the capacity, interest, and commitment to implement and conduct programs in the criminal and/or juvenile justice area?	6.a. Dissemination of CSS report to proper, interested parties (1) CSS report: (a) contained in clearinghouse data base (b) used for CU component to identify unions to develop CU programs (c) used to identify 2-3 U.L.A.s to develop programs in the criminal and/or juvenile justice area	6.a. Evidence that CSS was disseminated to proper, interested parties (1) Evidence that CSS report was: (a) contained in clearinghouse data base (b) used for CU component to identify unions (c) used to identify 2-3 U.L.A.s for program development	6. (a-c) Document Review

Appendix 4-2

TIMELINE OF ACTION STEPS FOR CLEARINGHOUSE/LIAISON COMPONENT



Appendix 4-2

EVALUATION QUESTIONS, STANDARDS, INDICATORS, AND METHODS FOR THE CLEARINGHOUSE/LIAISON COMPONENT

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Action Step 1</u> <u>Evaluation Question</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
1. Develop operational systems and procedures	LPD	1st quarter	1.a. Were operational systems and procedures developed?	1.a. Clearinghouse operational systems and procedures	1.a. Existence of operational systems and procedures	1.a. Document review
			b. Were they developed on schedule?	b. Operational systems and procedures developed on schedule	b. Date completed	b. Inspect date completed
			c. Were these systems and procedures clear and understandable?	c. Clear and understandable systems and procedures	c. Existence of clear and understandable systems and procedures	c. Document review
			d. Were these systems and procedures realistic?	d. Realistic systems and procedures	d. Existence of realistic systems and procedures	d. Document review
			e. Did these systems and procedures maximize the accessibility of clearinghouse documents to potential users?	e. Systems and procedures which maximize the accessibility of clearinghouse documents to potential users	e. Existence of such systems and procedures	e. Document review and/or interview user sample
			(1) did the LPD develop a procedure for coordinating clearinghouse requests/responses between the D.C. and Kokomo, Indiana offices?	(1) A procedure for coordinating clearinghouse requests/responses between the two LPD offices	(1) Existence of a procedure for this coordination activity	(1) Document review
			(2) Besides the specific documents in the clearinghouse catalog, what other services were available to the public through the clearinghouse?	(2) The LPD will provide other clearinghouse-related services besides dissemination of clearinghouse catalog & documents	(2) Existence of other services	(2) Document review, inspection of service delivery system

Appendix 4-2

(continued)

Action Steps 2 and 3

<u>Action Steps</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
2. Assess and catalog information currently on hand	LPD	1st quarter	2.a. Was information currently on hand cataloged and assessed?	2.a. Information on hand cataloged and assessed	2.a. Evidence that information on hand was cataloged and assessed	2.a. Document Review
			(1) was this done on schedule? schedule?	(1) completed on schedule	(1) Date completed	(1) Inspect date completed
			b. How much and what type (i.e. amount and description) of information was cataloged and assessed?	b. Listing of the amount and description of information cataloged and assessed	b. Existence of listing for amount and type of information cataloged and assessed	b. Document review
3. Identify informational sources	LPD	1st quarter	c. Was the cataloging system realistic and understandable to users?	c. A realistic and understandable cataloging system	c. Existence of a realistic and understandable cataloging system.	c. Document review
			3.a. Were informational sources identified?	3.a. Identification of informational sources	3.a. Existence of informational sources which are identified by number and type (1-2)	3.a. Document review (1-2)
			(1) were they identified on schedule?	(1) identified on schedule		
			(2) what informational sources were identified?	(2) description (number and type) of informational sources		

Appendix 4-2

(continued)

Action Step 3 (continued)

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
3. Identify informational sources	LPD	1st quarter	3.b. What was the process used to identify informational sources?	b. A valid process for identifying informational sources (which allowed representative informational sources to be chosen) (1-2)	b. Existence of a valid process for identifying informational sources (which allowed representative informational sources to be chosen (1-2)	b. Document review (1-2)
			(1) was it valid (e.g., was the process targeted toward obtaining informational sources in the area of criminal and juvenile justice?)			
			(2) were informational sources selected representative of the area from which they were chosen?			
			(3) were the present U.L.C.C.J.C.s and LEAA grant sites used as sources of clearinghouse information?	(3) Use of the U.L.C.C.J.C.s and LEAA grant sites to obtain clearinghouse information	(3) Evidence that U.L.C.C.J.C.s and LEAA grant sites were used as clearinghouse informational sources	(3) Document review

Appendix 4-2

(continued)

Action Step 4

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
4. Collect, file, and reproduce materials	LPD	1st quarter	<p>4.a. Were materials collected, filed, and reproduced?</p> <p>(1) did this occur on schedule?</p> <p>b. Was collection and filing activity consistent with clearinghouse operational systems and procedures?</p> <p>c. How much and what type of material was collected, filed and reproduced?</p>	<p>4.a.(1) Collected materials which are filed and reproduced on schedule</p> <p>b. Materials collection & filing which is consistent with operational systems and procedures</p> <p>c. Record the number and type of material which was collected, filed and reproduced</p>	<p>4.a.(1) Existence of collected materials which are filed & reproduced along with the date completed</p> <p>b. Evidence that materials collection is consistent with operational systems and procedures</p> <p>c. Existence of record for the number and type of material which was collected, filed and reproduced</p>	<p>4.a.(1) Document review and inspection of date completed</p> <p>b. Compare procedures for materials collection & filing with operational systems & procedures</p> <p>c. Document review</p>

Appendix 4-2

(continued)

Action Step 5

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
5. Identify recipients (of catalog)	LPD	1st quarter	5.a. Were recipients identified? (1) did this occur on schedule?	5.a.(1) Recipients identified on schedule	5.a.(1) Recipients' list & date completed	5.a.(1) Document review & inspection of date completed
			b. Who were the recipients? (1) how many recipients were pre-identified (i.e., outreach-related)	b.(1-2) Listing of pre-identified and other recipients	b.(1-2) List of pre-identified and other recipients	b.(1-2) Document review
			(2) how many recipients were not pre-identified (i.e., received catalog after requesting it?)			
			(3) Were international/national unions, AFL-CIO state federations, and local labor councils included as catalog recipients?	(3) International/national unions, AFL-CIO state federations, and local labor councils included as recipients	(3) Evidence that these groups were identified as recipients	(3) Document review

Appendix 4-2

(continued)

Action Step 6

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
6. Develop and disseminate catalog	LPD	after 1st quarter	<p>6.a. Was catalog developed and disseminated?</p> <p>b. Was the catalog developed within the first three months after the items were stocked?</p> <p>(1) was the catalog updated on an "as-needs" basis?</p> <p>(2) did the catalog also include information related to other LPD/NCCD Library materials (i.e., available for use, but not included in catalog) including hours of operation, other services available, etc.?</p> <p>(3) how many documents were contained in the catalog?</p> <p>(4) did the material in the catalog contain information on actual & potential criminal and juvenile justice activities and programs throughout the country?</p>	<p>6.a. A developed and disseminated catalog</p> <p>b. Catalog developed within the first three months after the items are stocked</p> <p>(1) catalog updated on "as-needs" basis</p> <p>(2) catalog containing information related to other LPD/NCCD materials/services</p> <p>(3) At least 10-15 documents contained in catalog</p> <p>(4) catalog containing the relevant information</p>	<p>6.a. Existence of catalog and evidence of its dissemination</p> <p>b. Existence of catalog within three months after the first items stocked</p> <p>(1) evidence that catalog updated "as-needed"</p> <p>(2) Evidence that catalog contained information related to other LPD/NCCD materials/services</p> <p>(3) Existence of 10-15 documents in catalog</p> <p>(4) Existence of relevant information in catalog</p>	<p>6.a. Document review</p> <p>b. Compare date completed with date first items stocked</p> <p>(1) Document review</p> <p>(2) Document review</p> <p>(3) Document review</p> <p>(4) Document review</p>

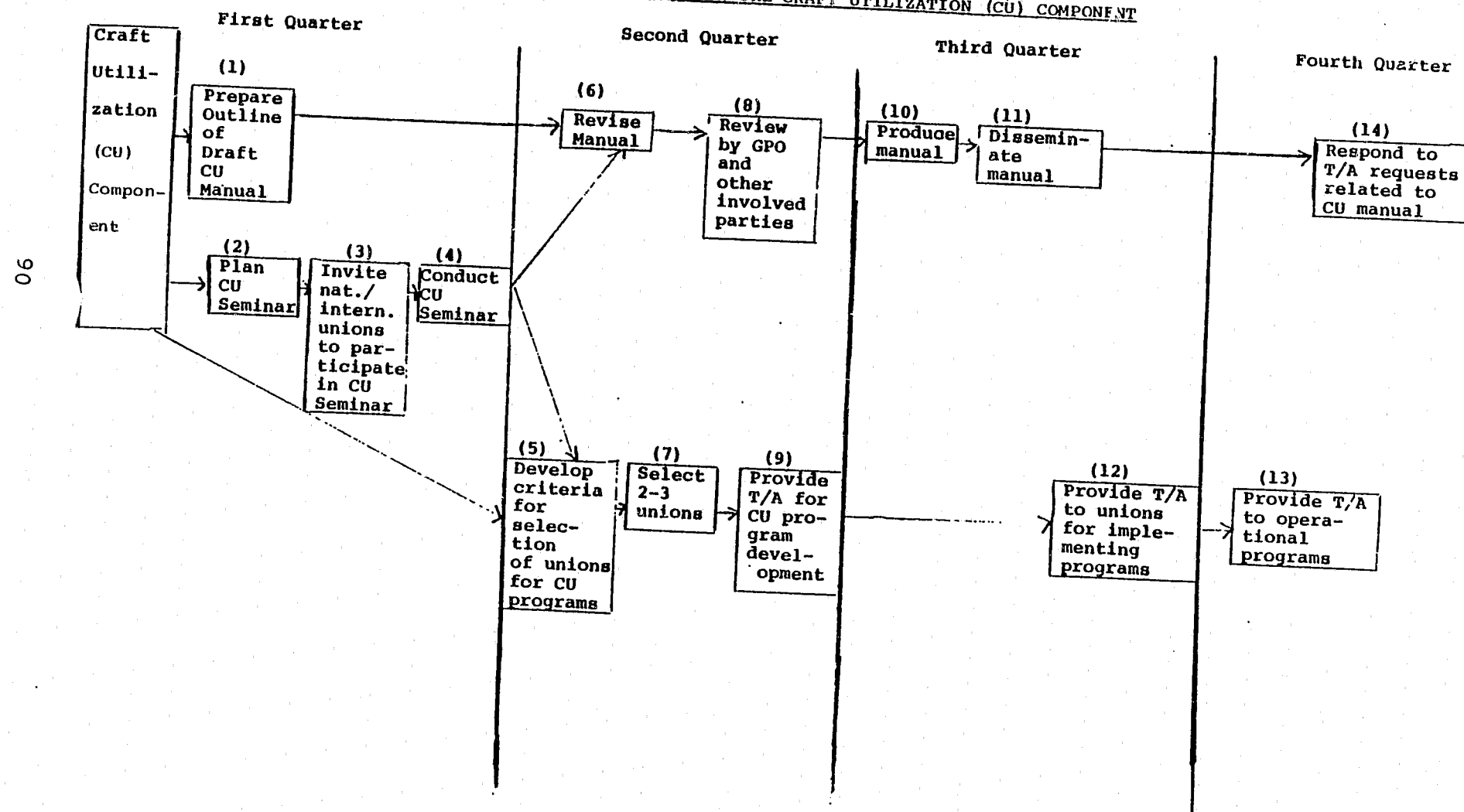
Appendix 4-2

(continued)

Action Steps 7 and 8

<u>Action Steps</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
7. On-going operations: collection & dissemination of materials	LPD	after 1st quarter	b.(2) what were the LPD responses to these requests, and what outcomes were associated with this LPD activity?	b.(2) LPD responses to outside requests will be described & tallied as will any outcomes associated with this LPD activity	b.(2) Evidence that LPD responses to outside requests were described & tallied with outcomes associated with this LPD activity	7(a-c) Document review
			c. Was the clearinghouse function used to:	c.(1-4) The LPD will use the clearinghouse function to satisfy the requirements of c.(1-4)	c.(1-4) Evidence that the LPD used the clearinghouse function to satisfy the requirements of c.(1-4)	
			(1) provide T/A to existing U.L.C.C.J.C.s?			
			(2) establish criteria for programs in U.L.A.s?			
			(3) provide T/A for operational programs for craft utilization?			
			(4) provide input to the LEAA and NIJJDP clearinghouses?			
8. Provide technical assistance (T/A) to LEAA grantees & other community groups concerning linkages with labor (if schedule & resources permit)	LPD	on-going	8.a. For Evaluation Questions, Standards, Indicators and Methods related to the delivery of TA, see Action Step 6 ("provide T/A to operational programs") for Component to Establish Crime Resistance Programs in U.L.A.s			

TIMELINE OF ACTION STEPS FOR THE CRAFT UTILIZATION (CU) COMPONENT



Appendix 4-3

EVALUATION, QUESTIONS, STANDARDS, INDICATORS, AND METHODS FOR THE CRAFT UTILIZATION COMPONENT

Action Step 1

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
1. Prepare Outline for Draft CU Manual	NCCD/LPD	1st Quarter	<p>(1) Was outline for draft CU manual prepared?</p> <p>(2) Was manual Outline prepared in time to disseminate to CU seminar participants?</p> <p>(3) Was the outline valid (content validity)?</p> <p>(4) Was it clear and understandable?</p> <p>(5) Was it well organized?</p> <p>(6) Did it contain sufficient detail to meet the needs of its users?</p> <p>(7) Were needs of user's assessed?</p> <p>(8) Were overall goals of component specified clearly?</p> <p>a) were these goals consistent with project goals?</p> <p>b) were these goals realistic?</p> <p>c) were these goals measurable?</p>	<p>(1) An outline of the CU Manual which is:</p> <p>(2) Timely</p> <p>(3) valid</p> <p>(4) clear & understandable</p> <p>(5) well organized</p> <p>(6) meets the needs of users</p> <p>(7) Needs assessment</p> <p>(8) specification of goals which are:</p> <p>a) consistent with project goals</p> <p>b) realistic</p> <p>c) measurable</p>	<p>(1) Existence of CU Manual</p> <p>(2) Date completed</p> <p>(3) CU Manual</p> <p>(4) CU Manual</p> <p>(5) CU Manual</p> <p>(6) CU Manual</p> <p>(7) Needs assessment conducted.</p> <p>(8a-c) Existence of goals</p>	<p>(1) Document review</p> <p>(2) Examine date completed in relation to future action steps</p> <p>(3) Document review</p> <p>(4) Document review</p> <p>(5) Document review</p> <p>(6) Document review</p> <p>(7) Needs assessment (e.g. interviews)</p> <p>(8) Document review</p>

Appendix 4-3

(continued)

Action Step 2

<u>Action Step</u>	<u>Responsible Agent</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
2. Plan CU Seminar	NCCD/LPD	1st Quarter	<p>(1) Was the CU Seminar planned?</p> <p>a) Was it conducted in time to be coordinated with other action steps?</p> <p>(2) Were expectations of LPD and participating unions defined clearly and were these:</p> <p>a) consistent with goals of project/component</p> <p>b) realistic</p> <p>c) measurable</p> <p>(3) Was plan developed for:</p> <p>a) degree of familiarity with CU material by participants prior to seminar?</p> <p>b) content of seminar (apart from CU Manual)</p> <p>c) process of seminar?</p> <p>(1) general procedure for conducting seminar and a plan for incorporating data into revised manual.</p> <p>d) insuring that seminar is well coordinated and organized:</p> <p>(1) were operational procedures established for planning and conducting seminar?</p> <p>(a) was the influence of structural factors on the seminar process considered? (i.e., size of room, seating arrangements, etc.)</p> <p>(4) Was interface with evaluation component specified clearly?</p> <p>a) types of data to be collected and by and for whom?</p> <p>(5) Was the need for post-seminar follow-up determined?</p>	<p>(1) A timely CU seminar Plan</p> <p>(2) Clearly definable, project -- consistent, realistic and measurable goals for LPD and users</p> <p>(3) A plan for: (3a-d)</p> <p>(4) A clearly specifiable interface</p> <p>(5) Post-seminar followup - if needed</p>	<p>(1) Existence of plan</p> <p>(2) Existence of goals</p> <p>(3) Existence of Plan for (3a-d)</p> <p>(4) Existence of a clearly specifiable interface</p> <p>(5) Existence of post-seminar followup - if needed</p>	<p>(1) Document review</p> <p>(2) Document review</p> <p>(3) Document review</p> <p>(4) Document review</p> <p>(5) Needs Assessment (e.g., interviews)</p>

Appendix 4-3

(continued)

Action Step 3

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
3. Invite international/national unions	NCCD/LPD	1st quarter	<p>(1) Were unions invited to participate in CU Seminar?</p> <p>a) was the timing of invitations coordinated with other action steps?</p> <p>(2) Were criteria developed for selection of unions to participate?</p> <p>a) were criteria reliable and valid?</p> <p>b) did criteria pursue project/component goals?</p> <p>(3) Were potential participants identified?</p> <p>(4) Was operational procedure developed to send and receive correspondence to unions?</p>	<p>(1) Unions invited in coordination with other action steps.</p> <p>(2) Reliable and valid criteria for selection unions to participate (which are consistent with project/component goals)</p> <p>(3) Identified participants</p> <p>(4) Operational procedure for sending and receiving correspondence from unions.</p>	<p>(1) Letters of Invitation sent to participants</p> <p>(2) Existence of criteria</p> <p>(3) List of identified users.</p> <p>(4) Existence of procedure</p>	<p>(1) Document review</p> <p>(2) Document review</p> <p>(3) Document review</p> <p>(4) Document review</p>

Appendix 4-3

(continued)

Action Step 4

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>
4. Conduct CU Seminar	NCCD/LPD	1st Quarter

Evaluation Questions

- 1) was CU seminar conducted?
 - a) was it conducted on schedule?
- 2) was planning for content and process followed?
- 3) were the goals of the seminar achieved?
 - a) what did seminar participants learn from staff?
 - b) what did LPD staff learn from participants?
- 4) was the role of the evaluation component of the project coordinated with seminar activities?
- 5) did the seminar function provide for feedback from participants?
 - a) what feedback did participants provide?

Standards

- 1&2, A CU seminar which was conducted on schedule and which followed its planned schedule of activities.
- 3) goals of seminar for participants and LPD staff will be achieved
- 4) a well-coordinated evaluation role
- 5) available plan for providing followup to seminar participants and a record of feedback from participants

Indicators

- 1) seminar conducted on schedule in accordance with prior planning
- 3) achievement of goals by seminar participants
- 4) implementation of well coordinated evaluations
- 5) existent mechanism for feedback from participants

Method

- 1&2, conducted seminar on time in accordance with prior planning
- 3) compare goals set with goals achieved.
- 4) questionnaires, interviews
- 5) interviews, document review

Appendix 4-3
(continued)

Action Steps 5 and 6

<u>Action Steps</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
5. Develop Criteria for Selection of Unions for CU Programs	NCCD/LPD	2nd Quarter	<p>(1) Were reliable and valid criteria for union selection developed?</p> <p>a) were criteria: (1) consistant with project/ component goals? (2) realistic (3) measurable</p> <p>b) were criteria developed on time?</p> <p>(2) Were criteria made explicit to all invited parties?</p>	(1&2) Reliable and valid criteria for union selection which are consistent with goals, realistic, measurable, clear and understandable, developed on time and made explicit to unions.	(1&2) Existence of criteria	(1&2) Document review
6. Revise CU Manual	NCCD/LPD	2nd Quarter	<p>(1) Was CU Manual revised?</p> <p>a) was it revised on schedule?</p> <p>(2) Were appropriate data from CU seminar incorporated into revised CU Manual?</p> <p>a) were these data consistent with project/component goals?</p> <p>(3) Is manual clear and understandable?</p> <p>(4) Is manual packaged appropriately?</p>	(1,2,3,&4) A clear & understandable CU manual developed on schedule which is packaged appropriately and whose goals are consistent with project/component goals.	(1,2,3,&4) Existence of revised Manual and (date completed) which is packaged appropriately	(1,2,3,&4) Document review, examine date completed

Appendix 4-3
(continued)

<u>Action Step 7</u>						
<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
7. Select 2-3 Unions for CU Programs	NDDC/LPD	2nd Quarter	(1) Were 2-3 Unions selected ? a) were they selected on schedule?	(1&2) 2-3 unions selected for CU program in accordance with schedule and selection criteria	(1) Existence of report on selection 1a) date completed	(1) Document Review
			(2) Were selection criteria applied consistently and uniformly?		(2) Unions selected best satisfy criteria	(2) Compare unions in relation to criteria
			(3) Have LPD/Union expectations been clearly communicated?	(3) Clear communication of LPD/union expectations.	(3) Existence of clear expectations by the LPD/unions	(3) Interviews, document review

Appendix 4-3

(continued)

Action Step 8

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
8. Review by GPO and other involved parties	NCCD/LPD (for submission of appropriate documents)	2nd Quarter	<p>(1) Was revised CU Manual reviewed by GPO and other involved parties?</p> <p>a) was it revised on schedule?</p> <p>(2) Were procedures/requirements for review clear? (i.e., identify all involved parties)</p> <p>a) were these procedures/requirements followed?</p> <p>(3) Was a clear and understandable plan developed for incorporating feedback from review?</p>	<p>(1) The revised CU Manual was reviewed on schedule by GPO and other involved parties</p> <p>(2) All parties were clear about review procedures and these were followed.</p> <p>(3) A clear and understandable plan for incorporating feedback from review.</p>	<p>(1) Existence of reviewed (approved), revised CU Manual</p> <p>(2) Compliance with procedures/requirements for review.</p> <p>(3) Existence of plan</p>	<p>(1) Document Review</p> <p>(2) Document Review</p> <p>(3) Document Review</p>

Appendix 4-3 (continued) Action Step 9						
Action Step	Responsible Agent(s)	Milestone Date	Evaluation Questions	Standards	Indicators	Method
9. Provide Technical Assistance For CU Program Development.	NCCD/LPD	3rd Quarter	(1) Was T/A provided for CU Program development?	(1&2) The provision of T/A to CU program developers meeting goals based on needs assessment	(1&2) T/A provided to CU program developers with goals based on needs assessment	(1&2) Document review and other assessment strategies (e.g., interviews, surveys, etc.)
			(2) Were needs assessed? a) were clear and understandable goals derived from needs assessment which were: 1) consistent with project/program goals? 2) realistic? 3) measurable? 4) "target" and "crime" specific?			
			(3) Did T/A relate to identified needs of unions?			
			(4) How did recipients view utility of T/A?			
			(5) What was the level of T/A provided (e.g., #of days) a) what were the topics method of delivery? 1) who delivered T/A?			
			(6) What was the process for identifying T/A topics and making T/A requests?			
			(7) Were any requests for T/A refused? a) if so, why?			

Appendix 4-3

(continued)

Action Step 10

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
10. Produce (Print) CU Manual	NCCD/LPD	3rd quarter	<p>(1) Was CU Manual produced? a) was it produced on schedule? b) how many copies were produced?</p> <p>(2) Were operational procedures/steps defined to ensure successful production of entire manual w/in the scheduled milestone date?</p> <p>(3) Was CU Manual printed and packaged appropriately? a) is printed CU Manual clear and understandable? b) is format/presentation/packaging of printed CU Manual aesthetically appealing?</p>	<p>(1) A specified number of CU Manuals</p> <p>(2) Operations/procedures/steps to ensure "successful" production.</p> <p>(3) A clear and understandable printed CU Manual which is packaged nicely</p>	<p>(1) Existence of printed CU Manuals</p> <p>(2) Existence of procedures/steps</p> <p>(3) Existence of clear and understandable printed CU Manual which is packaged nicely</p>	<p>(1) document review</p> <p>(2) development of procedures/steps to ensure "successful" production</p> <p>(3) document review</p>

Appendix 4-3
(continued)

Action Step 11

Action Step	Responsible Agent(s)	Milestone Date
11. Disseminate CU Manual	NCCD/LPD	3rd quarter

Evaluation Questions

Standards

Indicators

Method

- | | | | |
|--|---|--|---|
| <p>(1) Was CU Manual disseminated to identified recipients on schedule?</p> <p>(2) Was a plan for CU Manual dissemination developed?</p> <p style="margin-left: 20px;">a) were recipients of CU Manual identified?</p> <p style="margin-left: 40px;">1) were criteria for CU Manual Recipients defined?</p> <p style="margin-left: 40px;">b) were operational procedures developed to record, maintain and monitor dissemination process?</p> <p style="margin-left: 40px;">c) was responsibility for CU Manual dissemination function defined and assigned clearly?</p> | <p>(1) CU Manual disseminated on schedule to all identified recipients</p> <p>(2) CU Manual dissemination plan</p> <p style="margin-left: 20px;">a) criteria for identification of recipients</p> <p style="margin-left: 20px;">b) a record keeping function to maintain and monitor dissemination process</p> <p style="margin-left: 20px;">c) clearly defined roles for CU Manual dissemination staff</p> | <p>(1) Manuals disseminated on schedule</p> <p>(2) Existence of plan</p> | <p>(1) document review</p> <p>(2) document (a-c) review</p> |
|--|---|--|---|

Appendix 4-3
(continued)

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Action Step 12 Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
12. Provide Technical Assistance for Implementing CU Programs	NCCD/LPD (T/A)	3rd Quarter	<p>(1) Was T/A for implementing CU programs provided on schedule?</p> <p>(2) Were needs assessed?</p> <p>(3) Were there clear goals for T/A consultation? a) Did T/A provide assistance to CU programs for secure funding?</p> <p>(4) Was implementation strategy consistent with goals established during program development phase? consistent w/ prior goals</p> <p>(5) Did T/A relate to identified needs of unions and how did recipients of T/A review the utility of T/A provided?</p> <p>(6) What were the T/A topics and how were they identified?</p> <p>(7) How were T/A requests made?</p> <p>(8) Are any program changes/outcomes attributable to T/A?</p>	<p>(1) T/A for CU programs implementation provided on schedule (2) Needs assessed</p> <p>(3) Clear goals for T/A provided</p> <p>(4) Implementation strategy consistent w/ prior goals</p> <p>(5) Relevant T/A provided and viewed by recipients as useful</p> <p>(6) Identified T/A topics</p> <p>(7) Procedure for making T/A requests (8) Ability to note outcome/changes</p>	<p>(1) T/A for CU programs implementation schedule (2) needs assessment</p> <p>(3) Existence of goals</p> <p>(4) Consistent goals</p> <p>(5) Topics identified and T/A provided which satisfied needs of T/A recipients</p> <p>(6) Topics identified</p> <p>(7) Existence of procedure</p> <p>(8) Existence of plan for recording changes attributable to T/A</p>	<p>(1) Document review</p> <p>(2) Assessment strategies including interviews, questionnaires, etc. Document review</p> <p>(3) Document review</p> <p>(4) Compare goals of implementation strategy with project goals for T/A (5) Document review and assessment of how recipients reacted to T/A provided (6) Needs Assessment</p> <p>(7) Document review</p> <p>(8) Forms development, interviews, document review</p>

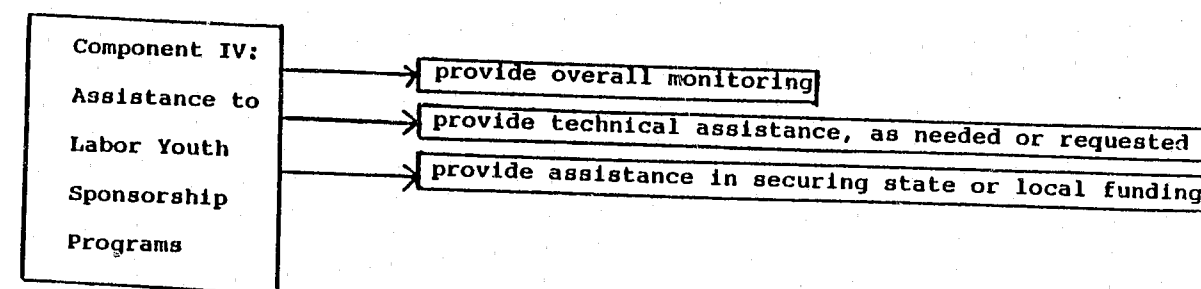
APPENDIX 4-3
(Continued)

Action Step 13

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
13. Provide T/A to operational programs.	NCCD/LPD	4th Quarter	<p>(1) Was T/A provided to operational programs?</p> <p>(2) Were needs assessed?</p> <p>a) were clear goals derived for T/A?</p> <p>(3) Are any program changes/outcomes attributable to T/A?</p> <p>(4) What was level of T/A provided and how did recipients view the utility of T/A provided?</p> <p>a) did T/A relate to identified needs?</p> <p>(5) How was T/A delivered and by whom?</p> <p>(6) Were T/A monitoring and follow-up functions provided?</p>	<p>(1&2) T/A provided to operational programs based on clear goals derived from needs assessment</p> <p>(3) Ability to note outcome and changes</p> <p>(4) Determination of level of T/A provided for assessing how recipients viewed utility of T/A</p> <p>(5) Procedure for delivery of T/A.</p> <p>(6) Provision for T/A monitoring and following functions</p>	<p>(1&2) T/A based on needs assessment provided.</p> <p>(3) Existence of plan for recording outcomes/changes attributable to T/A</p> <p>(4) Plan for level of T/A provided & for assessing recipient view of utility of T/A.</p> <p>(5) Existence of procedure</p> <p>(6) Existence of T/A monitoring and follow-up functions.</p>	<p>(1&2) Document review and needs assessments strategies (interviews, questionnaires).</p> <p>(3) Forms development, interviews, document review</p> <p>(4) Document review, interviews, questionnaires.</p> <p>(5) Document review</p> <p>(6) Document review</p>

APPENDIX 4-4

ACTION STEPS FOR ASSISTANCE TO LABOR YOUTH SPONSORSHIP PROGRAMS*



* All action steps for this component occurred on an ongoing basis throughout the Project Year.

Appendix 4-4

EVALUATION QUESTIONS, STANDARDS, INDICATORS, AND METHODS FOR
ASSISTANCE TO LABOR YOUTH SPONSORSHIP PROGRAMS COMPONENT

Action Step 1

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
1. Provide overall monitoring of the LYSP's	LPD	Throughout Project year	1. What were the LPD's LYSP monitoring requirements? a) Were they realistic, and valid? 2. What activities did the LPD pursue to monitor the LYSP's? 3. Was it necessary for the LPD to recommend changes to the LYSP's as a result of the monitoring efforts? a) If so, were these changes adopted?	1. Monitoring requirements that are useful, realistic, valid, and performed by the LPD 3. The recommendation of changes; where needed, and the adoption of said changes	1 & 2. Existence of monitoring requirements which are useful, valid, and performed by the LPD 3. Evidence for changes recommended by the LPD and changes adopted	1 & 2. Document review, interviews 3. Document review, interviews

Appendix 4-4

(continued)

Action Step 2

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
2. Provide technical assistance (T/A) to LYSP's as needed or requested.	LPD	Throughout Project year	<p>1. Did the LPD provide T/A to each LYSP as needed or requested?</p> <p>a) Who delivered requested T/A?</p> <p>2. What was the amount and type of T/A delivered?</p> <p>3. How were T/A needs identified?</p> <p>4. How was T/A provided?</p> <p>5. What were the objectives of the T/A provided?</p> <p>6. What were the outcomes of the T/A provided?</p> <p>7. What was each LYSP's assessment of the T/A provided?</p> <p>8. What, if any, were the differences between the T/A delivered to each LYSP?</p>	<p>1-7. Provision of T/A to the LYSP's as needed or requested which is specified as to: amount, type, and who provided, how T/A needs were identified, how T/A is provided, objectives, outcomes, LYSP's assessment of T/A delivered</p> <p>8. Ability to note differences in T/A provided to each LYSP</p>	<p>1-7. Existence of plan for recording information required by questions 1-7</p> <p>8. Existence of data needed to compare T/A between LYSP's</p>	<p>1-7. Questionnaires, interviews, document review</p> <p>8. Compare T/A delivered to each LYSP</p>

Appendix 4-4
(continued)

Action Step 3

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
3. To assist the LYSP's in securing state or local funding	LPD	Throughout Project year	<p>1. Did the LPD assist the LYSP's in securing state or local funding?</p> <p>2. What type(s) of assistance was provided?</p> <p>3. Was state or local funding secured?</p> <p>a) If so, how much and from whom was it secured?</p> <p>4. If funding was secured, how instrumental was the LPD in securing these funds?</p>	<p>1 & 2. Provision of LPD assistance to the LYSP's in securing state or local funding</p> <p>3. State or local funding secured by each LYSP to carry on program in FY 81</p> <p>4. The LPD will play a major role in assisting each LYSP secure FY 81 state or local funding</p>	<p>1 & 2. Evidence that the LPD provided assistance in securing state or local funding</p> <p>3. Record of type and amount of state or local funding secured</p> <p>4. Evidence of LPD's role in funding obtained by LYSP's</p>	<p>1 & 2. Document review, interviews</p> <p>3. Document review</p> <p>4. Interviews, document review</p>

Appendix 4-5

TIMELINE OF ACTION STEPS FOR THE ASSISTANCE TO U.L.A.S COMPONENT

	First Quarter	Second Quarter	Third Quarter			Fourth Quarter
	(1)	(2)	(3)	(4)	(5)	(6)
Assistance to New U.L.A.s	Develop Criteria for U.L.A. Selection	Identify 2-3 U.L.A.s for Possible Programs	Assist Selected U.L.A.s with Program Development	Assist Selected U.L.A.s with Identifying Program Needs and Resources	Assist Selected U.L.A.s with Identifying Funding Sources	Provide Technical Assistance for Operational Programs

Appendix 4-5

EVALUATION QUESTIONS, STANDARDS, INDICATORS, AND METHODS FOR THE ASSISTANCE TO NEW U.L.A.s COMPONENT

Action Step 1

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
1. Develop criteria for U.L.A. selection	LPD	1st quarter	<p>1.a. Were reliable and valid criteria developed for U.L.A. selection within the first few weeks of the grant period?</p> <p>b. Did these criteria include U.L.A.s:</p> <p>(1) in areas with heavily organized industries?</p> <p>(2) where citizen involvement in criminal and juvenile justice issues seems likely make a positive contribution to community life?</p> <p>(3) where there is some indication that local support will be available for a long-lasting program?</p> <p>(4) which are fairly new and have not fully defined their mission?</p>	<p>1.a. Reliable and valid criteria developed within the first few weeks of the grant period to select U.L.A.s for possible programs</p> <p>b. (1-4) Criteria listed in b(1-4) will be applied to U.L.A. selection</p>	<p>1.a. Existence of reliable and valid criteria within the first few weeks of the grant period</p> <p>b. (1-4) Evidence that criteria b.(1-4) were applied to selection of U.L.A.s</p>	<p>1.a. Document review & inspection of date completed</p> <p>b. (1-4) Document review</p>

Appendix 4-5

(continued)

Action Step 2

Action Step	Responsible Agent(s)	Milestone Date	Evaluation Questions	Standards	Indicators	Method
2. Identify 2-3 U.L.A.s for possible programs	LPD	2nd quarter	2.a. Were 2-3 U.L.A.s identified for possible programs? (1) did this occur on schedule?	2.a. (1) 2-3 U.L.A.s will be identified for possible programs (on schedule)	2.a.(1) evidence that 2-3 U.L.A.s were identified by the LPD for possible programs (& date completed)	2.a.(1) Document review & inspection of date completed
			b. Which U.L.A.s were selected to develop programs? (1) did the selected U.L.A.s meet the pre-specified selection criteria?	b. U.L.A.s will be described (1) U.L.A.s will be selected according to pre-specified criteria	b. Existence of U.L.A. descriptions (1) Evidence that U.L.A.s were selected according to pre-specified criteria	b. Document review (1) Document review
			c. Were the results of the Community Services Survey (CSS) used to help identify U.L.A.s for possible programs?	c. The CSS results will be used to identify U.L.A.s for possible programs.	c. Evidence that the CSS was used to identify U.L.A.s for possible programs	c. Document Review

Appendix 4-5

(continued)

Action Steps 3 and 4

<u>Action Steps</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
3. Assist selected U.L.A.s with program development	LPD	3rd quarter	<p>3.a. What type(s) of assistance with program development did the LPD provide to selected U.L.A.s?</p> <p>b. Did the LPD establish policies and procedures for the coordination of this assistance between the two LPD offices?</p> <p>c. What programs were developed as a result of this assistance?</p>	<p>3.a. The LPD will maintain a record of the program development assistance they provide to selected U.L.A.s</p> <p>b. The LPD will establish policies & procedures for the coordination of program development assistance between the two LPD offices</p> <p>c. The LPD will maintain a list of the programs developed</p>	<p>3.a. Existence of record of relevant LPD assistance to selected U.L.A.s</p> <p>b. Existence of relevant policies and procedures</p> <p>c. Evidence for the development of programs</p>	<p>3.a. Document review</p> <p>b. Document review</p> <p>c. Document review, interview program directors</p>
4. Assist selected U.L.A.s with identifying program needs & resources	LPD	3rd quarter	<p>4.a. Did the LPD assist selected U.L.A.s with identifying program needs and resources?</p> <p>b. For each selected U.L.A., what were the identified needs and resources?</p> <p>(1) did the LPD optimally match these needs & resources for each U.L.A.?</p> <p>c. Did the LPD establish policies & procedures for coordination of this assistance (between the 2 offices)?</p>	<p>4.(a-b) The LPD will maintain a record of the assistance they provide to selected U.L.A.s (identifying program needs & resources)</p> <p>b.(1) the LPD will optimally match program needs and resources</p> <p>c. The LPD will establish policies & procedures for coordination of this assistance</p>	<p>4.(a-b) Existence of record of relevant assistance</p> <p>b.(1) evidence that the LPD optimally matched program needs & resources</p> <p>c. Existence of relevant policies and procedures</p>	<p>4.(a-c) Document review</p>

Appendix 4-5

(continued)

Action Step 5

Action Step	Responsible Agent(s)	Milestone Date	Evaluation Questions	Standards	Indicators	Method
5. Assist selected U.L.A.s with identifying funding sources	LPD	3rd quarter	<p>5.a. For each selected U.L.A.:</p> <p>(1) did the LPD provide assistance with identifying funding sources?</p> <p>(2) what sources of funding were identified?</p> <p>(3) what funding sources did the U.L.A. apply for?</p> <p>(4) what sources of funding were secured?</p> <p>(5) what role did the LPD take in the funding process?</p> <p>(6) what program(s) were developed as a result of LPD's efforts to identify and secure funding for the program(s) in the selected U.L.A.s?</p>	5.a. (1-6) The LPD will maintain a log of this information	5.a. (1-6) Existence of log containing this information	5.a. (1-6) Document review, interview individuals receiving assistance from the L.P.D.

Appendix 4-5
(continued)

Action Step 6

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
6. Provide T/A to operational programs	LPD	4th quarter	6.a. Was T/A requested? b. Was T/A provided? (1) was it timely? c. For each T/A episode:	6.a. N/A b. The LPD will deliver T/A in a timely fashion c. A recording procedure will be developed which addresses questions c.(1-6)	6.a. Existence of T/A requests b. Date T/A requested & date T/A delivered c. LPD use of recording procedure to provide answers to c.(1-6) for each T/A episode	6.a. Document review b. Compare date requested & date delivered c. Document review
			(1) who requested T/A? (2) what type(s) of T/A was provided? (3) how was the need for T/A identified? (4) what type(s) of T/A was actually delivered? (5) what were the objectives of the T/A requested? (6) what was the outcome of the T/A provided?			

Appendix 4-5
(continued)
Action Step 6

<u>Action Step</u>	<u>Responsible Agent(s)</u>	<u>Milestone Date</u>	<u>Evaluation Questions</u>	<u>Standards</u>	<u>Indicators</u>	<u>Method</u>
6. Provide T/A to operational programs	LPD	4th quarter	6.d. How were T/A requests made and what was the procedure for responding to T/A requests?	6.d. Established procedure for making T/A requests & for LPD responses to T/A requests	6.d. Existence of programs	6.d. Document review
			(1) were policies & procedures established for the coordination of T/A delivery between the two LPD offices?	(1) policy and procedure for coordination of T/A delivery	d.(1) Existence of procedures	d.(1) document review
			e. Were T/A monitoring & follow-up functions developed?	e. Development of monitoring & follow-up functions	e. Existence of monitoring & follow-up functions	e. Document review
			f. Were any requests for T/A refused? (1) if so, why?	f.(1) record of & criteria for refusal of T/A requests	f.(1) existence of criteria and record of refusals	f.(1) document review

Community Services Survey Report

Please respond to the following questions:

1. What is the jurisdiction of the local labor council?
 - (a) city
 - (b) county
 - (c) multi-county
 - (d) other _____
2. What type of role do you feel labor has to play in the area of criminal and juvenile justice?
 - (a) a very significant role
 - (b) a significant role
 - (c) a somewhat significant role
 - (d) a minor role
 - (e) an insignificant role
3. Within your jurisdiction has the AFL-CIO ever been part of a committee addressing the area of criminal and juvenile justice?
 - a) Yes
 - b) No
- 3a. If so, what was the purpose of this committee and what was your role on it?

- 3b. How successful do you feel this committee has been in accomplishing its objectives?
 - (1) very successful
 - (2) successful
 - (3) somewhat successful
 - (4) not very successful
 - (5) unsuccessful

4. Within your jurisdiction have you ever developed a program in the area of criminal and juvenile justice?
 - a) Yes
 - b) No
- 4a. If so, what was the nature of this program (e.g., title, purpose, types and number of clients served, funding source)?

- 4b. Overall, how successful do you feel this program(s) has been?
 - (1) very successful
 - (2) successful
 - (3) somewhat successful
 - (4) not very successful
 - (5) unsuccessful
5. What do you perceive as the needs of your community in the area of criminal and juvenile justice?

6. In the area of criminal and juvenile justice how can the AFL-CIO Community Services Department be of help to you?

PRE-CRAFT UTILIZATION QUESTIONNAIRE

Please respond to the following questions before you read the craft utilization manual. (Circle the most appropriate response.)

Union Affiliation: _____

Name and Title: _____

1. At this point my knowledge of craft utilization can best be described as:
 - (1) very good
 - (2) good
 - (3) fair
 - (4) moderately poor
 - (5) poor
2. As a means of reducing crime, at this point I see craft utilization programs as:
 - (1) very effective
 - (2) effective
 - (3) somewhat effective
 - (4) not very effective
 - (5) ineffective
 - (6) undecided
3. As far as the craft utilization workshop is concerned, I am:
 - (1) very interested and supportive
 - (2) interested and supportive
 - (3) somewhat interested and supportive
 - (4) mildly interested and supportive
 - (5) not interested and supportive
4. At this point do you think you will provide information about craft utilization to your membership?
 - (1) Yes
 - (2) No
 - (3) Undecided
5. I anticipate that the union I represent:
 - (1) definitely will use the craft utilization manual
 - (2) probably will use the craft utilization manual
 - (3) might use the craft utilization manual
 - (4) probably will not use the craft utilization manual
 - (5) definitely will not use the craft utilization manual
 - (6) undecided

POST-CRAFT UTILIZATION WORKSHOP QUESTIONNAIRE

Union Affiliation: _____

Name and Title: _____

- (1) The union I represent:
 - (1) definitely will use the craft utilization manual
 - (2) probably will use the craft utilization manual
 - (3) might use the craft utilization manual
 - (4) probably will not use the craft utilization manual
 - (5) definitely will not use the craft utilization manual
 - (6) undecided
- (2) The content of the craft utilization manual was:
 - (A)
 - (1) very well ordered
 - (2) well ordered
 - (3) somewhat ordered
 - (4) not very ordered
 - (5) unordered
 - (B)
 - (1) very easy to read
 - (2) easy to read
 - (3) somewhat easy to read
 - (4) not very easy to read
 - (5) hard to read
- (3) Does the material in the manual engage the reader's interest?

Yes No

Do you have any suggestions for improving this aspect of the manual?

- (4) Would the union you represent be interested in developing a craft utilization program?

Yes No Undecided
- (5) Would the union you represent be willing to assign a staff person to work with the program during the project year?

Yes No Undecided
- (6) Will you provide information about craft utilization to your membership?

Yes No Undecided
- (7) If you responded "Yes" to question 6, can you think of any way we might help you provide this information?

- (8) Do you have an organized retiree group?

Yes No
- (9) Has the union you represent ever passed a resolution in the area of criminal justice and crime prevention (e.g., handgun control, deinstitutionalization of status offenders, prison reform)?

Yes No Don't know



4URORA

ASSOCIATES INC.

APPENDIX 5-4
PRELIMINARY EVALUATION REPORT ON THE
CU SEMINAR
1200 18th Street Northwest, Suite 502, Washington, D.C. 20036, 202-659-0480

MEMORANDUM

TO: Jim Statman, CPM, LPD/AFL-CIO Project
From: Monty Snead, Project Director *MS*
RE: Craft Utilization (CU) Seminar Conducted by the LPD
on 4/3/80 at the AFL-CIO Building, Washington, D.C.
DATE: April 15, 1980

Participants:

Harry Boggs, Director, AFL-CIO/Labor Participation
Department

Rob Costa, LPD staff member

Allan Benson, LPD Project Monitor, LEAA

Monty Snead, LPD Evaluation Project Director

Walter R. Williamson, Director of Community Services,
Brotherhood of Railway and Airline Clerks (BRAC)

Evert Lehman, International Brotherhood of Electrical
Workers

"Chief" Bryant, National Council on Alcoholism

Jeff Steger, International Union of Police Associations,
(IUVA), Arlington Police Department

Dr. Allan Bosch, AFL-CIO Department of Community Services

On April 3, 1980, the AFL-CIO/Labor Participation Department sponsored a craft utilization (CU) seminar designed to provide information about CU to interested international/national unions and to identify those unions which evidenced enough interest to initiate their own CU programs. The major task of the group was to provide comments/input for a draft CU Manual developed by the LPD and Harry Boggs outlined the CU Manual to the group for this purpose.

Besides participating in this seminar process itself, my primary mission was to collect the pre- and post-CU seminar questionnaires which were to be administered to all participants whose union had the potential to initiate a CU program.

A total of six pre- and post-questionnaires (three each) were collected as only three unions were represented that had

APPENDIX 5-4

Jim Statman
April 15, 1980
Page II

the capability of instigating CU programs. In spite of the low number of unions who participated in the CU Seminar (ten were invited), the overall reaction of all participants to the draft CU Manual was very favorable. Moreover, the representatives of the unions in attendance exhibited a high level of interest in developing their own CU programs. Harry indicated that he would have revised the CU Manual by mid-May. Union representatives indicated that they would be willing to discuss CU program development at that time.

Feedback regarding the Manual included:

1. The suggestion that retiree groups be given more attention as potential participants in CU programs.
2. How to handle the issue of citizens becoming involved as known witnesses to a crime while the CU Manual emphasized the "noninvolvement" aspect of the type of crime reporting intended for a CU program.

The group agreed that there could be occasions where citizens may become more involved in crime reporting than was intended. There also was unanimous agreement that this issue should not be treated in the CU Manual, but incorporated into local-union CU program training.

/tw

CC: Bob Walker



1-UROR-1
ASSOCIATES INC.

APPENDIX 5-5
FINAL EVALUATION REPORT ON THE
CU SEMINAR

1200 18th Street, Northwest, Suite 502, Washington, D.C. 20036

MEMO

TO: Harry Boggs, Director
Labor Participation Department
AFL-CIO/NCCD
1706 R Street, NW
Washington, DC 20009

Jim Statman, CPM/AFL-CIO Project
Aurora Associates, Inc.
Suite 502
1200 - 18th Street, NW
Washington, DC 20036

FROM: Monty Snead, Project Director
Aurora Associates, Inc.

RE: Summary Report for Craft Utilization (CU) Seminar
Conducted by the LPD on April 3, 1980, at the
AFL-CIO Building, 815 - 16th Street, NW
Washington, DC

DATE: June 2, 1980

Participants:

Harry Boggs, Director, AFL-CIO/Labor Participation
Department

Rob Costa, LPD staff member

Allan Benson, LPD Project Monitor, LEAA

Monty Snead, LPD Evaluation Project Director

Walter R. Williamson, Director of Community Services,
Brotherhood of Railway and Airline Clerks (BRAC)

Evert Lehman, International Brotherhood of Electrical
Workers

W.G. Chief Brant, National Council on Alcoholism

Jeff Steger, International Union of Police Associations,
(IUPA), Arlington Police Department

Dr. Allan Bosch, AFL-CIO Department of Community Services

Memo
Page 2
June 2, 1980

On April 3, 1980, the AFL-CIO/Labor Participation Department sponsored a craft utilization (CU) seminar designed to provide information about CU to interested international/national unions and to identify those unions which evidenced enough interest to initiate their own CU programs. The major task of the participants was to provide comments/input for a draft CU manual developed by the LPD.

Besides participating in the seminar itself, Aurora's primary mission was to collect pre- and post-CU Seminar questionnaires which were administered to all participants whose union had the potential to initiate a CU program. The general purpose of this report is to summarize Aurora's evaluation activities related to the CU Seminar and to provide the LPD with evaluation feedback related to its CU Seminar activities. This report contains a summary of the following specific CU-related issues and activities in order to accomplish this purpose: a) LPD/Aurora planning of the CU Seminar, b) an analysis of the pre-post-CU Seminar data, c) a narrative description of CU Seminar activities, and d) Aurora's comments and recommendations regarding LPD and other CU Seminar activities. To introduce these topics, the first section of this report contains a brief summary of the rationale and purpose of CU programs.

The Rationale and Purpose of Craft Utilization (CU) Programs

While crime prevention focuses on the social conditions which fuel crime (e.g., unemployment, the economy, and poor housing), crime resistance is defined as the anticipation, recognition, and appraisal of a crime risk and the initiation of some action to remove or reduce it. The basic premise underlying crime resistance is that crime can be reduced by identifying what factors create an opportunity for potential crime and removing these opportunities.

Craft utilization involves the use of union personnel in crime resistance programs who use their skills or work environment to reduce or prevent crime. For example, letter carriers and telephone repair workers are in a unique position within their communities to apply such crime resistance efforts.

Planning the CU Seminar

During late March and early April, Aurora met with LPD staff to plan the CU Seminar. The process of the meeting was formulated and an agenda for the Seminar was developed (see Appendix I).

Memo
Page 3
June 2, 1980

As indicated on the agenda, the original process plan for the meeting involved splitting the participants into two groups which would concomitantly (but separately) focus on the same task (i.e., to provide comments and feedback regarding the draft CU Manual). The aim of this procedure was to maximize the likelihood that diverse and relevant feedback would be solicited from participants.

Jean Lushin, Assistant Director of the LPD, had intended to co-lead one of these groups with Harry Boggs; however, due to an unfortunate series of illnesses in his family, Mr. Lushin was unable to attend the Seminar. Mr. Boggs adjusted to this circumstance by combining these two groups during the discussion phase of the Seminar rather than dividing the participants into two smaller groups.

In the final analysis, the procedure appeared as productive as the one planned, although it is difficult to tell how successful the intended process would have been since it was not used.

During March, Aurora constructed (with input from the LPD) pre- and post-CU Seminar questionnaires. The next section of this document contains the rationale behind these instruments and a summary of the results of the pre- post-questionnaire data.

Analysis of Pre- Post-CU Seminar Questionnaire Data

Prior to the CU Seminar, pre- post-CU Seminar questionnaires were constructed. (These instruments are contained in Appendices II and III.) The purpose of these instruments was to assess: a) participants' knowledge of CU (before and after reading the CU Manual and attending the Seminar), b) their reactions/comments about the draft CU Manual, c) participants' interest in developing a CU program within their own union, and d) participants' reaction to the Seminar itself.

The pre-CU Seminar questionnaires were completed by participants prior to the Seminar (and before participants had read the draft CU Manual). The post-CU Seminar questionnaires were completed immediately after the Seminar. The following narrative represents a summary of the pre- post-CU Seminar questionnaire data.

Following the CU Seminar, respondents indicated that they felt the Manual was easy to read, well-ordered, and engaged the reader's interest. One respondent suggested that the Manual should contain more examples of CU for specific trades, while the other respondent offered no suggestions for improvement.

Memo
Page 4
June 2, 1980

Both union representatives expressed interest in developing a CU program. However, one respondent stated that he was undecided about whether the union he represented would be willing to assign a staff person to work with the program during the project year. The other respondent stated that his union would be unwilling to do so. The negative response of this latter respondent probably was due to the fact that this individual worked as a community services representative for a police department which already offered similar services through his actual job rather than through his union.

Neither respondent offered any suggestions about the way in which the LPD might be able to help provide this information, although one respondent did request that he be provided with information about the progress of the Manual.

According to both respondents, neither of their unions had ever passed a resolution in the area of criminal justice and crime prevention. Both respondents stated that their unions did have organized retiree groups.

Both respondents expressed the opinion that the meeting was very useful, and one respondent indicated that he felt the Seminar was informative as well. Interestingly enough, this latter respondent also was the participant who evidenced a very good knowledge of CU prior to the Seminar.

An interesting trend was apparent across the five pre- post-CU Seminar items (i.e., those questions that were completed both before and after the Seminar). The respondent who indicated he had a good knowledge of CU before the Seminar retained his favorable impression of CU and its effectiveness. In comparison, the attitude toward CU of the respondent who evidenced only a poor knowledge of CU before the Seminar improved across all five pre- post-items.

Specifically, this respondent:

1. described his prior knowledge of CU as "poor"; following the Seminar, he described it as "fair";
2. was "undecided" about the effectiveness of craft utilization programs as a means of reducing crime; following this Seminar, he viewed them as "very effective" for this purpose;
3. was "somewhat interested and supportive" of the Seminar prior to its occurrence; following the Seminar, he indicated he was "interested and supportive" (a slight, but positive improvement);

Memo
Page 5
June 2, 1980

4. was "undecided" as to whether his union would use the CU Manual; after the Seminar this respondent indicated that his union "probably would use the Craft Utilization Manual"; and
5. was "undecided" about providing information about CU to his union's membership; on the post-CU Seminar questionnaire, this respondent indicated that he would provide this information to his membership.

Of course, few generalizations can be made from such a limited data sample, but this trend does indicate that the attitude toward CU of one respondent with limited knowledge of CU prior to the Seminar consistently did improve after attending the Seminar.

Narrative Summary of CU Seminar Discussion

Harry Boggs began the meeting by reviewing the rationale, purpose, and contents of the draft CU Manual. The major comments of the participants following this presentation are summarized here.

Allan Benson emphasized that the purpose of CU programs was not to put CU program participants in jeopardy, but to make them more aware of potential criminal activities and opportunities within their community or neighborhood. He also pointed out that the success of the CU programs was highly dependent on the manner in which CU was marketed to potential program participants.

Allan Bosch asked Jeff Steger (of the Arlington Police Department) what the police needed to respond to calls from citizens reporting possible criminal activity. Mr. Steger responded that all that was needed was the nature and location of the suspicious activity. Thus, callers can remain anonymous. This comment raised the issue of citizens becoming involved as known witnesses to crimes while the CU Manual stressed the "noninvolvement" aspects of the type of crime reporting intended for a CU program.

The group agreed that there could be occasions where citizens may become more involved in crime reporting than was intended. There also was unanimous agreement that this issue should not be included in the CU Manual, but incorporated into local-union CU program training.

Mr. Steger pointed out that all police departments have representatives who will talk to community groups. He also felt that, once in place, CU programs could be workable without much supervision. Mr. Steger felt that CU programs were best suited to address the problem of neighborhood burglaries. He also suggested that the CU Manual should mention the use of retiree groups as potential participants in CU programs. (The revised CU Manual does contain this reference.) Walter Williamson commented that the National Association of Retired Railroad Employees was a good, active source of retirees. Mr. Boggs pointed out that retirees' fear of crime could be reduced by their involvement in crime resistance programs. Another suggestion (which was incorporated into the revised CU Manual) was to include more specific examples of CU that could be applied to various union trades.

Conclusions and Comments

While the overall response to the CU Manual by the Seminar participants was highly favorable, only three of the nine Seminar participants were potential CU program developers (i.e., appropriate respondents to the pre- post-CU questionnaires). One of these three potential respondents indicated that he would withhold submission of his questionnaire data until the CU Manual was published. During a follow-up phone conversation between Monty Snead (Aurora's LPD Evaluation Project Director) and this participant, it was learned that this pre- post-data may be provided after the CU Manual is published. Thus, pre- post-data were collected for two of the three potential CU program developers who attended the Seminar. In any event, the International President of this union has indicated that the CU Manual will be announced in the union's newsletter once the CU Manual has been published.

This initially small pool of potential CU program developers raises the possible problem of finding unions willing to sponsor CU programs. The favorable response of the union representatives who did not attend the conference and the positive trend in the questionnaire data suggest that the limited attendance at the CU Seminar will not hamper CU program development. Moreover, the CU Manual will be publicized in the AFL-CIO News (the national publication of the AFL-CIO) and the other AFL-CIO newsletters.

Aurora will work with the LPD to develop a CU Manual dissemination strategy after assessing the comments of those receiving the final version of the Manual and following the response generated from the publicity the Manual receives in the AFL-CIO newsletters.

LPD Technical Assistance (T/A) Episode Recording Form

Name (of person delivering T/A): _____

Date: _____

Please answer the following questions for each episode of T/A.

1. Who requested the T/A?

Name: _____

Address and Telephone Number: _____

Agency/Group Affiliation: _____

2. What type(s) of T/A was/were requested?

3. How was the need for T/A identified?

4. What type(s) of T/A did you actually deliver? (Please list specific activities you performed to provide this T/A and indicate what program needs/resources and potential funding sources were identified.)

5. What was/were the objective(s) of the T/A requested?

6. What was/were the outcome(s) of the T/A provided?



1-800-4-AURORA-1
ASSOCIATES INC.

APPENDIX 5-7

1200 18th Street Northwest, Suite 501, Washington, D.C. 20036 (202) 659-0480
TRIP REPORT FOR NORFOLK, VIRGINIA ULA'S
COMMUNITY SERVICES COUNSELLING COURSE GRADUATION CEREMONY
Attachment B

MEMO

TO: Jim Statman, CPM, AFL-CIO Project

FROM: Monty Snead, Aurora AFL-CIO Project Director *MS*RE: Trip Report for Norfolk, Virginia United Labor Agency's
Community Services Counselling Courses Graduation. Held
at the Norfolk Holiday Inn on May 9, 1980.

DATE: June 12, 1980

The purpose of this report is to summarize my May 9, 1980 Norfolk trip activities related to my attendance at the Norfolk United Labor Agency's (U.L.A.'s) Community Services Courses graduation ceremony. This event was related to AFL-CIO (LPD) NCCD Project activities in that Harry Boggs had been providing materials, technical assistance, and training to the Norfolk U.L.A. and the Norfolk State University to establish a college course in Juvenile Crime Prevention at the University.

The purpose of this course was to help union and non-union persons understand their juvenile justice system and how they could become involved in constructive change and support for this system. Classes began in February, 1980 and were concluded on May 6, 1980.

Over one-third (N = 21) of the fifty-seven graduates being honored at the ceremony had completed this course. (The remaining thirty-six graduates had completed either a "Health Awareness" or "Basic Counsellor" course.) Mr. Boggs pointed out that the course offering with which he was associated ("Juvenile Crime") represented the first time that Labor and a University had been involved in the establishment of a program of study which was not solely labor-related (i.e., a course which is available to the total community and primarily sponsored by Labor). Following an outline of my itinerary, I have provided a narrative summary of these activities.

Outline of Norfolk Trip Activities

Friday, May 9, 1980

12:15 p.m. Arrive Norfolk International Airport

12:30 - 2:30 p.m. Met with Harry Boggs to discuss AFL-CIO Project and the evening's scheduled activities

5:00 p.m. Attended pre-graduation social hour

7:30 - 10:30 p.m. Attended graduation banquet and ceremony. Principal speaker: Douglas A. Fraser, President, International Auto Workers Union

11:00p.m.-12:30a.m. Informal social meeting with Harry Boggs and Phyllis Angus (Supervisor of the U.S. Census for the Tidewater, VA area)

Saturday, May 10, 1980

8:30 a.m. Breakfast with Harry Boggs

11:00 a.m. Harry Boggs dropped me off at my home in Richmond, Virginia

Narrative Description of Norfolk Trip Activities

Following our meeting to discuss our schedule and general LPD Project activities, Harry Boggs and I attended the pre-graduation social hour at the Norfolk Holiday Inn (Scope). During this event I met Phyllis Angus, supervisor for the Tidewater Area Census. Through Ms. Angus and Mr. Boggs, I was introduced to the mayor of Portsmouth and several Vice-Presidents and Presidents of local unions.

Just prior to the graduation banquet dinner I was able to meet Douglas Fraser, President of the International United Auto Workers Union and principle speaker for the graduation ceremony. I also was introduced to Paul Askew, Chairman of the Board of Directors for the Norfolk U.L.A. (I later met Mr. Askew at the AFL-CIO Community Services Conference in New York City - May 19-20). Mr. Askew indicated to me that these courses are part of a growing number of crime prevention initiatives which will become a part of the overall course offerings at Norfolk State University and other local universities/colleges.

During his address, Mr. Fraser addressed issues of national concern (e.g., the faltering economy, particularly as it related to the auto industry) in addition to congratulating the course graduates for their efforts. (The following week Mr. Fraser was appointed to the Board of Directors of Chrysler Corporation.) The ceremony concluded with the graduates receiving their certificates. Ms. Angus, Mr. Boggs and I met informally after the banquet ceremony.

While Mr. Boggs received positive feedback from those who participated in the Juvenile Crime Course, I will discuss with him the possibility of securing "harder" followup data from these course graduates. This could involve the use of questionnaire and/or telephone survey instruments to assess participants' reactions to the course and to determine how they will use the knowledge they have acquired.

Attachment: Brochure for Graduation Ceremony
cc: Bob Walker, Harry Boggs

CONTINUED

2 OF 3



PROGRAM

DINNER 7:30 p.m.

MASTER OF CEREMONIES Edward L. Brown, Sr.
President
I.L.A., Local #1248

INVOCATION Edward A. Hanawalt
Chaplin
U.S. Navy

REMARKS Paul A. Askew
Chairman, Board of Directors
United Labor Agency

W. MacKenzie Jenkins, Jr.
President
Four Cities United Way

INTRODUCTION OF HEAD TABLE
AND GUESTS

INTRODUCTION OF SPEAKER E. W. Michaels
Director
Region 8 United Auto Workers

PRINCIPAL SPEAKER Douglas A. Fraser
President
International Auto Workers Union

PRESENTATION OF DIPLOMAS

Music by: Bob Sawyer's Orchestra
Members of Musicians
Local #125

TRIP REPORT FOR VISIT TO THE PHOENIX, ARIZONA ULA

MEMORANDUM

TO: Jim Statman

FROM: Monty Snead

RE: Trip Report for my visit to the Phoenix, Arizona
United Labor Agency (ULA) with Harry Boggs, LPD
Director

DATE: September 2, 1980

After getting settled in Phoenix, Harry Boggs and I drove around Phoenix in order to familiarize ourselves with the logistics of the city. (Mr. Boggs had come to Phoenix on Saturday, August 23, the day before my arrival.) Specifically, Mr. Boggs indicated that he wanted to assess the distribution and size of the city's population and how (and where) the more affluent sections of the city were separated from the poorer areas. These activities also included talking to some local citizens about various community service issues. All of these activities were designed to provide us with an overview of the Phoenix area which would better enable us to discuss labor's community services activities during our visit to the Labor's Community Service Agency (the ULA in Phoenix) which was scheduled for the next day. In fact, the purpose of Mr. Boggs' visit to the Phoenix ULA was to meet its Executive Director, Carroll Minogue, to discuss current ULA activities and the possibility of establishing additional crime resistance programs in this agency. Mr. Boggs felt that this familiarization process would better equip us to discuss the community services issues with Mr. Minogue the next day (neither Mr. Boggs or myself had ever been to Phoenix).

On Monday, August 25, Mr. Boggs and I met with Mr. Minogue at the ULA at which time he presented an overview of current ULA activities and programs. Examples of such activities included: an annual flu shot program (servicing over 45,000 persons last year), emergency relief of various kinds (e.g., money (for gas, food), renegotiating house payment terms for unemployed/disabled workers), and information and referral services. Services also involved setting up free physicals, free medical care, and free legal services. Throughout Mr. Minogue's review of ULA services, it was apparent that one of the primary resources he offered clients was his use of key contacts within the state/local government and the community to address the specific needs of clients which were not being met by existing community services. For example, Mr. Minogue made direct calls to the governor's office (Phoenix is the capital of Arizona) to insure speedy delivery of food stamps to an individual who had previously been denied such service. Other examples were cited where Mr. Minogue drew upon his community contacts to assist needy clients find shortcuts in the system in order to supply them with the immediate relief they were seeking. (Appendix I contains a copy of the form the agency uses to record client data and the services provided.)

During our morning discussions, I also had the opportunity to meet Bob Connelly, the President of the Central Labor Council in Phoenix. (The Council's office is in the same building as the ULA.) Mr. Connelly stated that one of the problems that has proven frustrating in trying to establish new programs is that a large portion of the funds that get earmarked for human service programs are slated to go through an umbrella agency (e.g., ARCA) which, in turn, passes through the funds to the service delivery agencies. Mr. Connelly and Mr. Minogue agreed that typically there is little money left for direct service after all of the administrative costs have been paid. They would like to see such monies passed directly through to the agencies delivering the service, thereby avoiding much of what they feel are unnecessary administrative costs.

I was also introduced to Dan and Carlene Hoorman who operate a labor-sponsored program offering real estate fee discounts (from 7% to 4% of purchase price) to union-member home buyers. Mr. and Mrs. Hoorman reported that they average one sale per month under this program and that the rate of sales was likely to increase in the future.

A 1:00 p.m. meeting with Mary Anne McFadden from the Center on Sexual Assault (COSA) did not begin until 1:45 p.m. as Ms. McFadden had thought the meeting was at 2:00 p.m. (I had to catch a 3:00 p.m. flight to Dallas/Ft. Worth). For the thirty minutes of the meeting that I was able to attend, Ms. McFadden described the services her program offered to sexual assault victims (and their families). A representative from a family program called "Rainbow" did not show up until after my 2:15 p.m. departure.

Although I left Phoenix on the afternoon of Monday, August 25, Harry Boggs remained until Wednesday, August 27. Upon my return to Washington, D.C., Mr. Boggs reported that he will be sending Mr. Minogue a concept paper which he can use to develop a proposal for a program which would employ youth to weatherize homes for the elderly. Mr. Minogue will be sending Mr. Boggs a copy of the agency's brochure once it has been printed.

It should be noted that during this trip I submitted to Mr. Boggs a form with which he would record relevant information about each episode of technical assistance (see Appendix II) delivered by the LPD. As I indicated to him at that time (and to Jean Lushin later in Fort Worth), my expectation is that the LPD will record this technical assistance data as it is delivered (and to the extent possible, for past LPD technical assistance activities). I also gave him copies of a clearinghouse log which I developed (for the clearinghouse component of the LPD project). The purpose of this form is discussed in more detail in Aurora's August and September monthly reports.

END