



This is to certify that the

thesis entitled
A FOLLOW-UP STUDY AND ANALYSIS OF PARA-
PROFESSIONAL GRADUATES OF THE NEW
CAREERS PROGRAM CONDUCTED AT
CUYAHOGA COMMUNITY COLLEGE,
CLEVELAND, OHIO
presented by

Clarence Washington Mixon

has been accepted towards fulfillment
of the requirements for

Ph.D. degree in Higher Education

A handwritten signature in cursive script, appearing to read "W. R. Powell", is written over a horizontal line.

Major professor

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ABSTRACT

A FOLLOW-UP STUDY AND ANALYSIS OF PARA- PROFESSIONAL GRADUATES OF THE NEW CAREERS PROGRAM CONDUCTED AT CUYAHOGA COMMUNITY COLLEGE, CLEVELAND, OHIO

By

Clarence Washington Mixon

The purpose of this study is to analyze and appraise the success of the New Careers Program conducted at Cuyahoga Community College and the successful adjustment of graduates trained for para-professional career ladder positions with human service type agencies to:

1. Identify, classify and interpret the data concerning the success of these graduates to determine what implications, if any, these might have for the training programs.
2. Aid in the evaluation of the present New Careers Type training programs.
3. Give direction to the evolving training programs.
4. Ascertain the graduates attitude toward, and opinion of, the training program.

Since the inception of the program, there has never been a follow-up study to solicit evaluative responses from the graduates of the programs. Information regarding the adjustment of the graduates is either lacking or cursory in nature. No formal study has been undertaken to analyze or appraise the adjustment of these graduates and to seek their statements concerning benefits, if any, offered by the New Careers Program conducted at Cuyahoga Community College.

The New Careers Program at Cuyahoga Community College is in its seventh year of existence and has produced approximately 600 graduates. Because this program is still operable at the college, a study of graduate-trainees is therefore both needed and important.

A search of the literature was made and a brief account of the historical developments of how the New Careers concept evolved and who were the prime movers behind the concept. Data were obtained from a questionnaire submitted to the trainee-graduates of the New Career Program for the years 1967 through 1970. The study was confined to the New Careers graduates who were still living in the Greater Cleveland area at the time of the collection of data.

There is a shortage of available written information on the program. However, there is a wealth of

information on similar programs across the country and graduates were willing to discuss the program and the problems encountered in the program.

Basic technical skills and on-the-job training were vital in the final placement of a trainee on a job. General educational opportunities and generic discussion were provided to help in the establishment of self-esteem and better work habits.

There is strong support from the graduates that skills and benefits derived from the programs did in fact assist in the successful adjustment of graduates to their initial job placements and present employment. There are repeated implications for the continuation of New Careers type programs. There is some skepticism regarding the hiring agencies' willingness to change and use the indigenous persons as a bridge or catalysts for the professional person.

There are strong implications that graduates do succeed, adjust, and continue to pursue academic credentials vital to upward mobility.

The programs tended to serve the needs of predominantly middle-aged, unemployed black women with responsibilities as head of households and one or more children under 18 years of age. All participants were

recruited from the inner city areas with high unemployment, high crime rates, poor housing, and educationally disadvantaged schools.

The data gathered indicated that responses to questionnaires tended to decrease 10 percent each year following graduation. Follow-up studies should not be conducted after three years. There was only a 43 percent return of questionnaires.

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CHAPTER I

THE PROBLEM

Introduction and Setting

It was not until the 1950's that this country returned to giving serious consideration to one of its greatest economic resources--its manpower. Much of the displacement of manpower induced by increased automation and machine precision factories had a devastating effect on employment. The country was forced to address itself to the unemployment problem as the number of persons on public welfare climbed.

Initially, the federal government developed programs which were directed at a small segment of the unemployed population who had job skills, who were work oriented, and who had lost their jobs because of automation. They simply needed to be retrained for new job openings. These programs helped, but they did not significantly reduce unemployment among the increasing numbers of urban "disadvantaged" poor.

The urban disadvantaged are persons who are undereducated, underhoused, undernourished, and of a low social class. They live in relatively segregated areas, constitute the hard-core unemployed, and make up the majority

of prison populations. This segment of the population, with its low percentage of employment, needed to be helped.

In the decade of the 1960's it became apparent that the federal government was thinking in terms of "full employment" but full employment would be impossible with the vast reservoir of unskilled and undereducated persons. The number of economically unstable persons increased with expansion of automated factories. There had been a few local attempts in New York, Chicago, and Detroit to provide training for people from "deprived" neighborhoods, but for the most part local authorities considered these people as someone else's responsibility. Thus, it became the federal government's responsibility to step in with various programs, two of which were the "Manpower Development and Training Act of 1962," followed by the "Economic Opportunity Act of 1964." The interest of the U. S. government had returned again to considering people as an economic asset.

Programs implemented under these acts were designed to reduce the number of "hard-core" unemployed persons by increasing their employability in the labor market. One such act was the Scheuer Amendment to Title II which was enacted into law in 1966. This legislation allowed public service agencies with designs for new operations, attitudes and acute manpower shortages to actively address the problems of poverty and unemployment.

One of these programs and concepts was chosen as a focus for examination in this research. The "New Careers Program" appears to offer a promising approach for achieving a major improvement in employment among the disadvantaged during the 1970's.

The prime movers behind the New Careers movement were Frank Reissman and Arthur Pearl. Their 1965 publication, New Careers for the Poor, provided the theoretical framework for this movement. Within this framework, wide latitude was permitted in the design of experimental programs which implement the Reissman and Pearl concepts.

Their New Careers concept involved three somewhat independent objectives. First, there was the goal of helping low-income people enter the job market in an area of high demand and great social need, namely human services occupations. Secondly, the New Careers concept was aimed at improving services themselves by allowing the low-income aide or worker to help middle class professionals relate to a variety of "minority" groups, e.g., the poor, the non-white, the alienated. Third, the concept called for the development of new careers--the creation of socially useful jobs at entry level with appropriate education and training allowing for advancement on the career ladder within the agency or among agencies.

These three objectives were fused together by a single pervasive goal--the restructuring of staffing

patterns in human service agencies and institutions in order to capitalize on the unique contributions which persons from disadvantaged areas could make to these agencies and institutions.

In reviewing the literature from other New Careers Programs conducted in Minneapolis, Minnesota; Baltimore, Maryland; and New York, New York, one finds great similarity in objectives, activities and clientele with the one conducted in Cleveland, Ohio. The difference, it appears, was in the final availability of jobs after completion of the programs and the direct educational tie-ins with regular college career type programs. Each New Careers Training Program conducted in Cleveland had agency commitments to hire graduates from the programs before training was begun and each area of training was tied in with an associate degree program already being offered at Cuyahoga Community College.

Significance of the Study

Although each of the programs had its own unique area of training, it is the opinion of the researcher that a general purpose was common to all of them. From a societal perspective, it is vital that every possible method of reducing unemployment be explored, examined, and implemented. Those programs which prove beneficial in solving the problems of increasing unemployment should be

implemented both in the public as well as in the private sector, especially in areas where there are acute manpower needs. This country cannot afford the ill effect which unemployment generates. This society's wealth rests in its productivity, not its unproductivity.

From a community perspective, the demand for local community control and decentralization by militants, and other community-based forces are forcing agencies to see New Careerists as a crucial link or bridge to the community. Agency leaders feel increasingly vulnerable unless they have involved indigenous representatives of the community on their staffs. They have experienced a great need for two-way communication with the community, and to some extent, increasingly recognize the need to incorporate elements of the community into their structures.

From the colleges' perspective, they want to be recognized as receptive to the needs of the community and as possessing the proper resources to help the community deal with all local needs and critical human problems. The college wants programs like New Careers to give additional meaning to its open door viewpoint. In this way it can become an agent of societal change through education. By addressing the critical problems of unemployment in a meaningful way, the college is seen by the broader segment of the population as offering relevant to the needs of the community.

From the participants' perspective, a good program could greatly improve their employability, level of education, and feelings of self-worth--by helping them advance vocationally, financially, as well as becoming contributing members of society. Perhaps the most important goal of these programs was the potential increase in self-esteem, self-respect, and dignity among graduates.

The New Careers movement has left an effect, especially on persons in the vocational and technical fields. The Career Education Programs of today are attempts to revitalize the whole vocational educational field using both the career ladder and the humanizing concepts fostered by New Careers.¹

The Origin of the Cleveland New Careers Program

In July, 1967, the U. S. Department of Labor approved a New Careers Training Program for the City of Cleveland under the auspices of AIM-Jobs. The New Careers Programs were conducted under the terms of the Schuer Amendment to Title II of the Economic Opportunity Act. Cuyahoga Community College's Metropolitan Campus, Community Service Division, was sub-contracted to provide total training for 305 inner-city unemployed adults for New Careers in human service jobs.

Training Areas

The first year (1967-68), the program attempted to train 120 women for the Cuyahoga County Welfare Department, 60 as Case Worker Aides and 60 as Home Health Aides.

The second year (1968-69), 100 persons were trained for the city of Cleveland, 25 as Community Health Technical Aides, 22 as Plumbing Inspector Aides, 20 as Recreational Aides, 13 as Interviewer Aides, 10 as Water Servicemen Aides, and 10 as Police/Safety Aides.

During the third year (1969-70)² the program trained 85 persons, 30 as Urban Technical Aides for the city's planning agencies, 25 as Employment Aides for the Ohio Bureau of Employment Services, and 30 as Educational Aides for three suburban school systems and Cuyahoga Community College.

Clientele Profile

Even though the agencies for whom the trainees were prepared each year changed, the population base used to recruit trainees for the program remained the same as demonstrated by program records of the college. Trainees were predominantly middle-aged and unemployed black women with responsibilities as a head of a household and one or more children. Typically, they had not attended college, but it is interesting to note that approximately 10 percent had some college experience.

All participants in the programs were required to be inner-city residents of Cleveland and had to live in one of the four poverty target areas of neighborhoods of the near east and west side (Central, Glenville, Hough, Kinsman, Near West Side, Tremont, Mount Pleasant, North Broadway).

Most participants had not held jobs concerned with human services before they joined New Careers. Rather, they were employed whenever they could get work as day or spot laborers. Their lack of educational credentials and marketable skills forced them into jobs that could be learned quickly by almost anyone--and this included very few human-service jobs.

The 1969 Manpower Planning and Development Commission Report for Cleveland summarized the U. S. Department of Labor Statistics situation during 1967 to 1969, noting that "overall unemployment in the country was 3.4 percent. However, the jobless rate for white workers was 7 percent, up from 15-year low of 5.7 percent in January, 1969." The document pointed out that "most of the rise in non-white unemployment was among adult men."

The Ohio Bureau of Employment Services "Ohio Labor Market Information" indicated that unemployment rose from 15,800 in May, 1968, to 23,600 in June, 1969, in the metropolitan Cleveland area.

The U. S. Department of Labor, Office of Information, Bureau of Labor ("News," USDL-10-560) disclosed that the ratio of black to white unemployment in the country during the second quarter of 1969 (ending June 30) was 2.0 to 1 as compared with a 1.6 to 1 ratio at the same time in 1968.

Comparison of 1967 and 1968 Metropolitan
and Central City Employment Rates

A U. S. Department of Labor Report ("News," USDL-10-560, Office of Information, Bureau of Statistics) on jobless trends in 20 large metropolitan areas (including Cleveland) revealed that the average national unemployment rate in these cities during 1968 was 3.4 percent, whereas it was 3.9 percent in 1967. Cleveland ranked eighth in unemployment in 1967 with an estimated rate of 3.8 percent while in 1968 it ranked sixth with a 3.5 percent rate. While Cleveland's rate dropped during 1968, its relative standing among cities in the study worsened.

The unemployed of the central city in 1968 was about 54 percent of Cleveland's total number of jobless, whereas they were approximately 52 percent of the total in 1967. There were seven cities with higher rates of unemployment than Cleveland at the close of 1967. However, only five major cities--San Francisco, Pittsburgh, Newark, Buffalo, and Detroit--had higher unemployment rates than Cleveland at the close of 1967.

TABLE 1.1.--Unemployment in Cleveland.^a

	1967		1968	
	Level	Rate	Level	Rate
Unemployed:				
Persons in Cleveland	29,000	3.8%	26,000	3.5%
White	18,000	2.8%	17,000	2.7%
Non-White	11,000	8.8%	9,000	8.3%
Unemployed:				
Persons in the central city	15,000	5.8%	14,000	5.4%
White	5,000	3.4%	5,000	3.5%
Non-White	10,000	10.0%	8,000	9.2%

^aTaken from the Planning and Development Commission's Inventory.

Facilities

The programs began in the Gallo Building on the Metropolitan campus because it housed the College Skills Programs and also provided adequate office and classroom space. The college encouraged the program to use all facilities and resources it afforded any regular students such as the library, cafeteria, bookstore, health center, and counseling services. Each aide area was provided with its own classroom as well as ample office space for the staff and three additional classrooms. Office equipment for the program was obtained from other federal training programs. Other needed equipment and services were supplied by the college, i.e., visual aids, reproduction services, and transportation.

The program moved from Gallo to Brownell and finally to the new multi-million dollar campus located in downtown Cleveland with ample parking and public transportation to all parts of the city.

Program Design

The programs were comprised of four major components--Technical Education, Basic Education, Generic Education, and On-The-Job Training:

a. Technical Education: This was a regularly scheduled unit of work pertaining specifically to preparing the aides for employment in their unique job category. This technical education contained the training of the aides in their generic human service fields, training for particular occupations, and training for their specific skills needed to successfully complete the tasks contained in their jobs. It required the identification of competency required and educational components needed to prepare the trainee for successfully entering into employment in each aide category. This portion of training and on-the-job (O.J.T.) played major parts in determining the final disposition of a trainee.

b. Basic Education: This was scheduled to allow the trainees an opportunity to continue or complete some academic part of their formal education. As a result of

tests and recommendations by the college and program counselors, trainees were placed into one of five basic education programs. They were:

1. Individual tutoring for persons whose formal educational range was from 4 to 6.
2. Basic Education for persons whose formal education was from 7 to 9.
3. General Equivalence Diploma (G.E.D.) Preparation for persons whose formal education was from 10 to 12.
4. College Skills for persons whose formal education was from grades 12 to 14; high school graduates who needed a remedial program.
5. Regular College for persons who could perform in regular college-level credit classes.

The purpose was to improve the educational level of the trainees, thus enhancing their promotability. The success of a trainee in the basic education portion of the program was not tied to job placement after the completion of training. It was felt the educational atmosphere and interaction with other college persons would provide stimulating effects and encourage many to continue bettering themselves educationally, regardless of academic success.

c. Generic Education: The Third component of the program was generic education. Generic issues were discussed in small groups with aides who worked together for one hour per day and shared their diverse experiences (work and social). These small groups served as major vehicles for the development of human-service skills. They consisted of 10-15 members who helped each other learn through role playing and explanations on how they function in relationship to each other and to the job.

Each group had a core leader who worked with them throughout the program assisting the group in learning how to function and encouraging the group to use themselves for self-study. The informality and openness of the group allowed the trainees to consider interrelationships of their job, with their personal needs, their family's needs and the community's needs. The atmosphere during the core periods was kept relatively free in order to encourage natural and on-going appraisal of the jobs, the trainees, the supervisors, and the program staff in general.

d. On-The-Job Training (O.J.T.): This was the final component of the program. The initial orientation to O.J.T. began with a field trip to the job site to see the physical locale of the job and to meet the supervisors. After 10 weeks, trainees reported two half-days per week

to their O.J.T. sites, then three full days, until they were employed fulltime by their future employer.

e. Supportive Services: All participants were paid a stipend of \$1.60 an hour the first three months, which was to increase to \$1.80 for the next three months and finally reach a ceiling of \$2 per hour during the duration of the program. Time cards were kept and used as counseling tools during generic discussion periods. The program offered a full complement of supportive services, such as:

- Emergency bus fare³
- Emergency money⁴
- Tutorial help⁵
- Legal aid
- Alcoholic counseling
- Drug addiction help
- Child care⁶
- Consumer protection
- Housing
- Psychiatric care
- Medical & dental services

All three of the Cleveland programs had three salient features which were intended to add to their success. First, the Cleveland programs were all placed in the Community Service Division on the Metropolitan Campus of Cuyahoga Community College, where most experimental education components are tested with the cooperation of the entire college. The second distinguishing feature was that no programs were initiated without job commitments and guarantees before participants were recruited, thereby

assuring the trainees that a real job awaited them upon completion of the program. The third and final feature provided a direct tie-in with all related certificate and degree programs offered at the college. This enabled those who desired to better prepare themselves for opportunities of advancements and promotions when academic degrees are required.

The basic inherent philosophy of all New Careers programs can be found in the statement found in the 1970 Community Service Status Report on the Philosophy of the program:

The Philosophy of the New Careers begins with the belief that there is a difference between a job and a career, and the creation of a mere job is not enough if those who are employed and underemployed are to re-enter the mainstream of society and to develop their potential. It is believed that the jobs should not be make-work jobs, but rather the utilization or creation of a system offering meaningful careers with living wages and opportunity for advancement.

It should be pointed out that many New Careers programs were "sold" to agencies on the basis that paraprofessionals would merely complement existing services and not threaten professional prerogatives. A totally operable New Careers program can render short life to such a concept, however. Despite projected forecasts of the unending need for professionals in human services, social workers are likely to discover, as teachers are beginning to, that there suddenly is "not room for everyone."

Statement of the Problem

The major purpose of this follow-up study was to determine what structural and attitudinal characteristics of a New Careers Program were perceived by its graduates as facilitating or inhibiting their progress on the job. Questionnaires were mailed to former trainees and interviews were conducted with Job Supervisors and Program Staff to ascertain how they perceived the graduates' success on the job.

It becomes imperative to study the adjustment of graduates who have been through the program to ascertain the validity of the following thesis:

Cuyahoga Community College's New Careers Training Programs prepared its graduates for successful adjustment into entry-level paraprofessional⁷ career ladder positions.

Assumptions of the Study

1. It was assumed that the New Careers Program of Cleveland represented an acceptable model for the New Careers concept.
2. It was assumed that, if operated successfully, such a program would have material effects on the life of the community.
3. It was assumed that there are certain intangible benefits in such a program which will benefit the agencies as well as the trainees; thus a symbiotic relationship between the agency and the trainee was present.

Delimitations

1. This study will be confined to the New Careers graduates of 1968 through 1970.
2. This study will be confined to those New Careers graduates who are still living in the Greater Cleveland area at the time of the collection of data.

Need for the Study

A study of the graduates of the New Careers Program of Cleveland had not been conducted since its inception. Information regarding the adjustment of the graduates is either lacking or of a cursory nature. No formal study has been undertaken to analyze or appraise the adjustment of these graduates and to seek their statements concerning the nature of the various components offered by the program, such as technical training, core-group discussion, educational classes and on-the-job training.

New Careers at Cuyahoga Community College is in its sixth year of existence and has graduated approximately 600 individuals. Since the program is no longer in its formative years, a study of the graduates is both needed and necessary.

Limitations of the Study

The New Careers Programs at Cuyahoga Community College offered paraprofessional training three consecutive years for eight separate human-service-type agencies in the Greater Cleveland area.

In order to keep this study within the limits of practicability, only graduates who were still living in the Greater Cleveland area were included. It was also decided that graduates might give their questionnaire responses by telephone. A semi-structured schedule of questions as suggested by Maccoby and Maccoby provided responses that could be compared and contrasted.⁸

An effort was made to eliminate independent judgment from the telephone interviews and instrument. J. McVicker Hunt has identified seven types of fallibility present in the use of questionnaire data. These fallibility items concern bias from the client's situation, bias from the clinician's situation, bias from the interactions, human perception limitations and temptation by the clinician to use judgement and confidence as substitutes for ignorance and knowledge.⁹ It was hoped that these limitations could be moderated, particularly in the measurement of adjustment, if their potential existence was recognized prior to the interviews and distributions of the questionnaires. In addition to recognizing these shortcomings, attention was given to the needs of Cuyahoga Community College relative to the New Careers Program. Hence, the limitations of the research collection techniques were balanced by the need for descriptive information about the program to assist with administrative decisions regarding the future program.

The programs began with a total of 305 participants (120, 1967-68; 100, 1968-69; and 85, 1969-70). Attrition was apparent as the programs progressed. One person died and 95 terminated their involvement with the programs. This reduced the number of available graduates to 209, of which only 90 responses were recorded by use of mail, telephone, and personal interviews.

The second difficulty encountered was the transit nature of the population of the study and the almost impossible task of obtaining valid mailing addresses.

Another difficulty was encountered in attempting to extract completeness of information from all questions asked on the questionnaire. Completeness of data was very important in determining and selecting the occupational code from the Occupational Code List of Jobs.

Finally, and most disturbing, was the failure to get responses from participants after making personal contacts with them.

FOOTNOTES--CHAPTER I

¹Keith Goldhammer and Robert E. Taylor, Career Education Perspective & Promise.

²This study focuses on the graduates of the first three years. The program has since graduated an additional 200 students.

³Direct service of the program; others are referral.

⁴Ibid.

⁵Ibid.

⁶Ibid.

⁷The term paraprofessional is used here in preference to sub-professional, non-professional, or pre-professional, as having fewer negative overtones of meaning.

⁸Nathan Maccoby and Eleanor E. Maccoby, "The Interview: A Tool fo Social Science" in Handbook of Social Psychology, ed: Gardner Lindsey (Reading Mass.: Addison Wesley Publishing Co., Inc., 1954), p. 449-87.

⁹J. McVicker Hunt, "On the Judgement of Social Worker on a Source of Information in Social Work Research" in Use of Judgement as Data in Social Work Research, Proceedings of a Conference Held by the Research Section of National Association of Social Workers, New York, June, 1958, p. 39.

CHAPTER II

REVIEW OF THE LITERATURE

A review of the literature was conducted to find books, articles, pamphlets and publications centered around New Careers and paraprofessional training programs. Because not all materials in this field should be included, references were selected on the basis of their relevance to the philosophy, concepts and similarity to New Careers type training programs. A search of the literature quickly revealed a scarcity of materials which has a direct bearing on the New Careers Programs conducted at Cuyahoga Community College. There was a wealth of material related indirectly to the Cleveland program and others throughout the country.

The most significant fact which surfaced during the review of the literature was the redundancy and repetition of materials. For the most part, all New Careers Programs adhered very closely to the philosophy, format, and training area suggested by Riessman and Pearl, and therefore offered very little in the way of variety.

The material chosen for presentation in this chapter includes some brief findings dealing with social awareness of increasing employment, some political thinking

which preceded federal intervention, the formulation and objects of the New Careers movement, and three descriptive follow-up reports of New Careers Programs conducted in Minneapolis, Baltimore and New York.

Social Awareness

Some of the initial, sober thinking which first indicated that some serious thought was to be given to the rising number of unemployed was expressed in a statement made by Mills as early as 1939:

When in a city of 100,000 only one man is unemployed, that is his personal trouble, and for its relief we properly look to the character of the man, his skills and his immediate opportunities. But when in a nation of 50 million employees, 15 million are unemployed, that is an issue we may not hope to find its solution within the range of opportunities open to any one individual. The very structure of opportunity has collapsed.

The political debate on the subject of unemployment and underemployment leads to stereotyping larger segments of the population and ineffective manpower programs. Few programs, if any, dealt with trying to train the unemployed poor. The majority of the manpower training programs were concerned with helping the part-time and partially-skilled person obtain full-time employment. These programs placed a great deal of importance in counseling the marginal employee as to what his role must be. Borus, Fortune, and Main's research revealed that:

Long term results were disappointing in relationship to manpower goals. Greater action was needed to attract those who were not currently in the labor force, and discrimination had to be eliminated.

Ferman stated that unemployment and underemployment should be viewed as consequences of the structure of our society and treated like the operation of a market system. He stated that the likelihood of massive unemployment of the poor would remain as long as we refuse to recognize and take advantage of the skills of the poor.

Ferman offered these thoughts in his article:

Many of the clients labeled as "skill-less" may indeed have skills, but they are either not apparent to outside observers or they are not measurable by current personnel assessment procedures. The unlicensed plumber or electrician in the ghetto, for example, may have quite versatile skills although they are acquired in a way that is unrecognized and illegitimate when judged by norms of the society. Extensive revisions on the way that we currently assess human skills is required. We should recognize that ghetto life may not only develop skills that are strange to middle class ways, but also that ghetto residents may strongly identify with these ways of doing things.

The thinking on the part of Ferman was further supported by another social analyst, Gart Mangum, in his sobering remarks:

That the federal government should act as employer of last resort, guaranteeing employment opportunities in public services to all who cannot find other jobs, has been recommended by every important presidential commission or task force appointed to consider even vaguely related subjects. Subsidized private employment, along with guaranteed public employment, are logical additions to the total kit of manpower tools.

The implication in the preceding literature reviewed indicated that there was tremendous social awareness of the unemployment problem and a real need for federally subsidized training programs that would meet the needs of the poorer segment of the population. Equally important was the need for programs which capitalized on the skills and life styles of the poor, unemployed persons, ones which dealt with the development of proper attitudes toward work, good work habits, and the learning of new job skills. Others, such as Richard and Ida (Harper) Simpson, S. L. Singer and B. Steffire,¹ commented that the improvement of the individual's self-concepts is more important to the unemployed person than the actual acquisition and use of new job skills themselves.

Even with the creation of new training programs and the development of new jobs, it was apparent that two important ingredients had to be added to job training programs for the disadvantaged. First, programs had to improve the participants' self-concept of themselves; second, these programs had to train the persons to do needed work, not busy work.

In his book Youth In Despair, Banay² makes the following statement:

A satisfying vocation is necessary for social adjustment and physical and mental well-being.

He goes further to tell of the need for trained professionals and sensitive staff to work with the disadvantaged persons and stresses the importance of good vocational counseling:

Vocational counseling not only aids the delinquent in choosing an occupation but it also helps to reestablish self-confidence in himself and others. When a person attempts work which is within his capacity to accomplish and in line with his interest, he meets with the approval of his supervisors and co-workers and his self-esteem is thus bolstered.

In their book Society, Schools, and Learning, Brookover and Erickson³ tell how a person's self-concept will affect his effectiveness and cause a chain reaction that may be negative or positive. At a conference on "The Relationship of Education to Self-Concept in Negro Children and Youth" in 1963 at Tufts University, it was further evident that there was a need for all institutions and programs serving blacks and other minorities to have some components built into them which would develop self-esteem, self-respect, and feelings of worth and dignity.

Government Entry Into Unemployment Training

Definite action on the part of the federal government really became evident with the Manpower Development Training Act of 1962. When the act was first implemented, the first training programs were centered around the training of persons who were on the unemployment roles and needed

to be retrained. Obsolete skills were upgraded to employability. In the beginning, the employment services within the states had to determine actual job openings that the employment services were unable to fill because persons with the needed skills were not available.

Thus, to prove that an actual training program was feasible, a survey of job openings not filled or not being filled had to be undertaken. Objectives of the programs were the lowering of unemployment of persons already on the roles but displaced by automation or plant closings. Programs of this nature met with a high degree of success. There were several reasons for success in these programs:

1. The persons so served had a past history of successful work experience and didn't have to be trained to want to work.
2. These persons desired to go back to work and did not depend upon some government agency to feed and clothe them.
3. A definite skill was the objective, and so the trainees had an end in sight.

Later, the emphasis turned to removing "hard-core" unemployed, underemployed, and unemployables. These groups had several things in common:

1. They were drawn from the unskilled clan of workers.
2. Their work history was spotty and unreliable.
3. Their work was seasonal or erratic.
4. They usually were high school drop-outs.

Training programs to raise these persons to employability were geared to teaching them lower grade job skills and/or to raise them to the semi-skilled class of worker. A second, but just as important aspect of this training, was a requirement to attend classes to try to impress these trainees that it is important to arrive for work every day and not take time-off from their jobs when they are employed. The habit of periods of unemployment is hard to break.

Then, government training programs moved into a final, clearly defined phase. Unemployed, disadvantaged persons were to receive even greater assistance, as pointed out by the President of the United States in his Manpower Report to Congress in 1966.

The New Careers Concept

The most significant piece of literature found was written by Frank Riessman and Arthur Pearl in their 1965 publication, New Careers for the Poor. Their book and subsequent articles are the ideas and core of the New Careers movement. Their theories required a reorganization and redefinition of jobs for both the professional and the non-professional. It not only breaks down the job into component parts, but proposes new aspects of the job to be performed by non-professionals and professionals. The 1968 Kerner Commission offered support for the need

to reorganize and redefine jobs in light of their findings in examining the plight of the American Black man in 1968:

Even more important perhaps than unemployment are the related problems of the undesirable nature of many jobs open to Negroes. Negro workers are concentrated in the lowest-skilled and lowest-paying occupations. These jobs often involve substandard wages, great instability and uncertainty of tenure, extremely low status in the eyes of both meaningful advancement, and unpleasant or exhausting duties.

. . . it is far easier to create new jobs than either to create new jobs with relatively high status and earning power, or to up-grade existing employed or partly employed workers into such better quality employment. Yet only such up-grading will eliminate the fundamental basis of poverty and deprivation among Negro families.

Reissman and Pearl's theory had two major underlying objectives: (1) helping the poor through meaningful employment and opportunities for career ladder advancement in the human services, and (2) helping professionals in social agencies by making available a supply of sub-professional, indigenous workers, capable of bridging the gap between staff and clients by cross-interpreting agencies and communities.

The New Careers concept, as Meyers has pointed out, goes beyond providing permanent and useful work for the unemployed or underemployed poor. By adding vital service personnel recruited from the poor, manpower shortages in the human and social services are relieved and agencies are assisted in becoming more responsive to community needs.

The ghetto riots of the 60's and the Civil Rights Movement made it seem almost imperative that professionals achieve an understanding of local problems. Therefore, participation on the part of the poor in providing services to the poor through human services agencies was greatly encouraged by federal legislation.

In 1966, the federal government passed the Scheuer Amendment to the Economic Opportunity Act, and approximately \$33 million was allocated for the establishment of New Careers work-training and employment programs. In addition, the Health Manpower Act, the Vocational Rehabilitation Amendment of 1968 and the Higher Education Act Amendment supported the development of New Careers programs.

The four major aims of New Careers programs can be best expressed by Pearl and Riessman as follows:

The first is to provide meaningful employment for the unemployed and those considered underemployed, and at the same time, therefore, reduce welfare dependency and offer opportunities for rehabilitation.

The second is to alleviate manpower shortages that have accompanied the expansion of health, education, and welfare services. The aim here is not only to increase the number of people who provide service, but also to create a division of labor between professionals and nonprofessionals.

The third is to open up pathways for upward mobility in the service professions to those previously unable to avail themselves of the traditional and "credentialed" route.

Finally, the fourth is to improve the delivery and quality of services by using community persons as agency workers.

Pearl and Riessman believed the non-professional would become the mediator between the agencies and the population which it served because of their knowledge of the population's life style and concerns. In short, they were expected to be the bridge between the agencies and the population.

Sociology of Work

Throughout the survey of the literature, the theme of the relationship of man, work, independence, choice, success, and self-esteem was central to the sociology of work for the disadvantaged person. But it is applicable to all persons regardless of age, race, or socio-economic backgrounds. As Gartner stated:

While the boundaries between work and study are most often seen as a problem of youth, they also affect the older person. For our system most often allows a person but one ride on the carousel, but one opportunity for protracted study and preparation for work. The system is a linear three step process--preparation for work, the work itself, and then, retirement and/or death. Having made a commitment to a particular course of preparation and work, an individual rarely has the opportunity to enter into a new line of work.

Gartner also points out that:

The opportunities for new preparation are rarely available under conditions necessary for adults.

The conditions necessary are not merely classes scheduled during the evening hours. They include a sensitized faculty, a restructured learning experience, relevant

education in keeping with meaningful jobs which provide career ladder opportunities, financial support, and most of all, the commitment of a large number of concerned individuals and agencies. In their book Career Education, Perspective and Promise, Goldhammer and Taylor state:

Career education affords parity of esteem to the value of work.

They go on to say that:

We need to develop educational systems that parallel the lifelong educational needs of people.

Minneapolis, Baltimore, and New York
New Careers Programs

As indicated in the introduction, these programs are related to that of the Cleveland area's New Careers Program. A closer look at these programs should provide increased understanding of the thinking which prevailed in the planning of the Cleveland program. Each program adhered closely to the philosophy and objectives spelled out by Pearl and Riessman.

Minneapolis

A follow-up study of graduates was conducted after two years by Margaret A. Thompson of the Minneapolis New Careers Program, administered by the Community Action Program of Hennepin County's Mobilization of Economic Resources (MOER) Board and conducted in cooperation with General Extension Division of the University of Minnesota.

The purpose of the two-year program, 1967-68 to 1968-69, was to prepare participants for teachers aide positions in the Minneapolis public school system.

Thompson's study showed the following results:

1. About half of the participants, whose financial situation permits, are continuing the education they began.
2. Over a third of the enrollees were still employed at their original New Careers agencies.
3. Where permanent career ladders are an important goal, it can be realized by placing enrollees in large agencies with complex tasks.
4. New Careerists who remained in the program a full 2 years enjoyed higher wages, more built-in job advancement possibilities, and more permanent positions.

As a result of her study, Thompson recommended that permanent job arrangements should be made for enrollees who complete the program; hiring agencies should allow release time and/or scholarships for education after the program's end; agencies should establish career ladders that correspond to credentials and implement them; and, federal financial incentives should be offered to agencies that provide career ladders and permanent jobs.

Baltimore

A follow-up study of graduates was conducted after two years by Diantha Stevenson of the Manpower Development and Training Act project administered by Morgan State

College for a 9-county area of Maryland. The purpose of the program during the two-year period, 1963-64 and 1964-65, was to develop openings through on-the-job training, ease job entry requirements, and develop a pre-vocational, home-study program with a network of volunteer tutors, community advisors and counselors for participation in occupational positions.

Included in the program's offering were: building maintenance, farm equipment repair, boat repair, service station attendant, sewing machine operation, auto mechanic, clerk-typist, cook, nurse, aide/orderly, and welding.

Stevenson's study revealed that the long term results were disappointing in relation to project goals. For example, instead of trainees becoming regular employees at their training site, as had been planned, only 30 percent were still working for their training employer in June, 1966. However, 77 percent of the first and 80 percent of the second group were employed compared with 42 and 47 percent, respectively, at the time of recruitment, and a greater number had higher income levels.

Stevenson recommended that urban-based colleges lacking in resources, backing and experience in occupational training not be used to solve the employment problems of the disadvantaged, rural poor.

New York

The review conducted by Brager on the New York program to prepare paraprofessional workers in social service agencies yielded similar findings to those in Minneapolis and Baltimore. The nonprofessional tends to be more direct and realistic in dealing with clients than the professional. In his report, Brager commented on the time lag between the job opening survey, proposal for training program, approval for the training program, screening for the program, program starting and program ending--a lag of one to two years. By that time, the jobs may not exist. This time lag contributed greatly to a better than 50 percent drop-out rate.

Another problem apparent in the New York program: the training was considered weak by the trainees because they had been led to believe they would better themselves financially. While a small percentage did, it was disappointing for many when the pay offered was no greater than that offered before training. Brager stressed the need for careful organization to minimize competition between the non-professional and his higher-status colleagues which can discourage the former from becoming poor copies of their professional supervisors.

In light of the above comments and institutional rigidities which limited the non-professional usefulness,

Brager still felt the non-professionals contributed substantially to the agencies and that both benefited from the exchange.

Still other programs across the country revealed similar findings. Borus's extensive study in New Haven, Connecticut, also substantiated much of the findings of Brager, Thompson, and Stevenson. His findings dealt with an economic point of view and evaluated the effectiveness of retraining the unemployed.

It was not until the latter part of the 60's that the literature really began to emerge supporting the use of unemployed persons in non-professional roles in human services. Seefer and Fournet both pointed out that the poorly educated worker has the greatest difficulty in finding work and adapting to change as educational levels rise and technology reaches new levels of complexity.

It should be pointed out that many New Careers programs were "sold" to agencies on the basis that the paraprofessional will merely complement existing services and not threaten the professional staff. Many soon learned that operable New Careers programs rendered short life to the concept. Despite projected forecasts of the unending need of professionals in human services, social workers discovered, like teachers discovered, that there is not room for everyone. Without careful planning and cooperation

on the part of everyone, negative attitudes of acceptance developed more on the part of the professional than the paraprofessional.

All the literature surveyed in relation to New Careers programs and the value of training unemployed poor for paraprofessional positions in human services agencies simply gave credence to Michel's proposition that "bureaucratic machinery necessary for implementing new social ideals invariably destroys them."

The fundamental point of all the preceding literature strongly indicates that success of the programs are keyed to the readiness and ability of the agencies, regardless of their expressed ideological commitment, to accept and effectively adapt to New Careers programs. It appeared that some agencies that had programs imposed upon them were able to re-tool and re-orient effectively, while others who enthusiastically or impulsively welcomed the new challenge ended up burying it.

FOOTNOTES--CHAPTER II

¹S. L. Singer and P. Steffire, "A Note on Racial Difference in Job Values and Desire," Journal of Social Psychology 43 (1956): 333-337.

²Ralph Banay, Youth in Despair (New York: Coward-McCann Inc., 1948).

³Wilbur Brookover and Edsel L. Erickson, Society, School, and Learning (Boston: Allyn and Bacon, 1969).

CHAPTER III

DESIGN OF THE STUDY

For the purpose of this study data were collected from questionnaires sent to all known graduates of the three New Careers Programs conducted in 1967, 1968 and 1969. Each year's data were tabulated separately, then collectively to provide an average for all three programs. The survey was conducted as outlined by Rothoney and Moran and Good, Barr and Scates in their publications dealing with methods, techniques and designs of follow-up research.

Research by Questionnaire

In their articles on sampling follow-up research, Rothoney and Moren show concern about bias in studies which indicate less than 100 percent return. They say:

Although all the factors involved in this attempt to collect follow-up data have not yet been exhausted . . . incomplete samples of population in follow-up studies provide biased data (41:75).

The articles further ask that the reader consider the bias he is likely to get in his results if he stops less than near 100 percent return when these known factors are operating:

- a. Graduates of high schools in industrial communities tend to respond faster to follow-up requests for information than graduates of schools located in rural areas.
- b. Women respond faster than men.
- c. Subjects who rank highest in their graduating classes tend to respond faster than lower scoring subjects (41:575-78).

Another phase of follow-up study concern is expressed by Good, Barr, and Scates in discussing the preparation of the questionnaire. They say:

The preparation of the questionnaire demands a great deal of painstaking care. In direct contrast with test construction, the basic task is to frame each item in such a way that everyone can give a satisfactory answer (7:324-43).

In reading their publication on methods and techniques of research, a number of detailed suggestions were found for construction of the individual questions and arranging them into sequential order. The importance of care in writing the questions and preparing the total instrument is given specific attention in the Department of Public Instruction's publication for secondary schools. It states:

A few of the sources of difficulty that are commonly encountered are: the tendency to draft a miscellaneous collection of questions that are not tied together in a central purpose and philosophy, and the questionnaire may be a one-man document and thus reflect the biases and interests of that one person (34:25).

The questionnaire in this study included such demographic variables as sex, age, past and present employment status, marital status, past and present educational status, and attitudinal items covering evaluation of program components, staff, facilities, and past and present occupations to this study. According to Dr. Howard Teitlebaum, a statistical analysis professor at Michigan State University, an 80 percent to 90 percent return on the questionnaire would constitute an adequate study of the target population.

Use of Written Materials

Using methods recommended by Angell and Freedman, a system of classification and analysis of written materials can be employed to convert widely scattered information about New Careers type programs into organized data.

It becomes imperative to study the adjustment of graduates who have been through the program to ascertain the validity of the following thesis:

Cuyahoga Community College's New Careers Training Programs prepared its graduates for successful adjustment into entry-level paraprofessional career ladder positions.

Analysis of Population

Even though the agencies for whom the trainees were trained changed each year, the population base used to

recruit for the program remained the same as demonstrated by program records of the college.

TABLE 3.1.--Racial and Sexual Mix.

	Black		White		Spanish	
	Male	Female	Male	Female	Male	Female
1967-68 = 120		120				
1968-69 = 100	51	45	2	1		1
1969-70 = <u>85</u>	<u>25</u>	<u>59</u>	<u>—</u>	<u>—</u>	<u>1</u>	<u>—</u>
305	76	224	2	1	1	1

Note: 79 male = 26 percent; 226 female = 74 percent.

TABLE 3.2.--Age Range.

	Male	Female
1967-68		26 to 60
1968-69	21 to 45	21 to 50
1969-70	21 to 25	21 to 40

Note: The overall average for all three programs was 33 for the males and 40 for the females.

TABLE 3.3.--Marital Status and Family Status.

	Single	Married	Divorced/ Separated	Widowed	Children
1967-68	15%	40%	40%	5%	1 to 6
1968-69	20%	35%	44%	1%	1 to 8
1969-70	30%	30%	30%		1 to 3

TABLE 3.4.--Major Source of Support.

	Other Spouse	Public Assistance	Unemployed	Head of Household
1967-68	5%	15%	80%	85%
1968-69	5%	15%	80%	66%
1969-70	20%	30%	50%	70%

TABLE 3.5.--Highest Educational Level.

	7th	8th	9th	10th	11th	12th	Fr.	Soph.	Jr.	Sr.
1967-68	6	9	14	8	5	54	11	9	2	1
1968-69		1	13	18	9	46	7	5	1	1
1969-70				3	10	57	17	11	2	

Note: The average for all three programs was 12 years.

All participants in the programs had to be inner-city residents of Cleveland living in one of the four poverty target areas or neighborhoods of the near east and west side (Central, Glenville, Hough, Kinsman, Near West Side, Tremont, Mount Pleasant, North Broadway).

Most participants had not held jobs concerned with human services before they joined New Careers. Rather, they were employed whenever they could get work. Their lack of educational credentials and marketable skills

forced them into jobs that could be learned quickly by almost anyone--and this included very few human-service jobs.

Analysis of Pilot Sample Population

The questionnaire was pre-tested on 10 recent New Careers graduates, selected at random, from a group of 20 graduates not used in this survey. The graduates were basically identical in nature to those used in the survey. They had been recruited, trained, and placed in entry-level jobs the same as the graduates used in this survey. There was one limitation--there were no males to choose from in the sample population.

Each person was mailed a questionnaire which included a cover letter explaining the purpose of the questionnaire and the reason for soliciting their help to establish its clarity and validity. Every effort was made to get a response from the sample population, such as providing return, self-addressed envelopes, personal delivery of questionnaires to places of employment when home addresses were not valid and the enclosure of a dollar asking for the purchase of their time to complete the questionnaire. Only 7 out of 10 persons returned a questionnaire.

An attempt was made to contact each person who returned a questionnaire. Each was asked to explain if

there were areas or questions that were not clear or confusing. Adjustments and changes were made under the guidance of Dr. Yash Pal Chhibbar, a research economist at Kent State University.

Comparison of Pilot Sample
with Survey

There was no measurable difference in the responses received from the pilot sample and the responses received from the survey population. The only noticeable difference was that there were no males, whites, or other minorities available to be used in the pilot sample. All persons used in the pilot sample were black females, and their personal data closely paralleled those in the survey.

Because sex and racial differences did exist in the surveyed population, some differences between the two groups could easily occur. Therefore, in retrospect, a greater search possibly should have been made to ensure inclusion of all like demographic elements which did exist in the survey.

TABLE 3.6.--Pilot Sample vs. Survey Population Responses.

	Sample Population	Survey Population
Number of Questionnaires Mailed	10	209
Number of Questionnaires Returned	7 = 70%	90 = 44%
Number of Years After Graduation	3	5

It appears that for each year which elapses before a follow-up survey is made, there is a loss of 10 percent of the population, per year. This is due to the transit nature of the population, coupled with the decay of the community from which they were recruited plus the fact that better job security generates a desire to seek better housing.

Survey Technique

A questionnaire was used to gather data for this study. The responses were tabulated and summarized with the use of simple statistics and percentages. Conclusion statements are made from scattered information taken from written reports and personal interviews with program staff and job placement supervisors. Finally, a written narrative expresses the successful adjustment of graduates and the effect the program had on their lives within the framework of the three following variables: employment status before entering the program, first job status after graduation from the program, and present job status.

Some of the data collected in the questionnaire was not needed or used but was collected in case needed later.

CHAPTER IV
PRESENTATION, ANALYSIS, AND
APPRAISAL OF DATA

The population to be surveyed in this study was more transit than first envisioned; the hoped for response of 80 to 90 percent of the population was not achieved. Of the 305 persons who entered the programs, 209 were graduated but only 90 responded to the survey. Therefore, findings in this study are based on the data collected from these 90 graduates (or 45 percent).

This study has attempted to present, analyze and appraise those portions of the data which were within the scope of the study. Data pertaining to aspects that are treated in this study are presented for the most part in a descriptive manner. Titles of categories and labels of items within categories are those used by the U. S. Department of Labor and the New Careers Training Program at Cuyahoga Community College. They have been used because the data were collected by these agencies and recorded under these titles and labels. For clarity of presentation, the data are grouped according to the four following objectives:

1. Personal Data: To identify by name, year of program, age, sex, marital status, educational level, family status and dependency, employment status and/or occupation before and after entering the program.

2. Evaluation Data: To ascertain the graduates' evaluation of the programs' training, staff, services, facilities, and overall effect in helping them to make "successful adjustment" after training.

3. First Job: To ascertain the graduates' opinion of their initial job placement, duration on the job, skills and benefits attributed to the training programs.

4. Present Job: To ascertain if the graduates attributed, to any degree, their present success of position to skills, training and attitudes acquired from the program.

All percentages in this chapter have been rounded. A copy of the questionnaire used in the survey is included in the Appendix.

The data gathered by questionnaire and interviews with New Careerists served as the material for analyses and appraisal. The questionnaire contained 52 questions and an Occupational Code List of Jobs as developed by Blau and Duncan.

All the data presented in this chapter will be presented collectively--first with an average or percentage

for all three programs, then tabulated by year with charts or graphs when feasible to show significant correlations or contrasts.

As previously stated, reports and records from the programs reveal that 305 persons entered the programs and 209 (or 69 percent) graduated. Ninety-six (31 percent) either were terminated or dropped out of the programs for one or two of the following reasons:

- a. Termination (absenteeism)
- b. Secured immediate employment
- c. Pregnancy
- d. Military service
- e. Moved out of the city
- f. Prolonged illness
- g. Disciplinary problems
- h. Death.

Questionnaires were sent to all 209 graduates whose last known address was still listed as being in the Greater Cleveland area. Contacts were made with all employing agencies and rosters of all employees still working for the agencies were used to up-date mailing addresses, conduct personal interviews, and to obtain hear-say reports on other graduates.

At first glance, the drop-out rate of the participants in these programs seemed high. However, an inventory conducted by the Cleveland Manpower and Development Commission (C.M.D.C.) during the same period (1967-'68-'69) on 10 of its programs, revealed that the percentage of

TABLE 4.1.--Training Positions--Graduates--Drop-Outs.

	No. of Positions	Graduates		Terminations or Drop-Outs	
		N	%	N	%
1967-68	120	72	60	48	40
1968-69	100	76	76	24	24
1969-70	85	61	71	24	29
3 years	305	209	69	96	31

TABLE 4.2.--Training Positions--Graduates--Male--Female.

	Male		Female	
	N	%	N	%
1967-68			72	100
1968-69	33	43	43	57
1969-70	15	28	46	72
3 years	48	23	161	77

persons who failed to complete their programs in 1967 varied from 10 to 36 percent; in 1968 the range was from 10 to 47 percent, and by 1969 their report indicated the drop-out rates varied from 2 to 55 percent.

Some implications can be drawn in comparing the drop-out rates of the programs under the control of the C.M.D.C. and the drop-out rate of the participants in this study. First, it would be fair to say that the participants in this study were very much like those in the C.M.D.C. programs and offered the same kinds of reasons for termination. It is interesting that even though the programs in this study never reached the lowest drop-out rate of the C.M.D.C. programs, it never exceeded its highest rate of 55 percent.

Every effort was made over a year and one-half period to elicit responses from a greater percentage of the 209 graduates from the programs. All 209 graduates were mailed questionnaires and only 90 responses (43 percent) were recorded. The response of the graduates tabulated by year provides the information given in Table 4.3 on the following page.

These responses clearly point up the difficulties encountered in this study due to incorrect addresses, change of address, and indifference on the part of persons to communicate and return questionnaires which offered no

TABLE 4.3.--Graduates' Responses to Questionnaire.

	No. of Graduates	No. Responded		Male Responses		Female Responses	
		N	%	N	%	N	%
1967-68	72	46	64			46	100
1968-69	76	24	32	10	43	14	57
1969-70	61	20	33	8	40	12	60
3 years	209	90	43	18	20	72	80

reward. It should be mentioned that seven persons telephoned their responses rather than completing them by mail.

TABLE 4.4.--Graduates' Non-Responses to Questionnaire.

	Male		Female	
	N	%	N	%
1967-68			26	35
1968-69	23	70	29	67
1969-70	<u>7</u>	<u>46</u>	<u>24</u>	<u>52</u>
	30	80	79	20

To sum up, there was only an eight percent fewer return from male graduates than from female graduates, yet females outnumber the men by a ratio of 3.4 to 1.

Personal Data

The first part of the questionnaire asked for information of a personal nature. In the cover letter which accompanied the questionnaire, graduates were informed that they could omit the space asking for their name. It was felt that persons wanting to answer with negative or derogatory remarks about the program, its staff, the school or their jobs might wish to remain anonymous. Sixty-eight of the graduates (74 percent) signed the questionnaires.

The implication appears to be that those who responded to the survey had no reservations about signing their names and felt comfortable about the programs and the statements they made in the evaluation. There was no noticeable difference between the sexes.

The second item on the questionnaire asked for sex of the individual. As indicated in Table 4.3, 18 of the male graduates, or 37 percent, returned questionnaires and 72 of the female graduates, or 45 percent, returned questionnaires. The percentage difference of 8 percent does not appear significant enough to attempt to analyze.

The third item asked for in part one was the age of the person completing the questionnaire. The data indicated that the average age of the responses from the 1967-68 graduates was 44 years, the average age of the

persons from the 1968-69 program was 39 years, and the average age of those responding from the 1969-70 program was 22 years.

The data reveal that the average age of the participants in the program dropped each year the programs continued. The drop in average age from 44 to 39 to 22 the last year of this study seems to have some relationship to the 11 percent increase in graduates each year from 60 to 76 to 71 percent as indicated in Table 4.1. Also, the age range for men was 21 to 50 years and for women, 21 to 60 years.

The fourth, seventh, and eighth items are somewhat related--marital status, family status (head of a family) when they joined the program, and number of dependent children under 18-years of age. Table 4.5 shows that 22 percent were single, 38 percent were married, 30 percent divorced or separated and approximately 2 percent widowers. Seventy-three percent were heads of households, while 60 percent had a range of 1 to 8 dependent children under the age of 18.

The seventh question in section one, under personal data, asks for level of academic achievement before entering the programs. The data indicated a range from 7 to 16 years of education with a mode of 12 years, an average of 11 1/2 years. There were 47 high school graduates, or 52 percent.

TABLE 4.5.--Marital Status--Heads of Households--Number of Children.

	Totals		1967-68		1968-69		1969-70	
	N	%	N	%	N	%	N	%
Marital Status								
Single	20	22	8	17	4	16	8	40
Married	34	38	18	39	10	42	6	30
Divorced/Separated	34	38	18	39	10	42	6	30
Widow/Widower	2	2	2	4				
Heads of Households								
Yes	64	73	36	78	16	66	14	70
No	26	27	10	22	8	33	6	30
No. of Dependent Children								
	83		43		28		12	
Range under Age 18								
	1 to 8		1 to 6		1 to 8		1 to 3	

TABLE 4.6.--Educational Backgrounds.

	1967-68	1968-69	1969-70	Totals	
				N	%
16		1	1	2	2
15	2			2	2
14	4	2	1	7	8
13	3	1	2	6	7
12	20	12	15	47	52
11	6			6	7
10	4	4		8	9
9	2	2		4	4
8	2	2		4	4
7	1			1	1
No Response	2		1	3	3
	46	24	20	90	100

These responses to the educational background do not reflect the typical person normally identified with other training programs for the inner-city disadvantaged adult. Programs in New York, Baltimore, and Minnesota all indicate the average participant is a high school drop-out. It appears that the Cleveland program emphasized high school completion for admission so that those admitted might take advantage of college level classes offered at the college.

The fifth item under the first section asked graduates to indicate their employment status before entering the program. Responses were divided into five parts: unemployed, 62 (69 percent); unemployable, no response; laid -off, 12 (13 percent); underemployed, 12 (13 percent); and employed, no response. Three persons did not answer the question.

Persons who responded to parts two, three, or four in the previous question were asked to indicate the kind of occupations they were involved in before entering the program (using an "Occupational Code List of Jobs" enclosed with the questionnaire). Only 10 persons responded, yet there were 24 who potentially might have responded. (A copy of the Occupational Code List of Jobs is enclosed in the Appendix.) Of the 10 persons who selected a code from the Occupational Code List of Jobs, four selected code 8,

four selected code 9 and two selected code 12. The responses implied that most were: confused, uncertain of how to answer, did not see the kind of job they held before entering the program, or simply did not feel the need to describe the kind of job held in the space provided at the end of the questionnaire.

The main reason for asking the graduates to indicate their occupation prior to entering the program was to compare it with their present occupations, which was requested in the last question under the personal data section of the questionnaire. Only eight persons provided job codes for both prior and present occupations, six indicating the same job codes while only two indicated code differences such as 9 to 12 and 9 to 11. Even though this clearly shows substantial increases in occupations, it would be untenable to draw any kind of inference from such a small response to the question.

When the data collected for present occupations are compared to the number of responses given 66 graduates, or 69 percent not having occupations prior to entering the program. Thus, inferences can clearly be made that the programs have made a difference, if it can be assumed that no occupation code is 0, on a scale or code of 1 to 15. A code of 15 would imply a person with an earning of \$20 to \$30,000 annual salary. The indications are that

graduates from the program may or may not be making a higher wage, but the total number of graduates indicated considerably higher income now than prior to their entrance into the programs. It would be safe to interpret this finding as inconclusive evidence that the training program had a positive effect on wages.

The term prior used in the following Table 4.6 indicates the response employment status just before they entered the program and the term present means the person's employment status at the time he responded to the questionnaire used in this study.

TABLE 4.7.--Prior/Present Employment Status.

	Totals		1967-68		1968-69		1969-70	
	N	%	N	%	N	%	N	%
<u>Unemployed</u>								
Prior	62	69	32	71	18	81	10	50
Present	14	16	6	13			2	10
<u>Laid-Off</u>								
Prior	12	13	6	13	2	9	4	20
Present					6	25		
<u>Underemployed</u>								
Prior	12	13	7	15	2	9	6	30
Present								
<u>Employed</u>								
Prior								
Present	74	84	40	87	18	75	18	90
<u>TOTALS</u>								
Prior	87	100	45		22		20	
Present	90	100	46		24		20	

Note: Three persons did not indicate prior occupations.

The overall descriptive classification of statistics leads one to believe the following characteristics:

1. The population was predominantly black.
2. They were unemployed inner-city residents.
3. They were high school graduates.
4. They were mostly women.
5. They were heads of households with 1 to 2 dependent children under the age of 18 years.
6. They were emotionally stable.
7. They were of average intelligence.
8. They lacked adequate opportunities for employment and educational credentials.
9. They were receiving some form of public assistance such as social security, welfare, or aid to dependent children.
10. Their average age was 35 years.
11. They were stable in their work habits.

Program Evaluation

The second part of the questionnaire asked the graduates to evaluate the program's physical placement, staff, services, and training components such as: Basic Education, Technical Education, Generic Education, and On-The-Job-Training.

In response to the first question, if they felt they had benefited from the program, 84 graduates, or 93 percent answered yes, two (2 percent) said no, and four

(4 percent) gave no response at all. The reasons expressed by the 98 percent who spoke favorably of the program were as follows in rank order, from high to low:

1. The program provided better employment.
2. The program provided an opportunity to attend a college.
3. The program provided new job skills.
4. The program provided an opportunity to re-evaluate personal work habits and priorities.

The following reasons were expressed by the 2 percent who expressed negative feelings about their program, in rank order, from high to low:

1. The program did not provide better employment.
2. The program did not provide new job skills sufficient enough to satisfy the employer or supervisor.

The responses certainly imply that as far as the majority of the graduates were concerned, the program was beneficial to them. For the most part, their responses of "job, education, skills, and work habits" tends to parallel the basic objectives and philosophy of Riessman in his book Strategies Against Poverty and the U. S. Department, H.E.W. guidelines for New Careers Programs.

The questionnaire then asked for a ranking of the four major components of the program which had the greatest significance to them, from high to low. The rank order was:

- 1st place -- Basic Education
- 2nd place -- Technical Education
- 3rd place -- On-The-Job Training
- 4th place -- Generic Education.

Here, again, the data implies that the basic structure and design were given the same weight and rank of importance by the graduates as had been held by the professional developers of the programs.

Next, they were asked to evaluate the availability, value, and use of supportive services offered by the program, both direct and indirect. The data indicate that 78 percent said supportive services were available and helpful, 11 percent indicated they were not, while another 11 percent did not respond to the question. Child or day care was the most used service and consumer protection was the least used supportive service offered by the program. In rank order of use, from high to low, they were:

- 1st -- Child or day care
- 2nd -- Tutorial, academic
- 3rd -- Counseling, academic and vocational
- 4th -- Emergency bus fare
- 5th -- Emergency money, food and rent
- 6th -- Legal aid
- 7th -- Consumer protection.

The data imply that the supportive services were needed and used. Some graduates even suggested the need for additional services such as medical-dental, housing, and infant care. From the number of times some persons used some services it would be safe to say that without

these services the drop-out rate might have been higher or persons would have had a more difficult time completing the program.

Also, they were asked to indicate the advantages or disadvantages of conducting the program at the college rather than at another facility such as a church, community center, store front, or high school. Eighty graduates (89 percent) indicated that the educational content of the program was better, two (2 percent) said it was not, while eight (9 percent) gave no response.

In retrospect, this question was not a valid one, because in principal it makes the assumption that the person had participated in other programs with an educational component. Only in this way can a person make a comparative judgement, like the one called for in the response.

When asked if they felt that the staff was well-trained, and the college atmosphere adds to learning, 84 (93 percent) said yes and six or (7 percent) of the responses were no. They were also asked if they were accepted as a regular student of the college by other students and faculty members. Sixty (66 percent) indicated they felt they were accepted by other students and faculty and 30 (33 percent) indicated they felt they had not been accepted.

The question of acceptability by other students and faculty brought the first measurable degree of variance.

Unfortunately, the question did not allow for a response that would separate students from faculty.

Another question, which rendered a very small spread in response, was if the educational content of the program tends to get more attention than skill training. Fifty-four (59 percent) said it did while 36 (41 percent) said it did not.

The 18 percentage point difference tends to imply that more weight was placed on basic education than on technical education, yet technical skill was needed to succeed on the job for the most part--not the academics. With the objective of the program being job skill training first, then academic education later, greater care needs to be taken not to misplace priorities.

When asked if they would recommend the program to a friend and to indicate the reasons they would or would not, 88 graduates (98 percent) indicated they would recommend the program to a friend while two (2 percent) said they would not. The reasons given by those who would recommend the program to a friend were, in rank order:

- 1st -- Opened doors for a better job
- 2nd -- Provided opportunities for continued education
- 3rd -- Provided a higher income
- 4th -- Chance to learn a new skill
- 5th -- Enhanced social status.

Those who said they would not recommend the program to a friend gave the following reasons:

1st -- Skills taught could have been learned better on the job

2nd -- Basic education was a waste of time.

A stipend of \$1.60 per hour was paid to participants when they entered the program. When asked if the \$1.60 was an adequate stipend, 72 (80 percent) said it was while 18 (20 percent) said it was not.

The implications of this data simply imply that a stipend of \$1.60 per hour during training was sufficient.

Job Placement Evaluation

Part three of the questionnaire asked the graduates' opinion of their job placement after completing the program, how long they remained at their first job, and if they learned skills and work habits which helped them function comfortably on the job.

When asked their opinion about the initial job placement and their satisfaction or dissatisfaction with their placement, 74 (82 percent) were satisfied and 16 (18 percent) were dissatisfied.

The average length of time they remained at their first job placement for all three programs was 26 months; for the 1967-68 graduates it was 38 months; for the 1968-69 graduates it was 20 months, and for 1969-70 graduates it was 20 months.

The data indicate that 49 percent were still working at their initial job placement with little or no

lateral or vertical mobility. Yet, 33 percent indicate they were in their second job placement, 8 percent indicated they were in their third job placement, and 10 percent indicated they were in their fourth. The following table provides a tabulation by year:

TABLE 4.8.--Present Job.

	1st		2nd		3rd		4th	
	N	%	N	%	N	%	N	%
1967-68	24	53	12	29	5	9	5	9
1968-69	8	36	8	36	5	18	3	10
1969-70	11	53	9	43				
Average	43	49	29	33	10	8	8	10

The implications are clear that most persons are progressing slowly, yet upward mobility is possible. The data further imply that agency retention of graduates has been greater with the 1967-68 program than with any other year.

Next, graduates were asked if the program taught them skills which were useful for their initial job placement. Of those responding, 68 (83 percent) felt that it had, six (7 percent) said partly, and eight (10 percent) said no.

It would be reasonable to state that the data imply that the job skills did in fact aid and assist graduates in their first job placement after completing the program.

Also, they were asked if the program made them aware of better job habits and attitudes. Of those responding, 66 (79 percent) felt that the program had made them aware of better job habits and attitudes, 12 (14 percent) said it had not, while six (7 percent) answered partly.

In addition, they were asked if the program overtrained them for their initial job. The responses indicate that 10 (12 percent) said they were overtrained and 74 (88 percent) believed they had not been overtrained.

When asked if the program helped them to adjust to working, 55 percent said yes, 22 percent said no, and 23 percent said partly.

Next, the graduates indicated which components of the program were the weakest, with relationship to their initial job. Fifty-three percent indicated the Technical Education, 23 percent indicated the Basic Education, 15 percent indicated Generic Discussions, while 7 percent indicated the On-The-Job Training.

With approximately half of the responses saying that the technical education was weak, the implications are that more relevant technical training needs to be

provided. It also supports the responses given previously, that the educational content of the program tended to get more attention than skill training.

The last question in part three asked how the program improved future prospects most. The data indicate that 55 percent said it helped them all around, 17 percent said it provided chances for promotions and more money, 15 percent said higher status, and 13 percent chose chance for promotion and higher status.

The implications are clear that trainees benefited from the programs because it: made them aware of good work habits and attitudes, trained them sufficiently for their jobs and enabled them to derive indirect benefits unrelated to specific program objectives.

Present Job Evaluation

The fourth and final part of the questionnaire dealt with the New Careerists' present employment, only if they have changed their place of employment since their initial job placement. The purpose was to see if these graduates attributed, to any degree, their present success or job position to skills, education, and/or attitudes acquired from the program.

The data indicate that 36 (40 percent) of the persons who responded to the questionnaire have changed their

place of employment and 54 (60 percent) have not changed. The tabulations by year reveal:

TABLE 4.9.--Change from Initial Agency Placement.

	New Agency		Initial Agency		Total	
	N	%	N	%	N	%
1967-68	16	35	30	65	46	100
1968-69	12	50	12	50	24	100
1969-70	8	40	12	60	20	100
	36	40	54	60	90	100

The implications are that the 1967-68 program had the best agency retention rate even though the average age of the participants was twice the age of the participants for 1969-70. Another interesting point is that older persons remain with the agency longer than younger ones. The fact that 65 percent of the 1967-68 program graduates are still working for the same agency compared to 50 percent of the 1968-69 graduates and 60 percent of the 1969-70 graduates, implies such things as better agency-trainee match-up, better job security and stability, and stronger agency commitment to accepting paraprofessionals.

When asked to indicate the most important reasons for changing from their initial placement, 21 (58 percent) said to enhance both income prospects and status, 10

(28 percent) chose personal reasons, four (11 percent) indicated to enhance income, and two (5 percent) indicated just to enhance social status.

The data indicate that 77 (75 percent) of graduates gave credit to the program for helping them with their present job, while nine (25 percent) believed there is no correlation.

While changing agencies, 26 (72 percent) indicated they had upgraded themselves in society and 10 (28 percent) indicated that it made no difference.

Data indicate that when persons were asked how the program affected their lives, 31 percent said it provided more opportunities, 37 percent said it improved housing and provided better education for their children, 21 percent said it enabled them to improve their housing, 5 percent said just a better education for the children, 3 percent said only mental satisfaction, and 3 percent indicated that it made no difference in any way.

The final question asked all graduates to indicate how much credit for a change in their lives (with regards to employment), they would give to the New Careers Training Program at Cuyahoga Community College. Data show that 10 percent indicated up to 25 percent credit, 26 percent indicated up to 50 percent, 17 percent indicated up to 75 percent, and 48 percent indicated more than 75 percent. The tabulation according to year reveals:

TABLE 4.10.--Percentage of Credit to New Careers.

	Up to 10%	Up to 25%	Up to 50%	Up to 75%	More than 75%
1967-68			30%	10%	60%
1968-69		14%	14%	29%	43%
1969-70		17%	33%	17%	33%
		10%	26%	19%	45%

Statements of Significance

This study indicates that graduates of New Careers Programs at Cuyahoga Community College strongly agree that the program did in fact provide them with a job upon completion, enabled them to further their education, provided some marginal job skills to assist them on the job, and allowed an opportunity for them to become more aware of work habits and priorities.

Therefore, this survey indicates that the programs were successful in accomplishing their goals.

The 60 percent retention rate of the graduates at their initial agency caused further investigation to determine why the rate was greater for some agencies and weaker at other agencies of shorter initial placement time after graduation. The retention rate of persons employed by the Cuyahoga County Welfare Department in 1967-68 had the best

retention rate (65 percent) after a period of five years. In conducting a survey of agency reasons for terminating graduates from their agency, the following reasons were given in some:

A. County Welfare Department--1967-68

1. Persons did not pass the Civil Service Examination.
2. Persons possessed no skills which were useable by another department within the agency.
3. Persons possessed poor attendance records and/or were too difficult to supervise.

The larger the agency and the more complex its service offerings are the better the New Careerists' chances are for survival, promotion, and longevity.

B. City of Cleveland--1968-69

1. Persons did not pass, but in most cases were never given, the Civil Service Examination.
2. Changes in political administration had a major effect on high level staff positions and low entry level jobs, both of which are viewed as being very, very political.
3. Cutbacks in program priorities and budgets.

C. Ohio Bureau of Employment Services, City Urban Planning Agencies and Suburban School Systems

1. Cutbacks in federal funds for education and urban poverty programs.
2. Lack of commitment on the part of agencies to develop meaningful career ladders.

For the most part, these smaller agencies had no career ladder commitment and job assignments were virtually impossible to identify.

There were a number of questionnaires where graduates had indicated that they were continuing their education, generally in the human-service area.

According to comments written by graduates who were working for another agency, their greatest problems came about when dealing with the supervisors of the professionals above them and the agency's reluctance to change.

Most of the data gathered in this survey, in sum, indicate that the programs were more successful in meeting many of their specific program objectives (employment, training, education and good job habits) than in reducing inner-city disadvantaged unemployment.

Recruitment for these programs was more selective than that normally used for placement in other New Careers programs. Therefore, the average participant was not a high school drop-out and could not be said to be disadvantaged educationally when compared to other New Careers programs across the country.

CHAPTER V

SUMMARY, CONCLUSIONS, DISCUSSION AND RECOMMENDATIONS

Summary

A study was made of the 1967, 1968, and 1969 graduates of Cuyahoga Community College's New Careers Programs in Cleveland, Ohio, who had been placed in entry-level paraprofessional human-service-type jobs, who were still living in the Greater Cleveland area at the time of the collection of the data used in this study.

The purpose of this study was:

1. To identify, classify, and interpret the data concerning the successful adjustment of these graduates to determine what implications, if any, these might have for the training program.
2. To ascertain the attitude of the graduate toward, and opinion of, the training programs.
3. To aid in the evaluation and development of present and future training programs.
4. To give direction to similar programs dealing with job training of the disadvantaged urban poor.

Cuyahoga Community College and the U. S. Department of Labor needed exploratory and descriptive information about the effect of the New Careers type programs.

This study is an attempt to provide this information through an analyses and appraisal of the adjustment of 209 graduates of the programs.

A review of the literature revealed there are many studies related to the design of the study. There was, however, considerable material regarding paraprofessionals in human services, training the disadvantaged for entry-level jobs, career ladders for the poor, follow-up studies and reports related to the success and failure of New Careers Programs. The graduates of the first three New Careers Programs were selected from the history of five years, and these programs were selected in order to provide a desirable number of persons for this study.

The analyses and appraisal was accomplished through descriptive techniques. There seemed to be no factors which negated the hypothesis that Cuyahoga Community College's Metropolitan Campus in Cleveland, Ohio, prepares its graduates for successful adjustment into entry-level paraprofessional human service positions through its New Careers Training Programs. This hypothesis was supported within the limits of this study.

The three New Careers Training Programs began with a total of 305 inner city unemployed, under-employed, or unemployable adults. Out of the 305 persons, 205 (69 percent) graduated and were placed in positions, while 96

(31 percent) were terminated or dropped out for a variety of reasons such as: excessive absenteeism, pregnancy, military service, moved out of town, prolonged illness, disciplinary, and death.

Of the 209 persons who graduated from the programs, and were mailed questionnaires, only 90 (43 percent) responses were recorded. Rosters of last known mailing addresses were updated with the help of the hiring agencies, the college, and known graduates of the programs. The questionnaire was pre-tested on a group of fourth-year graduates from the program, hopefully establishing validity and reliability.

In the best tradition of evaluation research, this study is as conservative as possible. Just as there are many unknown ways to overstate an effect of a program, there are also many ways in which that effect may be concealed or understated. In general, where ambiguous results are found, they are interpreted as not indicating conclusive evidence as to the success of the program.

The following conclusions are based on the responses, information, and data collected from the 90 alumni of the programs, and interviews with program staff and job supervisors of program graduates.

Conclusions

1. The programs were successful in meeting their objectives to place graduates in entry-level human service type positions, to provide graduates with minimum skills training to enable them to succeed on the job, to provide graduates with basic education and career ladder awareness of credentials necessary for promotion, and to make graduates aware of successful work habits and how to establish priorities necessary to maintain employment. Also, the programs did in fact provide local indigenous persons to help bridge the gap between the professional and non-professional in the agencies where they were placed.

2. Success of the programs was supported by the responses of the graduates that they had benefited because it did in fact provide them with: employment, a chance to continue their education, a better income, new employment skills, and a chance to enhance their social status. In addition, some even stated that it enabled them to gain new self-pride and worth.

3. The graduates' responses indicated that they welcomed a chance to voice their opinions and felt this was a valuable means to express their appreciation. A few went so far as to write personal letters of gratitude, especially those who felt that the educational opportunity

of the programs afforded them the greatest benefits. Such persons indicated that they did not remain on their jobs very long because they chose to continue their education as full-time students.

4. An interesting feature about the average graduate in the program was that they were high school graduates before they entered the programs and many of them jumped at the opportunity to continue their education. Of those who were not high school graduates before they entered the program, the opportunity to get a General Education Diploma (G.E.D.) was a major focal point of benefits derived from the program. The average education level was slightly higher than for participants in similar programs across the country. For example, average educational level of the participants in this survey was twelfth grade compared to tenth grade in similar programs.

5. It would be reasonable to assume that the programs did help to improve the employment status of alumni because the overwhelming majority--82 percent--were unemployed at the time they entered the program. This compares to 84 percent now employed, and 13 percent unemployed or unemployable.

6. It was difficult to ascertain to any measurable degree if alumni had in fact improved their occupational level after completing the programs. When asked to select the kind of job held prior to entering the program

from an accredited list of occupations, the majority stated that they did not select an occupation because it did not exist, or was not listed by title according to their knowledge of their prior employment. None were in jobs concerned with human services before they joined the programs. Rather, they were employed wherever they could get work. The lack of educational credentials and marketable skills forced them into jobs they could learn quickly.

7. The few responses from persons who chose from the list an occupation prior to entering the programs, and also chose one describing their present occupation, supported the belief that the program has helped graduates to advance financially, educationally, and socially.

A greater number of persons would have to have been employed prior to the programs, and comparisons made with their present occupations before a strong statement could be made in support of the above concept.

8. The majority of the graduates believed the location of the program at Cuyahoga Community College was by far the most advantageous site. Few, if any other places, would have afforded the multiplicity of educational and technical expertise. Also, the physical facilities were good and the supportive services of the college tended to add a measure of professionalism and quality of program.

9. The graduates strongly agreed (98 percent) that the four major components of the program proved to be

beneficial. According to their responses, they valued the Basic Education the most, then Technical Education, next the On-The-Job training and finally the Generic Education or Core Discussion. It appears that most graduates gravitated to the value and awareness of educational credentials. Yet, when asked what things they disliked about the four components of the program, it was that the Technical Education or skill training part of the program tended to be "too academically oriented."

10. It appears that the supportive services offered by the programs were greatly needed and used. With 80 percent of the graduates female, 73 percent heads of households, 62 percent single, separated, divorced or widowed with an average of one and one-half children per participant, child care or day care service was the most used supportive service. The percentage of drop-outs would have been higher had it not been for the kinds of supportive services provided by the program.

11. The graduates (66 percent) felt that they were accepted on campus the same as any other student by the students, the faculty, and administration. Yet, 33 percent indicated that they did not feel accepted. A close look at the data reveals that those who felt they were not accepted on campus tended to be the persons who had not graduated from high school.

12. This study revealed that the staff was acceptable to New Careers graduates and the graduates felt the staff had done a good job.

13. According to the data revealed in this study, an implication exists that most job placements were acceptable (82 percent) and less time was needed for adjustment by these employees than others coming in at the same entry levels.

14. In view of the responses that the average graduate remained at the first job placement an average of 26 months and 49 percent were still working at their initial job placement after two, three, four years, it would be reasonable to conclude that the career ladder concept was working. Table 4.7 provides a visual record of job changes for those who remained with their original agency. At first glance it appears that promotions are slow, yet the average person changes jobs an average of once every five years, therefore the graduates are in keeping with the national norm.

15. Of persons who have changed jobs or moved to different agencies, 75 percent of them gave credit to the programs for helping them to acquire or hold their present jobs, and providing them with some basic skills which were transferable to their present job position.

16. Most graduates strongly stated that the programs had a measurable effect on their lives by providing

them with more opportunities, improving their housing, providing better educations for their children, and a few stated it provided mental satisfactions. The benefits as prescribed above certainly support the concept that the ripple effect of such a program has had long range positive effects on its graduates.

17. The overall comments expressed by the graduates indicate that they would recommend such a program as New Careers to their friends as being one which provides some basic needs, a job, continued education, better income, new skills, and some intensive benefits such as improved social status, more opportunities, better housing and mental satisfaction.

18. The general comments expressed by the graduates suggested that agency acceptance was the most difficult. One might conclude that agencies' commitments to hire were not as well planned as the programs' to train. Records of reports during training indicate that job readiness on the part of job supervisors and co-workers was the most frustrating to program staff. This was so much so that in-depth, sensitivity sessions were needed and recommended for future programs at the very start of a program.

It could be concluded that training, meaningful jobs, adequate wages, and career opportunities can produce

positive attitudes of self-worth and pride--enough to make satisfactory adjustment for entry-level paraprofessional jobs.

Discussion

The transit nature of the population studied in this survey and the long period of time which has elapsed before conducting this study produced some frightening and frustrating results. Even with the help of agency records, college records, and in some cases personal contacts, the number of responses collected were disappointing and discouraging. Innumerable mailings and remailings, self-addressed stamped envelopes, and repeated and repeated telephone contacts failed to produce even a 50 percent response from the graduates.

Comparing responses with similar New Careers Programs such as those conducted in Baltimore, Minneapolis, and New York, their data did not indicate the percentage of persons who failed to respond. The Minneapolis report does show that 92 persons started the program and two years later, 61 (66 percent) responded to a survey.

The gradual decline in the number of participants in each year's program appears to stem from the fact that agencies were less willing to make commitments to hire after six months to a year of training and many agencies found it difficult to make the necessary in-house adjustments

of staff attitude and involvement in planning. Many agencies' resistance to change inhibited their commitments to get involved.

There appeared to be greater resistance to many graduates because the majority of them were black going into agencies which were white controlled and white oriented as far as workers are concerned, and black oriented as far as the population which it served or provided services. The realization of blacks working on the inside, and along with, white staff produced frustration, fear, and tremendous anxieties on the part of marginal and incompetent whites who viewed this new source of manpower as a potential threat and non-deserving.

The graduates who were employed with the Cuyahoga County Welfare Department met with the greatest degree of success and acceptance. The largeness of that agency enabled graduates to be moved within the agency with greater ease, thus providing greater retention. The fact that a reasonable number of minorities were already employed with the agencies helped. Cuyahoga County Welfare still has the best percentage of retention even though the oldest program produced graduates in 1967. Another factor which attributed to the agencies' retention was that graduates took the civil service examinations and were afforded its protection.

Graduates who were trained to be employed by the city of Cleveland, for the most part, became victims of a political football. The commitment to hire was made by the first black mayor of the city; the white-power structure refused, stalled and blocked every attempt of the graduates to take the civil service examination for their positions. They were given only temporary status. When the black mayor left office and another white mayor took office, the majority were fired or released as a matter of political practice. Few, if any, remained when the mayor and the political party changed. The new mayor also shifted his priorities and rewarded those who supported him with continued employment. The second year's program (1968) appeared to be the most unsuccessful one of the three evaluated from the standpoint of graduate retention.

The third year's program to train persons for the Ohio Bureau of Employment Services, City Planning agencies, suburban school systems, and Cuyahoga Community College, supported the belief that small agencies are not as able to retain or shift their personnel as easily as larger ones. Those graduates who were trained for the Ohio Bureau of Employment Services were given the state civil service examination, and incorporated into the agency. Supervisor review and reports indicate good retention and

promotions. Once again, the city of Cleveland's planning agencies met with the same ill-fated results as the previous year's graduates. When the mayor and his administration changed, graduates lost their jobs. Those graduates who were employed by the suburban school systems and Cuyahoga Community College for the most part chose to continue their education and pursued educational credentials. A very average age difference did exist between participants of the first year's program (44 years) and third year's program (22 years). This probably contributed greatly to the decision of many to continue their educations on a full-time basis rather than part-time.

Generally speaking, the overall program structure and format remained the same, the training staff remained the same. It was only the areas of training which changed and the intensity of training increased.

The college actually accepted the idea and concept of one year certificate programs as a possible option to all of their associate degree programs. The community service division took on a new dimension of being that part of the college which worked with experimental programs and which needed greater flexibility and minimum restraints.

From the federal government's point of view, the available data seem to indicate that these New Careers Programs conducted at the Metropolitan Campus of Cuyahoga

Community College, under the auspices of AIM Jobs in Cleveland, Ohio, were much more successful in fulfilling some specific program objectives in relation to manpower service than they were in reducing inner-city disadvantaged unemployment.

Recommendations

The following recommendations are based on the findings of the study, program reports and personal interviews with graduates of the programs, program staff and agency supervisors of graduates of the New Careers Program at Cuyahoga Community College, Cleveland, Ohio.

1. The development of meaningful and decent-paying-job openings, the placement of graduates in permanent jobs, and higher job retention should be the most important goals of the programs.

2. Greater agency involvement and commitment during the planning stages are vital and necessary. Too often, agency staff, who must deal with the graduates, are the last to be informed of the reasoning and rationale behind bringing on new indigenous personnel.

3. Agencies should be offered financial incentives to allow entry-level employees release time for education when academic credentials are necessary for advancement with the agency.

4. An effective need analysis or labor-forecasting should be developed especially for jobs requiring short-range training and minimum skills for entry.

5. Training programs should be established to help agencies deal with the concept of implementing change or dealing with the resistance on the part of agencies to change. This is especially important when dealing with large bureaucratic type agencies such as government and educational institutions.

Implications for Future Research

Potential studies could evolve from the work of this dissertation. For these to be developed, the following are steps that would be recommended:

1. A survey form should be filled out by each graduate, program staff and agency supervisor at the start of the program, immediately following graduation and no longer than two years after graduation and then periodically every two years.

2. Similar follow-up studies could be conducted after the same period of time to deduce if findings of this study are similar.

3. Further study should be conducted to determine if agency involvement reduces agency resistance to change and acceptance of New Careerist graduates.

4. Further study should be conducted to determine the affect race and age of graduates have on the acceptability and threat to older white employees.

The design of this study was organized to analyze and appraise the adjustment of graduates from the program in terms of occupational, vocational, educational and social factors. It is, therefore, technically possible for this study to make a favorable evaluation of the training programs which would not be justified by the results of an even more exhaustive analyses. There is a chance that the findings are too conservative, that, for example, there is real and significant impact upon the adjustment by graduates that this study has not accounted for. There are probably many other factors in a graduate's environment which may prevent or attribute to their satisfactory adjustment, such as inner-city schools, transportation, and health. This study is a long way away from perfection in evaluation research techniques; indeed, perfection is unattainable. This study does, however, present an evaluation of the New Careers Program conducted at the Metropolitan Campus of Cuyahoga Community College using some of the more successful social science techniques.

It cannot be deduced that the New Careers Programs were poor or that the graduates did not make successful adjustment unless it is arrived at through research and

experimentation which would need to be more closely controlled than in this study.

APPENDIX

SURVEY QUESTIONNAIRE

Name _____ Sl. No. (1-5) _____
(please print)

A. PERSONAL DATA:

(6) Sex: 1 Male _____ 2 Female _____ (7-8) Age (in full years) _____

(9) Marital Status: 1 Single _____ 2 Married _____ 3 Divorced _____
4 Widow _____ 5 Widower _____

(10) Employment status before entering New Careers:

0 Unemployed _____ 1 Unemployable _____ 2 Laid Off _____

3 Under-employed _____ 4 Employed _____

(11-12) If your answer to (10) is 2, 3, or 4, give occupation
code _____ (see OCCUPATIONAL CODE LIST OF JOBS
attached)

Educational level achieved before entering New Careers:

(13-14) High School grade completed _____ or 13 College Freshman

14 Sophomore 15 Junior 16 Senior 17 B.A. or equivalent

(15) Were you the head of your household when you joined New

Careers: 1 Yes _____ 0 No _____

(16-17) If yes, how many dependents did you have: _____

(18) What is your present employment status:

0 Unemployed _____ 1 Unemployable _____ 2 Laid Off _____

3 Under-employed _____ 4 Employed _____

(19-20) If your answer to (18) is 2, 3, or 4, give occupation
code _____ (see OCCUPATIONAL CODE LIST OF JOBS
attached)

B. EVALUATION:

(21) Do you think you benefited from the New Careers Program:

1 Yes ____ 0 No ____ 2 Not Much ____

(22) If yes, give the reason you give most importance to:

1 It provided me with a better job after completion ____

2 It provided me an opportunity to go to college ____

3 It provided me with new job skills ____

4 It provided me an opportunity to re-evaluate my work
habits ____

(23) If no, or not much, give the reason you give most importance
to:

1 I could not get a job better than the one I had before
entering the program ____

2 The technical training was insufficient for me ____

3 In spite of the training, I could not work to the satis-
faction of the employer/supervisor ____

4 My instructors and staff were poor ____

5 The money paid during the program was insufficient ____

6 It made me think I was too good for the job assigned ____

How would you rank and re-arrange the four parts of the New Careers

Program: (1 is best, 4 is worst):

(24) Educational classes 1 _____

(25) Technical training 2 _____

(26) Core-group discussion 3 _____

(27) On-the-job training 4 _____

(28) Were the supportive services available to you helpful:

1 Yes ____ 0 No ____

How many times did you use the following supportive services:

(29-30) Emergency bus fare ____

(31-32) Emergency money ____

(33-34) Counseling ____

(35-36) Tutoring ____

(37-38) Legal Aid ____

(39-40) Child Care ____

(41-42) Consumer Protection ____

What are the advantages/disadvantages of continuing a New Careers Program at Cuyahoga Community College over placing it at some other location (e.g. church, community center, store-front, YMCA, etc.):

Advantages:

(43) At the community college, the educational content is better 1 Yes ____ 0 No ____

(44) Skill training equipment is good 1 Yes ____ 0 No ____

(45) Staff is well trained and teaching methods are good
1 Yes ____ 0 No ____

(46) College atmosphere adds to learning; community college is better located 1 Yes ____ 0 No ____

Disadvantages:

(47) Community college location is not good 1 Yes ____ 0 No ____

(48) College staff is unsuited for imparting necessary practical training 1 Yes ____ 0 No ____

- (49) Educational content of the program tends to get more attention over skill-training 1 Yes ____ 0 No ____
- (50) I was not accepted as a regular student of the college by other students and the faculty 1 Yes ____ 0 No ____
- (51) Was \$1.60 per hour an adequate pay during training:
1 Yes ____ 0 No ____
- (52) Would you recommend this program to your friends:
1 Yes ____ 0 No ____

Answer either (a) or (b) below, not both:

(53-54) (a) If yes, give your most important reason:

- 01 It opens doors to better job security ____
- 02 It provides opportunity for education ____
- 03 Learning skills from trained staff is refreshing ____
- 04 It makes possible increased income ____
- 05 It enhances social status ____

(b) If no, give your most important reason:

- 06 Educational part of the program is a waste of time ____
- 07 Skills taught could have been learned better on the job ____
- 08 Jobs for which skills were taught can be obtained without all the training ____
- 09 Staff did not give their best ____
- 10 Training did not provide skills for jobs with better social status ____
- 11 All told, its cost to the society is very high ____

C. FIRST JOB:

- (55) Your present job is your first ____, second ____, third ____,
or fourth ____ job after graduation from the program.

(Please consider all jobs of duration one month or more.)

- (56-57) Duration of the first job (please answer in full
months) _____

- (58) Were you satisfied with your job-placement by New Careers:

1 Yes ____ 0 No ____

Did the training program:

- (59) Teach you skills useful for the first job:

1 Yes ____ 0 No ____ 2 Partly ____

- (60) Make you aware of better working habits and attitudes:

1 Yes ____ 0 No ____ 2 Partly ____

- (61) Over-train you for the job:

1 Yes ____ 0 No ____

- (62) Help you to hold on to the job:

1 Yes ____ 0 No ____

- (63) Help you to adjust to working:

1 Yes ____ 0 No ____ 2 Partly ____

- (64-65) If in answer to (59) you have said "0 No" or "2 Partly"
what were the areas/skills (of the following) you found
weak:

1 Educational ____

2 Technical ____

- 3 Core group discussions _____
- 4 On-the-job training _____
- 5 Educational and technical _____
- 6 Educational, technical and core group discussions _____
- 7 Educational and core group discussions _____
- 8 Technical and core group discussions _____
- 9 Technical and on-the-job training _____
- 10 Educational and on-the-job training _____
- 11 All _____

(66) In what terms do you think the job improved your future prospects most:

- 1 More money _____
- 2 Chances of promotion _____
- 3 Higher status _____
- 4 More money and chances of promotion _____
- 5 Chances of promotion and higher status _____
- 6 All around _____

D. PRESENT JOB:

(Please answer this section only if you changed jobs after your initial placement.)

(67-68) How many months have you been on this job: _____

(69) Do you think the training program helped you to hold your present job: 1 Yes _____ 0 No _____

(70) What was the most important reason for changing your initial placement:

- 1 Personal reasons ____
- 2 To enhance income prospects ____
- 3 To enhance social status ____
- 4 To enhance both income prospects and status ____

(71) Do you think by changing jobs you:

- 1 Upgraded yourself in society ____
- 2 Downgraded yourself in society ____
- 3 Made no difference ____

(72) How have these changes affected your life:

- 1 Improved housing ____
- 2 Better education for my children ____
- 3 More opportunities in life ____
- 4 Improved housing and better education for children ____
- 5 Improved housing, better education for children, and more opportunities in life ____
- 6 Only mental satisfaction ____
- 7 In no way ____

(73) How much credit for these changes would you give to your training at the college:

- 1 Up to 10% ____
- 2 Up to 25% ____
- 3 Up to 50% ____
- 4 Up to 75% ____
- 5 More than 75% ____

E. Line 11-12, Section A. Describe occupation below:

Line 19-20, Section A. Describe occupation below:

This image shows a single sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.

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