

ATLANTA HIGH IMPACT PROGRAM  
PROJECT EVALUATION

APRIL 1, 1975 - SEPTEMBER 30, 1975

MANPOWER TRAINING SERVICE FOR EX-OFFENDERS

75-DF-09-0020

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ATLANTA CRIME ANALYSIS TEAM

DECEMBER 1975

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## INTRODUCTION

The Manpower Training Service for Ex-Offenders, grant number 75-DF-04-0020, was awarded to the Opportunities Industrialization Center, Incorporated (OIC) by the Law Enforcement Assistance Administration. The grant is designed to provide initial skills training for 150 target offenders with an estimated 105 graduates. Subsequent job placements are expected for 50% of the 105 graduates. Skills training and job placements are methods employed by the grant in an effort to reduce recidivism.\*

During the grant contract period--January 1, 1975 through March 31, 1976--the following three (3) stages are designated for client activities and services:

- I. Outreach, Recruitment, Intake, Orientation;
- II. Testing and Assessment, Basic and Remedial Education;
- III. Skills Training, Counseling, Job Placement, Follow-Up.

The following goal and objectives were prescribed within the terms of the original grant contract:

### I. Goal

To maintain a recidivism rate\* of not more than fifteen percent (15%) for project participants.

### II. Objectives

- A. Recruit at least 150 target crime offenders into the project at the orientation phase.

\* Recidivism for this grant is defined as being convicted for an impact offense either while a participant is in training (Type I) or during one year after completion of training computed on an annualized basis (Type II).

- B. Have at least 105 participants complete the training phase of the project.
- C. Place into employment 50% of the participants who complete skills training (with a minimum tenure on the job of one month).
- D. Refer and have accepted into additional programs, aimed at providing additional services, 70% of those participants who complete the training phase and are not employed.

This report is prepared as the first formal evaluation of the Manpower Training Service for Ex-Offenders and encompasses a six month period--April 1, 1975 through September 30, 1975.

## EVALUATION DESIGN

Evaluation of the Manpower Training Service for Ex-Offenders is designed to:

1. Determine the effects of manpower training and employment on recidivism; and,
2. Provide a measure of the project's performance by comparing actual progress with projected progress.

Performance measures for the project were prescribed in the grant on an annualized basis. In an attempt to provide a rational determination of the project's success toward reducing recidivism after six months of operation, the Crime Analysis Team has established the following criteria:

1. Determine the recidivism rate for project clients regardless of length of enrollment.
2. Measure the annual recidivism rate for the project regardless of the number of clients enrolled.

The number of clients will be weighted by their enrollment duration to calculate the recidivism rate per twelve (12) months project experience.

Additionally, performance measures for each objective will be determined semi-annually. These measures will consist of:

1. The number of clients recruited;
2. The number of clients completing the training phase;
3. The number of trainees placed into employment; and,
4. The number of training completions referred to additional programs.

The goal and corresponding objectives are measured according

to information received from the following reports (see appendix):

1. Monthly on-site monitoring visits;
2. Monthly summary reports;
3. Implementation of milestone reports;
4. Participants status reports; and,
5. Quarterly progress reports.

The preceding methodology will be used consistently for evaluation throughout the grant contract period.

## CONSTRAINTS

The following information provides an identification of problems in the evaluation process. This section--constraints--will be excluded from future evaluation reports unless operational or data changes warrant explanation.

Cumulative Targets. The original monthly cumulative targets matrix, submitted as a part of the grant application by OIC, was incorrect. It suggested the project should enroll 250 clients within the year. This suggestion was inconsistent with the grant narrative which requires only 150 enrollees. The difference in numbers required a grant adjustment (September 19, 1975) to reconcile the matrix to the grant narrative.

When preparation for this evaluation began, the revised matrix (September 19) was found to be incorrect--dropouts, other positive terminations, total output, and level at the end of the month were inconsistent with the grant. The Crime Analysis Team then prepared a corrected matrix and submitted it as an adjustment on November 16, 1975. The project will be evaluated in accordance with the matrix submitted by the CAT. That matrix appears in the appendix of this report.

Dates of Accomplishment. Actual dates of accomplishment for some project activities as shown on written reports (for example, Implementation of Milestones Report, Quarterly Progress Report, and Monitoring Report) do not always coincide. These differences prevent an accurate determination about the actual date of achievement of some milestones.

Revised Reports. The Crime Analysis Team has received four (4) revisions of the Monthly Summary Reports (April thru September) and the Participant Status Reports. These revisions were updates of the originally submitted documents and were needed for the following reasons:

1. Statistics on Monthly Summary Reports did not correspond with information contained in Participant Status Reports. These reports, therefore, had to be reconciled.
2. Arithmetic errors existed.
3. The current transmittal system within OIC prevents accurate accounting. Data was transmitted intermittently from various components of the project to the Research Analyst. This lack of a consistent system required reporting documents to be updated months after the fact. For example, the Research Analyst received information in August about enrollment or status changes that occurred in May.
4. Approximately twentieth-one (21) enrollees were deleted from the project's roster because they were not target offenders.

Of the twenty-one (21) deleted enrollees, eleven (11) possessed drug/narcotic related offenses and ten (10) possessed violations other than impact or those covered by the widened criteria.

This is perhaps, the most significant underlying reason for the project's failure to achieve its enrollment projection.

## SUMMARY OF FINDINGS

Opportunities Industrialization Center, Atlanta, deserves considerable credit for developing and implementing a project which provides direct training and subsequent job placement for ex-offenders. This project filled an apparent void in the Atlanta Impact Program.

Some problems, however, exist within the administrative set-up of the project. The project director serves only as a monitor or coordinator and cannot exercise any authority over persons who comprise his staff; there is no program planning exclusively for LEAA clients; documentation of project's activities, problems or solutions to those problems as a mechanism for internal evaluation are non-existent; an evaluation of the relevance of the pre-vocational and vocational training currently being offered has not been made; the project has failed to accurately collect, record, and store data.

The information presented below briefly summarizes the status of the Manpower Training Service for Ex-Offenders. The goal, objectives, and milestones are outlined according to projected achievement for the first six months of operation.

### Goal:

During the first six months of project operation (April 1 through September 30, 1975), data submitted to the Crime Analysis Team by OIC has reflected a zero rate of recidivism for project participants. While the overall goal of the OIC project is to maintain a recidivism of not more than 15%, the success of the program cannot be judged by the first six months data alone.

The actual Type I recidivism rate can only be determined at the end of the project when all data on trainees are available. The actual Type II recidivism rate can only be determined one year after the last enrollee has graduated from the project. While interim calculations can be made, due to small number of projected enrollees, they will be of little value until at least one year's data is available.

It is also worthwhile to note that the recidivism rate for this project will be calculated using only conviction data for the Impact offenses and the offenses of theft by taking, simple assault, simple battery, auto theft, or criminal attempt of the above.

A client convicted of a felony drug offense will not be considered a recidivist for this project. Further, a client convicted for an included offense in the second year following his graduation will not be counted as a recidivist despite the fact that he may have been arrested for that offense in the year immediately following his graduation.

### Objective 1:

The number of offenders projected for acceptance into the orientation phase during the first six months was 90. An actual total of 67 persons entered orientation between April and September, 1975. The project is behind schedule by 23 enrollees and, thus, did not achieve this objective.

### Objective 2:

The evaluation design specifies training completions should begin in October with 18 persons graduating from the program

during the month. Although three persons were reported as having completed training as of September, 1975, it is too early to determine if this objective has been achieved.

Objectives 3 and 4:

Activities under these objectives were slated to begin in the seventh month of the project (October, 1975). Therefore, it is impossible to evaluate the project's success in these areas until the next evaluation report.

Milestone 1:

The evaluation design projected staffing should be completed by the second week in April. Approximately 90% of the staff positions were filled by April 18, 1975. However, two positions specified in the grant, Electrical Repair and Assembly Instructor II, and Auto Body Instructional Aid, are still vacant.

Milestone 2:

Orientation for staff was projected as being accomplished by April 11, 1975. Actual orientation was accomplished on or about April 25, 1975.

Milestone 3:

Staff training sessions were projected for the first three weeks in April and during the second week in July. Actual dates of accomplishment were reported as both April 1, and April 28, 1975. The former date was recorded on the implementation of milestones report and the latter on the quarterly progress report. There were no training sessions held in July.

Milestone 4:

Monthly summary reports recorded recruitment activities--

contacts with penal institutions and individual conferences--from April through September, 1975. This schedule coincides with the evaluation component.

Milestone 5:

Intake was projected to begin in May and to continue as an ongoing process. Monthly summary reports show 67 persons were accepted into the project through intake between April and September.

Milestone 6:

The evaluation design projected testing should begin in May and continue throughout the grant period as an ongoing process. Tests are administered to each enrollee to assist with determining the amount and type of training needed. Tests were first administered to two enrollees in April and to subsequent enrollees each month through September.

Milestone 7:

Training was projected to begin in May and continue as an ongoing function of the project throughout the grant period. Nine persons entered skills training during May. Trainees have continuously entered skills training through September, 1975.

Milestone 8:

Job development was projected in the evaluation component to begin in May and continue throughout the grant period as an ongoing process. Two jobs were developed in June and subsequent months thereafter through September.

Milestone 9:

The evaluation design stated follow-up activities should begin in June and continue as an ongoing process. The implementa-

tion of milestone reporting form shows June 20 as actual date of accomplishment for follow-up and refers reader to the quarterly progress report (March 28 thru June 30, 1975). That quarterly progress report, however, did not mention follow-up but the subsequent report did without reference to dates.

Milestone 10:

Evaluations are to be performed semi-annually by the Crime Analysis Team. This is the first evaluation report and it is performed in accordance with the evaluation design.

EVALUATION ANALYSIS

Goal 1: To maintain a recidivism rate of not more than 15% for project participants.

Recidivism is defined in the evaluation component as "being convicted for an impact\* offense either while the participant is in training (Type I recidivism) or during one year after an individual completes training computed on an annualized basis (Type II recidivism)". This definition alone guarantees some success for the project in achieving its goal because of the time involved.

Conviction for any offense is a lengthy process. Rarely is a perpetrator convicted for an offense within six months or a year of his arrest.

Additionally, a project participant could be arrested and convicted for an offense other than Impact and would not be counted as a recidivist. For example, a felony drug conviction does not comply with the definition of recidivism, therefore, that project participant so convicted would not be counted as a recidivist.

Though certain offenses are not included in the recidivism calculations for this project, they may not be insignificant. For example, according to the Atlanta Bureau of Police Services, December, 1974 monthly report, there was a total of 48,650 Part I crime incidences for that year. This figure does not

\* This definition has been widened to include offenses of simple assault, simple battery, theft by taking, theft of a motor vehicle and criminal attempt. This widened criteria was approved by LEAA on June 13, 1975 to broaden the selection base for project participants.



include 4,826 felony drug arrests for the same year. In this particular instance, assuming that all the Part I crimes and the felony drug arrests (53,476) were committed by offenders with prior records, a recidivism rate calculated without regard to the drug arrests would be approximately 9% understated. Therefore, nine in every 100 offenders would not be treated as recidivists.

According to data submitted to the Crime Analysis Team--monthly summaries and participant status reports--there have been no arrests or convictions of project participants between April and September, 1975. This information, however, is believed to be incomplete. In a conversation on December 9, 1975, the project director talked about his appearance in court on behalf of project participants who had been arrested. At that time, a request was made by the CAT evaluator for that information to be placed on an updated participant status report for submission to our office. As of yet, the updated information has not been received.

This evaluation is based primarily on written data submitted to the CAT. Such data do not reveal any arrests for project participants; therefore, interim calculations for recidivism were not performed. In preparing for the next evaluation report, however, the Crime Analysis Team will attempt to verify the arrest and/or conviction of any project participant through the Atlanta Bureau of Police Services and State Department of Corrections.

According to data submitted, the goal of maintaining a recidivism rate of not more than 15% for project participants has been achieved.

Objective 1: To recruit at least 150 target crime offenders into the program at the orientation phase of the project.

Orientation consists of motivating the trainee to apply himself, explaining the purposes of various aspects of pre-vocational and vocational training. The trainee is provided a brief introduction to the Atlanta Job Market and the OIC/Atlanta training requirements. Orientation is conducted within a three day to two week period contingent upon the enrollee's level of development. This level is evaluated by testing and personal observation.

The Manpower Training Service for Ex-Offenders had accepted 88 persons into the Orientation phase of the project as of September 30, 1975. While reviewing the Participants Status Reports, the Crime Analysis Team discovered 21 of those enrollees were ineligible because they were not target offenders. They were therefore, deleted from the project's roster.

Table I illustrates by month the number of persons accepted for orientation prior to deletion from the project's roster.

Table I  
Total Persons Accepted for Orientation

	April	May	June	July	Aug.	Sept.	Total
Projected	0	18	18	18	18	18	90
Actual	2	19	14	27	11	15	88
Difference	2	1	(4)	9	(7)	(3)	(2)

Table II illustrates by month the number of trainees accepted for orientation by the Manpower Training Service for Ex-Offenders after ineligibles were deleted from the roster.

Table II  
Persons Accepted for Orientation After Ineligibles  
Were Deleted From Project Roster

	April	May	June	July	Aug.	Sept.	Total
Projected	0	18	18	18	18	18	90
Actual	2	14	8	22	8	13	67
Difference	2	(4)	(10)	4	(10)	(5)	(23)

By aggregating the actual number of enrollees, a total of 67 eligible persons entered the orientation phase of the project between April and September, 1975. The projected number of enrollees was 90. Therefore, the project is behind schedule by 23 clients. April and July were the only months whereby enrollment exceeded projection.

Exhibited below is a participant profile of the current 67 enrollees.

Participant Profile

<u>AGE</u>	<u>Number</u>	<u>Percent</u>
Under 18	4	6.0
18 - 24	39	58.0
25 - 40	22	33.0
Over 40	<u>2</u>	<u>3.0</u>
	67	100.0
<u>SEX</u>		
Male	53	79.0
Female	<u>14</u>	<u>21.0</u>
	67	100.0

Participant Profile (Cont'd)

<u>STATUS</u>	<u>Number</u>	<u>Percent</u>
Parole	20	29.9
Probation	23	34.3
Released	17	25.4
Unknown	<u>7</u>	<u>10.4</u>
	67	100.0
<u>RECORDED OFFENSE</u>		
Assault	3	4.5
Theft	15	22.3
Shoplifting	5	7.4
Murder	1	1.5
Voluntary Manslaughter	3	4.5
Armed Robbery	10	15.0
Burglary	12	18.0
Robbery	7	10.4
Auto Theft	6	8.9
Aggravated Assault	3	4.5
Battery	1	1.5
Manslaughter	<u>1</u>	<u>1.5</u>
	67	100.0

From the profile above, it is evident that the largest number of enrollees are between the ages of 18 and 24, are males, are on probation, and have committed one of the following crimes: theft, armed robbery, burglary, and robbery. Data was not available on the race or level of education of project participants.

Several problems exist within the project's structure which may account for its failure to meet the projected enrollment.

1. Enrollment has been hampered by the lack of stipends. The director has expressed on several occasions clients need for money to assist with basic living expenses. This need prohibits prospective enrollees from participating in training because they must seek and find employment.
2. Clients are concerned about the types of training courses offered by OIC. They are uncertain about job possibilities in those training areas. Many applicants have expressed a desire to receive training in welding, carpentry, truck and bus driving, and machine operations.
3. The project does not have an outreach staff. Presently, all recruitment activities are conducted by the project director. Other project responsibilities may prohibit the director from devoting a sufficient amount of time to recruitment activities.
4. Perhaps the most significant reason for the project's failure to meet enrollment requirements was the inappropriate enrollment of 21 ineligible clients who subsequently had to be removed from the project's roster.

Although the previously stated problems have affected the project's ability to meet its enrollment projection, some positive steps have been taken to improve enrollment activities. In June, 1975, LEAA approved a widened selection criteria for

participants to include theft by taking, simple assault, simple battery, auto theft and criminal attempt. Additionally, the CAT transmitted to OIC a list of recruitable clients received from the Department of Corrections and Offender Rehabilitation.

The project must enroll approximately 83 clients during the months of October, November, December, and January to achieve its scheduled projection of 150 enrollees. This would require an enrollment of approximately 21 clients each month.

The six month objective of having at least 90 target offenders accepted into the orientation phase of the project was not achieved.

Objective 2: To have at least 105 participants complete the Training phase of the project.

The Manpower Training Service for Ex-Offenders project offers a twofold approach to training--pre-vocational and vocational. Pre-vocational courses include communication and computational skills and attitudinal and motivational development. The latter course is divided into the following modules: personal development and jobology, minority history, consumer education. Vocational course offerings include secretarial/clerical/bookkeeping, auto body and repair, graphic arts and electrical wiring. The scheduled time allocated for completion of these skilled areas are 4 to 6½ months, 6½ to 10½ months, 6 1/3 months, and 6 months respectively. In addition to the previously mentioned courses, a food service course is offered to train persons interested in becoming waiters and waitresses. The length of time required to complete this course is unknown.

Classroom training is divided into modules which allows for open entrance and exit depending upon a student's need and/or proficiency. This means an enrollee could complete skills training before the prescribed time.

Sixty-one (61) of the project's sixty-seven (67) participants have entered the training phase and were enrolled as shown in the table below.

Table III  
Percentage of Total Enrollment by  
Skills Training Area

TRAINING AREA	Number	Percent
Auto Body and Repair	19	31.0
Secretarial/clerical/bookkeeping	15	24.0
Electrical Wiring	12	20.0
Graphic Arts	13	22.0
Food Service	2	3.0
TOTAL	61	100.0

According to OIC staff, students enrolled in the training areas have experienced a variety of problems, such as:

1. Short attention spans;
2. Low motivation;
3. Inadequate study skills;
4. Chronic absenteeism; and,
5. Financial stability.

According to students, chronic absenteeism is the result of insufficient funds. Another factor for consideration as the cause

of chronic absenteeism and low motivation is the student's perception of the value of the skills training courses being offered. This is evidenced by students checking in at the reception desk in the building and then failing to attend classes although remaining in the building. This concern about class-cutting was expressed by a counselor during a CAT monitoring visit.

The project has terminated thirteen (13) persons as dropouts. These dropouts by month occurred as follows: June - 2, July - 3, August - 4, and September - 4. Exhibited below is a dropout profile for the thirteen (13) dropouts.

Dropout Profile		
AGE	Number	Percent
Under 18	0	0.0
18 - 24	10	76.9
25 - 40	2	15.4
Over 40	1	7.7
	13	100.0
SEX		
Male	11	84.6
Female	2	15.4
	13	100.0
STATUS		
Parole	3	23.1
Probation	5	38.4
Released	2	15.4
Unknown	3	23.1
	13	100.0



Dropout Profile (Cont'd)

<u>RECORDED OFFENSE</u>	<u>Number</u>	<u>Percent</u>
Assault	0	0.0
Theft	1	7.7
Shoplifting	2	15.4
Murder	1	7.7
Voluntary Manslaughter	1	7.7
Armed Robbery	1	7.7
Burglary	2	15.4
Robbery	0	0.0
Auto Theft	2	15.4
Aggravated Assault	1	7.7
Battery	1	7.7
Manslaughter	<u>1</u>	<u>7.7</u>
	13	100.0 (Rounded)

<u>REASONS</u>		
Absenteeism	10	76.9
Entered Armed Services	1	7.7
Financial Necessity	1	7.7
Referred to Another Program	<u>1</u>	<u>7.7</u>
	13	100.0

From the profile above, it is evident that the largest number of dropouts were between the ages of 18 and 24, were males, and were probationers. While the percentage of the dropouts who had committed burglary is approximately the same as that for total project participants, the rate for armed robbery is about one-half of that for enrollees.

Table IV shows the percentage of dropouts by skills training area.

Table IV  
Percentage of Dropouts by Skills Training Area

TRAINING AREA	Number	Percent
Auto Body and Repair	4	30.7
Secretarial/clerical/bookkeeping	1	7.7
Electrical Wiring	6	46.2
Graphic Arts	2	15.4
Food Service	0	0.0
TOTAL	13	100.0

Table V shows a comparison by percent of dropouts with total enrollees by skills area.

Table V  
Comparison of Dropouts with Total  
Enrollees by Skills Area

TRAINING AREA	TOTAL ENROLLEES BY PERCENT	DROPOUTS BY PERCENT
Auto Body and Repair	31.0	30.7
Secretarial/clerical/bookkeeping	24.0	7.7
Electrical Wiring	20.0	46.2
Graphic Arts	22.0	15.4
Food Service	3.0	0.0
TOTAL	100.0	100.0

From the above chart, it is evident that, except in two areas, the percentage of dropouts for a particular skill area

was approximately the same as the percentage of total enrollment for that skills area. While electrical wiring students were enrolled at a rate of .2:1, the dropout rate for electrical wiring students was .46:1. Secretarial/clerical students on the other hand dropped out at a low rate of .08:1 while enrollment was at a rate of .24:1.

Participant Status Reports reveal three clients have completed skills training to date. The training areas that recorded a completion of one student each are graphic arts, secretarial/clerical, and food service. Entrance and completion dates were as follows:

<u>TRAINING AREA</u>	<u>ENTERED</u>	<u>COMPLETED</u>
Graphic Arts	June 13	June 13
Secretarial/Clerical	July 24	August 18
Food Service	July 31	September 23

The OIC project, as of the date of this evaluation, recorded three graduates. From the information shown above, it is evident that each of these three graduates completed rather short training periods. The Graphics Arts trainee is reported to have entered and graduated on the same day while the secretarial/clerical trainee completed her prescribed 4 to 6 months skills training in an abbreviated period of three weeks and two days.

The evaluation component specifies that training completions should begin in October with a total of 18 graduates for that month. If the short training periods of the three graduates above is an indication of the length of training that will be experienced by other enrollees, the project will probably meet

this October projection. However, it is too soon to make a valid judgement about this objective.

In the future, members of the CAT evaluation staff, in concert with the staff of OIC, hope to establish minimum standards for graduates and enrollees from/to the skills training program. It is difficult to reconcile, for training evaluation purposes, the inclusion (in total graduates) of an individual who both enrolls and graduates on the same day.

Objective 3: To place into employment 50% of the participants who complete the skills training program (with a minimum tenure on the job of one month).

The Manpower Training Service for Ex-Offenders employs two job developers who are charged with obtaining employment for graduates. The table below illustrates the job development activity generated between June and September.

Table VI  
Job Development Activity

MONTH	NUMBER OF JOBS DEVELOPED	TYPE OF JOB DEVELOPED
June	2	Graphic Arts Other
July	2	Other
August	2	Secretarial/Clerical Other
September	2	Other

Table VI shows a total of eight jobs were developed for LEAA clients between June and September. Of those developed, two were related to the skills training area of the enrollee; six typed as "other" were not.

Although job development activities are time consuming, requiring repeated contacts with businesses and industry, the activities should be seriously examined for cost effectiveness. As may be determined from Table V, each job developer has produced one job per month for a four month period.

Table VII  
Job Placements  
(Number of trainees in parentheses)

MONTH	PLACEMENTS WITH TRAINING COMPLETIONS	PLACEMENTS WITHOUT TRAINING COMPLETIONS	TOTAL PLACEMENTS
June	Labeler (1)	Assembly Man (1) Custodian (1)	3
July		Painter (1) Plant Operations (1)	2
August	Secretary (1)	Porter (1)	2
September	Banquet Waiter (1)	Waiter (1)	2
Total	3	6	9

Students who have graduated from the skills training areas of Graphic Arts, Secretarial/Clerical and Food Service have received related jobs as a labeler, secretary, and banquet waiter respectively. The project has also placed into employment six persons who did not graduate. The non-graduates received jobs which were unrelated to their specific skills training area. The project should be commended for assisting those students who for whatever reason could not complete skills training without securing employment.

Table VIII illustrates the length of tenure as of the date of this evaluation report for each of the nine job placements.

Table VIII

Tenure on Job

NUMBER OF MONTHS	PLACEMENTS WITH TRAINING COMPLETIONS	PLACEMENTS WITHOUT TRAINING COMPLETIONS
1	1	1
2	1	1
3		2
4	1	2
TOTAL	3	6

All of the nine persons placed on a job have at least one month's tenure. Several placements have resulted in tenure of two, three, and four months. This amount of tenure satisfies the objective and accounts for 100% placement of the three recorded graduates as well as the additional placement of six non-graduates.

The project should make every effort to keep in regular contact with each person placed on a job at least a period of one year. This kind of tracking will yield information which can be used to correlate employment to recidivism.

The evaluation design specifies job placements should begin in October with nine persons receiving employment. Not enough time has passed to accurately determine if this objective has been achieved.

Objective 4: To refer and have accepted into additional programs, aimed at providing additional services for the participant, 70% of those completing the training phase of the project are not employed.

The evaluation component requires 37 (calculated as follows:

105 X 50% X 70% = 37) of the 105 persons completing training should be referred to additional programs for services. This process should begin in October and continue through March, 1976.

According to Participant Status Reports, one client was referred to and accepted by the Atlanta Manpower Program in July. This client had not completed skills training and, therefore, will not be included in the objective measurement. Again, the Manpower Training Service should be commended for assisting a client who was unable to complete the program.

A valid judgement about the success of this objective cannot be made at this time.

## MILESTONES

The evaluation design specifies ten milestones should be achieved during project implementation. A schedule showing the planned order or sequence of the projected milestones is outlined in the Project Timetable of the evaluation component.

### Milestone 1: Staffing

The grant was officially awarded to Opportunities Industrialization Center of Atlanta for the Manpower Training Services for Ex-Offenders on January 2, 1975. The award was accepted by the sub-grantee on January 28, 1975.

Staffing began on March 31, 1975 with the hiring of the project director. According to the first quarterly progress report, 90% of the staff positions were filled by April 18, 1975. A discrepancy exists, however, with that date (April 18) and the April 7th date reported to the monitor during the July monitoring visit.

To date, two staff positions have not been filled. Those positions are Electrical Repair and Assembly Instructor II and Instructional Aide (auto body). Opportunities Industrialization Center has been unable to find a qualified electrician willing to accept the position for the salary allocated. Funds for the Auto Body Instructional Aide are being used to pay 20% of the salaries of two full-time and two part-time tutors.

Full staffing was projected to be completed by April 18, 1975.

Milestone #1 was not accomplished.

### Milestone 2: Orientation

Orientation was completed on or about April 25, 1975. Its



purpose was to acquaint staff with the national, regional, and local activities of the OIC network, its history, and founder. Orientation activities consisted of films, discussions, and oral presentations. These activities were completed within a day.

The evaluation design required orientation should be completed by April 18, 1975. Since full staffing had not been completed for the project, completion of orientation by the prescribed date was impossible.

The milestone #2 by April 11, 1975 was not achieved.

#### Milestone 3: Training

Staff training began immediately following orientation around April 28, 1975. The session consisted of informing each staff member about the specific responsibilities of his position. Department Heads outlined task elements relative to day-to-day activities. Task elements included curriculum development, counseling techniques and pre-planning. Also included was a discussion on goals and objectives of the project, methods of accomplishing said goals and objectives, and procedures for an ongoing internal evaluation.

The evaluation component specified staff training should occur during the first three weeks in April and again during the second week in July. Supporting documents (quarterly progress reports, monitoring reports, monthly summaries, implementation of milestones) indicate training occurred only during the last week in April. A discrepancy, however, exists in the actual date of accomplishment. The Implementation of Milestones form shows April 11, 1975 as the actual date of accomplishment,

whereas, Quarterly Progress report shows training commenced immediately following orientation which would have to be April 28, 1975. Neither document cites the length of the training period.

The milestone #3 was not accomplished.

#### Milestone 4: Recruitment

Recruitment is the process of informing the community, individuals, and penal institutions about the project. The process involves locating and recruiting specific categories of applicants for the project based on established priorities, participant characteristics, and intake schedule.

The original project timetable scheduled recruitment to begin during the first week in April and continue ongoing until December. This schedule did not allow for project start-up. Since staffing, orientation, and training were completed during the last week in April, it is logical that recruitment could not begin until May. The project director and other staff, however, were able to begin recruitment activities in April. The exact beginning date of activities is unknown.

Table IX illustrates recruitment activities which occurred between April and September.

Table IX  
Recruitment Activities

	April	May	June	July	Aug.	Sept.	Total
Contacts with Penal Institutions		10	2	2	1	1	16
Individual Conferences	3	24	23	35	20	18	123

According to the above table, sixteen penal institutions were visited during the six month period. Several institutions were visited more than once during a month; repeats are not included in the total count. Conferences were held with 123 individuals.

The primary barrier to recruitment is the inability of the project to provide a living subsistence to enrollees. This hinders client attraction and retention.

Milestone #4 was achieved.

Milestone 5: Intake

Intake involves all activities associated with processing an individual applying for OIC services. It includes taking an application, preliminary screening, and intake counseling. The process begins with the initial interview and is completed when an applicant reports to training, job development/placement, or counseling.

Applications for training are taken on Mondays and Thursdays from 9:00 a.m. - 5:00 p.m. Applicants usually spend thirty minutes to an hour waiting to talk with someone about OIC and the services it provides.

The original evaluation component required intake to begin during the first week in April and continue ongoing through December. This projection was unrealistic and did not allow for project start-up. Therefore, on September 19, 1975, a grant adjustment was submitted to revise the timetable for intake. The revised timetable suggests intake should begin in May and continue through December. For purposes of this evaluation, the

revised timetable will be utilized to determine if the milestone of intake has been achieved as scheduled.

Although quarterly progress reports (March 28 - June 30 and July 1 - September 30) discuss the intake process, there is no reference to the specific time the activity began.

Monthly summary reports (April - September) show 67 persons have been accepted into the orientation phase of the project. The same reports show 123 individual conferences were held as a recruitment mechanism. It is, therefore, logical to assume at least 67 of the 123 persons were received at intake. This indicates ongoing activity. Monthly summaries for April and May show activity in recruitment and orientation. Of the 27 persons recruited, 21 were received into orientation.

Milestone #5 was accomplished.

Milestone 6: Testing

The California Achievement Test (CAT) is used to test all applicants at OIC during the entry and exit periods. The test is designed to measure the applicant's ability to understand the content of material presented and the performance of students in applying rules, facts and concepts, conventions and principles of problem solving in curricular areas of reading, mathematics and language.

After an application is completed, a prospective enrollee is scheduled for testing on the succeeding Wednesday or Thursday of the week. Tests are usually 3½ hours and results are generally received within 2 to 4 weeks after the test date.

The original project timetable suggested testing should occur

in April, July, September, October, and December. A revised timetable (September 19, 1975) proposes testing should occur in May, July, September, and December. The quarterly progress report (July 1 thru September 30) states testing occurs twice a week every week. This schedule coincides with the grant narrative and was verified by the project director. Since both project timetables were incorrect, testing will be evaluated as the testing process should begin in May and continue ongoing through December. This timetable coincides with intake.

Supporting documents (quarterly reports) do not indicate a starting date for testing activities. Both reports, however, discuss the testing process. Since testing is the next step toward entrance after completing an application, it can be assumed that testing began in April. This assumption can be made because two persons entered orientation in April and 19 entered in May.

Milestone #6 has been achieved.

Milestone 7: Classroom Training

OIC/Atlanta has two daily training schedules--9:00 a.m. till 4:00 p.m., Mondays through Fridays and 1:00 p.m. till 8:00 p.m., Mondays through Thursdays.

All pre-vocational and vocational training classes have an average of fifteen trainees per class. The basic Adult Education class utilizes individualized instructional techniques so that a trainee can perform at his own pace. Upon successful completion of Basic Education classes, trainees enroll in Personality and Social Skills Deveopment and Pre-Employment Testing Preparation classes.

The revised project timetable (September 19, 1975) projects classroom training should begin in May and continue through March, 1976.

The monthly summary report for May shows nine persons entered the training phase of the project. June, July, August, and September reports recorded 14, 21, 9, and 8 trainees respectively.

Milestone #7 was achieved.

Milestone 8: Job Development

According to the evaluation component, job development should begin in May and continue ongoing through March, 1975.

Job development was discussed briefly in both quarterly reports (March 28 - June 30 and July 1 - September 30) which indicated project activity in the area. During the first quarter, job developers visited businesses and industries to establish rapport. Activity during the second quarter shows the development of full-time and part-time jobs. Part-time employment was secured for some trainees to provide monies for immediate needs.

Monthly summary reports show June as the first month whereby specific jobs were developed. Two jobs were developed each subsequent month thereafter through September.

The portion of the milestone #8 which projects job development should begin in May was not achieved; however, the portion which projects job development as a continuous activity was accomplished.

Milestone 9: Follow-Up

Project timetable suggests follow-up activities should begin

in June and continue ongoing throughout the project life. Follow-up activities were first discussed in the second quarterly progress report (July 1 - September 30). Monthly summaries do not report follow-up activity.

Counselors have attempted to follow-up on enrollees via telephone and letters. Letters facilitated very poor responses.

It appears that most follow-ups were initiated because of excess absenteeism of enrollees. Telephone conversations indicated clients would return to training as soon as employment could be found.

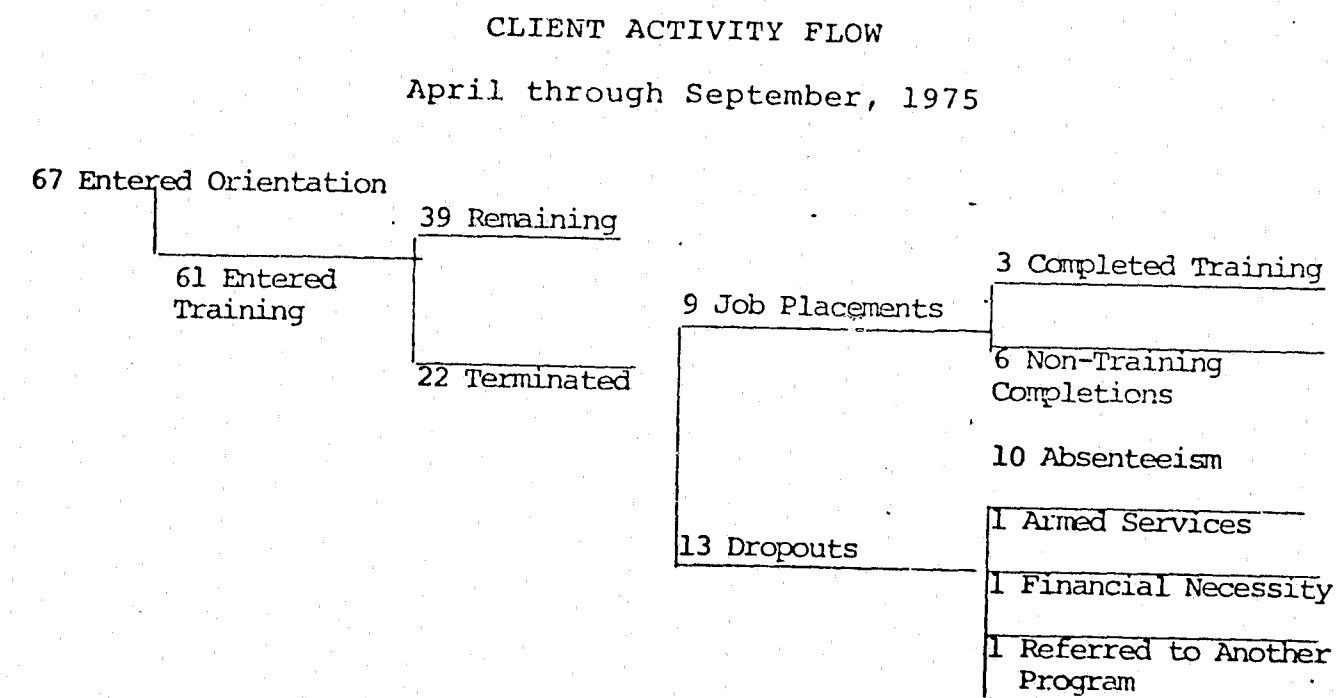
Milestone #9 was not achieved. It is difficult to determine if this activity is continuing on an ongoing basis.

#### Milestone 10: Evaluations

Written evaluations of the Manpower Training Service for Ex-Offenders will be performed semi-annually by the Crime Analysis Team.

#### SUMMARY AND RECOMMENDATIONS

The Manpower Training Service for Ex-Offenders project has achieved its goal of maintaining a recidivism rate of not more than 15% for project participants during the first six months of operation. Client activity toward achievement of the four objectives outlined in the evaluation design is summarized in the diagram below.



Although a valid determination of the project's success cannot be made because of the short duration of operation, the following activities must be performed during the next six months to fulfill requirements of the prescribed objectives:

1. Enroll 83 clients at the orientation phase of the project.
2. Graduate at least 103 persons from training.
3. Place 50 participants into employment.



4. Refer 37 participants who complete training and are not employed to additional programs aimed at providing additional services.

To insure continuous achievement of the project's goal of reduced recidivism and to assist in the achievement of objectives outlined in the evaluation design, administrative and data problems identified throughout this evaluation report should be resolved. The Crime Analysis Team offers the following recommendations for project improvement:

1. Administration

- A. The project director should exercise complete control over project staff. This process has not prevailed in the past and has limited the project's growth and development. The project staff's accountability to the project director will assure fulfillment of grant contractual obligations.
- B. The needs of OIC's LEAA clients should be continuously surveyed and ongoing activities should be designed to fulfill those needs.
- C. The project director should be knowledgeable about every aspect of project activity. A file should be kept on project activities, problems, and solutions to problems for planning and internal evaluation purposes.
- D. A study should be conducted to determine the feasibility of scheduling training classes during the evenings and nights to enable project participants

to seek and hold full or part-time employment.

- E. The project should evaluate its current training program to determine if it is applicable to today's job market.
- F. Project director should spend at least an hour a month at each training and pre-vocational class site to determine the full impact of that training for LEAA clients.
- G. Project director should conduct, on a regular basis, staff training and development sessions.
- H. The project should develop objective criteria for termination of clients. Each person leaving the project should receive an exit interview with the director.
- I. Since the project is designed to reduce recidivism, a system of client tracking should be designed to follow a participant's progress for at least a year, preferably two, after he leaves the project. This information will provide valuable data in determining any correlation between recidivism and employment and training.
- J. The project should develop a minimum criteria standard for judging a trainee's proficiency in the skills area of his choosing. For example: Each Graphic Arts trainee should receive a pre and post test in Graphic Arts to determine his level of competence. If the results of the

pre-test show the trainee's competence equals the level of competence he should obtain through training, he should not be enrolled in that skills training area. This would eliminate the reporting of an enrollee as having entered and exited a training course in the same day.

2. Data

- A. All reporting forms should be checked for accuracy and completeness prior to submission to the Crime Analysis Team. These forms should also be checked to insure that the same type of data recorded on different forms are reconciled.
- B. Project director or Research Analyst should maintain a complete file for each person enrolled in the project. These files should contain copies of intake forms, status change forms, and counselors' reports (case files). They should be accurate and complete and submitted to the Director or Analyst at the end of each day.

A P P E N D I X

CRIME ANALYSIS TEAM  
PROJECT MONITORING REPORT

1. PROJECT TITLE:	6. AWARD AMOUNT TOTAL: FEDERAL: STATE: LOCAL:
2. GRANT NUMBER:	7. NUMBER OF PERSONNEL FUNDED UNDER THIS GRANT:
	8. NUMBER OF VOLUNTEER WORKERS EMPLOYED ON PROJECT:
3. PROJECT DIRECTOR  NAME:  ADDRESS:  PHONE:	9. MONITORING DATE:
4. DATE OF AWARD:	10. MONITOR(S) NAME(S):
5. GRANT PERIOD:	11. PERIOD COVERED BY THIS REPORT:
	12. SOURCE OF LOCAL MATCH:

DATE \_\_\_\_\_

CRIME ANALYSIS TEAM MONITORING QUESTIONNAIRE

Check Appropriate Space.  
Detailed explanation must accompany a "NO" response.

	YES	NO
1. Is project operational as of this date?	_____	_____
2. Does Project Director have copy of grant and latest approved project revisions?	_____	_____
3. Does Project Director have copy of currently approved budget?	_____	_____
4. In your opinion, is project on schedule?	_____	_____
5. Has project complied with all special conditions?	_____	_____
6. Are all staff positions filed?	_____	_____
7. Are the same people employed in the same positions as last monitoring visit?	_____	_____
8. Do staff functions adhere to those described in the grant?	_____	_____
9. Are the same procedures in operation as last month?	_____	_____
10. Does an updated copy of equipment inventory exist?	_____	_____
11. Are progress reports current?	_____	_____
12. Are project objectives being met?	_____	_____
13. Is all evaluation data being collected?	_____	_____
14. Is all evaluation data being forwarded to CAT?	_____	_____
15. Has accuracy of data been verified by CAT's monitoring staff?	_____	_____

Page 2  
Crime Analysis Team  
Monitoring Questionnaire

	YES	NO
16. Are evaluation reports current?	_____	_____
17. Has it been possible to implement the original application without change or modification?	_____	_____
18. Can the project continue without modification?	_____	_____
19. Have solutions been found for all problems identified in previous monitoring report?	_____	_____
20. Are all of project's problem areas identified in preceeding questions?	_____	_____

Answer Quarterly

21. List any significant accomplishments other than stated grant goals:
22. List any side effects or unanticipated consequences of the project.
23. List any external factors which could explain or influence project's results.



## CIC MONTHLY SUMMARY REPORT

Month \_\_\_\_\_

	RECRUITED	ACCEPTED FOR ORIENTATION	TRAINING			JOBS DEVELOPED	JOB PLACEMENT
			Enter.	D.O.	Comp.		
Beg. Cum.							
Add/mo. (1)						(2) a. _____ b. _____ c. _____ c. _____	
Total TD							

(1) a. Community visits \_\_\_\_\_  
b. Individual conf. \_\_\_\_\_  
c. Contacts w/penal  
institutions \_\_\_\_\_

Projected:  
Enrollment to date \_\_\_\_\_  
Diff. (+)(-) \_\_\_\_\_

Reasons for D.O.  
1.  
2.  
3.  
4.

(2)  
a. Sec./Cler.  
b. Auto Mech.  
c. Electrical  
d. Graphic Arts

# Sessions	COUNSELING (3)		TENURE (months)						JOB LOSSES (4)			OTHER PROGRAMS (5)		RECIDIVISM	
	Indiv.	Group	1	2	3	4	5	6	Fired	Quit	Other	Referred	Accepted	I	II
Beg. Cum.															
Add/mo.															
Total TD															

(3) Counseling:

# Hours in face to  
face contact \_\_\_\_\_  
Average minutes  
per contact \_\_\_\_\_

(4) Job Losses:  
\*OTHER

1.  
2.  
3.

(5) Other Programs:  
REASONS FOR REJECTION

1.  
2.  
3.

# IMPLEMENTATION OF MILESTONES

Quarter \_\_\_\_\_

MILESTONE	Projected Date of Accomplishment	Actual Date of Accomplishment	COMMENTS

CODES: \* New Enrollee  
\*\* Information Update

O I C Participants Status Report (Update only)

Reason For Termination						
Date Terminated						
Type Recidivism (I or II)						
Date Convicted						
New Offense						
Date Arrested New Offense						
Additional Programs	Accepted (yes/no)					
	Referred (name)					
Tenure on Job						
Job Title						
Date Job Began						
Type Training						
Date Training Completed						
Date Entered Training						
Date Entered Orientation						
Last Offense						
Status (Probation Parole Release)						
Sex						
Age						
Identifier						

June 26, 1975

Mr. Ronald Fox  
Opportunities Industrialization  
Center of Atlanta, Inc.  
350 Nelson Street, S. W.  
Atlanta, Georgia 30313

RE: #75-DF-04-0020

Dear Mr. Fox:

Enclosed please find a copy of L.E.A.A. grant adjustment number 2 which widens the selection criteria for certain Impact grants. The adjustment allows the inclusion of offenders who have committed simple assault, simple battery, theft by taking, auto theft, and criminal attempt.

Please note that the approval of this change is conditioned upon revision of the project's evaluation component where applicable. One of the Monitors from this office will review the evaluation component of your grant to determine if revision is necessary. If so, our office will work closely with you to develop the revised evaluation component.

If you have any questions on this matter, do not hesitate to call me.

Sincerely,

Lois Johnson  
Grants Manager/Fiscal Analyst

LJ/emx



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
GRANT ADJUSTMENT NOTICE

1. GRANT NUMBER

75-DF-04-0020

2. GRANTEE

State Crime Commission

3. ACCOUNTING CLASSIFICATION CODE

4. APPROPRIATION NUMBER  
15X0400

5. TITLE OF PROJECT

Manpower Training Service for Ex-Offenders

6. ADJUSTMENT NO.

2

7. DATE

June 13, 1975

8. TO GRANTEE: PURSUANT TO YOUR REQUEST OF June 6, 1975  
THE FOLLOWING CHANGE, AMENDMENT, OR ADJUSTMENT IN THE ABOVE GRANT PROJECT IS APPROVED,  
SUBJECT TO SUCH CONDITIONS OR LIMITATIONS AS MAY BE SET IN ITEM 10 BELOW.

9. NATURE OF CHANGE, AMENDMENT, OR ADJUSTMENT

The request to redefine eligible Impact clients is hereby approved to include persons who are convicted of: simple assault, simple battery, theft by taking, theft of motor vehicle, and criminal attempt.

10. CONDITIONS OR LIMITATIONS

The grantee agrees to submit revisions to the project evaluation component for LEAA approval by September 19, 1975.

11. TYPED NAME & TITLE OF RESPONSIBLE OFFICER

Charles F. Rinkevich  
Regional Administrator

12. SIGNATURE OF RESPONSIBLE OFFICER

*Charles F. Rinkevich*

13. DATE

6/13/75

November 6, 1975

Mr. Jim Higdon, Administrator  
State Crime Commission  
1430 West Peachtree Street  
Suite 306  
Atlanta, Georgia 30309

RE: 75-DF-04-0020  
Opportunities Industrialization Center (OIC)

Dear Mr. Higdon:

Enclosed is a copy of a corrected page for the above referenced grant. This corrected page replaces the matrix which is part of the grant adjustment request submitted to your office on September 19, 1975.

If you have any questions, please contact Dianna Johnson of my staff.

Very truly yours,

Michael H. Terry

MHT/mhh

Enclosure

bcc: Evaluation Section

REVISED SEPTEMBER 19, 1975

PROJECT TIMETABLE

W E E K	1-2	3	4	5-9	10 12	13	14	15 19	20 23	24	25	26 30	31 35	36	37	38 42	43 47	48 52
Staffing	X																	
Orientation	X																	
Training	X	X					X											
Recruiting	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
Intake				X	X	X	X	X	X	X	X	X	X	X	X			
Testing				X		X	X			X	X			X	X			
Assessment				X		X	X			X	X			X	X			
Counseling				X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Classroom				X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Job Development				X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Post Classroom					X	X			X	X			X	X			X	
Follow-up					X	X	X	X	X	X	X	X	X	X	X	X	X	
Evaluation												X						

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# REVISED MONTHLY CUMMULATIVE TARGETS CHART

November 6, 1975

MONTH	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC	Jan	FEB	Mar	
TARGET	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
1. New Enrollees		18	18	18	18	18	15	15	15	15	--	--	150
2. Drop-Outs		5	5	5	5	5	4	4	4	3	3	2	45
3. Job Placements							9	9	9	9	9	8	53
4. Referrals							7	6	7	6	7	4	37
5. Other Positive							2	2	2	2	3	4	15
6. Total Training Completion							18	17	18	17	19	16	105
7. Total Output Level at End		5	5	5	5	5	22	21	22	20	22	18	150
8. of Month ...		13	26	39	52	65	58	52	45	40	18	0	

Line 6=  $\sum$  3, 4, 5

Line 7=  $\sum$  2, 6

**END**