

DOCUMENT RESUME

ED 039 452

AC 006 944

TITLE A New Careers Evaluation.
INSTITUTION Institute for Local Self Government, Berkeley, Calif.; Oakland Redevelopment Agency, Calif.
PUB DATE Jan 69
NOTE 19p.

EDRS PRICE EDRS Price MF-\$0.25 HC-\$1.05
DESCRIPTORS Community Agencies (Public), *Program Evaluation, Questionnaires, Subprofessionals, Success Factors, Supervisors, *Work Experience Programs
IDENTIFIERS *New Careers, Oakland Redevelopment Agency

ABSTRACT

An evaluative study of the New Careers training program of the Oakland (California) Redevelopment Agency was undertaken to measure the program's effectiveness. At the time of evaluation, the program had been in existence for slightly more than one year. Interviews were conducted with 13 New Careerists (68% of those in the program) and 12 supervisors in the employ of the Agency. The study was based primarily on responses to questionnaires which dealt with job performance, problems, communication, and personal involvement in the program. The evaluations of both participants and supervisors were quite positive, and on the basis of these responses the program seems to be a success. Factors contributing to success include the following: selection criteria for participants (who had a mean educational level of 11.3 years); quality of on-the-job training; youthfulness of supervisors; positive attitudes of employees; and the socially-oriented nature of the agency. (Copies of the questionnaires, and a list of position titles of New Careerists, are included as appendixes.) (MF)

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A NEW CAREERS EVALUATION

The Institute for Local Self Government
and
The Oakland Redevelopment Agency

January, 1969

AC006944

Preface

The New Careers program has developed from the new-born stage into that of early childhood. Cities across the country have instituted such programs. The words "New Careers" have become familiar to most individuals involved in efforts to help the disadvantaged. Because of this, appraisals of the efforts attempted thus far must be initiated.

The study entitled, A New Careers Evaluation, attempts to examine the effectiveness of the New Careers program at the Oakland Redevelopment Agency. It is designed to serve as a model for measuring the accomplishments of individual and systematic change. Its purpose is to serve as an example of what can be done. The study seeks to establish a method which would provide answers to questions posed by both opponents and proponents of the program. The evaluation is structured so as to allow for future follow-up study. A New Careers Evaluation attempts to provide empirical analysis for the decision-making surrounding the initiation or continuation of the New Careers program.

The Institute for Local Self Government wishes to express its appreciation to the Oakland Redevelopment Agency for its assistance and cooperation. A particular note of thanks should go to John Platonis, New Careers Training Specialist with the Agency for his help.

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A NEW CAREERS EVALUATION

The Institute for Local Self Government and the Oakland Redevelopment Agency recently completed an evaluation of the New Careers program within that Agency. This was an initial attempt to measure the effectiveness of such a program. At the time of the evaluation, the program had been in existence slightly more than one year and conclusions excerpted from the data will reflect this fact.

ASSUMPTIONS AND QUESTIONS

This study assumes the view that human behavior is something that is constructed in the course of inter-action with other people. The evaluation makes use of role theory which reasons that people are a product of their social environment, are conditioned by the social variables surrounding them, and are susceptible to change. Role theorists contend that the behavior of the individual depends upon what he conceives of himself to be and that each person's conception of himself is shaped in what he does in a cooperative context.¹ Shibutani writes, "Each person places himself into a category in terms of criteria such as sex, ethnic identity, occupation, and age"....(and)...."the adoption of a new perspective makes possible a re-examination and re-definition of oneself."² Thus, the disadvantaged person, should, through the efforts of the New Careers program (causing a change in personal categorization or identity) alter his patterns of behavior to live up to the obligations of the worker role that he assumes.

The basic question this study attempts to answer is: Can the New Careers program solve manpower needs through the employment of the disadvantaged? Implicit in this is yet another question: Can disadvantaged individuals, through the efforts of New Careers, become valuable participants in the working world? (The operational definition of the terms "valuable" would imply that the New Careerist who was deemed valuable would lessen the work load of the group for whom he worked.) Additional questions the study attempts to answer are the following:

What special problems, if any, should be considered in hiring New Careerists?

What role can training play in the success of the program?

What is the effect of personal involvement (by the supervisor and/or the new careerist) on the success of the program?

These questions will be answered specifically at the end of each section of the following text. At the end of the paper, several general conclusions are made.

METHODOLOGY

Twenty-five employees of the Redevelopment Agency were interviewed including 13 (68%) New Careerists and 12 supervisors. The study is based

1/ Tamotsu Shibutani, Society and Personality, p. 523, Prentice-Hall, Inc. Englewood Cliffs, New Jersey, 1961.

2/ Ibid., pp. 522 and 527.

primarily on data from questionnaires. This study expresses the degrees of success of the program as perceived by the New Careerists and the supervisors. Two questionnaires were administered to each participant by the interviewers in a face to face situation. The first of the questionnaires was semi-structured and open-ended and the second was multiple choice and structured. Similar questionnaires were administered to both the supervisors and New Careerists. Excluding background information, the findings of the evaluation are divided into four categories: Job performance, problems, communication, and personal involvement in the program.

BACKGROUND INFORMATION

New Careerists:

In examining the backgrounds of the New Careerists it is found that about 70% are negro. The occupational status of the fathers of the New Careerists is skilled and semi-skilled. The mean number of months spent as a New Careerist is 9.5. Educational achievement was determined by the last grade completed in school with the mean being 11.3 years. The mean age of the New Careerist is 32 years. See page 2(a).

Supervisors:

In examining the profile of the supervisors - Supervisor Profile, p. 2(b), the data indicated a mean age of 28 years. The ethnic composition of the supervisors was 33% Negro. Educational achievement for the supervisors was found to be a mean of 14 years. And finally, the mean number of months the supervisors had been in their positions as supervisors was found to be 7.8 months.

The above findings would indicate that a significant factor affecting the relationship of the New Careerists and supervisors is age. The mean age of the supervisors is four years less than the mean of the New Careerists. This could effect the success of the program in two ways. First the New Careerists could resent being supervised by individuals younger than themselves and/or secondly, the youthful supervisors could be more flexible than older supervisors and cause the program to work more effectively. Another significant factor would be the number of months spent as a New Careerist or as a supervisor. The supervisor was found to have spent 1.7 months less in his role than the New Careerist had in his. Essentially, the New Careerists were being supervised in many cases by individuals who had less experience as supervisors than the New Careerists had in their role as New Careerists. The effects of this experience factor would appear to be negative in that the New Careerists would be experiencing an additional condition of change at a time when many changes were being demanded.

The factor of ethnic composition did not appear to be significant to the outcome of the New Careers program at the Redevelopment Agency. The presence of supervisors who were Negro (comprising 33% of the total number of supervisors interviewed) would seem to have had a positive effect.

TITLE	PREVIOUS TRAINING	LENGTH OF TIME AS A NEW CAREERIST	SEX	AGE	ETHNIC GROUP	LAST GRADE COMPLETED	FATHER'S OCCUPATION
Redevelopment Trainee II	Key Punch	13 months	female	35	Negro	Grade 12	Laborer
Relocation Trainee II	Body and fender	12 months	male	29	Puerto Rican	Grade 12	Merchant
Assistant Rehab. Inspector	None	12 months	male	42	Negro	Grade 13	Mailman
Assistant Rehab. Inspector	Carpentry	8 months	male	43	Negro	Grade 12	Carpenter
Redevelopment Trainee I	None	1 month	female	26	Negro	Grade 12	Businessman
Redevelopment Trainee I	None	13 months	male	28	Puerto Rican	Grade 12	Farmer
Assistant Relocation Adviser	Business machines	12 months	male	26	Negro	Grade 13	Printer
Rehab. Inspector	None	13 months	male	34	Negro	Grade 4	unknown
Draftsman	Drafting	7 months	male	39	Costa Rican	Grade 11	Building const.
Redevelopment Trainee II	Drafting	11 months	male	42	Spanish Amer.	Grade 11	Laborer
Redevelopment Trainee II	Drafting	5 months	male	27	Negro	Grade 12	Carpenter
Redevelopment Trainee II	Nursing	6 months	female	22	Negro	Grade 13	Laborer
Rehab. Assist.	Eng. Aide	11 months	male	26	Negro	Grade 11	unknown

NEW CAREERIST PROFILE
OAKLAND REDEVELOPMENT AGENCY-1968

TITLE	SUPERVISORY TRAINING	LENGTH OF TIME AS A SUPERVISOR	SEX	AGE	ETHNIC GROUP	LAST GRADE COMPLETED	NO. OF NEW CAR- EERISTS SUPERVISED
Landscape Architect	none	6 months	male	29	Caucasian	Third yr. College	2-M
Rehab. Inspector	yes	1 month	male	44	Negro	13 yrs.	1-M
New Careerist Training Spec.	yes	18 months	male	28	Caucasian	B.A.	2-M
Relocation Supervisor	yes	12 months	male	59	Negro	A.B.	4-M & F
Project Eng.	yes	12 months	male	33	Negro	B.S.	2-M
Sr.Planner	yes	6 months	female	42	Caucasian	MCP	1-M
Chief Eng.	yes	12 months	male	40	Chinese	B.S.	4-M
Assoc.Planner	none	6 months	female	40	Caucasian	MCP	1-F
Assoc.Planner	none	7 months	male	29	Caucasian	MCP	3-M & F
Rehab.Advisor Inspector	none	12 months	male	54	Caucasian	13 yrs.	1-M
Rehab.Advisor	none	4 months	male	50	Negro	12 yrs.	1-M
Rehab.Inspector	none	6 months	male	49	Caucasian	12 yrs.	1-M

SUPERVISOR PROFILE
OAKLAND REDEVELOPMENT AGENCY-1968

FINDINGS

JOB PERFORMANCE.

The majority of the supervisors (66%) were happy with the work of the New Careerists. The work performed by the New Careerists was determined to be satisfactory or better by 58% of the supervisors. The New Careerists were felt to have improved since beginning to work for the Agency by 91% of the supervisors. They were felt to be dependable by 75%. Fifty-eight per cent of the supervisors replied that the New Careerists lessened the work load. The tasks performed by the New Careerists were judged not to be too difficult for them by 67% of the supervisors. However, the large majority of supervisors (83%) felt the tasks performed by the New Careerists should not be performed by less qualified persons.

Concerning the responses of the New Careerists, 77% felt their supervisors were happy with their work. Eighty-five percent of the New Careerists felt the Agency could depend on them. All New Careerists replied that they had improved since beginning work for the Agency. The majority (77%) responded that they were satisfied with the way they were supervised. However, nearly half (46%) felt that the tasks they performed could be performed by someone who was less qualified.

On the basis of the data reflecting job performance, it is indicated that New Careerists can perform constructive tasks if properly supervised and motivated. As the data indicated, the majority of the supervisors were happy with the work of the New Careerists and were satisfied with the quality of the work they performed. The supervisors felt that the New Careerists were dependable, that their performance on the job had continued to improve since beginning to work, and moreover, that the New Careerists had lessened the work load of the professional. This indication, by the supervisors that the New Careerists performed successfully corresponds to the New Careerists responses in this area. They felt that the supervisors were happy with their work, that they had improved since beginning work for the Agency, and that the Agency could depend upon them. Significantly, the large majority (77%) of the New Careerists responded that they were satisfied with the way they were supervised. This strongly corresponds to the Supervisors positive evaluation of the New Careerists job performance. This is expected in terms of the assumption that a worker will perform better on the job when he is satisfied with his supervision.

We can conclude from the data reflecting job performance that disadvantaged individuals, through the efforts of New Carrers, are becoming valuable participants in the work of the Redevelopment Agency and are thus helping to solve the manpower needs of the Agency.

PROBLEMS

The problems of the New Careers program and the New Careerists were commented upon by the supervisors. More than half (66%) of the New Careerists were felt to have more personal problems (such as financial and/or marital troubles) than

regular new employees. The appearance of the New Careerists was no problem as judged by the supervisors. When New Careerists took a day off from work, they did not neglect to phone their supervisor, 83% of the supervisors reported. Also, when the supervisors felt the New Careerists had a problem, the supervisors (83%) reported that the New Careerists mentioned it to them.

From the point of view of the New Careerist, personal problems weighed heavily in their lives. A majority (54%) felt that they had many personal problems. All of the New Careerists felt that when they had a problem concerning their work, they could mention it to their supervisor. Nearly all the New Careerists felt they could handle the tasks assigned to them. Also, nearly all (92%) felt that it was important to telephone in case of an absence from work. The major problem facing the New Careerists, in their opinion, was that of inadequate salary. Their mean salary was \$455 per month.^{1/}

The responses in this area indicate it is essential for the Supervisors to understand the effect of the New Careerists' personal problems in the job setting. Furthermore, it is clear that some coaching on the part of the Supervisors would be extremely helpful. It also appears that the personnel officer at the Agency can contribute very significantly to the success of the program by helping whenever possible with the personal problems of the New Careerists that effect his or her job performance.

That the New Careerists felt their major problem to be one of inadequate salary is understandable. With a rise in their estimation of their own value and in their aspirations, the New Careerists, like any other worker, would like to have a higher salary. Furthermore, it is understandable that they are impatient for higher pay and the things it will mean to them.

Since those selected for the New Careers program are disadvantaged in terms of employability, it is to be expected that they would have many personal problems. The data clearly indicates that understanding and coaching on the part of the supervisors is even more essential because of this.

COMMUNICATION

The majority of the supervisors (58%) felt that they were given adequate information concerning the goals of the New Career program before the program started. Generally speaking, this group felt the program to be more successful than did those supervisors who indicated that they were not adequately informed as to the goals of New Careers before the program started. Of the supervisors who felt they were adequately informed, 86% felt that the tasks performed by the New Careerists were done as well as they were before. Of this adequately informed group, 83% indicated that they were satisfied with the work performed by the New Careerists. On the other hand, of those supervisors who felt they were inadequately informed only 40% felt that the tasks performed by the New Careerists were done as well as they were before. Also, only 40% of this group indicated satisfaction with the work done by the New Careerists.

^{1/} At the time of this study, full-time sub-professional employees for the City of Oakland had a mean salary range of \$638 to \$773 per month (League of California Cities, Salary and Work Conditions Survey, 1969)

Of all the supervisors interviewed, 83% felt that they should have had training in supervising New Careerists while only 50% had actually received such training. In directing the New Careerists, most (75%) of the supervisors replied that they had explained the rules, regulations, and hours of work to the New Careerists. However, the supervisors (58%) responded that the New Careerists did not clearly know the duties and tasks they were expected to perform. This would seem to bear out the supervisors response for a need for training. More than half of the supervisors (58%) felt that the on-the-job training for New Careerists is adequate to perform tasks expected of them. However, a majority felt that local educational institutions were not providing the types of programs that New Careerists needed for the Agency. This finding would deserve further inquiry.

The New Careerists (92%) felt they were given adequate information concerning the goals of the program before they started to work. Most (77%) felt that the on-the-job training they received was adequate to perform the tasks expected of them. Also, most (77%) felt that the local educational institutions were providing the types of programs that they needed in order to succeed at their job.

In this section, the data strongly indicated the need for supervisors to be informed as to the goals of the New Careers program before they are asked to begin duties as a supervisor. Furthermore, the need for training in supervision specifically for the New Careers program is seen to be essential.

PERSONAL INVOLVEMENT IN THE PROGRAM

Almost half (49%) of the supervisors stated they helped choose the New Careerists with whom they worked. Of those supervisors who helped choose, 86% responded that they were happy with the work performed by the New Careerist while of those supervisors who didn't help choose, 60% responded favorably. Most (83%) of the supervisors felt that the New Careerists were treated the same as all other employees.

The large majority of the New Careerists (84%) felt that they had helped choose the kind of work they were presently doing and that their supervisor had taken a special interest in them. All felt that the regular employees with whom they worked were helpful while (85%) felt that they were accepted by the people with whom they worked. The majority (54%) felt that people did not go out of their way for them because of their background.

All of the respondents (both New Careerists and supervisors) felt there was an opportunity to advance with the Redevelopment Agency.

Responses in this area indicated that personal involvement on the part of the supervisor and/or the New Careerist plays a large part in the success of the program. The supervisors personally involved in the program by helping to choose the New Careerists with whom they worked felt the program to be more of a success than those who did not help choose. Correspondingly, the New Careerists who helped choose the kind of work they were doing, that felt their fellow workers accepted them, and that felt their supervisor had taken a special interest in them, considered the program to be more successful than did those who did not feel much personal involvement on their part or on the part of their supervisor.

The fact that all of the respondents (both New Careerists and supervisors) felt there was an opportunity to advance with the Redevelopment Agency further indicates personal involvement. The significance of this is that the employee who feels he has an opportunity to advance will be more likely to perform his present job better than an employee who feels no such opportunity exists.

GENERAL CONCLUSIONS

The data analyzed would substantiate the position advanced by role theorists (i.e., that a change in a person's occupation can cause a change in identity resulting in a modification of behavior).

The evidence indicates that the New Careers program existing with the Oakland Redevelopment Agency is at this point a success. Only time will reveal whether the New Careerists will be fully drawn into the occupational structure and retained as permanent, full-time employees. The claim of success to this point rests on the judgment by the supervisors that the job performance of the New Careerists (who were deemed to be disadvantaged in the employment sense at the time of selection) was satisfactory. The claim also rests on the supervisors strongly indicating that New Careerists had improved since beginning to work. The question must be asked, how and why has success to this point been accomplished?

A reply to such a question must consider many factors. Among these factors are the following: (1) The selection criteria of individuals to become New Careerists would seem to be critically important. The Redevelopment Agency, with New Careerists having a mean educational achievement level of 11.3 years, selected a group with a somewhat greater potential for success than the goals of the New Careers program require. (2) The on-the-job training program of the Redevelopment Agency is a good one. Both the New Careerists and supervisors indicated this. (3) The youthfulness of the supervisors, reflecting a more flexible attitude toward change, must be considered an asset. (4) The positive attitudes of employees (other than New Careerists), of supervisors, of the Agency Personnel Division, and of the Agency administration toward New Careers seemed to have a very favorable effect on the success of the program. (5) The socially-oriented nature of the Agency is important. New Careerists have the opportunity to participate in the physical improvement of their community and possibly to experience the feeling of personal worth that such an undertaking could inspire.

EVALUATION OF NEW CAREERS (I)

Name _____ Previous Work Experience _____

Department _____

Title _____

Supervisor _____

When Hired _____ Previous Training _____

Salary _____

Age _____

Marital Status _____

Ethnic Group _____ Father's Occupation _____

1. What is the highest grade and degree you have achieved? _____

Number of Units? _____ Where? _____ Major? _____

2. Are you presently attending school? Yes? _____ No? _____ Where? _____

a. How many hours per week do you spend in school? _____

b. What are the courses which have been most beneficial to you? _____

3. Has your employer informed you of what he expects concerning such things as appearance, grooming, and punctuality on the job? _____

4. What tasks do you perform on the job? (Itemize) _____

Question #4 continued -

- _____
- _____
- _____
- _____
5. How would you improve your agency's New Careers program, if at all? (Think in terms of on-the-job training, educational programs, recruitment, selection, etc)
- _____
- _____
- _____
- _____
6. What is the most difficult part of your job? _____
- _____
7. Are you presently classified as a trainee or a permanent employee? _____
8. Do you consider New Careers "Supportive Services" (things such as child-care or advice on loans) helpful? _____
- _____
9. Please rank the following skills in order of the most to least difficult for you:
- | | |
|-------------|--|
| Reading | |
| Writing | |
| Spelling | |
| Grammar | |
| Mathematics | |
10. Please rank the following in order of most troublesome for you:
- | | |
|-------------|-----------------------------------|
| Punctuality | Spoken language |
| Grooming | Frequent absences |
| Dress | Ability to get along with others. |

EVALUATION OF NEW CAREERS (II)

Because periodic evaluations of programs are necessary, we are asking for your help. . . . will be

Listed below are a series of statements relating to your New Careers Program. Simply place a check-mark in the box which most closely indicates your feelings about each statement. Please attempt to respond to all the statements. Please circle the number of any statement you may wish to discuss.

1. I helped choose the kind of work I am presently doing.
2. I was given adequate information concerning the goals of the New Careers Program before I started to work.
3. The salary I receive is adequate to live on.
4. I like my present job.
5. There is an opportunity to advance with this agency.
6. I was assigned a "buddy" (helper) when I started.
7. My supervisor explained the rules, regulations, and hours of work to me.
8. The New Careers Program will help prevent future riots.
9. I dress like the people with whom I work.
10. Welfare checks discourage individuals from going to work.
11. I have many personal problems (such as budgeting and marital problems).
12. My family and friends are proud of me in my role as a New Careerist.
13. My supervisor takes a personal interest in me.
14. My supervisor is happy with my work.
15. Regular employees with whom I work are helpful.
16. I am accepted by the people with whom I work.
17. I tend to "buddy around" with other New Careerists rather than regular employees.
18. I am satisfied with the way I am supervised.

[illegible]

19. I have improved since beginning work here.
20. I clearly know what duties and tasks I am expected to perform.
21. The New Careers Program has made my life better.
22. People go out of their way for me because of my background.
23. The on-the-job training I receive is adequate to perform the tasks expected of me.
24. The local education institutions are providing the types of programs that I need in order to succeed at my job.
25. New Careers is a federal make-work program.
26. The tasks my supervisor asks me to perform are too difficult for me.
27. The people I work for can depend on me.
28. If I have a problem concerning my work, I mention it to my supervisor.
29. The tasks I perform could be performed by a less qualified person.
30. When I will be absent from work I telephone my supervisor to let him know.

[illegible]

Please indicate below any additional comments you have regarding the New Careers program:

EVALUATION OF NEW CAREERS (II)

Because periodic evaluations of programs are necessary, we are asking for your help. All responses will be held confidential.

Listed below are a series of statements relating to your New Careers Program. Simply place a check-mark in the box which most closely indicates your feelings about each statement. Please attempt to respond to all the statements. Please circle the number of any statement you may wish to discuss.

1. I helped choose the New Careerists with whom I work.
2. I was given adequate information concerning the goals of New Careers before the program started.
3. I was given information concerning the personal background of the New Careerist.
4. I should have had training in supervising the New Careerists.
5. There is an opportunity for the New Careerists to advance with this agency.
6. I assigned the New Careerist a "buddy" (helper) when they started.
7. The rules, regulations, and hours of work were explained to the New Careerist.
8. The New Careers programs will help prevent future riots.
9. The appearance of New Careerists has been as good as regular new employees.
10. Welfare checks discourage people from going to work.
11. New Careerists have more personal problems (such as financial and/or marital troubles) than have regular new employees.
12. Tasks performed by the New Careerists are done as well as they were before.
13. I take a personal interest in the New Careerists.
14. I am happy with the work of the New Careerists.
15. The regular employees have been helpful to the New Careerists.
16. Regular employees accept the New Careerists.

[illegible]

Appendix 2

Position Titles of New Careerists

Position Titles

1. Engineering Aide II
2. Engineering Aide I
3. Engineering Aide II
4. Rehabilitation Inspector Trainee I
5. Rehabilitation Inspector Trainee I
6. Rehabilitation Inspector Trainee II
7. Assistant Rehabilitation Inspector
8. Assistant Rehabilitation Inspector
9. Relocation Advisor Trainee I
10. Relocation Advisor Trainee I
11. Relocation Advisor Trainee II
12. Relocation Advisor Trainee II
13. Assistant Relocation Advisor

Partial List of Duties and Tasks:

Engineering Aide I

- Plan drawing
- Surveying (for land use)
- Printing
- Interviewing (for people's preference concerning development of their neighborhood)

Engineering Aide II

- Tasks similar to Engineering Aide I and for additional tasks including the following:
 - soil tests (compaction)
 - physical survey (for demolition contracts)

Rehabilitation Inspector Trainee I

- Landscaping
- Inspection of houses for repair estimates
- Surveying
- Accept and evaluate contractor's bids
- House rehabilitation work

Assistant Rehabilitation Inspector

- Tasks similar to Rehabilitation Inspector Trainee I and II and additional tasks including the following:
 - cost determination of rehabilitation
 - processing loan applications

Relocation Advisor Trainee I

- Interview people for relocation preference
- Find housing for displaced people

Relocation Advisor Trainee II

- Tasks similar to Relocation Advisor Trainee I and additional tasks including the following:
 - compute forms for loan payments

Appendix 2 continued

Assistant Relocation Advisor

Tasks similar to Relocation Advisor Trainee I and II and additional tasks including the following:

financial procedures for loan applications

ERIC Clearinghouse

APR 6 1970

on Adult Education