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ACA

✓  
COMPREHENSIVE WORK  
ENTRY PROGRAM

✓  
PROGRAM MANUAL  
AND  
RESOURCE GUIDE

CCOEP STAFF

Osa D. Coffey, Ph.D.  
*Director*

Conan N. Louis  
*Assistant Director*

Mary O'Connell Fulton  
*Administrative Assistant*

Susan E. Ainslie  
*Research Assistant*

CCOEP PROGRAM MANAGERS

Ronald D. Denton, Davidson County Workhouse

Deborah Graul, Orleans Parish Community Correctional Center

Osborne S. James, Jr., Baltimore City Jail

John F. Knoll, Ph.D., Bexar County Jail

THE AMERICAN CORRECTIONAL ASSOCIATION

Norman A. Carlson  
*President*

Anthony P. Travisono  
*Executive Director*

Raymond S. Olsen  
*Associate Executive Director*

This publication may be ordered from: The American Correctional Association  
4321 Hartwick Road  
College Park, MD 20740  
301/864-1070

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## FOREWORD

The American Correctional Association (ACA) has for many years been actively involved in trying to combat one of the most serious problems facing the offender -- unemployment. Through three federally funded programs - Mutual Agreement Programming (MAP), the Model Inmate Employment Program (MIEP), and the Coordinated Community Offender Employment Programs (CCOEP) - the ACA has demonstrated a variety of approaches aimed at increasing the offender's employability and employment opportunities.

For use in the CCOEP programs, implemented in four city/county jails, ACA staff developed this Program Manual and accompanying Pre-Employment Training Curriculum and Teacher's Guide. Tested and validated in the participating institutions, these resources were found to be practical and on target. These materials have further proven to be flexible enough to be applicable to a wide variety of other types of institutions and programs, for juveniles as well as adults, and for females as well as males. For that reason, the ACA is making these publications available to its larger constituency -- under a new and more descriptive title, the ACA Comprehensive Work Entry Program.

These materials are not to be looked upon as a prescriptive package, but as a guide and resource. It is hoped that they will facilitate the transfer of some practical knowledge gained through ACA's various demonstration programs and serve as a catalyst in the development of much needed employment programs in correctional facilities and programs across the United States.

Anthony P. Travisono  
Executive Director  
American Correctional Association  
October 1979

## ACKNOWLEDGMENTS

This Manual has been drawn from the experience and suggestions of a large number of individuals, projects and agencies across the U.S. Although too numerous to mention individually, they are gratefully acknowledged.

Special thanks are due Peter Esseff, Educational Systems for the Future; Stan Kano, HIRED; Leon Leiberg, Institute for Advanced Studies in Justice, American University; Neal Miller, American Bar Association; and the staff of the Montgomery County (MD) Pre-Release Center for their invaluable insights and assistance.

## COMPLETE RESTORATION OF CIVIL RIGHTS

*(Resolution passed by the American Correctional Association 8/18/71)*

WHEREAS, the penalties of a criminal conviction extend beyond the expiration of sentence to limit and deny to the rehabilitated offender opportunities for employment, trade and professional licensing, bonding and other rights and privileges, and

WHEREAS, the opportunity to obtain a job with a future is a strong factor in motivating the offender to lead an honest and upright life during his period of correctional supervision and after his release

Now, THEREFORE, be it resolved that all agencies of government shall support legislation which would assist in the rehabilitation of offenders who have demonstrated successful community adjustment by relieving them of the adverse effects of their conviction.

## REMOVAL OF BARRIERS TO EMPLOYMENT

*(Resolution passed by the American Correctional Association 8/15/72)*

WHEREAS, stable, meaningful employment is essential to the rehabilitation process, and

WHEREAS, public and employer attitudes, laws and licensing regulations bar ex-offenders from such employment,

Now, THEREFORE, be it resolved that the American Correctional Association actively supports programs designed to remove all legal barriers, federal, state and local, to the employment of ex-offenders, and,

BE IT FURTHER RESOLVED that the Association will undertake, through its program of public education, vigorous efforts to change public and employer attitudes to encourage greater acceptance and increased employment opportunity for the ex-offender.

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## INTRODUCTION

### Unemployment and Crime

Although the exact nature of the causal relationship between crime and unemployment has not been fully determined, increasingly criminal justice scholars and economists concur that such a causal relationship does indeed exist.

In the fall of 1977, the Subcommittee on Crime (chaired by Congressman John Conyers) of the House Judiciary Committee held a series of hearings around the country on the relationship between unemployment and crime, from which Congress derived a mandate for the 1978 amendments to the Comprehensive Employment and Training Act (CETA) of 1973. There were testimonies from organizations/agencies such as: the National Urban League, the Law Enforcement Assistance Administration, the Fortune Society, the National Council on Crime and Delinquency (NCCD). Leonard A. Tropin, representing the NCCD, included the following remarks and recommendations in his testimony:

I think it is far more productive for the Congress and state legislatures to look at other approaches to crime control than merely enlarging the system. Such approaches relate to those factors which are causatively connected with crime. Among them are unemployment, racism, poor education, family instability, and alienation .... Chief among all the causative factors, I would place unemployment.

Perhaps the most persuasive proof of a causal relationship between joblessness and crime has been presented by Dr. M. Harvey Brenner, an economist at the Johns Hopkins University, who also testified before the Subcommittee on Crime. After studying the relationship between crime rates and fluctuations in unemployment rates, Dr. Brenner came to the following conclusions: Property crime and delinquency, homicide and admissions to prison vary with unemployment, and unemployment directly influences parole, mandatory release violations and recidivism. <sup>1</sup>

Despite increased awareness and acknowledgement of the relationship between crime and unemployment, today's employment situation for offenders looks extremely bleak. This is particularly true for those incarcerated -- however shortly-- in the nation's 4,000 jails. Recent jail statistics clearly point out an intimate relationship between the lack of a livable wage and the commitment of crime. Of the nation's total jail population, it is estimated that only 45.8% were employed full-time during the year prior to incarceration; another 11.6% had part-time employment only; and 42.6% were

unemployed (3.4% never having held a job in their life time). In urban areas the proportion of unemployed among jail inmates rises, probably to an estimated 60%.

The findings from projects such as WILDCAT and NEW PRIDE indicate that employment assistance can indeed be successful and can reduce recidivism, and that employment is necessary for successful reintegration into society. Yet, offenders have more difficulty than other persons in obtaining employment. The criminal record compounds the offender's unemployment problems. Regulatory and licensing laws restrict offenders in most states from entry into over 360 occupations ranging from medicine and law to barbering and undertaking.<sup>2</sup> Civil disability laws add to the stigma of being an offender and serve to reaffirm the public's negative attitude towards the criminal, creating innumerable barriers - however "artificial"- to his employment.

The outcome of our inability to respond to the employment needs of offenders is often recidivism. Glaser stated in The Effectiveness of a Prison and Parole System that "unemployment may be among the principal causal factors in recidivism of adult male offenders." In Adult Crime and Social Policy, Glaser went even further pointing out that since 90% of reported felonies committed by repeat offenders are property crimes, a return to crime probably is viewed by the offender as a return to the profession which best enables him to meet his monetary and human needs.

Unemployment and crime, however, must not be studied simply as statistics. Behind the figures is hidden an enormous amount of human tragedy and human waste. Unemployment not only deprives an individual of physical and material well-being, it also deprives him of self-esteem, peer and family support, and social linkages. Being out of work, especially with a criminal record, is a personal tragedy for the unemployed individual and his family. It is also a very real crisis for the local community and for the nation.

#### The 1978 CETA Legislation and Its Implications for Offenders

The 1978 CETA legislation creates a clear-cut mandate to the Department of Labor -- directly and through its local prime sponsors -- to ensure that the nation's offenders are provided their fair share of the much needed training and employment services.

In his formal testimony (April 5, 1978) before the Subcommittee on Crime, Secretary of Labor Ray Marshall clearly accepted such a mandate by both delineating the existing needs and deficiencies and stressing the leadership role the DOL will assume in this area.

While emphasizing the need for increased "communication between CETA prime sponsors, the bar, and correctional agencies" and the need to "increase private sector participation" through more effective linkages between CETA and private business, industry, and labor, Secretary Marshall concluded:

We cannot quarrel with the right of society to exact a penalty for crime. But neither can society turn its back on one who has paid that penalty.

The CETA Reauthorization of 1978, and specifically the funds allocated under Titles II, III and VII, provide the opportunity -- perhaps for the first time -- to impact heavily and effectively on the severe problems of unemployment and crime. Yet, the mandate and the funds are not enough. Successful implementation depends on knowledge and technical expertise. Although prime sponsors have expertise in manpower policies and strategies in general, their knowledge in criminal justice and the special problems of offenders is frequently severely limited. In order to implement the mandated offender services, the criminal justice system and CETA prime sponsors must coordinate their efforts and create linkages to a degree not previously attained.

### The ACA and Offender Employment Programs

Since 1973, through its LEAA funded demonstration projects -- the Model Inmate Employment Program (MIEP) and the Coordinated Community Offender Employment Programs (CCOEP) -- the American Correctional Association (ACA) has continuously been involved in developing better manpower services for inmates incarcerated in city/county jails.<sup>3</sup> Through these two project efforts, the ACA has developed a basic model program that works. The model has been successfully implemented in eight jails around the U.S., and in each locale a network of linkages between the jail program and a large spectrum of community organizations and agencies was created. The cumulative experience of these eight demonstration projects has led the ACA to believe that there is indeed a way to provide -- albeit with limited staff, space, and funds -- much needed employment and training opportunities to men and women incarcerated in the nation's jails.

In order to facilitate the transfer of knowledge gained through MIEP and CCOEP to other institution/project staffs, the ACA is making available in print the three main resources -- a Program Manual, a 16 unit Pre-Employment Training Curriculum, and Teacher's Guide -- developed by the CCOEP project staff for use

at its demonstration sites. It should be made clear, however, that these resources are not to be considered a prescriptive package nor a planning guide. They do not presume to deal with all aspects of establishing an in-house employment program for jail inmates; their emphasis is at all times on the practical consideration of implementation.

Each aspect of the package, including each individual curriculum module, has been tested and validated through use with inmates and program staff, then refined, revised and re-tested before publication. The package does not advocate an ideal program but takes into account at all times the practical limitations of the typical jail, with its restricted funds, staff, space, short stay and rapid turnover of the inmate population, and a mixture of pre-trial, pre-sentence, and sentenced inmates. Therefore, the program stresses what can be done -- with limited funds, staff and space -- in a relatively short period of time -- 30-90 days -- and utilizes an open entry/open exit approach to all program services.

Although designed specifically for adult inmates in city/county jails, it is believed that this flexible model can be adopted to serve equally well in state facilities and community-based correctional programs for juveniles as well as adults.

The program model could also be of assistance to local city/county jail officials trying to comply with the standards relating to inmate services and programs, release preparation, and community resources utilization, as established by the Commission on Accreditation for Corrections.<sup>4</sup> It could further serve as an aid to corrections officials initiating discussions with CETA prime sponsors in order to ensure that appropriate CETA services will become available to incarcerated offenders on an "outreach" basis, as well as a continuous basis after release.

Osa D. Coffey  
Director, CCOEP  
October 1979

## Footnotes

1. For further information, see M. Harvey Brenner, "Effects of the Economy on Criminal Justice Behavior and the Administration of Criminal Justice," in Economic Crisis and Crime (United Nations Social Defense Research Institute, 1976), pp. 27-65. Similar conclusions have been drawn by William G. Nagel and Jack H. Nagel. See William G. Nagel, "On Behalf of a Moratorium on Prison Construction," Crime and Delinquency (April, 1977), p. 162, and Jack H. Nagel, "Crime and Incarceration: A Reanalysis," Fels Discussion Paper #112, School of Public and Urban Policy, Fels Center of Government (Philadelphia: University of Pennsylvania, 1977).
2. For further information, see Employing the Ex-Offender: Some Legal Considerations (The American Bar Association, 1976) and Removing Offender Employment Restrictions (The American Bar Association, 1976).
3. MIEP operated directly from jail offices at institutions in Jackson County, MO; Hampden County, MA; Hampshire County, MA; and Montgomery County, MD. In 1975, the project was awarded the Bill Butler Award by the U.S. Jaycees as the outstanding community correctional program in the U.S. for 1974-75. CCOEP operated directly from jail offices at the Baltimore City Jail, Baltimore, MD; the Bexar County Jail, San Antonio, TX; the Davidson County Workhouse, Nashville, TN; and the Orleans Parish Community Correctional Center, New Orleans, LA.
4. Manual of Standards for Adult Local Detention Facilities (Rockville, MD: Commission on Accreditation for Corrections, 1977), pp. 73-79.

## Additional Resources

- Crime and Employment Issues - A Collection of Policy Relevant Monographs. Washington, D.C.: American University Law School, Employment and Crime Project, 1978.
- From Jail to Job: A Planned Approach. Washington, D.C.: National Offender Services Coordination Program, American Bar Association, April, 1977.
- Manual of Standards for Adult Local Detention Facilities. College Park, MD: American Correctional Association, 1978.
- McCreary, Phyllis Groom, and McCreary, John M. Job Training and Placement for Offenders and Ex-Offenders. College Park, MD: American Correctional Association, 1975.

Montgomery County Work Release/Pre-Release Program, Montgomery County, Maryland: An Exemplary Project. Washington, D.C.: Department of Justice, LEAA, June 1978.

Toborg, Mary et al. The Transition from Prison to Employment: An Assessment of Community Based Assistance Programs: Issues Review. Washington, D.C.: U.S. Government Printing Office, 1978.

Unemployment and Crime. Hearings before the Subcommittee on Crime of the Committee on the Judiciary; House of Representatives, Ninety-fifth Congress, First and Second Sessions on Unemployment and Crime. Washington, D.C.: U.S. Government Printing Office, 1978.

## CHAPTER I: STRUCTURING THE CCOEP PROGRAM

### A. Program Goals

The overall goals of the CCOEP project are:

1. To integrate and stabilize inmates of city/county jails in the community and on the labor market by decreasing, or eliminating, a period of unemployment after release, and by increasing their employability, employment opportunities, their ability to acquire a job, and chances for job success and upward mobility, as well as their level of skills basic to survival in our society; and,
2. To involve the community more fully in the reintegration process of offenders in local jails by increasing the community's awareness of the employment problems of offenders and involvement in finding and implementing possible solutions to those problems.

The local CCOEP program should serve as a catalyst in reaching these goals and as a brokerage agent and advocate for the inmates to ensure their access to the services and assistance they need. From the start, every effort should be made to draw on all relevant, available community resources and to provide direct services, in-house, only when needed services are either not available in the community or not accessible to CCOEP participants while incarcerated.

The emphasis of the program should be on assisting inmates in developing the skills needed to cope in the labor market. Avoid doing too many things for your clients, while emphasizing their development of skills which will eventually enable them to fend for themselves in the labor market and in the free world.

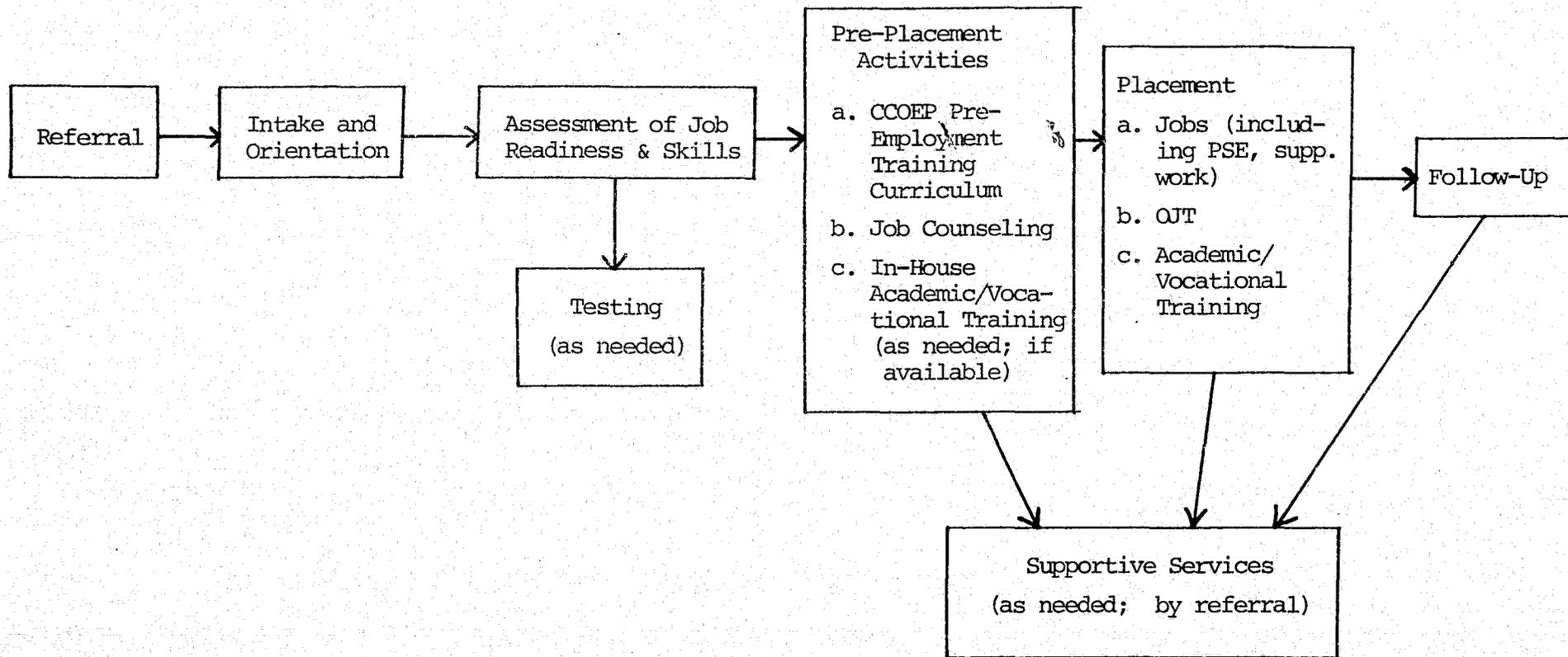
Another goal of the program should be to convert idle jail time to productive time. The jail could be a training ground as well as a lock-up.

The immediate outcome of your program should be:

1. The placement of job-ready inmates prior to or immediately upon release, in jobs offering a minimum entry level wage, a potential for upward mobility, and a sense of self-worth; or,
2. The placement of not yet job-ready inmates into academic/vocational programs and provision of other supportive services which will enhance their employability.

### B. Program Components

As the flow-chart indicates, the CCOEP program should include the following basic components -- provided either directly by in-house staff or by referral to community resources:



CCOEP CLIENT FLOW CHART

1. Referral Mechanism
2. Intake and Orientation
3. Assessment of Job Readiness and Skills  
(including testing as needed)
4. Pre-Placement Activities
  - a. CCOEP Pre-Employment Training Curriculum
  - b. Job Counseling
  - c. In-House Academic/Vocational Training  
(as needed)
5. Supportive Services (as needed)
6. Placement (jobs, OJT, academic/vocational training)
7. Follow-Up

### C. Developmental Activities

Your local CCOEP program will by necessity have to start modestly and flexibly, leaving room for development and growth. In the start-up phase, the emphasis should be on locating existing resources, creating linkages, soliciting support, and integrating these into a workable structure.

The following are some suggestions as to the necessary start-up activities:

1. Survey of Community Resources - Keeping the program goals and components in mind, you should make an initial survey of existing community resources on which to draw for your program and make some initial contacts. Most large cities have social service directories, often put together by the local chapter of the United Way. These can be an invaluable resource and should be obtained immediately. What you are looking for at this time are answers to the questions: What organizations/agencies could potentially provide your program with needed services, resource persons, volunteers, materials, or supplemental funding? Who are key contact persons?
2. Establishment of an Advisory Board - Of crucial importance to the early development of your local CCOEP program could be an involved and hard-working Advisory Board. Select 8-10 members and include someone from the administrative staff of your jail, as well as a representative from the security staff. (Having the security staff on your side from the very start will prove invaluable in the long run.) Select a member from the courts/parole/probation. Other suggested sources for members are: Chamber of Commerce, Jaycees, National Alliance of Business (NAB), Vocational Rehabilitation Centers, Colleges and Universities, State Employment Services, strong/large labor unions, civic organizations, volunteer groups, and prominent churches. A senior staff member from your local CETA prime sponsor should also be included.

Look for people who have influence, contacts, a voice in the community, and access either to jobs or services that you need.

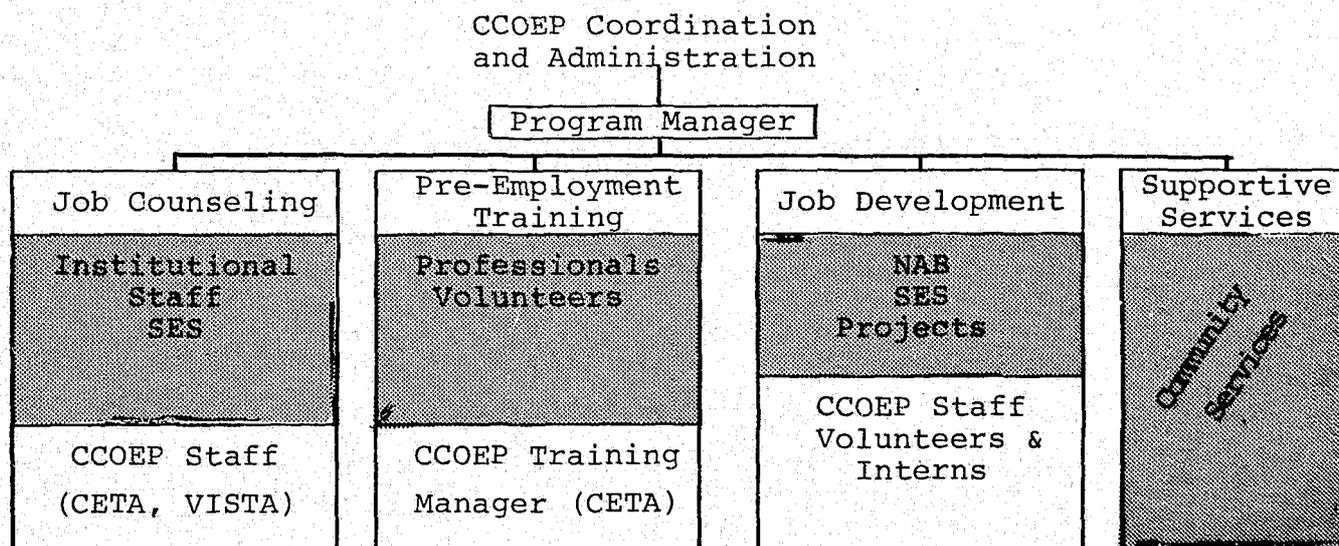
Use the board in developing your program by soliciting advice and commitments. It is suggested that the board meet monthly, maybe more frequently during the developmental phase.

3. Facilities - The program manager must make sure that adequate facilities are provided the CCOEP program from the very start. Discuss your needs with the appropriate institutional administrator, and make sure there is a precise and formal agreement in this regard. The following should be included:

- a. Office space for CCOEP staff
- b. Classroom space for 10-15 students for the use of the pre-employment training program
- c. Telephone, xerox facilities, office supplies
- d. Secretarial support
- e. Access to audio-visual equipment (if owned by the jail)

4. Staffing - The CCOEP program has four distinct components which have to be kept in mind from the start: job counseling, pre-employment training, job development, and supportive services. The program manager's first job is to locate existing services and personnel that can be used in these four components while developing in-house staff (through CETA, VISTA, volunteer organizations, or shifting existing institutional staff from present functions to CCOEP) to carry out remaining program needs.

The following organizational chart shows the model to be developed and expanded gradually as the number of clients grows and program funding/resources expand.



In the above model, the shaded areas indicate the use of existing services and personnel; the white areas full-time CCOEP staff to be developed.

To get started on staffing, you should pursue the following channels:

a. Survey existing in-house staff for possible CCOEP use and discuss the use of these for your program with the appropriate administrator. Counselors may be used as CCOEP job counselors. Social workers can serve as CCOEP liaisons with agencies providing supportive services. Teaching staff may help you teach some of the pre-employment training models. Already involved volunteers may serve in several of the CCOEP components and may help you draft additional needed volunteers. Correctional officers who have shown particularly good relationships with inmates may also aid in your CCOEP efforts.

b. Start drawing on outside/community resources for additional staff support. (See Chapter III for further details.) Some specific suggestions are:

(1) Volunteer groups such as: Volunteers of America (VOA), Offender Aid and Restoration (OAR), The Salvation Army, The Jaycees, League of Women Voters, Chamber of Commerce, Kiwanis, Rotary, Lions, etc.

(2) Social agencies can provide an agreed-upon number of man hours per week for counseling, testing, job development, teaching, etc. Check out, for example, the State Employment Office, parole/probation department, health department, vocational rehabilitation programs and skills centers.

(3) Community Colleges/Universities can provide you with volunteers and interns for most of your CCOEP components. Contact student organizations as well as departments of sociology, psychology, social work, criminal justice, and education.

(4) CETA prime sponsors should be contacted immediately. Through Public Service Employment (PSE), you can get full-time staff paid by CETA funds.

Develop written job descriptions for each job (including those to be performed by volunteers). Check your institution's policy in terms of screening and processing staff to get the appropriate passes to work in the jail. Make plans for the orientation and training of all who are to work in your program.

5. Establish Contact with Courts and Probation/Parole - Your program success will to a great extent depend on good relationships with the courts. They will be a main means of referrals

into the program. Past experience in the CCOEP program showed that as each program became more and more effective, judges used it increasingly for pre-trial diversion, suspended sentencing pending successful program completion, early release, etc.

During the start-up period, the program manager should make personal visits to judges, state's attorneys, public defenders, the probation and parole chiefs of division to explain the CCOEP program and carefully plan for a good working relationship, referral process, division of responsibilities, and other matters of mutual concern. Be sure to have a written program description along to leave with these officials for further reference and study. It might also be wise to coordinate these visits with the chief court liaison at your jail, and to set up a joint meeting between all parties involved in the client's process through the criminal justice system.

6. Establish In-House Cooperation - In order to get good cooperation from the start from all others working in the jail, arrange for a meeting with representatives from all areas of the jail such as administration, treatment, security, inmate services, the library, food and medical services, and representatives from inmate councils and other groups. Briefly inform them of the new program, and invite them to share their suggestions and concerns with you. It is particularly important to get the security staff on your side, since they are crucial in getting your clients to classes and counseling on schedule. Be sure to have the security staff brief you on their "schedules" (meals, recreation, etc.) so you can avoid scheduling conflicts causing friction.

7. Establish Eligibility Criteria - In consultation with the courts, jail administration, and security staff, establish a set of criteria for admission to CCOEP. If your institution already has a work/study release program, check the eligibility requirements for these programs. After approval by appropriate authorities, the CCOEP eligibility criteria should be written down and made available to all concerned, including all inmates.

8. Establish a Referral Process - In order to insure continuous and open access for clients to the CCOEP program, a referral process should be worked out from the very beginning. Allow, if possible, for referrals from various sources -- courts, administration, social workers -- as well as for self-referrals by inmates. A referral form should be prepared and distributed to these various sources.

9. Program Guide - A program description should be prepared for prospective clients, spelling out what the program can do for them and what their obligations will be. Included in this guide should be information concerning the referral process

and the established eligibility criteria. Begin modestly with a few mimeograph sheets, and as the program develops and stabilizes -- and as funds permit -- you might want to have a small guidebook printed. The Montgomery County Pre-Release Center, designated an LEAA Exemplary Project, has developed a guidebook which can serve as a good model.\*

\*Montgomery County Pre-Release Center  
11651 Nebel Street  
Rockville, MD 20852

## CHAPTER II: CLIENT PROCESSING

### A. Intake

1. Check Eligibility - The intake process begins with an individual interview, during which the potential client is first checked for eligibility. If the client is found ineligible for any reason, he/she should be referred to other appropriate sources for assistance. If the client is found eligible, he/she should proceed with the intake process.

2. Orientation - Each new client should be given careful orientation to the program. This can be done on either an individual or group basis, depending upon the time schedule as a whole and the availability of staff.

Orientation should acquaint the applicant with the CCOEP program and what the client can expect from it. If a program brochure or description has been developed, it should be given to the client, and salient points should be emphasized and elaborated upon. The identity of the program should be established, and clients should be made to feel that they are not passive recipients of services but active participants in a mutual self-help environment.

3. Client Data Forms - Upon the completion of orientation, each new client should be interviewed and the CCOEP Client Data Form should be completed by program staff. This is the most important CCOEP record, as it will trace the progress of individual clients through the program components. It will also serve as a primary source for overall CCOEP data collection.

4. Client Work History - The client should also fill out the CCOEP Client Work History Form. Since inmates frequently have seriously disrupted lives, it is hard for them to provide a coherent picture of past experience. They will therefore need a great deal of assistance from staff in completing this form. One copy should be kept in the client's file; one copy should be retained by the client to be used in preparing his/her resume; and a third copy should be forwarded to the job developer so he/she can begin job development activities in areas where the client has skills and experience.

5. Evaluation 1 - At the same session, if the CCOEP evaluation is being used, the client should complete the first of two scheduled evaluations. (For further details, see Chapter V "Record Keeping and Program Evaluation".)

6. Assessment of Testing/Supportive Services Needs - To determine the client's needs, skills, job readiness, aptitudes, etc., some type of assessment should be performed. An effort should be made, however, not to duplicate testing. Check to

# Form A

## CCOEP CLIENT DATA FORM

*Instructions: At intake fill in Part A and complete all available information (through 20) in Part B by circling the appropriate code number and writing in information as needed. If "Other", write in answer. Transfer codes to the Client Data Log, then keep form in client's individual file. After intake, complete items as information becomes available.*

**PART A:**

Name of Client: \_\_\_\_\_ Date of Birth: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ Social Security No: \_\_\_\_\_ Driver's License No: \_\_\_\_\_

Date of Intake: \_\_\_\_\_ Form Completed By: \_\_\_\_\_

Name: \_\_\_\_\_

Title: \_\_\_\_\_

**PART B:**

Column Number and Title	Code
1. CCOEP ID No.	Assign each client a number, beginning with 001. This will enable you to keep track of total number served at a glance.
2. Date of CCOEP Intake	
3. Age	Years as of last birthday (e.g. 23)
4. Sex	1. Female 2. Male
5. Race	1. White 2. Black 3. Spanish Surnamed 4. American Indian 5. Other
6. Citizenship	1. U.S. 2. Other
7. Main (native) Language	1. English 2. Spanish 3. Other
8. Marital Status at Intake	1. Single 2. Married (legal or common law) 3. Divorced 4. Separated 5. Widowed
9. No. of Dependents	0. Dependent of other(s) 1. One (self) 2. Two, etc. 3. Eight or more

10. Health	0. No health problems 1. Minor physical problems 2. Major physical problems (e.g. diabetes, heart ailment) 3. Minor psychiatric problems 4. Major psychiatric problems 5. Drug Abuse 6. Alcohol Abuse 7. Other
11. Military History	0. No Military Service 1. Active Forces 2. Reserve Forces
12. Type of Discharge	0. N/A 1. Honorable 2. General 3. Bad Conduct 4. Dishonorable
13. Education	Code last grade completed, e.g.: 1. First Grade 2. Second Grade 3. Twelfth Grade 13. One Year of College (if college degree, code degree, i.e. BA, BS, MS, Ph.D., etc.)
14. Skill Level	0. Unskilled 1. Semi-Skilled 2. Skilled 3. Professional 4. Other
15. Employment Status at Time of Arrest	0. Unemployed 1. Temporary Labor 2. Permanent - part-time 3. Permanent - full-time
16. Current CJS Status	0. Pre-trial Detention 1. Pre-sentence 2. Sentenced 3. Probation 4. Work Release 5. Pre-release 6. Study Release 7. Other
17. Type of Current Charge	1. Felony 2. Misdemeanor
18. Nature of Current Charge	1. Murder or Kidnapping 2. Rape 3. Robbery 4. Aggravated Assault 5. Burglary 6. Auto Theft 7. Assault 8. Theft 9. Forgery of Fraud 10. Drug Sales 11. Drug Possession 12. Non-support 13. Driving While Intoxicated 14. Traffic Offense 15. Other

19. Length of Current Sentence
0. N/A (unsentenced)
  1. 1-30 days
  2. 31-60 days
  3. 61-90 days
  4. 91-180 days
  5. 181-270 days
  6. 271-364 days
  7. 12-18 months
  8. 19-24 months
  9. More than 2 years
  10. Other

20. No. of Previous Convictions
0. None
  1. One
  2. Two, etc.

21. Type of Testing
0. None
  1. Environmental Deprivation Scale (EDS)
  2. Maladaptive Behavior Record (MBR)
  3. Minnesota Multiphasic Personality Inventory (MMPI)
  4. General Abilities Test Battery (GATB)
  5. Differential Aptitude Test (DAT)
  6. Adult Basic Learning Examination (ABLE)
  7. Test of Adult Basic Education (TABE)
  8. Wide Range Achievement Test (WRAT)
  9. Other

22. Assessment Outcome
1. Referral to Vocational Training
  2. Referral to Education Program
  3. Referral to Pre-Employment Training
  4. Referral to Immediate Job Placement
  5. Referral to Supportive Services
  6. Other

23. Date and Place of Job Placement

Code month and date and write in company name (e.g. Acme Construction Company, 5/24)

24. Source of Job Placement
1. CCOEP Program
  2. Self
  3. Relative
  4. Former Employer
  5. Union
  6. State Employment Service
  7. Vocational Rehabilitation
  8. Other

25. Type of Work
1. Permanent - full-time
  2. Permanent - part-time
  3. Temporary - full-time
  4. Temporary - part-time
  5. Other

26. Nature of Work
0. Unskilled
  1. Semi-skilled
  2. Skilled
  3. Professional
  4. On-the-Job Training
  5. Other

27. Salary Level
- Average pay per hour to the nearest 10 cents:
0. Less than minimum wage
  1. Minimum Wage (\$2.90)
  2. \$2.91 - \$3.00
  3. \$3.01 - \$4.00
  4. \$4.01 - \$5.00
  5. \$5.01 - \$6.00
  6. \$6.01 - \$7.00
  7. \$7.01 - \$8.00
  9. More than \$8.00

28. Supportive Services
- Code types of supportive services used by client during CCOEP period only (from date of intake to termination)
0. None
  1. Medical (excluding drug/alcohol treatment)
  2. Psychiatric
  3. Alcohol Abuse Treatment
  4. Drug Abuse Treatment
  5. Legal
  6. Financial
  7. Family
  8. Educational/Vocational
  9. Housing
  10. Transportation
  11. Other

29. Type of Termination
01. Negative - dropped out of program prior to completion
  02. Negative - dismissed from program prior to job placement
  03. Negative - fired prior to 60 days on job
  04. Negative - dropped job prior to 60 days
  05. Negative - rearrest/reconviction
  11. Positive - completed 60 days on job
  12. Positive - enrolled in vocational training
  13. Positive - enrolled in academic program
  21. Neutral - death of client while in CCOEP
  22. Neutral - inability to complete CCOEP because of health probs.
  23. Neutral - transfer to other institution before completion of CCOEP
  24. Neutral - due to necessity client moved to different geographic area before completing CCOEP
  30. Other

30. Date of CCOEP Termination

Code month and date only; e.g. 5/24

## CCOEP CLIENT WORK HISTORY

NAME: \_\_\_\_\_ CCOEP ID NO: \_\_\_\_\_ DATE: \_\_\_\_\_

DESCRIBE YOUR LONGEST AND MOST IMPORTANT JOBS (INCLUDING MILITARY SERVICE). BEGIN WITH YOUR MOST RECENT JOB.

1. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE

NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT. MACHINES AND TOOLS USED.

ADDRESS

EMPLOYER'S BUSINESS

LENGTH OF JOB

DATE ENDED

PAY

REASON FOR LEAVING

2. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE

NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT. MACHINES AND TOOLS USED.

ADDRESS

EMPLOYER'S BUSINESS

LENGTH OF JOB

DATE ENDED

PAY

REASON FOR LEAVING

3. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE

NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT. MACHINES AND TOOLS USED.

ADDRESS

EMPLOYER'S BUSINESS

Continued on back of page

LENGTH OF JOB

DATE ENDED

PAY

REASON FOR LEAVING

4. NAME EMPLOYER OR BRANCH OF MILITARY SERVICE

NAME JOB AND DESCRIBE EXACTLY WHAT YOU DID AND HOW YOU DID IT. MACHINES AND TOOLS USED.

ADDRESS

EMPLOYER'S BUSINESS

LENGTH OF JOB

DATE ENDED

PAY

REASON FOR LEAVING

SUMMARY OF OTHER WORK EXPERIENCE

COMMENTS AND OCCUPATIONAL PREFERENCE

see what test results are already available on individual clients. Many institutions, for example, administer standardized tests (e.g. Maladaptive Behavioral Record, General Abilities Test Battery (GATB), Vocational Opinion Index (VOI)) to inmates.

As part of the overall assessment process, the client's needs in terms of supportive services should be considered so that steps may be taken to respond to those needs by appropriate referrals. Appendix 1 provides a simple check list which you might find useful for this purpose.

7. Client Contract - Orientation should be ended by having each client sign a contract specifying his/her obligations as a CCOEP participant. This idea has been found to be useful both in instilling the client with a sense of responsibility and ensuring that dismissal from the program does not occur arbitrarily. The contract should be simple, clear, specific, and followed to the letter.

There are several options in the construction of client contracts. A standardized contract may be drawn up for all clients (see Appendix 2). This option is especially advisable when program staff is limited. Individual contracts may also be drawn up based on each client's needs, developing a plan for his/her participation. For example, an individual contract could require work on a GED or attendance at drug abuse therapy sessions, in addition to participation in CCOEP activities. A third option would be a combination of those already outlined. It would include a standardized section at the top as well as an individualized section at the bottom, based on individual needs as revealed by assessment activities.

## B. Testing

The nature of testing will depend on the available resources, funds and personnel, as well as the assessment outlined above. It can vary from a simple checklist, performed by program staff/volunteers, to extensive vocational testing provided by, e.g. a local vocational skills center. Determine the availability of community resources for in-depth testing and use these by referral (e.g. colleges, state employment agencies, CETA supported skill centers).

For testing a client's job readiness, several ex-offender programs around the country have developed their own simple tools. (See sample in Appendix 3). You might find one of these useful for your purposes. In addition, a simple Diagnostic Test was developed by ACA staff for use in the CCOEP demonstration programs. (See CCOEP Teacher's Guide).

### C. Job Counseling

Job counseling begins at intake and does not cease until the client has successfully completed 60 days on a job. Both professionals and para-professionals should be used as counselors. The type of counseling and the particular approach are less important than the development of a client/counselor relationship characterized by trust, concern, respect, and continuity.

Individual counseling as well as the pre-employment training curriculum can help clients understand the necessity of acquiring proper work attitudes, habits, and the accompanying social skills. The job counselor must help the client raise opinion of him/herself, develop self-confidence and independence, and focus on realistic job goals (both immediate and long-range) as well as guide him/her to the proper resources for needed assistance.

Counseling, however, should not take place in isolation. Indeed, if there is any opportunity for the client's spouse to be involved in counseling sessions, this should also be done.

### D. Pre-Employment Training

ACA staff, in consultation with Educational Systems for the Future, have developed a curriculum specifically for CCOEP use. It is modularized, competency-based, open-entry/open-exit, and intended to be taught by volunteers as well as in-house staff. (See CCOEP Teacher's Guide for full details.)

Evaluation II - Upon completion of the curriculum, each participant should be given the CCOEP evaluation for the second time. (See Chapter V for further details.)

### E. Job Placement

Once intake and orientation have been completed and pre-employment training is in progress, counselors can begin in earnest to help the participant set some goals and initiate a plan of action that will result in a source of income. All available resources should be tapped, including work release and other employment related programs within the institution, as well as sources in the community. (See Chapter IV "Job Development" for further details.)

### F. Supportive Services

Based upon the needs identified in the assessment phase, the client should be referred to appropriate supportive services. Unless your institution already has a form for this purpose, you might want to use the CCOEP Social Agency Referral Form.

# CCOEP SOCIAL AGENCY REFERRAL FORM

\_\_\_\_\_  
(DATE)

TO: \_\_\_\_\_  
(WORKER) (TELEPHONE NO.)

FROM: \_\_\_\_\_  
(WORKER) TELEPHONE

\_\_\_\_\_  
(AGENCY)

\_\_\_\_\_  
(AGENCY)

\_\_\_\_\_  
(ADDRESS)

\_\_\_\_\_  
(ADDRESS)

THE BELOW LISTED PERSON HAS BEEN REFERRED TO YOU FOR THE FOLLOWING REASON(S):

HE/SHE HAS AN APPOINTMENT WITH YOU ON \_\_\_\_\_  
(DAY) (DATE) (TIME)

NO APPOINTMENT WAS MADE BECAUSE \_\_\_\_\_

### IDENTIFYING DATA

NAME: \_\_\_\_\_ TELEPHONE: \_\_\_\_\_  
(FIRST) (MIDDLE) (LAST)

ADDRESS: \_\_\_\_\_ DATE OF BIRTH: \_\_\_\_\_  
(STREET)

SOCIAL SECURITY NO. \_\_\_\_\_

\_\_\_\_\_  
(CITY)

\_\_\_\_\_  
(STATE)

\_\_\_\_\_  
(ZIP)

### ACTION BY AGENCY Receiving Referral

THE ABOVE PERSON WAS: (1) SEEN BY OUR AGENCY  : (2) REFERRAL WAS APPROPRIATE

ACTION TAKEN: \_\_\_\_\_

Signature: \_\_\_\_\_

Please forward this form to CCOEP (Your Address)

## G. Follow-Up

Follow-up is crucial for overall program success. (1) It will assure the client that he can receive assistance/counseling if problems occur during the early period of employment. (2) It is one of the strong selling points in negotiating jobs with employers since the employer can contact CCOEP personnel for assistance if problems occur. (3) It provides the project with needed feedback for evaluation purposes and improved program operation.

1. Minimum Follow-Up Schedule - Follow-up should occur a minimum of six times -- at the end of each of the first four weeks on the job, and bi-weekly thereafter until "termination". A client is officially "terminated" from the CCOEP program at the end of 60 days on the job. However, if problems are prevalent at that time, follow-up should continue as needed.

2. Types of Follow-Up - The follow-up with employers usually consists of a telephone call. Clients who are on work-release and are still housed in the institution can be checked in informal counseling sessions scheduled after working hours. If a client is released prior to termination, it is recommended that a CCOEP staff member contact the client's probation/parole officer who might be of assistance in providing follow-up checks on the client's progress on the job. It should also be stressed to the client that in participating in the CCOEP program, he is obligated to avail himself to follow-up interviews. Be sure to get client's local address, telephone, and a name of a relative/friend/neighbor in order to be able to contact him/her outside the job as well as on the job. A suggested CCOEP form is included for recording follow-up.

3. Termination - A client is officially "successfully" terminated from the CCOEP program after 60 days on the job. (For other types of termination, see the Client Data Form, No. 29.) The program manager should then complete all information on the Client Data Form and close out the individual's file.

CCOEP FOLLOW-UP RECORD

Form D

NAME OF PARTICIPANT: \_\_\_\_\_ ID NO: \_\_\_\_\_

NAME OF EMPLOYER: \_\_\_\_\_ PHONE: \_\_\_\_\_

EMPLOYER ADDRESS: \_\_\_\_\_

PARTICIPANT OCCUPATION: \_\_\_\_\_ SUPERVISOR: \_\_\_\_\_

BEGINNING WAGE: \_\_\_\_\_ PRESENT WAGE: \_\_\_\_\_

FIRST CONTACT – 1 WEEK

DATE PERFORMED: \_\_\_\_\_ PERFORMED BY: \_\_\_\_\_

COMMENTS: \_\_\_\_\_  
\_\_\_\_\_

SECOND CONTACT – 2 WEEKS

DATE PERFORMED: \_\_\_\_\_ PERFORMED BY: \_\_\_\_\_

COMMENTS: \_\_\_\_\_  
\_\_\_\_\_

THIRD CONTACT – 3 WEEKS

DATE PERFORMED: \_\_\_\_\_ PERFORMED BY: \_\_\_\_\_

COMMENTS: \_\_\_\_\_  
\_\_\_\_\_

FOURTH CONTACT – 4 WEEKS

DATE PERFORMED: \_\_\_\_\_ PERFORMED BY: \_\_\_\_\_

COMMENTS: \_\_\_\_\_  
\_\_\_\_\_

FIFTH CONTACT – 5 WEEKS

DATE PERFORMED: \_\_\_\_\_ PERFORMED BY: \_\_\_\_\_

COMMENTS: \_\_\_\_\_  
\_\_\_\_\_

SIXTH CONTACT – 6 WEEKS

DATE PERFORMED: \_\_\_\_\_ PERFORMED BY: \_\_\_\_\_

COMMENTS: \_\_\_\_\_  
\_\_\_\_\_

DATE OF TERMINATION: \_\_\_\_\_

## CHAPTER III: THE USE OF VOLUNTEERS

The use of volunteers in corrections has been viewed by many as a significant and vital step in the direction of breaking the offender stereotype and involving citizens in the criminal justice system. The results of volunteer programs have shown that the volunteer's support, counseling or assistance can attack the root causes of recidivism as well as provide good role models. The talents and training of citizens should be used as a resource to expand and improve your services and as a tool to acquire more support from employers.

Volunteers have been used in every capacity in the criminal justice system, but the most notable successes have been in parole, probation, courts and one-to-one counseling with inmates. Your program could utilize volunteers in several ways such as job bank development, career counseling, clerical support, vocational training, development of contacts with the community and potential employers, and as curriculum instructors.

### Program Planning

The key to successfully developing and maintaining a volunteer program is to ensure that it is well-managed and well-supported by staff and the administration. The haphazard or non-planned use of volunteers creates many problems and consumes valuable time. The first step in considering the use of volunteers must be to determine their legitimate use so as to satisfy the program's unmet needs and improve its quality. Program staff should be involved in the planning stage, and commitment from the appropriate agency for necessary office space and cooperation should be obtained. The volunteer program should be designed as an integral part of the total agency program.

The use of volunteers should be planned as a legitimate program with predetermined priorities and goals and defined objectives. Sufficient time should be allotted to this process to develop a real "program". The program should be structured through the use of timetables, a volunteer coordinator or supervisor and the development of job descriptions, all of which will help attract and retain volunteers.

The job description is a vital element in program design as it defines the volunteer's tasks, responsibilities and length of assignment thereby eliminating confusion and uncertainty for the volunteer, and the resentment of the staff. The volunteer's role can be carefully defined so as to supplement and complement the duties of the paid staff. The goals and priorities of the program as well as specific personnel policies and guidelines should be reflected in the job description. A good job description can: (1) help focus the recruitment campaign; (2) assure selection of qualified volunteers; (3) become an effective training tool; and, (4) enable fair

and honest performance evaluation.<sup>1</sup> A sample job description and guidelines for writing the description are included in Attachment 1.

Technical assistance can be obtained sometimes for the planning and designing phases of the program. There are over 300 Voluntary Action Centers (VACs) which have grown out of local recruitment and referral efforts and can provide technical assistance and information to local agencies attempting to design and implement their own programs. When there is only limited staff available to develop the volunteer program, the program manager should make extensive use of existing volunteer groups, volunteers in corrections programs and volunteer coalitions and clearinghouses for models and assistance, (see Attachment 2 for listing and profile of organizations and programs).

Existing organizations and programs can be of use in four major ways: (1) by providing a model to be followed; (2) by providing guidance while designing and implementing program; (3) by extending their program services to your program, and providing supervision, coordination and monitoring in conjunction with their larger programs; and, (4) by recruiting, screening and/or training volunteer applicants for referral.

### Recruitment

When a program has limited staff and resources, recruitment efforts should be conducted through local VACs or established community or correctional department volunteer programs. When other organizations are doing the recruiting you must provide them with your criteria. Volunteers should be recruited with specific needs in mind, and individuals with desired skills or talents should be sought in appropriate professional and civic groups. Imagination should be used to discover new sources of volunteers. If your program conducts the interviews and screening process, several pointers should be remembered: (1) determine the number of hours the volunteer expects to work and the duration of his/her service; (2) explain the nature of the service; (3) apply predetermined criteria when evaluating the applicant; (4) determine if personal reasons are a factor in offering service; and, (5) have the individual return the application at a later date to allow him/her to screen self out. The volunteer applicant must be carefully interviewed as if for a staff position, and unqualified applicants should be rejected. (See Attachment 3 for some questions most frequently asked by volunteer applicants.)

### Orientation and Training

Orientation and training are important elements in assuring the success of the program. Staff should also be trained in how to use the volunteers effectively in a partnership and in how to identify with and understand the role of the volunteer. The nature of the training depends on the tasks to be assigned to the volunteer. Several manuals and training films are available and particularly helpful when the volunteer must work closely with the offender.

## Ongoing Concerns

The program manager must be concerned with the personal priorities, needs and interests of the volunteer when making assignments. The position should be flexible so as to ensure the volunteer's continued interest and availability to the program. Alienation of the volunteer by unreceptive staff should be prevented by encouraging the staff to offer support and involvement and by involving the staff in the program planning. The volunteer must be made to feel an integral part of the total agency staff.

The effectiveness of the volunteer and his work depends on the extent of monitoring, supervision and the quality of the direction. A volunteer supervisor or coordinator should oversee the volunteers and can be either a representative of the program itself or the outside group providing the volunteers. Adequate supervision is the crucial element in determining liability of the volunteer or the program when involved in a tort claim.

## Liability

The chances for liability arising out of the volunteer's work can be minimized by assuring that the volunteers understand their specific job and responsibilities. The program manager or volunteer coordinator should also make sure that the volunteer receives the proper training and is fully aware of the potential problems which could arise. The potential for liability in volunteer programs, however, has seldom led to litigation.

The volunteer may be considered an agent of the state although he/she is not recognized as an employee. Claims for injuries arising out of the proper duties of volunteers can be submitted against the state, the volunteer, or both. The volunteer can be held personally responsible for damages, but the state may have a form of insurance to cover the volunteer.<sup>2</sup> Since each state's procedure and laws may vary in regard to liability and insurance, the program manager should check with the department of corrections and state attorney general's office for their state. Volunteer groups may also be familiar with the nature of the volunteer's liability in a particular state. The ABA has produced a booklet detailing the relevant issues in tort claims and the defenses to liability.<sup>3</sup> The use of waivers should be considered in order to limit and control the degree of exposure of the state agency to liability claims by volunteers and to inform the volunteer that the job may contain potential liability situations.

## Retaining the Volunteer

A final point to remember is that the volunteer's efforts must be encouraged and recognized with the appropriate reward. Their interest and enjoyment of their work must be sustained. Many forms of reward are possible ranging from formal certificates or hour pins

to a simple letter of thanks. You will not be able to retain all of your volunteers since many may use volunteer work to gain experience necessary for a salaried job. This should be expected, however, and not lead to discouragement.

Implementation of a volunteer program requires hard work and commitment from everyone involved, but the pay-offs are many. The results of a survey of sheriffs by the National Sheriffs' Association reported that 1/3 of the respondents made use of volunteer services in their jails, and several other studies have shown successful reductions in recidivism.<sup>4</sup> Volunteers can be the most valuable resource available to correctional programs.

#### FOOTNOTES

1. John H. Cauley, "The valuable, Vital Volunteer Job Description," Voluntary Action Leadership, (Spring 1978) p. 26.
2. Peter Gurfein and Trisha Streff, Liability in Correctional Volunteer Programs: Planning for Potential Problems, (Washington, DC; ABA, The National Volunteer Parole Aide Program, 1975) p. 5. Ten states will indemnify or pay judgement on their behalf - California, Colorado, Connecticut, Florida, Missouri, Montana, New Jersey, New York, Oregon, Wisconsin.
3. Gurfein and Streff, op. cit.
4. AMA, The Use of Volunteers in Jails, (Chicago, IL; AMA Pilot Program to Improve Medical Care and Health Services in Correctional Institutions, U.S. Department of Justice, 1977).

## References

American Medical Association. The Use of Volunteers in Jails. Chicago, Ill.: AMA Pilot Program to Improve Medical Care and Health Services in Correctional Institutions, U.S. Department of Justice, 1977.

General overview of how to use volunteers and how to train, orientate and supervise them.

Cauley, John H. "The Valuable, Vital Volunteer Job Description", Voluntary Action Leadership. Spring, 1978, p. 26.

Good explanation of necessity of job description and how to go about preparing one.

Gurfein, Peter and Trisha Streff. Liability in Correctional Volunteer Programs: Planning for Potential Problems. Washington, DC: ABA, The National Volunteer Parole Aide Program, 1975.

Discusses the nature of tort claims and the liability of state agencies, the state, and the volunteer, as well as legal defenses and state responses to liability.

Offender Aid and Restoration Volunteer Book. Charlottesville, VA: Offender Aide and Restoration of U.S.A., 1977.

Advocates use of volunteers and involvement of citizens to increase public awareness. The OAR volunteer program is discussed. The booklet is written to prepare the volunteer for work in corrections.

Scheier, Ivan H. Orienting Staff to Volunteers. Boulder, CO: National Information Center on Volunteerism, 1975.

Troumanhauser, Ed and Gus Wilhelmy. Manual for Volunteers in Corrections: Operation DARE. Chicago, IL: Illinois Department of Corrections, U.S. Department of Justice, 1977.

Directed at the volunteer in the Chicago area describing what he can do, how he can do it and how to organize and utilize available resources.

Weston, Paul. Volunteers in Justice: Observations of a Movement. Denver, CO: National Association on Volunteers in Criminal Justice, 1977.

Describes development of the volunteer movement and the organization of the coalition. An overview of the needs of the justice system is provided and of the purpose and rationale behind volunteerism.

Reference describing various programs throughout the U.S.

Volunteers in Probation, Inc. Volunteers - And the Rehabilitation of Criminal Offenders - Conference Report. Royal Dale, MI: Volunteers in Probation, Inc., LEAA, 1970.

## Attachment 1

ing. And they can bridge the gap between an agency and its public. Job descriptions help establish an organization's authority to direct and control the activities of volunteer workers to provide better service to clients.

# How

By Hope M. Martin

**E**ACH VOLUNTEER ROLE SHOULD have a well thought-out clearly stated job description, designed to ensure that the important elements of the job are properly identified and described. When clearly defined, a job description affords the volunteer a visible place in the agency. It should be used to:

- clarify job responsibilities to help the volunteer understand his/her job;
- clarify relationships between jobs;
- select new volunteers and introduce them to their jobs;
- forecast training needs;
- assure that the volunteer and his/her supervisor agree on the important elements of the job; and
- establish standards of performance for evaluation purposes.

A job description should be flexible enough so that when it is reviewed by a supervisor and volunteer in conference, changes may be made to assure that they are in complete agreement as to the content of the job description.

A job description should include information in five basic categories: general description, skill level, task analysis, end results (evaluation), resources. (See sample.)

### General Description

A general description of the volunteer job should include its title, the program to which the job extends, the supervisor, a list of the tasks to be performed, and

*Hope Martin is a home economics agent for the Cooperative Extension Service of the University of Maryland. She is the author of "Building Volunteer Staff into an Agency's Organizational Structure," which is available for 50 cents from Hope Martin, Box 441, Leonardtown, MD 20650.*

the amount of time involved (part-time or full-time).

### Skill Level

Every job description should spell out the skills needed to perform the job, such as:

- Specialized, technical or practical skills. State accurately and clearly how much "know-how" is required for the position.
- Human relations skill. Describe just what the job demands in terms of dealing with people.
- Managerial and consultative skills. Describe the job requirements for getting things done through other people and for integrating and coordinating the activities.

### Task Analysis

The tasks are the "do" statements about the job. Concise and clear statements characterize the task. Each statement should start with a capitalized action verb. Example: *Counsel* individuals in management of financial resources. Here are some examples of action verbs:

Accept	Assist	Evaluate
Administer	Consult	Formulate
Advise	Counsel	Guide
Appraise	Create	Interpret
Assimilate	Develop	Implement
Assign	Employ	Keep

Lead	Prepare	Recommend
Measure	Promote	Represent
Maintain	Participate	Recognize
Organize	Review	Schedule
Provide	Recruit	Train

### End Results (Evaluation)

The expected results of the job should be measured against:

- progress toward accomplishment of program objectives;
- success as it relates to tasks assigned; and
- growth of the volunteer in the job.

### Resources

Resources for training for and implementing the volunteer job should be defined as the role is developed. Resources should be identified at three levels:

- supervisory—resources used by a professional staff member in training;
  - volunteer—resources for use in carrying out the assignment;
  - client—resources the volunteer might need to give to a client.
- Resources can be as sophisticated as films, slides, filmstrips, or as simplified as a one-page fact sheet. If human resources are available, they should be listed, too. *What is important is planning for support of the volunteer job through provision of training, materials and supplies.*

### SAMPLE JOB DESCRIPTION

Agency Dept. of Human Resources  
Supervisor Missy Hamilton  
Volunteer Coordinator Vi Valiant

Program Programs for the Elderly  
Job Title Supervisor and trainer of craft instructors  
Date April 16, 1978

#### A. GENERAL DESCRIPTION

The volunteer will work under the direction of the staff volunteer coordinator to provide training and supervision of volunteer craft instructors serving Programs for the Elderly. This will be a part-time assignment -- two days a week.

#### B. SKILLS

This staff volunteer needs to be capable of creating or interpreting instructions for a variety of crafts at several skill levels. The volunteer may have formal craft training or may through her own interest have developed this skill. The volunteer needs to have the ability to work with people in a harmonious manner.

#### C. TASKS

- Develop a plan for training volunteer craft instructors.
- Establish classes to include arranging sites, sending out advance notices.
- Teach or provide a teacher for craft to be taught.
- Make available simple printed instructions and lists of materials needed for each craft.
- Provide lists of local sources of craft materials.
- Visit program sites to evaluate craft teachers and programs.
- Schedule training in communications and human development.

#### D. RESULTS EXPECTED

- Demonstrate ability in craft skills.
- Exhibit skill in teaching techniques.
- Establish climate enabling senior citizens to obtain optimum self-actualization.

#### E. RESOURCES

- Human
- Mrs. Joe Smith (tel. 555-6712) -- Works with eggery, decoupage, bread dough flowers. Will give one day a week to instruction.
  - Mrs. Henry Jackson (555-9234) -- Works with small items using discarded plastic bottles. Has several unique items of little cost. Will train craft instructors.
  - Mrs. Blake Jones (555-9474) -- Works with local clays. Is willing to provide instructions to craft teachers one day per month.
- Materials
- Local stores selling craft supplies: Robbies, Great Mills Rd., Hometown; Ben Franklin, Lexington Park; Dottie's Needlecraft, St. Andrews; Yarn Barn, Corner Rt. 234 and St. Andrews.
  - Wholesale suppliers: Ceramics, Inc., College Park (555-0241); Crafts, Inc., Wash. D.C. (333-7632).
  - Church Ladies Guild -- Will donate throwaways if sent list.
  - Jr. Chamber of Commerce -- Will hold benefit dinner yearly; proceeds go to craft fund.

Attachment 2

1. National Center for Voluntary Action (NCVA)  
1214 16th Street, N.W.  
Washington, DC 20036

Can provide valuable material on how to use volunteers, set-up programs, recruit, train, etc. Lists of local Voluntary Action Centers and other volunteer bureaus can be acquired through this center.

Technical Services Division of NCVA

A contact point between NCVA and the Voluntary Action Centers which can provide information, technical assistance and publications.

2. Voluntary Action Centers (VAC)

Three hundred autonomous local agencies tied together in national network through their obligation with NCVA. Will design programs, train staff, sponsor training seminars, provide consultation and technical assistance.

3. National Information Center on Volunteerism (NICOV)  
P.O. Box 4179  
Boulder, CO 80302

Clearinghouse for information, training manuals and also provides some consultation and on-site visits and workshops.

4. National Association on Volunteers in Criminal Justice, Inc.  
12060 West Bayaud  
Denver, CO 80223

A coalition established in 1977 concerned with identification and directory maintenance of local criminal justice volunteer programs, providing an information referral service for criminal justice volunteer programs, increasing communication between programs and generally promoting the use of volunteers.

5. U.S. Jaycees Criminal Justice Program  
P.O. Box 7  
Tulsa, OK 74102  
918/584-2481

Have a nationwide volunteer network set up. Good source of assistance in developing relations with state employment offices. A corrections program chairman exists in each state to assist in contacting other projects aiding ex-offenders. Tulsa office can provide list of chairmen.

6. ACTION/VISTA  
806 Connecticut Avenue, N.W.  
Washington, DC  
202/254-7376
  
  7. Volunteers in Probation and Parole (VIPP)/NCCD  
200 Washington Square Plaza  
Royal Oak, MI 48067
  
  8. Offender Aid and Restoration, U.S.A.  
414 4th Street, N.E.  
Charlottesville, VA 22901  
804/295-0089
- Can provide a volunteer handbook ("OAR's Volunteer's Book") which provides an outline of how a program should be run and guidelines for the volunteer.
9. National Sheriffs' Association  
1250 Connecticut Avenue, N.W.  
Washington, DC 20036
  
  10. LEAA, Office of Citizen Initiative Programs  
633 Indiana Avenue, N.W.  
Washington, DC 20530
  
  11. John Howard Association  
67 East Madison Street  
Suite 216  
Chicago, IL 60603
  
  12. The Volunteers of America  
340 W. 85th Street  
New York, NY 10024

Other Organizations

National Association of Volunteer Services in Criminal Justice

(organized by state planners)

National Alliance for Volunteerism

(includes all social institutions)

Man-to-Man, International, California

Association of Junior Leagues

AFL-CIO

Big Brothers Association

Sample Programs

1. PACE (Programmed Activities for Correctional Education)  
2600 South California Avenue  
Chicago, IL 60608  
Director: Jack Solomon 312/927-3675

Offers inmates in Cook County Jail a program of basic education, vocational shop training, job counseling and placements. Two-hundred volunteers support and supplement the work of 28 paid teachers and counselors.

2. Pre-Release Program  
Jester Unit #1  
Richmond, TX 77469  
Director: Alan Mitchell 713/494-2762

Prepares inmates for release into community and utilizes volunteers from community clubs, professional associations and agencies in running classes and discussions.

3. Bucks County Association for Corrections and Rehabilitation  
Bucks County Prison  
138 South Pine Street  
Doylestown, PA 18901

Utilizes volunteers in delivery of a variety of services such as educational and vocational training.

4. Volunteer Program  
Shelby County Penal Farm  
Route 8, Box 500  
Memphis, TN 38134  
Director: Martin Toma 901/386-4391

Volunteers used to prepare inmates for release.

5. Senior Volunteers for Monroe Reformatory  
Senior Services of Snohomish County  
3402 112th Street, S.W.  
Everett, WA 98204  
Director: Sally Wren/Barbara Nies 206/355-1112

Senior citizens contribute to job training, job development, job counseling and other services.

Attachment 3

SOME QUESTIONS VOLUNTEERS ASK\*

1. What community affiliations and financial support does your agency have? What does that mean?
2. Who is the person designated to coordinate your volunteers?
3. How will my responsibilities differ from paid staff? Will I be replacing paid staff?
4. What arrangements do you have for a trial period on my assignments?
5. May I see a written description of my possible volunteer tasks?
6. What are my opportunities for advancement? Variety?
7. What's required of me in the performance of my duties?
8. What are the channels of communication for suggestions, problem solving and evaluation?
9. What kind of orientation, training and supervision will I have?
10. How will records of my service be available if needed?

\*Voluntary Action Leadership Summer 1978

## CHAPTER IV: JOB DEVELOPMENT

The overall success of the program can be dependent on the effectiveness of its job development component. This makes the job developer one of the most essential members of the staff. Full-time, experienced job developers will be most effective and should eventually be hired as funds and resources become available. However, the experience of ACA's demonstration projects showed that part-time volunteer, intern job developers could be used effectively, given some good basic training and a well worked out and orderly job development process. This chapter gives some basic pointers on the art of job development as well as a process (and accompanying forms) proven to work efficiently.

### The Role of the Job Developer

The effective job developer must acquire the specialized skills needed to research the local job market and hiring practices, and to locate specific jobs through interviews with prospective employers. He/she has four major tasks: (A) identify, develop and make available employment resources; (B) develop and maintain healthy, positive, cooperative relationships with employers, companies and other relevant agencies; (C) screen participants and match them to appropriate jobs; and, (D) provide follow-up and supportive services to participants and employers after placement.

A further role of the developer would be to assist the program manager in modifying the program to suit labor market trends, as well as to aid the employer in redefining hiring practices to provide more opportunities for the ex-offender.

A concentrated effort should be made to develop good working relationships with other local ex-offender employment programs and community employment services, in order to avoid duplication of efforts. However, experience has shown that even in areas where outside ex-offender employment programs such as NAB operated, most placements were made into jobs directly solicited by the program.

#### A. Identifying Employment Resources

As a job developer, you must understand the trends of the labor market, be familiar with the needs of local employers and unions, and be acquainted with the hiring practices and job qualifications of individual employers. You may obtain background information through the State Employment Service, local colleges or universities, area newspapers, personal contacts and interviews with employers and personnel departments.

The Human Resources Development Institute (HRDI), the manpower arm of the AFL-CIO, also promotes training and employment opportunities for the disadvantaged, unemployed or underemployed, and has offices in over 50 cities.

Other sources include Comprehensive Employment and Training Act (CETA) prime sponsors, the National Alliance of Business (NAB), and Opportunity Industrialization Centers (IOC). Listings containing these and other employment programs for offenders may be obtained from:

American Bar Association  
1800 M Street, N.W.  
Washington, DC 20036

- "About Time: Directory of CETA Funded Offender Programs"
- "Directory: Organizations Providing Job Assistance to Ex-Offenders:

CONTACT, Inc.  
P.O. Box 81826  
Lincoln, NE 68501

- "Ex-Offender Employment"

National Governors' Association  
Hall of the States  
444 North Capitol Street  
Washington, DC 20001

- Information Exchange Service for Employment and Training of Criminal Justice Clients

## B. Developing Positive Employer Relationships

Once you have identified specific companies or job openings, you should begin compiling as much information about them as possible in preparation for phone contact and personal visits with employers.

Arrange a personal visit with the employer by a phone call early in the week. Give a concise explanation of the program and its goals, and suggest how you can be of service to the employer.

The visit itself should be used: (1) to exchange information to determine whether the company is a desirable place of employment; and, (2) to gain the employer's cooperation and support. Concentrate on selling the idea of hiring program participants. The following guidelines should assist you in making the personal visit successful:

1. Be well supplied with printed materials on your program, the Federal Bonding Program, and any other information which supports the hiring of ex-offenders. (For further information on the Federal Bonding Program, see Chapter VI, Section C.)
2. Profile your program and clientele, and discuss its services, success, size, etc.

3. Ask questions and show interest in the business with particular stress on learning about job openings, the mood of the company and the receptiveness of the employer.

4. Relate your employment services to the employer's needs and stress that you only wish to provide employees for his/her approval. Be honest about the potential risks and problems and stress that you are not asking him to lower his qualifications. Honesty about clients' histories and abilities is essential.

5. Go over the following selling points for working with the program stressing the business reasons for hiring ex-offenders and also appealing to his/her civic responsibility:

- a. Provides employers with services of the program on a no-fee basis
  - clients are screened and matched to job specs
  - clients are provided with pre-employment training
  - follow-up counseling and support services are provided
  - employees are supplied without the cost of advertising job openings
- b. Provides employer with good workers
  - many ex-offenders have good skills, but just need a break
  - clients are motivated because have volunteered to participate in the program
  - ex-offenders have been shown to be committed and trustworthy employees
  - ex-offenders often exhibit resourcefulness and independence
- c. Helps company meet affirmative action requirements
- d. Benefits taxpayers and economy
  - eliminates cost of imprisonment and reduces recidivism
  - reduces number on welfare role
  - generates tax revenue since employed offender can pay taxes
  - creates another consumer
  - reduces cost of crime
- e. Helps the offender become a productive self-sufficient and contributing member of society

6. Encourage employer involvement in the program by inviting him to visit the program or even help with the classes. Exposure to the program will increase the employer's understanding of the nature of the services and will help create a cooperative working relationship.

7. Sell the program first, then the participant. Obviously, if the project's reputation is based on a single person, the failure of that person to perform well on the job will transfer (in the employer's view) to the agency as a whole. Conversely, an employer who is sold on the concept that hiring offenders and ex-offenders is good business will be willing to continue recruiting from this labor market, despite an occasional unsatisfactory experience.

8. Obtain other employer contacts and determine who is the correct person to contact in future communications with the company.

C. Screening Participants and Matching Them to Jobs

Matching the job specifications and needs of the employer to the skills and interests of the participant is a crucial element. Make sure that the job is the client's choice as well as your own. Careful placement will not only ensure that the employee will retain the job but also serve as a good advertisement of the program's success.

D. Providing Follow-Up and Needed Services After Placement

Once the participant has been placed, follow-up with the employer and deal with any problems which may arise by providing both the employer and the client with appropriate support or counseling services. Maintaining contact with the employer during this period will demonstrate continued interest in both the business and the program participant, thereby ensuring the future cooperation of the employer.

CCOEP JOB ORDER FORM

Job Developer: \_\_\_\_\_ Date: \_\_\_\_\_

Job Title: \_\_\_\_\_ No. of Openings: \_\_\_\_\_

Employer: \_\_\_\_\_ Address: \_\_\_\_\_

\_\_\_\_\_ Telephone: \_\_\_\_\_

Person Who Gave the Order: \_\_\_\_\_

When to Apply: \_\_\_\_\_ Filled By: \_\_\_\_\_

Age Range: \_\_\_\_\_ Sex: \_\_\_\_\_ Marital: \_\_\_\_\_ Pay Rate: \_\_\_\_\_

Work Hours: \_\_\_\_\_ Union: \_\_\_\_\_ Experience Required  yes  no Will Train \_\_\_\_\_

Job Summary (work performed, equipment operated, etc.) \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Physical Requirements

\_\_\_\_\_ Complete Examination, emphasis on: \_\_\_\_\_

\_\_\_\_\_ Partial Examination, stressing only: \_\_\_\_\_

\_\_\_\_\_ No Examination

Education or Training Requirements: \_\_\_\_\_

Company's Comments: \_\_\_\_\_

CCOEP Comments: \_\_\_\_\_

\_\_\_\_\_

CCOEP JOB REFERRAL FORM

TAKE THIS FORM TO: \_\_\_\_\_ ADDRESS: \_\_\_\_\_

PERSON TO SEE: \_\_\_\_\_

TIME OF APPOINTMENT: \_\_\_\_\_

\*\*\*\*\*

INTRODUCING: \_\_\_\_\_ SOCIAL SECURITY NO: \_\_\_\_ / \_\_\_\_ / \_\_\_\_  
(First) (Middle) (Last)

FOR THE POSITION OF: \_\_\_\_\_

COMMENTS: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

*If any additional information is needed concerning the above named individual, please feel free to contact our office.*

ASK FOR: \_\_\_\_\_ PHONE: \_\_\_\_\_

*Please fill out the space below to indicate whether you hired this applicant. Please mail this form promptly to the COORDINATED COMMUNITY OFFENDER EMPLOYMENT PROGRAMS.*

ADDRESS: \_\_\_\_\_

Hired: \_\_\_\_\_ Starting Date: \_\_\_\_\_ Salary: \_\_\_\_\_

Not Hired: \_\_\_\_\_ Reason for Not Hiring: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Signature: \_\_\_\_\_ Date: \_\_\_\_\_



## CHAPTER V: RECORD KEEPING AND PROGRAM EVALUATION

To ensure full accountability of program efforts, records must be maintained on all components and an evaluation conducted which will provide immediate as well as long-range assessment of program effectiveness. To be able to document activities and results becomes indispensable whenever funding/refunding is being negotiated. The following procedures will provide your program with an adequate data base for most purposes (i.e. monthly/quarterly/annual reports; funding requests; budget proposals; community public relations).

### A. Record Keeping

#### 1. Individual Client Files (to be kept confidential)

A folder should be kept for every client accepted into the CCOEP program. This folder should contain:

- a. Client Data Form (Form A, p. 15)
- b. Client Work History and Resume (to be completed by client in Unit 4 of CCOEP Pre-Employment Training Curriculum) (Form B, p. 17)
- c. Client Contract (if used)
- d. Test results (when applicable)
- e. Social Agency Referral Form(s) (when applicable) (Form C, p. 1)
- f. Job Referral Form(s) (Form F, p. 39)
- g. Report from pre-employment training manager on attendance and achievement, including all curriculum tests
- h. Follow-Up Record (Form D, p. 23)
- i. Evaluation Forms
- j. Any additional, relevant data pertaining to the individual client's progress in the CCOEP program

When a client has been terminated, his/her individual folder should be transferred from the "active" to the "closed" files.

#### 2. Client Data Log

By transferring the codes from the individual Client Data Forms to this log, you will have a convenient overview of all program demographic and activities data and the basis for manually tabulated cumulative statistics as needed. (If you have access to a computer, the information from the Client Data Form can be coded and programmed for tabulation by computer instead of using this log.)



### 3. Job Placement Log

The job developer should keep a log of all placements made (see Form G, p. 40). A record should be kept on clients' income, taxes paid, payments made for room and board to the institution, family support payments, and savings. The cumulative amount of monies saved and made by your program is one of the strongest selling points in negotiating financial and community support.

### 4. Volunteer Log

Keep a log on volunteer input into your program. (See Form I, p. 44). By estimating the hourly salary of your volunteers and keeping track of the number of hours they have given to the program, you can translate services into hard financial data. This, too, you can use in selling your program to the community.

### 5. Pre-Employment Training Log

The person in charge of managing the pre-employment training curriculum activities should be responsible for keeping a record of all classes taught, the number of students attending, volunteer teacher hours, and clients completing the 16 units.

### 6. Monthly Statistical Data

To keep a clear running track of the major program activities, it is suggested that a count be taken at the end of each month. By combining the data received from intake, the job developer, and the training manager, the Monthly Statistical Data Form can be filled out and provide you with a quick overview of program progress.

## B. Program Evaluation

Program evaluation is an important step in the developing and implementing of programs. The size of the program should not determine whether or not there is an evaluation since all programs have the same basic needs such as the monitoring of program functions and the securing of continuous future funding. The objective of evaluation research is to establish "clear and specific criteria for success" which are then compared with information gathered on the program and its outcomes in order to determine the effectiveness and success of the program in terms of the originally established goals.<sup>1</sup>

The evaluation can be directed to accomplish two different tasks: (1) it can provide feedback during the development and operation of the program so as to produce program improvements; or, (2) it can provide data to demonstrate program success and achievements upon completion of the program. These two functions must be





kept in mind in devising the evaluation design since the purpose and recipients of the evaluation results will be entirely different. The former function is considered "normative" evaluation and can be less formal since it is for internal use. The latter function, "summative" evaluation, could be a major factor in a program manager's refunding efforts and attempts to acquire local political support.

Evaluation research is needed when program outcomes are complex or hard to observe, when decisions to be made regarding the program are important or expensive, and when evidence is necessary to prove the value of the program. The objective results of evaluation can be used to increase the national impact of policy and decision-making by minimizing opportunities for politicking when dealing with issues such as budget allocations and program planning.

The nature of the evaluation must be guided by the specialized needs of the program and designed around program-derived questions based on the program objectives selected to be studied and the purpose of the evaluation, i.e. internal monitoring, demonstration of program achievements to policy-makers or funding organizations, or communication of program results to the public. The decisions which will be made following the evaluation results should also be identified and accounted for in the design of the evaluation. Possible decisions would be whether: (1) to continue, discontinue or expand the program; (2) to improve its practices and procedures; (3) to add or drop specific program strategies and techniques; (4) to allocate resources among competing programs; or, (5) to accept or reject a program approach or theory.

As many staff as possible should be involved in the assessment of program needs and objectives, and the determination of success criteria to assure that all the factors such as budget constraints, staffing resources and the political situation have been adequately considered. These are two major factors in the evaluation since they will determine the measures and data sources selected to be used in the study. Goals and success criteria must be specific, attainable, and measurable for evaluation purposes. The preparation of a program statement which outlines program activities, goals and objectives is the foundation on which the success criteria are based. The conclusions of the evaluation rest entirely upon this process and goal identification and criteria development since they are judgmental decisions which only compare the definition of "what is" with the definition of "what should be".<sup>2</sup>

Careful assessment of needs and objectives is vital when a program has limited resources for evaluation and must narrowly confine its efforts to only the most crucial areas. Goals and objectives should be prioritized. A program such as CCOEP with extremely limited funds may have only the means to provide minimal, informal feedback on whether the instructors are performing their tasks adequately or whether the curriculum is being used properly.

The evaluation can be designed and conducted either by in-house staff or outside consultants. In most cases program funds will determine which can be used, but other factors to consider are the need for objectivity, cooperation, understanding of program goals and autonomy for the researcher. Graduate students from a local university can be a valuable source of free, or very low cost, manpower and will often be more able to devote time and energy to the data collection than already overburdened project staff. The purpose of the evaluation can also play an important role in this decision. Findings of an outside consultant are more likely to be accepted by monitoring or funding sources as being objective and accurate, whereas the familiarity of program staff with the functioning of the program may produce a more accurate report on the proper completion of program activities.

Once the needs assessment has established which program objectives will be studied and what criteria for success will be used, the evaluator can begin designing the evaluation and make decisions concerning the measures to be used, the sources of information, and the research design and methodology. The evaluator must discover what types of data sources are available and can serve as indicators to measure goal achievement according to the success criteria. A variety of data sources may be available in which case several types of data can be used in conjunction. Examples of data sources are program or institutional logs, reports, and records, tests of knowledge or skills, personal interviews, questionnaires or recording of informal observations. The data should provide information on variables which will indicate changes in the participants' attitudes, values, knowledge or skills which are relevant to the goals. The selection or creation of an instrument for the measurement of success, such as questionnaires or tests, will be guided by the definition of program goals.

There are three types of research designs: experimental designs, quasi-experimental designs, and non-experimental designs. They are distinguishable by the amount of randomization involved in data collection and the availability of control populations. Most evaluation research uses a non-experimental design without control groups or randomization such as "before and after" studies, "after only" studies, case studies, and surveys.<sup>3</sup> The frequency of data collection depends on the methodology selected. A "before and after" study would require data collection before a participant entered the program as well as when he completed the program. A survey may require continuous interviewing of participants in order to detect changes within the program itself. An "after only" study would be concerned only about the effect of the program and therefore focus on information concerning individuals who have completed the program.

The result of the evaluation could be a major report to be issued to the public or just informal feedback into the program. The form of the final results will depend on who conducted the evaluation and the purpose of the evaluation.

There is a growing amount of literature on the topic of evaluation research which can provide guidance as to the methodology best suited for a program and other issues concerning individual problems.

#### Notes

1. Carol Weiss, Evaluation Research: Methods of Assessing Program Effectiveness, (Englewood Cliffs, NJ; Prentice-Hall, Inc., 1972) p. 1.
2. Ibid., p. 6
3. For more detailed explanations of methodology consult reference list, especially Carol Weiss, Evaluation Research and Lynn Morris, Evaluation Kit.

#### C. The CCOEP Evaluation Design

Due to extremely limited funding and severe restraints in terms of staff, it became necessary to work out a very simple "before-after" evaluation design, requiring minimum staff time in the implementation and minimal cost and expertise in analysis. The result was the design presented below which is in the format of a "test" taken by each program client at two different times: (1) at intake; and, (2) after completing the pre-employment training curriculum. It is directly related to the skills and attitudes to be developed by the inmates through the various program activities. The data gathered can be manually tabulated on a pocket calculator. However, ACA staff found that coding it for computer programming and having the program run on a university computer using university staff proved efficient and low-cost.

The CCOEP Evaluation Design proved workable and provided significant normative as well as summative data. However, it is strictly limited to measuring changes in feelings and knowledge about the world of work resulting from program activities, primarily the 16 unit curriculum. Obviously, whenever funding permits, a more extensive and longitudinal evaluation effort would be preferred, measuring in addition job adjustment/success and consequent reduction in recidivism rates.

Since many programs, like the original ACA-conducted four demonstration programs, are likely to suffer -- at least originally -- from similar restraints in staff and money, this modest evaluation design might prove useful as an initial evaluation tool.

## CLIENT EVALUATION QUESTIONNAIRE DIRECTIONS

### GENERAL DIRECTIONS:

This questionnaire about the world of work is designed to elicit from inmates two forms of responses:

- Part I: Their feelings about themselves in relation to the world of work and,
- Part II: Their knowledge about basic skills needed for succeeding in the world of work.

Both parts of the questionnaire are to be completed together, i.e., not at different times. The Personal Assessment section (Part I) as well as the Knowledge section (Part II) are to be given on a Pretest / Posttest basis. The combined test should be given before the start of the pre-employment training, ideally, at intake, and at the completion of the pre-employment training.

PART I is an opinion scale which allows inmates to respond freely. In PART II, responses to all items are designed in a progressive or hierarchical mode from LEAST desirable or acceptable to MOST desirable or acceptable. Weighting is given on the basis of that progression with 1 representing the LEAST desirable, 2 representing the mid-point, and 3 representing the MOST desirable in each item.

In each case, responses are scrambled to minimize the eventuality of fabricated responses. A coding sheet (KEY TO PART II) is provided for response analysis.

The Personal Assessment form (Part I) attempts to measure general attitudes, feelings, and motives of the individual regarding the world of work. The Knowledge form (Part II) directly measures the knowledge of basic world of work skills as they are taught in the module or units of instruction included in the curriculum.

The evaluation has two goals, therefore:

1. What was the effect of the knowledge presented in the curriculum package, (Part II), and
2. Did that knowledge gained have any influence upon the attitude of the individual inmate about the basic elements of the world of work? (Part I opinions).

### TEST DIRECTIONS :

The following directions are to be given to the Client:

- a. Include DATE
- b. Include START TIME and STOP TIME
- c. Include CLIENT I.D. NUMBER
- d. Include INSTITUTION NAME
- e. DO NOT ERASE ANSWERS; Put down first reaction or response; DO NOT CHANGE.
- f. Use BALL-POINT PEN, if possible
- g. Briefly explain the difference between:

PART I = FEELINGS about world of work  
PART II = KNOWLEDGE about world of work

## CCOEP EVALUATION

Client ID: \_\_\_\_\_ Institution: \_\_\_\_\_  
Date: \_\_\_\_\_ Start Time: \_\_\_\_\_ Stop Time: \_\_\_\_\_

Check One: \_\_\_\_\_ Pre-program (before taking CCOEP classes)  
\_\_\_\_\_ Post-program (after taking CCOEP classes)

### Part 1

**Directions:** Read the following statements and decide which answer in each statement describes YOUR FEELINGS about yourself at this time. Circle only one answer for each question. DO NOT ERASE ANSWERS. DO NOT GO BACK AND CHANGE ANY ANSWERS.

---

1. I have enough skills to get a decent job.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
2. My job training is good enough to help me find work easily.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
3. I can handle a job interview well.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
4. I am ready to discuss my criminal record on the job with any one who can provide needed help.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
5. I am willing to accept less than \$4.00 per hour in order to get started in a decent job.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
6. My work habits are good.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
7. I can be on time for work most of the time.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
8. When I am told to do something at work I don't like, I am not afraid to talk to the boss about it.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
9. I like to work because it gives me pride in myself.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
10. A job is necessary to get the important things in life such as: getting married, buying a house, going to school, etc.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree
11. I feel that an increase in salary or wages should depend on how well I do on the job.  
Strongly Disagree    Disagree    No Opinion    Agree    Strongly Agree

## PART II

**Directions:** Read the following statements and decide which answer in each statement best describes YOUR KNOWLEDGE about the world of work. CIRCLE ONLY ONE RESPONSE FOR EACH QUESTION.

---

1. My need to show up on time, well dressed and groomed for an interview is:
  - a. very important
  - b. not important
  - c. sometimes necessary
2. My salary increases should:
  - a. be given for each change in position
  - b. come with the cost of living increase
  - c. include bonuses and rewards for outstanding and superior work
3. To succeed in a job, I should look for:
  - a. "easy or soft job"
  - b. nothing of any importance
  - c. more money
4. How much does the amount of money made on previous jobs have to do with what is expected to be made on a new job?
  - a. little
  - b. a great deal
  - c. none
5. My job loss may be due to:
  - a. quitting for job with better position and money
  - b. lay-off
  - c. quitting for job with better money
6. To hold on to a job, I should be satisfied with:
  - a. fellow workers
  - b. the job itself
  - c. income
7. I should budget for:
  - a. future goals
  - b. basic needs only
  - c. current debts and bills only
8. My Social Security Card is:
  - a. needed for a job and for tax purposes
  - b. not needed to get a job
  - c. needed for getting a job
9. A resume (list of my work experience) is necessary in finding a job because it helps:
  - a. open doors for personal interviews
  - b. present my strong points
  - c. an employer quickly see what I have done
10. In filling out a job application, I should:
  - a. transfer information from my resume
  - b. try not to reveal my arrest record
  - c. explain my conviction record, if asked
11. In preparing for a job interview, I should:
  - a. prepare exactly what I will say
  - b. create a positive attitude
  - c. buy a new set of clothes
12. My checking account is important:
  - a. to establish credit
  - b. to keep my money safe
  - c. to keep from carrying large sums of cash
13. In buying a house or renting an apartment, I will need to consider:
  - a. the size of the house or apartment
  - b. if I can afford the rent
  - c. how long it takes to get to work

## KEY TO PART II

**DIRECTIONS: SEE ENCLOSED GENERAL DIRECTIONS**

1. My need to show up on time, well dressed and groomed for an interview is:
  - (3) a. very important
  - (1) b. not important
  - (2) c. sometimes necessary
  
2. My salary increases should:
  - (3) a. be given for each change in position
  - (1) b. come with the cost of living increase
  - (2) c. include bonuses and rewards for outstanding and superior work
  
3. To succeed in a job, I should look for:
  - (2) a. "easy or soft job"
  - (1) b. nothing of any importance
  - (3) c. more money
  
4. How much does the amount of money made on previous jobs have to do with what is expected to be made on a new job?
  - (2) a. little
  - (3) b. a great deal
  - (1) c. none
  
5. My job loss may be due to:
  - (3) a. quitting for job with better position and money
  - (1) b. lay-off
  - (2) c. quitting for job with better money
  
6. To hold on to a job, I should be satisfied with:
  - (2) a. fellow workers
  - (3) b. the job itself
  - (1) c. income
  
7. I should budget for:
  - (3) a. future goals
  - (1) b. basic needs only
  - (2) c. current debts and bills only
  
8. My Social Security Card is:
  - (3) a. needed for a job and for tax purposes
  - (1) b. not needed to get a job
  - (2) c. needed for getting a job
  
9. A resume (list of my work experience) is necessary in finding a job because it helps:
  - (2) a. open doors for personal interviews
  - (3) b. present my strong points
  - (1) c. an employer quickly see what I have done
  
10. In filling out a job application, I should:
  - (2) a. transfer information from my resume
  - (1) b. try not to reveal my arrest record
  - (3) c. explain my conviction record, if asked
  
11. In preparing for a job interview, I should:
  - (2) a. prepare exactly what I will say
  - (3) b. create a positive attitude
  - (1) c. buy a new set of clothes
  
12. My checking account is important:
  - (3) a. to establish credit
  - (1) b. to keep my money safe
  - (2) c. to keep from carrying large sums of cash
  
13. In buying a house or renting an apartment, I will need to consider:
  - (1) a. the size of the house or apartment
  - (3) b. if I can afford the rent
  - (2) c. how long it takes to get to work

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Cherney, Paul R., ed. Making Evaluation Research Useful. Columbia, MD: American City Corp., 1971.

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\* Morris, Albert. "A Correctional Administrators' Guide to the Evaluation of Correctional Programs." Correctional Research, Bulletin No. 21 1-35, Nov. 1971.

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Morris, Lynn Lyons, ed. Program Evaluation Kit. Beverly Hills, CA: Sage Publications, 1978.

The kit consists of eight booklets detailing how to set up and perform an evaluation. Step by step procedures are outlined with the focus being on educational programs.

Moursund, Janet P. Evaluation: An Introduction to Research Design. Monterey, CA: Brooks/Cole, 1973.

\* Suchman, Edward A. Evaluative Research: Principles and Practice in Public Service and Social Action Programs. New York, NY: Russell Sage Foundation, 1968

The study addresses the concerns of researchers and administrators unfamiliar with the conduct of evaluation research.

Ward, David A. "Evaluative Research for Corrections," in Lloyd E. Ohlin (ed.) Prisoners in America, Englewood Cliffs, NJ: Prentice Hall, 1973.

- \* Weiss, Carol H. Evaluating Action Programs: Readings in Social Action and Education. Boston: Allyn and Bacon, 1972.

Contributions by evaluators experienced in a range of substantive fields which discuss purposes of evaluation and methods by which information is obtained and conclusions generated.

Weiss, Carol H. Evaluation Research: Methods of Assessing Program Effectiveness. Englewood Cliffs, NJ: Prentice-Hall, Inc., 1972.

A range of issues is covered including purposes of evaluation, problems of the action setting, designing and carrying out the evaluation and utilizing the results. This is a generally useful book and contains an extensive bibliography.

- \* Wholey, Joseph S., and others. Federal Evaluation Policy: Analyzing the Effects of Public Programs. Washington, DC: The Urban Institute, 1973.

Presentation of findings and recommendations needed to improve administration, resources (both financial and methodological) and organizational arrangements governing the conduct and application of in-house and extra-mural evaluation of social programs.

\*Annotations are from Criminal Justice Evaluation: An Annotated Bibliography prepared by the National Criminal Justice Reference Service for the U.S. Department of Labor, June 1975.

## CHAPTER VI: SPECIAL ISSUES

### A. EX-OFFENDER EMPLOYMENT RESTRICTIONS

#### Nature of Employment Restrictions Confronted by Ex-Offenders

The ex-offender faces employment restrictions in both the public and private sectors in the form of laws, court decisions, policies, regulations and practices which severely limit his/her job opportunities. Statutory provisions determine the qualifications for government employment and for the issuance of occupational licenses.

Security regulations also restrict the employment of offenders by the Department of Defense Contractors and the banking industry. Statutes may deny licenses or public employment on the basis of any one of the following conditions: (1) the existence of a criminal record (16 states); (2) lack of good moral character (reputation or personality - 21 states); (3) notorious or disgraceful conduct; (4) commission of a crime of moral turpitude; and, (5) the proof of a substantial relationship between an offense and the functions and responsibilities of the job or license.<sup>1</sup> The policy of private employers and the by-laws of some unions often employ a combination of these factors to determine hiring and membership. Entry into the armed services is also restricted. Other requirements which act to limit the ex-offender's opportunities may be based on requirements of education, experience, or bonding. (The barriers caused by fidelity bonding requirements and the relief offered by the Federal Bonding Program are discussed in the third section of this chapter.)

Occupational Licenses - A 1974 survey of licensing restrictions found 1,948 statutory provisions<sup>2</sup> affecting the licensing of ex-offenders and 350 occupations,<sup>3</sup> ranging from junk dealer to lawyer, closed to the ex-offenders. The restrictions are based on discretionary moral standards according to the premise that licenses are for the protection of the public and the standards of the occupation.

Union Membership - Unions practice little discrimination against the ex-offender, although the by-laws may cite certain moral standards as entrance requirements. The nature of union jobs and hiring halls puts the greatest emphasis on the ability of the worker, especially in such trades as construction.

Federal Employment - The Federal government will not employ individuals convicted of violations of laws relating to treason, bribery of government officials and certain other specific matters. The offender must prove through his conduct and

activities that he can be considered a "rehabilitated offender" to be eligible for civil service employment. This new status is certified by an examination, including an investigation of his suitability which is based on the consideration of the following eight factors: the nature and seriousness of the offense; the circumstances under which it occurred; how long ago it occurred; the age of the person when he committed the offense; whether the offense was an isolated or repeated violation; the social conditions which may have contributed to the offense; any evidence of rehabilitation demonstrated by good conduct in prison and/or in the community, counseling or psychiatric treatment received, acquisition of additional academic or vocational schooling, successful participation in correctional work-release programs, and the recommendations of persons who have or have had the applicant under their supervision; the kind of position for which the person is applying.<sup>4</sup>

State and Local Public Employment - Public employment restrictions and policies vary on state and local levels, the latter being more restrictive to ex-offenders. The delay in the review of job applications, the restrictive educational requirements, and the intimidating questions on the job application forms usually turn the offender away from public employment.

The Georgetown University Law Institute of Criminal Law and Procedure did an extensive study on the effect of a criminal record on employment with state and local public agencies.<sup>5</sup> The report includes charts on state policies and laws which may be useful, although based on 1971 data. State-wide surveys are also available indicating the state departments of corrections that can and do hire ex-offenders.<sup>6</sup>

### Dealing with Employment Restrictions

Legitimate Conditions to Employment - The job counselor must be aware of legislation and policies pertaining to employment restrictions which exist in his/her particular state so as to prepare the client for the meeting with the employer and the filling out of job applications. Certain conditions for employment or licensing may be legally permissible such as the passage of a set period of time since the last conviction, the restoration of the offender's rights and removal of disabilities (a certificate may be required as proof), and the absence of a direct relationship between the nature of the offense and the duties of the job or nature of the license or business.

Rights of Prospective Employer - Certain inquiries or actions of an employer may act to limit job opportunities for the former offender; however, they may be sanctioned or even required by law. The employer may: (1) investigate a past arrest record if there is a proven business necessity; (2) inquire into a past conviction record to determine fitness for a particular job, providing the presence of a statement that the record does not necessarily bar employment; (3) investigate a past record where employment provides access to homes or apartments; and, (4) discharge an employee who provided false information regarding a conviction which has a direct relationship to job performance or responsibilities of the business.

Rights of the Applicant - The applicant is not required to reveal the following: (1) an arrest record not followed by a conviction; (2) a criminal record which has been expunged or annulled; (3) a juvenile adjudication (in 45 states). (The status of a juvenile conviction varies by state.)<sup>8</sup>

Acquisition of Skills and Experience - The use of programs providing work skills and experience can be a vital step in overcoming restrictions. The counselor should familiarize him/herself with programs which may be offered by local volunteer groups, local unions or local chapters of the National Alliance of Businessmen. Ex-offender organizations such as the Fortune Society or the 7th Step Foundation would also be sources of information on special programs. (There is a more complete listing of such groups at the end of this section.)

Elimination of Legislated Disabilities - The job counselor must understand how to use the legislative mechanisms available to restore civil rights and remove disabilities placed on the ex-offender, since the client probably has not been informed of application procedures or the extent of available relief. The following is a summary of available procedures:<sup>9</sup>

1. Pardon: Available in 49 states based on the discretion of the governor, pardoning board, or both. Restores civil rights, but guilt of offender is implied and moral character is not improved.
2. Automatic Restoration of Rights: Mandatory in 13 states (as of 1973) upon successful completion of sentence. Only restores rights lost by virtue of sentence.
3. Restoration of Rights Upon Application: Available in a few states (New York, California) to offenders who apply and at the discretion of the judge. May

verify restoration of good character or just completion of sentence. May be conditioned on number of years since conviction.

4. Expungement, Annulment of Record: Available in 12 states (as of 1973) upon application and at discretion of judge. May be automatic in a few states. Serves to erase and destroy record thereby restoring former non-offender status. Most commonly available to juveniles, first offenders or those convicted of certain drug offenses. Sealing, rather than destruction of the record is found in a few states (Massachusetts and California).

#### Other Factors Influencing Employment Policy and Restrictions

A basic understanding of recent court rulings and legislation dealing with employment restrictions would also be useful so as to alert the counselor to possible illegal discrimination against his/her client in either the public or private sector. Remedial legislation is being used increasingly to eliminate discriminatory employment and licensing restriction.<sup>10</sup> It may be useful for the counselor to become familiar with the official policy of the governor and attorney general regarding employment of ex-offenders. Information on recent legislation can be obtained from the State Legislative Reference Service, and the Council of State Governments publishes a directory listing specific contacts within each state.

#### Resources Available to Aid Ex-Offenders

Many private, non-profit organizations, as well as the government, can offer information and assistance valuable to the job counselor. The following is a partial listing of such groups:<sup>11</sup>

1. The American Bar Association
2. The American Correctional Association
3. The American Civil Liberties Union
4. National Alliance of Business
5. U.S. Jaycees
6. AFL-CIO Human Resources Development Institute (local unions as well)

7. Wildcat Service Corporation (New York based)
8. The Salvation Army
9. Fortune Society; Job Development Unit (New York based)
10. HIRED (Helping Industry Resolve Employment Disabilities) (Minneapolis based)
11. Local ex-offender organizations
12. Local Chambers of Commerce
13. State Employment Service
14. Federal Coordinators for the Employment of the Handicapped (U.S. Civil Service)
15. Selective Placement Specialist at local U.S. Civil Service Commission Office

#### Recent CETA Legislation

The new CETA Legislation has placed greater emphasis on the employment needs of offenders including incarcerated offenders in the definition of "unemployed" and arrestees as well as released offenders in the definition of "offender." The period of eligibility for work release will be counted as part of the fifteen week period of unemployment required for public service employment. Prime sponsors must now develop plans describing the services available to offenders and the efforts to remove artificial employment barriers. All CETA programs must demonstrate that they are contributing to eliminating artificial employment barriers. New emphasis will be placed on evaluating needs of offenders, developing plans to respond to these needs and increasing offender employment opportunities. Programs will be initiated to provide financial assistance and support services for offenders, with special emphasis on the offender in contact with the justice system or recently released.<sup>12</sup>

## Footnotes

1. American Bar Association, Expanding Government Job Opportunities for Ex-Offenders, (Washington, DC; Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973).
2. James W. Hunt, James E. Bowers, Neal Miller, Laws, Licenses and the Offender's Right to Work, (Washington, DC; Clearinghouse on Offender Employment Restrictions, 1974), p. 12.  

Appendix A of this report lists 307 occupations and classifies the type of restrictions in licensing which affect the ex-offender. Examples of restricted occupations: barbering, 46 states; cosmetologist/beautician, 47 states; practical nurse, 46 states; accountant, 47 states; manufacturing, retailing, wholesaling, distribution of alcoholic beverages, 10 states.
3. Ibid., p. 15.
4. For more information, see Civil Service Commission Pamphlet No. 4 "Working for the U.S.A." and the Civil Service Units listed at end of this section.
5. Herbert Miller, The Closed Door: The Effect of a Criminal Record on Employment With State and Local Public Agencies, (Washington, DC; Georgetown University Law Center, 1972).
6. Carol H. Blew and Kenneth Carlson, An Exemplary Project: The Ohio Parole Officer Aide Programs, (Washington, DC; U.S. Government Printing Office, 1976), p. 77.
7. American Bar Association, Employing the Ex-Offender, Some Legal Considerations, (Washington, DC; Clearinghouse on Offender Employment restrictions, National Offender Services Coordination Program, 1976).
8. American Bar Association, Expanding Government Job Opportunities for Ex-Offenders, (Washington, DC; Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973).
9. James E. Bowers, Removing Offender Employment Restrictions, (Washington, DC; Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973).

10. The following states either have removed statutory restrictions or have taken affirmative executive action to reduce restrictions: Arkansas, California, Colorado, Connecticut, Florida, Hawaii, Illinois, Indiana, Iowa, Kansas, Maine, Maryland, Michigan, Minnesota, Montana, New Jersey, New Mexico, Ohio, Oregon, Rhode Island, Washington.
11. National League of Cities, U.S. Conference of Mayors, Perspectives on Manpower and Ex-Offenders, (Washington, DC; U.S. Department of Labor, National League of Cities, U.S. Conference of Mayors, 1974). Provides names, addresses, and summaries of services available from private and government organizations. Also provides partial listing of government sponsored programs for ex-offenders.
12. Osa D. Coffey, "New CETA Legislation: What's in it for Offenders?" Corrections Today, Vol. 41, No. 1 (January-February 1979), 8-9.

## Annotated Bibliography

American Bar Association. Employing the Ex-Offender: Some Legal Considerations. Washington, DC: Clearinghouse on Offender Employment Restrictions, ABA, National Offender Services Coordination Program, 1976.

The booklet, designed for employers, discusses employer liability for injuries caused by employees, pre-employment background investigations, and the employer's right to deny employment. Seven guidelines for policy formulation are outlined which follow the requirements of recent court decisions and EEOC rulings.

American Bar Association. Expanding Government Job Opportunities for Ex-Offenders. Washington, DC: Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973.

State laws and practices barring the public employment of ex-offenders are summarized and guidelines for the removal of restrictions are offered. Specified restrictive standards, as well as the inherent government policies which limit the employment of the ex-offender, are discussed.

American Bar Association. What You Can Do to Expand Job Opportunities for Ex-Offenders. Washington, DC: Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973.

The general public is introduced to the employment problems of the ex-offender and the nature of the restrictions. A plan of action is outlined which the public can implement to reduce or eliminate the restrictions and to assist the ex-offender.

Bowers, James E. Removing Offender Employment Restrictions. Washington, DC: Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973.

Legislative mechanisms for the removal of civil disabilities and employment restrictions are explained and evaluated. Approaches involving court rulings, attorney general opinions, and executive orders are considered as well. Model legislation and recent legislative changes are analyzed and included in the ample appendices.

Hunt, James W. Final Report: National Clearinghouse on Offender Employment Restrictions. Washington, DC: U.S. Department of Labor, American Bar Association, 1976.

The report, a summary of the activities of the Clearinghouse, serves as a guide to the literature produced and collected. An overview of recent remedial legislation is provided and serves as an indication of the types of legislative changes to expect. New issues and problems resulting from the legislative changes are also discussed.

Hunt, James W. and Bowers, James E. Guide to Legislative Action: A Review of Strategies to Remove Statutory Restrictions on Offender Job Opportunities. Washington, DC: Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973.

This is a useful guide for the individual attempting to influence legislative change.

Hunt, James W., Bowers, James E., Miller, Neal. Laws, Licenses and the Offender's Right to Work. Washington, DC: Clearinghouse on Offender Employment Restrictions, 1974.

The booklet provides an explanation of the nature and purpose of licensing restrictions, followed by an outline of methods used to remove or modify the restrictions. Restrictive standards presently used are critically evaluated. Useful appendices include a chart of 307 occupations with a listing of the nature of the restrictions affecting ex-offenders, model statutes and recent progressive legislation.

Miller, Herbert. The Closed Door: The Effect of a Criminal Record on Employment with State and Local Public Agencies. Washington, DC: Georgetown University Law Center, 1972.

This piece contains a thorough examination of employment restrictions in the public sector including analysis and evaluation of job application forms, a survey of the hiring practices and policies of government agencies, and detailed investigation into the hiring practices at six selected jurisdictions. Extensive recommendations are offered on the basis of the study's findings.

U.S. Civil Service Commission, Employment of the Rehabilitated Offender in the Federal Service. Washington, DC: U.S. Government Printing Office, 1973.

Information and guidance are provided to the ex-offender seeking government employment. Eight factors relating to offenses which are considered in each individual case are listed, and the application procedures are outlined. Sources of further assistance are also provided.

National League of Cities, U.S. Conference of Mayors, Perspectives on Manpower and Ex-Offenders. Washington, DC: U.S. Department of Labor, National League of Cities, U.S. Conference of Mayors, 1974.

This document is a useful resource in locating government programs in vocational training and placement of the ex-offender and provides a listing of state and local programs and non-profit agencies, including addresses and descriptions of their services.

Planning and Human Systems, Inc. Employment and Training Programs for Offenders: A Guide for Prime Sponsors. Washington, DC: Planning and Human Services, Inc., U.S. Department of Labor, 1977.

This is a technical assistance guide in the form of a "how-to" guidebook for CETA prime sponsors, state manpower services councils and DOL regional staff interested in developing employment and training programs. Extensive information and a bibliography on ex-offender programs are included.

Toborg, Mary, et al. The Transition from Prison to Employment: An Assessment of Community-Based Assistance Programs - National Evaluation Program Phase I Summary Report. Washington, DC: The Lazar Institute, U.S. Department of Justice, 1977.

This report provides an assessment of the present state of knowledge regarding community-based programs providing employment services to offenders. The study evaluates the most successful programs. A listing of the programs contacted by the study can be obtained.

## B. VETERANS' BENEFITS AND UPGRADING DISCHARGES

According to a recent ABA estimate, over 125,000 veterans (or approximately 25% of all inmates) are currently serving prison or jail sentences. Many of these are entitled to VA benefits; yet, due variously to lack of information or contacts, they frequently are unable to make the proper arrangements to receive the benefits they have earned.

The job counselor should work with the local VA office -- which provides numerous counseling and other services (many on an "outreach" basis) -- in order to ensure that incarceration does not prevent the incarcerated veteran from receiving much needed benefits. The following section provides some basic information for the job counselor to prepare him for being of better assistance to his clients in this regard. However, it is essential that assistance is sought from staff from the local VA office.

### Types of Discharges

Ninety percent of all veterans have fully honorable discharges which are routinely awarded.<sup>1</sup> Less than fully honorable discharges are either administrative ("general" or "undesirable") or punitive and issued as part of a court-martial sentence ("bad conduct" or "dishonorable"). In recent years administrative discharges have been used in lieu of court-martial procedures and have become a more integral part of the disciplinary process. They do not, however, offer the same procedural safeguards as do punitive discharges.

A general discharge is considered to be under honorable conditions and is most often issued in "unsuitability" cases involving ineptitude, apathy, or even drug or alcohol abuse. The undesirable discharge may be issued for misconduct, unfitness, or in lieu of a court-martial trial. A clemency discharge (considered by the Department of Defense as "under other than honorable conditions"), is another administrative discharge offered through President Ford's special program for Vietnam era AWOL's who returned between September 16, 1974 and March 31, 1975. The returned AWOL is issued an undesirable discharge which would become a clemency discharge upon completion of 24 months of alternate service.

A punitive discharge may be part of a sentence of either a special court-martial or the more serious general court-martial.

A summary court-martial is used to deal with minor infractions. A court-martial conviction is equivalent to a federal criminal conviction and may be considered a felony conviction when the offense tried by a general court-martial is a serious civilian-type offense or results in a dishonorable discharge. A special court-martial conviction resulting in certain lengths of confinement may also equal a felony.

### Employment

The veteran returning to civilian life after four years or less of service has a legal right to his former job or a similar position with any promotions or pay raises he would have received. A new employer may request a release of service records. Those veterans with less than honorable discharges may experience discrimination even if the discharge has no relation to the job. Local and state human rights and civil rights commissions should be consulted to check on the legality of such discrimination. Government contractors working on contracts in excess of \$10,000 must judge the record on the basis of the job qualifications.

An upgraded discharge can eliminate this discrimination because the original character of discharge does not appear anywhere in the records. The Department of Labor offers an Exemplary Rehabilitation Certificate to those with less than an honorable discharge who have shown good conduct as a civilian for three years.<sup>2</sup> The veteran's status with the military is not affected, but the certificate entitles him to special job-counseling and job placement services at the local state employment service office. Applications are available from the Manpower Administration, U.S. Department of Labor, Washington, DC 20210, Attn: METR.

### Back Pay

The veteran may be eligible for back pay claims due to underpayment of salary or allowances and has up to six years to file. An upgraded discharge may entitle the veteran to mustering out pay, accrued leave, or dependents' travel expenses.

### Veteran's Benefits

Veteran's benefits are awarded by the Veterans Administration, a federal agency, and by all states and many cities, towns and counties. The benefits and eligibility requirements vary greatly on the state and local levels. A summary of state

benefits is published by the Veterans Affairs Committee of the U.S. House of Representatives, and listings of specific state and local benefits are available at all local VA offices, counseling agencies, and from local politicians.

The conferral of VA benefits rests upon the determination of eligibility for the general benefits and entitlement to the specific benefits requested. Such benefits include: education assistance, hospital care, vocational rehabilitation, home loans, civil service employment preference, re-employment benefits and unemployment benefits.<sup>3</sup> All veterans with general or honorable discharges are automatically entitled to all benefits. With a few exceptions, an upgrade to "general" or "honorable" from an "undesirable" discharge will also establish eligibility. In other than honorable discharges, the VA must make a character of discharge determination, and they will award benefits if they determine the discharge was granted under conditions other than dishonorable.

Discharge Review Board (DRB) upgrades of certain types of discharges do not lead to automatic conferral of benefits. In the case of upgrades or clemency discharges granted under the 1977 Ford Directive and Special Discharge Review Program, the DRB must make a second determination establishing that the upgrade would have been awarded under "normal" conditions without the special programs. This law has been changed recently so that if the veteran has been receiving benefits based on a special program upgrade received after October 8, 1977, his case must also undergo a DRB second determination which may result in a denial of benefits. Recent legislation has eliminated automatic upgrading criteria and conferral of benefits in conjunction with special programs.<sup>4</sup>

Other classes of upgrades require an individual determination of eligibility by the VA. DRB upgrades of the following discharges do not remove the bars to benefits: (1) discharges resulting from a general court-martial; (2) punitive discharge of a conscientious objector who refused duty; (3) discharge under other than honorable conditions due to AWOL of 180 days (unless compelling circumstances); and, (4) discharge of officers who resigned for good of service. Upgrades awarded by the Board for Correction of Military Records, however, are binding on the VA and remove bars to benefits.

These discharges when not upgraded disqualify the veteran from benefits. Other categories of offenses, such as desertion, also cause ineligibility for benefits. Discharges determined to be under other than honorable conditions also act as a bar.

The veteran can apply for benefits at the nearest VA office where counselors are available to give advice on eligibility and to inform the applicant of his rights and the procedures.<sup>5</sup> If benefits are denied by the VA hearing board, the veteran can appeal with the assistance of a lawyer if necessary. The VA character of discharge determination is made at a hearing which the applicant can attend to present evidence or give testimony.

Entitlement to benefits is established by a series of questions concerning what benefits are being sought, when the veteran served, for how long, whether he is employed, etc.<sup>6</sup> Generally, a minimum of 180 days of service, sometimes continuous, is required.

### Disability Payments

Although a number of VA programs are exclusively for those disabled in service, many benefits are available to those with disabilities not related to the service. The VA should be consulted to determine if an injury incurred during active service is considered service-connected.<sup>7</sup> Available VA programs include disability compensation, free hospital and out-patient treatment, waiver of VA insurance premiums, eligibility for vocational rehabilitation, and loans and entitlement of dependents and survivors to VA benefits. The armed services operate their own disability retirement programs, but the veteran eligible for both VA and armed services programs must choose to enroll in one or the other.

VA disability compensation is awarded for service-connected disabilities, whereas VA pensions are granted to eligible veterans according to need, age and permanent disability.<sup>8</sup> The veteran will only be granted assistance under the one program that offers the largest sum. The armed forces disability program is another alternative and must be sought immediately upon separation from service if the veteran has a service-connected disability and either eight years of service or an injury directly resulting from performance of military duties. A new public law entitles veterans with undesirable discharges to medical care for injuries incurred "in the line of duty."<sup>9</sup>

### Discharge Review System

A less than honorable discharge can be upgraded by either the Discharge Review Board (DRB) or the Board for Correction of Military Records (BCMR). The DRB can upgrade most discharges or

issue new discharges upon request or their own initiative. The jurisdiction of the BCMR is much broader. The BCMR can review any discharge resulting from a general court-martial, review appeals for cases denied by or lost at the DRB, remove bars to VA benefits and hear cases outside the DRB's jurisdiction.

The appeal procedure begins by obtaining application forms from any VA office or veteran's assistance organization. These organizations should be consulted for assistance in the upgrading procedures.<sup>10</sup> The assistance of a lawyer or counselor is strongly advised. The ACLU Practice Manual on Military Discharge Upgrading reviews the procedures of the DRB, the rights of the veteran and the best tactics of the counsel.

The boards representing the different services all meet in Washington and generally have travelling panels which meet in pre-determined cities on a regular basis. The Army DRB will go to any city or prison if there are enough cases pending there. The applicant should request a hearing rather than a closed session and try to appear before the board if possible because his presence and testimony can influence the board. Preparation by the counsel and the veteran both can increase substantially the chances for success. The DRB will consider all evidence and testimony supplied by the veteran, but it does not have the power to subpoena.

#### Handbook: The Rights of Veterans

The ACLU addresses the procedures to be followed by the incarcerated veteran who wishes to apply for an upgrade to improve parole and employment possibilities. Whenever possible, assistance should be sought from veteran's assistance organizations which can prepare the case. The ACLU Practice Manual should be consulted by the veteran, and copies should be available in the prison library, or can be obtained free of charge by writing ACLU, Literature Department, 22 East 70th Street, New York, NY 10016. The veteran can prepare the case himself with the assistance of the Manual.

The fifteen year statute of limitations on applications for upgrades has been suspended until January 1, 1980, for those with under other than honorable discharges.<sup>11</sup> Reapplications to the DRB are also possible if new evidence or witnesses become available, or if the veteran who did not attend his first hearing wishes a chance to be present. If the veteran reapplies beyond the fifteen year limit from his discharge, he must submit his application before January 1, 1980. Veterans with general discharges, special court-martial bad conduct discharges or clemency discharges can apply to the DRB: (1) if the discharge was issued

in the last fifteen years; or (2) if the discharge older than fifteen years was previously reviewed by the DRB prior to March 31, 1978; and, (3) if the application for rehearing is submitted before January 1, 1980. A rehearing will be granted on the grounds that the discharge was not reviewed under the new standards and is within the fifteen year limitation or according to the rehearing criteria already mentioned.

The BCMR's for each service meet only in Washington, and the granting of hearings is entirely discretionary. The veteran has no right to a personal appearance. There is a serious backlog of cases making the procedure very slow.

### Grounds for Appeal

The grounds upon which to appeal can not be covered in this overview because they can be very complicated and dependent on the forms used, trial procedures, the original discharge procedures and the fairness or justness of the discharge in relation to the offense. The ACLU Practice Manual covers all the possible legal and prejudicial errors and other issues which could provide grounds for recharacterization of the discharge. The lawyer or counsel and the veteran should carefully review all the discharge procedures, his past military record, and circumstances surrounding the discharge. Pre-service and post-service activities may also be relevant. In many cases an individual's history may suggest that he should have been discharged as unsuitable rather than unfit.

In many cases, the standards and policies regarding certain behavior or activities have become more liberal so that the discharge will be recharacterized according to the new standards. Such is the case with the military's attitudes toward drug use, alcoholism and homosexuality. A less than honorable discharge resulting from drug use or possession issued before July 7, 1971, will almost automatically be upgraded. This does not apply to those involved in the sale of drugs. DRB's and BCMR's are beginning to upgrade undesirable discharges issued before 1972 due to homosexual activity which did not involve violence or minors. The boards determine whether the same case brought today would result in the same discharge. Since the 1972 Laird Directive, alcoholism has been recognized as an illness by the military. Alcoholism or problems directly related to alcoholism now result in an unsuitability discharge which can be honorable or general. Therefore, when the veteran can show his discharge was caused by alcoholism or related misconduct, there is an excellent chance of recharacterization. In all three cases corroborative witnesses and testimony are extremely important in establishing the individual's former condition.

The records of the DRB and the BCMR hearings are kept confidential. Once the upgrade has been awarded, it appears in the records as if it were the original discharge.

## Footnotes

1. David Addlestone, Susan Hewman and Frederic Gross, The ACLU Handbook: The Rights of Veterans, (New York; Avon Books, 1978), p. 59.
2. David Addlestone and Susan Hewman, ACLU Practice Manual on Military Discharge Upgrading, (New York; Military Rights Project of the ACLU Project on Amnesty, 1975), p. 298.
3. The ACLU Handbook contains a chart depicting the eligibility for these benefits according to discharge; see p. 63.
4. Public Law 95-126 is explained by David Addlestone in a brief publication.
5. The ACLU Handbook contains listings of counseling groups in Appendix I and Veteran's Assistance Centers in Appendix III.
6. A complete listing of questions is found in the ACLU Handbook, p. 129.
7. An explanation of "service-connected" is provided in the ACLU Handbook, p. 178.
8. The ACLU Handbook, p. 184.
9. See Note 4.
10. See Note 5.
11. See Public Law 95-126 for full explanation.

## Annotated Bibliography

Addlestone, David. "Effect of Public Law 95-126 on the Special Discharge Review Program and the Discharge Review Boards" Washington, DC: Public Law Education Institute, 1978.

This brief article clarifies the significant changes resulting from the new law. Included are a copy of the new law and an explanation of how to use the discharge index.

Addlestone, David and Susan Hewman. ACLU Practice Manual on Military Discharge Upgrading. New York: American Civil Liberties Union Foundation, 1975.

The manual is designed for lawyers and veterans seeking discharge recharacterization. Extensive detail on the legal procedures and grounds for recharacterization are included. The bulk of the Manual contains an analysis of the service regulations relevant to case preparation.

Addlestone, David, Susan Hewman and Frederic Gross. The ACLU Handbook: The Rights of Veterans. New York: Avon Books, 1978.

The handbook is written for the veteran who is having difficulties obtaining benefits or exercising his rights. The issues concerning benefits, AWOL's, upgrading and records are discussed with emphasis on the veterans' rights in each of these areas.

### C. THE FEDERAL BONDING PROGRAM

Offenders seeking employment will often be informed by a prospective employer that fidelity bonding coverage is required for all employees or those with questionable records. A fidelity bond is a form of insurance which provides compensation to employers who suffer material loss through the dishonest acts of employees, e.g. larceny, embezzlement, theft.

There are three forms of bonds which the employer may purchase: (1) a blanket bond to cover all employees; (2) a name schedule bond to cover an individual employee for a specified amount; and, (3) a position schedule to cover an employee in a specific position.

Bonding requirements frequently act as an employment barrier to ex-offenders because the commercial insurance companies will not cover anyone whose record or history indicates he might be a poor risk, nor will they offer premiums set according to risk.

The Federal Bonding Program provides bonding coverage by the Aetna Casualty and Surety Company for those ineligible for commercial bonds. The program is administered through the more than 2,400 offices of the State Employment Security Agency (SESA) located in all states, possessions and territories. The employment counselor, client or prospective employer may apply for the bonding coverage at any local office of the Employment Security Agency. Local SESA office staff, or the State Bonding Coordinator, carry out the enrollment procedures -- which are quick and simple -- upon the determination of eligibility. The bond becomes effective when it is certified by the authorized state or local employment personnel and the individual begins work. Coverage is retroactive to the starting date of employment. (A listing of state and regional Bonding Coordinators can be found at the end of this section.)

Eligibility requirements are not very restrictive. All adults or juveniles of working age are eligible if: (1) they are not commercially bondable due to a police or criminal record, a poor credit rating, a history of drug or alcohol abuse, a dishonorable discharge, or present supervision by the correctional department; (2) they have not defaulted on a previous Federal Bonding Program bond; and, (3) they have been offered suitable, full-time employment for which they are qualified. An individual with a juvenile record is eligible for commercial bonding if the state does not consider a juvenile record to be a criminal conviction. The employment must (1) offer steady work and adequate working conditions and wages; (2) offer a reasonable expectation

of permanency; (3) be a position normally requiring bonding, or one in which misconduct could cause material damage to the employer without coverage; (4) be suitable in relation to the individual's history; and, (5) not be self-employment. Temporary positions designed to help clients make the transition into permanent employment and offered for a specified time period are considered eligible.

The bonds are issued in units of \$500, with a maximum limit of 20 units per month, and will cover a period of up to 18 months. The employer and SESA representative must negotiate the amount and duration for each bondee. At the end of this period, the employer is urged to either include the individual in normal bonding coverage or remove the bonding requirement. Aetna will arrange for standard commercial coverage if the employer's company will not.

The bond will be terminated in the following situations: (1) the bondee leaves the employer either voluntarily or involuntarily; (2) the bonding requirement is dropped; (3) the negotiated coverage period ends; and, (4) a claim is reported, and the employee disappears or is fired.

The counselor should make sure that the client fully understands fidelity bonding, the insurance companies' policy, and the availability of coverage by the Federal Bonding Program before he/she speaks to employers. Material explaining the program should be provided to the client for distribution to the employers during their job interviews.

The default rate on GGSS bonds issued between 1966 and 1974 was only 2%, meaning that fewer than one in fifty bondees defaulted. The program has worked better for some offenders than others, but the results have been significant and at a low cost. Employers have been satisfied with the bondees' job performance, and the bondees have found better paying jobs and shown greater job retention than those without bonding. Analysis of the program indicated that manufacturing, retail and service were the three major industrial classifications in which program bondees were found. The work ranged from blue-collar jobs to professional and supervisory jobs.

The employment counselor should be prepared to provide information on the Federal Bonding Program to employers and clients and other interested individuals. Informational pamphlets can be obtained from any of the 2,400 national Public Employment offices or from the Office of National Programs, Employment and Training Administration, U.S. Department of Labor. These pamphlets should be made available by the counselor to all interested parties -- clients, employers, and relevant institutional staff.

**CONTINUED**

**1 OF 2**

ROSTER OF REGIONAL AND STATE BONDING COORDINATORS\*

REGION I

Ms. Catherine Day  
Employment & Training Admin.  
U.S. Department of Labor  
John F. Kennedy Federal Bldg.  
Government Center  
Boston, MA 02203  
617/223-6723

Connecticut

Mr. Richard Pinchera  
Connecticut Employment  
Security Division  
200 Folly Brook Blvd.  
Wethersfield, CT 06109  
203/566-4280

Maine

Mr. Hilton Drake  
Employment Security Comm.  
20 Union Street  
Augusta, ME 04330  
207/289-3901

Massachusetts

Mr. Joseph Beal  
Div. of Employment Security  
Charles F. Hurley Bldg.  
Government Center  
Boston, MA 02114  
617/727- 8579

New Hampshire

Mr. Michael Parenteau  
Dept. of Employment Security  
32 S. Main Street  
Concord, NH 03301  
603/627-7841

Rhode Island

Mr. Rodrigue Da Silva  
Dept. of Employment Security  
24 Mason Street  
Providence, RI 20903  
401/277-3728

Vermont

Mr. Robert Mattson  
Dept. of Employment Security  
P.O. Box 488  
Green Mountain Drive  
Montpelier, VT 05602  
802/229-0311

REGION II

Ms. Winifred Morgan  
OPTS/ETA/USDOL  
1515 Broadway, Rm 3704  
New York, NY 10036  
212/399-5300

New York

Mr. Joseph Scalalossi  
NY State Dept. of Labor  
Room 72-80  
Two World Trade Center  
New York, NY 10047  
212/488-5548

New Jersey

Mr. Arthur Nelson  
Dept. of Labor & Industry  
P.O. Box V  
Trenton, NJ 08625

Puerto Rico

Ms. Diana Carrera  
414 Barbosa Avenue  
Hato Rey, PR 00917  
809/765-3170

REGION III

Mr. James Cruse  
DOL/ETA  
P.O. Box 9796  
Philadelphia, PA 19101  
215/596-6403

Delaware

Mr. John T. Hall, Jr.  
Department of Labor  
801 West Street  
Wilmington, DE 19819

Washington, DC

Mr. John White  
Dept. of Manpower  
500 C Street, N.W.  
Washington, DC 20001  
202/724-3746

Virginia

Mr. W.C. Bobbitt  
Virginia Employment Comm.  
P.O. Box 1358  
Richmond, VA 23211  
804/786-4094

West Virginia

Mr. Phillip D. Dodson  
4407 MacCorkle Avenue, SE  
Charleston, WV 25304  
304/348-7847

Maryland

Mr. William Stone  
Employment Security Admin.  
1100 North Eutaw Street  
Baltimore, MD 21201

Pennsylvania

Mr. Armand Santaniello  
PA State Employment Service  
Labor & Industry Building  
Seventh & Forster Streets  
Harrisburg, PA 17121  
717/787-4326

REGION IV

Ms. Austin Miller  
ETA/USDOL  
1371 Peachtree Street, NE  
Atlanta, GA 30309

Alabama

Mr. James O. Stewart  
Dept. of Industrial Relations  
Industrial Relations Building  
Montgomery, AL 36130  
205/832-5036

Florida

Mr. John H. Wareham  
Department of Commerce  
Div. of Employment Security  
Caldwell Building  
Tallahassee, FL 32304  
904/488-7184

Georgia

Mr. Jerzy Sims  
GA State Dept. of Labor  
State Employ. Security Agency  
501 Pulliam Street  
Atlanta, GA 30312  
404/656-3170

Mississippi

Mr. George Guess  
MS State Employment Service  
P.O. Box 1699  
Jackson, MS 39205  
601/354-8711

Kentucky

Mr. Vincent Warren  
Bur. for Manpower Services  
CETA Operations  
275 E. Main Street  
Frankfort, KY 40601

North Carolina

Mr. James G. Mills, Jr.  
Employment Security Comm.  
P.O. Box 25903  
Jones & McDowell Streets  
Raleigh, NC 27611  
919/733-7522

South Carolina

Mr. Fred P. Meeh  
Employment Security Comm.  
1550 Gasden Street  
P.O. Box 1406  
Columbia, SC 29202  
803/758-2706

Tennessee

Mr. Ewing Chumney  
Dept. of Employment Security  
301 James Robertson Parkway  
Nashville, TN 37201  
615/741-1792

## REGION V

Ms. Anita Mack  
ETA/DOL  
230 S. Dearborn Street  
Chicago, IL 60604  
312/353-6834

Illinois

Mr. Leonard Boksa  
Illinois Job Service  
910 S. Michigan Avenue  
Chicago, IL 60695  
312/793-4072

Indiana

Mrs. Lena Weiss  
IN Employment Secur. Div.  
10 N. Senate Avenue  
Indianapolis, IN 46204  
317/633-4313

Michigan

Mr. Amio Kartinen  
Employment Security Comm.  
510 Boulevard Building  
7310 Woodward Avenue  
Detroit, MI 48202  
313/876-5380

Ohio

Ms. Betty Anewalt  
Bur. of Employment Services  
145 S. Front Street  
P.O. Box 1618  
Columbus, OH 43216  
614/466-5984

Minnesota

Mr. Guy Flanagan  
390 N. Robert Street  
St. Paul, MN 55101  
612/296-6609

Wisconsin

Mr. Thomas Myrant  
WI State Job Service  
210 E. Washington Street  
Madison, WI 53703  
608/266-7834

## REGION VI

Mr. David Foster  
555 Griffin Square Bldg.  
Griffin & Young Streets  
Dallas, TX 75202  
214/749-1589

Arkansas

Mr. Lloyd McDermott  
AK Employ. Security Div.  
P.O. Box 2981  
Little Rock, AK 72203  
501/371-1893

Louisiana

Mr. William Benson  
LA Dept. Employ. Security  
P.O. Box 44094  
Baton Rouge, LA 70804  
504/387-2192

Texas

Mr. Frank L. Barton  
Texas Employment Comm.  
TEC Building  
Austin, TX 78778  
512/472-6251

Oklahoma

Mr. Herman D. Stevenson  
OK Employ. Security Comm.  
Will Rogers Memorial Ofc Bldg.  
Oklahoma City, OK 73105  
405/521-7364

New Mexico

Ms. Lydia Santillanez  
Employment Security Comm.  
P.O. Box 1928  
Albuquerque, NM 87103  
505/842-3271

## REGION VII

Mr. Fred Homan  
ETA  
700 Federal Office Bldg.  
911 Walnut Street  
Kansas City, MO 64106

Missouri

Mr. Donald Kennon  
Div. of Employment Security  
P.O. Box 59  
Jefferson City, MO 65101  
314/751-3215

Iowa

Mr. Roger Conter  
Iowa Dept. of Job Service  
1000 East Grand Avenue  
Des Moines, IA 50319  
515/281-5518

Nebraska

Mr. Keith Myers  
NE Department of Labor  
Division of Employment  
Box 94600, State House Station  
Lincoln, NE 68509

Kansas

Mr. George Carey  
Kansas Division of Employment  
401 Topeka Avenue  
Topeka, KS 66603  
913/296-5169

## REGION VIII

Mr. Don Trucker  
Federal Office Building  
1961 Stout Street  
Denver, CO 80294  
303/837-4477

Colorado

Mr. Merl Palmer  
Colorado Div. of Employment  
1001 E. 62nd Street  
Denver, CO 80216  
303/289-4844

**APPENDICES**

## Annotated Bibliography

Contract Research Corporation. An Analysis of the Federal Bonding Program. Belmont, MA: Contract Research Corporation, U.S. Department of Labor, 1975.

The summary covers the evolution of the program and the findings and recommendations resulting from research on the operation of the program. Research methodology and program objectives are also discussed.

Contract Research Corporation. Guidebook: Federal Bonding Program. Belmont, MA: Contract Research Corporation, U.S. Department of Labor, 1978.

The booklet contains the most recent information on the program and is designed as a detailed guidebook for the SESA staff who administer the program. Included are suggested ways of integrating the program into job development and placement systems and coordinating it with other criminal justice and manpower organizations.

U.S. Department of Labor/Manpower Administration. The Federal Bonding Program: Questions and Answers. Washington, DC: Government Printing Office, 1971.

All information concerning the Federal Bonding Program relevant to applicants and employers is summarized.

North Dakota

Mr. Duayne Bergeson  
ND Employ. Security Bureau  
P.O. Box 1537  
Bismarck, ND 58505  
701/224-2839

Montana

Mr. Sherm Hookland  
MT State Employment Security  
P.O. Box 1728  
Helena, MT 59601  
406/587-2469

South Dakota

Mr. Ray Dorn  
SD Department of Labor  
607 North Fourth Street  
Aberdeen, SD 57401  
605/622-2302

Utah

Mr. William Maynes  
Utah Employment Security  
174 Social Hall Avenue  
P.O. Box 11249  
Salt Lake City, UT 84147  
801/533-2424

Wyoming

Mr. Gene Medley  
Employment Security Comm.  
Job Service Division  
P.O. Box 2760  
Casper, WY 82601

REGION IX

Mr. Barry Wolfe  
USDOL/ETA  
450 Golden Gate Avenue  
San Francisco, CA 94102  
415/556-7252

Hawaii

Ms. Alice Hong  
Hawaii State Employ. Service  
1347 Kapiolani Boulevard  
Honolulu, HA 96814  
808/548-6389

Nevada

Mr. Fred Raymond  
NV State Employment Service  
500 E. Third Street  
Carson City, NV 98701  
702/885-4601

Arizona

Mr. Robert P. James  
AZ Dept. of Economic Security  
Bur. of Employ. & Training  
Job Service  
P.O. Box 6123  
Phoenix, AZ 85005  
602/271-3953

California

Mr. Gil Aumondreaux  
Employ. Development Dept.  
MIC 37  
800 Capital Mall  
Sacramento, CA 95814  
916/445-7057

REGION X

Mr. Dean Call  
ETA/DOL  
Old Federal Office Bldg.  
909 First Avenue  
Seattle, WA 98164  
206/399-1095

Ms. Cheryl Rose  
ETA/DOL  
Old Federal Office Bldg.  
909 First Avenue  
Seattle, WA 98164  
206/399-1095

Alaska

Mr. Thomas Siangco  
DOL/Employment Security Div.  
P.O. Box 3-7000  
Juneau, AK 99811  
907/465-2780

Idaho

Mr. Emil Omlid  
Department of Employment  
P.O. Box 35  
317 Main Street  
Boise, ID 83707  
208/384-3645

Oregon

Ms. Ruth Haucke  
Employment Division  
State of Oregon  
875 Union Street, NE  
Salem, OR 97311  
503/378-3657

Mr. Gary Vandenberg  
1407 SW Fourth Avenue  
Portland, OR 97201  
503/229-6972

Washington

Ms. Myra Libhart  
Employment Security Department  
P.O. Box 367  
Olympia, WA 98504  
206/753-5294

## D. TARGETED JOBS AND WIN TAX CREDITS

### Targeted Jobs Tax Credit

The Revenue Act of 1978 (PL 95-600, approved Nov. 6, 1978) established the Targeted Jobs Tax Credit (TJTC) replacing the Vocational Rehabilitation Tax Credit and the Jobs Tax Credit, which expired December 31, 1978, and modifying the WIN and Welfare Tax Credits which continue in force.

The TJTC is an elective tax credit that applies to wage costs incurred by firms between January 1, 1979, and December 31, 1980, for certified employees hired after September 26, 1978. The credit is equal to 50 percent of first year wages up to \$6,000 and 25 percent of second year wages up to \$6,000 for each eligible employee in the following groups:

1. Recipients of Supplemental Security Income (SSI) payments;
2. Handicapped individuals referred from vocational rehabilitation;
3. Youth, 18 through 24, in economically disadvantaged families, i.e., with income the preceding months less than 70 percent of the Bureau of Labor Statistics lower living standard;
4. Vietnam-era veterans under 35 who are economically disadvantaged;
5. Recipients of general assistance (state or locally financed welfare) for 30 or more days;
6. Youth, 16 through 18, participating in an approved cooperative education program; and
7. Ex-convicts (convicted of a felony) who are economically disadvantaged and hired within 5 years of release from prison or date of conviction, whichever is later.

Other major features of the new TJTC are:

1. To prevent targeted employees from displacing nontargeted employees, the Act provides that qualified first year wages during a taxable year cannot exceed 30 percent of aggregate FUTA (Federal Unemployment Tax Act) wages for all employees during the calendar year ending in that taxable year.
2. The employer's business expense deduction for wages is reduced by the amount of the credit, as under previous employment tax credits.

3. The credit is limited to 90 percent of tax liability after this liability is reduced by other applicable credits, such as those taken under the Tax-Based Incomes Policy. An unused portion of the credit may be carried back three years or carried forward seven years.
4. There are special transitional rules for taxpayers using a 1978-79 fiscal year. Such taxpayers can obtain new Form 5884-FY, Jobs Credit, from an Internal Revenue Service (IRS) office.
5. No credit may be claimed for wages of employees for whom employers receive on-the-job training payments, or claim the WIN or Welfare Tax Credit during that taxable year.

#### Revisions in the WIN and Welfare Tax Credits

Tax credits are available to employers hiring WIN registrants and welfare recipients. The WIN Tax Credit is available to employers in a trade or business who hire employees in a new job or vacancy and retain them at least 30 days. For the Welfare Tax Credit the employee has to have received AFDC for 90 days prior to hire and need not be a WIN registrant. Other eligibility requirements are the same as for the WIN credit. Effective January 1, 1979, the new law also established the following identical provisions for the WIN and Welfare Tax Credits:

1. The amount of the credit is increased to 50 percent of first year wages up to \$6,000 and 25 percent of second year wages up to \$6,000, the same as in the TJTC.
2. For non-business (household) employees, the credit may be taken on wages up to \$12,000 per employer, limited to 35 percent of first year wages up to \$6,000 for individual employees.
3. The amount of the credit is limited only by tax liability.
4. To claim the credit, the employee must be retained for more than 30 consecutive days.
5. The employer's business expense deduction for wages is reduced by the amount of the credit.
6. Recoupment provisions required by the former law have been eliminated.

#### Effect of the Tax Credit on Taxes

The effect of the credit depends on the employer's income tax bracket and the wage paid to the new employee. The maximum tax credit is \$3,000 for all workers paid \$6,000 or more per year.

But because the amount of the credit must be subtracted from the employer's business expense deduction for wages, the credit causes an actual reduction in taxes that ranges from \$900 for an employer in the 70 percent bracket to \$2,580 for an employer in the 14 percent tax bracket, for each eligible employee who earns \$6,000 in the first year of employment.

#### How to Claim a Tax Credit

To claim a tax credit, employers attach new IRS Form 5884 to their tax returns. To substantiate the claim, employers must obtain a certificate saying that the employee whose wages are the basis of the credit is a member of an eligible group.

For the TJTC, the employer, employee, or prospective employee contacts a Job Service office of the state employment security agency (SESA) to get the name of a local agency that can issue a TJTC Voucher. The agency signs the voucher to confirm that the employee is a member of a target group, the employee signs to vouch for the truth of information given the agency, and the employer signs to confirm that the employee has been or will be hired. The employer sends the voucher to the SESA's TJTC staff, which returns a "Targeted Jobs Tax Credit Certificate" within 72 hours.

For the WIN and Welfare Tax Credits, local WIN and welfare offices certify employer and employee eligibility.

For Further Information: Contact a local office of the SESA (Job Service) or a WIN office (see state government listings in the telephone book); the Employment and Training Administration, U.S. Department of Labor, 601 D Street, N.W., Washington, D.C. 20213; the Office of Information, Room 10406 at the same address, telephone 202/376-6905; or any of the 10 regional offices of the Department (Boston, New York, Philadelphia, Atlanta, Chicago, Kansas City, Dallas, Denver, San Francisco, and Seattle), referring to local telephone directory for address and telephone number.

U.S. DEPARTMENT OF LABOR  
Employment and Training Administration

**VOUCHER**

TARGETED JOBS TAX CREDIT

1. INITIATING AGENCY CODE	2. CONTROL NO.
3. TYPE OF VOUCHER ("X" one) a. <input type="checkbox"/> Original    b. <input type="checkbox"/> Revalidation	4. DATE COMPLETED (Mo., Day, Yr.)
(State Employment Security Agency's Name and Address)	
(Participating Agency's Name and Address)	
SIGNATURE (Authorized Official)	PHONE NO.

**PART I. INTRODUCTION**

5. NAME OF INDIVIDUAL (Last, First, Middle)	6. SOCIAL SECURITY NO.
7. ADDRESS (Number, Street, City, State, ZIP Code)	8. SIGNATURE

**TO THE EMPLOYER:**

The above named individual may be eligible for certification under the TARGETED JOBS TAX CREDIT (TJTC) program, as authorized under the IRS Code 44B. If the person is not employed before (Mo., Day, Yr.) , this eligibility is subject to review.

In the event you hire this person, you should request the certification necessary for you to claim a TARGETED JOBS TAX CREDIT. Simply complete the Employer Declaration below, mail to the STATE EMPLOYMENT SECURITY AGENCY (see address above) and the Employee TJTC Certification Form will be returned to you.

**PART II. EMPLOYER DECLARATION**

I HEREBY DECLARE that the above named person was or will be employed by:

9. NAME OF FIRM	10. EMPLOYMENT STARTING DATE (Mo., Day, Yr.)	11. STARTING WAGE \$ _____ per hour
12. JOB TITLE OR OCCUPATION		

PLEASE SEND A TJTC CERTIFICATION FOR THIS EMPLOYEE.

13. AUTHORIZED EMPLOYER REPRESENTATIVE a. Name	b. Title
c. Address (No., St., City, State, ZIP Code)	Signature ➤
d. Date (Mo., Day, Yr.)	e. Phone No. (Include Area Code) (     )
f. IRS Identification No. (As shown on your tax return) ➤	

14. COMMENTS

**NOTE:** Falsification of data on this form is a Federal crime in violation of 18 USC 1001. Falsification of work or concealment of information is punishable by a fine of not more than \$10,000 or imprisonment of not more than 5 years.

U.S. DEPARTMENT OF LABOR  
Employment and Training Administration  
**APPLICANT CHARACTERISTICS**  
TARGETED JOBS TAX CREDIT

1. CONTROL NO.	2. DATE COMPLETED
3. NAME OF INDIVIDUAL (Last, First, Middle)	4. SOCIAL SECURITY NO.

I have determined the eligible individual to have the following characteristics:

5. SEX ("X" one) a. <input type="checkbox"/> Male    b. <input type="checkbox"/> Female	6. BIRTHDATE (Mo., Day, Yr.)		7. RACE ("X" appropriate box) a. <input type="checkbox"/> White (not Hispanic)    b. <input type="checkbox"/> Black (not Hispanic) c. <input type="checkbox"/> Hispanic    d. <input type="checkbox"/> American Indian & Alaskan Native e. <input type="checkbox"/> Asian & Pacific Islander	
8. FAMILY INCOME (Last 6 months annualized) \$	9. NO IN FAMILY	10. VETERAN ("X" one) a. <input type="checkbox"/> YES b. <input type="checkbox"/> NO		
11. TARGETED GROUP FOR TJTC CERTIFICATION ("X" one box only) a. <input type="checkbox"/> Disadvantaged Youth (18 thru 24) b. <input type="checkbox"/> Disadvantaged Vietnam-Era Veteran c. <input type="checkbox"/> Disadvantaged Ex-Felon d. <input type="checkbox"/> Vocational Rehabilitation Referral e. <input type="checkbox"/> Youth (16 thru 18) in a Cooperative Ed. Program f. <input type="checkbox"/> Supplemental Security Income Recipient g. <input type="checkbox"/> General Assistance Recipient		12. SOURCE(S) FOR INFORMATION VERIFICATION ("X" appropriate boxes) a. <input type="checkbox"/> Local Education Agency Records    b. <input type="checkbox"/> Driver's License c. <input type="checkbox"/> Vocational Rehabilitation Agency    d. <input type="checkbox"/> State or Federal Parole Office e. <input type="checkbox"/> Birth Certificate    f. <input type="checkbox"/> Local Welfare Department g. <input type="checkbox"/> Welfare Identification    h. <input type="checkbox"/> DD Form 214 i. <input type="checkbox"/> Other (Indicate source)		

**APPLICANT'S DECLARATION**

*I CERTIFY that the information I have supplied in completing this form is true and correct to the best of my knowledge. I AGREE that any information I have supplied may be subject to verification.*

SIGNATURE OF APPLICANT	DATE	COUNTER SIGNATURE (Parent or Guardian)
------------------------	------	--

PARTICIPATING AGENCY'S NAME AND ADDRESS	SIGNATURE OF AUTHORIZED OFFICIAL	
	PHONE NO.	TYPE OF DETERMINATION ("X" one) a. <input type="checkbox"/> Original b. <input type="checkbox"/> Revalidated

COMMENTS

**NOTE:** Falsification of data on this form is a Federal crime in violation of 18 USC 1001. Falsification of work or concealment of information is punishable by a fine of not more than \$10,000 or imprisonment of not more than 5 years.

In order for us to provide better services to you, please state what your needs are by using this check sheet.\* Put checks to the left of the need areas. If you want to give more details, please write that in the long space on the right of each line. If there is something else, write it at the bottom of the page.

I would like to get information about:

- food (food stamps and emergency food) \_\_\_\_\_
- clothing (used) \_\_\_\_\_
- help in finding a place (or better place) to live \_\_\_\_\_
- getting my apartment rid of pests \_\_\_\_\_
- getting medical help \_\_\_\_\_
- getting dental help \_\_\_\_\_
- getting an eye exam or glasses \_\_\_\_\_
- getting help with drug or alcohol problems \_\_\_\_\_
- getting welfare \_\_\_\_\_
- day care of child care for dependents \_\_\_\_\_
- family planning \_\_\_\_\_
- transportation \_\_\_\_\_
- civil legal problems (divorce, garnishment, appeals) \_\_\_\_\_
- getting a loan or credit in the community \_\_\_\_\_
- child custody/support \_\_\_\_\_
- getting an education (learning to read or G.E.D.) \_\_\_\_\_
- ways to go to college \_\_\_\_\_
- getting ready for training \_\_\_\_\_
- getting ready for a job (how to look, make application, etc.) \_\_\_\_\_
- getting uniforms for a job \_\_\_\_\_
- getting tools or a license for a job \_\_\_\_\_
- veterans' affairs \_\_\_\_\_
- anything else \_\_\_\_\_

DATE \_\_\_\_\_

SIGNATURE \_\_\_\_\_

\*Used by Talbert House, Cincinnati, Ohio

## MONTGOMERY COUNTY PRE-RELEASE AGREEMENT

PRC-54

As a voluntary participant in the Pre-Release Program, I agree to follow the program's rules as stated below:

1. I agree to industriously work at my employment, training or educational program. I will go to and from its location by the most direct route in the least amount of time. After each day's approved activities I will immediately return to the Pre-Release Center. If any situation occurs which prevents me from returning at the prescribed time, I will immediately call the Pre-Release Center for instructions. I will not be absent from the approved day's activities without approval of a Center staff member.
2. I will not act as a strike breaker, or participate in any strikes, demonstrations, or similar activities and I will report any similar situations to the Pre-Release Center staff.
3. I agree to buy the necessary materials, clothing and/or equipment essential to my employment.
4. Prior to making any move to change my employment I will inform the staff of the Pre-Release Program and obtain their approval.
5. I agree to deposit with the Work Release Supervisor my earnings less payroll deductions and I further agree to pay the County 20% of my income for room/board, etc. while working and at the Pre-Release Center. I also agree to pay my valid debts. Prior to borrowing money, incurring debts, opening bank or charge accounts, etc., I will obtain approval from Center staff.
6. I will arrange my own transportation to and from work. I understand that before operating a motor vehicle I must have a valid driver's license, automobile registration, and proper insurance coverage as required by Maryland law.
7. I agree not to leave the Pre-Release Center premises without prior authorization from Center staff.
8. It is, of course, understood that I will obey all laws of the State of Maryland. Should I have any contact with the police I will immediately notify a Center staff member.
9. I agree not to use, possess or introduce into the Pre-Release Center any weapons, alcoholic beverages, narcotics or drugs (unless under doctor's orders).
10. I agree to resolve the problems I confront in non-violent ways and I will not verbally or physically abuse another person.
11. I agree to submit to urinalysis or alcolyser tests when requested by Pre-Release Center staff.
12. I agree to participate in the Center's Social Awareness Program, in the group counseling program and (or) other community programs (i.e. alcohol or drug groups) dependent upon my problems, needs and goals.
13. If I earn home visitation privileges while in this program, I agree to spend my time at pre-arranged activities with my family or friends as approved by the Center staff, and I will conduct myself properly, obeying all laws as well as the rules of the program during my release into the community.
14. I have read the Pre-Release Center Guidebook and agree to follow the program activities and procedures of the Pre-Release Center.

I am *committed* to making those personal changes necessary for me to remain crime free. Thus, I am ready to become meaningfully *involved* in this program and the treatment opportunities made available to me. I am prepared to honestly accept responsibility for my own behavior and will demonstrate *responsibility* through my actions.

I realize that if I violate my part of this agreement I can be immediately removed from the program and placed in security confinement, and I will be subject to the penalties provided by law.

\_\_\_\_\_  
Resident's Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Staff Member

\_\_\_\_\_  
Date

## APPENDIX 3

JOB READINESS TEST\*

	<u>YES</u>	<u>NO</u>
1. High School Diploma.	( )	( )
2. Good personality.	( )	( )
3. Job experience.	( )	( )
4. Lack of work history.	( )	( )
5. A record of father's job experiences.	( )	( )
<u>When asked to complete an employment application:</u>		
6. You should pay much attention to dates for they are important.	( )	( )
7. Leave as many personal questions unanswered because it is really no concern of the employer.	( )	( )
8. Don't mention your handicap on the application because you know that if the employer finds out, he will not hire you.	( )	( )
9. Print carefully and answer all questions to the best of your ability.	( )	( )
10. Try to leave no periods of time in your work history unaccounted for.	( )	( )
<u>When preparing for a job interview you should:</u>		
11. Go out and buy all new clothing.	( )	( )
12. Be sure to wear old clothing so the employer will feel you really need a job.	( )	( )
13. See that your present clothing is cleaned and pressed.	( )	( )
14. Wear colorful and festive clothing.	( )	( )
<u>Before leaving for the interview you should:</u>		
15. Clean your tennis shoes.	( )	( )
16. Take a bath.	( )	( )
17. Apply lots of makeup or cologne so the employer will notice you.	( )	( )
18. Be sure your hair is combed.	( )	( )

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Columbus, Ohio

YES NO

37. Call the day before to confirm your appointment. ( ) ( )

If you find you cannot keep your appointment:

38. Don't call and bother him because he will understand that you did not keep the appointment because you are handicapped. ( ) ( )

39. Write the employer a letter and tell him you think the job might be too difficult for you. ( ) ( )

40. Call the employer and explain your circumstances and ask for another appointment. ( ) ( )

41. Call the employer and ask if he can arrange transportation for you because you are handicapped and don't like to ride the bus. ( ) ( )

42. Go to the employer and apologize for being late and ask for another appointment. ( ) ( )

Upon arrival at the place of interview you should:

43. Take a seat and remain there until someone asks you what you want. ( ) ( )

44. Approach whoever seems to be in charge and tell them all about your handicap and ask them what they know about a job for you. ( ) ( )

45. If you are told to wait insist that you have an appointment and must see him immediately or you will leave. ( ) ( )

46. Announce yourself to the receptionist and tell of your appointment and await her instructions. ( ) ( )

While being interviewed you should:

47. Tell the employer that your last employer was very unfair and took advantage of you. ( ) ( )

48. Be sure and look around the room while the employer talks to you so that he knows you are impressed with his office. ( ) ( )

49. Tell him what you have learned about his company and products and that you would like to work for him. ( ) ( )

50. Talk rapidly so that the employer will not have a chance to say no. ( ) ( )

51. Plan on telling him in detail all about your handicap and all your serious financial and domestic troubles. ( ) ( )

52. Take a genuine interest in what he says and ask for the opportunity to work for him. ( ) ( )

YES NO

At the close of the interview:

53. Tell him you have to have immediate decision as to whether you will get the job. ( ) ( )
54. Ask when do I get paid. ( ) ( )
55. Ask when can I have an advance. ( ) ( )
56. Be sure to ask him what time lunch is and how many breaks you are allowed. ( ) ( )
57. Thank him for the interview and tell him you will await his decision. ( ) ( )

When on the job and you do not understand directions fully you should:

58. Ask your supervisor. ( ) ( )
59. Call a relative or friend for his or her advice. ( ) ( )
60. Go directly to the top man for he really knows more than the supervisor. ( ) ( )
61. Ask the first person you see. ( ) ( )
62. Contact your rehabilitation counselor and ask him. ( ) ( )
63. Quit your job. ( ) ( )

After you are on the job:

64. When you have worked several days show them you mean business and ask for a raise. ( ) ( )
65. Don't work too hard because they are not paying you much anyway. ( ) ( )
66. When you are told to do something you don't like remind them you are handicapped and shouldn't be asked to do this work. ( ) ( )
67. Discuss any problems you have found at work with your foreman and ask her for suggestions. ( ) ( )
68. Discuss all your family problems with your co-workers and ask for suggestions. ( ) ( )

If you plan to change jobs you should:

69. Analyze the new opportunity and make sure the new job is secured. ( ) ( )
70. Tell no one of your new job and don't report for work at your old job. ( ) ( )

- |  | <u>YES</u> | <u>NO</u> |
|--|------------|-----------|
| 71. Discuss your proposed job change with a qualified employment counselor.                                  | ( )        | ( )       |
| 72. Tell the new employer you feel obligated to give your present employer two weeks' notice.                | ( )        | ( )       |
| 73. Tell your present employer that if he would give you a raise you would not quit.                         | ( )        | ( )       |
| 74. Try to convince other dissatisfied workers to make a change with you.                                    | ( )        | ( )       |
| 75. Thank your former employer for the opportunity to have worked for him and wish him well in his business. | ( )        | ( )       |

TOTAL SCORE \_\_\_\_\_

COMMENTS:

AMERICAN CORPORATION

400 ... ..

George ... ..

**END**