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

[Feb. 1967]

PRELIMINARY DRAFT
PROJECT ACTION

IN

MANPCWER

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

May, 1967

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 innovative 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
Monthly Progress Report

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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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COMMUNITY INFORMATION SERVICE

Monthly Statistics
May, 1967

	COOR OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	WOUNDED YOUNG	Neighborhood YOUNG	Information CENTRAL	GRAND TOTALS
GENERAL PUBLIC							
a. Self	259	178	22	14	12	17	620
b. Interested Person	31	67	7	9	8	7	164
c. Previously Served:							
1. Re-Open	2	-	-	18	22	6	69
2. Carried Over	1	58	-	12	1	-	71
BUSINESS AND INDUSTRY	11	-	-	-	-	-	11
SOCIAL AGENCIES							
a. Private	61	4	-	-	6	-	71
b. Public	29	7	-	-	-	-	36
c. Social Service, Hospitals	7	2	-	-	3	-	12
ANTI-POVERTY PROGRAMS							
a. Outreach	-	-	-	-	2	-	2
b. Field Service	-	-	-	-	-	-	-
c. Other	-	2	-	-	11	-	13
CIVIC, FRATERNAL, RELIGIOUS ORGANIZATIONS	16	-	-	-	-	-	16
HOSPITALS (Other than Soc. Serv.)	7	-	-	-	-	-	7
SCHOOLS	26	-	5	1	4	-	36
PROFESSIONAL PERSONS	8	-	1	1	6	-	16
PUBLIC INFORMATION MEDIA	9	16	2	-	-	-	34
UNITED APPEAL	5	-	-	-	-	-	5
SUBTOTALS	466	328	34	31	71	31	1363
SUBTOTAL, Neighborhood Information Centers							



COMMUNITY INFORMATION SERVICE

Monthly Statistics

May, 1967

SOURCE OF INQUIRY:

GENERAL PUBLIC

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH	TREMONT	Information CENTRAL	GLENVILLE	Centers KINSMAN	GRAND TOTALS
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

BUSINESS AND INDUSTRY

	11	--	--	--	--	--	--	--	11
--	----	----	----	----	----	----	----	----	----

SOCIAL AGENCIES

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

ANTI-POVERTY PROGRAMS

a. Outreach	--	--	--	1	2	7	3	--	13
b. Field Service	--	--	--	1	--	--	--	--	1
c. Other	--	2	--	4	12	1	5	4	28

CIVIC, FRATERNAL, RELIGIOUS ORGANIZATIONS

	10	--	1	--	2	--	--	--	13
--	----	----	---	----	---	----	----	----	----

HOSPITALS (Other than Soc. Serv.)

	7	--	--	--	--	--	--	--	7
--	---	----	----	----	----	----	----	----	---

SCHOOLS

	26	--	5	1	1	--	1	--	34
--	----	----	---	---	---	----	---	----	----

PROFESSIONAL PERSONS

	8	--	1	1	6	--	--	--	16
--	---	----	---	---	---	----	----	----	----

PUBLIC INFORMATION MEDIA

	9	18	2	--	--	1	3	1	34
--	---	----	---	----	----	---	---	---	----

UNITED APPEAL

	5	--	--	--	--	--	--	--	5
--	---	----	----	----	----	----	----	----	---

SUBTOTALS

	466	336	52	81	75	51	166	36	1263
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SUBTOTAL, Neighborhood Information Centers -- 409

COMMUNITY INFORMATION SERVICE - Monthly Statistics

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May, 1967

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH TREMONT		Information CENTRAL GLENVILLE		Centers KINSMAN	GRAND TOTALS
<u>CONTACTS:</u>									
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
SUBTOTALS	610	621	105	371	372	161	303	93	2636
SUBTOTAL, Neighborhood Information Centers -- 1300									
<u>DISTRIBUTION OF INQUIRIES:</u>									
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
SUBTOTALS	466	417	52	81	75	51	166	36	1344
SUBTOTAL, Neighborhood Information Centers -- 409									



COMMUNITY INFORMATION SERVICE, Monthly Statistics

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May, 1967

	CORE OFFICE	SENIOR CENTER	HANDICAPPING CONDITIONS	Neighborhood HOUGH	TREMONT	Information CENTRAL	Centers GLENVILLE	KINSMAN	GRAND TOTALS
<u>PROBLEMS PRESENTED:</u>									
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

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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 HOUGH TREMONT		Information CENTRAL GLENVILLE		Centers KINSMAN	GRAND TOTALS
MENTAL RETARDATION									
a. Group Facilities	--	--	1	--	--	--	--	--	1
b. Placement	--	--	8	--	--	--	--	--	8
NATIONALITIES SERVICES	4	--	--	--	--	--	--	--	4
NURSING CARE									
a. Nursing Home	10	9	1	--	1	1	--	1	23
OUT-OF-TOWN INFORMATION	21	4	--	--	--	--	--	--	25
PLACEMENT									
a. Custodial Care	1	--	2	--	--	--	--	--	3
PROBLEM DRINKERS	--	1	--	--	--	--	--	--	3
PROSTHETIC APPLIANCES									
a. Loan	--	--	--	--	--	1	--	--	1
b. Purchase or Rental	--	1	--	--	--	--	--	--	1
PROTECTIVE SERVICES									
a. Children	4	2	1	1	1	--	--	--	9
b. Aged	3	12	1	1	1	--	--	--	18
PSYCHIATRIC HOSPITAL OR OUTPATIENT CARE	5	2	4	1	1	1	--	--	14
UNMARRIED MOTHERS	1	--	--	--	--	--	--	--	1
VOCATIONAL GUID. & REHAB.									
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
VOLUNTEER SERVICES									
a. Offer of	11	3	2	--	1	--	--	--	17

COMMUNITY INFORMATION SERVICE, Monthly Statistics

- 6 -

May, 1967

	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
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**



As detailed in the total program phasing schedule (Exhibit 1), AJA-3085 II will exceed its goal by 28 per cent to recruit 4,090 new participants during the contract period, initiate basic program services for 3,540 of them and provide continuing services to 332 still enrolled in training programs at the end of the first contract period. In addition, AJA-3085 II will

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 is 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) AIRCC WELDING JOE 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:

<u>SOURCE OF FUNDS</u>				
<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>	
Total	\$5,600,000	\$746,600	\$944,400	\$3,909,000

=====

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>
Total	\$6,140,000	\$540,000	\$5,600,000

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.

Frank A. Cline
General Manager
Public Division
General Motors Corporation

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

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

August 8, 1968

Mr. Louis Fines
Administrative
AFL-CIO

Mr. Robert Cline
Vice President



I have reviewed this proposal and recommend its approval.

Mr. E. Stuart Harrison
President

Mr. Cliff S. Jones

Mr. Leonard Brown

Mr. Sam Davis
Regional Director
International Ladies Garment
Workers Union

Mr. Charles F. Davis
Vice President
Board of Trustees
Council for Economic
Opportunities in
Greater Cleveland

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

Mr. A. Clifford Thornton
Vice President
Administrative Services



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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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 CEC/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 Woodland 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 6 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 6 census tracts of Central West.

<u>Census Tract</u>	<u>No. Families</u>
G-9	702
H-7	895
H-9	1,561
I-3	910
I-7	813
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, unsanitary 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 supplements, 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. cultural 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

20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1
0

OUTREACH WORKERS
STARTED
4th QUARTER
1965

4

1

2

3

4

**

1

2

2