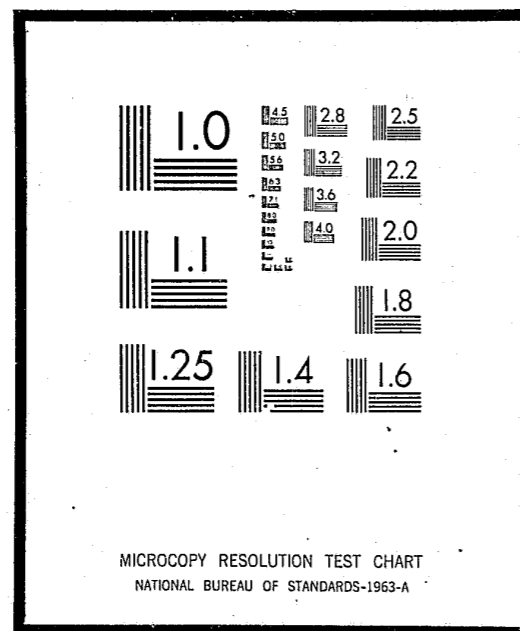


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FINAL REPORT
on the
EVALUATION OF THE SUPPORTED WORK PROGRAM
of the
LOWER KENSINGTON ENVIRONMENTAL CENTER - Final Report
(PH-181-73A)

Submitted to
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SECTION I
REPORT SUMMARY

A. Evaluation Activities

This evaluation was carried out by the Center for Social Policy and Community Development under contract to the Lower Kensington Environmental Center between August 1 and September 30, 1974. The evaluation covers the Supported Work Programs' (SWP) operations from its start-up in December '73 through July 31, 1974. Evaluation activities included the development of a detailed evaluation plan and research design, the conduct of on-site structured interviews with SWP staff, employees, CODAAP staff and SWP contractors, observation of all SWP operations, an intensive study of employee characteristics relative to employee success in the program, information analysis and interpretation, and preparation of the final report.

B. SWP Goals and Activities

The ultimate goal of the SWP is stated as "to increase ex-addict rehabilitation through the reduction of ex-addict unemployment." Shorter range objectives of the program include employment of a minimum of 88 ex-addicts from the criminal justice system in the first program year, provision of appropriate stabilizing supportive services, reduction of post-release drug and/or criminal violations by employees, placement of 80% of persons employed for a year into regular public or private employment or vocational or educational programs.

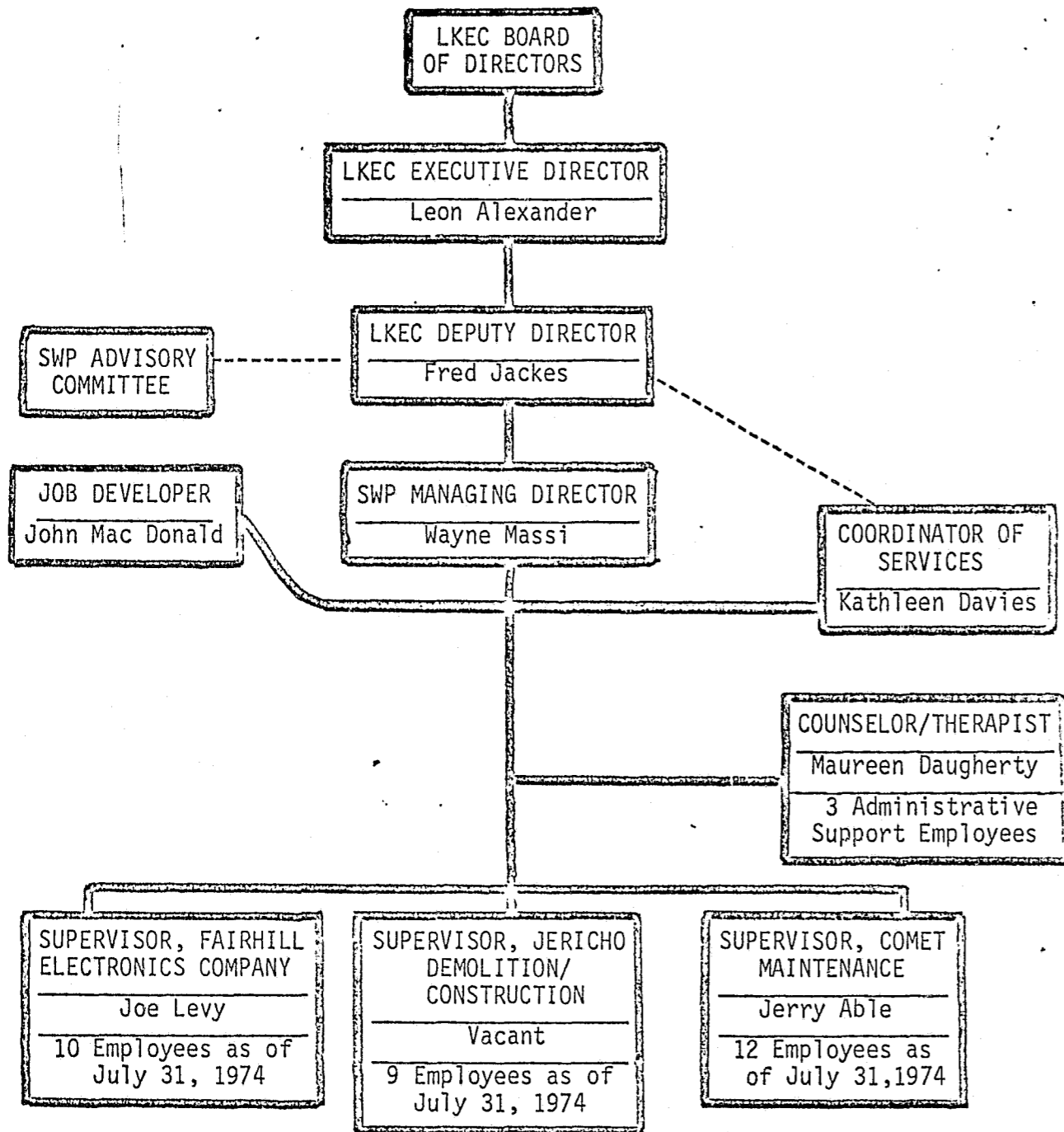
The SWP staff is made up of seven full-time persons as shown in Figure 1. SWP employees are organized in three major work units or crews: the Fairhill Electronics Company or Electronics Crew (now incorporated as a private, non-profit corporation), the Jericho Demolition Company or Demolition Crew, and the Comet Maintenance Company or Maintenance Crew. Both the Electronics and Demolition Crew employees work on jobs contracted for by the SWP with the City of Philadelphia and private employers. Since the SWP has not yet been able to secure any contracts for work by the Maintenance Crew, its employees have been assigned to maintenance and minor renovation jobs on the SWP building.

The SWP has had a continuing problem securing competent supervision for the Demolition Crew, having had three supervisors leave or be fired since the Crew's inception in February, 1974. After early supervisory problems, Maintenance Crew supervision has now been stabilized; however, some weaknesses are evident (particularly in employee problem identification and follow-up) on the part of the present Supervisor. Electronics Crew supervision has been consistent and competent since the Crew's inception in December, 1974.

SWP employee intake is adequately handled through the Philadelphia Coordinating Office for Drug and Alcohol Abuse Programs (CODAAP), to which potential candidates for SWP employment are referred by local drug and alcohol treatment programs for initial screening and referral to SWP.

A wide variety of supportive services are provided to SWP employees through the service development and planning of a Services Coordinator and service delivery by a Counselor/Therapist. While supportive services have

FIGURE 1. SWP ORGANIZATION CHART



generally been timely, appropriate and helpful to employees, service effectiveness in terms of enabling employees to remain in the program has been limited. Due to incomplete data and high Counselor/Therapist case loads, systematic advanced planning of supportive services has been lacking until quite recently. In addition some weaknesses are evident in supportive service delivery. This is primarily due to the youth and inexperience of the Counselor/Therapist and her added disadvantage of being a white female working with predominantly black male employees.

Lines of SWP administrative decision-making, management and communication are informal and characterized by close cooperation between SWP Supervisors, administrative staff, and LKEC administrators. However, some management weaknesses were noted such as inadequate employee and program record keeping (presently being improved) and occasional serious gaps in communication of employee problems or actions taken to SWP administrators. It was also noted that some negative impact on employee morale might result from the fact that the great majority of the employees are black, while the SWP and LKEC administrative staff is all white.

C. SWP Results

At the present early stage of the program's development (only seven months in operation) there are as yet no results in the form of outcomes. However, early results were evident in the form of increasing effectiveness in the performance of contracted work by SWP crews (where crew supervision has become stabilized), and a small but significant number of employees retained in the program long enough to have made distinct progress in stabilizing work habits and acquiring real work experience and skills demonstrated by an increasing ability to assume on the job responsibility and leadership.

Statistical results in terms of employee flow and retention in the program are presented in Table 1-1. As indicated, a total of 53 (60%) of the 87 persons actually employed in the SWP (excluding those persons who were hired and failed to report for work) were terminated from the program, the great majority within their first month of employment. These results show that for the majority of its employees the SWP has not been able to achieve its stated goals. An intensive study of the characteristics related to retention and termination of a sample group of 30 SWP employees indicated that likelihood of termination from the program was significantly greater for those employees with the following characteristics: black, former heroin addicts, single and living with parents, numerous criminal convictions, prior treatment and/or vocational training for short durations in numerous programs. While an equally high likelihood of termination was indicated for employees in the Electronics and Demolition Crews, a considerably lower likelihood of termination was indicated for employees in the maintenance Crew (the one crew that has not yet worked on contracted jobs and has no requirements for employee assignment).

D. Conclusions and Recommendations

On the basis of the results described in Section IV., it is concluded that while early SWP success in terms of the retention of employees in the program has been disturbingly low, the SWP is a new and thoroughly innovative program that gives evidence of successfully developing the concept of supported work in Philadelphia while making serious efforts to correct internal problems and weaknesses. In its first seven months of operation the SWP shows a significant potential for filling a long-standing gap in the

TABLE 1-1. Employee Flow From Program Start Through July 31, 1974

Referral Source	PROGRAM STATUS						TOTAL
	Retained No.	%	Terminated No.	%	Failed to Report No.	%	
Probation Department	14	39%	19	53%	3	8%	36
Alcohol Unit	3	43	3	43	1	14	7
Drug Unit	6	54	4	36	1	10	11
Residential	1	14	6	86	0	0	7
Probation Officer	4	36	6	54	1	10	11
Out Patient (Drug Free)	7	29	13	56	4	15	24
Out Patient (Alcohol)	3	33	6	67	0	0	9
Methadone Maintenance	5	20	10	40	10	40	25
Alcohol Residential	2	100	0		0		2
Drug Free Residential (Graduates)	3	37	5	63	0		8
TOTAL	34	*33%	53	51%	17	16%	104

*Note: SWP Retained 40% of persons actually employed in SWP (FTRs not counted)

drug addict and alcoholic treatment/rehabilitation system. In fact the SWP represents a unique and innovative attempt to complete the drug addict and alcoholic rehabilitation process by addressing a previously neglected or superficially and unsuccessfully recognized need. That is the SWP initiated a concrete program for enabling the ex-addict and ex-alcoholic whose addiction problem has been stabilized and who in some cases has been provided with educational and vocational training resources to gradually and with essential supports move into successful and rewarding experience in the mainstream of the world of work. Prior to the SWP such persons were either sent out to move into the world of work on their own, with almost sure failure and eventual return to drugs and/or alcohol, or were forced to retreat to a sheltered work setting with little or no real world of work experiences. Moreover, for a small but significant number of ex-addicts and ex-alcoholics coming into the program the SWP has clearly provided a vehicle for real progress in acquiring positive and stable work habits, assuming responsibility and in some cases leadership capability for quality work production, and developing strong motivation to "make it" in the world of work.

It is also concluded, on the other hand, that the SWP in its early stages of development with its high rate of employee terminations raises some serious questions as to the appropriateness of such a program (essentially based on a traditional individual rehabilitative approach, work behavior modification, and work experience/work skills transference) for the majority of the population it seeks to serve. Undoubtedly some employee terminations resulted from early mistakes made by the program in the process of learning how best to

actualize the supported work concept. Some terminations may also be attributed to internal program problems and weaknesses such as inadequate and inconsistent employee supervision, woefully inadequate work equipment and tools, gaps in staff communication, lack of maturity and experience on the part of key supportive service staff, and racial imbalance in administrative staff as compared to the employee population. However, the evaluation results suggest a consistent pattern of history of rejection of traditional rehabilitation goals and SWP goals on the part of the majority of terminated employees. This suggestion raises the question whether the SWP with its present goals and methods can be expected to fail with consistent predictability in successfully rehabilitating the majority of the persons it seeks to serve. It is stressed that this evaluation only raises the question. It is too early in the program's development, and the present evaluation is too limited to provide a definitive answer.

Recommendations

On the basis of the above conclusions it is recommended that the Supported Work Program of the Lower Kensington Environmental Center be continued with serious consideration of increasing the present funding level to provide more experienced and competent staff, more modern, mechanized work equipment and tools and more extensive and detailed evaluation. It is further recommended that the following changes and improvements in program operations be implemented in the next Program Year:

1. That continued, strenuous efforts be made to recruit and hire employee supervisors (particularly in the areas of demolition and maintenance) that have not only technical competence and experience in a particular

work area, but more important have proven supervisory capability and knowledge of and experience in dealing with the unique problems of ex-addicts and ex-alcoholics. The implementation of this recommendation will probably require additional funds both for the recruiting effort and for higher supervisor salaries.

2. In connection with the above recommendation, that more rigorous requirements be placed on employee supervisors with respect to close, on-the-job involvement with their employees, more complete and detailed evaluation of employee performance, and swifter and more intensive follow-up of employee performance problems. It is suggested that these requirements be formalized in a written job description and/or supervisor employment contract agreement.
3. That formalized mechanisms be developed for the rapid and accurate communication of decisions and actions taken with respect to employee problems or work problems arising on the job to program administrators.
4. That more modern and efficient work equipment and tools be provided for employees to carry out contracted work by standards somewhat closer to the real world of work.
5. That a Senior Counselor/Therapist be recruited and hired with experience and proven capability in the delivery of supportive services to either replace or work with the present Counselor/Therapist. It is suggested that this Senior Counselor/Therapist preferably be a black male.
6. That strenuous efforts be made to recruit and hire black administrators to fill any vacancies that occur in administrative staff.
7. That more extensive and detailed evaluation be conducted in the next Program Year along the lines suggested in Section III. of this report.

SECTION II GOALS AND ACTIVITIES

A. Background

The original idea of a Supported Work Program (SWP) in Philadelphia was developed by the Lower Kensington Environmental Center (LKEC) as a logical extension of their existing programs for the treatment and rehabilitation of young drug abusers and criminal offenders in early 1973. The SWP concept was based on a series of demonstration supported work projects being undertaken by the Vera Institute in New York City. With the support and assistance of the Philadelphia Coordinating Office for Drug and Alcohol Abuse Programs, the LKEC's Supported Work Program was funded by the Governor's Justice Commission in November, 1973. The original plans for the SWP as a series of independent businesses employing some 300 ex-addicts had to be greatly modified due to serious funding constraints. These funding constraints plus the extreme pressure of time (requiring the program to become fully operational and self-supporting within 11 months) resulted in the need for unfortunate haste in preparing physical facilities and recruiting, hiring and training needed staff. For example, properly qualified SWP staff with the unique combination of business management experience, technical expertise in specific work skills (e.g., electronics, building demolition, construction and building maintenance), and experience in ex-addict rehabilitation were very hard to find and hire, particularly at the comparatively low salary levels the SWP was constrained to offer. In order to get the program underway

quickly some compromises in the quality of staff, particularly line employee supervisors, had to be made resulting in problems of Supervisor inadequacy and turnover in the early stages of the program's development. The SWP became operational with the hiring of the first group of eight employees in February, 1974.

B. Goals

The stated goals of the SWP are as follows:

Long-range

1. To increase ex-addict rehabilitation through the reduction of ex-addict unemployment

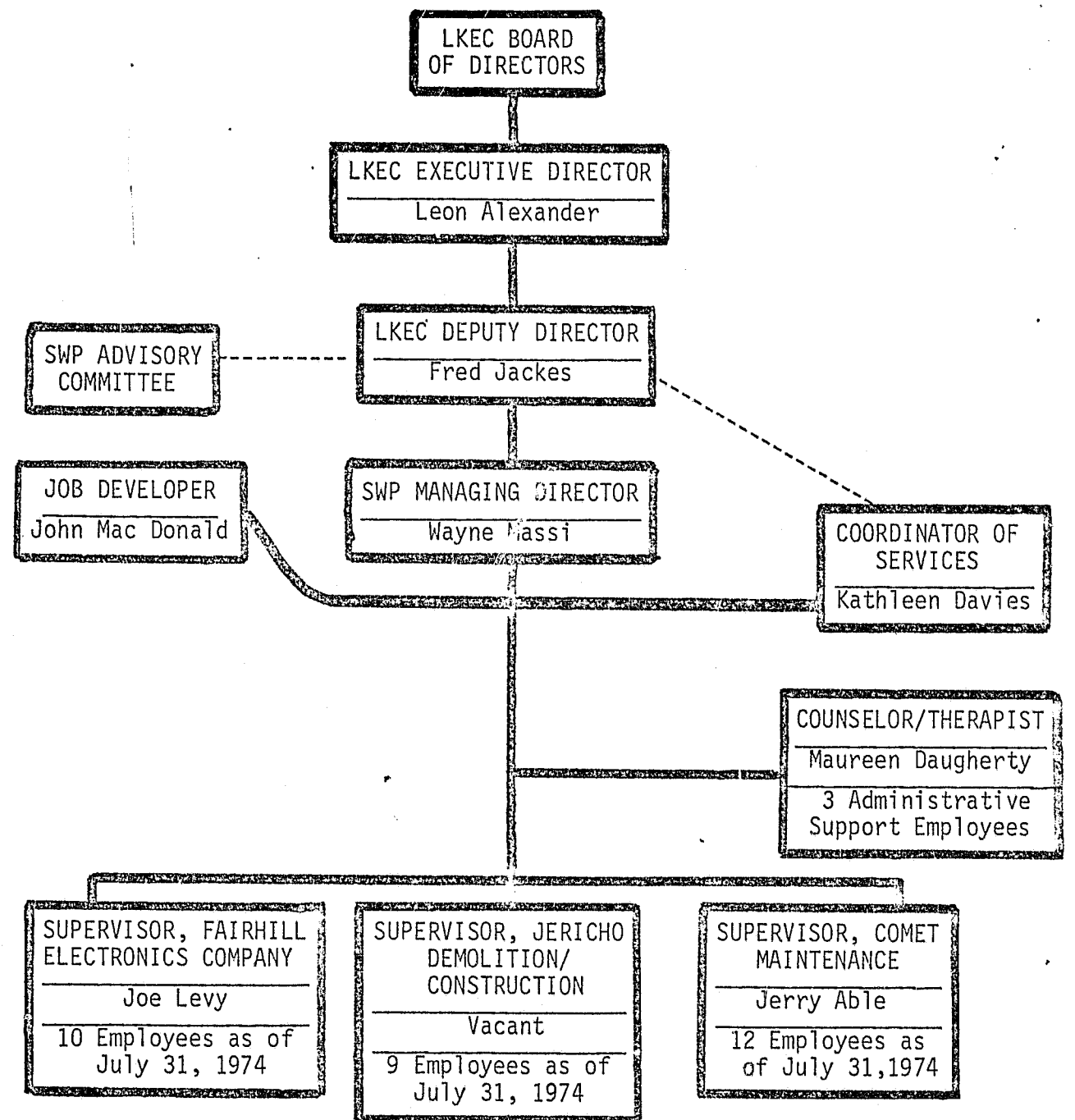
Short-range

1. To employ a minimum of eighty-eight (88) ex-addicts from the criminal justice system in temporary, useful, supported jobs by the end of the first program year
2. To provide appropriate supportive services to these workers to enable them to maintain their stability both on and off the job
3. To reduce post-release drug and/or criminal violations on the part of the workers
4. To place a minimum of eighty percent (80%) of all those ex-addicts who remain with the program for a year into regular public or private employment, or appropriate vocational or educational programs, replacing them with new supported work employees.

C. Organization and Activities

The SWP staff consists of seven full-time persons including a Managing Director, a Coordinator of Services, a Job Developer, a Counselor/Therapist, and three Employee Supervisors. Project organization is shown in Figure 1. As indicated in the Organization Chart, SWP employees are organized in three

FIGURE 1. SWP ORGANIZATION CHART



major work units or crews, with a staff Supervisor in charge of each crew. In addition, three employees to date have been assigned by preference to work under the Counselor/Therapist performing clerical and administrative tasks. The three work crews are as follows:

Fairhill Electronics Company, Inc.--This crew began with three employees in December, 1973. Under sub-contract with a private electronics company this crew has been working on the unpacking and preparation or assembly of electronic components and the repair of television sets. In addition they have been assembling and installing closed circuit TV systems for the Diagnostic and Rehabilitation Center and Philadelphia Family Planning. The Electronics Crew has been certified and incorporated under Pennsylvania law as an independent, non-profit corporation.

The Jericho Demolition Company--This crew began with five employees in February, 1974. The Demolition/Construction Crew has completed several small remodeling and construction jobs under contract to private parties. In addition they have been engaged in the demolition of abandoned houses under contract to the City of Philadelphia. To date they have completed the demolition of seven houses. The Demolition/Construction Crew is presently in the process of being certified for incorporation as an independent, non-profit corporation.

The Comet Maintenance Company--The Maintenance Crew began in March, 1974 with the referral of several SWP employees by special arrangement to a private company, the Clarkies Building Maintenance Service for placement in jobs. After several employees thus referred left Clarkies without adequate explanation and follow-up, it was decided to discontinue this arrangement. A

regular SWP Maintenance Crew called Comet Maintenance Company was then formed and began working on clean-up, renovation and painting of the LKEC building in which the SWP is housed. Negotiations are still underway for outside contracts for long-term building maintenance jobs for this crew.

Since its operational beginnings in December, 1973, SWP activities have been concentrated in five major areas as follows:

1. Intake--Applicants for employment in the SWP are referred by drug and alcohol treatment programs throughout Philadelphia, including Parole and Probation Department Drug Units. In order to ensure a balanced, city-wide flow of incoming employees, all applicant referrals are handled initially through CODAAP. A treatment program wishing to make a referral to SWP first submits a Client Selection Form, providing essential applicant background information, to CODAAP. A specially trained CODAAP staff member has been designated to review the Client Selection Forms and conduct an initial applicant screening interview. On the basis of the initial interview a decision is made as to whether the applicant is ready for immediate job referral through the CODAAP Jobs Program, or whether more extensive preparation for job readiness is required by referral to the SWP. Formal criteria for appropriateness for referral to the SWP are: a) applicant must have past record of drug or alcohol problem affecting employability, b) applicant's drug or alcohol problem must have been stabilized in treatment, c) applicant must want to go to work and be willing to deal with his employability problems. If the applicant is selected for referral to the SWP, a second intake interview is conducted

by the SWP Counselor/Therapist. The purpose of this interview is to gather further information on the applicant's specific employment background, to explain fully to the applicant what he can expect from the SWP and what the SWP will expect from him, to come to a decision with the applicant on whether he will accept employment in the SWP and which type of work (e.g., electronics, demolition, or maintenance) is most appropriate to his interests and abilities. Assignment to the Electronics Crew is contingent on the applicant's possession of basic math and reading skills as determined by the administration of standard tests. Assignment to the Demolition Crew is contingent on excellent health and physical condition.

CODAAP and SWP staff interviewed by the Evaluators saw this intake process as highly effective and consistent with program goals. A problem, however, was evident in the transfer of incomplete and inadequate information on applicants when selected for referral to the SWP. The required Client Selection Forms were often found to be missing or incomplete. While this did not affect the initial applicant screening and selection by CODAAP, it did result in the absence of much applicant background information of considerable importance to SWP staff for operational decisions such as crew assignment, supportive service needs, degrees of structure needed in work setting, etc. Both CODAAP and SWP staff are aware of this problem, and mechanisms are presently being explored for assuring that Client Selection Forms are complete when applicants are referred for employment in the SWP.

2. Employee Supervision--Once employment has been accepted and a crew assignment made, the employee is responsible to his Crew Supervisor. The Crew Supervisors are responsible for efficient planning for the conduct of contracted work, daily assignment of specific tasks, daily monitoring of employee punctuality, attendance and performance, and weekly formal written evaluation of employee punctuality, attendance, performance and attitude. Crew Supervisors are expected to follow up immediately on employee failure to meet normal work requirements (e.g., lateness, unexcused absence, poor performance), to determine what the problem is and what steps must be taken to solve it. If all reasonable efforts to resolve an employee problem causing failure to meet work requirements fail (including referral to the Counselor/Therapist for supportive services), it is the Supervisor's responsibility to take appropriate action (e.g., docking of pay, suspension or termination from SWP). It is also the Supervisor's responsibility to recommend employees for periodic pay raises. For example, employees in the Electronics and Maintenance Crews all start at a salary level of \$2.00 per hour (due to the unusually strenuous and dangerous nature of the work Demolition Crew employees start at \$2.50 per hour). At the end of 30 days of work, providing normal requirements have been adequately met, employees are eligible for an automatic, \$.25 per hour raise. Subsequently at three month intervals additional raises may be granted on the basis of improvement in quality of work done and level of responsibility assumed, up to a maximum wage of \$3.50 per hour.

A lack of quality and consistency in employee supervision primarily with the Demolition Crew and to a lesser extent with the Maintenance Crew has been a major barrier to full development and stabilization of SWP operations in its first seven months of operation. The Demolition Crew has been through a succession of four Supervisors since its inception. The first three of these were clearly lacking in sufficient technical expertise and/or supervisory skills. As a result the crew has been highly unstable with a record of high employee turnover and poor performance. The present Supervisor, while having considerable technical expertise, shows some evidence of weakness in the area of supervisory capability and commitment.

While the Maintenance Crew had early problems with adequate supervision, it has had the same Supervisor now since early June, 1974. This Supervisor shows adequate technical competence, however there is some evidence of a lack of ability to follow through on identifying and working to solve problems affecting employee performance, including making effective use of the SWP supportive service resources.

It should be noted that the Electronics Crew shows evidence of having had consistent and effective supervision since its inception.

3. Support Services--An important adjunct to the SWP's employment of ex-addicts and alcoholics in a normal work setting is its capability to provide a variety of essential, rehabilitative support services. The SWP's support services include individual counseling, group recreational/therapeutic activities, securing medical, financial, educational, legal,

additional treatment, housing, etc. services. The SWP support services staff is composed of the Coordinator of Services, primarily responsible for the planning and development of service needs identification and delivery system capability, and the Counselor/Therapist, responsible for the day-to-day management and provision of services as needed. Support service staff maintain close, personal contact with counselors or Parole/Probation Officers in programs making referrals to the SWP. Thus referring agencies are kept informed of employee progress, and when serious problems arise on the job immediate recommendations are made for additional, supplementary treatment, return to full-time treatment or re-referral to appropriate treatment.

When an employee's normal work functioning becomes disrupted, it is the responsibility of the Crew Supervisor to identify the problem and try to resolve it through immediate, job-related counseling and assistance. If this fails, weekly employee staffing sessions (attended by Crew Supervisors and Support Service Staff) are the primary mechanism for initiating the application of support services. In urgent situations Crew Supervisors refer employee problems they cannot resolve directly to the Counselor/Therapist. Generally, the Counselor/Therapist will work out the needed support services in conjunction with the employee's referring agency.

In interviewing SWP employees and staff, the Evaluator found considerable evidence of the consistent provision of needed support services in a timely and appropriate manner. However, until the recent

addition of the Coordinator of Services to the SWP staff (made possible by the unexpected acquisition of a private foundation Grant), SWP support services were of necessity limited to spontaneous responses to immediate crises. Although advance planning of support services is now being undertaken, the following barriers to an effective, planned support service delivery system are evident:

- a. Client Selection Forms, which provide needed employee background information, are not being adequately completed by agencies referring clients to CODAAP for SWP screening. Thus when many employees are hired the SWP Support Services Staff does not have the information needed to begin service planning
 - b. There is presently no systematic recording and tabulating of support service actions taken and results
 - c. The present SWP Counselor/Therapist, who is being given increasing responsibility for the provision of support services to an ex-addict/alcoholic population of predominantly black males with deep-seated and complex social problems, may have difficulty overcoming the inherent disadvantages of being a young, white, female with very limited counseling and social service delivery experience.
4. Job Development--To date the focus of the SWP's job development effort has been on the location and acquisition of contracts for SWP electronics, demolition, light construction and maintenance jobs. Contracts for much of the electronics jobs were acquired informally through the extensive experience and contacts of the Electronics Crew Supervisor. Until recently, efforts to secure contracts for some of the electronics and all of the demolition, construction and maintenance

jobs were conducted by the LKEC with assistance from CODAAP. A recent staff position was created within the SWP, that of Job Developer, for the handling of this function. The Job Developer is presently negotiating with two potential clients for substantial, long-term building maintenance contracts for the SWP. The Job Developer is also working on the development of permanent, stable, upwardly mobile jobs in competitive commercial enterprises for SWP "graduates."

5. Administration--Overall SWP management and policy decision making is the responsibility of the Project Director in close consultation with LKEC administrators. The Project Director solicits regular input on policy decisions from the SWP Coordinator of Services and the Job Developer. In addition matters of SWP management and policy are discussed at weekly meetings of all SWP staff. The present SWP staff structure is sufficiently small and informal to allow for frequent, close and very open communication between staff and administrators on most program problems and decisions. However, communication of day to day problems and decisions relative to individual employees (e.g., work problems, illness, injury, temporary suspension, etc.) are occasionally aborted by the press of business and are brought to the attention of the Project Director either too late or not at all. While the Counselor/Therapist, as the Project Director's administrative assistant, is the official channel for such communication, Crew Supervisors occasionally have to make immediate decisions which do not get passed up the line because the Counselor/Therapist is not immediately available and/or the Crew Supervisor forgets to pass it on. Unfortunately there have been a few times when the Project Director has been called on to account for an urgent action taken of which he had not been informed and had no knowledge.

Management information flow within the SWP is presently in the process of being formalized and systematized to provide maximum program information to decision makers on a timely basis. Brief, formal attendance and performance evaluation forms are completed on each employee by the Crew Supervisors and submitted to the Counselor/Therapist weekly. In turn the Counselor/Therapist prepares a summary statistical report, including employee flow, status and progress data for the Project Director on a monthly basis. Improvements in both the weekly employee evaluation forms and the monthly statistical report forms are presently under consideration.

A final, partially subjective observation with respect to SWP administration may be valuable for further exploration. While the great majority of the SWP employees and Crew Supervisors are black, all of the SWP administrative decision makers are white. In itself this fact has no great significance; however, it may have some important significance in the minds of some black employees. For example, when a black employee is called up to the administrative office area of the SWP, perhaps to empty the wastebaskets or for a counseling session, and he walks past those big carpeted offices with the comfortable chairs and sees only white people occupying them, it is possible that he might notice this and that it might affect his feelings about his place in and commitment to the program. In turn such feelings might provide the black employee with an excuse or rationalization (e.g., black folks can't make it in this outfit) for giving up and splitting when the going gets tough.

On the other hand, seeing a black person occupying one of those big offices might just provide the black employee with an excuse or rationalization (e.g., I see one of us made it to the top in this outfit) to stick it out when the going gets tough.

SECTION III
EVALUATION ACTIVITIES

This evaluation of the SWP by the Center for Social Policy and Community Development was conducted during the period August 1 to September 30, 1974. Information collected and analyzed for the evaluation covered SWP operations from the programs beginnings in late December, 1973 through July 31, 1974. The following specific evaluation activities were carried out:

1. During the first two weeks in August a detailed evaluation plan was developed, including interview instruments and an employee data research design, by the CSPCD in conjunction with CODAAP and SWP staff
2. During the last two weeks in August on-site, structured interviews were conducted with all SWP staff, 12 SWP employees, appropriate CODAAP staff and SWP contractors. In addition, on-site observations were made of all SWP work crews in action, support service activities and administrative processes
3. During the first week in September detailed, individual employee data on 23 employee characteristics variables and three employee success measures was coded from a random sample of 30 SWP employee records. In accordance with the research design this data was tabulated, processed and subjected to computer analysis during the second week in September
4. During the last two weeks in September the final evaluation report was prepared. The report preparation process included discussion of evaluation findings with a CODAAP staff member and with LKEC and SWP administrators.

The data used in this report includes impressionistic information provided through interviews as described above, statistical data on employee flow from SWP monthly statistical reports, and detailed employee characteristics and program success data gathered from a random sample of 30 individual employee records drawn from SWP files. The random sample data was taken as found recorded on SWP Employment Forms (as self-reported by employees to SWP Counselor/Therapist at intake interview) and on CODAAP "Client Selection Forms" (as recorded by relevant Parole/Probation Officers or treatment counselors in agencies referring employees to SWP from agency records). Reliability of information gathered through interviews is based on the fact that all interviews were conducted by the same, skilled CSPCD Evaluator with extensive experience in research interviewing using standardized interview instruments. Reliability of the SWP monthly employee flow data was assured by cross-checking monthly reports against program records and interview information. Reliability of the random sample research data is based on the use of well-tested and standardized data coding, processing, tabulating and computer analysis instruments and procedures under the close supervision of a highly qualified CSPCD Sociologist and Research Specialist.

Some spot-checking for validity was done on the random sample research data by face-to-face questioning of SWP Crew Supervisors with particular knowledge of specific employee characteristics and success, and by telephone questioning of Parole/Probation Officers and treatment program counselors who had referred the employee to SWP. However, validity checking of all or even most of the data was not possible due to constraints of time

and unavailability of information. Moreover, for approximately 50% of the sample available records were not complete, and missing data had to be secured by the same method as the spot-checking.

Due to the fact that the evaluation covered only the first seven months of SWP operation (an insufficient period for the program to have produced any "graduates" as defined by SWP Goals) and the fact that time constraints made it impossible to undertake the very difficult task of tracking down and getting reliable follow-up information on terminated employees, we will not be able here to evaluate SWP success or failure in terms of its outcomes.

While there are presently in Philadelphia a number of vocational rehabilitation and/or employment programs that have some ex-addicts and alcoholics among their clientele, there are no such programs besides the SWP with comparable goals providing specific services to ex-addicts and alcoholics as a distinctly identifiable group. Thus the results of the employee success measures used in this evaluation, although meaningful in terms of identifying SWP strengths and weaknesses, are not meaningful in terms of evaluating overall SWP success or failure since there is nothing to compare them to. For example, the SWP's first seven months retention rate of 46% uncovered by this evaluation does mean that the program's goals of stable, long-term employment have not been (and probably will not be) realized as a direct result of the program for a large number of its participants. This fact must surely be cause for serious concern and action for improvement of the program and will provide a basis for comparison of results regarding retention rate during the next seven months of its operation. However, it still

leaves unanswered the question of whether a 46% employment retention rate for this particular time at risk for this particular type of population is good or bad. Would a different type of program or no program at all produce a better or worse retention rate? At present there is no basis for comparison.

In terms of future SWP evaluation needs, it is strongly recommended that a similar evaluation effort be continued over the next year. Two periods of intensive information collection at six month intervals are recommended. Improvements in employee and program information recording and reporting, which are presently being worked on, should strengthen the evaluation results. Continuation of the employee characteristics vs. employee success measures research study is recommended with the following modifications:

1. Expand the population under study to include all persons employed by the SWP during the period under study
2. The present "success measures" (dependent variables) should be applied to success in regular employment after graduation from the program as well as to success in employment in the SWP
3. If financially feasible, a follow-up study of terminated employees should be added to include present success measures if terminated person found regular employment, or measures of change in employee characteristics variables if regular employment is not found
4. Add to present employee characteristics variables (independent variables) some measure of amount and nature of support services received in SWP

5. In order to more accurately determine which employee characteristics and/or combinations of characteristics will predict success or failure in the program, subject employee characteristics data to multi-variant, regression analysis
6. In the processing and analysis of the data, control all employee characteristics variables and employee success measures for "time at risk" or period of exposure to the program.

Additional research along the lines indicated above, although extensive and costly, would be invaluable in determining the comparative success or failure of the supported work concept. Such research would require expanding the modified research design recommended above to study two additional populations: a) a representative population from the Vera Wildcat program in New York City, and b) a control population of ex-addicts and alcoholics coming out of treatment and not going into SWP or Wildcat programs.

SECTION IV PROJECT RESULTS

In this section we will discuss the results of the activities described in Section II above in relation to the SWP's stated goals. Each stated goal and the related Project results will be dealt with separately. In addition, we will present the results of an intensive research effort on the relationship between employee characteristics and employee success in the program for a random sample group of 30 employees. These research results will be discussed as indicators of program strengths and weaknesses.

At the present early stage of the Project's development (only seven months in operation) there are as yet no results in the form of outcomes, since no employees have been in the program long enough to have "graduated" (i.e., become ready for regular employment). However, early results in the form of increasing effectiveness in the performance of contracted work by SWP crews, particularly where crew supervision has become stabilized, and an employee retention rate sufficient to have begun producing employee peer leadership and training on the job indicate a significant potential for SWP success in meeting previously unmet employment needs of ex-addicts and alcoholics in Philadelphia.

1. Stated Goal

To increase ex-addict rehabilitation through the reduction of ex-addict employment.

Project Results

This goal is stated as long-range and could not be expected to be accurately measurable for six months to a year after the SWP begins

"graduating" its employees (latter half of 1975). However, it can be tentatively stated as a result of this evaluation that in its first seven months of operation the SWP has made a small dent in the reduction of ex-addict unemployment as follows: a) a total of 34 (40%) of the 87 persons actually employed by the SWP were retained as active employees, performing in accordance with normal work requirements, as of July 31, 1974; and b) according to the CODAAP Employment Specialist who handles all drug and alcohol treatment program referrals for employment, had SWP not been in existence these same 34 persons could not have been referred to any presently existing employment program due to their lack of education, job skills, stable work experience, and their records as ex-addicts or alcoholics (many with the additional stigma of being convicted criminals). In fact, these same 34 persons would have been given on the spot job counseling and sent out to look for work on their own, with very little chance of lasting success.

2. Stated Goal

To employ a minimum of eighty eight (88) ex-addicts from the criminal justice system in temporary, useful, supported jobs by the end of the first program year.

Project Results

As shown in Table 1-1. below, on the basis of SWP intake and retention rates during its first seven months of operation (an average of 15 persons hired per month with 1/3 of this number or five persons per month retained as active employees) this goal will not be fully realized

TABLE 1-1. Employee Flow From Program Start Through July 31, 1974

Referral Source	PROGRAM STATUS						TOTAL
	Retained No.	%	Terminated No.	%	Failed to Report No.	%	
Probation Department	14	39%	19	53%	3	8%	36
Alcohol Unit	3	43	3	43	1	14	7
Drug Unit	6	54	4	36	1	10	11
Residential	1	14	6	86	0	0	7
Probation Officer	4	36	6	54	1	10	11
Out Patient (Drug Free)	7	29	13	56	4	15	24
Out Patient (Alcohol)	3	33	6	67	0	0	9
Methadone Maintenance	5	20	10	40	10	40	25
Alcohol Residential	2	100	0		0		2
Drug Free Residential (Graduates)	3	37	5	63	0		8
TOTAL	34	*33%	53	51%	17	16%	104

*Note: SWP Retained 40% of persons actually employed in SWP (FTRs not counted)

at the end of the first program year. In fact the above monthly average projected over the remaining five months would result in a total of 59 active employees by the end of the first program year. This projection of achievement of 2/3 of the originally anticipated employment level is by no means an indication of program failure and is probably lower than what will actually be achieved in view of the following:

- a. Early problems in acquiring properly qualified employee supervisors resulting in excessive employee turnover and crew instability, necessitating an intentional cutback in planned new employee intake played a significant part in the first seven month's lower than anticipated employment levels.
- b. A complete lack of experience on the part of SWP administrators in identifying the best potential sources of contracts for work, selling those potential sources on supported work as a legitimate source of contracted labor, and the technics of effectively bidding on and negotiating work contracts all played an important part in the SWP's not being able to provide contracted job slots as quickly and in as great numbers as originally, somewhat naively anticipated.
- c. Both of the above problems have now been resolved sufficiently to provide a reasonable expectation that a significant increase in employee intake and retention will occur during the remaining five months of the first program year. In fact the month of September saw the largest intake of new employees (i.e., 12) in any month since the program's inception.

3. Stated Goal

To provide appropriate supportive services to these workers to enable them to maintain their stability both on and off the job.

Project Results

Table 1-1. clearly indicates that the SWP to date has shown inadequate results toward the achievement of this goal. Sixty per cent of those persons actually employed in the SWP (excluding persons hired but failing to report for work and therefore unable to be provided supportive services) were not enabled to maintain their stability sufficiently to remain in the program. Table 1-1. further shows that the SWP had by far the least success in maintaining those employees referred from outpatient alcohol and residential drug-free programs. The high percentage of program "failures" in terms of retention can be attributed to either the inappropriateness (e.g., lack of readiness) of the majority of persons referred for the supported work setting or inadequacies within the program itself. The results found in this evaluation suggest that both explanations need serious consideration. For example, our data (see random sample research results below) indicates that a disproportionate number of those employees who do not remain in the program (average length of stay in program for terminees is 19 days) are young, single, black persons with histories of serious heroin and criminal involvement and treatment records characterized by short stays in multiple programs (often including vocational training). Such persons may see regular employment in the "mainstream of American life" as extremely dull and immediately unrewarding compared to the pressures and excitement of "hustling on the street." For them a program, such as the SWP, may be singularly inappropriate--may be seen as neither desirable nor necessary except as a temporary haven in which to collect ones physical, emotional

and financial resources in order to get back to the real life on the street. In a sense they are actualizing the ultimate in individual, competitive free enterprise--that is use any means available to acquire the maximum power and success one's environment permits. Such a person might be expected to remain in the SWP not because he is motivated to "make it" in the world of work, but because with advancing age he has exhausted his limited resources and is forced to accept regular employment as the only alternative to death. This interpretation of the SWP's apparently low retention rate is reinforced by the comparatively higher retention rate (58%) of employees in the Maintenance Crew, to which the least educationally, technically and physically competent employees tend to be assigned.

On the other hand SWP program inadequacies in the areas of employee supervision and supportive service planning and delivery (as described in Section II. above) tend to inhibit stable progress and accomplishment in the work setting and reliable continuity of supportive services responsive to discerned employee needs rather than manifest employee dissatisfaction and/or performance disruption. Delays or failures in upward communication to the Project decision-makers of on the job problems and actions in combination with supervisory and supportive service weaknesses may be seen by some employees as arbitrary and somewhat chaotic, preventing maximum peer support and leadership and fostering administrative approval of the most passive, least competent and aggressive employees.

4. Stated Goal

To reduce post-release drug and/or criminal violations on the part of the workers.

Project Results

Although no quantitative measure of post-release drug and/or criminal violations was made in connection with this evaluation, it may be assumed that as long as employees were retained in the program the likelihood of this goal being achieved remained high. On the other hand, for the 60% of those persons actually employed in the program who here terminated, it may be assumed that drug and/or criminal violations either had already begun and resulted (directly or indirectly) in their termination or could in many cases be expected to follow termination. Thus, as discussed under results for Goal 3. above, serious concern is raised for the large number of SWP employees for whom the achievement of this goal is unlikely.

5. Stated Goal

To place a minimum of eighty percent (80%) of all those ex-addicts who remain with the program for a year into regular public or private employment, or appropriate vocational or educational programs, replacing them with new supported work employees.

Project Results

Of necessity results in this goal area cannot be measured until after the end of the first program year (January, 1975). However, present indications of likelihood of success are conflicting. On the one hand,

a high likelihood of success is indicated by the work that has already begun by the SWP Job Developer and the Electronics Crew Supervisor in developing regular jobs for graduating employees and the high level of stability and performance improvement on the part of those employees who have remained in the program for six months or more. On the other hand some serious barriers to success in this goal area are indicated by present, firmly established, economic trends (e.g., steadily increasing inflation, unemployment, tightening of the job market). For example, the recent announcement of the closing down of the Schmidts Brewery in Norristown with the possible layoff of 200 or more workers may foreshadow serious problems for persons seeking to successfully enter the world of work in the near future.

Results of the Study of The Relationship Between SWP Employee Success/Failure In The Program and Employee Demographic, Drug Abuse, Drug Treatment and Criminal History Characteristics.

As part of this evaluation, an intensive research study was undertaken to determine the extent and nature of the relationship between the success or failure of SWP employees in the program and a variety of employee characteristics hypothesized to be potentially important determinants of that success or failure. The study design involved the use of specific measures of 23, predominantly qualitatively defined, individual employee characteristics as independent variables and three, quantitatively defined, individual employee program success indicators as dependent variables. The data employed for the independent and dependent variable measures was drawn from the SWP

individual employee files of a random sample of 30 persons hired by the SWP (including those hired but not reporting for work and those terminated from the program) from its start-up in December, 1973 through July 31, 1974. For a discussion of supplementary data sources used and reliability and validity of data see Section III. Evaluation Activities above. The 23 independent, employee characteristics variables were as follows:

Age	Work Experience	Criminal Justice Status
Sex	Vocational Training	Arrests
Race	Work Stability	Convictions
Nationality		Type of Crime
Residence		Drug of Abuse
Education		Frequency of Use
Marital Status		Prior Treatment
Dependents		Source of Referral
Living Arrangements		Time in Program Referring
		Status in Program Referring
		Crew Assignment in SWP

Definitions of these variables are provided in the Employee Data Coding Form attached as Appendix A to this report.

The three dependent, employee success, variables were as follows:

Attendance--computed by dividing the number of days an employee was absent from work during employment by the number of days the employee was actually employed

Retention--whether or not an employee was terminated from the program, including termination by reason of failure to report for work after being hired

Length of Employment--total number of days actually employed in the program, including days absent prior to termination.

The data on each employee, coded by standardized measures of each variable, was subjected to a series of cross tabulations of each of the 23 independent variables with each of the three dependent variables. Tables 2-1 through

2-3 and 3-1 through 3-9 present the results of these cross tabulations where any significant relationship between a given independent variable and a given dependent variable appeared. By significance we do not mean precise mathematical significance for generalization to the whole SWP population or for statistically predicting certain success or failure outcomes by certain employee characteristics. Rather we mean general significance in terms of better understanding the most probable reasons for broad patterns of success and failure. Barriers to the determination of the precise mathematical significance of the cross tabulations were introduced by two factors: 1) the very small size of the group under study (N=30), necessitated by time constraints, results in a high frequency of missing values or values so small as to be unrepresentative of the study group in most of the cross tabulations; 2) lack of clarity and/or completeness of the available data made it impossible to define any measures for some variables (i.e., work experience, work stability, type of crime, status in program referring). The variables of age, sex and nationality were completely unusable due to the heavily skewed distribution of the small sample group in each.

Tables 2-1 through 2-3 below present cross tabulations for the employee characteristics that related significantly to the employee success variable "Attendance." We will present and discuss each table separately.

TABLE 2-1. Employee Success in Terms of Attendance by Race

Percentage of Absences	Blacks		Whites		TOTAL
	No.	%	No.	%	
0 - 10%	4	20	6	75	10
11 - 30%	8	40	2	25	10
31% & Above	8	40	0	0	8
TOTAL N = 28	20	80	8	20	28

The race variable, as shown in Table 2-1, showed the strongest relationship of all the independent variables to employee success or failure. The distribution of each of the two racial groups among the three attendance categories (e.g., low, middle and high absenteeism) strongly indicates that white employees are more likely to have few absences while black employees are prone to higher absenteeism. Some explanation for this very unequal distribution by race may be connected with area of residence, since racially segregated housing patterns are still widely prevalent in the Philadelphia area. For example, it is more time consuming and costly to get to the SWP for work each day from West Philadelphia, where the black population is heavily concentrated, than from North or South Philadelphia, where the heaviest concentrations of inner-city white populations are found. However, a more reasonable explanation in most cases would be the extent of commitment (for whatever reason) to the SWP or the extent of expectation of getting something valuable out of the program. The higher one's commitment/expectations the more likely one is to make an effort to get there. The fact that many black employees may have lower commitment/expectations relative to the SWP is not inconsistent with the fact of an all white administration and supportive service staff.

TABLE 2-2. Employee Success in Terms of Attendance by Drug Most Frequently Used

Percentage of Absences	Non-Heroin Users		Heroin Users		TOTAL
	No.	%	No.	%	
0 - 10%	5	63	5	28	10
11 - 30	3	37	5	28	8
31% & Above	0	0	8	44	8
TOTAL	8	30%	18	70%	26

Less significant than the Race variable, but with strong enough relationship to success to be of interest is the Drug Most Frequently Used variable shown in Table 2-2. While only a slight weighting toward high absence is indicated for employees seriously involved with heroin use, non-heroin users show a strong likelihood for low absence rates. Heroin use versus non-heroin use may well be closely related to race, since the distribution of the sample group among heroin and non-heroin users is almost identical to that among blacks and whites. Moreover, the distribution of non-heroin users among the three categories of absence rates shows strong similarities to the absence rate distribution for whites. Demographic studies of urban drug use patterns also support the conclusion that race is strongly related to drug use patterns. It might also be concluded that heroin addiction, with its attendant disruption of any "normal" social and economic functioning, indicates a greater alienation from normative work values and commitment than addiction to the less functionally disruptive drugs. Unfortunately the number of former alcohol abusers in the study group was too small for comparison with former drug abusers.

TABLE 2-3. Employee Success in Terms of Attendance by Crew Assignment in SWP

	Electronics		Demolition		Maintenance		TOTAL
	No.	%	No.	%	No.	%	
0 - 10%	4	80	3	25	3	27	10
11 - 30	0	0	6	50	4	36.5	10
31% & Over	1	20	3	25	4	36.5	8
TOTAL	5		12		11		28

Table 2-3 shows an unusually strong correlation between Electronics Crew employees and low absence rates. This is not surprising, however, since only the Electronics Crew has had the same Supervisor since its inception. Moreover, this Supervisor places strong negative sanctions on absence. From these results it may be argued that stability and consistency of supervision tend to inspire higher employee attendance. This independent of racial considerations, since the Electronics Crew is predominantly black while its Supervisor is white. It should also be noted that interviews with the Electronics Crew Supervisor and employees by the Evaluator revealed a strong sense of commitment on the part of that Supervisor to the "success" of his employees. Such commitment was not evident on the part of the other two Crew Supervisors.

Tables 3-1 through 3-9 below present cross tabulations for the employee characteristics that relate significantly to employee success as expressed by retention in the program. It should be noted that marked difference is apparent between employee characteristics versus Attendance and employee characteristics versus Retention. For example, both the Race and Drug variables relate with approximately the same strength to Retention as was the case for Attendance, suggesting that both race (e.g., racial make up of employees vs. administration) and drug abuse (e.g., impact of heroin use on alienation from one's environment) have a consistent and interrelated influence on employees likelihood of success in the SWP, independent of other employee characteristics. However, a number of additional employee characteristics emerge as being significantly related to Retention that did not relate significantly to Attendance. In particular variables concerning patterns of life style (e.g., relationships with family, the law and training and treatment programs) show an influence they did not show on Attendance. It is here suggested that good or poor attendance is primarily a product of an employee's day-to-day feelings about the program, such as, how much hassle he is willing or compelled for lack of alternatives to put up with, since good attendance is predominantly voluntary on the part of the employee. Remaining in or being terminated from the program, on the other hand, is not predominantly voluntary and may result from conscious or unconscious selection and rejection of employees by the program. Thus retention or termination is more likely to be a product of well established patterns of relationship to the major controlling institutions in an employees environment, which

may or may not be expressed in immediate feelings about the program. For example, an employee may remain in the program not because of any commitment/expectations regarding it, but because he has learned to relate to or use in certain ways that best serve his non-normative life style controlling institutions such as the SWP. Such an employee may be expected to remain in the program (with good or relatively poor attendance) just so long as it serves his life style needs without too much hassle, with no intention of successfully completing the program. This new dimension in employee characteristics and program success relationships will become clearer as we present and discuss each of the independent variable cross tabulations with employee retention.

As was the case for the Attendance variable, retention in the program is related most strongly to race. Also again, the unequal distribution of blacks versus whites among the retained and terminated categories showed strong similarities to the distribution of heroin users versus non-heroin users among the same two categories. Tables 3-1 and 3-1a clearly indicate a high likelihood for white employees and for non-heroin user employees to be retained in the program, and for black employees and heroin user employees to be terminated.

TABLE 3-1. Employee Success in Terms of Retention in Program by Race

	R A C E				total TOTAL
	Black		White		
	No.	%	No.	%	
RETAINED	7	32	6	75	13
TERMINATED	15	68	2	25	17
TOTAL	22		8		30

TABLE 3-1a. Employee Success in Terms of Retention in the Program by Drug Most Frequently Used

	D R U G				TOTAL
	Non-Heroin Users		Heroin Users		
	No.	%	No.	%	
RETAINED	5	62.5	8	40	13
TERMINATED	3	37.5	12	60	15
TOTAL	8		20		28

TABLE 3-2. Employee Success in Terms of Retention in Program by Marital Status

	Married		Single		TOTAL
	No.	%	No.	%	
RETAINED	5	56	8	38	13
TERMINATED	4	44	13	62	17
TOTAL	9		21		30

TABLE 3-3. Employee Success in Terms of Retention in Program by Number of Dependents

	DEPENDENTS				TOTAL
	Self Only		Additional Dependents		
	No.	%	No.	%	
RETAINED	4	31	9	53	13
TERMINATED	9	69	8	47	17
TOTAL	13		17		30

TABLE 3-4. Employee Success in Terms of Retention in Program by Living Arrangements

	With Spouse		With Parents		Other		TOTAL
	No.	%	No.	%	No.	%	
RETAINED	3	50	3	25	4	50	10
TERMINATED	3	50	9	75	4	50	16
TOTAL	6		12		8		26

Tables 3-2, 3-3 and 3-4 all show family relationship variables as they affect retention in the program. In view of the fact that the great majority of the sample group were 21 years of age or over (normally marriageable age), the three tables taken together suggest a significant pattern of program retention relative to employee family life. That is, those employees with the least normative, minimal responsibility, family life characteristics (e.g., single, with no dependents, living with parents) are least likely to remain in the program.

In Table 3-5 the employee criminal life variable in terms of number of criminal convictions is shown in relation to retention in the program. A significant relationship is evident ranging from a slightly higher likelihood of retention for employees with no criminal convictions to a very small likelihood of retention for employees with numerous criminal convictions. As in Tables 3-2 through 3-4 above, a pattern clearly emerges suggesting that normative behavior toward the controlling institutions in an employees life, such as the family and the law, tend toward success, while non normative behavior towards these institutions tends toward failure in the SWP. Put in another way, an employee's chances of success in the SWP, hence ultimately his chance of "making it" in the world of work, is significantly influenced by a well established life style or conscious pattern of choices he has made concerning his relationship to the dominant institutions in our society.

TABLE 3-5. Employee Success in Terms of Retention in Program by Number of Criminal Convictions

	NUMBER OF CONVICTIONS						TOTAL
	None		1-2 Convictions		3 or More Convictions		
	No.	%	No.	%	No.	%	
RETAINED	5	62.5	7	50	1	17	13
TERMINATED	3	37.5	7	50	5	83	15
TOTAL	8		14		6		28

In Tables 3-6 through 3-8 data on three different variables, each having to do with pre-SWP employee relationship to social service or treatment programs (the human service bureaucracy/institution), is presented as it relates to retention in the program. Again, a significant relationship is evident, ranging from a somewhat higher likelihood of retention for employees with no prior involvement with treatment of vocational training programs to a small likelihood of retention for employees with short periods of prior involvement with numerous programs. Note, however, that it is not involvement with the human services bureaucracy/institution per se that negatively influences retention. Rather it is the character of the involvement that shows the strongest relationship to retention in the program. For example, in Tables 3-6 and 3-8 where the length of prior involvement is under consideration, the shortest period of involvement shows the greatest likelihood of termination from the SWP. When the three Tables are taken together, the data strongly suggests that employees with the greatest likelihood of failing (being terminated from the SWP) are those whose prior involvement with treatment programs or vocational programs is characterized by short stays in numerous programs. Thus an established pattern of non-normative behavior toward the world of rehabilitation programs (that is repeated use of such programs without staying and being rehabilitated) is very likely to continue when an employee enters the SWP, and result in his termination.

TABLE 3-6. Employee Success in Terms of Retention in Program by Prior Vocational Training

	VOCATIONAL TRAINING						TOTAL
	None		1-6 Months		7+ Months		
	No.	%	No.	%	No.	%	
RETAINED	9	56	1	17	3	37	13
TERMINATED	7	44	5	83	5	63	17
TOTAL	16		6		8		30

TABLE 3-7. Employee Success in Terms of Retention in Program by Prior Drug/Alcohol Treatment Record

	PRIOR TREATMENT						TOTAL
	None		1 Program		2-3 Programs		
	No.	%	No.	%	No.	%	
RETAINED	2	67	8	53	3	30	13
TERMINATED	1	33	7	47	7	70	15
TOTAL	3		15		10		28

TABLE 3-8. Employee Success in Terms of Retention in Program by Length of Time in Treatment Program Making Referral

	NUMBER MONTHS IN TREATMENT PROGRAM MAKING REFERRAL						TOTAL
	None		Less than 6 Months		7 Months or More		
	No.	%	No.	%	No.	%	
RETAINED	5	62	3	23	4	57	12
TERMINATED	3	37	10	77	3	43	16
TOTAL	8		13		7		28

TABLE 3-9. Employee Success in Terms of Retention in Program by SWP Crew Assignment

	SWP CREW ASSIGNMENT						TOTAL
	Electronics		Demolition		Maintenance		
	No.	%	No.	%	No.	%	
RETAINED	2	33	4	33	7	58	13
TERMINATED	4	67	8	67	5	42	17
TOTAL	6		12		12		30

Table 3-9 presents employee retention versus termination. It is of significance that the Electronics Crew, which showed an exceptionally high rate of good attendance (see Table 2-3 above), shows a normally low rate of retention in the program. Thus good attendance, which is most heavily sanctioned by the Electronics Crew Supervisor, bears no relationship to the likelihood of employees remaining in the program. It is also significant that the employee retention rate is considerably higher for the Maintenance Crew than for either Electronics or Demolition Crew employees. The following facts suggest an explanation for this abnormally high retention for Maintenance Crew employees:

- a. the Maintenance Crew is the only Crew that has not yet worked on outside contracts, and therefore has not been subject to the same competitive pressure for effective employee performance;
- b. the Maintenance Crew Supervisor has been somewhat lax in identifying and pursuing employee attendance and performance problems, and tends to avoid putting pressure on them
- c. assignment to the Maintenance Crew is not contingent on employees meeting any educational or physical requirements as is the case with both Electronics and Demolition Crews, thus causing the Maintenance Crew to tend to be a catch-all for those incoming employees with the least vocational competence or resources.

These facts, when related to the Maintenance Crew's abnormally high retention rate, suggest that the greater the pressure on employees to perform and the greater the employees' vocational competence or resources the more likely they are to be terminated from the program. In more general terms, these facts raise a serious question; namely, whether the ex-addict or ex-alcoholic's ability to succeed in the SWP is influenced predominantly by his commitment/expectations relative to the program and "making it" in the world of work, or whether the ex-addict or ex-alcoholic's ability to succeed in the SWP is influenced predominantly by his lack of resources with which to survive anywhere else and how easy the program makes it for him to stay. Because of its serious limitations (see Section III. Evaluation Activities in this report), the present study can only raise the question and suggest the possibility that the latter alternative is the most reasonable answer. A more definitive answer to the question must await a more extensive and detailed study as suggested in Section III. above.

The results of the analysis of employee characteristics variables as they relate to the Length of Employment success measure (dependent variable) were so similar to those presented above for the Retention measure that their presentation here would be repetitious and uninformative. Suffice it to say that the pattern of employee characteristics' influence on employee success in terms of length of employment serves to reinforce the results shown above.

SECTION V
CONCLUSIONS AND RECOMMENDATIONS

On the basis of the results described in Section IV. above, it is concluded that while early SWP success in terms of the retention of employees in the program has been disturbingly low, the SWP is a new and thoroughly innovative program that gives evidence of successfully developing the concepts of supported work in Philadelphia while making serious efforts to correct internal problems and weaknesses. In its first seven months of operation the SWP shows a significant potential for filling a long-standing gap in the drug addict and alcoholic treatment/rehabilitation system. In fact the SWP represents a unique and innovative attempt to complete the drug addict and alcoholic rehabilitation process by addressing a previously neglected or superficially and unsuccessfully recognized need. That is the SWP initiated a concrete program for enabling the ex-addict and ex-alcoholic whose addiction problem has been stabilized and who in some cases has been provided with educational and vocational training resources to gradually and with essential supports move into successful and rewarding experience in the mainstream of the world of work. Prior to the SWP such persons were either sent out to move into the world of work on their own, with almost sure failure and eventual return to drugs and/or alcohol, or were forced to retreat to a sheltered work setting with little or no real world of work experiences. Moreover, for a small but significant number of ex-addicts and ex-alcoholics coming into the program the SWP has clearly provided a vehicle for real

progress in acquiring positive and stable work habits, assuming responsibility and in some cases leadership capability for quality work production, and developing strong motivation to "make it" in the world of work.

It is also concluded, on the other hand, that the SWP in its early stages of development with its high rate of employee terminations raises some serious questions as to the appropriateness of such a program (essentially based on a traditional individual rehabilitative approach, work behavior modification, and work experience/work skills transference) for the majority of the population it seeks to serve. Undoubtedly some employee terminations resulted from early mistakes made by the program in the process of learning how best to actualize the supported work concept. Some terminations may also be attributed to internal program problems and weaknesses such as inadequate and inconsistent employee supervision, woefully inadequate work equipment and tools, gaps in staff communication, lack of maturity and experience on the part of key supportive service staff, and racial imbalance in administrative staff as compared to the employee population. However, the evaluation results suggest a consistent pattern or history of rejection of traditional rehabilitation goals and SWP goals on the part of the majority of terminated employees. This suggestion raises the question whether the SWP with its present goals and methods can be expected to fail with consistent predictability in successfully rehabilitating the majority of the persons it seeks to serve. It is stressed that this evaluation only raises the question. It is too early in the program's development, and the present evaluation is too limited to provide a definitive answer.

Recommendations

On the basis of the above conclusions it is recommended that the Supported Work Program of the Lower Kensington Environmental Center be continued with serious consideration of increasing the present funding level to provide more experienced and competent staff, more modern, mechanized work equipment and tools and more extensive and detailed evaluation. It is further recommended that the following changes and improvements in program operations be implemented in the next Program Year:

1. That continued, strenuous efforts be made to recruit and hire employee supervisors (particularly in the areas of demolition and maintenance) that have not only technical competence and experience in a particular work area, but more important have proven supervisory capability and knowledge of and experience in dealing with the unique problems of ex-addicts and ex-alcoholics. The implementation of this recommendation will probably require additional funds both for the recruiting effort and for higher supervisor salaries.
2. In connection with the above recommendation, that more rigorous requirements be placed on employee supervisors with respect to close, on-the-job involvement with their employees, more complete and detailed evaluation of employee performance, and swifter and more intensive follow-up of employee performance problems. It is suggested that these requirements be formalized in a written job description and/or supervisor employment contract agreement.

3. That formalized mechanisms be developed for the rapid and accurate communication of decisions and actions taken with respect to employee problems or work problems arising on the job to program administrators.
4. That more modern and efficient work equipment and tools be provided for employees to carry out contracted work by standards somewhat closer to the regular commercial market.
5. That a Senior Counselor/Therapist be recruited and hired with experience and proven capability in the delivery of supportive services to either replace or work with the present Counselor/Therapist. It is suggested that this Senior Counselor/Therapist preferably be a black male.
6. That strenuous efforts be made to recruit and hire black administrators to fill any vacancies that occur in administrative staff.
7. That more extensive and detailed evaluation be conducted in the next Program Year along the lines suggested in Section III. of this report.

END