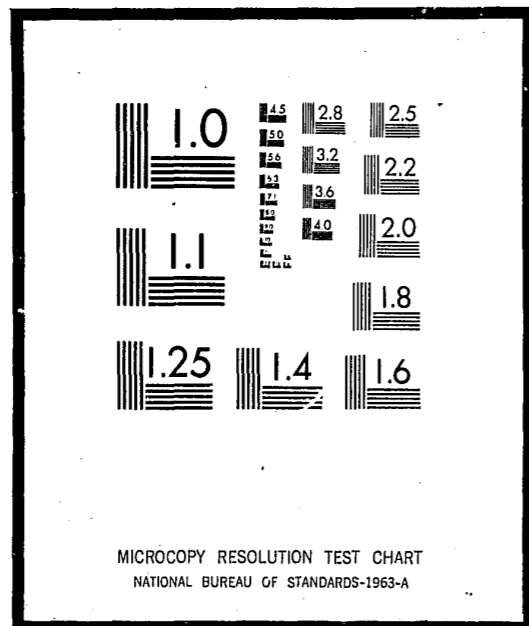


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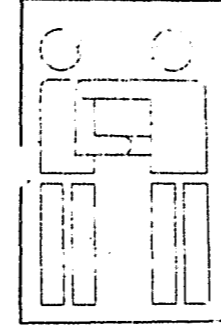
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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

8/11/75



employ-ex

ANNUAL REPORT

RECEIVED
MAY 10 1974
REGION VIII
FAA - DENVER

Submitted to:

DENVER ANTI-CRIME COUNCIL
COLORADO DIVISION OF CRIMINAL JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION,
REGIONAL OFFICES

Submitted by:

EMPLOY-EX, INC.
Bruce H. Boggess
Executive Director

Through:

DENVER COMMISSION ON COMMUNITY RELATIONS
Minoru Yasui
Executive Director



Compiled and Prepared by:

Stanley Saxton, Ph.D.
and
William Campbell, Assistant

April 1, 1974

013775

Ronald Kuroda 5/6/74

 U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		DISCRETIONARY GRANT PROGRESS REPORT	
GRANTEE	LEAA GRANT NO.	DATE OF REPORT	REPORT NO.
City and County of Denver	72-ED-08-0005 72-ED-08-0014 (A) 72-ED-08-0014 (F)	4/1/74	6
IMPLEMENTING SUBGRANTEE	TYPE OF REPORT		
Commission on Community Relations	<input type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT	GRANT AMOUNT		
EMPLOY-EX, INC.	\$99,896	\$19,839	\$25,664
REPORT IS SUBMITTED FOR THE PERIOD	THROUGH		
10/19/72	12/31/73		
SIGNATURE OF PROJECT DIRECTOR	TYPED NAME & TITLE OF PROJECT DIRECTOR		
	Bruce H. Boggess, Executive Director		
COMMENCE REPORT HERE (Add continuing pages as required.)			
<p>RECEIVED MAY 10 1974 REGION VIII LEAA - DENVER</p>			
RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)		DATE	

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STATEMENT OF THE PROBLEM

The average crime rates for the impact offenses of burglary, robbery, aggravated assault, and rape are increasing across the nation. Denver is no exception. The rate at which burglaries occur in Denver has increased 152% in the five-year period from 1966 to 1971, more than twice the national rate for that time period.¹ Perhaps the most discouraging aspect of burglary is that 73% of all burglars arrested in Denver are recidivists, people who have already experienced both the punishment and the rehabilitation offered by the correctional system.

Robberies present an equal problem for Denver citizens. In the five-year period between 1966 and 1971, the incidence of robbery increased by 210% in Denver, as opposed to 145% in the nation. Of the 184 prisoners from Denver in the Colorado State Penitentiary, who were serving sentences for robbery in July, 1973, 36% were recidivists.²

The statistics on aggravated assault are no more encouraging. The crime rate for aggravated assault in Denver rose 184% between the years 1966 and 1971. The national increase was 57%. Seventy-one percent of all persons arrested for assault in Denver in 1971 were recidivists.³

Denver's rate of increased incidence of forcible rape was also far above the national average. Nationally, during

the period from 1966 to 1971, rape increased by 64% while Denver's incidence increased by 168%. A survey of prisoners from Denver at the State Penitentiary in July, 1973, showed 42% of those serving sentences for rape had records of prior arrests or convictions for rape or violent sexual assault.⁴

A most alarming statistic related to crime in Denver is the percentage of felonies committed by repeaters. In the metropolitan Denver area, there are presently over 1,000 former felons on parole.⁵ Some 1,800 are on District Court Adult Probation.⁶ An estimated 12,000-16,000 prior felons have been discharged from the criminal justice system who now reside in the Denver area.⁷ Each can add to the statistics of felony recidivism and directly influence Denver's incidence of robbery, rape, assault and burglary.

There are a number of obvious reasons why serious attempts to reduce rates of recidivism should be enacted. Crime is expensive in terms of damaged lives, property loss, high costs of incarceration, and community deterioration. Perhaps the most compelling justification however, is that reducing rates of recidivism is possible, i.e., the costs of crime due to repeaters can be substantially reduced. A recent publication of the Chamber of Commerce of the United States,⁸ reprinted by the American Correctional Association, states:

Most authorities agree that the lack of meaningful employment opportunities has been a major contributing cause to the rising crime rate and the high rate of recidivism, and in turn, to the increasing cost of crime.

It continued, "when ex-offenders are placed in appropriate jobs, their rate of recidivism is two or three times less than that of ex-offenders who do not receive job assistance."

This statement is borne out by the success of ex-offender employment programs. Project Exit, an LEAA-funded ex-offender employment agency in Maine, reports only 9% of its clients have experienced new legal difficulties since enrollment in the project. Project Excel, another such program, reports only 6.3%.⁹

The following pages describe the development of Employ-Ex, an agency designed to ease the ex-offender's transition to community life. A brief history documenting why and how Employ-Ex was created includes a description of agency goals, objectives, and organization. This is followed by a quantitative analysis of agency effectiveness relative to stated objectives, a narrative describing organizational problems and adaptations experienced during the first year of operation, and sections indicating major problems and accomplishments. A general overview of the total situation and prospects for future functioning provide closing remarks.

EMPLOY-EX--A PROGRAM TO REDUCE RECIDIVISM

Employ-Ex was conceived by a former inmate of the Colorado State Penitentiary. Witness for a number of years to the inadequacy of job and social alternatives for ex-offenders released to their communities, and sharing a personal stake in the future of ex-offenders, Bruce Boggess condensed his observations and experiences into a mechanism with which to provide economic and social opportunities for ex-offenders.

A Rocky Mountain News article about "Impact Cities" in 1972 gave the plan a new perspective and, upon his release in February of that year, Mr. Boggess embarked on data-gathering activities involving numerous trips to Colorado penal institutions and conferences with a great many corrections personnel, including then-Administrative Division Chief Arthur Dill of the Denver Police Department.

Supported by Dill, Boggess approached the Impact Neighborhoods and Corrections Task Forces and began, with their support, to draft a preliminary proposal.

In May, Minoru Yasui, Executive Director of the Commission on Community Relations (CCR) expressed an interest in the proposal which resulted in the naming of CCR as the official government sponsor of the project; and the provision of office space, secretarial and duplicating services for the production of the many proposal drafts and revisions that ensued (six complete drafts were developed in all),

prior to presentation of the final proposal. Later planning stages had considerable assistance from the Denver Anti-Crime Council staff which by then had become a functioning body. Two volunteers, later to become staff persons, were instrumental in getting the project off the ground. In October, Employ-Ex was incorporated as a Colorado nonprofit corporation, and state and city agency representatives were recruited to serve on its Board of Directors.

While incorporation was a culmination of the struggle for acceptance of a concept, it was the beginning of another to find the 25% soft match required by LEAA to fund the project. Supporters in theory and in-kind, the City Departments of Police, Health and Hospitals, and Welfare; and the Commission on Community Relations, rose to this need.

With financing of the project assured, numerous contacts with a host of supportive persons and groups, including the Corrections Task Force and Denver Anti-Crime Council, program direction, methodology and budget were solidified for the first year of operation. The City and County of Denver accepted the Employ-Ex grant on December 4, 1972, with which to pursue the following goals and objectives:

A. GENERAL GOAL

The goal of Employ-Ex is to assist the ex-offender through the difficult period of transition from inmate to citizen. Specifically, efforts are made to create, identify,

coordinate, and deliver employment opportunities for the ex-offender. In addition, services designed to support community reintegration are offered, e.g. an opportunity for meaningful relationship with a personal counselor, emergency assistance such as short term funds for eating and sleeping accommodations, and information concerning sources of social services and alternatives available in the community.

B. OPERATIONAL OBJECTIVES

The following objectives will be operationalized in order to meet the Denver crime reduction mandate.

Objective One:

To provide 300 persons having been arrested, charged, or convicted of "high impact" felonies, or convicted of other felonies, regardless of pre or post release statuses, with suitable employment and training referrals.

This will include assistance to penal, probation and correctional agencies in developing release plans for the confined offender planning to reside in Denver, where so requested or required. Persons discharged from the criminal justice system living in Denver, as well as current parolees or probationers, will be among the projected clientele. Aptitude and mechanical ability tests would be administered to those needing training, and occupation-interest inventories would be provided to those needing direction in job futures. As the result of vocational testing, a projected 25% of clientele will be referred to training programs.

Objective Two:

To provide social, psychiatric, psychological and behavior modification assistance and physical needs as required to reduce recidivism among clientele.

A portion of the above services will be provided with in-kind contributions by the Denver Commission on Community Relations, the Denver Department of Health and Hospitals and the Denver Department of Welfare. Full-time staff and program volunteers will assist in areas not requiring specific expertise. Other needs not met by the Employ-Ex program will be dealt with by a referral service to public and private agencies and organizations.

Objective Three:

To develop 450 job openings and training program replacements for Employ-Ex clientele.

This service would include coordination of efforts with existing public and private employment agencies such as, but not limited to, Denver Opportunity, Manpower, State Department of Employment, and Model Cities ex-offender programs, in order to provide a more satisfactory range of occupational opportunities to Employ-Ex clients. Additionally, attempts will be made to recruit industry training and personnel directors for implementation of lecture and training programs in the post and prior adjudication processes.

Objective Four:

To provide follow-up services designed to assist, encourage, and direct the prior offender to continue in, or resume, a productive role in the community.

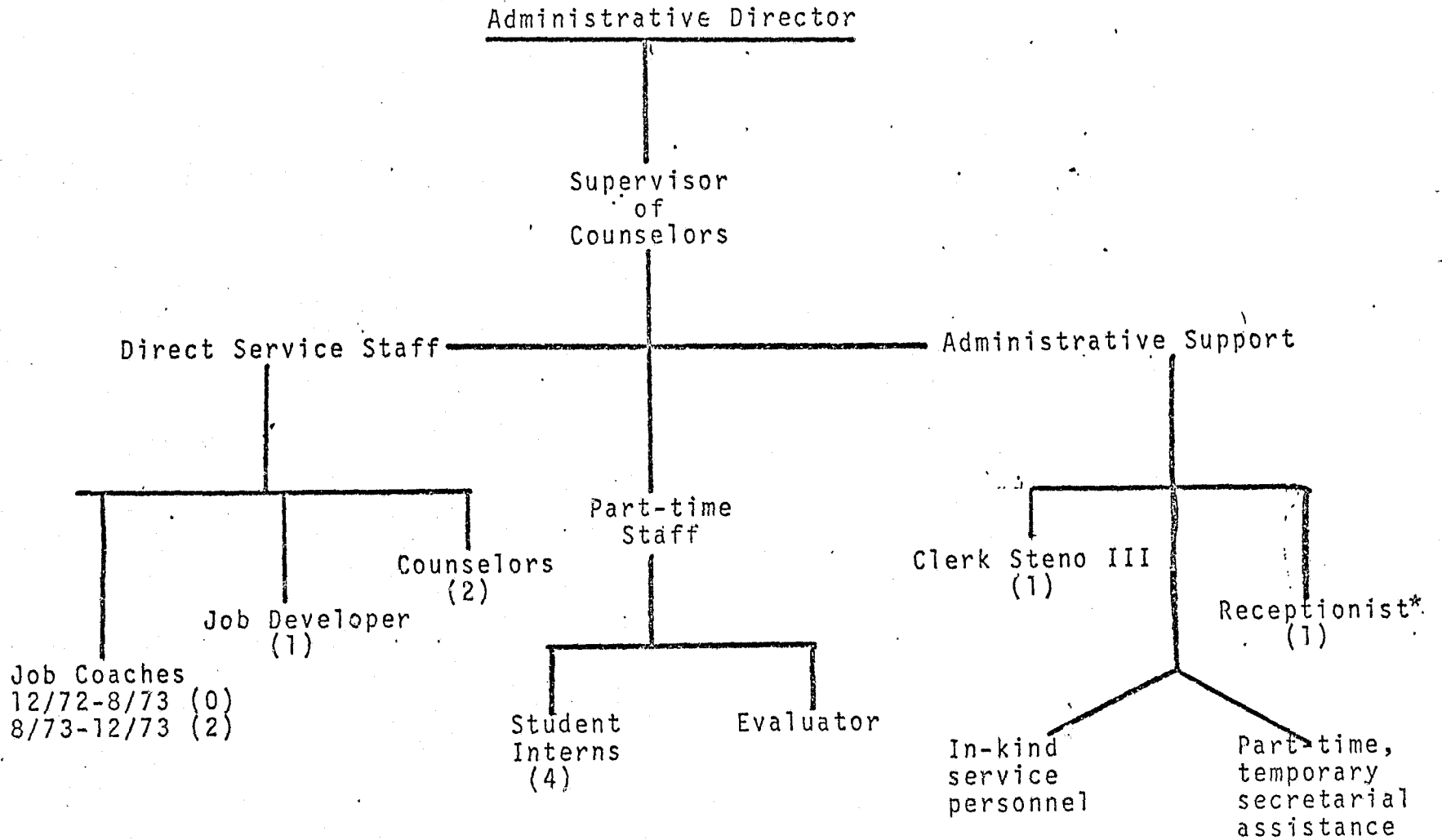
Objective Four overlaps most of the activities previously described subsequent to the initial interview, including counseling, the training and orientation program and referral to other agencies. Many other activities, such as the volunteer program and informal contacts with the staff and other clients, contribute to meeting the objective of redirecting the prior offender.

C. ORGANIZATIONAL STRUCTURE AND FUNCTIONS

The organizational chart and intake and service flow chart (on the next two pages) indicate how Employ-Ex was organized and the functional contacts between the agency and clients during this past year.

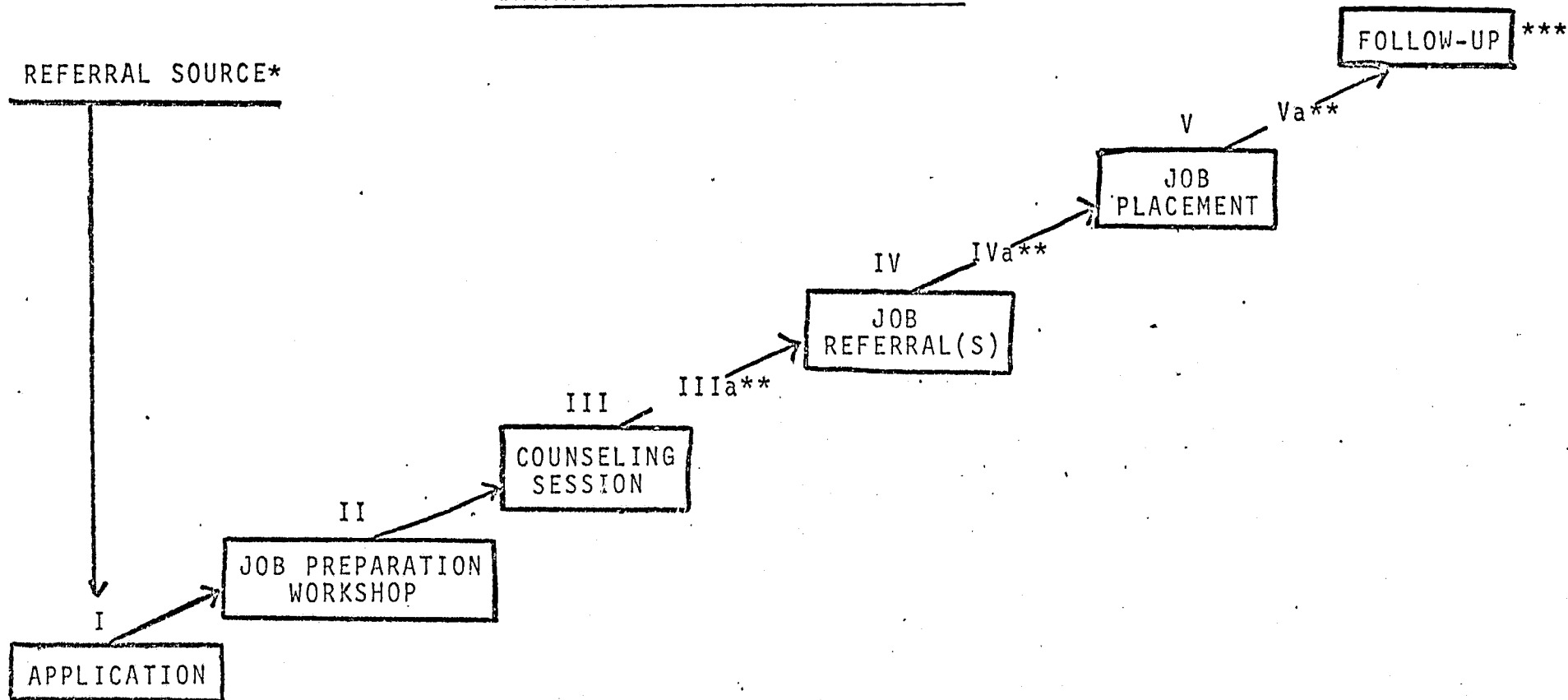
The major function of administration is to oversee and coordinate intra-agency organization and community relationships. The Supervisor of Counselors was directly concerned with the daily operation of all agency functions with emphasis upon effective client services. During this past year, both administrative personnel and counselors were active in community outreach: speaking to community audiences,

ORGANIZATION CHART



*Position allowed via budget change in Jan. 1973.

INTAKE AND SERVICE FLOW CHART



*Includes: A. Pre-release Interview

1. Canon City Main Complex (Pre-Parole Release Center, Main Prison, Colorado Women's Correctional Institution)

2. Buena Vista (Colorado State Reformatory)

B. Agency Referrals (probation and parole agencies)

C. Self-referrals

**Continuation contacts. Counselors routinely have weekly (at times daily) contact with clients up until job placement and usually for a few weeks thereafter.

***Follow-up refers to those contacts scheduled by the agency and initiated by the counselor once each month for the first three months after job placement and once every three months up to the twelfth month.

and contacting potential employers and service agencies, in an effort to heighten the effectiveness of Employ-Ex services.

The counseling staff provided direct services to clientele. Based on immediate and long-range personal goals required by clients to function with a degree of normalcy, counselors assisted them in overcoming a variety of economic, educational, social and psychological problems.

In addition to the basic staff, part-time program evaluation assistance (primarily to produce monthly and quarterly reports), temporary and part-time secretarial assistance, and two student intern volunteers, constituted the total work force from December 1972 until August 1973. A supplementary budget permitted two additional counselors and two job coaches (a total of four positions). Job coaches transported clients to jobs and service agencies and performed informal counseling duties.

The Intake and Service Flow Chart indicates the progression of client experience from initial contact to the security of a job. Many, perhaps most, intakes are initiated in a correctional institution. Others are referred from other agencies and still others enter on their own initiative. Inquiries from state penal institutions were responded to by counselor visits to Canon City once a week and to the Reformatory in Buena Vista every two weeks. Seminars were conducted at the Pre-Release Center in Canon

City, and individuals interviewed at the main prison and at the Colorado Women's Correctional Institution.

Many clients had completed the first prerequisite for services by the time of release: filling out the application for services. After release, and before services could be rendered, they were required to participate in a job preparation workshop considered essential for successful job placement and job retention. This session anticipates, prepares, and motivates the client for the application process, the interview, and the job, using role play and problem-solving techniques.

The workshop is followed by an indepth client/counselor interview designed to identify immediate and long-range goals which must be met to insure positive readjustment to the community, and to outline a course of action. Job interviews are arranged, and basic needs provided, on the basis of this exchange.

While job placement is the culmination of an immediate need for a steady income, it is only one step in the process of resocialization. Follow-through, a responsibility shared by counselor and client, strengthens that relationship and protects the agency's investment in the initial services provided.

Follow-through can be initiated by either the counselor or client and takes place on the first, second, third, sixth, ninth, and twelfth months after intake. This minimum follow-up requirement is supplemented, as the need arises, by additional follow-up contacts.

The following section provides a quantitative evaluation of objectives, and further describes the functioning of Employ-Ex. A supplementary study comparing recidivism rates of Employ-Ex clientele with a group of ex-offenders during July, 1970, through June, 1971, is presented in Appendix A. This research, conducted by DACC staff members, indicates Employ-Ex has reduced rearrests in general by 17%, and rearrests for high-impact crimes by 20%.

QUANTITATIVE EVALUATION OF PROJECT OBJECTIVES

The following details the development of Employ-Ex during this past year and evaluates its effectiveness relative to the objectives shaping its operation.

Information presented in this section is organized as follows: First, data examining organizational effectiveness relative to stated goals and objectives is presented and interpreted. The section concludes with a discussion of data collection and retrieval dilemmas and a qualitative assessment of the project's goal/objective achievement.

Objective I

To provide 300 persons having been arrested, charged or convicted of "high impact" felonies, or convicted of other felonies, regardless of pre- or post-release statuses, with suitable employment and training referrals.

Were there sufficient intakes to permit 300 job referrals?

Table I illustrates the number of client intakes during 1973 categorized by offense and referral source. A total of 773 client intakes were made during the period of 1973, certainly a sufficient pool of people to realize Objective I.

Did Employ-Ex provide 300 or more clients with suitable employment and training referrals?

Table II displays data relevant to this question partitioned by type of client offense and employment service provided. The data indicates Employ-Ex provided a total of

TABLE I

TOTAL INTAKES BY ENTRY OFFENSE
December 1972* to December 1973

CLIENT STATUS	ROBBERY	BURGLARY	ASSAULT	RAPE	2 OR MORE	RELATED CRIME	UNKNOWN	OTHER	TOTALS
Probation Dept.	13	38	13	6	5	1	6	20	102
Parole Dept.	28	77	26	8	20	1	2	17	179
Institutionalized	20	36	13	5	11	1	2	10	98
Post-Institution	17	23	4	1	2	1	4	4	71
Unknown/Other ¹⁰	44	141	45	6	37	4	21	25	323
	122	315	101	26	75	8	35	76	773

*December 1972 figures are included in this table.

TABLE II

JOB REFERRALS AND RESULTS: HIRED, NOT HIRED AND CLIENT FOUND JOBS
December 1972 Through December 1973

	ROBBERY	BURGLARY	ASSAULT	2 OR MORE	OTHER CRIMES	RAPE	UNKNOWN	TOTAL
Referred*; Not Hired	30	95	44	11	16	4	3	203
Referred*; Hired	24	83	33	19	27	3	2	191
Found Own Job	8	18	4	4	6	0	1	41

*The frequencies in this table represent number(s) of clients. A client could be referred more than once or have more than one job during the reporting period (quarter). Total job placement data can be found in the DACC Employ-Ex evaluation reports which accompany this report.

394 referrals of which 48% resulted in employment. Additionally, 41 jobs were secured by clients for themselves.

These figures are under-representative. One of the difficulties faced during the first year operation was constructing an adequate data-monitoring system. Although sophisticated DACC technical assistance was available, due to limited funds and personnel, the focus was limited to collecting and reporting information meeting the requirements of monthly and quarterly reports. This approach resulted in data computation for only new clients entering the program during the quarter reported. The upshot of this, for purposes of an annual report, is that only segmented data, partitioned by quarters rather than cumulative over the full year's operation, is available. For purposes of an ongoing process analysis, the above design is clearly inadequate.

To illustrate the problem, if client X entered Employ-Ex on June 30th and the quarterly report included data up to and including June 30th, this person would be included as a new client in that report. However, services rendered in July would not be in the April to June report, nor the July to September quarterly report because only services rendered to new clients (intakes during the quarter reported) are tabulated in the quarterly report.

A reasonably educated guess suggests that upwards of 95% of the approximately 300 currently active cases¹¹ have had one or more job referrals. Furthermore, approximately

70 of the estimated 470 currently inactive¹² cases have had at least one job referral. This judgment suggests an additional 90 client referrals could be added to the client referral figure of 285. Thus, Employ-Ex clearly delivered job referrals to more than 300 clients and, as such, has fulfilled Objective I.

Perhaps a brief notation should be made about quality of job referrals. With the exception of positions which afforded the opportunity for on-the-job training, the policy and practice of Employ-Ex is to restrict job placements to those paying at least \$2.50 per hour. In the staff's opinion, positions paying less than this amount would result in economic frustration and perhaps a return to crime motivated by economic need.

Objective II

To provide social, psychiatric, psychological, and behavior modification assistance and physical needs as required to reduce recidivism among clientele.

Employ-Ex recognizes that many services in addition to job and training opportunities must be made available in order to equip the ex-offender with the motivation, skills, and resources necessary to promote the probability of successful readjustment to community life.

To meet these needs, a wide range of services other than job development and referrals are offered. The data recording, collection, and compilation systems are just now

developing to the point when a reasonably adequate view of these functions can be achieved. However, enough data has been gathered over the past year to provide a partial description and tally of services rendered.

We have found it useful to think of services under two headings: "Basic Needs" and "Counseling." One way of conceptualizing basic needs is to observe that there are necessary conditions for successful employment and societal adjustment other than being referred to and hired by an employer. Obviously, one must be offered a job, but unless appropriate resources to fulfill the job requirements are available, just getting a job is irrelevant. Unless job applicants have adequate shelter and sleeping accommodations, it is doubtful they will be able to meet work expectations. Transportation to and from work must be present as well as food. Many jobs also require appropriate clothing and tools to meet work requirements. Many clients enter Employ-Ex doors without even these simple resources for successful employment. Therefore, it is imperative that we be able to supply these resources during the first week or two of the client's search for and placement on a job.

This is when counseling services (the second major heading) enter the picture. Assisting the client to identify occupational interests and skills, achieving a compatible match with a specific job, pointing out advantages of work as a means of livelihood, identifying client strengths and thereby enhancing self-worth, communicating the importance

time in the world of work, motivating the client to achievement and self-betterment, are a few topics of discussion and functions performed to insure appropriate work style. In general, counselors assist the client prepare for a work environment.

One of the strengths of this agency is the fact that most of the counselors are ex-offenders. This background permits them to relate from a shared language and experience base which lowers the probability of being manipulated. There seems to be a minimum of client coddling; rather, counselors quickly get to the hard realities of client occupational and social potentialities and opportunities. Counselors are empathetic but not sympathetic. If clients don't make a scheduled job interview or mess up a job, they are not rewarded. Every effort to provide legitimate service is engaged, but clients know they must also act responsibly in this effort.

Tables III through V display the data relevant to the above organizational activities. Table III indicates the total number of clients and basic counseling services provided by Employ-Ex staff over the past year. Of the total services provided, 19 and 81 percent were basic need and counseling services, respectively. Of the total clients served, 153 received basic need assistance and 493 required counseling in one form or another. Table IV indicates the breakdown of basic needs data in Table III for the period April 1 through December 31 of 1973, and Table V describes

TABLE III

BASIC NEEDS AND COUNSELING SERVICES BY ENTRY OFFENSE
 April 1973 Through December 1973*

SERVICES PROVIDED	ROBBERY	BURGLARY	ASSAULT	RAPE	2 OR MORE	OTHER	TOTALS
Basic Needs**	50	132	55	4	40	15	296(19%)
# of Clients***	33	69	26	3	14	8	153(24%)
Counseling	230	524	243	16	182	77	1,278(81%)
# of Clients	82	212	91	7	68	33	493(76%)
Total Services	280	656	304	20	222	92	1,574****
Total Clients	115	281	117	10	82	41	646

*Data on basic and counseling services are not available from December 1972 through March 1973.

**Frequencies in basic and counseling services columns represent all services provided.

***Frequencies in # of clients rows indicate number of individuals receiving one or more of the basic or counseling needs.

****Due to record keeping problems, this figure represents only a portion of the total services provided.

TABLE IV

TYPES OF BASIC SERVICES PROVIDED BY ENTRY OFFENSE
 April Through December 1973

BASIC SERVICES ¹³	ROBBERY	BURGLARY	ASSAULT	RAPE	2 OR MORE	OTHER	TOTAL
Food	14	29	15	2	12	3	75
Clothing	3	16	7	1	5	2	34
Shelter	12	45	11	1	5	3	67
Transportation	15	42	16	0	16	1	96
Other	6	10	6	0	2	0	24
Total Services	50	132	55	4	40	15	296
Total Clients Helped	33	69	26	3	14	8	153

TABLE V

TYPES OF COUNSELING SERVICES PROVIDED BY ENTRY OFFENSE
April 1973 Through December 1973

COUNSELING SERVICES* ¹⁴	ROBBERY	BURGLARY	ASSAULT	RAPE	2 OR MORE	OTHER	TOTALS
Motivational	73	145	64	3	58	29	372
Personal	67	131	66	4	54	27	349
Training	47	122	56	5	28	9	267
Other	10	11	15	0	6	1	43
Job Development	33	115	48	4	36	11	247
Total Services	230	524	249	16	182	77	1,278
Total Clients Counseled	82	212	91	7	68	33	493

*Frequencies represent numbers of services, not numbers of contacts.

the type of counseling assistance provided from April 1973 through December 1973.

If a client required any one of those services listed under basic needs, the following procedures were followed: Food was either provided by a check payable only to a food store of the client's choice or a referral for food stamps, or in some cases, a resource providing meals on a daily basis. Clothing was usually provided through clothing store contributions or repositories of used clothing handed out to the needy. Short term housing was normally provided through a low-cost hotel room paid by Employ-Ex, and transportation was through giving bus tokens or Employ-Ex staff driving a client to a job referral, etc.

To suggest Employ-Ex has all the resources to meet client basic and counseling needs would be misleading. A major function of a counselor is to determine client needs, assess the resources of Employ-Ex relative to those needs and, when necessary and when assistance can be gained, refer the client to other service agencies. This means the counselor must be knowledgeable about various service agencies in the Denver metro area and how and when to refer a client. For some clients, referral for supporting services was deemed appropriate.

Table VI indicates the referrals made by Employ-Ex to other social service agencies.

In summary, many and diverse resources for meeting basic and counseling needs were offered by Employ-Ex personnel

TABLE VI

TYPES OF REFERRALS TO OTHER SOCIAL SERVICE AGENCIES BY ENTRY OFFENSE
April 1973 to December 1973

TYPE OF REFERRAL AGENCY SERVICE	ROBBERY	BURGLARY	ASSAULT	RAPE	2 OR MORE	OTHER	TOTAL
Health	1	7	1	0	1	0	0
Vocational	6	14	5	0	0	0	25
Educational	6	11	3	0	0	3	23
Testing	1	0	2	0	1	0	4
Welfare	4	3	1	0	1	0	9
Food-Clothing-Shelter	3	5	0	0	3	1	12
Transportation	0	3	0	0	2	0	5
Other ¹⁵	<u>6</u>	<u>10</u>	<u>14</u>	<u>0</u>	<u>5</u>	<u>3</u>	<u>38</u>
Total ¹⁵	27	51	26	0	13	7	124
Total Clients Referred (April-December)	22	47	21	0	9	13	112

during this past year. In addition, concerted efforts to supplement the fund of Employ-Ex resources by locating appropriate community services was made. In result, hundreds of ex-offenders found basic and counseling needs supplied by this agency. Therefore Objective Two was satisfactorily achieved.

Objective III

To develop 450 job openings and training program placements for Employ-Ex clientele.

A new program designed to open doors for employment to ex-offenders must handle public relations carefully. First, potential clients and employers, as well as other members of the community must be informed about the existence of the agency. This requirement was accomplished by advertisement through various media sources, e.g., T.V. spot announcements, newspaper notices, brochures, etc. (See Appendix.)

Bringing Employ-Ex to the attention of the community is, however, only a first step. Awareness, regardless of how well formulated the message and powerful the media, is only seldom sufficient to evoke active and positive behavior. It may unlock, but seldom opens, employer doors. Similarly, it informs, but does not always bring a client into agency service. Face-to-face communication is a more effective way to provoke client and employer activity.

The Employ-Ex staff, therefore, made every effort this past year to reach out and precipitate interpersonal contact

with as many supporting social service agencies, employment sources, and potential clientele as was humanly possible.

The staff principally responsible for this agency's functions are ex-offenders. Their contact with virtually hundreds of employers and community leaders has, through reversal of generally held stereotypes of ex-offenders, contributed a great deal to the public's willingness to support the work of Employ-Ex.

Table VII displays the type and number of potential work establishments contacted by Employ-Ex representatives. Of the 330 companies contacted, approximately 200 expressed acceptance of the program either by hiring or interviewing ex-offenders for job openings, while many other companies have actively solicited applicants. As preceding data indicates, approximately 550 clients have had one or more job referrals. Thus, while the exact number of employer contacts and job/training placements cannot be cited, it seems reasonable to assert serious effort toward meeting this objective has been forthcoming this past year.

Objective IV

To provide follow-up services designed to assist, encourage, and direct the prior offender to continue in or resume a productive role in the community.

Description and evaluation of this objective are difficult on two accounts. First, data recording and computations during the first year is most deficient in the area of follow-up services and contacts. By definition, follow-up

TABLE VII

JOB DEVELOPMENT, DECEMBER 1972 THROUGH DECEMBER 1973

NO. OF COMPANIES CONTACTED

TYPE OF WORK	Dec-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Totals
Industrial	32	9	24	132	197
Construction	7	9	5	20	41
Small Business	2	2	1	4	9
Restaurant	2	2	6	20	30
Public Service	0	4	3	0	7
Other	<u>29</u>	<u>2</u>	<u>2</u>	<u>13</u>	<u>46</u>
Total	72	28	41	189	330

contacts/services occur one, two, three, six and twelve months after employment placement. Since quarterly reports compile data only for new intakes during the quarter reported, at least half the follow-up contacts are not recorded.

Secondly, follow-up contacts were not systematically organized and/or delivered. In the initial rush to manage new cases, construct and learn procedures for delivering basic need and counseling services, hire and introduce new staff to the program, and develop hundreds of job, training and educational placements, follow-up contacts had low priority status.

Table VII displays follow-up data for the period, April through December 1973. Many contacts initiated by both counselor and clients were not structured follow-up, and were therefore categorized in the areas of basic needs and counseling services (see Tables III, IV and V), thereby greatly deflating the figures indicating follow-up.

The above problem arose from inadequate implementation of follow-up and its differentiation from general contacts. In addition, many follow-up contacts made were not recorded.

Although the data does not represent all contacts, it is apparent follow-up contacts were not as numerous as was anticipated. Objective IV was therefore not fulfilled this past year. A new system of notification and recording of follow-ups has been devised, however, and is currently in use.

TABLE VIII

FOLLOW-UP CONTACTS BY ENTRY OFFENSE
April Through December 1973

TYPES OF CONTACT.. (July-December)	ROBBERY	BURGLARY	ASSAULT	RAPE	2 OR MORE	OTHER CRIMES	TOTAL
Attempts	7	25	18	0	3	0	53
Contact Client	6	23	16	1	4	0	50
Contact Other	5	14	13	0	2	0	<u>24</u>
						TOTAL	127

ORGANIZATIONAL FACTORS DURING FIRST YEAR

THE GENERAL SITUATION:

Unlike most new agencies, this one used the time normally funded for organizational purposes alone, to concurrently provide client services. When the doors opened December 5, the waiting clientele were responded to promptly.

This immediate open-for-business approach was organizationally possible because of pre-funding preparation and pre-testing efforts by the director and counselors; and a staff committed to the delivery of "as much service to as many clients as time and resources permit."

Three manifest consequences occurred. First, client intake was large, e.g. 233 clients by March 1973. Second, many contacts with potential employers to satisfy heavy client demands produced wide and positive exposure to the community because of the ability of Employ-Ex to deliver employees.

Third, a great deal of practical experience in counseling clients, developing jobs and job opportunities, communicating the Employ-Ex message, and constructing and implementing policies and procedures, was gained very quickly. One may predict that, for a staff of six, a heavy client intake in such a short period would result

in internal chaos and organizational collapse. This did not occur. To be sure, mechanical and organizational difficulties arose, but open interpersonal relationships and excellent morale permitted orderly adjustments.

Because the high intake persisted (773 clients from December 1972 to December 1973), job placements and basic services necessary for successful job longevity were given high priority. The bulk of Employ-Ex efforts have, accordingly, been expended on: (1) meeting immediate client needs, (2) developing job opportunities, (3) coordinating interagency lines of communication and service functions, and (4) informing the community about Employ-Ex and what it does.

Development of the internal mechanisms by this organization (realizing policy in routine procedures and staff roles), was a cope and learn-as-we-go proposition. The original six-member staff, along with student intern volunteers, constituted the total work force until August of 1973 four staff members (two counselors and two job coaches) were added. The heavy intake, limited personnel, and small budget combined to create an internal management dilemma. Too many services for too many clients, coupled with concerted efforts to open doors in the community, spread the Employ-Ex staff very thin. The consequences were both positive and negative.

The following will define those consequences and recommend measures for next year, designed to maximize

program strengths and correct those facets presently unproductive.

EXTERNAL FACTORS

Client Numbers and Types:

The major input factor to contend with during the first year of operation was the heavy client intake. During the early months, the criteria for program entry was that the total caseload include at least fifty percent clients whose offense(s) included one or more of the high impact crimes. The result was that the agency was inundated with clients.

Although data-gathering procedures were not well developed during this period, a qualitative assessment suggested clients had completed an average of less than twelve years education, usually possessed few job skills, and frequently had poor employment histories. The larger than anticipated number of relatively unemployable clients required major efforts be directed towards finding employment within which clients could function, at the expense of those efforts that might enhance employability.

Obviously, a direct service staff of four could not devote enough energy and time to each of 233 clients to significantly change behavioral patterns. Educational,

training and personal counseling resources were not immediately available, and the short-term needs of most clients were such that immediate employment was paramount.

It was necessary, therefore, that all known job resources be developed and exploited as soon as possible to expand the existing pool of potential placement sources. Accordingly, the staff sought to influence the employment environment of the client more than to fit clients to existing employment circumstances.

Job Development

By virtue of some employment contacts providing entry into the community, an advertising campaign, numerous personal appearances at community gatherings, and personal contact with specific employers, the potential employment pool grew much larger. This function was shared by all direct services staff and every available means of finding more jobs--from scanning local newspapers, following up job rumors, calling potential employers periodically, to seminars for employers--were used.

Counselors and job coaches developed informal relationships with personnel people in large firms and owners of small businesses, permitting them to trade information about job supply and demand very quickly and efficiently.

Over time, counselors gained a general awareness of which establishments needed what kind of worker, allowing them to spot a likely candidate for a particular job opening.

INTERNAL FACTORS

Staffing Patterns and Dilemmas

As a program starting from scratch, much of the internal procedure had to be constructed as experience was gained. Because functional roles were demonstrated rather than defined, good staff relations were necessary to permit open definition and resolution of potential conflicts arising in the everyday life of the agency.

During this early period, three principles seemed to shape the development of internal relationships at Employ-Ex: (1) service to clientele was primary and took priority over administrative demands; (2) integrity as to work effort was demanded; and (3) dishonesty towards clients or co-workers was not tolerated.

By approximately April of 1973, a manual of policies and procedures, defining the responsibilities of each staff position, was written. This document compiled the tasks and duties of all positions as they had emerged over a five-month period. The manual, with well defined role responsibilities, will offer a better basis for measuring job effectiveness in the next year, along with the more systematic recording of counselor-client contacts.

During this past year, the staff met weekly to work through group and/or individual communication problems and on a particular counselor/client dilemma. A number of inservice training sessions, involving staff and clients engaged in a series of role playing dramas and seminars with persons of particular expertise relevant to staff needs, were held periodically over the year. In addition, a productive staff retreat took place in July of 1973.

Procedural Problems and Resulting Adaptations

Two categories of procedure require attention: first, client services which were difficult to provide, and second, factors relevant to the internal organization of staff functions.

Since its beginning, Employ-Ex has not had sufficient funds to meet basic needs of new clients. Food and clothing were derived from Employ-Ex funds and from other agencies. Low-cost housing, historically difficult to uncover, remains the basic need yet to be adequately managed.

Transportation of clients to jobs and job referrals also remains a dilemma. Bus tokens are supplied in limited amounts until a client can afford to buy his own, but public transportation does not reach into many areas where jobs are available. Adding more job coaches alleviated to some degree the problem of getting clients to referrals, but daily transportation to and from jobs remains a catch-as-catch-can proposition for some clients.

The above issues emanated from a very heavy client intake load. In August, 1973, steps were taken to tighten criteria for intake status, and four additional counselor/job coach positions were added to relieve caseloads and the related problems noted above. Intake guidelines were formalized in December and the caseloads began to level off. We anticipate monthly intakes well within our service capacity during the next year.

Regarding internal organization, two internal communication functions were problematic until just recently. One of these was matching client needs/skills with appropriate potential and actual job openings. The timing involved in learning of the opening, contacting the employer, and arranging interviews for one or two clients with the required skills and interests can be tricky, given only four counselors, each with over one hundred cases.

Direct service staff meet twice weekly to share job and client information and resolve coordination problems as they emerge, but rely on informal communication to maintain current flow of information.

The second area of poor communication is between counselors and the evaluation component. Recording mechanisms for documenting counselor-client contacts have changed frequently. Records of counselor activities, therefore, have not been as reliable or consistent as is desirable. The hiring of a fulltime evaluator and subsequent stabilizing of data collection and retrieval procedures promise a resolution of this problem.

Principle Functions and Divisions of Labor:

The first few months of operation were devoted principally to providing all client services, and searching for suitable employment. Responsibility for these activities fell primarily upon counselors and job coaches. By virtue of a small, highly integrated and dedicated staff, clear lines of duty and obligation were neither necessary nor advisable. The large amount of recorded overtime contributed those first few months suggests both a heavy work load and a highly cohesive working unit.

By December, 1973, the agency had shaped its organization sufficiently to manage most internal and external functions. Exceptions were in project evaluation, coordination of volunteer activities, exploration of extra-agency resources, and client follow-up.

To handle these functional deficiencies, two positions were added. A full-time evaluation team was brought on in February 1974, as was a trained full-time volunteer coordinator. Finally, one of the counselor positions was restructured to include responsibility for maintaining current case records, ensuring prompt follow-up and recording of contacts. With these additions and reassignment of staff, each major function is now covered adequately.

COMMUNITY PUBLIC RELATIONS:

Initially, potential contact with ex-offenders evoked a fear and suspicion in many people that had to be countered,

and was. As one of the staff put it, community acceptance of Employ-Ex moved "from cold to neutral to warm reception" over this past year.

The staff made a concerted effort to contact larger firms and, to a lesser extent, smaller firms. This, together with individual relationships with some firms through prior affiliations, were the springboards for an intensive employer-recruitment campaign. In order to overcome public uncertainty, varied approaches were employed to sell the viability of hiring an ex-offender. The staff characterized these approaches as "common sense" appeals.

Common sense to the business community translates in part, into dollars and cents. It was emphasized, therefore, that hiring ex-offenders, and thus preventing crime, was good business. That ex-offenders as a group have a wide range of skills and talents and (knowing the cost of failure) are often more conscientious about job performance than their straight co-workers, was another focus of the campaign. Employers were asked to give ex-offenders a chance to demonstrate their worth on an equal par with non-offenders and, in so doing, reduce the personal and monetary losses to crime. In sum, the overall approach to potential employers was a rational and frank approach.

The outcome of these activities is that over 200 companies have hired, or are willing to hire, ex-offenders, and many voluntary organizations, church groups and interested citizens have expressed interest in learning about and assisting Employ-Ex.

MAJOR ACCOMPLISHMENTS

This agency has realized a number of major accomplishments in its ability to deliver services to its clients and, therefore, potentially reduce high impact crime recidivism. The agency as a whole has reached a balance between time and resources available and number and types of client intakes. An early blush of idealistic determination to handle problems for many clients has settled into a professional assessment of what can be done for a given client population. The current criteria for client intake is rigorous enough to limit numbers and specific enough to focus agency effort on those ex-offenders germane to DACC objectives.

Along with a reduced client load, a more efficient organization of Employ-Ex staff functions has emerged. Experienced personnel occupy all direct service positions and their skill in counseling ex-offenders has increased markedly over the past months. Intensive efforts to determine client interests and capabilities, and specific employer needs and requirements, has resulted in the ability of counselors to carefully match clients with known position openings. This knowledge base, developed by communicating experiences, is indispensable for efficient job development and placement.

Integral to these accomplishments has been the ability of the Employ-Ex administration to adapt to problems while

maintaining high commitment, integrity and morale among the staff. Without doubt, this is an organization best characterized by cooperation, mutual respect, and dedication to client services.

A rather startling fact indicates the success of Employ-Ex in job development and community relations. In the past year, over two hundred companies were recruited as places of employment for the ex-offender. Employ-Ex has been instrumental in re-shaping community sentiment and attitudes toward the ex-offender to the extent these employers have learned to expect no more or less from the ex-offender than any other employee. While much community acceptance emanates from demonstrated client successes, hundreds of community leaders and citizens have heard of the Employ-Ex philosophy through talks by staff members, media messages, and word of mouth transactions. In consequence, Employ-Ex has influenced community acceptance such that it can perform its mission much more effectively today than when it began.

MAJOR PROBLEMS

Two dilemmas regarding direct services to clients remain to be solved. Available funds for immediate resolution of client basic needs are inadequate. Transportation to and from jobs and low-cost housing represent the two most pressing unmet needs. Food and clothing requirements are less critical because community resources are meeting some of these needs. Obviously, more funds need to be earmarked for this purpose.

The second problem has been post-job referral and placement follow-up. Inasmuch as the influx of new clients demanding immediate attention has occupied the bulk of counselor time, systematic contacts to evaluate client adjustment to the job and community life have not been forthcoming. During this next year, reduced intake and a new procedure for recording when clients should be contacted, if they were contacted, the nature of the contact, and results, should improve this problem. Beyond these minimum requirements the reduced intake will permit serious consideration of a more aggressive follow-up designed to improve ongoing client adjustment to the community and job longevity and advancement.

PROJECT DIRECTOR'S OVERVIEW:

Lacking the long-term data necessary to measure accurately the project's effect on the reduction of high-impact crime, the Employ-Ex staff has nevertheless observed varying degrees of personal and social change in many of its high-risk clientele.

By themselves, these changes were not spectacular. Collectively, they constituted the slow, gradual acceptance of job, personal and social responsibilities that accompany genuine freedom. Client-counselor relationships, characterized by mutual trust and free exchange of views, enhanced such growth by permitting counselors to intercept and often prevent behavior adversely affecting the client's future.

The dissatisfied employee, for example, was persuaded to find another job before quitting the one he had, or to build a good work record in order to get something better. Counselors were able twice to disarm and, on numerous occasions, dissuade clients from actions that might otherwise have resulted in burglary, robbery or other asocial behavior.

This positive climate generated with clientele has extended to relationships with the business and criminal justice communities as well. For example, agency-initiated contacts at the start of the year have been reciprocated as probation and parole officers increase referrals of clients, and potential employers request applicants for job openings.

Much of this credibility emanated from successful performances by clients on the job and in the community. But behind these accomplishments was a counseling staff whose flexibility allowed them to respond, as the occasion required, in styles ranging from earthy, gut-level to sophisticated professional guidance. This versatility was not accidental since, while some counselors did not have professional counseling credentials, all met the tests of good judgment and ability to relate naturally to the needs and capabilities of their clientele.

The numbers and diversity of these needs, confronted and resolved during the year, equipped the staff with a degree of competency unattainable through the formalized training process. While large caseloads permitted less contact than desired, counselors were able to meet the needs in a surprisingly large segment of clientele.

Many client-counselor relationships existed prior to agency contact due to the substantial number of ex-offender staff members. Their first-hand knowledge and understanding of ex-offender problems is irreplaceable, while the diversity of non-offender backgrounds combined to produce an idealism tempered by reality--an outlook no doubt communicated to both clients and community at large.

Ironically, both the program's greatest strength (credibility among ex-offenders, criminal justice agencies, and the general public) and its greatest weakness (lack of statistical documentation) stem from the staff's conviction

that "people come first, paperwork second" in crime prevention.

The relationship of paperwork to people became apparent, however, when inattention to record-keeping began to affect the continuity of services, especially in the area of follow-up. Identification of the problem led to greater awareness, and subsequent willingness, by the services staff to pursue better methods of documentation. Before the year was out, a checkpoint system had been devised to ensure ongoing follow-up. This mechanism, together with a new, comprehensive framework for program evaluation, promises greater statistical visibility and program effectiveness in the second year of Employ-Ex.

FOOTNOTES

¹High Impact Anti-Crime Program. The Denver Anti-Crime Council's Report.

²Op. cit.

³Op. cit.

⁴Op. cit.

⁵According to State Department of Adult Parole.

⁶According to District Court Probation Department.

⁷According to best estimate of data currently available.

⁸Chamber of Commerce of the United States, Marshall-ing Citizen Power to Modernize Corrections. Chamber of Commerce of the United States, Washington, D.C.

⁹Palmer Paulson, Inc. 1972 Report.

¹⁰The "unknown/other" category includes a range of referral sources: friends, family, other program participants, welfare, State Division of Employment, drug rehabilitation programs, etc.

¹¹Active cases are those clients with continuing agency contact (see footnote 12 for further clarification).

¹²Inactive cases are those clients having completed a year's participation in the program and demonstrating no further need for program assistance. Also included are those having voluntarily ceased agency relationship, have moved from the area or cannot be located.

¹³Only basic services provided with grant resources are included in this data. Basic services provided by other referral agencies are therefore not recorded.

¹⁴Motivational counseling was primarily related to client goal-setting and realization.

Personal counseling was oriented to the client's social problems, e.g. family relationship, friends. Motivational and personal counseling are now amalgamated under the general heading of "guidance/information," including categories of employment, personal/social, family, education and other.

FOOTNOTES (CONTINUED)

Training counseling was directed toward problems of on-the-job training or job skill development.

Job development counseling was oriented toward the matching of the individual client to a certain job type.

¹⁵The "Other" category primarily includes drug rehabilitation, alcohol rehabilitation and employment related agencies.

APPENDIX -A-

D.A.C.C. RECIDIVISM STUDY

DENVER HIGH IMPACT ANTI-CRIME PROGRAM

FINAL EVALUATION REPORT

December, 1972 - February, 1973

EMPLOY-EX

72-IC-0005-(3)-07

SPONSORED BY

COMMISSION ON COMMUNITY RELATIONS

FUNDED BY

*DENVER ANTI-CRIME COUNCIL
1313 Tremont Place, Suite #5
Denver, Colorado 80204*

PREPARED BY

*DENVER ANTI-CRIME PROGRAM
Research and Evaluation Staff
April 8, 1974*

INTRODUCTION

This study was conducted to gather some information indicative of the effectiveness of EMPLOY-EX in reducing recidivism among clientele through the provision of counseling, job training and employment services to alleged ex-offenders of Impact crimes. The overall goal of EMPLOY-EX for the first year operation was the reduction of expected recidivism rates among clientele by 25%. To measure the degree of achievement of this project goal, recidivism must be defined, comparison data must be developed and a sufficient follow-up time period must pass. Each of these factors is discussed below.

Recidivism has been operationally defined as re-arrest. Other measures such as re-filing, re-conviction or re-incarceration could have been used representing progressively deeper penetration into the criminal justice system. Re-arrest was chosen for pragmatic reasons - the lack of readily available data for other recidivism measures and the long follow-up period required for other measures due to time delays in court processing.

In terms of baseline data for comparison purposes, one and two-year re-arrest rates were calculated for all Impact arrestees in Denver during the time period July 1970 through June 1971. Both type and frequency of re-arrest were determined for the baseline group. Re-arrest data was limited to those re-arrested in Denver.

EMPLOY-EX has been in operation since December 1972. Included in this analysis were EMPLOY-EX clients entering the project between December 1972

and November 15, 1973, thus providing an average follow-up time period of 9 months. Re-arrests were recorded for all clients from the date of entry into the program through February 15, 1974, providing a minimum of 3 months follow-up data for each client. Only re-arrests in Denver were collected in order to develop rates comparable to the baseline data.

CLIENT CHARACTERISTICS

Five hundred forty-two EMPLOY-EX clients were included in this study. The following 5 tables describe characteristics of these participants based upon sex, age, race, entry offense and number of contacts. The tables are further divided into sub-categories of those clients employed and those not employed. An effort was made to determine if meaningful differences existed between these two sub-groups. The employed category includes all clients referred and hired while project participants, plus clients who found their own job after job training and counseling through EMPLOY-EX.

As illustrated by the table below, a large majority of EMPLOY-EX participants are male. A somewhat larger percentage of the female clients received job placements than male clients.

TABLE I

SEX	EMPLOYED	NOT EMPLOYED	TOTAL
MALE	202 (85.2%)	279 (90.9%)	481 (88.4%)
FEMALE	35 (14.8%)	28 (9.1%)	63 (11.6%)
TOTAL	237 (100%)	307 (100%)	544 (100%)

The next tables breaks down project participants by ethnicity. Of those clients whose race was known, almost an equal proportion were Black, Chicano and Anglo. In terms of obtaining employment, more than half of the Black and Anglo participants were employed while less than one-third of the Chicano clients obtained employment.

TABLE II

RACE	EMPLOYED	NOT EMPLOYED	TOTAL
BLACK	80 (33.8%)	66 (21.5%)	146 (26.8%)
CHICANO	38 (16.0%)	96 (31.3%)	134 (24.6%)
ANGLO	73 (30.8%)	69 (22.5%)	142 (26.1%)
OTHER/UNK.	46 (19.4%)	76 (24.8%)	122 (22.4%)

The third table provides an analysis of employed and not employed clients categorized by age. Slightly more than 40% of the clients fall into the 22 to 29 age bracket. The portion of clients employed in each age bracket is not that dissimilar providing no evidence that any one age group is more "employable" than the others.

TABLE III

AGE CATEGORY	EMPLOYED	NOT EMPLOYED	TOTAL
21 & under	37 (15.7%)	57 (18.5%)	94 (17.3%)
22-29	100 (42.5%)	126 (40.9%)	226 (41.6%)
30-39	55 (23.4%)	69 (22.4%)	124 (22.8%)
40-49	22 (9.4%)	25 (8.1%)	47 (8.7%)
50 +	5 (2.1%)	9 (2.9%)	14 (2.6%)
Unknown	16 (6.8%)	22 (7.1%)	38 (7.0%)
TOTAL	235 (100%)	308 (100%)	543 (100%)

The next table categorizes clients by the offense that qualified them for entry into the project. Less than 20% of the participants were involved in offenses other than Impact.

TABLE IV

ENTRY OFFENSE	EMPLOYED	NOT EMPLOYED	TOTAL
ROBBERY	36 (15.2%)	44 (14.4%)	80 (14.7%)
BURGLARY	87 (36.7%)	130 (42.5%)	217 (40.0%)
ASSAULT	41 (17.3%)	34 (11.1%)	75 (13.8%)
RAPE	3 (1.3%)	6 (2.0%)	9 (1.7%)
2 OR MORE IMPACT	33 (13.9%)	26 (8.5%)	59 (10.9%)
IMPACT RELATED	3 (1.3%)	11 (3.6%)	14 (2.6%)
OTHER	26 (11.0%)	27 (8.8%)	53 (9.8%)
UNKNOWN	8 (3.3%)	28 (9.1%)	36 (6.6%)
TOTAL	237 (100%)	306 (100%)	543 (100%)

As illustrated by the table above, no one entry offense stands out as representing a client group highly unemployable or highly employable. In the highest offense categories of robbery and burglary, less than half were employed. For the next most frequent entry offense, assault, slightly more than half the clients were employed.

The table on the next page summarizes the number of counselor-client contacts for each sub-group - employed and not employed. As would be expected, average contacts per employed client were 6.3, much higher than the average of 3.5 contacts per unemployed client.

TABLE V

NUMBER CONTACTS	EMPLOYED	NOT EMPLOYED	TOTAL
1	8	91	99
2	30	61	91
3	30	47	77
4	37	29	66
5	27	18	45
6	21	11	32
7	14	12	26
8	11	10	21
9	12	5	17
10 +	39	15	54
TOTAL	229	299	528

RE-ARREST RATES

Overall re-arrest rates by type of re-arrest and categorized by the employed and not employed sub-groups is presented in the table on the next page. The categories include the most serious offense for which a client was re-arrested. Of those re-arrested, the offense types are categorized as Impact, other felony, misdemeanor and other offenses. The "other" offense category includes violations such as technical parole violations, technical probation violations and city ordinance violations.

TABLE VI

TYPE OF OFFENSE	EMPLOYED	NOT EMPLOYED	TOTAL
NO RE-ARREST	167 (70.8%)	208 (68.0%)	375 (69.2%)
IMPACT	14 (5.9%)	23 (7.5%)	37 (6.8%)
OTHER FELONY	29 (12.3%)	36 (11.7%)	65 (12.0%)
MISDEMEANOR	12 (5.1%)	22 (7.2%)	34 (6.3%)
OTHER (PV,C.O.,ETC.)	14 (5.9%)	17 (5.6%)	31 (5.7%)
TOTAL	236 (100%)	306 (100%)	542 (100%)

As indicated in the table above, an overall re-arrest rate of 29.2% existed for employed clients based upon an average of 9.3 months in the program. This is slightly lower than the 32% re-arrest rate for unemployed clients with an average 8.9 month follow-up period. The re-arrest rate for Impact was 5.9% compared to a 7.5% rate for the unemployed. There is no large difference in any of the rates between the employed and not employed groups.

Since the table presented above includes all clients in the follow-up study, the average follow-up is only 9 months while baseline data for comparative purposes is based upon a 12 month follow-up. Without making projections for the EMPLOY-EX group, meaningful comparisons cannot be made. Further, other studies have indicated that a linear projection of re-arrest rates over time is not justified since recidivism rates increase over time at a decelerating rate. To avoid the problems with

projecting re-arrest rates, a sub-group of the EMPLOY-EX clients, all those who have participated in the program for 10 or more months, were extracted to provide an average follow-up of 11.5 months, comparable with the baseline data. The 199 EMPLOY-EX clients who meet this criteria are included in the table below.

TABLE VII

TYPE OF OFFENSE	EMPLOYED	NOT EMPLOYED	TOTAL
NO RE-ARREST	58 (63.7%)	69 (63.9%)	127 (63.8%)
IMPACT	10 (11.0%)	13 (12.0%)	23 (11.6%)
OTHER FELONY	12 (13.2%)	14 (13.0%)	26 (13.1%)
MISDEMEANOR	6 (6.6%)	5 (4.6%)	11 (5.5%)
OTHER (PV. C.O. ETC.)	5 (5.5%)	7 (6.5%)	12 (6.0%)
TOTAL	91 (100%)	108 (100%)	199 (100%)

This data also illustrates no meaningful difference between re-arrest rates of the employed and not employed groups (36.3% compared to 36.1%). The overall re-arrest rate of 36.2% for any offense and 11.6% for Impact are lower rates than the baseline data for Impact offenders. The one-year re-arrest rates for all Denver arrestees committing the offenses of burglary, robbery and aggravated assault was 43.2% for any offense and 14.4% for an Impact offense. The baseline rates are somewhat conservative

since the "at risk" time for many arrestees is less than 12 months due to pre-trial incarceration and sentencing that involved incarceration. The follow-up for EMPLOY-EX clients, on the other hand, is true "at risk" time. The following table summarizes the comparative data.

TABLE VIII

RE-ARREST RATE	EMPLOY-EX (11.5 mo. follow-up)	BASELINE (12 mo. follow-up)	% Δ
ANY OFFENSE	36.2%	43.2%	-17%
IMPACT ONLY	11.6%	14.4%	-20%

EMPLOY-EX clients, as illustrated above, have a re-arrest rate for any offense 17% below the baseline data and re-arrest for Impact offenses 20% below the baseline rates.

One other categorization of re-arrest was conducted - the relationship between re-arrest rates and number of counselor-client contacts. The assumption that re-arrest rates were inversely proportional to the number of contacts is reviewed in the table presented on the following page. The number of counselor-client contacts is broken down into the categories of 1-2, 3-5, 6-9 and 10+. The group with 2 or less contacts consisted largely of those who required fewer services in terms of job preparation and counseling. Many of those who were able to find their own job fit into this category. To a lesser degree, this category includes project dropouts. The categories with a high number of counselor-client contacts consist of participants requiring more extensive job preparation and job referral services.

TABLE IX

TYPE OF OFFENSE	NUMBER OF CONTACTS				TOTAL
	1-2	3-5	6-9	10+	
NO RE-ARREST	143(75.7%)	121(64.7%)	62(64.6%)	42(72.4%)	368
IMPACT	16(8.5%)	15(8.0%)	7(7.3%)	0(-)	38
OTHER FELONY	18(9.5%)	24(12.8%)	14(14.6%)	8(13.8%)	64
MISDEMEANOR	5(2.6%)	14(7.5%)	8(8.3%)	4(6.9%)	31
OTHER (PV,C.O.,ETC)	7(3.7%)	13(7.0%)	5(5.2%)	4(6.9%)	29
TOTAL	189(100%)	187(100%)	96(100%)	58(100%)	530

As illustrated above, the lowest re-arrest rate was encountered with those clients at each end of the spectrum - those with 2 or less contacts and those with 10 or more contacts. Those in the intermediate range of 3-9 contacts had the highest re-arrest rate.

SUMMARY

Unlike an earlier study of EMPLOY-EX based upon a much shorter follow-up period, there is little difference in the re-arrest rates of project clientele determined by whether or not they obtained employment through the program. In similar fashion, the "quantity" of counseling measured in terms of counselor-client contacts does not appear to directly relate to recidivism reduction. Those with less than 3 and more than 9 contacts experienced the lowest re-arrest rate. However, those with more contacts

did experience a slightly lower Impact re-arrest rate. Although the data does not conclusively support any one component of the program, the overall re-arrest rates have been reduced over the baseline rates, including an overall reduction in re-arrests of 17% and a 20% decrease in re-arrests for Impact offenses.

END