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THE SEATTLE AND DENVER INCOME MAINTENANCE EXPERIMENTS' COUNSELING PROGRAM AND ITS UTILIZATION

Socioeconomic Research Center

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CONTENTS

ILLUSTRATIONS

TABLES

I INTRODUCTION

Experimental Design

The Seattle and Denver Income Maintenance Experiments (SIME/DIME), conducted by SRI International under the auspices of the Department of Health, Education and Welfare and the states of Washington and Colorado, are the largest of the four income maintenance experiments conducted in this country. SIME/DIME involves alternative configurations of a negative income tax in combination with alternative manpower programs.

The rationale for the inclusion of a manpower component in SIME/DIME was to determine how much the expected decline in work response due to income support could be offset by providing information about the labor market and by subsidizing the cost of training and education. The presumption was that raising productivity and lowering job search costs would induce greater individual work effort.

The functions of the manpower component were derived from three assumptions:

(1) Many individuals have deficiencies in (a) their knowledge of the labor market and (b) their understanding of their own capacities in relation to that labor market.

(2) This lack of knowledge results in these individuals making less than optimal labor supply decisions.

(3) Subsidization is necessary to achieve socially optimal investments in education and training.

The counseling component was intended to overcome information deficiencies, and the training and education subsidies were made available to encourage

increased investment in educational activities. The financial and manpower treatments of SIME/DIME are briefly summarized below. The remainder of this paper then describes the job counseling part of the manpower treatment in detail.

Financial Treatment

A negative income tax program is characterized by a support level (or benefit guarantee) and an income tax (or benefit reduction) plan. The support level is the grant that a family receives if it has no other income; the income tax diminishes the grant as other income increases. SIME/DIME tested 11 different financial treatments. Programs with support levels of $3,800, $4,800, and $5,600 (1970-71 prices, normalized for a family of four persons) were tested with four different tax systems: two with constant tax rates of 50% and 70% on earned income, and two with tax systems in which the tax rate declined as income increased. Tax rates on nonwage income were 50% or 100% depending on its source. To determine whether duration of the experiment affected response, some families were enrolled in the experiment for 3 years and others for 5 years. The 4,800 families were selected from a screening of about 100,000 households in Seattle and Denver on the basis of characteristics required for the experiment. About 60% of the sample families were enrolled in one of the 11 NIT programs; the remainder served as controls (i.e., were periodically interviewed to provide comparable information from families receiving no experimental financial treatment).

Manpower Treatment

The manpower treatments consisted of a counseling program and subsidization of direct education or training costs. Manpower treatments were conducted at three levels, called M1, M2, and M3. M1 comprised only counseling services. M2 provided counseling services and a 50% subsidy of the direct costs of any training received over the life of the experiment. M3 comprised counseling plus a 100% subsidy. Counselors, working under the

auspices of the local community colleges in Seattle and Denver, offered vocational counseling to all family members 16 years of age or older. Eligibility for the manpower treatment was randomly assigned to 60% of the sample population at the time of enrollment.

The remainder of this paper describes the counseling treatment in detail, the rationale and philosophy for its inclusion in SIME/DIME, the operational setting in which it was conducted, and the manner and extent of its utilization.

Rationale of the SIME/DIME Manpower Component

It was essential to introduce several constraints to conduct the manpower experiment as part of SIME/DIME. First, because the use or non-use of the program would be measured under the assumption that the participants had adequate knowledge of the services offered, special effort was made to provide information and orientation concerning the manpower component. Second, the experiment focused on studying the participants' voluntary responses. Third, the manpower treatment was designed to make a uniform set of services and options available to the participants, yet each participant was able to define an individual program that met his or her needs.

To ensure voluntary response, the participant was free to (1) use the training option with minimum counselor interaction or (2) take full advantage of the counseling program to work out a vocational plan. This freedom of choice also pertained to job-search services. The participant could request specific information concerning certain occupations or take advantage of a full range of job-search assistance, including information on job-interview techniques, selection of potential employers, resume writing, and the like. Finally, the participant was free to change a particular plan or take a different direction entirely. The counseling service stopped short of job placement, and the subsidies were subject to certain limits.

The freedom allowed the participant was one of the key factors that differentiated the SIME/DIME manpower experiment from the more traditional manpower counseling and training subsidy services. Unlike the WIN program, for example, no sanction resulted from non-use. A participant could reject counseling or subsidy options and continue to receive payments from the financial components. If a participant chose a training/education program, the only limitations placed on the selection were that the training or education program be related to vocational/career preparation. The participant had access to program services at any time during the period of eligibility. Some participants utilized their manpower options from the time of enrollment, while others entered counseling and/or utilized training subsidies at various periods during their years of eligibility. Some took several training and education courses. The participants were free to select their programs and the institutions they attended. Consequently, participants enrolled in public and private colleges and universities, community colleges, private training schools, and in correspondence courses--both inside and outside Washington and Colorado.

In the remainder of this paper we discuss the structure of the counseling program, with emphasis on the counseling process and the extent of utilization of the service. The subsidy program and its utilization are described more fully elsewhere.*

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*H. E. Felder, A. Hall, and Y. Weiss, "Impact of Income Maintenance and Manpower Subsidies on the Decision to Invest in Human Capital: Interim Results from the Seattle and Denver Income Maintenance Experiments," SIME/DIME Research Memorandum 34, SRI International, Menlo Park (October 1977).

II SUMMARY AND CONCLUSIONS

The principal goal of the Seattle and Denver Income Maintenance Experiments is to test the effects of a universal negative income tax. However, the experiments were also designed to test a manpower program, comprising career and job counseling, and options to purchase education and training at reduced cost. This study concerns the counseling component of the manpower program, describing its design and its utilization by the client population. In future work, we will investigate the success of job counseling in improving labor market performance.

The job counseling programs for the income maintenance experiments were operated by the community colleges in the cities of Seattle and Denver. To manage the programs, the community colleges set up separate and autonomous counseling centers. In each college, a director and staff were hired to provide the services to the client population. Despite the fact that the counseling program involved significant human intervention, every effort was made to ensure that the programs were designed and operated so that the results of the two cities' counseling programs could be compared.

Counseling programs were offered to approximately 2,800 of the SIME/DIME experimental families. When the counseling option was offered, every member of that family 16 years of age or older became eligible. As younger family members reached age 16, they too became eligible for the manpower treatment. Hence, approximately 7,000 individuals received the option over the life of the experiment. The major goal of the program was to provide an enhanced environment for the assessment of labor market options. Within this environment a plan of action was to be formed that would optimize each individual's performance in the labor market.

There were five essential steps to the job counseling program:

(1) Contact by counselor to explain the options to members of each family assigned to the program.

(2) Formal counseling (for those who entered the counseling program) in which the individual, aided by a counselor, would assess his/her attributes and interests to formulate labor market goals.

(3) The provision of "information services" in which the counselors would provide labor market and training information to aid the client in determining his plan.

(4) Determination of a plan of action in which the individual would propose explicit goals and means of achieving these goals.

(5) Implementation assistance, in which the counselors would guide individuals who had written plans of action in job search activities, or would provide continuing guidance for those in training.

An essential feature of the program design was that the counseling was to be nondirective. The initial step in the formal counseling program was the establishment of goals stating what the participant expected to get out of the program. Using this statement, counselors presented clients with a series of questions that provided the basis for the client's self-assessment of his options in the labor market. The purpose of these questions was to delineate the client's accomplishments and failures, paid and unpaid work experiences, vocations, and interests. From the answers, the counselee would work toward preliminary selections of labor market objectives, and the counselor would provide labor market information relevant to the client's work history and interests. The labor market information consisted of very detailed reports on occupations and industries. (In Denver, 357 separate occupational reports were written by April 1975, approximately 3-1/2 years into the experiment. These reports covered 183 occupations as defined by 3-digit census codes dealing with such specific occupations as automobile and diesel mechanics, interior decorating and telephone repair. A sample survey of 74 SIME/DIME families indicated that about 58% of the clients reported receiving some job information during counseling and that about one third of them regarded this information as extremely relevant.)

The last step in the formal process was the formulation of a plan of action that stated the individual's objectives concisely. The plan included a statement of personal assets, obstacles to achieving objectives, and a schedule and financial plan for achieving the goals. Some of the families had full financial reimbursement of direct costs from SIME/DIME as part of their experimental program; some had half reimbursement; and some had only counseling. The latter two groups often required help from a counselor in seeking other financial support to implement a training plan. Individuals placed a heavy emphasis on training. Approximately 75% of the plans were for training, 15-20% were for job search, and a few plans concerned such things as dropping out of the labor force or retaining jobs.

In Seattle, approximately 3,000 individuals were offered the job-counseling option. Four thousand individuals had that option in Denver. In both cities, about 47% of those having the option utilized it at least to the extent of taking one formal counseling session. The program was designed so that most of the formal counseling, including preparation of a plan of action, could be accomplished in five formal counseling sessions. However, not all individuals completed the entire counseling program, nor was it necessary to attend five sessions to write the plan of action. In Seattle, 1,348 individuals entered counseling. In Denver, 1,941 did so. Approximately 49% of those who took some counseling completed five or more sessions in Seattle; 59% did so in Denver. In Seattle, 1,009 of the individuals who started counseling completed a plan of action. In Denver, 1,303 individuals wrote at least one plan of action. Thus, approximately 70% of those who entered counseling wrote one or more plans of action.

Family members who were offered training subsidies were more likely to take counseling and write plans of action than those eligible only for counseling. In part, the higher utilization rates occurred for the former group because completion of a training plan of action was a requirement for receiving the training subsidy. Approximately 45% of those eligible for full subsidy and 35% of those eligible for half subsidy took counseling and wrote a plan of action. Approximately 20% of those without subsidy did so.

Payments under the negative income tax (NIT) part of SIME/DIME were made directly to heads of families. In the manpower component, however, nonheads could participate directly. In both Seattle and Denver, approximately 45% of the male heads and 50% of the female heads enrolled in the counseling program. Approximately 40% of the minor children and other family members took advantage of the program. Thus, the program was successful in reaching beyond the family heads.

Users tended to have certain characteristics: Younger people tended to use the program more than older people. Those with training or education-subsidy programs tended to use it more than those without subsidy programs. Persons who had worked at the time of enrollment were more likely to use the program than those who had never worked. Part-time workers were the most likely to take advantage of counseling. However, personal traits did not differentiate those taking counseling and writing a plan of action from those who took counseling but did not write a plan of action. Availability of the subsidy program was the only significant distinguishing characteristic; financial support tended to encourage the use of the counseling program.

No exposition of the SIME/DIME counseling program would be complete without some discussion of the costs and benefits. Overall program costs are relatively easy to identify. Benefits, however, are more complex. Counselors maintain that counseling benefits extend into the psychological realm--that adjustments in attitude and changes in self-perception, for example, are positive outcomes of counseling. Here we merely point out that quite small increases in the wage rate would be sufficient to cover the costs of counseling.

As mentioned above, over the course of the experiment, 1,348 individuals entered counseling in Seattle. Of these, 1,009 progressed through the fourth phase, completion of the plan of action. In Denver, the corresponding numbers were 1,949 and 1,303. Entering counseling is our least stringent definition of taking counseling, completing a plan of action our most stringent. In SIME, $342,331 was disbursed to counselees in the form

of payments of $5.00 per session. Program operations costs, excluding payments to clients, were $1,621,521. Total costs per counselee were $1,457. If we take the extreme view that only counselees who progressed through completion of a plan of action benefited, then total costs per counselee completing a plan of action were $1,946. In DIME, $373,263 was disbursed to counselees. Program operation costs, excluding payments to clients, were $1,906,728. Total costs per counselee were $1,175, and total costs per counselee completing a plan of action were $1,750.

The disbursements to counselees were intended to defray transportation and other incidental costs of attending a counseling session. In a national, full-scale program, it is doubtful that counselees would be reimbursed at all. Thus, the program operation costs, excluding the $5.00 per session disbursement, are more relevant to our discussion. SIME program costs, excluding the disbursements, averaged $1,203 for all clients, and $1,607 for clients completing a plan of action. For DIME, the numbers were slightly lower: $982 and $1,463. To place these numbers in perspective, note that a wage increase of $.08 per hour (assuming full-time pay for 40 hours per week) would be sufficient to defray the interest cost at 10% interest of the highest program cost ($1,607 in Seattle for those completing a plan of action). A $.12 per hour increase would be sufficient to amortize that amount over 10 years at 10% interest. At the time of the experiment, wage rates for husbands, wives, and single female heads of family were roughly $3.50, $2.00, and $2.25, respectively. An increase of $.08 per hour represents fractional increases of 2.3%, 4.0%, and 3.6%, respectively. These small increases would be sufficient to offset the costs of a counseling program similar to SIME/DIME. In a full-scale national program, a smaller amount would suffice, since some of the operational costs, such as extensive documentation, are relevant only in an experiment. To the extent that there are benefits of counseling in addition to wage increases, an even smaller wage increase would suffice. By almost any measure, the costs of a counseling program are small. Whether or not the costs are exceeded by the benefits, however, has not yet been ascertained.

III MANPOWER DELIVERY SYSTEM

The Role of the Colleges

The operational responsibility for the manpower components was held by the Seattle Central Community College and the Community College of Denver, working under subcontract to SRI. SRI was responsible for program design, assignment of families, determination of operating rules, and evaluation. Both colleges have federally-funded occupational training programs aimed at the young, the poor, and at other community groups with special needs.

The major difference in the college environments at the two sites was a consequence of economic and demographic conditions. Early in the experiment, Seattle experienced a serious local recession that resulted in the unemployment rate soaring to 15% and a population loss. Consequently, the community college had excess capacity and was eager to expand its enrollment. The SIME manpower program was seen as a way of reaching a new population. Denver, on the other hand, was experiencing economic prosperity and population growth, which put a strain on college facilities and caused queues to form for some popular classes.

Although both community colleges were interested in providing counseling services and manpower training, neither had a direct interest in social experimentation. However, both colleges adopted the experimental design, and generally performed according to the specifications established by SRI.

The Role of the Counselors

The role of the counselor in the SIME/DIME manpower component differed in many ways from that of job counselor in other social agencies. SIME/DIME operating procedures required the counselor to fill many roles besides

employment counselor--e.g., community liaison worker, academic advisor, information specialist, labor market specialist, and researcher. The counselor also made field contacts with families in the experiment. There were no significant differences between the duties of the SIME counselors and those of the DIME counselors, with the exception of the lead counselor position, which was permanent in Denver and rotated in Seattle. The SIME/DIME counselor duties are as follows:

(1) Collect and record data on the manpower treatment component.

(2) Serve as interface for Mathematica, Inc. (responsible for operation of financial component) in reporting changes in manpower eligibles as a result of field or counseling contacts.

(3) Conduct group and individual counseling sessions for those who elected to take part in counseling.

(4) Research and develop labor market information specifically designed for individuals, in conjunction with SRI's labor market specialist.

(5) Staff the counseling sessions, write correspondence and reports.

(6) Work in a planning and program development capacity with the project director and SRI's project monitors to seek alternative models, program services, and/or strategies that would be useful in the research project.

(7) Administer interest inventories, e.g., Strong Vocational School in Seattle, and the Kuder Interest Bank in Denver.

Because it was important to select counselors who would perform consistently and in accordance with the needs of the experiment, the following hiring criteria were developed by SRI and submitted to the colleges. Counselors had to be:

(1) Favorably disposed toward social experimentation and willing to meet to the needs of the experiment.

(2) Able to relate information to the recipients in a nondirective manner.

(3) Able to counsel low-income and minority persons without hostility, racial bias, or patronizing attitude.

(4) Able to relate to employers in face-to-face contact to elicit information on employment prospects, and present necessary information on applicants.

(5) Flexible and able to respond to the SIME/DIME training required of all counselors, including training emphasizing procedures different from those used in more traditional counseling.

(6) Administratively capable of handling report requirements and willing to carry out required project paperwork in a professional, responsible, and timely manner.

All counselors had experience in counseling with the exception of one person hired in Denver. The average length of counseling experience was 4 years in Denver and 5 years in Seattle. The racial composition of the staff approximately matched that of the client population at both sites. As shown in Table 1, the only major difference between sites in the characteristics of the counselors originally hired was that the counselors were nearly all male in Seattle, while they were one-third female in Denver. Also, the counselors in Denver had a higher level of formal training.

Counselor training placed special emphasis on preparation for the unique aspects of the experimental program. An important training objective was to develop equal skills and knowledge among counselors to meet the experimental requirement of consistent treatment for all clients. One important element of training, as part of the equalization of the counselors' knowledge base, was the development of a good resource library containing information on the local labor market, community programs, and training/education institutions.

The manpower component in Denver, implemented by mid-1971 and operated under the name of the Denver Special Project Counseling Center, was intended to duplicate the earlier Seattle Special Counseling Project. In his report,* the project director in Denver detailed the following differences and similarities between the Denver and Seattle counseling programs:

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*R. S. Urbas, "A Commentary on the DIME Counseling Project," Memorandum to R. G. Spiegelman (September 22, 1975).

Table 1

CHARACTERISTICS OF COUNSELORS ORIGINALLY HIRED AT EACH SITE

	Denver	Seattle
Sex		
Male	8	7
Female	4	1
Race		
Black	3	4
White	4	4
Chicano	4	-
Asian	1	-
Age		
Average age of hire (years)	31	32
Education		
Less than AB degree	3	1
AB degree	2	2
Post-graduate degree	7	4
Specific counseling training	5	4
Counseling Background		
Average years of counseling experience (years)	4	5

(1) ..." The consensus among the observer/co-workers is that there is very little difference betweeen the two manpower centers in terms of services offered to the clients, staff understanding of the goals of the service, and procedures used to render the services...." A larger clientele in Denver resulted in a larger staff.

(2) "There was a larger initial response to the offer of services in Denver than was experienced in Seattle; this resulted in a somewhat greater use of the group counseling technique versus individual for the first year and one-half of the operation, and the size of the groups for a time was much greater." Consequently, counselor aides were employed temporarily to assist with group counseling. Counselor aides were also used temporarily to assist in obtaining vendor (labor market) information.

(3) "In Seattle $5 payments were made by check and usually were mailed...within a few days following the counseling session." In Denver the decision was made to pay the clients in cash immediately after the counseling session was complete. The counseling session was defined as a client-counselor contact having the following characteristics:

(a) The session must have occurred at the manpower center offices.

(b) The substance of the encounter must have been principally related to the client dealing with a work or training goal.

(c) The session must have been at least 30 minutes in length.

The Denver project director attempted to minimize site differences. This was accomplished by regular visits to Seattle to discuss counseling policy and procedures. The data collection forms (e.g., counseling forms, plan of action sheets, questionnaires, follow-up letters, and the like) used in Denver were virtually copies of those originated in Seattle.

In the following section, we turn to a description of the counseling program itself.

IV THE COUNSELING PROGRAMS

An Overview of the Counseling Process

A schematic presentation of the counseling program, showing activities (boxes) and principal decision points (circles), is shown in Figure 1. The steps in the counseling process are:

(1) Contact: initial contact, and follow-up contact for nonusers.

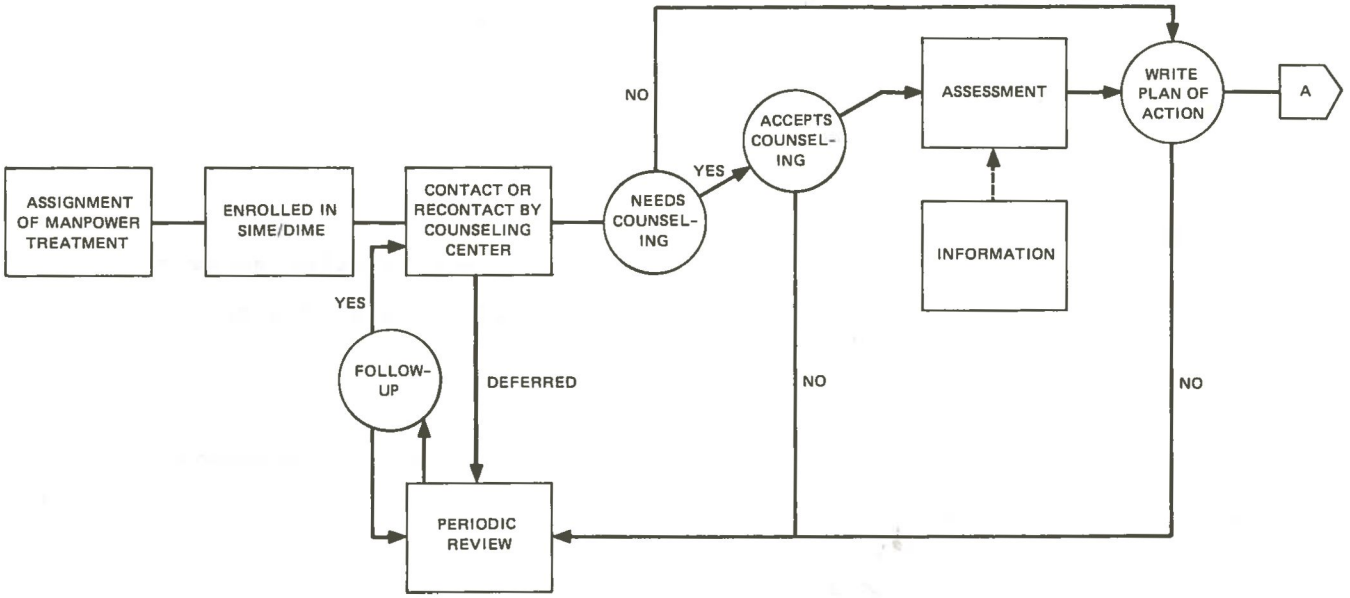
(2) Self-assessment.

(3) Information service.

(4) Formulation of a plan of action.

(5) Implementation assistance, primarily job search counseling and supportive counseling while in a training program.

The formal counseling process comprised steps 2, 3, and 4. This part of the process was usually completed in five formal sessions, although there was no requirement for participants to take any particular number. Participants received a payment of $5.00 for each of the first five formal sessions attended. The purpose of the payment was to defray the direct costs of attending the session, e.g., babysitting, and transportation. In Table 2 the number of counseling sessions taken by eligible persons is shown. Those taking zero formal counseling sessions chose not to participate. The number of participants who wrote a plan of action is also indicated. In a few cases, a plan of action was recorded without a formal counseling session. These are probably cases in which the individuals had settled on a training/education plan before attending a counseling session and were merely filling the requirement for a plan of action before receiving their subsidy. Many of those writing a plan of action in the first formal session were doing the



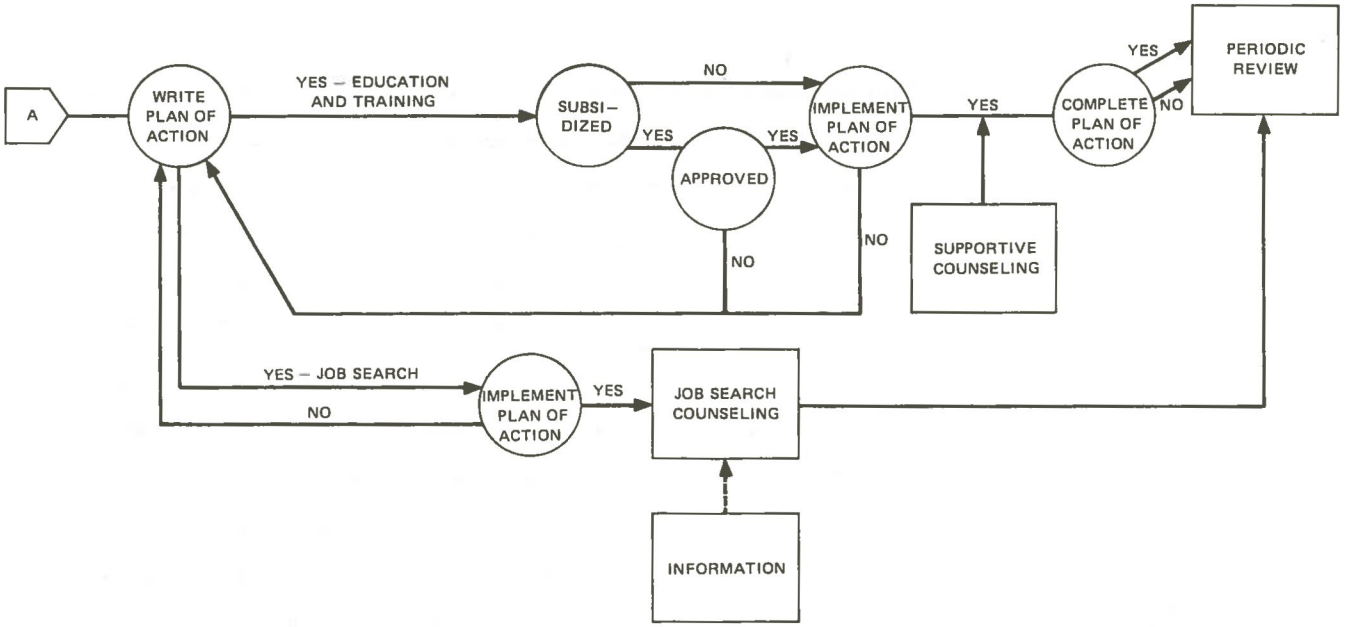


FIGURE 1 DIAGRAM OF THE COUNSELING PROCESS

Table 2

UTILIZATION OF THE COUNSELING OPTION: NUMBERS OF INDIVIDUALS TAKING FORMAL COUNSELING SESSIONS AND WRITING PLANS OF ACTION

Number of Formal Sessions	Number of Individuals Taking a Total of m Formal Sessions				Number Writing at Least One Plan of Action			
	Seattle	Proportion of Total (%)	Denver	Proportion of Total (%)	Seattle	Proportion of Total (%)	Denver	Proportion of Total (%)
0	1,603	54.3	2,076	51.7	11	.6	5	.2
1	224	7.6	263	6.5	63	28.1	57	21.7
2	152	5.2	212	5.3	81	53.3	73	34.4
3	158	5.4	181	4.5	115	72.8	104	57.5
4	148	5.0	135	3.4	120	81.1	87	64.4
5	115	3.9	249	6.2	98	85.2	178	71.5
6	97	3.3	175	4.4	83	85.6	128	73.1
7	80	2.7	121	3.0	71	88.8	100	82.6
8	60	2.0	116	2.9	58	96.7	104	89.7
9	65	2.2	93	2.3	64	98.5	85	91.4
10	53	1.8	69	1.7	53	100.0	65	94.2
11+	196	6.6	327	8.1	192	98.0	317	96.9
Total	2,951	100.0	4,017	100.0	1,009	34.2	1,303	32.4

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver.

same. Table 2 shows that about 41% of those eligible took some counseling. Of these, 59% in Seattle and 54% in Denver had five or fewer sessions. A sizeable number of recipients, however, took a large number of sessions, e.g., 18% in Seattle and 20% in Denver had 10 or more sessions.

Table 2 also shows that writing a plan of action normally required more than one formal session. On the other hand, those who took more than one session were very likely to write a plan of action. Very few participants who took more than three sessions failed to write at least one plan of action.

The five steps that constitute the counseling program are described below.

Initial and Follow-Up Contacts

We define contact as the process by which all people eligible for the manpower treatment were informed of their eligibility and encouraged to utilize manpower services. Initial contact contained several steps. All households assigned manpower treatments were informed of their eligibility at the enrollment interview. They were also told that they would be contacted by a counselor from the counseling project. A letter to this effect was left with each family. Soon thereafter a counselor contacted the family at home, informed the family about its manpower option, and extended an invitation to an initial counseling session to each family member 16 years of age or older. The counselor filled out the initial contact report. The contact report consisted of baseline data on the family members, labor market status, and their potential need for counseling. The counselor assisted the family members in evaluating the services available in relation to their current needs. Effort was made to talk with each eligible member of the family, although sometimes initial contact was made only with family heads.

Enrollment continued over the life of the experiment.* When a new member of a family unit became eligible (joined or turned 16 years of age), that person was contacted by a counselor--regardless of the length of the period left for eligiblity in the program. By the end of 60 experimental months, 2,702 individuals had been contacted in Seattle and 3,724 had been contacted in Denver. (See Table 3.) At the time of initial contact, 28% in Seattle and 37% in Denver were working full-time, about 7% in each city were working part-time and the remainder were not working. About 12% of those contacted in each city were actively seeking work at the time of contact. The experimental population seeking work comprised a cross-section of the low income population. This group was not disproportionately weighted with unemployed persons.

In some cases, individuals entered active counseling immediately as a result of the initial contact interview. The action taken by individuals upon initial contact is shown in Table 3. About one-third indicated an interest in entering counseling immediately. Most of these attended at least one formal counseling session. Twenty-five percent of those contacted in Seattle and 18% in Denver rejected the manpower program upon initial contact.

Those who did not enter immediately were scheduled for another contact from 6 months to 1 year later. The follow-up contact was intended to keep the participants continually aware of their manpower options. Follow-up activity was a major endeavor of the counseling staff. It included both home visits and telephone contacts. The home visits seem to have been more effective. As a result of the contact and follow-up activity, there was a continual flow of participants into and out of counseling. By the end of 60 experimental months, about 49% of those contacted in Seattle and 52% in Denver had attended at least one formal counseling session. (See Table 2.)

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*The process of family selection and enrollment is described elsewhere; see J. Conlisk and M. Kurz, "The Assignment Model of the Seattle and Denver Income Maintenance Experiments," SIME/DIME Research Memorandum 15, SRI International, Menlo Park, California (July 1972).

Table 3

REACTION TO MANPOWER PROGRAM ON INITIAL CONTACT*

	Seattle		Denver	
	No.	Percent	No.	Percent
Total eligible	2,951	100.0	4,017	100.0
Never contacted	249	8.4	293	7.3
Accepted	887	30.1	1,527	38.0
Rejected	716	24.3	708	17.6
Deferred, total	989	33.5	1,425	35.5
Too young	363	12.3	470	11.7
In school	253	8.6	296	7.4
Ill or pregnant	68	2.3	60	1.5
Other, deferred	305	10.3	599	14.9
Other	110	3.7	64	1.6
Total contacts	2,702	91.6	3,724	92.7

*See Appendix B for breakdown of contacts by race and family position.

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver.

One year after the program had been in full operation, an effort was made to recontact all eligible participants. The major concern of the subsequent contact was for counselors to meet personally with each eligible individual, to ensure that each individual understood the manpower options and to evaluate the potential uses of the manpower service in relation to each individual's current employment status. Many people responded to the recontact and entered or reentered the counseling process or began to take advantage of their training subsidies. A third contact for individuals who were in the 5-year program took place at the beginning of each family's fourth year on the program.

If, at the time of the second contact, individuals had no immediate need for manpower services, they were placed in an inactive status. People in the inactive status were not scheduled for follow-up by a counselor, but were scheduled for a quarterly letter reminding them of their continuing eligibility. This allowed a reduced counseling staff to concentrate on active clients while guaranteeing that all eligibles were kept informed of their manpower options. Some people in the inactive status subsequently became active and scheduled counseling appointments.

The periodic letters to participants in an inactive status were also sent to teenage nonheads. The response indicated that family heads had frequently failed to inform the younger members of the family about the manpower program. The periodic letters, however, were successful in contacting younger participants. Table 4 shows the proportion of people who utilized the counseling options. The proportion of nonheads taking counseling by the end of the fifth year was only slightly lower than the proportion of heads. A further description of user characteristics is provided in Section IV.

Self-Assessment Process

The initial step of the formal counseling process was the establishment of individual goals for the manpower option. The statement of goals

Table 4

PROPORTION OF INDIVIDUALS CONTACTED WHO TOOK COUNSELING

	Number Contacted (1)		Number Having at Least 1 Formal Session (2)		Ratio* (2 ÷ 1)	
	Seattle	Denver	Seattle	Denver	Seattle	Denver
Male Head	746	1,036	370	552	.50	.53
Female Head	1,168	1,643	633	937	.54	.57
Son	353	471	157	204	.44	.43
Daughter	351	423	148	174	.42	.41
Other Family Members	56	105	25	47	.45	.45
Missing Values	28	46				
Total	2,702	3,724				

*Ratio of contacts taking at least one formal counseling session.

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver

provided criteria against which accomplishments could be measured. While initial client expectations ranged over the spectrum of career development possibilities, the counseling program focused on matters directly pertaining to career or job decision. Psychological therapy, marriage counseling, or personal counseling dealing with drug addiction rehabilitation, and the like, were not provided. Where such issues were the primary concern of the participant, the counselor's responsibility was to refer the participant to other resources.

A unified counseling method termed "self-assessment"* was used to encourage the participants to assess their labor market potential. The method was usually new to the participant, who often expected the direct intervention of the counselor in job placement or other manpower activities. The counselor explained self-assessment as a procedure that would allow the participant to achieve his own objectives by articulating goals, explicitly considering alternatives in the light of objective information about self and market, and determining a course of action. Private counseling sessions were offered from the outset of the program at both sites. Some participants preferred to meet with counselors on an individual basis. Others, who began the counseling process in groups, changed to individual sessions as they defined their aims and took steps to carry them out.

In Seattle, the group sessions were used primarily during the first year of operation to allow counselors to serve the initial influx of participants. Group sessions had a unique attribute; clients served as peer-group counselors. In a workshop atmosphere, clients assisted one another in gaining knowledge about themselves and the labor market (sharing their own and other's experiences regarding jobs, training, and the like). They acted as "sounding boards" for giving feedback on tentative plans of

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*N. J. Andersen, "The Counseling Process of the Manpower Treatment (SIME): The Special Counseling Project Seattle, Central Community College," unpublished report (June 1975).

action. The advantages of group sessions were partly countered by the difficulty of scheduling sessions. As the program went into its second year of operation, the caseload consisted primarily of clients returning to counseling who had already been in group sessions. Therefore, in Seattle--from the middle of the second year onward--counseling sessions were scheduled individually.

In Denver, the proportion of group sessions was substantial through the sixth session, whereas in Seattle group sessions were prevalent (though never dominant) only in the first four sessions. One reason for this difference was that the project director in Denver was more favorably disposed toward group sessions.* We do not know whether the quality of the counseling service in groups sessions is different from that of individual sessions.

For the counselor to guide the assessment process, individual work history data were collected. To achieve and maintain uniformity within the process, counselors used the following six basic questions:†

Question One: Self-evaluation--What things have I done or accomplished to any degree of success?

(a) On jobs for pay
(b) On jobs for which I received no pay
(c) In school
(d) In recreation activities

This question forced the participant to evaluate his own past performance. Self-evaluation required participants to look honestly at their work history. Failures were examined as well as successes. The goal of self-assessment was discovering past accomplishments and how they might be built into future labor market successes.

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*Urbis, op. cit. p 26.

†A more detailed description of the six questions is provided in N. J. John Andersen, "The Counseling Process of the Manpower Treatment (SIME)." op. cit.

The counselor's aim was to force detailed examination of the client's past performance. These details (performance indicators) served to amplify the client's self knowledge, and to build a positive self-image concerning work skills and abilities. The performance indicators also revealed marketable skills and work characteristics frequently obscured by job titles or general statements.

Question Two: Evaluation by others--What things have I done in a manner that was recognized by others, e.g., praise, a raise, a compliment, an award, and the like?

(a) On jobs for pay
(b) On jobs for which I received no pay
(c) In school
(d) In recreation activities

The objective of this question was to have clients recognize the positive accomplishments others had recognized. Like self-evaluation, this question was used by the counselor to assist the client in probing for facts and reasons for commendation. Frequently, the same subject matter and facts that were considered in self-evaluation surfaced and revealed different functions and performance.

Question Three: Evaluation of performance in working situations--What jobs have I held (paid and unpaid), and how did I do on them?

This question served a two-fold purpose: It gave an historical listing of past work experience required for job applications and the self-assessment process, and it served as a way of finding data overlooked in questions one and two, especially data regarding unsuccessful experiences. The historical perspective of work and volunteer activity frequently revealed other jobs or activities to be explored for occupational data.

Question Four: What kind of equipment can I operate or use?

Question Four provided another dimension from which to explore the individual's work background, investigating new areas and augmenting areas

of data already considered in the other questions. The participants listed the equipment and tools they used and indicated their proficiency. Tools were considered in the general sense and included reference books as well as machines.

In some cases, this list would suggest alternative occupations in areas not directly related to the particular tool. A machinist, for example, who was able to set shop tools for precision cutting, may have had no desire to work with such tools, but could adapt or transfer his skills in accuracy, measurement, and blueprint reading to another vocation.

Question Five: What things would I like to do? In what kind of environment would I like to work and live? What kind of people would I like to work around? What kinds of work would I like to do?

Up to this point, the data gathering focused attention on factual work-world accomplishments. In answering this fifth question, the client examined areas of interest, preferences, and tastes. Although many likes or aspirations came from past experiences, the client was encouraged to expose his long-range hopes and unfulfilled expectations. The purpose of this question was to expand vocational possibilities. Hence, it was important for the counselor to remind the participant not to judge the practicality or possibility of the items. Consequently, participants listed things such as working for a "listening" boss, working in a small office, working where there was mountain climbing, or wanting to be a lawyer, police officer, or surgeon. The full range of possibilities was listed and evaluation of the practicality postponed.

Question Six: What are the things I do not like to do? In what kind of environment would I not want to live or work? What kind of work or working conditions would I dislike?

This question provided data that were used as part of a reality check as the participant developed a vocational goal. If, for example, a client decided to become a registered nurse, but also stated a dislike for blood or aged people, then this data would have been recalled by the counselor as

part of the reality check. The dislike might be so strong as to negate any positive features of the nursing profession.

Use of Labor Market Information

Emphasis was placed on using the client's work history to identify career possibilites and to help the client formulate his or her objectives. The role of the counselor was to help clarify objectives by providing relevant information. The counselor was responsible for seeing that the clients were exposed to and helped toward an understanding of labor market opportunities. A decision to quit dissatisfying work and leave the labor force, or a decision to find a better job that was based on sound information, were equally satisfactory in terms of the experiment's goals.

The goal of counseling was to ensure that a sound information base supported a decision to seek a specific goal. The counselor's function was to impart the information the participant required to make a career or vocational decision. A sampling of the informational areas covered by the counselors is shown in Appendix B.

At this point in the counseling process, the participant's work history had been examined in detail and job possibilities had been identified. From here on, labor market information (LMI) played a key role in evaluating these possibilities. The LMI service had two purposes within the context of the experiments. First, it was intended to provide information that would substantially reduce the effects of labor-market imperfections. Secondly, the LMI services provided a needed input in the design of a plan of action in a later phase of the counseling program.

Labor-market information also served to dispel misinformation. Some participants had either incomplete or erroneous informaton about jobs (especially regarding salary ranges and skill requirements).

The SIME/DIME counseling program was similar to other vocationally related programs in that information on jobs was provided to participants who requested it. Sometimes the response required an overview of general information; at other times, it required the selection of special data to correct inadequate perspectives or to complement the participant's current knowledge of some aspect of the labor market.

The counselor's knowledge of the labor market was utilized to help identify job possibilities. The Dictionary of Occupational Titles, Vol. II and other sources were used to develop a career plan. Detailed labor-market information concerning jobs of interest was obtained by the counselor from LMI specialists.

The LMI specialists conducted research and wrote reports upon counselor request to supplement the counselor's knowledge regarding job opportunities. In Denver, over a 42-month period from October 1971 to April 1975, the LMI specialists wrote 357 separate occupational reports dealing with such specific occupations as automobile and diesel mechanics, interior decorating, telephone repairing, as well as broader categories of jobs, such as occupational outlook in the airlines, work-at-home occupations, and bilingual occupations. Some reports dealt with extremely esoteric occupations, e.g., cosmotology aboard ocean liners, raising small game-birds, cartooning, and dude and guest ranching. LMI reports covered 180 (3 digit census code) occupations, which accounted for 70% of total employment.* LMI reports included the job responsibilities, skill requirements, level of training or required education, short and long-run outlook for employment, working conditions, salary ranges, and special entry requirements (i.e., apprenticeship or union membership).

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*See report by M. Correll, "A Description of the Labor Market Information System of the Denver Income Maintenance Experiments Manpower Component," p. 96 (November 16, 1976).

A survey of a sample of 74 SIME/DIME manpower participants indicated how the LMI services performed. (See Table 5.) The results showed that Denver was more successful than Seattle in providing LMI satisfactory to clients. When interviewed in May 1975, about 58% of the clients reported receiving some job information. The proportion receiving no job information was twice as large in Seattle as in Denver. This is consistent with the view that the usefulness of the program's information input was limited by the poorer Seattle labor market. In terms of the perceived appropriateness of the information given, however, close to one-third of all clients responded that they received the information they wanted. One-half of the Denver clients reported asking for and getting job information, whereas only one-sixth of the Seattle clients asked for job information and got it. More clients requested, but failed to get, job information in Seattle (11%) than in Denver (2%).

Table 5

CLIENT PERCEPTION OF LABOR MARKET INFORMATION RECEIVED, BY SITE AND TREATMENT (N = 74)

	Denver	Seattle	Training Subsidy	No Training Subsidy (counseling only)
Given job information	71%	39%	57%	50%
What client wanted	38%	31%	35%	29%
Asked for and got information	51%	17%	37%	31%
Asked but did not get	2%	11%	3%	--

Source: J. Ezekiel, et al., "The Counseling Program of the Income Maintenance Experiments in Seattle and Denver," Center for Applied Manpower Research, Berkeley, California, p. 96 (June 30, 1975).

The pattern in Seattle, where less job information was given, asked for, or provided when requested, may indicate differential use of LMI in the counseling process in the two cities; it may also reflect fewer job opportunities. During the intense, early phase of counseling operations, the Seattle unemployment rate hit 13%. In Denver, the unemployment rate was only 3% during the same phase.

The counselor's participation in exploring and checking tentative plans or directions was very active at this stage. Probably the most difficult intervention took place at this juncture--assisting, suggesting, and opening up new possibilities for the participant to consider, without being directive or assuming a decisionmaking role.

Formulation of a Plan of Action

At some time in the counseling process, the client arrived at a decision. It may have been a decision to reject any new course of action (e.g., to remain out of the labor force, to remain on present job), or it may have been a decision to seek out a new job, to enter training before seeking a new position, or to enter training to upgrade one's skills.

A plan of action was used to document the client's decision and record the elements of that decision. The plan contained the following points:

(1) The objective (goal).

(2) The individual's assets and obstacles related to achieving that objective.

(3) The time schedule in which to attain the objective.

(4) Financial considerations relevant to carrying out the plan.

Although the plan of action was a major milestone in the counseling process, the lack of a recorded plan did not necessarily signify discouragement with counseling. Some clients may have achieved their objective, e.g.,

a new job, or they may have decided to accept the status quo prior to formulating the plan. In principle, counselors followed up such clients and generated an expost-facto plan of action for record-keeping purposes. However, counselors may have failed to contact some dropouts, particularly during the early stages of the experiment. The plan of action was a tool used to synthesize the reasons for arriving at the decision, even if the decision was to retain the status quo. For those having a training subsidy option (M2 or M3) and whose plans included training, the plan was the first step in obtaining approval.

Of those who entered formal counseling, 74% in Seattle and 67% in Denver wrote at least one plan of action. Of those participating in three or more formal sessions, 80% wrote a plan of action. Of those taking four or more formal sessions, 91% and 80% in Seattle and Denver, respectively, wrote plans of action. Of those who took one or more formal sessions, 28% in Seattle and 23% in Denver wrote more than one plan. Multiple plans resulted from: (1) discovering that a plan could not be implemented, (2) changing desires prior to implementation, and (3) completing a plan that was only a step in a natural sequence of events; e.g., training as a prelude to job search.

Table 6 shows the distribution of plans by type of action. It also shows the distribution of first plans, second plans and third plans. Note the preponderance of plans calling for training. This preponderance is probably caused in part by the training subsidy program, since a training plan of action is a condition for receiving subsidy.

Implementation Assistance

Counseling played an important role in the participant's decision to pursue the plan of action. Three steps were involved:

(1) Making a decision to pursue (or not to pursue) the objective of the plan.

Table 6

DISTRIBUTIONS OF PLANS OF ACTION BY TYPE

Type of Action	First Plan of Action				Second Plan of Action				Third Plan of Action			
	Seattle		Denver		Seattle		Denver		Seattle		Denver	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
Training (includes plan to complete GED)	595	59.1	590	45.4	169	45.1	161	38.4	50	42.7	44	35.5
Job search	176	17.5	168	12.9	81	21.6	68	16.2	23	19.6	21	16.9
Job retention	31	3.1	56	4.4	30	8.0	33	7.8	7	6.0	6	4.8
Other	20	2.0	40	3.1	1	.3	7	1.7	1	.9	3	2.4
Training and job search	56	5.6	68	5.2	48	12.2	42	10.0	15	12.9	8	6.5
Training and job retention	121	12.0	309	23.7	37	9.9	86	20.5	18	15.4	33	26.6
Job search and job retention	5	.5	41	3.1	4	1.1	8	1.9	2	1.1	5	4.0
Training, job search, and job retention	3	.3	29	2.3	5	1.3	13	3.1	1	.9	4	3.2
Total writing plans of action	1,007	100.0	1,301	100.0	375	100.0	418	100.0	117	100.0	124	100.0
No plan	1,944		2,716		2,576		3,599		2,834		3,893	
Total sample	2,951		4,017		2,951		4,017		2,951		4,017	

(2) Determining financial needs and identifying means of acquiring funds.

(3) Scheduling the events required to start and complete the plan.

As the participants considered these steps, the counselors provided reality checks, identified possible resources, and mentioned options. The results were recorded on the plan of action. The completed plan of action served as a blueprint that established the continuing counseling process as the plan was implemented. Those participants requiring training moved into supportive counseling; those seeking a job moved into job search; and the others were placed on the follow-up schedule. The following subsection describes the counseling role in job search. Counseling during training was called supportive counseling; it is described after job-search counseling.

Job-Search Counseling*

Job-search counseling refers to specific activities or services offered to participants who are actively seeking employment. Job-search counseling assisted a participant in his job-seeking efforts, but excluded actual job development or job placement.

The counselor assisted the participant in making job-search decisions and in planning job-seeking activities, but left the participant free to determine a course of action. For example, a participant might have desired a position that was unrealistic according to labor-market analysis, because of a glutted market, or a job that normally required a college degree, which the participant did not possess, or a job that normally required certain physical attributes the participant did not possess. The counselor's responsibility in such cases was to alert the participant to the obstacles involved in such a choice, then help the participant marshall assets and abilities to pursue the selected goal.

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*This section based on report by N. J. Andersen, op. cit.

The job-search counseling process focused on resume preparation and job-interview techniques. The objectives were to:

(1) Develop a written resume for gaining an interview with potential employers.

(2) Teach a participant to verbalize his/her marketable skills.

(3) Prepare a participant for the job interview.

The participant's first task in developing a resume was to determine his or her job objectives. The objective was expressed in several ways. The simplest way, which was closest to the traditional resume form, was to state a general position or job title. Such an objective would read:

OBJECTIVE: TECHNICAL WRITER
DENTAL ASSISTANT
IMMEDIATE EMPLOYMENT AS WAITRESS

However, the objective statement was frequently strengthened by a succinct summary statement about one's experience related to the job.

A stronger form of the summary statement described:

(1) The assets of the participant.

(2) Their relationship to the needs of the employer.

(3) The positive and profitable potential that could flow from merging the participant's ability and the employer's needs.

This basic marketing principle stressed how the job-related assets of the applicant met the potential employer's needs and desires.

The body of the resume substantiated the participant's qualifications. It focused on experience or qualities that most strongly showed an ability to perform the position sought.

Developing a resume is the beginning of the preparation for the job interview. By verbalizing experiences to the counselor during resume preparation, the participant learned how to present himself or herself to potential employers. The participant learned about the duties and responsibilities of the position and related his or her personal skills, knowledge, and abilities to the needs of the potential employer.

This groundwork prepared the participants to ask pertinent questions and to talk intelligently about the position.

It was important that the participant be prepared to answer difficult questions (e.g., Why did you leave ABC? Have you ever been fired from a job? Do you have a police record? Were you convicted?), and counselors worked with participants in this area.

The next step in the job search process was the selection of, and contact with, potential employers. The counselor assisted the participant in selecting employers and in developing contact methods. In doing this, the counselors considered participant preference concerning location, availability of transportation, the kind of working situation, and the kind of product or service a participant wished to be associated with. Although advertised job openings were utilized, these were not the primary resource used in developing the employer listing.

In Seattle the major information tool utilized in the employer selection was Contacts Influential. This book provided a listing of employers and industries by category, location, size, and service. Once the participant had determined his target area, this resource provided the names of the individuals to be contacted. Another commonly used resource for developing potential employer listings was the yellow pages of the telephone directory. Although it did not provide as much information as Contacts Influential, it did have the advantage of listings that were frequently more up-to-date. When special areas, e.g., educational institutions or state

agencies, were involved, efforts were made to find the names of the key persons to contact. In brief, the potential-employer listing evolved from whatever resources were available.

Initial contact was usually made through the mail by a cover letter and resume. Besides the mail, other means of contacting or locating potential employers were suggested: personally contacting potential employers and public and private employment agencies, contacting friends and acquaintances and letting them know that the participant was job searching, scanning classified advertisements, and when appropriate, using professional journals or making oneself available through union hiring halls.

Counselor follow-up with the participant was of major importance in the job-search process; it kept the activity alive. A high peak was reached when resumes were prepared and sent out. To sustain enthusiasm and interest, the counselor/participant relationship needed to be kept active. The counselor kept the participant aware of the continued availability of services. This further service sometimes consisted in additional preparation for an interview. When participants received no interviews, counselor and participant worked out a new objective, extended the target area of potential employers, or considered alternative job-search methods not yet attempted. Sometimes an entirely new direction resulted, such as postponing further job search efforts and entering training.

The job-search process, therefore, covered every aspect of active job-seeking (except for placement and job-development operations). To the extent that the process was successful, it assisted the individual in self-placement and also provided the means of using the same approach in future job search. The participant learned how to utilize program resources without becoming dependent on counselors to determine his or her place in the labor market.

Supportive Counseling

Counselors had a counseling session with as many participants in training/educational programs as possible on a quarterly basis. This was called supportive counseling. Generally speaking, it was difficult to establish this relationship with nonsubsidized participants, but for those who were subsidized, a counseling session was more easily arranged. It served an operational purpose--the authorization of transportation, supplies, and the like, for the approaching period of schooling. This meeting allowed the counselor to establish a continuous relationship with participants. It provided an opportunity to review what had been accomplished and what was yet to be done in carrying out the plan of action. When the participant progressed smoothly, supportive counseling played a minor role. However, there were situations in which counseling assisted the participants in their educational activities and in considering the factors involved in decisions concerning job search following the completion of training. The supportive sessions offered an opportunity to review the original objective of the plan of action. In many cases, this resulted in confirmation and thus reinforcement. In other situations, however, it resulted in a change of direction.

Another function of supportive counseling was to give the participant the opportunity to consider the most desirable way to utilize newly acquired skills upon completion of training. Some participants started job-search counseling while still in training; others worked out further educational plans that built upon the original training program.

Some participants entered the last months of SIME eligibility with one or more quarters of schooling required beyond the SIME subsidies. This added a new dimension to supportive counseling--the exploration of alternative financial resources that would enable participants to continue the pursuit of educational goals established during the experiment.

In the following section we discuss the utilization of counseling in greater detail, partly because the characteristics of those who chose to take counseling are of interest in indicating the groups best served by counseling, and partly as a preliminary to the future study of the demand for counseling.

V UTILIZATION OF COUNSELING

Introduction

About one-half of the family heads and about 43% of other family members chose to use the counseling services offered to them by the SIME/DIME manpower treatment. In this section, we describe the demographic characteristics and experimental treatment of the counseling clientele and make estimates of the probability that an individual will utilize counseling services if given the opportunity to do so. Before proceeding, it is necessary to define what is meant by "taking counseling."

Counseling was a complex, multistage process, and there are several possible definitions of "taking counseling." It could be defined in terms of completing a certain number of formal sessions, or completing a certain number of hours of counseling, or completing a plan of action. In this study, we examine two definitions of taking counseling: the completion of at least one formal session, and the writing of at least one plan of action (POA). Completing the first formal counseling session represents entry into the counseling process. Writing the first plan of action represents completion of a full counseling cycle.

The design of the manpower treatment was such that there are two potential difficulties in the analysis of counseling. Persons assigned M2 and M3 treatments were eligible for training subsidies in addition to counseling services. The completion of a plan of action was a prerequisite for receiving the training subsidy. Thus, an analysis of the demand for counseling is confounded with the demand for training. The other potential difficulty is that a $5.00 payment was made for attending each of the first five formal counseling sessions. This payment was intended to defray direct counseling-related costs such as babysitting and transportation. For most

people, the payment may have been an insignificant inducement. But for some, payment in excess of costs incurred may have influenced the apparent demand for counseling. Furthermore, the plan of action was normally completed in the fifth session, so a natural ending of the counseling cycle coincided with the cessation of the $5.00 payments.

Demographic Characteristics

A number of frequency distributions and cross tabulations of those taking counseling were constructed by race, family position, manpower treatment level, and age. The results are reported in this section.

Our data source is the manpower file consisting of data recorded in the counseling centers. Information on each individual and on all activities in the counseling center is stored in this file. Included are the number and type of each counseling contact, the number and type of the plan(s) of action, training subsidies, demographic characteristics, and experimental treatment variables. For an individual's data to be included in this file, he or she had to be contacted by the counseling center. For some individuals, the only contact with the manpower program was the initial contact in which a counselor described the program and the available services. Others, of course, became subsequent clients, had center-initiated contacts, or both. Our entire 5-year sample consists of 2,951 individuals in Seattle and 4,017 individuals in Denver. Overall, 47% took one or more formal counseling sessions, and 33% wrote at least one plan of action. Thirty percent of those starting counseling dropped out before writing a plan of action.

The proportions of individuals taking counseling, writing at least one plan of action, and dropping out of the program before writing the plan of action are presented in Table 7 by race, family headship (dual or single), and position within the family. Single female heads of family tend to show the highest rates of participation in counseling by either measure. Male heads of black dual-headed families show lower participation rates than do their spouses, but this effect does not extend to white and Chicano families

Table 7

FREQUENCY OF INDIVIDUALS TAKING COUNSELING, BY RELATIONSHIP TO THE FAMILY AND BY RACE

	Number of Contacts		Percent Attending at Least One Formal Session		Percent Writing at Least One POA		Drop Out Rate (%)	
	Seattle	Denver	Seattle	Denver	Seattle	Denver	Seattle	Denver
Black Single-Headed Family								
Male head	5	4	40.0	100.0	20.0	75.0	50.0	25.0
Female head	245	285	69.8	71.6	50.6	50.2	27.5	29.9
Son	95	104	43.2	42.3	30.5	30.8	29.4	27.2
Daughter	107	87	42.1	47.1	30.8	31.0	26.8	34.2
Other	28	14	53.6	50.0	39.3	42.9	26.7	14.2
Total	480	494	57.1	60.7	41.3	42.7	27.7	29.7
Black Dual-Headed Family								
Male head	284	292	43.4	50.7	31.7	30.8	27.5	39.3
Female head	272	282	46.7	53.9	35.7	35.5	23.6	34.1
Son	89	61	37.1	49.2	24.7	37.7	33.4	23.4
Daughter	80	53	35.0	43.4	28.8	26.4	17.7	39.2
Other	11	33	36.4	39.4	27.3	27.3	25.0	30.7
Total	736	721	42.9	50.8	31.9	32.7	25.6	35.6
White Single-Headed Family								
Male head	6	4	100.0	25.0	100.0	0.0	0.0	100.0
Female head	245	189	60.1	61.9	46.1	46.0	23.3	25.7
Son	89	59	49.4	44.1	37.1	28.8	24.9	34.7
Daughter	74	70	39.2	34.3	35.1	24.3	10.5	29.2
Other	8	5	25.0	80.0	12.5	40.0	50.0	50.0
Total	422	327	54.0	52.6	42.4	37.6	21.5	28.5
White Dual-Headed Family								
Male head	451	376	52.8	52.1	38.8	37.8	26.5	27.4
Female head	406	354	46.3	54.2	36.2	35.9	21.8	33.8
Son	80	69	48.8	40.6	36.3	31.9	25.6	21.4
Daughter	90	58	51.1	32.8	40.0	25.9	21.7	21.0
Other	9	24	44.4	41.7	11.1	29.2	75.0	30.0
Total	1,036	881	49.7	50.5	37.5	35.5	24.5	29.7
Chicano Single-Headed Family								
Male head		6		33.3		33.3		0.0
Female head		195		58.5		36.4		37.8
Son		100		47.0		32.0		31.9
Daughter		82		42.7		28.0		34.4
Other		9		33.3		11.1		66.7
Total		392		51.3		32.9		35.9
Chicano Dual-Headed Family								
Male head		354		56.8		37.6		34.3
Female head		338		46.7		27.8		40.5
Son		78		37.2		26.9		27.7
Daughter		73		43.8		21.9		50.0
Other		20		50.0		30.0		40.0
Total		863		49.8		31.3		37.1
Contacts with individuals whose family relationship is unknown	28	46	53.6	58.7	32.1	45.7	40.0	22.1
Total	2,702	3,724	49.9	52.1	37.3	35.0	25.3	32.8

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver.

where the participation rates of spouses are comparable. Children have lower participation rates than do their parents. Initial participation rates of family heads are strikingly similar between Seattle and Denver, but the dropout rates are higher in Denver, particularly for daughters, although all family members exhibit this to some extent.

Stratifying our sample by M-level, we find higher participation in the higher M-levels (recall that the M1s receive no training subsidy, the M2s receive a 50% subsidy, and the M3s receive a 100% subsidy). The dropout rates also tend to decrease as the M-level rises. These effects are presented in Table 8.

Stratifying the sample by financial support level in Table 9, we find no discernible effect of the higher support levels on participation. Denver exhibits higher dropout rates in most categories.

Stratifying the sample by age, we find lower rates of participation for both the young and the old. These results are presented in Table 10.

Estimates of the Probability of Participation in Counseling

A variety of factors affect an individual's decision of whether or not to participate in a counseling program. For example, age is expected to influence the demand for counseling. Younger individuals who have longer to recoup investments of human capital are more likely to participate in counseling. Individuals who are unemployed or working part-time may be more likely to participate in counseling than fully employed people. In the SIME/DIME experiments, those with higher manpower treatments (i.e., M2s and M3s) have more to gain through counseling; so they are more likely to participate. These and other variables were included in a set of regressions on the probability of participation in counseling. Heretofore, tables indicating the fractions of those who have taken at least one formal session, written a plan of action, or dropped out of counseling have been presented. The corresponding probabilities are the probability of taking at least one

Table 8

FREQUENCY OF INDIVIDUALS TAKING COUNSELING BY M-LEVEL

M-Level	Number of Contacts		Percent Attending At Least One Formal Session		Percent Writing at Least One POA		Drop Out Rate (%)	
	Seattle	Denver	Seattle	Denver	Seattle	Denver	Seattle	Denver
M = 1	836	1,214	35.9	44.8	20.9	24.5	41.8	45.3
M = 2	1,144	1,619	53.2	52.9	41.0	35.9	22.9	32.1
M = 3	722	891	60.8	60.7	50.6	47.6	16.8	21.6
Missing values	0	0	0.0	0.0	0.0	0.0	0.0	0.0
Total	2,702	3,724	49.9	52.1	37.3	35.0	25.3	32.8

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver.

Table 9

FREQUENCY OF INDIVIDUALS TAKING COUNSELING BY FINANCIAL SUPPORT LEVEL

S-Level	Number of Contacts		Percent Attending At Least One Formal Session		Percent Writing at Least One POA		Drop Out Rate (%)	
	Seattle	Denver	Seattle	Denver	Seattle	Denver	Seattle	Denver
S = 3,800	590	799	52.5	50.9	39.2	34.3	25.3	32.6
S = 4,800	759	909	52.0	57.0	39.3	37.6	24.4	34.0
S = 5,600	340	674	50.3	55.2	35.0	38.7	30.4	29.9
Financial controls and missing values	1,013	1,342	46.6	48.0	35.6	31.7	23.6	34.0
Total	2,702	3,724	49.9	52.1	37.3	35.0	25.3	32.8

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver.

Table 10

FREQUENCY OF INDIVIDUALS TAKING COUNSELING BY AGE AT ENROLLMENT

Age	Number of Contacts		Percent Attending At Least One Formal Session		Percent Writing at Least One POA		Drop Out Rate %	
	Seattle	Denver	Seattle	Denver	Seattle	Denver	Seattle	Denver
16-18	331	425	55.6	54.6	42.6	39.8	23.4	27.1
19-21	240	376	59.6	58.5	48.8	39.6	18.1	32.3
22-25	383	566	60.8	61.0	48.6	41.7	20.1	31.6
26-28	285	353	58.9	61.2	46.7	40.5	20.7	33.8
29-31	202	303	55.0	61.1	43.6	43.2	20.7	29.3
32-35	218	330	54.1	53.0	38.1	35.5	29.6	33.0
36-40	202	327	53.5	53.5	37.6	35.2	29.7	34.2
41-50	325	407	46.2	46.7	30.8	29.2	33.3	37.4
51-60	189	137	30.2	41.6	20.6	25.5	31.8	38.7
60	7	0	0.0	0.0	0.0	0.0	0.0	0.0
Missing and 16	320	500	23.8	29.2	14.4	17.8	39.6	39.0
Total	2,702	3,724	49.9	52.1	37.3	35.0	25.3	32.8

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College of Denver.

formal counseling session, P(F), the probability of writing a plan of action, P(A); and one minus the conditional probability of writing a plan of action given that one formal counseling session is attended, 1 - P(A/F). The dependent variables in these regressions are:

$$P(F)_i = \begin{cases} 1 \text{ if individual i has at least one formal counseling session} \\ 0, \text{ otherwise} \end{cases}$$

$$P(A/F)_j = \begin{cases} 1 \text{ if individual j has at least one formal counseling session and at least one plan of action} \\ 0, \text{ otherwise} \end{cases}$$

$$P(F)_k = \begin{cases} 1 \text{ if individual k writes at least one plan of action} \\ 0, \text{ otherwise} \end{cases}$$

Since nearly all who write a plan of action have at least one formal counseling session (see Table 2), the joint probability of taking at least one formal counseling session and of writing a plan of action, P(A,F), is approximately equal to the marginal probability of writing a plan of action. We have,

$$P(A/F)\ P(F) = P(A,F) = Z\ P(A).$$

Or, the probability of writing a plan of action is the product of the probability of completing a formal session and the conditional probability of writing a plan of action. The Ordinary Least Squares parameter estimates for equations predicting P(F), P(A), and P(A/F) are shown in Tables 12, 13, 14, 15, 16, and 17. Ordinary Least Squares regression was chosen as the estimation method for these regressions because the mean probabilities are in the middle of the range, and for ease of estimation. The independent variables used are listed in Table 11.

Table 11

INDEPENDENT VARIABLES IN PROBABILITY REGRESSIONS

Financial Treatment Variables

Support 3,800
Support 4,600
Support 5,600
Nonfinancial Controls*

Age Variables (heads)

11-18 Years*
19-25 Years
26-35 Years
36-45 Years
46-55 Years
56 Years and Older

Age Variables (nonheads)

11-18 Years*
19-25 Years
26-39 Years
40 Years and Older

Occupational Group Variables

White-Collar
Blue-Collar
Never Worked*

Manpower Treatment Variables

M_1 Counseling only*
M_2 Counseling plus 50% cost reimbursement
M_3 Counseling plus 100% cost reimbursement

Marital Status Variables (heads only)

Married*
Single

Years Status Variables (heads only)

3 - Years*
5 - Years

Race of Family Variables

Black*
Chicano (Denver only)
White

Sex of Individual Variables

Female
Male*

Employment Status Variables

Full time (35 hours per week or more)
Part time (less than 35 hours per week)
Not working
No work history*

*Omitted categories.

Table 12

PROBABILITY OF COMPLETING AT LEAST ONE FORMAL COUNSELING SESSION IN SEATTLE
(T Statistics in Parentheses)

Family Heads		Nonheads	
Support = $3,800	.057* (2.075)		
Support = $4,600	.050 (1.944)		
Support = $5,600	.059 (1.804)		
Age 19-25	.126* (2.118)	Age 19-25	.170* (3.531)
Age 26-35	.077 (1.294)	Age 26-39	-.289* (2.094)
Age 36-45	.038 (.609)	Age 40+	-.531* (2.946)
Age 46-55	-.080 (1.251)		
Age 56+	-.238* (2.898)		
White-Collar	.098 (1.376)		-.112 (.860)
Blue-Collar	.070 (1.001)		.011 (.088)
M_2	.160* (6.681)		.157* (4.249)
M_3	.232* (8.204)		.285* (6.324)
Single	.176* (6.542)		
5-Year	.029 (1.196)		.130* (3.557)

Table 12 (Concluded)

	Family Heads	Nonheads
White	-.031 (.630)	.064** (2.011)
Female	-.023 (.932)	.015 (.467)
Full-Time	.184** (2.403)	.204 (1.303)
Part-Time	.273** (3.264)	.307** (2.300)
Not Working	.256** (3.526)	.311** (2.527)
Constant	-.014	.092
N	2,110	841
	.463	.455
R^2	.386	.157
y	.48	.39

*Support levels were cost-of-living corrected for inflation after 1971.

**Statistically different from zero at the 95% confidence level.

Table 13

PROBABILITY OF COMPLETING AT LEAST ONE PLAN OF ACTION, GIVEN COMPLETION OF AT LEAST ONE FORMAL SESSION, IN SEATTLE
(T Statistics in Parentheses)

Family Heads		Nonheads	
Support = $3,800*	0.019 (.515)		
Support = $4,600	-.017 (.495)		
Support = $5,600	-.038 (.872)		
Age 19-25	.249* (2.164)	Age 19-25	.101 (1.625)
Age 26-35	.199 (1.736)	Age 26-39	-.089 (.255)
Age 36-45	.128 (1.088)		
Age 46-55	.154 (1.284)		
Age 56+	.303 (1.815)		
White-Collar	.157 (1.646)		.120 (.763)
Blue-Collar	.095 (1.019)		.021 (.140)
M_2	.213* (6.143)		.107 (1.644)
M_3	.249* (6.458)		.163* (2.193)
Single	-.009 (.270)		
5-Year	-.020 (.594)		-.052 (.870)

Table 13 (Concluded)

	Family Heads	Nonheads
White	.010 (.343)	.021 (.414)
Female	.032 (.941)	.074 (1.378)
Full-Time	-.077 (.692)	-.107 (.553)
Part-Time	-.103 (.881)	-.067 (.421)
Not Working	-.089 (.844)	-.066 (.045)
Constant	.338	.591
N	1,018	330
	.42	.44
R^2	.08	.05
y	.74	.74

*Statistically different from zero at the 95% confidence level.

Table 14

PROBABILITY OF COMPLETING AT LEAST ONE PLAN OF ACTION IN SEATTLE
(T Statistics in Parentheses)

Family Heads		Nonheads	
Support = $3,800	.031 (1.186)		
Support = $4,600	.025 (1.012)		
Support = $5,600	.021 (.658)		
Age 19-25	.150* (2.595)	Age 19-25	.175* (3.840)
Age 26-35	.086 (1.481)	Age 26-39	-.136 (1.046)
Age 36-45	.024 (.403)	Age 40+	-.366* (2.148)
Age 46-55	-.062 (1.001)		
Age 56+	-.131 (1.652)		
White-Collar	.151* (2.200)		-.006 (.051)
Blue-Collar	.092 (1.364)		.035 (.290)
M_2	.199* (8.623)		.147* (4.196)
M_3	.281* (10.304)		.284* (6.671)
Single	.126* (4.781)		
5-Year	.022 (.954)		.072* (2.095)

Table 14 (Concluded)

	Family Heads	Nonheads
White	-.002	.064*
	(.078)	(2.112)
Female	-.005	.040
	(.221)	(1.131)
Full-Time	.102	.103
	(1.377)	(.699)
Part-Time	.157	.172
	(1.943)	(1.367)
Not Working	.138*	.175
	(1.966)	(1.507)
Constant	-.106	.020
N	2,110	841
	.45	.43
R^2	.14	.12
y	.36	.29

*Statistically different from zero at the 95% confidence level.

Table 15

PROBABILITY OF COMPLETING AT LEAST FORMAL COUNSELING SESSION IN DENVER
(T Statistics in Parentheses)

Family Heads		Nonheads	
Support = $3,800	.049* (2.045)		
Support = $4,600	.107* (4.687)		
Support = $5,600	.084* (3.278)		
Age 19-25	.084 (1.870)	Age 19-25	.039 (.074)
Age 26-35	.062 (1.382)	Age 26-35	-.282 (1.892)
Age 36-45	.000 (.009)	Age 40+	-.113 (.827)
Age 46-55	-.125* (2.088)		
Age 56+	-.125 (1.339)		
White-Collar	.272* (3.332)		.321* (4.628)
Blue-Collar	.289* (3.599)		.359* (6.304)
M_2	.097* (4.289)		.053 (1.634)
M_3	.209* (8.435)		.165* (4.059)
Single	.147* (5.446)		
5-Year	.088* (4.276)		.148* (4.260)

Table 15 (Concluded)

	Family Heads	Nonheads
White	-.028 (1.267)	-.042 (1.193)
Chicano	-.006 (.237)	.008 (.242)
Female	.001 (.051)	.004 (.129)
Full-Time	.087 (1.023)	-.099 (1.309)
Part-Time	.176 (1.947)	-.038 (.511)
Not Working	.133 (1.595)	.008 (.172)
Constant	-.049	.17
N	2,918	1,099
	.470	.459
R^2	.12	.12
y	.52	.39

*Statistically different from zero at the 95% confidence level.

Table 16

PROBABILITY OF COMPLETING AT LEAST ONE PLAN OF ACTION, GIVEN COMPLETION OF AT LEAST ONE FORMAL SESSION, IN DENVER
(T Statistics in Parentheses)

Family Heads		Nonheads	
Support = $3,800	.024 (.729)		
Support = $4,600	.011 (.370)		
Support = $5,600	.057 (1.642)		
Age 19-25	-.077 (1.090)	Age 19-25	.018 (.283)
Age 26-35	-.072 (1.025)	Age 26-39	.294 (.897)
Age 36-45	-.078 (1.067)	Age 40+	-.314 (1.484)
Age 46-55	-.221* (2.738)		
Age 56+	-.064 (.443)		
White-Collar	.178 (1.261)		.138 (1.260)
Blue-Collar	.158 (1.121)		.071 (.746)
M_2	.141* (4.928)		.128* (2.391)
M_3	.288* (8.456)		.324* (4.872)
Single	.092* (2.268)		
5-Year	.077* (2.715)		.196* (3.694)

Table 16 (Concluded)

	Family Heads	Nonheads
White	.067*	.010
	(2.278)	(.178)
Chicano	0.17	-.065
	(.542)	(1.251)
Female	-.053	-.057
	(1.764)	(1.246)
Full-Time	-.123	.069
	(.789)	(.575)
Part-Time	-.027	-.105
	(.171)	(.887)
Not Working	-.095	.012
	(.613)	(.136)
Constant	.491	.451
N	1,515	425
	.46	.45
R^2	.06	.09
y	.67	.68

*Statistically different from zero at the 95% confidence level.

Table 17

PROBABILITY OF COMPLETING AT LEAST ONE PLAN OF ACTION IN DENVER
(T Statistics in Parentheses)

Family Heads		Nonheads	
Support = $3,800	.046* (2.011)		
Support = $4,600	.074* (3.160)		
Support = $5,600	.079* (3.232)		
Age 19-25	.027 (.637)	Age 19-25	.027 (.657)
Age 26-35	.016 (.373)	Age 26-39	-.163 (1.212)
Age 36-45	-.032 (.719)	Age 40+	-.217 (1.757)
Age 46-55	-.159* (3.242)		
Age 56+	-.115 (1.277)		
White-Collar	.242* (3.093)		.299* (4.765)
Blue-Collar	.243* (3.158)		.293* (5.686)
M_2	.129* (6.640)		.081* (2.777)
M_3	.284* (11.939)		.227* (6.154)
Single	.150* (5.770)		
5-Year	.093* (4.732)		.167* (5.757)

Table 17 (Concluded)

	Family Heads	Nonheads
White	-.009	-.023
	(.425)	(.726)
Chicano	-.000	-.020
	(.005)	(.659)
Female	-.026	-.016
	(1.276)	(.631)
Full-Time	.008	-.062
	(.103)	(.905)
Part-Time	.115	-.101
	(1.327)	(1.479)
Not Working	.054	-.004
	(.672)	(.088)
Constant	-.095	.048
N	2,918	1,099
	.451	.416
R^2	.11	.12
y	.35	.26

*Statistically different from zero at the 95% confidence level.

The probability regressions require careful interpretation because the two continuous variables, age and time in the labor force, are represented by sequences of variables that should be considered together rather than individually. Advancing age and increasing time in the labor force tend to have a negative effect on investment in counseling. The female-head variable by itself indicates the effect of being the female head of a dual-headed family. Single (female) heads tend to have a higher likelihood of investing in counseling than do either male heads or the female heads of dual-headed families. The manpower treatments, M2 and M3, have a large and positive effect on the probability of taking counseling, since counseling is a requirement for receiving the manpower subsidy. Not surprisingly, the 100% subsidy, M3, has a larger effect than the 50% subsidy. The financial treatment support levels generally have a small positive effect, more so in Denver than in Seattle. The length of the eligibility period tends to have a positive effect on participation. In both sites, this effect is more pronounced for nonheads than for heads.

The explanatory power of the probability equations is low, as evidenced by R^2s ranging between .06 and .15. This indicates that the decisions are largely random relative to our chosen variable set. The highest R^2s were found for the probability of completing at least one formal counseling session, and the lowest for the conditional (completion of the POA, given attendence at one formal counseling session) equations. The decision to drop out of counseling, having started, is the least well explained by our variables.

Site differences are not large. For example, a single white female aged 26-35, working part-time at a white-collar job, enrolled in the experiment for 3 years, at the $4,600 support level, and receiving M2 manpower treatment has a predicted probability of taking at least one formal counseling session of .78 in Seattle and .83 in Denver. An otherwise equivalent blue collar married male who is not working has a predicted probability of .58 in Seattle and .66 in Denver. Occupation variables tend to have a larger effect in Denver, while manpower treatment variables have a larger effect on participation in Seattle.

A potential difference exists between financial-treatment families and control families. One could argue that financial-treatment families, being closer to the experiment, might perceive the manpower treatment differently. F-tests of separate regressions indicated no structural difference.

Appendix A

PROPORTION OF ELIGIBLE INDIVIDUALS WHO WERE CONTACTED, BY RELATIONSHIP TO THE FAMILY AND BY RACE

Table A-1

PROPORTION OF ELIGIBLE INDIVIDUALS WHO WERE CONTACTED, BY RELATIONSHIP TO THE FAMILY AND BY RACE

	Number Eligible (1)		Number Contacted (2)		Ratio (2 ÷ 1)	
	Seattle	Denver	Seattle	Denver	Seattle	Denver
Black Single-Headed Family						
Male head	6	6	5	4	.833	.667
Female head	246	292	245	285	.996	.976
Son	105	113	95	104	.905	.920
Daughter	115	92	107	87	.930	.946
Other	39	19	28	14	.718	.737
Total	511	522	480	494	.939	.946
Black Dual-Headed Family						
Male head	320	321	284	292	.888	.910
Female head	294	297	272	282	.925	.949
Son	101	69	89	61	.881	.884
Daughter	85	69	80	53	.941	.768
Other	16	42	11	33	.688	.786
Total	816	788	736	721	.902	.915
White Single-Headed Family						
Male head	7	6	6	4	.857	.667
Female head	248	194	245	189	.988	.974
Son	94	62	89	59	.947	.952
Daughter	78	74	74	70	.949	.946
Other	15	8	8	5	.533	.625
Total	442	344	422	327	.955	.951

Table A-1 (Concluded)

	Number Elibible (1)		Number Contacted (2)		Ratio (2 ÷ 1)	
	Seattle	Denver	Seattle	Denver	Seattle	Denver
White Dual-Headed Family						
Male head	518	419	451	376	.871	.897
Female head	439	375	406	354	.925	.944
Son	84	76	80	69	.952	.908
Daughter	92	61	90	58	.978	.951
Other	15	27	9	24	.600	.889
Total	1,148	958	1,036	881	.902	.920
Chicano Single-Headed Family						
Male head		6		6		1.000
Female head		200		195		.975
Son		108		100		.926
Daughter		86		82		.953
Other		16		9		.563
Total		416		392		.942
Chicano Dual-Headed Family						
Male head		388		354		.912
Female head		364		338		.929
Son		82		78		.951
Daughter		76		73		.961
Other		28		20		.714
Total		938		863		.920
Contacts with missing family relationship	34	51	28	46	.824	.902
Total	2,951	4,017	2,702	3,724	.916	.927

Source: Tabulation of data from Permanent Record Cards maintained by Counseling Project at Seattle Central Community College and Community College at Denver.

Appendix B

AREAS COVERED BY THE COUNSELOR IN AIDING THE CLIENT IN MAKING A CAREER OR VOCATIONAL CHOICE

Appendix B

AREAS COVERED BY THE COUNSELOR IN AIDING THE CLIENT IN MAKING A CAREER OR VOCATIONAL CHOICE

1. Occupational data concerning jobs.

   a. The nature of a specific job.

   b. The job clusters utilizing similar skills and experience.

   c. The qualifications, work characteristics, special requirements, required educational background.

   d. The job in relation to the industry

   e. Trends in employment in the occupation and industry, including difficulty of entry.

   f. The working conditions, wages, hours, locality.

2. Gaining employment.

   a. Methods of job search.

   b. Agencies for placement and job development.

   c. Hiring procedures; application, interviews.

   d. Employer expectations of employees.

   e. Information about emergency employment opportunities.

3. Education and training.

   a. Relationship of training to job objectives.

   b. Training available, alternate means of obtaining training program.

   c. Cost, time, energy related to a course or a training program.

   d. Financial assistance to carry out a program; what was available, how to apply for e.

   e. Training or preparation preferred or more acceptable to employers.

4. Other circumstances and conditions.

   a. Reality of job change, e.g., income in relation to financial obligations.

   b. Costs involved in taking a job, e.g., day care, transportation, clothing, tools.

   c. Poor work record, police record, bonding.

   d. Minority hiring/equal employment laws, problems, and advantages.

   e. Age, physical/emotional handicaps in relation to work.

   f. Personal/family problems that interfere with job retention, promotion, job search.

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