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Council for Economic Opportunities in Greater Cleveland, reports,  
1967.

[Feb. 1967]

PRELIMINARY DRAFT

PROJECT . . . . . ACTION

IN

MANPOWER

Introduction

In response to the President's Committee on Manpower, the Council for Economic Opportunities in Greater Cleveland (the local Community Action Agency) has accepted the role of bringing together the diverse array of talents and agencies which are in some way concerned with employment in the Greater Cleveland community. Out of this has come an explicit concern for dealing with the grave problems of unemployment in the inner city. A Task Force, which consists of the educational, business, community action, social service and other elements of the community, has been formed to develop a comprehensive planning and action program aimed at eliminating the disparity between the rates of inner-city unemployment and those for the whole metropolitan area.

Background

There is a background of experience, and information, which is relevant to such an action program, and to a comprehensive planning effort, at this time.

- The Cleveland Board of Education has operated a successful and innovational Adult Education Center, a work study program as a regular part of its school curriculum, and an in-school Neighborhood Youth Corp;
- The Cleveland Urban League has operated an on-the-job training program;

- The County of Cuyahoga has operated a Title V work experience program;
- The Catholic Charities has operated the Project Peace Skill Center;
- The Ohio State Employment Services has related to the target areas of the inner city directly as a part of the Neighborhood Opportunity Centers;
- The Council for Economic Opportunities has operated Project 1060 - a special summer employment program involving over 2,000 hard-core unemployed from the inner city, an out-of-school Neighborhood Youth Corp program, an Outreach program, and will be operating a Foster Grandparents Program by March 1;
- The City of Cleveland has operated a Youth Training Program and presently operates an on-the-job training program.

There are also relevant studies which detail a statistical picture of unemployment in the inner city. These include: Description of Poverty in Cleveland, a report issued for the Council for Economic Opportunities and prepared by the Research Department of the Welfare Federation in April, 1965; the Unemployed Out of School Youth Survey prepared by the Bureau of Educational Research, Cleveland Public Schools, December, 1966; "Changes in Economic Level in Nine Neighborhoods in Cleveland: 1960-1965 (Advance Report)", Current Population Reports - Technical Studies, U.S. Department of Commerce, Bureau of the Census, Series P-23, Number 20, September 22, 1966.

#### Basic Elements

Key to the entire present effort, it is clear, is the direct and continuing participation of the business community: the employers. Involvement of business and industrial leaders in the key policy planning, and operating, committees of this effort is recognized and provided for in every stage and phase of program planning and operation. The active support of the business and industrial community, in such

tangible ways as though the donation of time and staff, and the guaranteeing of placement opportunities for people who have participated in this Action in Manpower Project is absolutely essential. The whole success or failure of this project will rest primarily upon this basic element of support. Secondly, the mechanism by which we can match people with jobs, and process them in a fashion which will appeal to the individual, while at the same time making him attractive to the employer, is of great importance. And finally, but by no means of less significance, the process of recruitment - that mechanism by which we seek out the hard-core unemployed in the inner-city area and convince them of the genuine opportunities available while motivating them to participate - is perhaps the third part in an important triumvirate. These key elements are dependent not only upon the mechanisms by which they operate (i. e., the agencies, routines, standard operating procedures, etc.), but also upon the supportive services which are built in as an integral part of the entire operation. It is questionable to talk about opening up job opportunities if one cannot assure these very necessary supportive services. For instance, there is a need for medical screening and follow-up, special bus service and transportation arrangements, day care facilities, family counseling, a coaching (reinforcing) relationship during the entire process, special educational services (adult education, vocational training, etc.), etc.

### Resources

This present effort has been precipitated by special funds being made available at this time from the federal government. Some \$85 million is nationally available to some 19 cities: roughly half of the funds are from the Manpower Development Training Act and half from the Economic Opportunity Act. The programs funded will be on an

annual basis; a target of 3000 jobs, with recruits being involved in some phase of the program operation by June 1, 1967, is the stated goal.

This is not the first instance our community has demonstrated concern for these problems. As mentioned in the foregoing, there have been programs, and there exist many agencies, with a commitment to increasing job opportunities for, and lessening the unemployment of, the inner-city resident. Fundamental to the present effort to mount an action program is the coordination of all of these agencies who are in some way concerned about, or desire to take an active part in, the Action in Manpower Project. From the standpoint of economy and efficiency, and not unmindful of the frustration which besets an individual participant confronted with a maze, the first step in the planning process must be toward conceiving an organizational framework which will relate the resources available to the common task now being undertaken.

The next step, which must occur simultaneously in view of the time requirements, is that of planning out the Action in Manpower Project. This project, which is targeted to serve 3000 inner-city residents, aged 17 on up, fits in as the primary action element in the whole comprehensive manpower plan. It must be a program that meets the needs of the individuals it will serve; it must be responsive to their needs and concerned with building upon what has been learned from the experiences of other programs and agencies.. By June 1, 1967, it is expected that the greatest number of the potential participants will be actively engaged in some phase of project operation.

The major emphasis of this project then, is ACTION IN MANPOWER. There are five major stages involved:

## Operation

### A. Outreach

The principal contact with the inner-city community for the purpose of recruiting people shall be through the Outreach Program. Building on experiences of Project 1060, there will be a special team in each of the five Neighborhood Opportunity Centers of the city that will go out to the community and relate the details of this program in a manner that will gain the interest of potential participants. Specific communication techniques and devices will have to be designed keeping in mind the target community. For example, instead of advertisements on busses and taxis that speak of "motivating to educational and employment opportunities" (obviously oriented to the middle-class), such will have to be translated into slogans and cartoons that can more effectively convey the idea of jobs now to the target group via such media as cigarette and beer cartons.

### B. Eligibility Standards

It will be necessary to define the eligibility standards in terms of age, sex, educational attainment, and other similar characteristics. It is intended that exclusions, if any, be kept to the absolute minimum. This is a program to deal with the hard-core unemployed. We must assume that the easy cases have been largely dealt with already. The only exclusions that are envisioned at this time are: (1) obvious retardates; (2) mainline addicts or alcoholics; (3) those under 17 years of age; (4) those having a court date pending; and (5) those more than four months pregnant. The minimum age standard is seen as 17, with the understanding that all those eligible for programs now in operation will be channeled to those programs directly. For instance, an 18-year-old youth who applied for this program, and who is found to be eligible for Neighborhood Youth Corp, would be enrolled in the Neighborhood Youth Corp Program.

The same would be true for the Job Corp Program, Project for the 50's, - Foster Grandparents Project, etc.

C. Screening

1. Medical Examination

It is essential that each applicant be given a complete medical examination. The information from this medical examination, together with the other information collected in the process of screening, will constitute the primary data in an individual applicant's profile. This profile is the basis for the training and job placement activities which will follow. It will enable the program to identify those individuals in need of particular supportive services, specifically medical and dental assistance.

2. Testing

An initial registration, employment counseling, testing, (to the extent necessary as determined by this program) will be conducted in each of the five Neighborhood Opportunity Centers primarily by the Ohio State Employment Services. These processes will involve collecting the necessary information to complete the individual applicant's profile, counseling to further gain an understanding of the individual's goals and interests, as well as problems, and such tests as the general aptitude test battery, the interest checklist, the Kohs Block Design Test, the Peabody Picture Vocabulary test, and such other devices as will give an accurate indication of the interests and abilities of a given applicant which may be later matched with the profile of available jobs to assist in counseling the most suitable training and placement for that individual.

## Operation II - Job Preparation

It is useful in terms of approaching the whole question of job preparation, to attempt to classify or categorize the individuals that will be handled so that a more responsive and meaningful experience may be assured to the individual participant. That is to say, a one-to-one relationship in which each individual receives exactly what he wants and needs in terms of making him an attractive prospect to employers is the goal; however, this is impractical in terms of program operation within the framework of personnel and budget constraints. It must be borne in mind, nonetheless, as the guiding principle behind the manner in which all applicants are processed. Of utmost importance throughout the total program is a personal relationship with the individual applicant. This relationship, which must begin as soon after recruitment as possible, must develop during the Operation II - Job Preparation. It should reinforce the individual's motivation and enable him to gain positive experiences of success; it should enable him to see models of success so that he may similarly pattern his own life and see the relevance of the training that he is undergoing; it should present an individuated mix of supportive services which will underpin his employment efforts by helping to meet family and personal needs beyond the reach of the usual training program; and it should encourage self-dignity and provide an opportunity to experience a feeling of self-worth.

In order to accomplish the above, it would be optimal to have a program which would be specifically designed for each individual. As mentioned above, however, the constraints of time, money and manpower will not permit this in any ultimate sense; this, however, does not preclude a program flexible enough to meet the individual needs of each participant in a responsive manner. To achieve this more individualized basis

of program orientation, it will be necessary to conceive the program applicants in three basic categories:

Category A:

This category will consist of the long-term hard-core unemployed individual. This individual will be the most difficult to reach, not only because he is technologically unequipped and unskilled, but also because he is characterologically damaged or disadvantaged. This individual is the most alienated and least responsive of the group we classify as hard-core unemployed. His situation is more determined by attitude than by basic intelligence or aptitude.

For an individual of this category, the promise of training means little. With a background of frustration, there is a primary need to give an immediate experience which will stress the relationship between work, money, and recognition and approved by others; this will, to the extent possible, regain a relationship of trust between the individual and the employment program.

Therefore, for this category, it is proposed that there be the continuation of the Project 1060 Program. This program would work with these individuals on a sheltered workshop basis so as to provide work experience to the individual and to win over his trust in the notion of self-advancement. Depending on the particular needs of the individual, there are four available programs which would handle the Category A type of individual: Project 1060; Out of School Neighborhood Youth Corp (ages 17 through 21); the Job Corp; and a Special Rehabilitation Program operated under contract with the Vocation Guidance and Rehabilitation Service.

Category B:

This category will consist of the norm of hard-core unemployed individuals. Gen-

erally, this will be individuals who have had difficulty holding jobs, who have no skills to offer, who have limited educational attainment, who have a complex of social/family problems which interfere with their employment capacity, and who have frustrations, anxieties and insecurities that prevent them from actively seeking or holding jobs.

For an individual of Category B, an effective job preparation or training program which contains a large measure of basic skills, individual grooming, and other primary level social skill introductions - together with preparation for an entry level job in industry or government - is the most promising avenue of individualized program attention. Depending upon the individual characteristics, several programs will be available to this category of individual: Job Preparation Program; Opportunity Industrial Council Program; Scheuer Programs; Project Peace Skills Center; and Project for the 50's - Foster Grandparents Program.

### Category C

This category will consist of highschool graduates who have had considerable difficulty in gaining employment and are presently unemployed; other individuals who, for reason of technological change or frictional unemployment, have been unemployed and in need of new skills or re-training, and individuals who are entering the work force and have inadequate preparation and who reside in the target inner-city area.

For an individual of Category C, the resources available will consist of Manpower Training Programs, Bureau of Employment Services Programs, On-the-Job training programs (particularly those of the Urban League and City of

Cleveland). These programs, which deal with those who are of the characteristically hard-core category and who seem certain to be long-term unemployed types, are of a preventive nature. By beginning to recruit and intensively work with these individuals through the above mentioned programs, and with the individualized attention of this project, it is hoped that these individuals may be positively affected and the downward spiral of unemployment and despair arrested with and a promising alternative of training, employment and self-sufficiency replacing it.

Within the three tracts of job preparation programs outlined above for the three basic categories of individual applicants, there will be the strong emphasis on responding to the personal needs of the individual and on relating to the individual. There will be a coach assigned to counsel with, guide, and follow up each individual in each category. The skills of the coaches will be matched with the needs of the individual. The number of applicants assigned to a coach will vary directly with the amount of time involved in dealing with the individuals of the given category. This will allow an approximation of time which, while correlated with the needs of the category, will yield a factor that will enable us to plan a budget and to measure the level of program performance.

The individuals selected as coaches in this project will be residents of, and will have experience in, the target inner-city community. These people will undergo an intensive training effort which will include sensitivity training; the basics of interviewing and counseling; a familiarization with employment programs; employer needs and characteristics, and employee needs and characteristics; and an orientation to the entire manpower training effort related to this project.

### Operation III - Job Creation and Development

The need for a comprehensive planning and coordinating mechanism becomes particularly apparent in the process of job creation and development. When talking about a target placement of between 2000 and 4000 people in a period of six months, it becomes apparent that there must be a well-organized, integrated and coordinated, and effective effort mounted to assure the contact of all business, government, industry and other employer groups. To present to these groups the facts regarding this program, it will be essential to carefully structure a mechanism and assign responsibilities.

There are agencies who have been created for this specific purpose and with the intent of improving the community capacity to create and develop employment opportunities for the inner-city population. The two newly-created agencies, the Jobs Council and the Manpower Commission, are evidence of the awareness and willingness to accomplish just this task. The long-term and pervasive responsibility of the Ohio State Employment Services, to say nothing of the resources which it already has at its command in this regard, is an additional and valuable input.

The basic details of how the project shall be organized so as to respond to the needs of job creation and development will be defined by these three principal groups. Among ideas already presented, is that which suggests the utilization of two task forces; one primarily concerned with contacts of big business and industry and the other concerned primarily with contacts of small business and industry. This approach emphasizes the fact that the needs, and hence the responses by way of this project, vary mainly by the size of the industry. Further distinctions may be made based upon the nature of the industry served, the nature of the product or service rendered, common charac-

teristics of basic entry level jobs, etc., and act as a means for refining and organizing this process of job creation and development.

Needless to say, irrespective of the organization and staffing pattern chosen, an accurate and timely communications system must be established so that, on the basis of the profiles of applicants recruited, placement commensurate with such applicants' interests, abilities, and potentials may be emphasized in the developmental process. Further, a feedback mechanism which will promptly report the data on jobs created, in terms of job descriptions and clearly-defined basic entry categories, must be included and coupled to the job placement operation.

#### Operation IV - Job Placement

As a result of the individual's profile, and the training which was subsequently planned for a given individual, and in view of the jobs that are available, the Ohio State Employment Service will be primarily responsible for the process of placement. This will include, in addition to the initial set of interviews and counseling, a conference with the applicant being placed, the arrangement of an interview (if such is required), the arrangement of transportation to and from the interview (and also the provision of such incidentals as may be required to make possible the interview meeting), and a follow-up to make certain that the interview has taken place and to determine the nature of the action which has resulted.

In the case of a successful placement, the appropriate records to show the placement and to cause a periodic follow-up on that placement, will be part of this operation. In the case of an unsuccessful placement, the continued counseling and re-scheduling of interviews will be a part of this operation. In the event of continued difficulty in placement, a consultation with the coach assigned to the given individual, with the training

staff and with the job development staff will be held so as to assure, to the fullest extent possible, a response to the individual needs of the applicant concerned.

The involvement of the coach in the job placement process, and as an aide to the entire counseling effort which is shared among all of the stages of this project, is assured.

#### Operation V - Supportive Services

This operation is not so much a stage as it is a recurrent theme. Supportive services are available, and will begin, immediately after a need is identified. They may begin at the time of recruitment, during training, at the time of placement, or subsequent to placement. The services offered are those which are primarily aimed at enabling the applicant - enrollee to benefit from training and to hold a job. Experience has proven that the indirect affect of such factors as the family and the home, health, transportation, etc., may debilitate as much as the lack of employment skills and work habits.

The services offered as a part of this project will be gained from a variety of sources and in a variety of ways. Some will be on a contract basis, others on a fee or cost-for-services basis, and still others on an individual usage basis. The services include: family counseling, medical follow-up, continued coaching and follow-up, transportation services, day care, educational advancement programs, Jobs Up (job upgrading program). There will also be a Sensitivity Training Program for related employer personnel.

## MONTHLY PROGRESS REPORT

### Neighborhood Information Centers May, 1967

The number of people coming to the Neighborhood Information Centers increased substantially during the month of May over the previous month. This is the first reversal of the decreasing trend noted and reported on since December. There were 409 people seen during May, an increase of 133 people. Three of the five centers, Tremont, Hough and Glenville, contributed to this increase. Most of the increase, however, occurred in the Glenville Center where a large number of youth came in seeking summer employment. A list of approximately 45 possible trainees was submitted to AIM-Jobs recruiters from the Glenville Center. Many of these applicants have been contacted by AIM-Jobs and have been assigned starting dates to enter the program.

The outreach program continues to be a minor feeder into the Neighborhood Center Program. Thirteen (13) people were referred from the outreach program, approximately the same number as referred during April.

The most frequent problem coming to all centers is employment as it has been for the past several months, consisting of 154 or 39% of all cases. This is impressive and signifies the need for all groups concerned with reducing "root" problems in low-income areas to give attention to this area. A meaningful program of opportunities for youth to participate in employment and recreational programs would appear to be vitally needed, based on our experience of the past months, particularly in the Glenville area.

The next most frequent requests for help were with relief related problems and the need for casework counseling. These are also trends noted in previous months.

In Glenville we have welcomed the new and inovative program of the County Welfare Department to improve their service to the people receiving assistance. As this program began it has been our experience that timely and appropriate services have been rendered. A liaison person, Mrs. Rose Morris, has been available

to smooth out difficulties and make the transition easier.

During May Mrs. Josephine Oliver, the information specialist in Glenville, and Mrs. Mabel Gantt, the casework assistant in Kinsman, two valued employees difficult to replace, left our staff. Efforts are being made to replace them both as soon as possible.

Staff of the neighborhood have had more difficult cases for help. Typical of these situations is that of Mr. A. which follows.

Mrs. P., a widow age 67 on AFA, brought in her brother, Mr. A, aged 60. Mr. A. had lived all his life on the farm he was born on in Mississippi. Mr. A. is married with no children. Mr. A. had done farm work all his life for a white man, and the man's son, and then the man's grandson. Mr. A. was given a cabin to live in and he earned \$7 a week. Mr. A. has what appears to be a physical handicap which is not severe - he limps. A very shy and passive person, he was unable to explain why he suddenly tired of his situation and came to Cleveland a month ago to join his sister and look for work. He has a fourth grade education. His wife is still in Mississippi, but he hopes to send for her.

Mrs. P. took her brother to some private employment agencies, but Mr. A. was too unskilled to do domestic work, cleaning or dishwashing. He was unable to find his way around the city. He didn't know how to use a mop wringer or a push broom.

Mrs. P. brought her brother to CIS. Neither Mrs. P. nor Mr. A. want Mr. A. to return to Mississippi. The Welfare Department in Mississippi had offered food stamps to Mr. A. He had to pay \$20 to get food stamps for 3 months; he was not able to accumulate this much cash. The CIS worker, after a long interview, referred Mr. A. to Goodwill Industries. None of their training programs seem appropriate. Goodwill feels that Mr. A. can learn and that his history of steady work is an asset. Goodwill required a medical evaluation of Mr. A.; CIS set up an appointment at Metro General Hospital. Mr. A. is now getting a physical exam. If physically qualified, Goodwill hopes to use Mr. A. as a porter in one of their stores where

Neighborhood Information Centers  
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May, 1967

he would earn 70¢ an hour. More follow up is needed, but it is hoped that we have started Mr. A. on a path out of his problem.

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C O M M U N I T Y C E N T E R S

Monthly Statistics  
May, 1967

	Case Files	Status Cases	Substantiated Complaints	Self-Help Cases	Information Cases
<b>GENERAL PUBLIC</b>	259	177	12	11	11
a. Birth	11	11	1	1	1
b. Unemployed Persons	11	11	1	1	1
c. Instantly Injured	1	1	1	1	1
1. Straps	1	1	1	1	1
2. Locked Over	1	1	1	1	1
<b>PERSONS ON PROBATION</b>	1	1	1	1	1
<b>INDIAN RESERVE</b>	11	11	1	1	1
a. Reserve	11	11	1	1	1
b. Public	1	1	1	1	1
c. Social Services/Hospitals	1	1	1	1	1
<b>ANTI-TRUSTY PERSONS</b>	1	1	1	1	1
a. Owners	1	1	1	1	1
b. Public Services	1	1	1	1	1
c. Other	1	1	1	1	1
<b>CITY, TRIBUNAL, RELIGIOUS ORGANIZATIONS</b>	11	11	1	1	1
<b>HOSPITALS (Other than the City)</b>	1	1	1	1	1
<b>SCHOOLS</b>	20	1	1	1	1
<b>PROFESSIONAL PERSONS</b>	1	1	1	1	1
<b>PUBLIC INFORMATION MEDIA</b>	1	1	1	1	1
<b>UNITED ARMY</b>	1	1	1	1	1
<b>INDIVIDUALS</b>	11	11	1	1	1
<b>TOTAL</b>	468	317	21	21	21

COMMUNITY INFORMATION SERVICE

Monthly Statistics  
May, 1967

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH TREMONT		Information CENTRAL GLENVILLE		Centers KINGSMAN	GRAND TOTALS
<b>SOURCE OF INQUIRY:</b>									
<b>GENERAL PUBLIC</b>									
a. Self	259	178	22	11	12	17	120	1	620
b. Interested Person	31	67	7	9	8	7	8	27	164
c. Previously Served:									
1. Re-Open	2	--	2	19	22	6	16	2	69
2. Carried Over	1	58	2	23	1	1	5	--	91
<b>BUSINESS AND INDUSTRY</b>	11	--	--	--	--	--	--	--	11
<b>SOCIAL AGENCIES</b>									
a. Private	61	4	6	4	6	8	1	1	91
b. Public	29	7	3	5	--	3	1	--	48
c. Social Service, Hospitals	7	2	1	2	3	--	3	--	18
<b>ANTI-POVERTY PROGRAMS</b>									
a. Outreach	--	--	--	1	2	7	3	--	13
b. Field Service	--	--	--	1	--	--	--	--	1
c. Other	--	2	--	4	12	1	5	4	28
<b>CIVIC, FRATERNAL, RELIGIOUS ORGANIZATIONS</b>	10	--	1	--	2	--	--	--	13
<b>HOSPITALS (Other than Soc. Serv.)</b>	7	--	--	--	--	--	--	--	7
<b>SCHOOLS</b>	26	--	5	1	1	--	1	--	34
<b>PROFESSIONAL PERSONS</b>	8	--	1	1	6	--	--	--	16
<b>PUBLIC INFORMATION MEDIA</b>	9	18	2	--	--	1	3	1	34
<b>UNITED APPEAL</b>	<u>5</u>	<u>--</u>	<u>--</u>	<u>--</u>	<u>--</u>	<u>--</u>	<u>--</u>	<u>--</u>	<u>5</u>
<b>SUBTOTALS</b>	466	336	52	81	75	51	166	36	1263
SUBTOTAL, Neighborhood Information Centers -- 409									

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH TREMONT		Information CENTRAL GLENVILLE		Centers KINSMAN	GRAND TOTALS
<b><u>CONTACTS:</u></b>									
INCOMING TELEPHONE CALLS	459	260	53	97	139	49	51	27	1135
OUTGOING TELEPHONE CALLS	115	198	45	188	150	71	66	19	852
OFFICE INTERVIEWS	24	160	2	64	65	29	171	11	526
HOME INTERVIEWS	--	--	--	12	16	5	3	36	72
LETTERS	12	3	5	10	2	7	12	--	51
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SUBTOTALS	610	621	105	371	372	161	303	93	2636

SUBTOTAL, Neighborhood Information Centers -- 1300

**DISTRIBUTION OF INQUIRIES:**

DIRECT REFERRALS	69	24	15	51	20	23	141	15	358
INDIRECT REFERRALS	160	142	20	7	18	5	12	4	368
DIRECTED TO OTHER RESOURCE	53	44	3	10	6	7	--	--	123
INFORMATION ONLY	184	207	14	13	31	16	13	17	495
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SUBTOTALS	466	417	52	81	75	51	166	36	1344

SUBTOTAL, Neighborhood Information Centers -- 409

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH	TREMONT	Information CENTRAL	GLENVILLE	Centers KINSMAN	GRAND TOTALS
<b>PROBLEMS PRESENTED:</b>									
ADMINISTRATIVE ASSISTANCE	37	4	--	--	4	3	1	--	49
ADOPTIONS									
a. Couple Offering Home	4	--	--	--	--	--	--	--	4
BOARDING AND FOSTER HOMES									
a. Request for	3	4	--	--	1	--	--	--	8
b. Offer of	--	2	--	--	--	--	--	--	2
CATEGORICAL ASSISTANCE AND GENERAL RELIEF	16	5	3	25	9	3	8	--	69
CHILD CARE									
a. Day Nursery	4	2	1	--	2	1	--	--	10
b. Home Care	1	1	--	2	1	--	1	1	7
COMMUNITY CONTRIBUTIONS									
a. Request for	1	--	--	8	4	--	2	3	18
b. Offer of	3	--	--	--	1	--	--	--	4
COMPLAINTS RE: SERVICES	6	6	--	--	1	2	1	--	16
COUNSELING SERVICES									
a. Youth	7	--	--	2	--	--	--	--	9
b. Family	12	5	2	--	8	--	3	1	31
c. Individual	15	40	3	--	--	1	--	--	59
EDUCATIONAL PROBLEMS									
a. Adult Education	4	--	--	--	2	1	1	--	8
b. Drop Outs	--	--	--	--	--	1	--	--	1
c. Student Assignment	18	--	--	--	--	--	--	--	18
EMPLOYMENT									
a. Job Sought	22	103	3	4	8	14	126	2	282
b. Job Offer	9	33	--	3	--	--	2	--	47

## COMMUNITY INFORMATION SERVICE, Monthly Statistics

- 4 -

May, 1967

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood		Information		Centers		GRAND TOTALS
				HOUGH	TREMONT	CENTRAL	GLENVILLE	KINSMAN		
FOOD STAMPS	10	2	--	--	3	1	--	2	18	
FINANCIAL PROBLEMS										
a. Income Insufficient	8	14	3	1	--	3	3	--	32	
b. Unable to Budget	2	1	--	--	--	--	--	--	3	
c. Unusual Expenses	2	5	2	2	3	--	--	--	14	
GENERAL AGENCY INFORMATION	82	13	1	--	1	3	--	9	109	
GENERAL COMMUNITY INFORMATION	52	15	1	3	2	1	--	13	87	
GEN'L HOSPITAL OR OUTPATIENT CARE	16	--	--	--	2	2	--	--	20	
GROUP WORK FACILITIES	34	--	4	2	1	--	2	--	43	
HEALTH PROBLEMS										
a. Acute	3	2	--	1	2	--	--	--	8	
b. Chronic	5	6	3	2	1	2	1	--	20	
HOMEMAKER										
a. Instruction	1	--	--	--	--	--	1	1	3	
b. Service	5	20	2	6	--	2	1	--	36	
HOUSING										
a. Request for	6	18	--	3	2	3	4	1	37	
b. Offer of	4	4	--	1	2	--	2	--	13	
c. Substandard	--	--	--	2	--	--	--	--	2	
INSURANCE PROGRAMS										
a. Medicare	3	24	--	--	--	2	--	--	29	
b. Social Security	1	14	--	--	--	--	--	1	16	
c. Other	--	6	--	--	--	--	--	--	6	
LEGAL PROBLEMS	6	6	--	5	7	--	1	1	26	

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood		Information		Centers		GRAND TOTALS
				HOUGH	TREMONT	CENTRAL	GLENVILLE	KINSMAN		
<b>MENTAL RETARDATION</b>										
a. Group Facilities	--	--	1	--	--	--	--	--	1	
b. Placement	--	--	8	--	--	--	--	--	8	
<b>NATIONALITIES SERVICES</b>	4	--	--	--	--	--	--	--	4	
<b>NURSING CARE</b>										
a. Nursing Home	10	9	1	--	1	1	--	1	23	
<b>OUT-OF-TOWN INFORMATION</b>	21	4	--	--	--	--	--	--	25	
<b>PLACEMENT</b>										
a. Custodial Care	1	--	2	--	--	--	--	--	3	
<b>PROBLEM DRINKERS</b>	--	1	--	1	1	--	--	--	3	
<b>PROSTHETIC APPLIANCES</b>										
a. Loan	--	--	--	--	--	1	--	--	1	
b. Purchase or Rental	--	1	--	--	--	--	--	--	1	
<b>PROTECTIVE SERVICES</b>										
a. Children	4	2	1	1	1	--	--	--	9	
b. Aged	3	12	1	1	1	--	--	--	18	
<b>PSYCHIATRIC HOSPITAL OR OUTPATIENT CARE</b>	5	2	4	1	1	1	--	--	14	
<b>UNMARRIED MOTHERS</b>	1	--	--	--	--	--	--	--	1	
<b>VOCATIONAL GUID. &amp; REHAB.</b>										
a. Job Training	1	--	2	2	1	3	6	--	15	
b. Job Counseling	2	--	2	--	1	--	--	--	5	
c. Job Placement to:										
1. Anti-Poverty Program	--	--	--	3	--	--	--	--	3	
<b>VOLUNTEER SERVICES</b>										
a. Offer of	11	3	2	--	1	--	--	--	17	

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH TREMONT		Information CENTRAL GLENVILLE		Centers KINSMAN	GRAND TOTALS
VOLUNTEER SERVICES (cont.)									
b. Request for	1	1	--	--	--	--	--	--	2
RECREATION	--	4	--	--	--	--	--	--	4
DENTAL CARE	--	3	--	--	--	--	--	--	3
HEARING AID	--	1	--	--	--	--	--	--	1
RETIREMENT HOME	--	5	--	--	--	--	--	--	5
REST HOME	--	3	--	--	--	--	--	--	3
FOSTER GRANDPARENTS	--	2	--	--	--	--	--	--	2
COMPANION	--	3	--	--	--	--	--	--	3
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
SUBTOTALS	466	411	52	81	75	51	166	36	1338

SUBTOTAL, Neighborhood Information Centers -- 409

6/9/67

EMPLOYEE PARTICIPATION IN DIRECT ACTION

[Aug 6, 1967]

DRAFT

REFERENCES:

1. Economic Opportunity Act of 1964, amended, part of Section 213 (a):  
  
"And each community action agency shall adopt for itself and other agencies using funds or exercising authority for which it is responsible, rules designed...to define employee duties of advocacy on behalf of the poor in an appropriate manner which will in any case preclude employees from participating, in connection with the performance of their duties, in any form of picketing, protest, or other direct action which is in violation of law."
2. Section 213 (b):  
  
"The Director shall prescribe rules or regulations to supplement subsection (a), which shall be binding on all agencies carrying on community action program activities with financial assistance under this title."
3. Section 613:  
  
"No individual employed or assigned by any community action agency or other agency assisted under this Act shall, pursuant to or during the performance of services rendered in connection with any program or activity conducted or assisted under this Act by such community action agency or other such agency, plan, initiate, participate in, or otherwise aid or assist in the conduct of any unlawful demonstration, rioting, or civil disturbance."
4. OEO Instruction 6907-2, "Limitations with Respect to Certain Unlawful Activities"
5. CA Memo 66, "Policy Guidance on Lobbying Activities"
6. OEO Instruction 6907-1, "Restrictions on Political Activities"

APPLICABILITY:

The prohibitions of this memorandum apply to all full-time and part-time employees and volunteers engaged in carrying out the program of any organization financially assisted under the provisions of Title II or III-B of the Economic Opportunity Act of 1964, as amended.

DEFINITION:

Direct Action. A group activity designed to communicate collective grievances, requests for action, or expressions of belief - e.g. picketing, parades or marches, sit-ins, rallies or assemblies, presentation of positions.

1. POLICY

One of the premises of the Community Action Program is that poverty can be overcome as the poor gain the capability to play an effective role in the community processes which so vitally affect them. Maximum feasible participation of the poor is both a mandate of the Economic Opportunity Act and a focal point of OEO policy. The Community Action Agency's duties of advocacy on behalf of the poor stem from those factors.

In the course of carrying out their advocacy responsibilities, community action agencies may sometimes determine that the best available (or the only apparent) means for self-help involvement of the poor lead to such direct action activities as peaceful and lawful assembly to obtain redress of grievances from those believed capable of alleviating them.

However, to recognize the legitimacy and importance of direct action is not to say that any and all direct action activities, under all circumstances, are either appropriate or desirable. Forms of direct action which, by threatening law and order, aggravate the alienation of the poor from the rest of society or interfere with orderly democratic processes are antagonistic to the purposes of the community action program.

Employees of community action agencies and other Title II and III-B grantees and delegate agencies are prohibited, in connection with the performance of their duties, from participating in, planning, or otherwise assisting in any picketing, protest, or other form of direct action which is unlawful. Community action grantees and delegate agencies have the responsibility of preventing such illegal actions on the part of their employees. Tolerance on the part of agency officials of such behavior by their employees will be considered cause for suspending or terminating the grant.

2. PERMISSIBLE DIRECT ACTION

Lawful direct action is permissible, and often necessary, as an intermediate step in promoting institutional changes that can lead to permanent improvements in the community's efforts to eliminate the causes and consequences of poverty.

Community action staff members must seek to channel feelings of frustration among the poor into constructive efforts that will improve their conditions without encouraging illegal, destructive, or unnecessarily abrasive actions. Community action agencies may play an effective role by bringing the needs, concerns and grievances of the poor to the attention of responsible public officials.

An exchange of views between those persons with a need or a grievance and those persons who can meet that need may often be more fruitful in a planned meeting than in a hostile confrontation in which the target of the protest may become more concerned about possible consequences of the direct action than about the merits of the problem being presented.

Such forms of direct action as a public rally to demonstrate for the adoption of a more stringent housing code, or picketing in support of sewage facilities in a poor neighborhood may sometimes be necessary. However, such direct action must meet the following tests of permissibility in order for a community action employee to participate while in performance of his duties:

- a. It must not be forbidden under paragraph 3 below
- b. It must be directly related to the program objectives of the community action or other agency.
- c. It must have been planned as a result of a decision by a neighborhood group or by program beneficiaries, not solely by staff workers. Direct action activities are a legitimate part of community action only to the extent that they represent a genuine expression of the needs, desires, and formulated demands of the neighborhood itself, determined in a democratic fashion after consideration of the ends to be achieved and of the advantages and disadvantages of the various alternative courses of action. In this process, program staff members can provide assistance and information but must not seek to impose their own views.

### 3. UNALLOWABLE DIRECT ACTION

No employee or volunteer engaged in carrying out the program of an agency financially assisted under Title II or III-B shall, while in performance of his duties:

- a. Participate in any form of direct action which violates Federal, State, or local law or an outstanding injunction of any Federal, State or local court.
- b. Participate in any form of direct action which is intended to result in physical violence, destruction of property, or physical injury to persons. On the contrary, local agency staff should affirmatively do what they can to prevent such activities and to discourage any direct action that is violent in manner or purpose or is calculated to incite civil disorders.
- c. Participate in any form of group action which interferes with the performance of police, firefighting, rescue, or other public safety functions.
- d. Participate in any form of riots, political activity, or lobbying which is prohibited by CA Memo 66 or OEO Instructions 6907-1 or 6907-2.

The above limitations apply to staff participation in any form; that is, not merely physical participation in the activity itself, but also promoting or planning the activity or providing assistance to others in carrying it out.

### 4. DISTINCTION BETWEEN STAFF ACTIONS AND PRIVATE ACTIONS

Whether in a particular instance a staff member may be considered to be acting in his capacity as a private citizen, and therefore to be generally exempt from the above limitations, depends less on the question of whether the person is formally on duty (i.e., whether the unlawful direct action takes place during his regular working hours), than on the question of the staff member's relationship to the group which is engaged in the activity. Where this relationship is such that the participants or the public might reasonably conclude that he is acting as a staff member (for example, because he has been working with persons in the participating group, or in the neighborhood with which they are identified), he should consider himself subject to the guidelines; and any doubt should be resolved in this direction. This is so regardless of the time at which the event occurs, or whether the

staff member is, as a formal matter, on or off duty. It follows that no staff member may avoid the limitations by simply taking leave time, or relying upon the fact that a given activity occurs in the evening or on a weekend.

5. RESPONSIBILITIES OF COMMUNITY ACTION AGENCIES

Section 213 (a) requires each community action agency to adopt rules for itself and its delegate agencies which define staff responsibilities in regard to advocacy on behalf of the poor in such a way as to prohibit participation in unlawful direct action. This requirement will be considered to be met by the agency's adoption of the provisions of this memorandum and by making these rules available to all employees in writing.

If, however, the agency wishes to adopt its own rules it may do so, providing that the provisions of this memorandum are included in those rules and that none of these provisions are contradicted by the agency's additional rules.

6. ENFORCEMENT

The initial and primary responsibility for enforcement of this memorandum in connection with projects assisted under Title II and III-B is with the local grantee agencies responsible for those projects. Each such agency will be expected to investigate and to take appropriate action in response to any specific information which comes to its attention concerning possible violation of the requirements of this memorandum.

Each grantee shall promptly inform the OEO Regional or appropriate grant approval office of any allegation charging a person within its jurisdiction with violating the provisions of this memo, indicating the action that the agency is taking regarding the matter.

:kg  
8/6/67

[Aug 8, 1968]

IDENTIFICATION OF APPLICANT AGENCY

TO: Mr. Stanley Ruttenberg  
Manpower Administrator  
U. S. Department of Labor  
Washington, D. C. 20210

FROM: P. J. Columbro  
Manpower Administrator's Representative

A. Legal Corporate Name of Sponsor

The sponsor of this project shall be the "Council for Economic Opportunities in Greater Cleveland."

B. Full Mailing Address and Telephone Number of Sponsor

Council for Economic Opportunities in Greater Cleveland  
1350 West Third Street  
Cleveland, Ohio 44113

Area Code 216 - 696-9077

Prime Sub-Contractor  
AIM-JOBS  
2223 Superior Avenue  
Cleveland, Ohio 44114

Area Code 216 - 696-6171

C. Name, Title, and Telephone Number of Official to be Contacted  
Regarding this Proposal

Ralph W. Findley, Executive Director  
Council for Economic Opportunities in Greater Cleveland  
1350 West Third Street  
Cleveland, Ohio 44113

Area Code 216 - 696-9077

Clarence H. Holmes, Executive Director  
AIM-JOBS (The Prime Sub-Contractor)  
2223 Superior Avenue  
Cleveland, Ohio 44114

Area Code 216 - 696-6171

D. Type of Organization

Community Action Agency.

E. Authority Under Which Sponsor was Created or Derives its Powers

The sponsoring agency, the Council for Economic Opportunities in Greater Cleveland, is chartered by the State of Ohio as a "Corporation Not for Profit", specifically to become the Community Action Agency for Greater Cleveland and was sponsored and initiated by the City of Cleveland, the Cleveland Board of Education and the Cuyahoga County Commissioners.

The Prime Sub-Contractor, AIM-JOBS, is chartered by the State of Ohio as a "Corporation Not for Profit" and was specifically set up for the purpose of operation of the Concentrated Employment Program in Cleveland, Ohio.

F. LIST OF PROJECT PLANNERS

The Proposal, submitted herewith, is a continuation of a Concentrated Manpower Program which was funded in June, 1967.

Under the overall guidance of the Manpower Administrator's Representative, proposals from the staff of AIM-JOBS and the Council for Economic Opportunities in Greater Cleveland were primarily the basis of planning this year's Proposal.

The following are a list of persons who have participated in planning this Proposal:

P. J. Columbro,  
Manpower Administrator's Representative

Clarence H. Holmes,  
Executive Director - AIM-JOBS

Lawrence M. McGaughey,  
Associate Director - AIM-JOBS

James H. Ethridge,  
Deputy Director - AIM-JOBS

Elmer C. Collins,  
Director of Orientation Center - AIM-JOBS

Edward J. Johnson,  
Director of Coaching - AIM-JOBS

Harry Roberson, Jr.,  
Director of Job Development - AIM-JOBS

Ralph Z. Brody,  
Director of Supportive Services - AIM-JOBS

Doris Linge,  
Director of Community Relations - AIM-JOBS

David Bell,  
Director of Administration and Finance - AIM-JOBS

Task Force Planning Committee

\* James H. Ethridge,  
Deputy Director - AIM-JOBS

William E. Sanborn,  
Administrative Assistant - AIM-JOBS

\* Doris Linge,  
Director of Community Relations - AIM-JOBS

\* Ralph Z. Brody,  
Director of Supportive Services - AIM-JOBS

Nathaniel V. Wilson,  
Associate Director of Supportive Services - AIM-JOBS

Oliver B. Lee,  
Associate Director of Orientation Center - AIM-JOBS

\* Harry Roberson, Jr.,  
Director of Job Development - AIM-JOBS

Charles W. Hales,  
Supervisor of Coaches - AIM-JOBS

(\* Also in the above list)

Ad Hoc Review Committee

Mrs. Mabel Meyers, President  
Community Opportunity Board  
Central Target Area

Captain Abraham Johnson,  
Commanding Officer  
Central Target Area

Mrs. Dorothy Smith, President  
Community Opportunity Board  
Kinsman Target Area

Mrs. Lillian Dukes  
Kinsman Target Area

Mr. George Edwards, President  
Community Opportunity Board  
Glenville Target Area

Rev. Daniel Black  
Glenville Target Area

Mrs. Bertha Falkowski, President  
Community Opportunity Board  
West Side Target Area

Mr. Joe Haggerty  
West Side Target Area

Rev. Oliver Campbell, President  
Community Opportunity Board  
Hough Target Area

Mrs. Geneva Campbell  
Hough Target Area

## PROJECT PROPOSAL AND STATEMENT OF WORK

### I. GENERAL GOALS AND OBJECTIVES

During the 12 months September 1, 1968-August 31, 1969, AIM-JOBS II will conduct a comprehensive and coordinated manpower program for the unemployed and underemployed disadvantaged residents of Cleveland's inner-city poverty neighborhoods. It will be the single overall goal of AIM-JOBS to place them securely in full-time jobs with opportunity for advancement to the limit of individual capacity. This goal will be sought through programs of recruitment, testing and personal assessment, job orientation, counseling and other special services, job preparation and training, job development and placement, and follow-up job coaching. AIM-JOBS II will work with its program participants to assist them in preparing for a job, getting a job, and successfully retaining the job; it will work with employers to open jobs for AIM-JOBS participants and maintain employment situations conducive to employee retention; it will work with other community organization--public and private, cooperatively or contractually--to provide a service continuum for the individual participant en route to an economically independent future.

### II. SPECIFIC GOALS

As detailed in the total program phasing schedule (Exhibit I), AIM-JOBS II will expand its goal by 28 per cent to recruit 4,030 new participants during the contract period, initiate basic program services for 3,840 of them and provide continuing service to 532 still enrolled in training programs at the end of the first contract period. In addition, AIM-JOBS II shall

continue service when necessary for those earlier participants who suffer employment setbacks--a responsibility which has been accounted for in staffing patterns (particularly in job coaching) but has not been included in the total program phasing schedule.

AIM-JOBS II plans to make approximately 3,200 job placements during this contract period, all but 360 of them projected for the private employment sector on the basis of project experience in AIM-JOBS I. The total placement goal includes 1,160 jobs anticipated from National Alliance of Businessmen (NAB) job pledges.

Of the total projected job placements, 750 will be made directly after minimum job orientation by AIM-JOBS. Others will follow extended job preparation programs as charted on the total program phasing schedule and further elaborated below under "Job Preparation" (Section VIII).

### III. BASIC PROGRAM STRATEGIES AND CONCEPTS

The AIM-JOBS II program will continue the Concentrated Employment Program conducted from June 5, 1967, through August 31, 1968, in terms of major goals and objectives, but establishing new components, phasing out some former program units and incorporating other organizational and program improvements dictated by 15 months experience during AIM-JOBS I. Notable program adjustments and expansions represent reaffirmation of original concepts rather than deviation from them. They result from strengthened conviction that:

- 1) Job preparation programs must be linked emphatically with specific jobs and/or well-defined training objectives and not some nebulous goal. (See Job Preparation, Section VIII.)
- 2) The quality and character of experience after placement on a job are as important determinants of employment success as the program experience preceding placement...probably more so. (See Coaching and Job Development, Section VII.)
- 3) A persistent and structured fall-out retrieval effort is necessary to implement the multiple-chance philosophy of the project. (See Recruitment and Special Services, Section VII.)
- 4) Individualized services are required for a participant group which has no characteristic common to all except a general disadvantage in the employment market. (See Placement Unit and Job Development, Section VII.)
- 5) The special knowledge and understanding of other target area residents for the problems and attitudes of the participant group should be utilized as fully as possible in staffing and on advisory bodies. (See Staffing and Community Relations, Section IX.)

#### IV. ORGANIZATIONAL STRUCTURE

AIM-JOBS, a private non-profit corporation, will conduct the proposed program by delegation from the Council for Economic Opportunities in Greater Cleveland, prime sponsor, with the governing board of AIM-JOBS

retaining full policy control. (Board of Governors Membership, Exhibit II.) Administrative authority rests with the AIM-JOBS Project Director, assisted by a Deputy Director, and staff and line administrators as detailed in the organization chart. (Exhibit Series III.)

AIM-JOBS will directly conduct all major program activities except for those training components which will be operated by sub-contractors whose activities will be coordinated and monitored by the AIM-JOBS - Job Preparation Unit as described under Section VIII.

V. STAFF

Direct AIM-JOBS staff will number 205 as detailed in organization chart (Exhibit Series III) and budget attachments (Exhibit Series IV). In addition, Ohio Bureau of Employment Services as determining whether they may assign specialists as a contribution to the AIM-JOBS effort. Assignment of lend-lease executives by private industry will continue to be sought, but it is probable that the degree of participation will be somewhat reduced from AIM-JOBS I.

The staff will continue to be composed of representatives of a variety of disciplines and experience, including business and professional specialties, but there will be even more forceful emphasis on employment of residents of the target areas. About 47 per cent of direct staff hired during the first contract period were residents of the target areas. Not less than 50 per cent is considered the over-all ultimate goal.

VI. TARGET AREA AND TARGET POPULATION

The AIM-JOBS service group shall continue to include both men and women, age 18 or older, who are unemployed or substantially underemployed and disadvantaged in the employment market. The program focus will continue to be on young adult males who are known to be the hardest to reach of the hard-to-reach group and have traditionally been under-counted in unemployment surveys.

All recruits will be residents of Cleveland's designated poverty areas: Hough, Glenville, Central, Kinsman, and the Near West Side, as minutely described and mapped in the original project proposal.

Fifty per cent of the recruitment shall be in those neighborhoods of Central and Hough which comprise the Model Cities area; recruitment in the other areas will roughly reflect relative area unemployment rates.

Although Cleveland enjoyed high employment during AIM-JOBS first program year and the project surpassed its first placement goal, there is no evidence that the target area communities as a whole have been able to narrow the gap between themselves and the economically advantaged community. The exhaustive studies leading to the initial funding of AIM-JOBS have not been repeated, but a very recent survey by the administrator of Project WORK, not yet published, establishes 15,000 as the minimum number eligible for AIM-JOBS services. This does not include those on the ADC rolls.

Beyond the requirements of age and residence described above, there will be no eligibility restrictions excepting those posed by an individual's inability to benefit from the program because of grave physical or mental impairments or because of possible disruption of service (felony case pending, pregnancy, etc.)

VII. BASIC PROGRAM FOR THE PARTICIPANT

- A) **RECRUITMENT AND SPECIAL SERVICES** --Outreach recruitment will continue to be conducted in service neighborhoods by staff recruiters indigenous to those neighborhoods, but there will be more coordinated use of referral by other agencies, particularly the Ohio Bureau of Employment Services units stationed at Neighborhood Opportunity Centers. Recruitment will continue to be controlled by demands of the phasing schedule and limitations of program capacity and the job market, to avoid discouraging waiting lists and unfulfilled expectations.

The recruitment unit will continue to implement the program concept of persistent assistance by personally conducting recruits, as necessary, through medical and other registration preliminaries. In addition, this unit will be newly charged with responsibility for determinedly pursuing program fall-outs in a final retrieval effort consistent with the project's multiple-chance concept.

Special services available to all participants through this department, as necessary, will include:

- 1) Medical examinations and correction of job-related physical problems, either through direct contract service or referral to other community resources. On the basis of past experience, approximately 30 per cent of the new recruit will require some corrective medical services.
  
  - 2) Day care for young dependent children of project participants in training will continue to be offered. Day care will be provided by established day nurseries, or if none is readily accessible to a mother, by authorized baby sitters. On the basis of past experience, approximately 700 children of participants will require this care.
  
  - 3) Special Counseling and other social services will be available to all participants through a newly organized unit which shall be responsible for providing directly or securing through other community resources specialized assistance for those with profound personal problems affecting their job or training performance, including legal problems, housing problems, budgeting problems, and family problems. Services of this unit will be called into action by all other program components by referral.
- The Director of Recruitment and Special Services shall be responsible for this departmental function. He shall report to the Deputy Director. Departmental organization chart is appended. (Exhibit III-A.)

B) **JOB ORIENTATION** --Job orientation will continue to be provided through a standard two-week program at the Orientation Center, giving participants a basic knowledge of employer expectations and practices. There will continue to be counseling in group and individual meetings on personal habits and attitudes related to job success. Testing and personal assessment will also be conducted during the orientation period, using subjective observation of performance as well as measurement instruments, to arrive at judgments of relative job readiness. The basic testing program shall continue to be kept to a minimum but through increased cooperation with Ohio Bureau of Employment Services, more sophisticated measurements will be used for those participants indicating exceptional characteristics, and increased opportunity will be given for participants to become practiced in taking standard tests to which they may be subjected by industry.

Orientation Center will produce and provide assessments to serve as a basis of decisions by the new placement unit.

The Orientation Center program will be administered by the Director of Orientation, reporting to the Deputy Project Director. A departmental organization chart is appended (Exhibit III-B).

C) **PLACEMENT** --A newly organized placement department has been designed for maximum utilization of the special skills, knowledge and experience available in the various departmental staffs, to

evaluate and develop individual upward mobility plans and to place each participant in the most suitable job or tract leading to realization of his plan. An inherent part of this function will be the offering to each participant of a range of choices from among alternatives currently available to him. He will be assisted in assessing the alternatives and making a meaningful choice.

The Placement Department will be administered by the Director of Placement, reporting to the Deputy Project Director. An organization chart for this department is appended (Exhibit III-C).

- D) JOB DEVELOPMENT --Job development will continue to be conducted by staff job developers, assisted by loaned executives from Cleveland industry. An effort will be made toward more forceful emphasis on the quality of the jobs in terms of the opportunity presented for advancement and on the character of the jobs in terms of the climate of the work situation. Thus, AIM-JOBS will provide more encouragement and assistance to companies to develop programs formally acknowledging the significant effect of participant reception at the work site on his performance there.

In addition, a custom job development effort will be more vigorously pursued for exceptional participants who are determined to be either unacceptable to or unaccepting of the standard job

requirements. Generally, entry-level manufacturing jobs in large companies comprise the bulk of the job bank because they satisfy both the immediate wage demands and skill levels of participants who, as a group, may be characterized as young healthy adult males of average learning ability, with less than 12th grade school achievement and lacking academic motivation and work skills. A special job development effort on behalf of women has already initiated the new customized effort for those who do not fit the standard profile.

A considerable amount of job development time and effort will be devoted to translating NAB pledges to specific job orders and to scheduling according to the capacity of the Woodland-NAB Training Center and pre-NAB orientation.

Job Development activities shall be under the general direction of the Director of Job Development, reporting to the Deputy Project Director. A departmental organization chart is appended (Exhibit III-F.)

- E) JOB COACHING --Follow-up coaching will continue to be provided to all participants for six to twelve months after job placement. This coaching support, aimed at assisting both participants and their employers in making the placement successful, will be basically unchanged from the current program, but will necessarily be expanded in scale because of continuing responsibility

for participants enrolled under the first program contract, and the increase in service goals under this contract.

The total funds available prohibit plans for the hiring of sufficient coaches to meet the potential coaching requirements which may be imposed by the NAB program.

The Director of Job Coaching, reporting to the Project Deputy Director, shall administer the Coaching Department. A departmental organization chart is appended. (Exhibit III-E.)

#### VIII. JOB PREPARATION

In addition to the basic program for all participants, there are a variety of job preparation programs which have been developed or are being developed for those whose vocational plans prescribe extended training prior to placement. As previously, these training programs will provide work experience and basic remediation as needed, but there will be increased emphasis on building marketable skills and firm determination to provide specific training for specific available jobs--not training in the abstract as an end in itself. New institutional alliances will be entered into by AIM-JOBS as, in varying degree, it participates with other agencies in providing such training opportunities. In addition, private employers are joining with AIM-JOBS in establishing programs.

This department is also responsible for coordinating and monitoring the activities of the various job preparation and training tracts with those of the central organization and maintaining their program conformity with AIM-JOBS goals and objectives.

The Director of Job Preparation, who reports to the Deputy Project Director, is responsible for the administration of this department. The departmental organization chart is appended as Exhibit III-D.

Job preparation programs which will be available to AIM-JOBS participants through this contract include the following:

- A) REHABILITATION TECHNICIAN PROGRAM --This program has been developed jointly by AIM-JOBS and the PATH Association to train 200 men for entrance into the field of housing rehabilitation. AIM-JOBS will provide basic program services for enrollees who, after orientation, will move to the PEACE Skills Center for a 10-week program conducted in cooperation with the Society of Registered Contractors. The program will include lectures, demonstrations and field trips to acquaint the men with the general field of rehabilitation. Instruction in the actual use of tools, materials and equipment will be an integral part of the program. Members of the Contractors group will provide jobs to all graduates of the program.
  
- B) AIRCO WELDING JOB TRAINING CENTER --This is a pilot program of the Air Reduction Company, Inc., to train 105 inner-city men in welding and to place them, with the assistance of AIM-JOBS, in permanent full-time jobs. All will receive basic AIM-JOBS program

services and stipends. Airco will establish and operate the training center program which will range from four to 23 weeks, as determined by individual aptitude, interest, and skill goal. Airco will also develop a welding familiarization program using audio visual materials and actual trial experience to introduce participants to the trade and test their interest prior to final enrollment.

C) NEW CAREERS PROGRAMS --Training courses have been developed for 314 participants in the following new job classifications:

- 1) Urban Planning and Development Technician. The college preparatory program conducted by Cuyahoga Community College will include remedial English and math and a curriculum that is directly related to urban planning jobs. During the latter half of the program, students will be placed on field assignments. At the end of the year, enrollees will be certified as urban planning technicians and will have the option of a job or opportunity for a second year of study leading to an associate degree in urban planning. Actual job commitments have been obtained for the 60 men and women who will be enrolled in this program.
  
- 2) City of Cleveland has made a commitment to hire 100 New Careers enrollees to work in the following city departments: Public Properties, Public Utilities, Public Safety, Community Development, and Health and Welfare. Job classifications are: Community Health Technical Aide (25), Public Safety Department Aide (15), Plumbing Inspector Aide (22), Water Servicemen Aide, (10), Recreation Aide (20) and Public Safety Department Inter-

viewer Aide (8).

Training administration and instruction will be the responsibility of Cuyahoga Community College. Training time will vary from 28 to 40 weeks, depending on academic performance. As in other New Careers Programs, classroom instruction will be combined with field experience during the paid training period.

- 3) Hospital Training Program. In cooperation with the Cleveland Hospital Council and 11 Greater Cleveland hospitals, AIM-JOBS will sponsor a New Careers program to train 132 nurses' aides. Training period will be three months and be conducted by Cleveland Public Schools at Jane Addams High School.

In addition, 22 present nurses' aides will be upgraded to licensed practical nurses through this training program.

- D) MAYFLOWER TRAINING CENTER --The Manpower Development Training Center under contract with AIM-JOBS will provide skill training for 80 AIM-JOBS participants, 64 as engine lathe operators and 16 engine lathe set-up men. In addition, the training will include classroom instruction in shop math, blueprint reading, micrometer use, and other auxiliary skills. Ohio Bureau of Employment Services will assist AIM-JOBS in identifying specific jobs for those completing the course.
- E) PROJECT IMPACT --Project Impact has the goal of developing acceptable work habits and behavioral patterns oriented to the world of work for

AIM-JOBS participants assessed as "not job ready." The goal is pursued through a work-experience program which engages participants in community improvement efforts beneficial to their home neighborhoods, sponsored by non-profit organizations operating in those neighborhoods.

A total of 885 participants will be served by Project Impact at three centers. Of the two East Side centers, one will be operated under contract by Community Action for You and the other subcontractor will be determined. The West Side center will be operated under contract by St. John Episcopal Church. The East Side program has been divided this year to make possible program impact on two East Side neighborhoods and also to decrease the scale of the operation in the interest of more individualized treatment of participants.

F) PROJECT PEACE --Project PEACE, a non-denominational agency administered by the Catholic Diocese of Cleveland, will conduct programs for approximately 775 AIM-JOBS participants as follows:

- 1) Pre-training remediation for all New Career Enrollees  
(C above);
- 2) Typing and clerical skill improvement for 114 participants to qualify them for jobs;
- 3) Skill training necessary to qualify participants for jobs under the rehabilitation technician program (A above);

- 4) Basic remedial education for an estimated 95 participants.
- G) WOODLAND TRAINING CENTER --At the request of the Greater Cleveland Growth Association, prime contractor for the Woodland-NAB Training Center, AIM-JOBS will conduct a special two-week orientation program for 800 potential NAB employees who will then enter further training at the Woodland Center. In addition, it is projected that 200 participants be placed on NAB jobs directly from AIM-JOBS orientation.
- H) SPECIAL TRAINING FOR PUBLIC AND NON-PROFIT AGENCY JOBS --Fifty (50) women will receive special training at an AIM Tract, for an average 16-week period that will prepare them for entry into public and non-profit agency jobs. In addition to receiving remedial education, with emphasis on math and English, they will be instructed in such job areas as Day Care Aides, Homemaker Aides, Library Aides and School Nurse Aides and Medical and Dental Technicians. A job developer will be especially assigned to develop jobs in the public or non-profit agency field, advising and assisting those employing agencies in identifying and creating new sub-professional categories.
- I) FOREST CITY CONSTRUCTION CENTER --This is a pilot program devised by The Forest City Material Company to train an initial 50 men in the construction skills of electrical work, carpentry, masonry, plumbing and painting. All will receive the basic AIM-JOBS program services and stipends, and will be guaranteed jobs in the construction industry at completion of six months of training..

IX. ADMINISTRATIVE SERVICES

- A) Administration and Finance --Under the direction of the Director of Administration and Finance who reports to the Project Director, this department is responsible for relevant functions necessary to support the AIM-JOBS program, including budget control, staff payroll, purchasing and building management. Payment of participant stipends is handled by the independent MDTA unit, but there is necessarily cooperation between that unit and the central project administration. The department also has the responsibility for monitoring financial aspects of sub-contracts. A departmental organization chart is attached (Exhibit III-L).
- B) Community Relations --Under the direction of the Director of Community Relations, who reports to the Project Director, this department is responsible for organizing and maintaining a two-way information flow between the project and its "publics" including the target community, community-at-large, cooperating agencies and employer groups, in furtherance of program goals and specific departmental objectives. Means for carrying out that responsibility include especially prepared publications, meetings and tours, graphic material, communications media, etc. In addition, an Alumni Advisory Group, organized experimentally in the first contract period, will be strengthened in its role as an information conduit between the project and the target community, particularly the service group. It is also the responsibility of this department to develop and recommend community relations policy for the Project Director. (A departmental organization chart is attached - Exhibit III-K).

- C) Management Reporting --Under the direction of the manager for Management Reporting, who reports to the Project Director, this unit is responsible for the maintenance of the records of participant activities, both in hard copy and computer format in such a way as to provide data necessary for program direction and evaluation. In addition, the unit is responsible for the design, implementation and continued preparation of reports to AIM-JOBS directors, governmental units, community relations and other authorized sources. The organization chart for this unit is appended as Exhibit III-M.
- D) PERSONNEL AND TRAINING --Under the direction of the Manager of Personnel and Training, who reports to the Deputy Project Director, this unit is responsible for establishing and carrying out procedures for recruiting, testing and recording personnel transactions; for maintaining a current chart of organization and staffing; for maintaining a current personnel policy manual and developing programs of staff training and development in conjunction with appropriate program administrators. An organization chart for this unit is appended as Exhibit III-N.
- E) Program Planning, Analysis and Evaluation --This function is designed to give project administrators evaluation of current programs and the effect of those programs on the target area population, the impact of program on inter-and intra-departmental functions, and insight into how the departments are modifying operations to meet new problems of participants. It shall also analyze current programs and plan for future modifications in the light of current analysis. This function will be under the control of the Project Director.

X. BUDGET

The Budget for AIM-JOBS II totals \$5,600,000 which will be distributed as shown in Exhibit V. Detailed budgets included in this proposal are as follows:

SOURCE OF FUNDS

<u>Application of Funds</u>	<u>Total</u>	<u>MDTA</u>	<u>NEW CAREERS</u>	<u>VERSATILE</u>
AIM Center	\$2,677,600	\$410,000	\$	\$2,267,600
PEACE	598,000	145,600		452,400
Pre NAB	113,000	70,000		43,000
FCM	96,000			96,000
Mayflower	121,300	121,000		300
Airco	275,000			275,000
Impact	774,700			774,700
New Careers	<u>944,400</u>		<u>944,400</u>	
<b>Total</b>	<b>\$5,600,000</b>	<b>\$746,600</b>	<b>\$944,400</b>	<b>\$3,909,000</b>

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AIM-JOBS II - BUDGET

	<u>Total</u>	<u>Sponsor</u>	<u>Federal</u>
MDTA	\$ 746,600	\$ -0-	\$ 746,600
CEP Versatile	4,344,000	435,000	3,909,000
New Careers	<u>1,049,400</u>	<u>105,000</u>	<u>944,400</u>
<b>Total</b>	<b>\$6,140,000</b>	<b>\$540,000</b>	<b>\$5,600,000</b>

**XI. CERTIFICATION**

It is certified that the applicant agency has the legal authority to administer this project under the rules, regulations and standards established by the Federal Government.

**Ralph W. Findley,  
Executive Director  
Council for Economic Opportunities  
in Greater Cleveland**

August 8, 1968

I have reviewed this proposal and recommend its approval.

EXHIBIT II

AIM-JOBS - GOVERNING BOARD

Mr. Robert E. Hunter, Chairman  
Former - General Manager  
Euclid Division  
General Motors Corporation

Mr. Charles P. Lucas  
Vice President -  
Board of Trustees  
Council for Economic  
Opportunities in  
Greater Cleveland

Mr. Frank A. Cimino  
Secretary-Treasurer  
Cleveland Meat Cutters Union

Mr. Charles E. Spahr  
President  
The Standard Oil Company

Mr. Robert V. Corning  
General Manager  
Lamp Division  
General Electric Company

Mr. A. Clifford Thornton  
Vice President  
Administrative Services  
Eaton, Yale and Towne, Inc.

Mr. Louis Eiben  
Administrative Assistant  
AFL-CIO

Mr. Robert Ginn  
Vice President  
Cleveland Electric Illuminating Co.

Mr. H. Stuart Harrison  
President  
Cleveland Cliffs Iron Company

Mrs. Clara B. Hines

Mr. Leonard Howard

Mr. Sam Janis  
Regional Director  
International Ladies Garment  
Workers Union

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio 44113

August 21, 1967

TO: Board of Trustees

FROM: Donald S. Carmichael, Chairman  
Special Committee on Program Evaluation

SUBJECT: Transmittal of CEO-BMI  
Joint Research Committee Progress Report #2

I am attaching a copy of Progress Report #2 of the Joint CEO-BMI Research Committee. The members of the Council's Board of Trustees that serve on the Special Committee on Program Evaluation regularly monitor and review the progress of this research effort.

The attached report accurately summarizes the accomplishments to date. In doing so, it also helps each of us, as Board members, understand the complexity of the questions and problems involved in the evaluation of operating social action programs. A careful reading of this report will serve to inform you as to specific details, and projections.

It is anticipated that, by October, 1967, a set of guidelines by which program evaluation may take place will have been devised. Hopefully, this will provide the various program directors with mechanisms which can be built into the refunding proposals.

We have come a good distance from where we started: with no guidelines and little, if any, attention to the subject of program evaluation. We have much further yet to go before we may all be satisfied. Nonetheless, the progress to date has been considerable.

The Committee welcomes your comments, inquiries, suggestions, etc., relative to this progress report.

:peb

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DRAFT

## INTRODUCTION

This report reviews the research activity of the Joint Research Committee since the last meeting of the Special Committee for Program Evaluation. It relates to the progress that has been made in the Joint CEO/BMI research activity.

In the last report presented to this Committee, it was pointed out that CEO/BMI research activity would be focused on the problem of developing an operational model for Outreach and the Neighborhood Opportunity Center Directors Programs. Specifically, there were five research steps required to complete an operational model. These five research steps were as follows:

- (1) Further defining specific output categories of the combined Outreach and Neighborhood Opportunity Center Directors Programs;
- (2) Developing environmental impact measures for each of the specific output categories;
- (3) Developing linkage between environmental impact measures and systems functions;
- (4) Defining resource or input categories and;
- (5) Developing a measure of input utilization.

The CEO/BMI Research Committee has been meeting on a weekly basis in an effort to accomplish these tasks, however, the Joint Research Committee is still involved in the first step listed above, i.e., defining specific output categories.

Another aspect of the June 1967 Progress Report dealt with the likelihood of CEO receiving direct benefits from this research activity

INTRODUCTION (Cont'd)

prior to the conclusion of this research effort. Several direct benefits have been obtained to date. These benefits are exemplified in the planning of "1060B", and the incorporation of a built-in procedure for evaluation while the program is in progress, rather than after it has been completed.

DATA COLLECTED

USE OF OUTREACH RECORDS

The use of Outreach contact records by the workers was reviewed to determine if these records were assisting the workers in performing their job. This review revealed that there is presently no recorded method for indicating if follow up is required, or a way by which the worker can retrieve records on the basis of problem categories. Also, if techniques for referrals would include a listing of those people who were not serviced by the program or agency to which they were referred, Outreach could do its own follow-up. Such a procedure would generate an abstract of persons that require service of a given type, and this list could be centrally located.

REVIEW OF RECORDS

Later, the records at Central West were examined to ascertain the date that initial contact was made. The date of initial contact was broken down on a quarterly basis, beginning October 31, 1965. Also, a record of the number of people who worked at Central West and the length of time they worked in a given quarter was obtained. This information was translated into man-months and displayed graphically, so that

a comparison of initial contacts and the number of people employed could be made. (See Appendix II)

GEOGRAPHIC BOUNDRIES

The geographic boundries of Central West extend to East 22nd Street at the Western boundary and East 71st Street at the eastern boundary. Euclid Avenue is the boundary on the northern side and Hoodland Avenue, near the New York Central Railroad, is the southern boundary. A region within this area that is included from Central Outreach West jurisdiction, contains the Metropolitan Housing Projects. The Projects are served by Outreach workers from the Friendly Inn Settlement House, which is under GCNCA administration.

POPULATION OF CENTRAL WEST

The Central West area originally consisted of 3 census tracts in 1965. Since then 14 other census tracts were later added when Central-Central was combined with Central-West. The data collected thus far is based only on the original 3 census tracts of Central West.

<u>Census Tract</u>	<u>No. Families</u>
G-9	782
H-7	895
H-9	1,561
I-3	910
I-7	313
I-8	1,533
I-9	242
TOTAL	<u>7,464</u>

Public Housing is located in census tracts I-7, I-8, I-9. By policy decision, families in these tracts were not contacted by the Central Outreach staff. Metropolitan Housing, located in Central West, has 2500 families. Since the program began in 1965, Outreach workers have attempted, by door-to-door visits to reach all the families in their area. It was reported (by the Outreach staff) that almost all the families in their area have been contacted and informed about the Anti Poverty Program in general, and services available at the NOCs in particular. When a worker found a family that had a special problem or need, an information and follow-up file is opened for that family.

The activities of the Outreach worker are of interest to this research effort because a method of valuation of Outreach activity must be developed. It must be determined whether the activities of Outreach are designed to achieve program objectives.

It may be necessary to rank the objectives for the NOCs and the various objectives within the NOCs. It might then be possible to specify what the Outreach worker is supposed to do. However, the first step in that direction is the dissecting of all Outreach activity.

Preliminary investigation indicates that the problems encountered by Outreach are dealt with in much the same way as a social worker might deal with them. A method of specifying why Outreach workers do what they do must be included in the monitoring of the Outreach program, so that activity can be related to the achievement of program objectives.

It seems that there are two goals that have a great deal to offer the Outreach worker in terms of measuring progress. They are (a) the detection of problems and (b) the solution of detected problems. However,

it may not be possible to separate these two functions. The field observations of Outreach clearly point this out.

#### FIELD OBSERVATIONS OF OUTREACH ACTIVITY

It was noted that there are no apparent operational boundaries for Outreach activities. Outreach workers frequently go far beyond just reaching out to people. (See Appendix for report made of Outreach activity) Consequently, it will be extremely difficult to measure the output of Outreach workers, for example, in the absence of any limitation on Outreach activity, a given worker could spend hours, if not days, attempting to solve a given problem. And while that worker may be successful in solving a particular problem, there is no effective way to evaluate his effort (output) prior to a method of weighting the various problem categories a worker might encounter.

One of the Joint Research Committee members focused on establishing major categories and subcategories for the problems encountered by Outreach. Such categorization must precede any attempt to weight the various problems. (See Appendix III)

#### OTHER RESEARCH ACTIVITIES

In order to get additional basic information on the objectives and activities of the NOC Directors and Outreach program, conferences were held with CEO headquarters staff; Sy Slavin, Howard Wells, Charles Dalton of the Welfare Federation and with staff of Central NOC and Outreach. The information and insights gained from these conferences have contributed to a greater refinement of the research and system analysis issues.

The Joint Research Committee has begun to collect and develop addi-

tional information about the social, economic and physical characteristics of the areas and people served by Central NOC and Outreach programs. Information on the actual services and objectives of other community agencies which serve this same area and its residents is also being gathered and analyzed. This information and research process is providing a broader frame of reference from which to understand and review the objectives, function, constraints and outputs of the Outreach program.

There is a recognized need to understand the social history of the Central area and the conditions that existed there when the Outreach program began in order that a proper "base line" be established regarding the level and depth of problems to be overcome by this new action program of inputs.

In order to evaluate Outreach in the Central area we must also understand other programs and how the problems in Central compare with other parts of the city. How bad off was the Central area at beginning? Given its terrible status (problems) how much (level) progress (outputs) could be expected to be achieved? Is it some question of comparison and relationship of before and after? What is the proper measure for the "before" status?

#### BENEFITS OBTAINED AS A RESULT OF RESEARCH ACTIVITY

One of the most valuable by-products of this research activity is the recognition on the part of the staff, for the need to build evaluation procedures into the various programs. The "1060B" program vividly illustrates this point.

The "1060B" program has an evaluation procedure incorporated into the proposal, and has a special research position created solely to monitor that program.

PROPOSAL FOR EVALUATING "1060B"

The Research Department of the Council for Economic Opportunities, with the assistance of the Research Monitor, will assume the task of evaluating the effectiveness of "1060B". The effectiveness of a program is typically evaluated in terms of the changes it produces in relevant variables. This can usually be demonstrated by systematic measurements taken before and after the participants are exposed to the program.

The relevant variables of "1060B" are reflected in the program objectives which are as follows:

The notations in parentheses refer to the manner in which the achievement of objectives can be measured.

1. To provide 1900 impoverished youth with employment for 20 hours a week for seven weeks during the summer of 1967 (\*direct);
2. To provide these youths with an opportunity to develop sound work habits: (inferential);
3. To encourage program enrollees to return to school (direct and/or inferential);
4. To provide employment as work team supervisors for 75 neighborhood people (direct).
5. To provide manpower for public and voluntary agencies by augmenting summer programs (direct).

There are two basic research questions that are being asked. The first question relates to whether the program actually followed the proposal, and would include explanations for innovations not incorporated in the proposal. It should be noted that the experience of program administrators may point out the need for deviation from the program proposal, and that this deviation will not necessarily be perceived as negative.

The second research question, which follows from the first, relates to changes in the lives of the program enrollees as a result of their par-

ticipation. "How were the lives of "1060B" enrollees changed?" The answer to this question requires inferential measurement of such things as changes in attitudes. For example, "what is the attitude of "1060B" enrollees toward completing high school?" A change in this area can be recorded by an administration of a questionnaire which has a scale which measures attitude. Such a procedure might result in the following categories:

- (a) Those enrollees who intended to quit school when they reach legal age;
- (b) Those enrollees who plan to leave school if/when they obtain a job;
- (c) Those enrollees who are ambivalent toward continuing school.

Data are likely available on the proportion of youths from similar backgrounds that leave school, at the Board of Education. The findings relative to the "1060B" to determine what differences exist, if any. For all intent and purposes, the nonparticipants would constitute a pseudo-control group

Another appropriate measure of change in attitude would be a scale that measures alienation. This technique would involve a  $T_1$ ,  $T_2$  administration of the research instrument, as would the previously mentioned attitudinal scale.

Another possible approach is to see if there is an association between the assessment of the "1060B" Program, after completion, and the amount of change in attitude.

Another area of possible analysis is to see if the "1060B" enrollees are the same people that participate in such other programs as work study, etc., are the enrollees receiving initial or supplemental help? This information could be of tremendous help to the Planning Department in terms of knowing the characteristics of the populations that the program has reached.

#### POST FACTUM ANALYSIS

The Post Factum Analysis refers to the type of research where the data

are collected and then subjected to interpretative comment. The defining characteristic of this procedure is the introduction of an interpretation after the observations have been made rather than the empirical testing of a predesigned hypothesis.

#### OTHER RESEARCH ACTIVITY

A questionnaire should be designed and submitted to various agencies in order to determine the following:

- (1) Administrative problems identified by agencies;
- (2) The number of youths that are agency employed;
- (3) The average length of time that agency employed enrollees;
- (4) The nature of the task the youths performed;
- (5) The extent that agency's summer activities were augmented by the employment of enrollees;
- (6) The approximate number of youths that the agency desires next summer (assuming a similar program is implemented);
- (7) Suggestions for improvement

In relation to these objectives, the Research Monitor will determine the number of youth within the poverty criteria of those who are employed; if the youth were employed according to the phase-in plan of the project; he will insure that dropouts are follow-up and that weaknesses in the program are identified; he will also determine if the program augmented community services; and finally, he will see that the enrollees who do not return to school are followed-up by Outreach workers. The specific activities the Research Monitor will perform are as follows:

- (1) The Research Monitor shall select a random sample of the enrollees in the program. This sample should be based on information from the application form and other collaborating sources of data. The Monitor shall use this sample to

determine what proportion of the enrollees met the poverty criteria.

Last year, there was some doubt about whether or not the application form was adequate for guaranteeing that the enrollees in 1060 were actually from poverty families. This year, the form was revised in order to insure greater accuracy. Furthermore, we cannot measure whether or not we met program requirements of having at least 90% of the enrollees from poverty families without this information. In relation to this, the Welfare Federation will take a random sample of their youths who have qualified as eligible for the Campership Program using a slightly modified application form. The Monitor should compare the results of the Welfare Federation survey with the results of "1060B" evaluation.

- (2) The Research Monitor shall review the records of "1060B" to see if the youths were employed according to the phase-in plan as reflected in the revised budget. (This should not be a difficult task since the project will have weekly summaries of all placements of enrollees and full financial records).
- (3) The Research Monitor shall insure that "1060B" staff follow-up on all dropouts of "1060B" and obtain reports on the reasons for dropping out. The Research Monitor shall also select a random sample of dropouts for interviewing in depth by the Monitor in order to determine why the youths dropped out of the program.

The Research Monitor shall follow up in-depth interviews by examining potential weaknesses of the program revealed through the interviews. This may involve on-the-site visitations and consultation with the Director of "1060B" in connection with any work sites which appear to have significant problems, such as excessive dropouts.

The Research Monitor will focus primarily on those aspects of the "1060B" Program that can be measured directly. Any indirect measurement procedure will be of secondary consideration.

Most of this information will be obtained through forms already in service.

TENTATIVE OUTPUT PROBLEM CATEGORIES

## EDUCATION -

1. remedial - This would include remediable deficiencies such as illiteracy, tutoring, learning problems, and insufficient education.
2. adjustmental - this would include truancy, suspension, and drop-outs.
3. inadequate environmental support - this subcategory includes the following: inadequate clothing; and non availability of child care service.
4. Other

## EMPLOYMENT -

1. inadequate skills - included in this subcategory are the following: unskilled; no experience; and past prime employment age. (40-45 years)
2. poor work habits - this would include absenteeism, excessive drinking, and tardiness.
3. inadequate environmental support - non availability of child care service, lack of transportation.
4. Other

## HEALTH -

1. physical disability - should include all chronic illnesses and physical impediments.
2. mental disability - should include recorded mental retardation or deficiency, alcoholism, and psychoemotional disorders.
3. inadequate environmental support - should include lack of prenatal or postnatal care, lack of funds for medical services.
4. Other - included here would be the need for information about: family planning; the relationship between good health and dietary habits; the value of preventive medicine.

## HOUSING -

1. emergency shelter - this category should include all instances where a person is without shelter for any reason. (fire, eviction, no money, no know available housing, transients, disaster).
2. need for relocation - this includes the need to change residences for any reason (improved housing, more space, urban renewal, condemned building, unssanitary or unsafe conditions, placement in nursing home).
3. Other

## LEGAL -

1. contact disputes - included here are divorce, alimony, marriage, indebtedness, garnishments, support.
2. police action, arrest - this would include bonds, legal representation, delinquency.
3. civil lawsuits - (litigation) this subcategory includes such things as eviction, personal injury, and property damage.
4. Other

## INCOME NEED -

1. no current funds - this category includes all instances where the need for financial assistance is immediate.
2. difficulties in public assistance processing - this category includes the processing of applications for the following: general relief; social security; aid for the aged; and to the blind; soldiers and sailors relief. The word "processing" should be construed to mean the obtaining of the required supporting data and proof of eligibility; and changes from one form of assistance to another, for stamps, rent suppliments, and enrollment in some training program (Title V) where the money received may be greater.
3. insufficient private income - this refers to family or individuals not receiving public financial aid or pensions but who depend on wages of employed members of household. This

includes persons who report that regular wage income is not enough to pay basic costs of family living.

RECREATION -

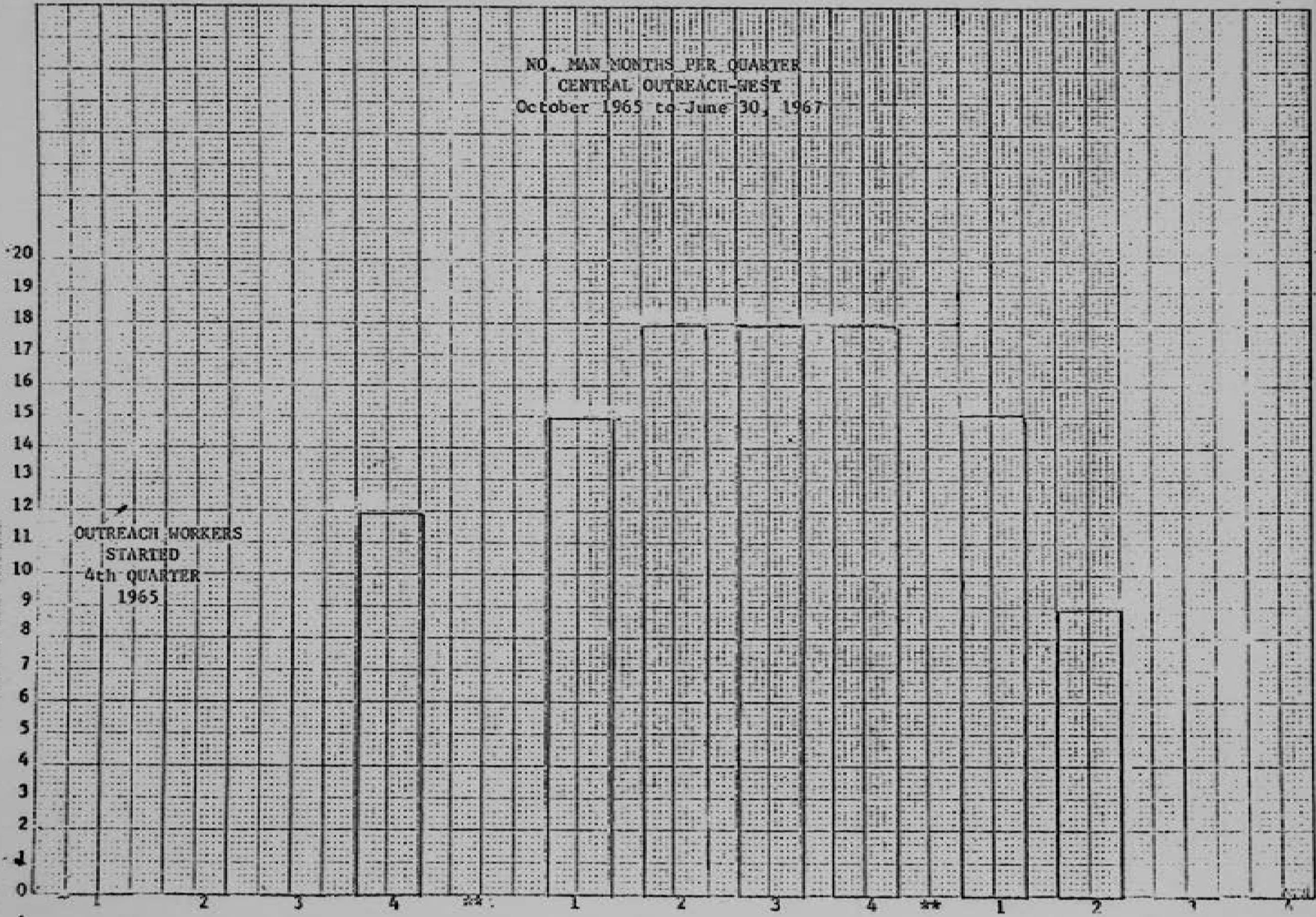
1. lack of play space - included here is the problem of no safe and supervised play areas.
2. cultrual enrichment - included here are camperships, museum visits, baseball games.

FAMILY PROBLEMS -

1. domestic disharmony - this would include separation of spouses, parent-child conflict, in-law conflict, disharmony among children.
2. inadequate household management - this would include the following: dirty quarters; poorly dressed children.

NO. MAN MONTHS PER QUARTER  
CENTRAL OUTREACH-WEST  
October 1965 to June 30, 1967

NO. OF MAN MONTHS



OUTREACH WORKERS  
STARTED  
4th QUARTER  
1965

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio

DRAFT

June 20, 1967

OBSERVATIONS OF OUTREACH ACTIVITIES

This is a report of the observations made by this researcher during the week of June 12-16, 1967, in connection with the evaluation of the Central Outreach Program. The purpose of these observations was to obtain a record of the daily activities of an Outreach worker, so that Outreach activities might be related to the stated goals and objectives of the Outreach Program.

This researcher arrived at the Central-West Outreach office, 3708 Central on June 12, 1967 at 8:30 a.m. The building was locked and secured. After waiting five minutes, I went to the main office at 2567 East 55th Street, where I was advised that Paul Jackson was the supervisor of the Central-West Outreach office. I was about to contact Mr. Jackson by phone at 8:50 a.m. I identified myself and my organizational affiliation. Mr. Jackson advised me to return to the Central-West Outreach office to meet the neighborhood counselor with whom I would be working. I was informed that I would be working with a Mr. Edward Simms, who had called in earlier and indicated that he was making a contact prior to arriving at his office.

9:05-9:45

Explained the nature of the research activity being conducted to Mr. Jackson. My role was to be passive.

9:40

Mr. Simms arrived at the Central-West Outreach office.

9:50-10:00

Follow-up contact on a Mrs. W., of 2209 East 38th Street

RE: Public assistance

ACTION TAKEN: Referred client to Mrs. Settles, County Welfare Department.

10:05

Street contact with a Mr. B.

RE: Employment

ACTION TAKEN: Client asked to come into office for a job referral.

OBSERVATIONS OF OUTREACH ACTIVITIES  
(Page 2)

DRAFT

10:10

Mrs. T., 1967 East 40th Street. Follow-up contact

RE: Assistance in contacting case worker. Client unable to contact case worker. Stated case worker had made but one visit in the past six months. Client wants to move but needs to notify County Welfare prior to moving in order to comply with regulations and avoid an interruption of her service.(checks). Client has chronic heart condition and stated that she has difficulty in seeing.

ACTION TAKEN: Called County Welfare several times. Unable to contact client's worker, left message for him to return call.

11:10

Mr. H. Follow-up contact at 1717 East 55th Street. Client had moved. Spoke to building manager about forwarding address. Client left no forwarding address.

11:25

Outreach worker contacted Mr. H.'s wife on her job. New address 5510 Whittier, Apartment #7.

11:30

Mr. H. interviewed

RE: His recent release from the hospital with a heart condition.

ACTION TAKEN: Registered with Project Aim.

1:15

Central Outreach East. Two calls to County Welfare for worker of Mrs. T.

3:15

Central Outreach West. Paper work

Tuesday, June 13

8:30-10:45

Office contact Mr. L.

RE: Metropolitan Housing

OBSERVATIONS OF OUTREACH ACTIVITIES  
(Page 3)

DRAFT

10:45-11:30

Follow-up contract. Mrs. W.

RE: Glasses  
ACTION TAKEN: Referred to Mrs. Settles, County Welfare.

11:35

Mr. W. Central contract

RE: Continuing of block club.  
ACTION TAKEN: Requested client to come into office.

11:53

Miss B., 4211 Green Court

RE: Metropolitan Housing.  
ACTION TAKEN: Client not at home. Left notice of visit.

12:10

Central Junior High School

RE: Outreach workers processing application "1060B".  
Three Outreach workers present. 69 applications  
processed Tuesday as of 12:15.

1:15

Kennard Junior High

RE: Each Outreach worker processing applications for  
"1060B". 60 applications processed to date.

3:00

Mrs. D.

RE: Complaint of neighbor placing garbage in her front  
yard.  
ACTION TAKEN: Worker talked to neighbor who indicated he had the  
approval of the Health Department to place his  
refuge there. Also, the garbage was to be removed  
twice a week.

4:10

Call from CIS

RE: Moving of an elderly lady.  
ACTION TAKEN: Worker helped lady move.

OBSERVATIONS OF OUTREACH ACTIVITIES  
(Page 4)

DRAFT

Wednesday  
8:15-11:30

Mr. W., 2204 East 38th Street

RE: Public assistance and disability benefits. Client has plastic stomach and is not supposed to work.

ACTION TAKEN: Referred to Soldiers & Sailors Relief. Emergency food order Salvation Army. Checking with Social Security on Client's eligibility for disability benefits.

11:30

Mr. E.

RE: Emergency food and shelter.

ACTION TAKEN: Placed in City Mission. Referred to CIS for information concerning drinking problem. Referred to CSES concerning limited job placement. Scheduled for return to Central Outreach office June 21, 1967.

1:00

Mr. L., 3734 Central

RE: Metropolitan Housing. Client disqualified for Metropolitan Housing when interviewer found juke box and bar at residence which did not belong to client.

ACTION TAKEN: Case to be referred to Legal Services.

1:30-2:00

Mr. M. Transient

RE: Social Security and/or Old Age Benefits.

ACTION TAKEN: Scheduled appointments with appropriate agencies.

2:10

Mr. S., 3031 Central

RE: Selling of land

ACTION TAKEN: Client advised that worker had no authority to deal in real estate transactions and that no help, with this problem was possible.

2:30

Mr. H., 5604 Whittier. Office contact.

RE: Shoes

ACTION TAKEN: Referred to Intercity Parish.

OBSERVATIONS OF OUTREACH ACTIVITIES

(Page 5)

DRAFT

2:30-3:30

Meeting at Central-Central

RE: WERE radio Poverty Series

3:45

Mrs. D., 3635 Central

RE: Follow-up on garbage complaint.

ACTION TAKEN: Client's attorney contacted client and advised her not to move since she had a law suit pending for personal injury. Client plans to move on July 1, 1967.

4:15

Mrs. S., 3742 Scoville

RE: Campership for son.

ACTION TAKEN: Contacted the Phillis Wheatley Association and scheduled her for an appointment with that agency 6-5-67.

Leroy Kelly, Cleveland Browns. Street contact, agreed to visit area at later date and distribute autographed photographs of self.

Mr. B., 2198 East 39th Street

RE: Permanent job placement.

ACTION TAKEN: Client referred to Cleveland Sheraton Hotel for employment. Client placed on job.

Mrs. Jefferson, County Welfare Department. Telephone contact

RE: Mrs. S., who had unreported income and who the County was considering prosecuting for fraud.

ACTION TAKEN: Worker interceded in behalf of Mrs. S., explaining mitigating circumstances. Mrs. Jefferson anticipated that no legal action be taken.

Mr. C., 1306 East 31st Street

RE: Interview in conjunction with WERE radio Poverty Series. Client selected to represent a failure in spite of all Outreach efforts.

ACTION TAKEN: Case to be referred to workers supervisor as it is beyond the ability of that worker.

Thursday, June 15

8:30-9:00

Outreach prepared case history for WERE radio news broadcast.

OBSERVATIONS OF OUTREACH ACTIVITIES  
(Page 6)

DRAFT

9:00-3:00

Mr. Garnett was editing minutes and attending the CEO/BMI Joint Research Committee meeting.

3:30

Central Outreach-West. Worker contacted County Welfare by phone  
RE: Emergency food order. Pending assignment of case  
worker for a Mrs. W., who was contacted yesterday.  
ACTION TAKEN: Mrs. W. given emergency food order from County Welfare.

4:00

Call to County Welfare Legal Department, Mrs. Jefferson. Fraud charges dropped against Mrs. S. Case closed.

Friday, June 16

8:45

Preparing case history for Ken Hilderbrandt. WERE radio.

9:45

Outreach worker's wife attacked while inspecting new residence. Visited attack site. Picked up wife to transport to hospital for emergency treatment.

10:05

Call to Cleveland Police Department at East Tech High School. Youth had been beaten into a state of unconsciousness. Police came; car number 309 responded to worker's call at 10:19.

10:25

Emergency room Charity Hospital. Medical care for worker's wife.

10:30

Youth (Mr. Bogard) found unconscious in front of East Tech High School, brought into Charity Hospital emergency room.

12:05-1:00

Lunch at Central Outreach-East with Ken Hilderbrandt. Review of case histories and informal discussion.

OBSERVATIONS OF OUTREACH ACTIVITIES  
(Page 7)

DRAFT

1:30

Mr. Ken Hilderbrandt and party interviewed Mrs. W., 2209 East 38th Street, tapes of interview to be used in WERE Radio Series.

2:30-3:15

Ken Hilderbrandt and party interviewed a Mr. W. at 2209 East 38th Street. Tapes to be used at WERE Radio Series.

In conclusion, it must be noted that there are no apparent boundries. for Outreach activities. Consequently, it will be extremely difficult, if not impossible, to measure the output of Outreach workers. For example, in the absence of any limitation on Outreach activity, a given worker could spend hours, if not days, attempting to solve a given problem. And while that worker may be successful in solving a particular problem, there is no effective way to evaluate his effort (output) prior to a method of weighing the various problems a worker might encounter.

DO NOT BEGIN UNTIL TOLD TO DO SO

Name \_\_\_\_\_ Sex M F Birth Date \_\_\_\_\_  
Present School \_\_\_\_\_ Last Completed Grade \_\_\_\_\_  
Enrollee Number \_\_\_\_\_ "1060" Participant \_\_\_\_\_  
Have Held A Regular Job      Yes No How Informed of "1060B" \_\_\_\_\_

INSTRUCTIONS

This survey consists of three parts. Each part has a separate set of instructions. Please read the instructions carefully.

In Part I of this inventory, we would like to know what you think about the teachers, counselors and the principal at your school in terms of your experiences with them.

In Part II of this survey, we want to know what you think about families in general and yourself as a family member.

Part III of this inventory requires a slightly different response. You will be asked five questions and be given five possible answers to each question. Select the answer that most closely corresponds to how you feel.

The statements in this inventory often have different meanings for different people. The meaning which comes first to you, in reading each statement, is the best one to use. If you are not sure about any statement, give it the meaning it would have if you had made it up yourself and were saying it to a friend.

In responding to these statements, work quickly. Give the first response that comes to your mind. This is not a test. There are no right or wrong answers. All information given will be kept confidential and will be used only for research purposes.

INSTRUCTIONS PART I

Answer all items in terms of your experience with teachers, counselors, and the principal of your school.

Sample Items

Possible Answers

(1) Parents are happy when they are together \_ \_ \_ \_ \_ N R S O A

(2) Friends are nice to have \_ \_ \_ \_ \_ N R S O A

The response that makes the statement a sentence that seems most correct to you should be circled. The choices of response are: Never; Rarely; Sometimes; Often; Always. Circle the letter on the right to stand for the word you have chosen.

Therefore, if you believe that "parents are Always happy when they are together," or that "friends are Always nice to have," you should put a circle around the A on the right of the statement in the following manner:

(1) Parents are happy when they are together \_ \_ \_ \_ \_ N R S O (A)

(2) Friends are nice to have \_ \_ \_ \_ \_ N R S O (A)

Other Considerations:

Use Never to mean none of the time, under no circumstances.

Use Rarely to mean very seldom (1-5% of the time).

Use Sometimes to refer to 5-25% of the time.

Use Often to refer to 25-75% of the time.

Use Always to refer to more than 75% of the time.

PART I

KEY: Never Rarely Sometimes Often Always

1. People like me \_\_\_\_\_ N R S O A
2. I feel free from danger \_\_\_\_\_ N R S O A
3. People are unkind to me \_\_\_\_\_ N R S O A
4. I am proud of what I do \_\_\_\_\_ N R S O A
5. I look forward to being with other people \_\_\_\_\_ N R S O A
6. I have confidence in myself \_\_\_\_\_ N R S O A
7. I feel unsafe with other people \_\_\_\_\_ N R S O A
8. I try to be careful of my personal appearance \_\_\_\_\_ N R S O A
9. I wish people would leave me alone \_\_\_\_\_ N R S O A
10. I am proud of myself \_\_\_\_\_ N R S O A
11. I can do without other people \_\_\_\_\_ N R S O A
12. I accept disappointments in stride \_\_\_\_\_ N R S O A
13. Other people enjoy being with me \_\_\_\_\_ N R S O A
14. I feel inferior to others \_\_\_\_\_ N R S O A
15. My social activities are full of fun \_\_\_\_\_ N R S O A
16. I avoid responsibility \_\_\_\_\_ N R S O A
17. I like doing things with others \_\_\_\_\_ N R S O A
18. I am afraid of my weaknesses \_\_\_\_\_ N R S O A
19. I am able to solve my problems \_\_\_\_\_ N R S O A
20. I am pleased with myself \_\_\_\_\_ N R S O A
21. I feel unwanted \_\_\_\_\_ N R S O A
22. I get personal satisfaction out of helping others \_\_\_\_\_ N R S O A
23. I am suspicious of what others say or do \_\_\_\_\_ N R S O A
24. I am trusted by others \_\_\_\_\_ N R S O A
25. I enjoy being alone \_\_\_\_\_ N R S O A
26. I have a feeling of importance among other people \_\_\_\_\_ N R S O A
27. People try to avoid me \_\_\_\_\_ N R S O A
28. I get along well with other people \_\_\_\_\_ N R S O A

KEY: Never Rarely Sometimes Often Always

29. I feel worthless ----- N R S O A

30. I am accepted by other people ----- N R S O A

CONTINUE TO PART II

## INSTRUCTIONS PART II

In part II of this survey, we would like to know what you think about families in general and about yourself as a family member. You may give opinions about the people who were parents and those who were children when you were a child. You may also give opinions about your own family.

The responses are the same as those used in part I. (Never, Rarely, Sometimes, Often, Always). Circle the letter at the right that stands for the word you have chosen, which makes the statement most correct to you.

PART II

KEY: Never Rarely Sometimes Often Always

1. Children fight with one or both of their parents \_ \_ \_ \_ \_ N R S O A
2. Parents handle their kids well \_ \_ \_ \_ \_ N R S O A
3. Children have trouble with their families \_ \_ \_ \_ \_ N R S O A
4. Children do things to spite their parents \_ \_ \_ \_ \_ N R S O A
5. Mothers nag their children \_ \_ \_ \_ \_ N R S O A
6. Children can reason with their mothers \_ \_ \_ \_ \_ N R S O A
7. Children are spanked unjustly \_ \_ \_ \_ \_ N R S O A
8. Children can discuss sex matters with both their parents \_ \_ \_ N R S O A
9. Children are afraid of their mothers \_ \_ \_ \_ \_ N R S O A
10. Matters dealing with sex cause trouble between  
children and their parents \_ \_ \_ \_ \_ N R S O A
11. Mothers scold their children unjustly \_ \_ \_ \_ \_ N R S O A
12. Children distrust their mothers \_ \_ \_ \_ \_ N R S O A
13. Both parents understand their children \_ \_ \_ \_ \_ N R S O A
14. Children hate their fathers \_ \_ \_ \_ \_ N R S O A
15. Fathers disbelieve their children \_ \_ \_ \_ \_ N R S O A
16. Fathers do things to spite their children \_ \_ \_ \_ \_ N R S O A
17. Fathers scold their children unjustly \_ \_ \_ \_ \_ N R S O A
18. Mothers disbelieve their children \_ \_ \_ \_ \_ N R S O A
19. Children distrust their fathers \_ \_ \_ \_ \_ N R S O A
20. Children have grudges against their fathers \_ \_ \_ \_ \_ N R S O A
21. Children are afraid of their fathers \_ \_ \_ \_ \_ N R S O A
22. Children hate their mothers \_ \_ \_ \_ \_ N R S O A
23. Children like to spend time with their parents \_ \_ \_ \_ \_ N R S O A
24. Mothers do things to spite their children \_ \_ \_ \_ \_ N R S O A

### INSTRUCTIONS PART III

The following list of sentences describe observations of life. If you strongly agree with the statement as it stands, underscore the words "strongly agree." If you are undecided, underscore "undecided," or whichever response corresponds most completely with the way you feel.

#### PART III

1. In spite of what some people say, the lot of the average man is getting worse.  

Strongly agree	Agree	Undecided	Disagree	Strongly disagree
-------------------	-------	-----------	----------	----------------------
2. It's hardly fair to bring children into the world with the way things look for the future.  

Strongly agree	Agree	Undecided	Disagree	Strongly disagree
-------------------	-------	-----------	----------	----------------------
3. Nowadays a person has to live pretty much for today and let tomorrow take care of itself.  

Strongly agree	Agree	Undecided	Disagree	Strongly disagree
-------------------	-------	-----------	----------	----------------------
4. These days a person doesn't really know who he can count on.  

Strongly agree	Agree	Undecided	Disagree	Strongly disagree
-------------------	-------	-----------	----------	----------------------
5. There's little use writing to public officials because often they aren't really interested in the problems of the average man.  

Strongly agree	Agree	Undecided	Disagree	Strongly disagree
-------------------	-------	-----------	----------	----------------------

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio 44113

TO: Board of Trustees

DATE: August 21, 1967

FROM: Kenneth W. Clement, M. D., Chairman  
Community Participation Committee

SUBJECT: Community Participation Committee Report

Since the last regular meeting of the Board of Trustees, the Community Participation Committee has met and has been principally concerned with the following items:

(1) Citizen Participation

In response to a request from Mr. Hilbert Perry of the Protestant Ministry to Poverty, the Committee held a meeting to which it invited Mr. Perry. Mr. Perry stated that it was the feeling of his group that the Council's Board of Trustees was not in compliance with a provision of the Office of Economic Opportunity (CAP Memorandum #57) due to the fact that the poor were inadequately represented on its Board of Trustees.

In response, the Committee made clear that the present system of representation had evolved over time, and no one had ever represented it to be the ultimate, or the best system available. It was, however, a workable system which had in fact, provided for meaningful and viable representation of the poverty area people in the processes and policy decisions of the Council. As far as compliance with Memo #57, that compliance has been clear, and it has been assured; furthermore, that the CEO is in compliance with that Memo is testified to by the fact that we have been refunded. Moreover, not only is more than 1/3 of the Board made up of representatives directly elected by the target neighborhood areas, or from the areas, but also each of the various subcommittees of the Board, which constitute by far the largest working policy bodies that function in the Council, are made up almost entirely of representatives chosen by each of the five Community Opportunity Boards. Mr. Perry did not know this and, as such, he was invited to attend the meetings of these subcommittees and committees of the Board so that he might make an informed judgment concerning the operations of the Council, and the representation which is accorded neighborhood residents thereby.

The Committee extended to any person or group wishing to express its opinions, or concerns, an invitation to do so before the Committee at any time. This is the policy of the Committee, and it will continue to be. The Committee intends to hold open public meetings in each of the five areas during the coming weeks. It has scheduled a meeting at the Hough Opportunity Center for Friday, August 18, 1967. Another meeting will be held at the Central Opportunity Center on Friday, September 1, 1967.

The Committee has been advised by the Glenville Community Opportunity Board that an election was held in the Glenville area on May 28, 1967 in order to nominate a representative from that area to sit on the Council's Board of Trustees. This election did follow the guidelines for electing target area representatives, and the Glenville Community Opportunity Board President, Rev. David Chappell, has sent the results of this election to the Committee. As it is the intention of the Glenville Community Opportunity Board to have two representatives serve, Rev. Chappell sent the names of Mr. George Edwards and Mr. Russell Davis. However, since only one elected representative is provided by the present system of the Council's Board of Trustees, the Chairman of the Community Participation Committee conveyed to Rev. Chappell the fact that the Committee would certify whichever nominee the Community Opportunity Board selected as its first choice, and that this person would be presented to the Council's Board of Trustees at the next regular meeting. The other nominee would serve as an alternate. To date, the Community Participation Committee has not received a response in this regard and, therefore, it has no report on the matter of the nomination of a representative from the Glenville area.

(2) Invitation to Hough and West Side Area Councils and Community Opportunity Boards Concerning Demonstration Resident Participation Program

It has come to the attention of the Committee that there have been a varying degrees of success in terms of the operations of Community Opportunity Boards. Some have met regularly, and some almost never. Since resident participation is such a vital part of the anti-poverty program, and as we really don't have the answers to what works best in all instances, the Committee has invited the Hough Area Council and Community Opportunity Board and the West Side Area Council and Community Opportunity Board to come together and discuss plans and ideas as to what the Council's Board of Trustees may do to improve the involvement of people in, and operations of, the Community Opportunity Boards. To the end of increasing the effectiveness of community participation, the Committee has invited the aforementioned area groups to submit written proposals concerning what they would consider to be a better alternative. To date, the Committee has received an affirmative response from Mr.

Frank Schiros, President of the Area Councils' Association, and Mr. DeForest Brown, President of the Hough Area Council and Mr. Davis of the Hough Community Opportunity Board. We intend to study the suggestions of these groups and to consult with the Priorities Committee concerning what action may be appropriate to effect worthy requests.

(3) Role of the Community Opportunity Boards

The Committee also discussed the role of the Community Opportunity Boards. Specifically, the question of whether or not a Community Opportunity Board had the power to veto a program was raised. It was suggested that the exercise of this kind of power might increase community participation.

After an extended period of discussion, the Committee felt that the Community Opportunity Boards would always be invited to express their opinions and suggestions on any given proposal or program which would relate to their respective areas. This would not, though, imply that any single group, or simple combination of groups, may be put in a position, or accorded the power of, denying needed services to an inner-city target area. In that regard, a motion was made by Rev. Bruere and seconded by Rev. Branch that such will be the official policy of the Committee. The Committee ended by expressing its policy that neighborhood expressions and opinions are a valuable tool that help to shape and amend new or present programs, as necessary to render such community responses.

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio 44113

TO: Board of Trustees

DATE: August 21, 1967

FROM: Rev. Emanuel S. Branch, Jr.  
Chairman, Management Committee

SUBJECT: Management Committee Report

The Management Committee has met twice since the last regular meeting of the Board of Trustees. A special meeting of the Committee was convened on Friday, July 7th with representatives of the Department of Labor and the Office of Economic Opportunity in attendance. The purpose of the meeting was to discuss several recommendations advanced by the Bureau of Work Programs to improve the efficiency of the operation of the Neighborhood Youth Corps program. Agreement was reached, and a time schedule established, for the implementation of the various recommendations. The Committee is pleased to report that progress has been made by the Council's staff on each of these recommendations within the time allotted, and to the satisfaction of the Bureau of Work Programs, Department of Labor.

In line with these recommendations was a re-examination of the role of the "Counselor-Aide" in the Neighborhood Youth Corps program. This re-examination brought to light the fact that the youth enrolled in the program needed counseling requiring an expertise which only could be developed by a training and experience in that discipline. Consequently, a restructuring of the NYC program was effected to use the non-professional neighborhood residents more effectively to ensure the success of the program for the enrollees. In seeking other alternatives in the use of non-professionals, the very vital role these people may play in the recruitment process has been realized. Most of those non-professionals affected by this restructuring are thus being used in recruitment and neighborhood liaison positions, and positions open to non-professionals in other programs have been found and are being made available. For your further information, I am attaching a copy of the statement made on behalf of this Committee by Mr. Charles P. Lucas, Vice Chairman of the Management Committee.

A regular meeting of the Management Committee was held on Tuesday, August 15th. It was reported that with one exception, all programs had submitted required monthly reports by the 10th of the month deadline. This followed the circulating of a letter, signed by the Chairman of the Management Committee, reminding delegate agencies of the importance of the reporting deadline. The Committee received a printed, up-to-date report on program finances and participation.

The Committee voted to deny a request by Mr. Martin Berdit, Director, Council of Churches Child Development Program, for an exemption from provisions of the Code of Personnel Policies and Procedures. Mr. Berdit had requested that

his classroom personnel be allowed five weeks of vacation time; three weeks in the summer, one at Christmas and one week at Easter. In his request, Mr. Berdit stated that poor attendance is encountered during the two holiday periods and that it would be no loss to discontinue classes at those times. The Committee agreed that the four weeks vacation allowed by the Code is sufficient and liberal, that the program has been funded to operate for 48 weeks, and suggested that during periods of poor attendance, evaluation and staff training might take place.

The Committee was informed that the staff will soon institute an "Information-Inquiry System" which will assure a prompt, thorough and documented response to all requests and complaints received by the Council. The Committee was also apprised of further progress made in implementing the recommendations of the Bureau of Work Programs concerning the Neighborhood Youth Corps.

The next meeting of the Management Committee has been scheduled for 12:00 Noon, Tuesday, September 12th in the Fourth Floor Conference Room at the Council's offices.

:mlr

Statement of Mr. Charles P. Lucas, Vice Chairman  
Management Committee, Board of Trustees  
Council for Economic Opportunities

Since its very beginning, there has been a continuous review of the Neighborhood Youth Corps program so as to determine its effectiveness and, further, to make certain that all of its operating procedures were in keeping with the expressed intent of the act which set up the NYC program, and also in conformity with the guidelines of the U. S. Department of Labor. Most recently, the staff has been working with representatives of the Department of Labor to further strengthen the project in light of our experience in Cleveland, as well as the experiences of other projects around the country.

There have been several items under study, chief among which has been the role of the "Counselor-Aide". The Council for Economic Opportunities has demonstrated a strong and abiding commitment to the use of non-professionals in all of its programs. It is recognized that the best way to reach people in the neighborhoods that need services is through the use of non-professional neighborhood residents acting in a liaison capacity. This is, and shall continue to be, the policy of the CEO.

However, the Council also recognizes its principal responsibility to the youth who are enrolled in the NYC project. Indeed, they are the very reason that the project exists, and they must be assured of the best supportive services available to meet their unique needs. Experience has shown that there are more effective ways of meeting the needs of these enrollees as related to counseling. It has become apparent that the expertise needed in the counseling of these enrollees cannot be developed without a considerable amount of training and experience in that discipline. As such, we have had to reconsider and re-think the role of the various staff personnel.

Keeping always in mind that our prime obligation in the NYC program is to help the enrollees of that program, we shall seek other positive ways to use the talents of non-professional people. In seeking other alternatives in the use of non-professionals, we are mindful of the important role that non-professionals may play in recruitment. We fully expect that, with training and supervision, non-professionals can and will continue to play a vital role in the NYC project. In the weeks to come additional study will be given to this aspect of the project.

We intend to assist in every way possible those affected to seek employment relocation. We expect that, in view of the experience that these people have had in the NYC program, they will stand in a particularly advantageous position to gain employment with other community agencies that now utilize non-professionals. The Council will work cooperatively to make certain that, on the basis of competence, need, and area residence, every person affected will be given every assistance possible. We are appreciative of the contributions that these people have made in the past months, and this shall always be remembered as we move ahead in meeting the needs of our youth in this very meaningful program.

8/2/67

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio 44113

TO: Board of Trustees

DATE: August 21, 1967

FROM: Dr. James A. Norton, Chairman  
Priorities Committee

SUBJECT: Priorities Committee Report

Since the last regular meeting of the Board of Trustees, the Priorities Committee has met to conduct the following business:

- (1) We have reviewed the activities of the Needs & Resources Subcommittee, together with the prospectus of activities for that committee during the present program year.
- (2) We have reviewed the process of planning for the Hough Multi-Purpose Service Center. The Committee, after some deliberation, favors a site location at East 79 Street and Euclid Avenue, as it would most effectively serve the needs of the geographic area delineated for service. The Committee also encouraged the involvement of the Needs & Resources Subcommittee in the continued planning of the Hough Multi-Purpose Service Center, and asked that the Council's staff maintain constant liaison with this planning.
- (3) We have reviewed and discussed an Inquiry/Information System, which was devised by the staff in response to a request from the Committee. This is a system, which will make certain that any request for information, or a complaint, is accorded, and acted upon, and the person who filed the original request/complaint notified promptly of the action taken.
- (4) We have reviewed the invitation from Mr. Jule Sugarman, Associate Director, Project Head Start, for the Council to participate in the development of a proposal for a Parent-Child Center. It authorized the staff to proceed and submit a plan by the August 28, 1967 deadline.
- (5) We have discussed alternative procedures for reviewing proposals for Fiscal Year 1968 refunding. These alternatives include:

- (a.) The Proposal Review Subcommittee could begin their review of proposals in September and ask the agencies to make two major types of presentations.
  - (1.) During September, the agencies could make presentations focusing on their evaluation of the program which they have operated from November, 1966. At these presentations, Committee members could respond with discussion about neighborhood reactions to the programs during the year and suggest modifications which should be made in the program for next year. Through the process, the Proposal Review Subcommittee could actively participate in planning for next year's programs.
  - (2.) Following the initial presentations, beginning approximately the first week of October, agencies would present complete refunding proposals with procedures similar to those of last year.
- (b.) The review process could begin during the first part of September, with delegate agencies instructed to develop their plans for next year with three alternative possible amounts of funds: for example, what program would they develop with a 20% reduction in funds; what program would they develop with the same amount of funds as last year; and what program would they develop with a 20% increase of funds. Such procedures would have the advantage of helping the Proposal Review Subcommittee and the Priorities Committee establish a rational system of priorities in refunding programs based on the committee member's own appraisal of the programs which the agencies plan to develop with the different amounts of funds.
- (c.) Alternatives one and two might be combined, with agencies developing proposals in line with the second alternative but focusing on the agency's evaluation of their current program and its future plans with reductions, the same amount of funds, or more funds for next year in its initial presentation. After the initial review, the agencies could redevelop their proposals in line with what has been worked out between the delegate agencies, the Subcommittee and the Priorities Committee. Through this alternative, the Committee would be involved in planning to a greater extent, as well as in establishing priorities for refunding programs.

It was the Committee's opinion that alternative (c.) was most appropriate in the present situation, and we directed that the staff take steps necessary to help accomplish that alternative.

Very shortly, the delegate agencies will be called upon to prepare the proposals for the 1968 refunding. As such, it would be extremely helpful if any Board member who has an opinion, or a concern, relative to any of the programs, would make this opinion or concern known to the Priorities Committee so that it might be considered and, if appropriate, have an effect on the current refunding process.

:mlr



October 18, 1967

- (3) To identify the population (age, sex, neighborhood of residence, etc.) reached by the "1060B" program, the entire central file was reviewed. Each application was reviewed individually, and the pertinent information transcribed to an alphabetized list.
- (4) To obtain agency assessments of enrollee work performance, and to explore problem areas, a questionnaire was submitted to a sample of agency supervisors.

## FINDINGS

### The Enrollees

2,063 boys and girls were processed and placed on the "1060B" payroll. Of these, 62.4% were male, 37.6% female; although far more girls applied for admittance to the program, the demand for male personnel was far greater than for female.

More than thirty-five percent (36.4%) of the enrollees were 14, 40.5% were 15, and 23.1% were 16 years of age.

More than 90% of the "1060B" enrollees came from the five target areas (Central, Glenville, Hough, Kinsman, Near West-Tremont); over 90% (91.3%) met poverty criteria which required that the source of family income be public funds, or that family size and private income place the family in poverty status.

Further, 88.5% of the enrollees came from families where one or both parents were not employed, and only about 50% (53.5%) of the youngsters came from intact families.

### The Program

The "1060B" Program, intended to provide employment for 1900 young people, eventually processed over 2,000. Of these, only 5.2% dropped out of the program before it was completed.

The jobs performed by "1060B's" fell predominantly into the general maintenance category (62.8%). Some 25% of the enrollees were involved in activities intended to provide cultural enrichment for themselves or others. Slightly over 5% performed clerical tasks and the remainder were engaged in child care activities.

Both agency supervisors and enrollees were asked to evaluate the program. Agency supervisors overwhelmingly approved of enrollee job performance (91%) and felt that the presence of the "1060B's" had contributed materially to the accomplishment of agency tasks (99.9%). The dissatisfactions of the agency supervisors with the program centered on administration and supervision rather than on the enrollees themselves.

October 18, 1967

The enrollees voiced satisfaction with the program, and expressed an interest in participating again (99.5%).

#### The Enrollee in the Program

Two principal evidences of the impact which the program had upon the lives of the enrollees were turned up in the evaluation. When asked how they would have spent the summer if they had not been employed with "1060B", 70% or more of the enrollees' replies indicated that they would likely have remained idle for the summer.

Further, although no significant differences were found between the group's before and after scores on the Parent-Child Friction-Harmony and Anomie attitude scales, a significant improvement in their self-concept was unearthed.

#### INTERPRETATION OF FINDINGS

There are two vital areas of concern in interpreting these findings--did the program fulfill its stated objectives, and did it have significant impact upon the people it was intended to help?

There were five objectives of the "1060B" program:

Objective (1), to provide employment for 1900 youths 14-16 years of age, was fulfilled beyond expectation. More than 2,000 boys and girls were accepted and employed by "1060B".

Objective (2), to provide these youths with a chance to develop good work habits, seems to have been achieved. The firm approval given the work performance of enrollees by their employers indicates that enrollees' work habits were sound.

Although some effort was made to pursue Objective (3), encourage enrollees to return to school, there is no clear cut evidence as to the effect that the "1060B" program may have had on enrollee intention to return to school.

Objective (4), to provide employment as work team supervisors to 75 neighborhood pupils, was achieved. Seventy-three such individuals were employed. An additional 39 were employed part-time in a similar capacity. Of these 112, 88.4% resided in the five target poverty areas.

Objective (5), to provide needed manpower to public and private non-profit organizations, was achieved. As was noted above, the vast majority of the agency supervisors questioned felt that enrollees contributed to their work output, and that they performed their duties satisfactorily.

The impact of the program on the target population is difficult to gauge; however, the findings of this evaluation indicate that "1060B"

October 18, 1967

provided an opportunity for the enrollees to become involved in productive activities and, at the same time, have an income for the summer of 1967.

Further, there is evidence that the "1060B" program may have had some lasting effect upon the young people who participated in it. The significant improvement in the self-estimate of the enrollees, despite only six weeks' exposure to the program, suggests an implicit, but vital, objective of "1060B" may have been achieved.

#### IMPLICATIONS FROM THE EVALUATION FOR PLANNING

##### Participants

The program administration encountered some difficulties in placing female enrollees and 14 year olds of both sexes. These difficulties in placement can likely be attributed to the lateness of funding--the last-minute funding compelled selection of job sites on the basis of immediate need for enrollees and an ability to accommodate large numbers of enrollees. As a result, many of the job sites selected required the performance of physically taxing of jobs not suited for females. Both younger enrollees and girls stand to benefit as much as older males from exposure to work experience; additional time between funding and the opening of the program would permit the devotion of more effort to developing work sites that are suitable for these difficult-to-place enrollees.

SF:jbt

[Oct 1967]

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Research (1)

THE COUNCIL FOR ECONOMIC OPPORTUNITIES  
IN GREATER CLEVELAND  
RESEARCH DEPARTMENT

Paul  
Call Unge -  
Unge - Ray & Paul

PURPOSE:

The Research Department has as its purpose, the collection and analysis of data which identifies the character and incidence of poverty throughout the community. The Department also maintains a flow of information on recent research findings and demonstration results, and conducts evaluation of various operating programs.

SUMMARY OF CEO RESEARCH ACTIVITIES AND  
RELATED PROJECTS

COMPLETED PROJECTS  
AND  
RESEARCH IN PROGRESS

I. Project 1060B. The Research Department of the Council for Economic Opportunities in Greater Cleveland performed an in-depth evaluation of the Youth Employment program conducted during the summer of 1967.

This evaluation first attempted to determine whether "1060B" had achieved the goals established for it. Through questionnaires submitted to agency supervisors, attitude scales administered to enrollees, family background and opinion interviews conducted with a random sample of enrollees, and a review of the project's central file, information required to measure the success of the program in achieving its goals was obtained.

The evaluation revealed that:

Goal 1), to provide employment for 1900 youths 14-16 years of age, was fulfilled beyond expectation. More than 2,000 boys and girls were employed by "1060B".

Goal 2), to provide these youths with an opportunity to develop good work habits, was achieved. The firm approval given the work performance of enrollees by their employees indicates that enrollees' work habits were sound;

Although some effort was made to pursue Goal 3), to encourage enrollees to return to school, there is no clear cut evidence as to the effect that the "1060B" program may have had on enrollee intention to return to school.

Goal 4), to provide employment as work team supervisors to 75 neighborhood pupils, was achieved. Seventy-three such individuals were employed. An additional 39 were employed part-time in a similar capacity. Of these 112, 88.4% resided in the five



target poverty areas.

Goal 5), to provide needed manpower to public and private non-profit organizations, was achieved. The vast majority of the agency supervisors questioned felt that enrollees contributed to their work out-put, and that they performed their duties satisfactorily.

Another concern of the evaluation was to determine whether the program have significant impact upon the people it was intended to help. Utilizing data collected through the instruments described above, the researchers unearthed the following results:

- 1) The impact of the program on the target population is difficult to gauge; however, the findings of this evaluation indicate that "1060B" provided an opportunity for the enrollees to become involved in productive activities and, at the same time, have an income for the summer of 1967.
- 2) Further, there is evidence that the "1060B" program may have had some lasting effect upon the young people who participated in it. A significant improvement in the self-estimate of the enrollees, despite only six weeks' exposure to the program, suggests an implicit, but vital, objective of "1060B" may have been achieved.

## II. The CEO-Battelle Memorial Institute Joint Project

The Research Department of the Council for Economic Opportunities in Greater Cleveland, in conjunction with consultants from the Battelle Memorial Institute Urban Studies Center, is attempting to develop techniques for evaluating the effectiveness of various CEO programs in breaking the cycle of poverty.

The techniques being developed are based on an approach coming into common use in private industry and in certain branches of the Federal Government - Systems Analysis.

Systems Analysis is a means of studying a designated system (for instance, this organization) in order to evaluate its "success." Ultimately, a system's success depends upon its proven capacity to fulfill the purpose(s) for which it has been designed. Systems analysis is a means of comparing -- quantitatively, if possible -- what a system is intended to accomplish and what it actually does accomplish.

Planning-Programming-Budgeting System, referred to as PPBS, a variation of systems analysis favored by the Federal Government, provides a specialized kind of feedback which tells program planners and decision-makers the cost (social and economic) and

benefits (social, economic, humane, etc.) accruing from existing programs. In addition, it presents alternative programs which have different configurations of cost and benefits. This system, which the Joint Project is exploring, enables planners to make rational policy decisions, and allocate scarce resources on the basis of gain anticipated from a given program or program mix.

The analysts' job in PPBS is to ask and find answers to these questions: What are we trying to do? What are the alternative ways of accomplishing these goals? What would each of these alternatives cost and how effective would each be? What does the decision maker need to know in order to make a choice?

In order to answer these questions, the researchers have constructed a conceptual model of the system. Much as a model of an experimental plane enables designers to test its reactions to stress and the effects of changes in design on these reactions, the model of CEO and its programs -- real and proposed -- enables us to better anticipate results and costs, and the effects of program changes on these results and costs.

Basically, this model: 1) compares real results (from existing or proposed programs) with results which have been predicted from an analyses of the organization's goals; and 2) attaches a cost in resources used to have these results.

The techniques needed to obtain this information have been developed, and are presently being tested. In the very near future, a final report and a procedures manual intended to guide CEO in their use will be written. Subsequently, the techniques will be used in a systematic assessment of all existing programs, and in an effort to aid in the planning of new ones.

#### PROJECT AIM-JOBS EVALUATION

### III.

This evaluation is being carried out under the direction of Mr. James Malone, of Case Western Reserve University. The Research is concerned with the study of the total effectiveness and impact of the Comprehensive Manpower Project, with special emphasis on determining the impact on the younger enrollees. The following objectives are considered:

- 1) To examine the effectiveness of each of the essential steps in the Comprehensive Employment Program directed toward the end of sustaining jobs for the hard-core unemployed.
- 2) To study the self-concept, motivation, and psychological growth of the enrollees, in response

to participation in the project and to final job placement.

The collection of data is proceeding and it is anticipated that the final write-up will be completed by September of 1968.

COMPARATIVE STUDY OF RESIDENT PARTICIPATION  
BY  
BRANDEIS UNIVERSITY

IV.

The Florence Heller Graduate School for Advanced Studies in Social Welfare of Brandeis University was granted funds by the Office of Economic Opportunity to compare resident participation in Community Action programs in twenty cities. Cleveland is one of the cities selected for study.

"This study was undertaken in order to describe the patterns of participation of target area residents in local community action programs established under the sponsorship of the Office of Economic Opportunity, and to examine the effects of variations in participation upon the decisions of the CAA's."

It is also intended that this study provide the following: 1) a description of the patterns and processes of representation of target area residents in CAA structures; 2) a description of other forms of formal structures; 3) insights into factors which make for differences in the extent and quantity of participation; and 4) beginning information on the effects of differences in participation on the policies and programs of the CAA.

To date, data have been collected and a preliminary report has been generated which is based on a partial analysis of the data. It is anticipated that a final report will be completed in December of 1968.

[Oct 23, 1967]

FINAL COMPONENT REPORT  
for  
RESIDENT AND DAY CAMPING PROGRAM

- I. Component Number: #7-42B - Title: Resident and Day Camping Program
- II. Sponsoring Agency: The Welfare Federation of Cleveland
- III. Description of Program:

7-42B

The Resident and Day Camping Program has provided day and resident camp experiences to 1,289 inner city children, primarily from "poverty" or low-income families. Both boys and girls, predominantly in the age range from 5 to 15, have participated in camp sessions of varied length. The Welfare Federation of Cleveland has coordinated this program and has allocated funds to 13 participating agencies which have, in turn, provided a camping experience for inner city children. Camping agencies have added sessions, expanded camp size, and even added new camp sites in order to make these additional opportunities available. The largest portion of expenses has been met through Federal funds, but many non-Federal contributions have been made, including staff, transportation, food, and medical exams. A portion of these contributions has been documented to serve as the Program's local contribution.

Although camping is a natural and integral experience for middle-class children, frequent opportunities for inner city youth to have a camping experience have not been made possible because of the income factor. Camp provides a whole set of experiences--independence from home, group living, working and playing, an opportunity to meet new friends, etc. For the poverty child in particular, camp provides a radical change in environment, a first intense encounter with nature, and a place away from a crowded and hot, dirty inner city. This Program has made possible a camping experience for the first time to many inner city children. It has stimulated several new and expanded camping programs for inner city poverty youth, and in some cases for their families as well.

The agencies participating in this camping program were:

Resident Camps

Phillis Wheatley Association  
Lake Erie Girl Scout Council  
Goodrich Social Settlement  
YMCA  
YMCA  
Garden Valley Neighborhood House  
Mohican Trail Camp  
City of Cleveland, Division of Recreation

Day Camping Agencies

Camp Fire Girls  
 Greater Cleveland Neighborhood Centers Association  
on behalf of four member agencies:  
 Merrick House  
 Friendly Inn  
 Goodrich House - Starling Center  
 Glenville Neighborhood and Community Centers  
 Hiram House Camp  
 Jewish Community Center of Cleveland  
 Phillis Wheatley Association  
 YMCA  
 Community Action for YOU, Inc.

IV. Operational Details:A. Financial:

1. Approved total budget: \$ 77,050.00  
     Local Contribution \$ 7,706.00  
     Federal Contribution \$ 69,344.00

2. Obligations to date:  
     Camperships \$ 59,712.00  
     \* Personnel  
     (to be fully completed at time of audit)

3. Itemization of In-Kind Contributions:  
 Camperships

<u>Community Action for YOU, Inc.</u>			
Medical Examinations	\$	735.00	
Transportation		1,680.00	
Food		<u>1,675.00</u>	
	Total		\$ 4,090.00
<u>Cleveland Department of Recreation</u>			
Staff	\$	756.00	
<u>Medical Examinations</u>			
Cleveland Dept. of Health	\$	3,240.00	(645 campers examined)
Cleveland Clinic		425.00	(85 campers examined)
Mt. Sinai Hospital		325.00	(63 campers examined)
Lakeside Hospital		250.00	(50 campers examined)
(Estimated cost per medical examination = \$5.00)			
	Total		\$ 9,086.00

B. Personnel:

1 Project Director (part-time)  
 1 Bookkeeper (part-time)  
 1 Statistical Clerk (part-time) (full costs to be noted in final Auditor's Report)

C. Participation

Thirteen agencies received funds through this program.  
 They served 1,289 children and campers for a total of 13,809 camper days.

\* Total cost is tentative, since final auditing by Comptroller is necessary when all final bills and additional personnel and administrative costs have been computed.

V. Narrative on Program:

Early in June, the Welfare Federation of Cleveland requested its member camping agencies to submit estimates of the number of additional camper spaces which could be added to their camp programs, if funds became available for camperships for children from poverty families. Camping agencies also estimated the cost of such additional spaces. On June 9th, a meeting was held with Congressman Vanik and camping agencies. At this meeting, camping agencies shared their estimates and discussed the possibility of Federal funds. The Welfare Federation, on behalf of these camping agencies, submitted a proposal to the Office of Economic Opportunity for funds to provide children from poverty families with resident and day camping opportunities.

The proposal was submitted on June 16. On June 27, authorization for funding in the amount of \$69,344.00 was received. In the interim, the necessary Camper Registration and Agency Billing Forms were developed, as were letters of allocation which stipulated the guidelines and requirements of the program. A schedule of tentative allocations was determined. Immediately upon receiving authorization for funding, the necessary forms and letters of allocation were sent to participating agencies. The late date of authorization prevented children from attending any June sessions of camps. In most cases this meant that the usually slack first sessions of camps could not be utilized by the OEO program.

The OEO program has acted as a supplement to pre-existing efforts to provide Cleveland's inner city youth with a camping experience. Camps have used their own private resources to provide camperships for needy children. As the needs of inner city children in particular have become more evident, many camping agencies have increasingly directed their private campership funds toward inner city children. In addition to this, for the past several years The Welfare Federation of Cleveland, through funds supplied by local foundations, has provided camping agencies with additional campership funds. A formula insures that these funds will be used primarily for inner city children. This year, this source provided \$40,000 for camperships. I think it can be safely stated that the OEO program was initiated largely because of this already existing concern and interest.

But, the OEO program also became an impetus in its own right, and certain other programs separate from OEO funding developed because of the interest and concern directly engendered by the OEO effort. One case in point is the Boy Scouts' Scout Camp, traditionally for Boy Scout troops exclusively, was opened this summer for the first time to inner city boys who were not members of the Boy Scout organization. The project was originally a part of our OEO-projected allocations and was intended to serve 250 to 300 boys. The Scouts decided to develop their own private funds for the project, and by the summer's end had provided nearly 177 inner city boys with a resident camping experience.

A second separate camping effort encouraged by the OEO program was carried out by the Cleveland Board of Education. The Board, having learned about the OEO effort, decided to use portions of its Elementary and Secondary Education Act funds for camping. These efforts have been directed at developing programs with significance in planning future educational experiences for school youth. Junior-high-school-aged youth were recruited through inner city schools, and camp opportunities were arranged at the Phillis Wheatley, Hiram House, and Lake

Eric\*Girl Scout Council Camps. The OEO program not only encouraged this effort, but we helped the Board make arrangements with the camps. In these instances, the OEO program served directly as an impetus in encouraging additional and supplementary public and private camping efforts.

A series of developments demanded alterations in our original plans. It is estimated that the late date of authorization of funding caused us to miss 280 camp spaces during the usually slack June session at camps. These spaces had been part of our original projected plans. The Boy Scout program mentioned above had been included in our original estimates, as had the camp spaces used by the program of the Board of Education. Also included in our original estimates were funds (approximately \$18,000) for a new resident camp to be administered under the auspices of Hiram House Camp. This plan, which called for 300 resident campers, did not materialize because funds were available too late for Hiram House to secure the site which had previously been available to it. However, Hiram House did make other arrangements to utilize a portion of its facilities for day camping purposes. The original estimate of camper spaces at Mather Camp, sponsored by Goodrich House, was an overestimation due to their misunderstanding. Their original estimate of \$7,296 (a part of our projected plans) did not materialize. All of these developments caused us to alter radically our original plans.

A series of interesting and significant camping opportunities were developed as our plans were altered. The YMCA developed an experimental program in which 25 inner city boys took an 11-day camping trip to the Canadian North Woods. This North Woods Camp has been limited in the past to quite experienced campers from only the few well-to-do families who could afford this kind of camp. The "Y" was concerned with seeing if inexperienced, inner city boys could adequately cope with this type of adventure camp.

Garden Valley Neighborhood House was added to our list of recipient agencies. It does not operate a camp itself, but has sent children from poverty families to a camp operated under Presbyterian auspices. In this way an additional campsite has been brought into community use. A portion of Garden Valley's funds have been used for a limited experiment with family camping.

Community Action for YCU, Inc., a resident group in the Hough area, which was developed after the termination of Cleveland's Federal Delinquency Program, (Community Action for Youth), carried out a day camping program of two, two-week sessions for nearly 150 children in the Hough area. To get some indication of how this OEO program has only begun to reach the many children who could benefit from a camping experience, the bulk of CAY's recruitment was done on a single street in Hough: East 75th Street. The OEO program supplied an amount of \$6,800 of a budget of approximately \$11,000 for this effort.

The Cleveland Division of Recreation carried out a series of three-day resident camp sessions for 120 poverty children from six inner city recreation centers. Staff from the centers accompanied the boys. It is significant that the camping experience was used here to supplement experiences and relationships in a program not previously including camp. The camp experience can be meaningful in itself, but, as one in a set of integrated experiences, its importance may well be enhanced.

Arrangements were made with the Jewish Community Center of Cleveland Day Camp to take 35 inner city children. The children were carefully integrated into

camp groups. This project represents a major breakthrough for a camp under sectarian auspices offering its excellent services to inner city children of a different racial and religious makeup.

Another arrangement which was developed involved an experiment in the use of time, space, and staff at Hiram House Day Camp. By the time funds became available, all camp spaces at Hiram House were filled, but the camp director was very interested in participating in the OEO program. He arranged a project in which specially formed groups of inner city children utilized particular camp facilities while the regular camp groups were elsewhere. The special group had a breakfast snack at 10:00 when they arrived--the dining hall was free at that time. They used the swimming pool while the regular group ate lunch or rested. They ended their day about 3:00 with dinner. The entire range of camp activities was scheduled in this way. The special group had its own staff, but for particular activities it added staff from the regular camp when regular activities demanded fewer staff (mealtime, rest period, etc.). This experiment may have special relevance and importance since the number of children of camping age is so large and facilities limited. Hiram House carried out four sessions of these special camps for about 200 children.

In another special arrangement, the Mohican Trail Camp was able to provide a 12-day resident camping experience for nearly 180 children. Mohican Trail is a new camp whose management has expressed an interest in developing its facility primarily for inner city children. We viewed the use of this camp not only as an opportunity to provide a specifically resident camp experience to additional children; it also was a way of encouraging this camp to focus and develop its plans so that a new opportunity for inner city youth might be developed.

These special projects and experiments were the major adjustments made when the late date of authorization of funding, the development of separate funding sources for certain programs, and other developments demanded that our plans be altered from our original projections.

Throughout the summer, medical examinations for campers were provided free of charge by the Cleveland Department of Health. In an emergency situation in which the Department could not schedule additional campers, special arrangements were made with Mt. Sinai and Lakeside Hospitals and the Cleveland Clinic, which gave free physical examinations to about 180 children.

Early in the season, camping agencies recruited their own campers. In situations where camps did not have recruitment resources (Mohican Trail Camp and Hiram House) or did not have close inner city ties (Jewish Community Center of Cleveland) or needed help in order to recruit large numbers of children quickly (Lake Erie Girl Scout Council), the Council for Economic Opportunities' Community Action Program outreach services assisted in the recruitment process. Throughout the course of the summer about one-third of the campers participating in the program were recruited through this source.

The Resident and Day Camping Project has provided both day and resident camping opportunities to a large number of children from poverty families.

Opportunities have been primarily for children 5 to 15 years old. Campers have participated for lengths of time varying from the three-day camps of the Cleveland Division of Recreation to sessions covering three and four weeks. A total of 13,809 camper days was involved in the program. The thirteen participating agencies utilized about 20 camp sites. Many of the camps made various contributions of staff, food, transportation, medical exams and clothing, a portion of which has been certified as our local contribution.

#### VI. Problems or Conflicts:

The only major problem, and one which plagued us throughout the summer, was the late date at which program funding was authorized. Lateness caused us to miss the June sessions at camps (about 280 camper spaces included in our original plans were not used). Hiram House Camp, which had planned to open and administer a new resident camp site for about 300 children in this program, was unable to secure the site which had previously been available because funds were available too late. Adjustment to these, and other early changes in plans had to be made quickly. Recruitment had to be carried out hastily. Camping agencies had to find additional camp staff at the last minute. It isn't necessary to itemize all of the administrative problems which resulted in whole or in part from late funding. Such problems can quite easily be understood.

Less obvious but more important are the various programmatic difficulties and deficiencies resulting from late funding. Since camps have usually enrolled most of their campers by late June (when funds were authorized), large numbers of additional campers could not be easily brought into regular sessions.

In some instances, campers became part of regular camp sessions, but in cases where special groups, sessions, and even camp sites had to be developed, GEO campers (about one-half of our total enrollment) were not incorporated into regular camping units. In such cases, although they were racially integrated, poverty children camped separately. In addition, late funding meant that any supplementary program staff had to be found in a usually depleted job market. Rarely can top-level staff be found at such a late date. A last-minute program also precludes opportunities for pre-camp planning and training. There was rarely time for parents to be oriented to the experience which their child would be having. There often was no opportunity to get to know the child well enough to group him according to his skills and interests. Age and sex had to be the only determinants. The camp experience can be enriched by the presence of these program features, but such activities require amounts of time for preparation and execution that a last-minute program prevents.

In addition to these problems arising from the lateness of the program, there were several smaller administrative and programmatic difficulties. There was a problem of arranging medical examinations when the City Health Department, which had done most of the examinations, could not schedule additional ones. Mt. Sinai and Lakeside Hospitals and the Cleveland Clinic provided these medical exams. We received the report forms required by GEO one month after the program started and after we had devised and distributed our own report forms to camps. Some of the data required by GEO was not easily retrievable from our forms and demanded additional time and effort to gather.

Camps found several things which demanded special treatment of inner city children. Many children came to day camp without breakfast, so camps usually provided a morning snack in addition to a noon meal. Several of the camps--both day and resident--in which there were large numbers of inner city children found that a higher ratio of staff to campers was needed. This was in part because most of these children were new to camping. It also was because many of these children demanded and required a great amount of individual attention and did not often adjust quickly to formal groups. Noted also was the need for intensive pre-camp training of staff so that they would be prepared for working with the inner city camper. Also, camps found that children lacked certain basic clothing for camp (sneakers, bathing suits, a second pair of almost anything). Since OEO regulations prohibit clothing expenses, camps themselves often bought (or had donated) such items. If a project is contemplated in the future, the cost of clothing should be provided for and reimbursable under OEO regulations.

Attention should be called to the fact that 769 youngsters or approximately 59% of all youths who participated in this camping program came from welfare families. Thus, this program reached into hard-core poverty families as a base for recruiting children. A total of 617 boys and 672 girls attended camps under this program.

From the expression of benefits received by the boys and girls who went to camp, both educationally and socially, this is a program which should be continued under Anti-Poverty auspices in future years.

Paul Levy/S. Slavin/bd  
October 23, 1967

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio 44113

TO: Members of the Board of Trustees,  
Council for Economic Opportunities

FROM: The Reverend Emanuel S. Branch, Jr.,  
Chairman, Management Committee

MANAGEMENT COMMITTEE REPORT  
November 9th, 1967

The committee has been quite active and has had frequent meetings since its last formal report to the board. The major portion of its attention has been directed toward a personnel consideration, the matter of Demands & Grievances presented by the Outreach Workers. This was briefly alluded to at the September 20th meeting of the Board of Trustees. In summary, and beginning with September 18th, the meetings and actions of the Management Committee have been as follows:

9/18/67 - Special Meeting

Consultation with Outreach Workers at the Council's office to determine the exact nature of the problems and grievances felt by the workers. This meeting resulted in these concurrences

- 1) The Management Committee to meet with the Outreach Workers at target areas offices,
- 2) Personal matters should be discussed with Supervisors,
- 3) Personnel matters to be brought to the Management Committee only after attempts at resolution by CEO staff have proven inconclusive.

After the meeting of the trustees on 9-20-67 the following schedule of area meetings was arranged by the committee:

<u>DATE</u>	<u>SITE</u>
9-29-67	Central Neighborhood Opportunity Center
10-2-67	Kinsman NOC
10-5-67	Tremont NOC
10-6-67	Glenville NOC
10-9-67	Hough NOC

(On the dates set forth, Messrs. Fisher, Pinkney, and Tomb met with the Outreach Workers as well as the chairman of the committee.)

9-22-67 - Meeting of Management Committee

Determination begun to categorize issues raised by Outreach Workers and to seek adequate resolutions.

Adopted resolution that the audit of Project AIM-JOBS pursuant to OEO regulations be let to Ernst & Ernst.

10-11-67 - Meeting of Management Committee

It was ascertained after meeting with the Outreach Workers at the target areas offices that the complaints most generally vocalized were that salaries were too low, pay raises too slow, concern about periodic job evaluation, desire for orientation and In-Service Training and other non-professionals (e.g. AIM-JOBS and others) working at higher salaries elsewhere.

It was noted that CEO assumed responsibility for operation of the Outreach Program in February, 1967, and that CEO staff had been vigorously working in all areas of concern. With regard to the problem of low and

certain salary inequities, the Management Committee, after considerable review, adopted a new standardized and scaled salary schedule which would provide review and incentive increments at regular intervals. This schedule was extended to include all CEO personnel and is consistent with the permissible OEO restrictions on wages and the frequency of allowable increments. It was further noted and explained that the Outreach Program provided entry level positions for non-professional employees and was not necessarily comparable to requirements for other jobs. Classes for the purpose of orientation and continued In-Service Training for Outreach Workers are now in session in cooperation with Case - Western Reserve University.

The Management Committee urges the acceptance of its report and the adoption of its resolutions and recommendations set forth within the report.

If a more detailed knowledge of the actions and deliberations of the Management Committee is desired by any trustee, a complete set of the minutes of the committee is on file within the Grants Management-Audit Department of Council for Economic Opportunities.

Dec 1, 1967

AN ALTERNATIVE PROPOSAL FOR RESIDENT PARTICIPATION IN THE  
NEAR WEST SIDE-TREMONT TARGET AREA

Introduction

Over the last two years, there has been considerable concern about the operation and activities of the Resident Participation Program throughout the target areas. This concern has been not only expressed by the residents of the target area themselves, but by the Area Councils Association, the Resident Participation Committee of CEO, and the Regional Office of OEO. As a result of this concern, and with the encouragement of the Resident Participation Committee, representatives from the Hough Community Council, the West Side Civic Council, and the Tremont Area Civic Association have worked together to develop alternative Resident Participation Programs for Hough and the Near West Side.

Under this alternatives, GCNCA would no longer be the delegate agency for resident participation in these two target areas. It would however, continue to provide for the Resident Participation Program in the Glenville, Central and Kinsman Areas. In the combined Near West Side-Tremont Areas, the Resident Participation Program would become a part of the Neighborhood Opportunity Center-Outreach Program and would involve a close working relationship between the programs of the West Side Opportunity Center and the Area Councils. In this area, the program would focus on building up the Near West Side-Tremont COB through the development of Neighborhood Conferences and the creation of an effective and representative coalition of organizations for dealing with problems of the entire community.

Objectives of the Resident Participation Program

The goal of the Resident Participation Program in the combined Near West Side Tremont areas is to facilitate the meaningful involvement of the low income residents of the area, in the planning and implementation of project designed to improve their present and future economical and physical well being. In order to make measured progress toward achieveing this goal during program Year C, the Resident Participation Program will focus its efforts on accomplishing the following limited objectives:

1. To create a major and effective voice for the low income resident of the area in the planning, development and evaluation of programs of the Neighborhood Opportunity Centers and of the city wide programs funded or coordinated by the Council for Economic Opportunities.
2. To provide a means by which this voice can be as representative of the community as possible, and can express the problems and needs of various sections of the target areas.
3. To create a major and effective voice for the entire community through which the low income residents can work together with other individuals and groups on problems of overall community concern.

4. To assist representative community organizations to prepare for and assume the responsibility and operation of various local programs.

#### The Direction for Resident Participation

In order for the programs and projects of the Near West Side Neighborhood Opportunity Center as well as the city wide programs funded and coordinated by CEO to meet the needs of the low income residents of the target areas and reflect their concern, there must be active resident participation in the decision making process of planning, development, and evaluation of the programs and projects not only within the target areas and throughout the city as well. Such participation in the NOC's and COB's in several target areas has resulted in meaningful changes or additions to many programs and has paved the way for delegation of neighborhood programs to neighborhood organizations.

However, in the Near West Side-Tremont target areas, there has been little meaningful resident involvement in the poverty program due to the failure of the Resident Participation Program to establish Neighborhood Conference and maintain an active COB.

Because of the importance of Resident Participation in making the programs responsive to the needs and concerns of the residents in the area, the Resident Participation Program will concentrate its efforts on first establishing a strong effective and representative COB by developing, staffing Neighborhood Conference throughout the target area and assisting them to undertake activities and elect representatives to the COB and finally to place the direction of the Resident Participation Program in the hands of the residents of the area.

#### The Resident Participation Priorities Commission

When an active Community Opportunity Board has been established, the policy direction of the program will be placed in the hands of a Resident Participation Priorities Commission. This commission made up of residents from the area to be served shall provide the overall policy direction for the activities of the resident participation staff. Specifically, it shall:

1. Establish the priorities for the projects to be undertaken in the target areas.
2. Determine which organizations in the area, in addition to the Community Opportunity Board and the Neighborhood Conferences should receive staff services and for which activities and projects.
3. Approve the appointment of members for the resident participation staff.
4. Approve expenditures related to the resident participation program.

In carrying out its functions, the committee will give first priority to staffing needs of the COB and NOC's and operate within the limits of the

OEO guidelines. The commission will consist of three representatives appointed by the Near West Side-Tremont Community Opportunity Board and one representative each appointed by the Tremont Area Civic Association and the West Side Civic Council. All representatives on the commission will be residents of the area. The Director of the Neighborhood Opportunity Center will serve as non-voting member of the commission.

#### Coordination of Resident Participation Activities

While policy direction for the Resident Participation Program will come from the Resident Participation Priorities Commission, responsibility for coordinating the activities of the resident participation staff with other programs in the center so as to carry out these policies in the most efficient and expeditious manner, will be the responsibility of the Director of the Neighborhood Opportunity Center. It will be his job to staff the Resident Participation Priorities Commission, translate the policies established by the Commission to the resident participation staff, and provide the staff with administrative supervision.

#### The Resident Participation Staff

The resident participation staff will consist of the resident participation director and his secretary, and three resident participation aides. The resident participation director will be responsible to the resident participation committee for carrying out their policies. Their primary function will be to facilitate the meaningful involvement of lower income residents within the target area and the planning and implementation of projects and programs designed to improve the economic and physical well being of the residents in the area. In fulfilling this function, the resident participation staff will:

1. Provide technical and staff assistance necessary to develop, maintain, and strengthen the COB and the Neighborhood Conferences, and other community organizations, and projects approved by the Resident Participation Priorities Commission; such as: a) Helping assemble community groups and b) Providing clerical services (mailing notices, mimeographing fliers, etc.)
2. Providing community groups with information so that they identify the problems in the area.
3. Help achieve consensus among the groups as to which objectives they are seeking.
4. Provide consultation on alternative courses of action to achieve these objectives.
5. Assist in providing resource material and contacting resource persons for community meetings.
6. Serve as a resource person in regards to special knowledge on programming procedures.
7. Provide a liaison with local and city wide groups and institutions.

RESIDENT PARTICIPATION PROPOSAL (Continued)

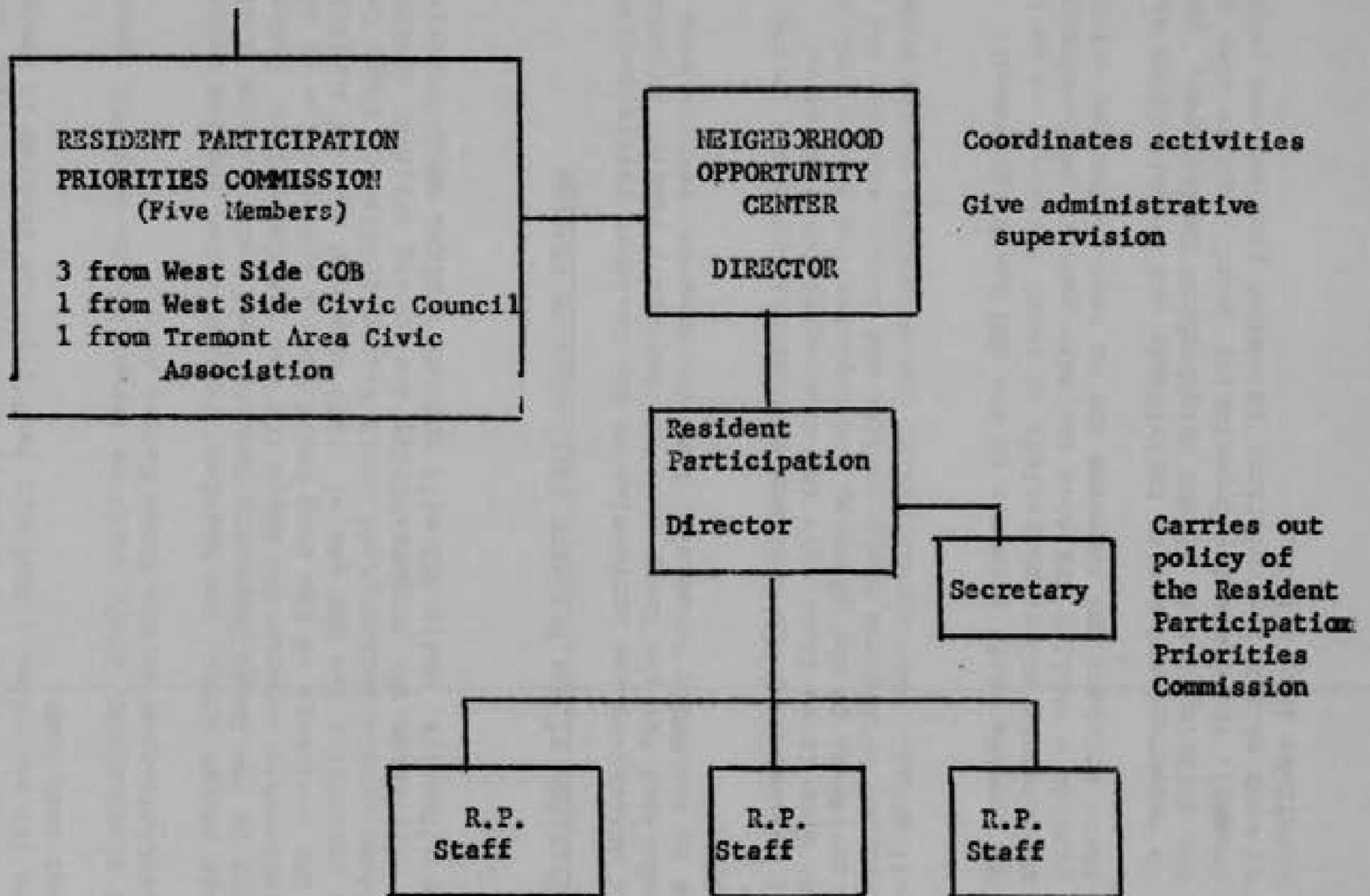
4.

8. Provide transportation and other special services needed by low income residents wishing to participate in community programs.
9. Accompanying community leaders and groups to conferences and special meetings.
10. The resident participation staff will be available to work on any project or with any groups in accordance with the priorities established by the Resident Participation Priorities Commission.

**ORGANIZATIONAL STRUCTURE FOR THE  
RESIDENT PARTICIPATION PROGRAM IN THE  
COMBINED TREMONT-NEAR WEST SIDE TARGET AREAS**

Sets Priorities for:  
 1. Projects  
 2. Groups to be staffed

Approves  
 1. Staff  
 2. Expenditures



TCW  
 11/24/67  
 12/5/67

[Dec 1967]

A PROPOSAL FOR RESIDENT PARTICIPATION  
IN THE HOUGH TARGET AREA

Introduction

Over the last two years, there has been considerable concern about the operation and activities of the Resident Participation Program throughout the target areas. This concern has been not only expressed by the residents of the target areas themselves, but by the Area Councils Association, the Resident Participation Committee of CEO, and the Regional Office of OEO. As a result of this concern, and with the encouragement of the Resident Participation Committee, representatives from the Hough Community Council requested assistance from the Planning Department of the Council for Economic Opportunities to develop this alternative for providing a Resident Participation Program in Hough and the Near West Side.

Under this alternative, GCNCA would no longer be the delegate agency for resident participation in the Hough Target Area.

In the Hough Target Areas, the Resident Participation Program would be delegated to the Hough Community Council, and would involve a close working relationship between the Hough COB and the Community. Under this proposal, the residents of the area would have a strong voice in determining the priorities for the use of staff time and type of activities which resident participation staff would become involved. Hough Community Council will assume the responsibility for making resident control of the program effective, while CEO will provide limited administrative services.

Overall Objectives of the Resident Participation Program

The overall objectives and activities of the Resident Participation Program envisioned for the Hough area are basically similar to those spelled out in the GCNCA Proposal. They do, however, require some re-definition.

The overall objective of the Resident Participation Program in the Hough Target Area is to facilitate the meaningful involvement of low income residents in the planning and implementing of projects and programs designed to improve their present and future economic and physical well being. More specifically, the objectives of the program are:

1. To provide staff services to the COB and Neighborhood Conferences and organizations of local residents so as to provide a vehicle for poor and near poor to collectively voice their opinions and concerns and to take collective action.
2. To encourage and assist individuals and organizations within the existing limits of the Neighborhood Conferences, the Area Council, the Community Opportunity Boards, and to come together to work on finding solutions to common problems and putting these solutions into effect.

3. To identify indigenous leadership from among the poor in the area and to give them training and assistance so as to develop their leadership potential.
4. To help local groups, particularly the Neighborhood Conferences, and the Community Opportunity Boards identify the problems and the needs of the low income residents of the areas.
5. To make the Community Opportunity Board an effective vehicle for giving the low income persons of the area a voice in the decision making process with regards to the planning, development, execution and evaluation of CEO programs.
6. To help low income persons from the area who represent area wide organizations concerned with improving the economic and physical well being of the areas residents to provide control of the policy direction for the activities of the resident participation staff.
7. To organize Neighborhood Conferences in the Norwood and Goodrich areas and to obtain representation of these areas on the Hough COB.

#### Unique Features of the Alternate

This amendment to the Resident Participation Program resulted from the desire of the residents from the Near West Side-Tremont and Hough Areas to overcome two major complaints they had with the present program. The first of these is that there is not enough staff to provide service to all the groups that desire help. The second is that because of the demand for field service time, the staff has had to decide for itself which projects and organizations it felt were most important, and in many cases, the judgment of the staff has not fully reflected the concerns and priorities of the area residents.

In an effort to make more efficient use of the limited resident participation staff and to provide more assistance to those projects which the residents of the area feel are in fact important, this approach is proposed for providing the resident participation program in the Hough Target Area during the next program year. Under this alternative, the policies concerning the activities of the resident participation staff will be set by a "Resident Participation Priorities Commission." The resident participation staff will carry out the policies of the commission as well as to assist the commission in developing its policies.

#### The Resident Participation Priorities Commission

The major innovation which this alternative adds to the Resident Participation Program is the placing of the direction of the program in the hands of the Resident Participation Priorities Commission. This commission made up of residents from the area to be served will provide

the overall policy direction for the activities of the resident participation staff. Specifically, it will:

1. Establish the priorities for the projects to be undertaken in the target area by the resident participation staff;
2. Determine which organizations in the area, in addition to the Community Opportunity Board and Neighborhood Conferences should receive staff services and for which activities and projects;
3. Approve the appointment of members for the resident participation staff;
4. Approve expenditures related to the resident participation program.

In carrying out its responsibilities, the committee will give high priorities to the staffing of the Hough COB and the Neighborhood Conferences within the Hough Target Area.

The Resident Participation Priorities Commission will consist of five members appointed by the Hough Community Council and responsible to it for providing the direction to the Resident Participation Program in accordance with the provisions of this proposal. The Hough Community Council will appoint four residents of the Hough Target Area to the Resident Participation Priorities Commission. Two of these will be from the membership of the Hough Community Council, and the other two will be from the membership of the Hough Community Opportunity Board. The fifth member of the Commission will be the Hough Opportunity Center Director.

#### The Resident Participation Staff

The resident participation staff will consist of the resident participation director and his secretary, and three resident participation aides. The resident participation director will be responsible to the resident participation committee for carrying out their policies. Their primary function will be to facilitate the meaningful involvement of lower income residents within the target area and the planning and implementation of projects and programs designed to improve the economic and physical well being of the residents in the area. In fulfilling this function, the resident participation staff will:

1. Provide technical and staff assistance necessary to develop, maintain, and strengthen the COB and the Neighborhood Conferences, and other community organizations, and projects approved by the Resident Participation Priorities Commission; such as: a) Helping assemble community groups and b) Providing clerical services (mailing notices, mimeographing fliers, etc.)

2. Providing community groups with information so that they identify the problems in the area;
3. Help achieve consensus among the groups as to which objectives they are seeking;
4. Provide consultation on alternative courses of action to achieve these objectives;
5. Assist in providing resource material and contacting resource persons for community meetings;
6. Serve as a resource person in regards to special knowledge on programming procedures.
7. Provide a liaison with local and city wide groups and institutions;
8. Provide transportation and other special services needed by low income residents wishing to participate in community programs;
9. Accompanying community leaders and groups to conferences and special meetings;
10. The resident participation staff will be available to work on any project or with any groups in accordance with the priorities established by the Resident Participation Priorities Commission.

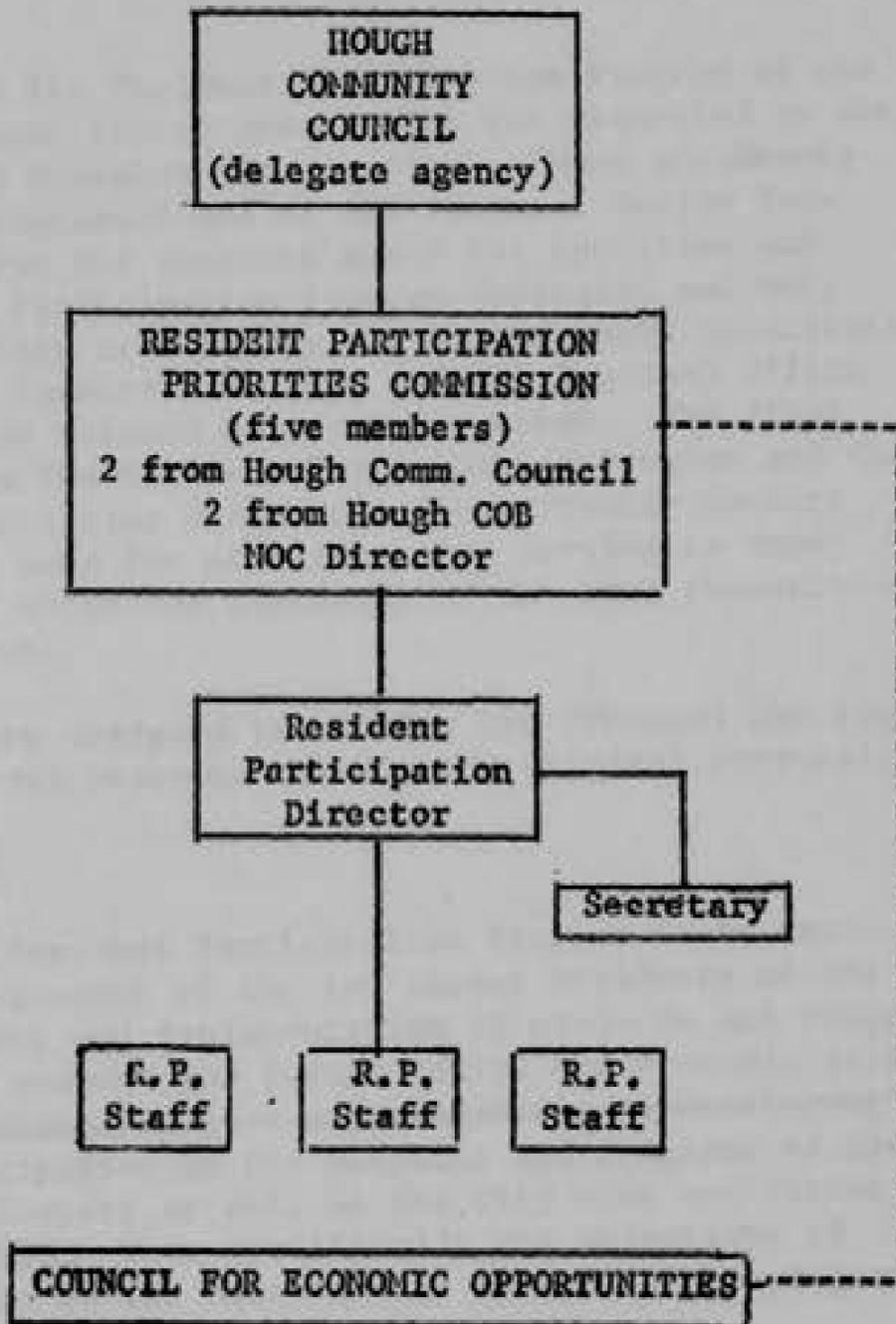
**ORGANIZATIONAL STRUCTURE OF THE  
RESIDENT PARTICIPATION PROGRAM  
IN THE HOUGH TARGET AREA**

Responsible for:  
Establishing Resident  
Participation Priorities Comm.  
and General Direction of the  
Resident Participation Program

Responsible for:  
Setting Priorities for:  
1. Projects  
2. Groups to be staffed  
Approving  
1. Staff  
2. Expenditures

Responsible for:  
Carrying out policies of the  
Resident Participation  
Priorities Commission

Responsible for:  
Receiving and dispensing  
funds upon approval of  
RPPC



AN AMENDMENT TO THE RESIDENT PARTICIPATION PROGRAM OF THE  
GREATER CLEVELAND NEIGHBORHOOD CENTER ASSOCIATION

December 1, 1967

INTRODUCTION

The following amendments to the Resident Participation Program of the Greater Cleveland Neighborhood Center Association was requested by the Priorities Committee at its November 29th meeting. These amendments incorporate many of the recommendations of the Proposal Review Subcommittee which resulted from the concerns about the operation and activities of the Resident Participation Program expressed not only by the residents of the target area but by the Area Council Association, the Resident Participation Committee of CEO, and the Regional Office of OEO. These concerns were focused on two major areas. The first is the relationship between the Resident Participation Program and the other poverty programs, particular Neighborhood Opportunity Centers. The second, focused on the need for providing more service to those organizations and projects which the residents of the area themselves feels are the most important.

The following statements are designed to clarify the Proposal and supersede any conflicting or conditory statement within the original proposal.

Restatements of Objectives

Primary objectives of the Resident Participation Program is to facilitate the meaningful involvement of the low income residents of the target areas in the planning and implementation of projects and programs designed to improve their present and future social and economic well being. The program is designed to give major emphasis to developing meaningful Resident Participation in the projects and programs of the Neighborhood Opportunity Centers as well as the City wide activities funded or coordinated by CEO. More specifically the objectives of the program are in addition to the ones already stated in the program:

1. To help the Neighborhood Conferences identify the problems and needs of the low income residents.
2. To make the Community Opportunity Boards, an effective means for low income persons in the target areas to have a voice in the decision making process regarding the planning, development and evaluation of CEO program.
3. To allow low income persons from the target areas to provide the policy directions for the activities of the Resident Participation staff.
4. To help get individuals and groups to work together through representative groups so as to create a major voice for the entire community on problems of total community concern.

Resident Direction for the Resident Participation Program

The Field Service workers will assist Community Opportunity Boards and the Area Council (s) within the target area to establish a Resident Participation Priorities Commission to provide the overall policy direction for the Resident Participation Program in the area. This commission will:

1. Establish the priorities for the project to be undertaken in the target area by the resident participation staff:
2. Determine which organizations, in addition to the Community Opportunity Boards and the Neighborhood Conferences, shall receive staff services and for which projects and activities;
3. Approve the appointment of the field service worker in establishing the priorities for the use of staff time, the Commission shall be guided only by the following limitations:
  1. OEO guidelines and the provisions of the proposal and its amendments:
  2. First priority will be given to providing sufficient staff service to the Community Opportunity Board, its committees, and the Neighborhood Conferences so that low income residents of the target area will have a major voice in operation of the programs of the Neighborhood Opportunity Center as well as the city poverty program.
  3. Secondary priority will be given to providing the staff service necessary to strengthen and expand the effects of the Area Council (s) serving the area so that it can become a major voice for the entire area on problems of total community concerns.

The Commission shall consist of three representatives appointed by the Community Opportunity Board and two representatives appointed by the Area Councils (in areas with two Area Councils, one representative from each.) The director of the Neighborhood Opportunity Center shall serve as a non-voting member of the Commission and will translate the priorities established by the Commission to the Director of the Resident Participation Program and to the field service worker in his area.

The Relationship between Resident Participation staff and the Neighborhood Opportunity Center Director

The field service worker shall be a member of the NOC cabinet. He will serve as a consultant for the NOC Director or the Resident Participation Program in the Neighborhood Opportunity Center Program and provide assistance to the center projects and programs when approved by the Resident Participation Priorities Commission. He shall report on a regular basis to the NOC Director the present and projected activities of Resident Participation staff working out of the center.

The Director of the Neighborhood Opportunity Center will translate priorities set by the Resident Participation Priorities Commission to the Residents Participation staff. The field service worker and the Director of the Neighborhood Opportunity Center will work together to establish Neighborhood Opportunity Center as a local point of community organization within the target area.

An Amendment to the Resident Participation Program of the Greater Cleveland Neighborhood Center Association

Responsibility of the Resident Participation Staff

The primary functions of the Resident Participation staff is to facilitate the meaningful involvement of the low income residents within the target areas in the planning and implementation of the projects designed to improve the economic and physical well being of the area residents. In this regard, field service workers will be responsible to the Neighborhood Opportunity Center Director through the director of the Resident Participation of GCNCA for providing the necessary staff services for those projects and groups given priority by the Resident Participation Priorities Commission. Under the administrative and technical supervision of the Director of Resident Participation, field service workers will serve as consultants for the Neighborhood Opportunity Center for Resident Participation and shall be responsive on a day to day basis to the coordinative direction provided by the Neighborhood Opportunity Center Director.

/jls  
12-7-67

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
1350 West Third Street  
Cleveland, Ohio 44113

SUMMARY OF RESIDENT PARTICIPATION PROGRAMS

INTRODUCTION

Over the last two years, there has been considerable concern about the operation and activities of the Resident Participation Program throughout the target areas. This concern has been expressed not only by the residents of the target areas themselves, but also by the Area Councils Association, the Resident Participation Committee of CEO, and the Regional Office of OEO. As a result of this concern, and with the encouragement of the Resident Participation Committee, representatives from the Hough Community Council, the West Side Civic Council, and the Tremont Area Civic Association requested assistance from CEO to develop alternative Resident Participation programs for Hough and the Near West Side. Also because of these concerns, the proposal for the GCNCA Resident Participation program has been amended, to make this program more responsive to resident direction.

ORGANIZATIONAL RESPONSIBILITIES FOR RESIDENT PARTICIPATION PROGRAMS

The GCNCA will continue to carry responsibility for the Resident Participation programs in the Central, Kinsman and Glenville areas. In the Hough area, the Hough Community Council, a representative community organization, will take over the direction of the Hough Resident Participation program. In the Near West Side-Tremont area, the Resident Participation program will be operated as a part of the NOC program.

The new and amended proposals emphasize a) developing resident participation in the poverty program, b) coordinating the activities of Resident Participation staff and NOC staff, and c) developing resident direction of the Resident Participation programs.

RESIDENT DIRECTION OF RESIDENT PARTICIPATION PROGRAMS

In each of the five areas, a Resident Participation Priorities Commission will be set up, with representatives from the area's COB and the Area Council(s). This Commission will establish the priorities for the use of Resident Participation staff time, aside from that already committed to the COB and Area Council programs. The major difference between the three Resident Participation programs will be the structural mechanism through which the priorities set by the Commission are translated to the Resident Participation staff.

COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
SUMMARY OF THE ACTIVITIES OF THE PLANNING DEPARTMENT - 1967

The primary function of the Planning Department is to provide technical assistance to low income residents of the community through the Council for Economic Opportunities, its committees, and the Community Opportunity Boards to enable them in determining the best course of action for solving their problems and providing them with expanded opportunities to enter the mainstream of American life. In carrying out this function, the Planning Department has participated in the planning of both city-wide projects designed to deal with the general problem of poverty as well as providing assistance to local groups in the planning of programs designed to meet a specific need in their own community.

I. Participation in planning of city-wide neighborhood based programs.

- Development and funding of the AIM-Job program.
- Development and funding of the 1060-- Youth Employment Program.
- Review and assistance in the refunding of the programs of 13 delegate agencies as well as three programs of CEO.
- Participation in and assistance of the Mayor's Council for Youth Opportunities in the development of the Youth Opportunity program for the Summer of 1968.
- Assistance in the development of the City's Model City application.

II. Participation in the planning of local neighborhood programs.

- Development and funding of the Hough Parent-Child Center program.
- Development and funding of the Hough-Norwood Comprehensive Health Center.
- Assistance in the planning for the Hough Multi-Service Center.

III. Assistance to local resident groups

- Assistance to the Oakwood Village Community Advisory Board obtain outreach workers and in obtaining technical community planning assistance.
- Assistance to the Hough Community Legal Advocate Association in the development of a proposal for a Community Legal Advocate program.
- Assistance to the Outwaite Rehabilitation Center Association in developing a rehabilitation program for alcoholics.
- Assistance to the Hough Community Council and the West Side Civic Association in the development of an alternative proposal for the resident participation program.
- Assistance to the Thackeray Street Club in developing a housing repair program.
- Assistance to CAY in the development of their Impact program, and in the development of several programs.
- Assistance to the Domestic Workers of America in developing an organizational program.

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COUNCIL FOR ECONOMIC OPPORTUNITIES IN GREATER CLEVELAND  
PUBLIC INFORMATION OFFICE  
FACTS - 1967

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Success was noted this past year in major involvement with local professional groups and major business and industry. Media offices - press, radio and television - have been most generous in their cooperation and contributions. Local weekly newspapers and the foreign language press have been tied into a close cooperation of carrying our releases.

In this past year, the Council for Economic Opportunities in Greater Cleveland has averaged at least one-half hour radio or television time per week on local stations. This does not include standard type of spot news coverage on local news programs.

Arrangements have been made for the Cleveland Plain Dealer to contribute the cost of printing and publishing the Council for Economic Opportunities' first Annual Report.

Area business and industry contributed regularly toward various program promotions; for example:

- Fisher-Fazio-Costa Foods Inc. contributed \$700 toward promotion of the Neighborhood Youth Corps enrollment drive.
- Pick-n-Pay Supermarkets contributed \$1,765 toward purchase of Christmas turkeys which were distributed at several Neighborhood Opportunity Centers.
- Several Headstart classes from the Hough area were treated to this year's circus, through the generosity of the Grotto Circus Headquarters.
- The Cleveland Baseball Club contributed several hundred free admissions to all Neighborhood Youth Corps enrollees.
- Francis Coy, President of the May Company, hosted the Foster Grandparents to the recent Home and Flower Show. (The local offices of the Musicians' Union and Management of the Cleveland Sheraton Hotel served as hosts to the Foster Grandparents at their recent mixer.)
- Through the cooperation of several area councilmen and the staff members of the Cleveland Press, a successful job development program has been inaugurated at the Kinsman Neighborhood Opportunity Center.
- Magazine publications of the Cleveland Electric Illuminating Company and Ohio Bell Telephone Company carried several special illustrated features on several aspects of CEO programs.
- Whiting Business College has made available 20 full-time scholarships to poverty area residents. Each student com-

pleting the training in office skills and procedures will then be placed in private industry. (This same school has opened to CEO the complete facilities of its typing classes for instruction on three separate days of the week and in full three-hour sessions.)

- Such responsible civic and business groups as the Greater Cleveland Junior Chamber of Commerce, The League of Women Voters, and the Junior League of Cleveland, have been involved in CEO programs on either a cooperative or consultive basis.
- Several major tours of the target areas and special visits to various program and project sites were arranged for area leaders of business, industry, news media and education.

A special model program has been structured for the young adults of the inner-city to train young people for a stronger role in the world of business. The United Youth Council, comprising nearly 1,000 members, has been directly involved in a long-range training program with the guidance of representatives of local government, business, industry, finance and numerous communications offices. Advisory Commission Members are: Ralph W. Findley, Executive Director of the Council; Russ Musarra of the Cleveland Press; Richard Trembath of WKYC-TV; W. O. Walker, Publisher of Call and Post; Larry Evert, Businessmen's Interracial Committee; Joseph Reed from Ohio Bell Telephone Company; and Sherman Titens, Attorney and President of the Cleveland Junior Chamber of Commerce.

[1967]

COUNCIL OF CHURCHES - HEAD START PROGRAM  
1710 Prospect Avenue

PROPOSAL FOR REFUNDING  
PROGRAM YEAR "C"  
FEBRUARY 1, 1967 - JANUARY 31, 1969

SUMMARY

- I. Sponsor of this proposal for refunding is the Council of Churches of Christ of Greater Cleveland.
- II. Administration of the program is in the hands of the Head Start Administration Committee composed of twenty-six neighborhood representatives elected by parent groups at each center and thirteen members-at-large from city and suburbs. It is intended that this Administrative Committee will soon move toward separate incorporation and become the eventual sponsor of the program. Financial help from the Council of Churches is pledged to continue for such a separate incorporated sponsor.
- III. SCOPE OF THE PROGRAM:
  - 13 Centers in ten churches and community buildings located in target poverty areas.
  - 26 Classes.
  - 390 Children age 3 1/2 to 5
  - 57 Paid staff working with children, their parents, and in a central headquarters office.
  - Medical program supervised by the Northeast Ohio Pediatric Association.
    - providing physical examination and screening for each child.
    - inventory of dental, speech, hearing and vision needs.
    - referral for appropriate treatment or follow-through where indicated.
  - Family Service help to tie in child and family needs with other community resources.

## SUMMARY CONT:

- Psychological referral and evaluation for emotionally troubled children or children with special learning problems.
- Volunteer program placing over 12,000 hours of volunteer service in classroom, and in technical assistance.

### IV. THEORETICAL RATIONAL OF THE PROGRAM:

1. Intensive early work with poverty children can greatly increase their reading and learning readiness for public school experience.
2. Parent participation in effecting Head Start, public school, and community activities provides a much needed basis for role model's which the child copies and which basically influence his sense of vitality and ultimate ability to reflect sustained motivation.
3. The procedures of Head Start both with regard to early childhood education and the later childhood and adolescent years must provide a basic new set of information which changes and alters public education methods in the classroom and with regard to the role of parents in educational policy. This is the justification for private Head Start programs: that they explore and demonstrate new and better ways to accomplish the total educational function in the urban community.

### V. NEW PROGRAM FEATURES:

1. Parents involved in policy making and administration.

Greater emphasis is being given to developing strong parent-neighborhood groups at each center.

The Administrative Committee or Board has been enlarged twice in the past nine months moving more and more to that day when it honestly reflects a parent operated program.

SUMMARY CONT:

2. Educational programming has identified the need for creation of much greater community referral resources and treatment resources for the child with special emotional problems. A central emphasis of the education program is looking for the ways to develop such resources.

3. Career Progression and Salary Administration Practices.

The Council of Churches Head Start program is attempting to develop new salary and job description procedures which permit easy step-progression along a salary and career progression line for teaching and parent counselor staff. These are tentatively written into this new proposal and have the effect of creating one main category - Teacher and Parent Counselor instead of those categories plus the Aide or Assistant position. This procedure has not been finally approved.

VI. BUDGET

1. Personnel	\$308,841	194,838	326,664
2. Consultant & Contract Services	61,278	32,100	60,300
3. Travel	4,590	2,016	4,530
4. Space Costs & Rental	34,510	18,328	34,510
5. Consumable Supplies	10,430	2,093	14,357
6. Non-Expendable Supplies	3,922	1,218	2,922
7. Other Costs	2,872	2,431	12,456
<u>Grand Total Cost of Component Project</u>	426,443		455,739
LESS NON-FEDERAL SHARE	42,940		91,407
FEDERAL SHARE	383,503		364,332