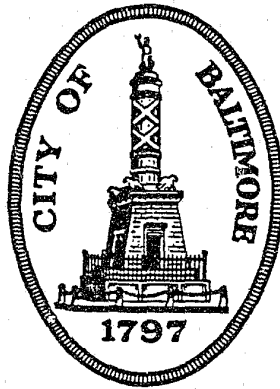


Impact Manpower Services PROGRAM EVALUATION



Administered through the Mayor's Office of Manpower Resources

William Donald Schaefer, Mayor

47041

IMPACT MANPOWER SERVICES

PROGRAM EVALUATION

June 9, 1975 - September 30, 1976

NCJRS

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ACQUISITIONS

I. Introduction

This report is the second and final evaluation of the Impact Manpower Services program (IMS). The program was made possible through the granting of Law Enforcement Assistance Administration (LEAA) funds by the Maryland Governor's Commission on Law Enforcement and the Administration of Justice to the Mayor's Coordinating Council on Criminal Justice. The program was designed, operated and evaluated by the Mayor's Office of Manpower Resources with the assistance and cooperation of the Mayor's Coordinating Council on Criminal Justice, the Community Corrections Task Force, and other participants in the Criminal Justice system.

The background of the Impact Manpower Services can be briefly summarized. The State Division of Corrections releases over 4,000 individuals yearly-- 62% return to Baltimore City. Community based services are needed to rehabilitate and reintegrate these persons into the community. In recent years it has been generally accepted that employment is a major rehabilitative tool.

Along with this recognition of a relationship between increased employment of ex-offenders and decreased recidivism has been a growing awareness of organizational and operational problems which had prevented the effective delivery of employment services. In order to ameliorate the problems of gaps in employment services as well as duplication of efforts it was necessary to develop linkages between the Manpower and Criminal Justice Systems. The Impact Manpower Services was designed to address these issues and to evaluate the effectiveness of an innovative manpower program that combined LEAA and CETA resources.

The IMS program provided: 1) a 5-day workshop on job acquisition techniques and "world of work" orientation; 2) Client assessment; 3) unsubsidized job placement referrals; 4) subsidized job placement referrals; and 5) skill training referrals. LEAA funds were used primarily for IMS staff, workshops, funding of some subsidized work experience and skill training and evaluation.

MOMR offered the following CETA resources: job referral sources and local labor market analysis; PSE and skill training opportunities. Clients referred to LEAA funded training and work experience were guaranteed placement, whereas clients referred to PSE and CETA funded training had to compete against other CETA referrals for available openings.

The time period covered in this report is from the program's inception, June 9, 1975 through its conclusion, September 30, 1976. The data are presented in tables in Section II. The data that are required by the Second Year Grant Conditions are identified above the appropriate tables 1a-f. All other tables are in addition to the minimum requirements. Section III includes a summary and recommendations.

II. Evaluation

This section includes a statement of objectives, research methods, and data analysis.

Objective I: To design and operate a manpower program for those individuals under the supervision of the correctional system, who are between the ages of 18 and 26 years old, and who have been convicted of an Impact Crime.

Measure: Demographic data on clients; referral sources; most recent conviction prior to participation in the Impact Manpower Services program (IMS).

Objective II: To provide clients with job search skills

Measure: At the completion of the five day job-skills workshop, IMP staff rated the clients' mastery of 6 job-search skills.*

Objective III: To assist clients in finding employment and skill training

Measure: Job and training referrals and placements; 30 day, 90 day, and 180 day follow-up on client outcomes.

Objective IV: To reduce recidivism

Measure: Rates of reincarceration and escapes.

* As noted earlier, a pre-post workshop attitude measure was removed from the research design.

HOW MANY CLIENTS COMPLETED THE WORKSHOP AND WERE INCLUDED IN THE PROJECT EVALUATION?

The goal of the project was to serve 520 clients. From the program's inception in June, 1975 through its completion on Sept. 30, 1976, 536 people entered the IMS workshop. Of these, 500 (93%) completed the workshop.*

This evaluation report is based on a population of 474. The difference between this figure and the number of workshop completers is due to missing or incomplete data.

WHAT WERE THE REFERRAL SOURCES FOR IMPACT MANPOWER FROM JUNE, 1975 THROUGH SEPT 30, 1976?

As stated in the preliminary evaluation of the Impact Manpower Service Program, the original intent of the program was to serve community corrections residents. However, because the caseloads in the community corrections facilities were relatively small, other sources of referral were invited to participate. Also, in 1976, requests for service by the City Jail and by community drug agencies were received and approved. The frequency distribution of referring agencies presented in Table 1 is summarized in Table 2. It is readily apparent that community corrections represented the largest source of referrals (30.6%). Parole and probation, and state institutions each represented about one-fourth of the referrals. The majority (about three-fourths) of the referrals came from within the community, thus meeting the original objective of Impact Manpower Services.

* Workshop completion was defined as attending four or five days of the five-day workshop. Most of the people who did not attend the fifth day were out on job interviews.

TABLE 1 Frequency Distribution of Referring Agencies

Agency	Frequency	
	No.	Percent
Maryland Correctional Camp Center	58	12.2
Maryland House of Corrections	39	8.2
Patuxent	29	6.1
O'Brien	32	6.8
Dismas	12	2.5
Ambrose	11	2.3
Community Vocational Rehabilitation Correction Center	31	6.5
Threshold	4	0.8
City Jail Community Correction	55	11.6
Baltimore City Jail	21	4.4
Parole and Probation	113	23.8
Community Drug Program	19	4.0
Manpower Assistance of Rehabilitated Drug Abusers	30	6.3
Other - NA	20	4.2
TOTAL	474	100.0

TABLE 2 Summary Table of Referring Agencies		
Type of Agency	Frequency	
	No.	Percent
State Institution	126	26.6
Community Corrections	145	30.6
Jail-local lockup	21	4.4
Parole-Probation	113	23.8
Drug Treatment	49	10.3
Other - NA	20	4.2
TOTAL	474	100.0

WHAT WERE THE DEMOGRAPHIC CHARACTERISTICS OF IMPACT MANPOWER CLIENTS?

The data presented in Table 3 satisfy grant condition 1a. The IMS was designed to serve the target population of ages 18 to 26. This group comprised about four-fifths of the enrollees. The majority of the clients were male (91.3%) and black (91.2%). This description is similar to other descriptions of the general offender population. A 1975 U.S. Department of Justice report¹ notes that "the most significant characteristic is their (the offender's) youth." The ex-offender is typically from a "minority background" and male: men "comprise 95% of the prison population." Statistics for Baltimore City also show that a majority of ex-offenders on parole and probation are under 30 (60.3%) and black (83.2%)²

GRANT CONDITION 1a

TABLE 3 Selected Demographic Characteristics of Clients in the Impact Manpower Program		
Demographic Variable	Frequencies	
Age	No.	Percent
17 and under	9	1.9
18 - 20	99	20.9
21 - 24	193	40.7
25 - 26	77	16.2
27 +	96	20.3
TOTAL	474	100.0
Sex		
Male	428	91.3
Female	41	8.7
TOTAL	469	100.0
Race		
Black	427	91.2
White	36	7.7
Other	5	1.1
TOTAL	468	100.0

Additional demographic data are presented in Table 4. They reveal that a large majority of the IMS clients were unmarried (90.4%). Only 25.1% had completed high school and almost one-half of the enrollees had completed less than ten years of schooling. It is also significant to note that 76.8% of the IMP clients had only fair or sporadic employment histories and that almost 20% had no employment history whatsoever.*

Comparison of these data with statistics for the national offender population reveals some slight differences, although the trends are similar in both groups. These data suggest that the demographic profile of the IMP enrollees is essentially comparable to the national demographic profile of offenders. The typical offender has been characterized as "an unmarried, young, undereducated man from a minority background with no job and little in the way of financial resources. He has a record of failure in school, employment and other pursuits, even crime".³ His work history is found to be marked by "high unemployment, low wages, and intermittent and low status work patterns...The typical offender has been employed sporadically (in jobs with little or no career potential)."⁴

The implications of this demographic profile are clear. Although no precise figures are available, it is estimated that the ex-offender's unemployment rate is at least three times as high as the rate for the general population. Adding a criminal record to the profile of a young, unmarried,** minimally educated, black male, it is clear that this is a discernible target population in need of comprehensive manpower services.

* "Sporadic employment is defined as not having a job for as long as six months; "fair" is defined as having unskilled employment for more than six months; "good" is defined as having skilled employment for more than six months.

** Marital status can also have an important effect on employment: "at the time a man marries, he tends to accept financial responsibility for himself and his family."⁵ It should be recalled that the IMP population had very few married persons. (9.6%)

TABLE 4 Marital Status, Education, and Employment History of Clients in the Impact Manpower Services		
Marital Status		
Single	380	81.0
Married	45	9.6
Divorced-Separated	42	9.0
Widow	2	0.4
TOTAL	469	100.0
Education		
6 and under	17	3.6
7 - 8	98	20.7
9	111	23.4
10	87	18.4
11	40	8.4
12	113	23.8
13 +	8	1.7
TOTAL	474	100.0
Employment History		
None	92	19.6
Sporadic	187	39.9
Fair	169	36.0
Good	21	4.5
TOTAL	469	100.0

WHAT WERE THE CURRENT CONVICTIONS OF THE CLIENT POPULATION AT THE TIME OF REFERRAL TO IMPACT?

For the purpose of this study, only the clients' single most serious offense at the time of referral to the Impact Manpower Services program was analyzed. As shown in Table 5, robbery (29.9%) was the most frequent recent conviction followed by robbery and/or assault with a deadly weapon (15.7%), and assault (11.5%). It is interesting to note that for 5% of the IMS enrollees homicide was the most recent offense.

GRANT CONDITION 1b

TABLE 5 Client's Most Recent Conviction at Time of Impact Manpower Program Referral		
Conviction at Time of Referral	Frequency	
	No.	Percent
Homicide	22	4.9
Robbery	135	29.9
Assault	52	11.5
Robbery and/or assault with deadly weapon	71	15.7
Larceny	33	7.3
Breaking and entering	22	4.9
Narcotics	49	10.8
Fraud	7	1.5
Probation violation	9	2.0
Sex offense	10	2.2
Drug-related	25	5.5
Other	17	3.8
TOTAL	452	100.0
Missing Data = 22		

TABLE 6 Summary Table of Current Charges: Impact vs. Non-impact		
Current Charge	Frequency*	
	#	%
Impact	339	75.0
Non-impact	71	15.7
Drug-related	25	5.5
Other	17	3.8
Total	452	100.0
*Missing Data = 22		

As shown in Table 6, 75% of the TMS enrollees were recently serving sentences for Impact offenses. The vast majority of enrollees, then, had records consistent with the objectives and the intent of the program.

DO THE IMPACT MANPOWER CLIENTS HAVE A PRIOR HISTORY OF CONVICTION?

The data in Table 7 indicate that nearly one-half (46.4%) of the enrollees had at least one prior conviction. Almost one-fourth (24.7%) had two or more prior convictions. It is reasonable to assume that offenders who have served more than one sentence have been out of the job market for considerably long periods, or have never entered the job market even though they have been out of school for several years. Thus, it is likely that job placement would be more difficult with these clients due to the client's poor employment history and to an employer's hesitancy to hire a recidivist. Type of prior conviction might also have some bearing on job placement success.

Table 7 Number of Prior Convictions for Impact Manpower Clients		
Number of Prior Convictions	Frequency	
	#	%
0	254	53.6
1	103	21.7
2	56	11.8
3	38	8.0
4	23	4.9
Total	474	100.0

WHAT SERVICES DID THE IMPACT MANPOWER PROGRAM PROVIDE?

The original grant proposal emphasized the job-search skills workshop and client self-placement since the correctional agencies (e.g. parole agents) already had primary responsibility for placement assistance for its clients. IMS was not to duplicate services. At the beginning of IMS some clients unemployed at the time of the 30 day follow-up would return to IMS for job and skill training referrals. Early monitoring and evaluation of IMS showed that many clients were not getting placement services from other agencies, therefore a decision was made to offer clients employment and training assistance beginning the fourth day of the workshop.

Table 8 shows that 45% of the IMS clients received workshop and placement services. The background of the IMS clients as well as the outcome data strongly supports the shift in program emphasis.

Grant Condition 1c

TABLE 8 Services Received by IMS Clients		
Service	No.	Percent
Workshop only	260	54.9
Workshop and job referrals	132	27.8
Workshop and training referrals	55	11.6
Workshop, job and training referrals	27	5.7
TOTAL	474	100.0

The most commonly used term for describing an ex-offenders return to criminal activity is recidivism. It has been said that recidivism definitions vary by criminal justice agencies: the police use arrests, courts use convictions, and prisons use reincarcerations. The two most commonly used measures of recidivism are arrests and convictions. Special Grant Condition 1 requires the examination of all arrests and convictions where available. Therefore, the Grant stipulates that for this evaluation, the primary definition of recidivism is arrests.

A review of the literature on programs for the ex-offender reveals a multitude of conceptual and methodological problems in the use of recidivism as an outcome measure. Briefly summarized are the following salient problems: 1) the two most commonly used measures, arrests and convictions, yield substantially different results; 2) people may be arrested for crimes they did not commit and many crimes are not reported or no arrests are made; 3) accurate and complete police and other Division of Correction records are difficult to obtain; 4) there is a lack of availability of information on the criminal activity of persons, other than ex-offenders, so that comparisons of criminal rates cannot be made; 5) the seriousness of the crime should be considered, but plea bargaining makes this impossible.

Neither the literature reviewed nor the Special Grant Conditions called attention to two types of behavior that can be classified as recidivism or can lead to reincarceration. The first type is escape from prison or from Community supervision. Since there is ample evidence that most escapees when caught will be reincarcerated, it seems obvious that escapees should be counted as recidivists as soon as this behavior occurs, otherwise in a study with short-term follow-ups, this type of criminal activity would go unrecorded. The second type of behavior --reincarceration for revocations or technical violations of parole status, community corrections status, and work release status, is less clear cut as a recidivism measure than escapes. Since the program was designed to serve ex-offenders in

community, prisoners who attended IMS workshops at the institutions were supposed to be on work-release status and to be close to release to the community. Therefore, if at the time of the follow-ups, a person was still incarcerated because of technical violations precluding return to the community, this was counted as an incident of recidivism. It is problematic because it may in large part be a measure of social mal-adjustment rather than a hard measure of criminality. On the other hand, is not a technical parole violation resulting in incarceration for 18 months as significant an indicator of inability to function in society as an arrest for disorderly conduct resulting in a fine?

For the above reasons, escapes as well as technical violations of parole, community corrections, and work release status, were used as measures of recidivism in this study. (Both in Table 9, 16 and 17). Several methods were used to collect recidivism data: Impact Manpower staff phoned the referring agencies and clients; parole offices did a check at six months and a number of court records were checked.

The various data collection procedures produced data on 450 clients. As shown in Table 9 the overall incidence of recidivism is 12.7%. However, the recidivism rate drops to 3.1% when only arrests are counted. Escapes account for 2.7% and technical violations account for 6.9%.

HOW MANY INCIDENTS OF RE-ARREST, ESCAPE, AND TECHNICAL VIOLATION
OF COMMUNITY CORRECTIONS AND WORK-RELEASE STATUS OCCURRED?

1 D

TABLE 9 Recidivism

Charge			# of Incidents					Disposition			
			Nolle proste	STET	Fine	In court Process	Proba-tion	Reinear-ceratio			
ARRESTS:	Failure to appear	1	1								
	Soliciting	1		1							
	Assault	5	1			3	1				
	Larceny	2		1						1	
	Robbery	4					2			2	
	Disorderly conduct	1			1						
	Resisting arrest	1					1				
	Loitering	2		1			1				
	Soliciting	1			1						
	Malicious destruc-										
	tion of property	1	1								
	Narcotics	2			1					1	
	Shoplifting	1								1	
	Hand gun violation	1	1								
	Welfare fraud	1			1						
	False report	1			1						
	Failure to obey										
	reasonable request										
	of an officer	2			1		1				
	Burglary	2	1			1					
	Rape	1	1								
	Rogue and vagabond	1								1	
ESCAPE		12								4(115	
VIOLATION OF COMMUNITY CORRECTIONS											
STATUS, PAROLE & PROBATION, WORK											
RELEASE STATUS			14							14	

N = 450

* 4 have been caught and reincarcerated and it is assumed that if all the escapees were caught they would be reincarcerated.

Of the 31 incidents of re-arrest there were only 20 persons who were re-arrested.

No. of re-arrests	No. of people
1	14
2	3
3	2
4	-
5	1

Only 4 of the re-arrests are in court process and only 5 persons who were arrested were sent back to prison. In our population the reincarcerations primarily result from escapes and technical violations. A recent study of Maryland Community Corrections Center Program shows that two-thirds of the convicts who failed in the Centers were returned to prison for disciplinary reasons or because they could not adjust to the program and community. The escape rate for correction centers and state prisons is 11%.

The recidivism rates reported in this evaluation should be considered conservative. This evaluation, like most other studies using recidivism as an outcome measure, has not solved all the conceptual and methodological problems characteristic of this variable.

WHAT WERE THE READING AND MATH GRADE LEVELS OF IMPACT MANPOWER CLIENTS?

The data presented in Table 10 are in lieu of the original grant condition 1 e. A comparison of this table to the data in Table 3 reveals that the actual tested level of reading and math achievement is significantly below the reported attainment of years of education. More than three-fourths of the clients reported 9th grade and above (Table 3). Only 42.3% of the clients tested at reading levels of 8th grade and above which is an even larger discrepancy.

This finding is consistent with national data: "The actual tested school achievement level of inmates is at the 5th or 6th grade, usually a couple of grades below their years of schooling recorded...tests show that the intelligence of persons in prison does not differ markedly from those outside. It is argued that most of their school retardation comes from lack of motivation to perform well in school rather than to intelligence below the level needed to progress at a

normal rate."⁵ Thus, although the intelligence of the offender population is assumed to be basically the same as the general population, educational attainment and tested level of achievement are significantly less.

Table 10-Reading and Math Grade Levels of Impact Manpower Clients				
Reading Grade Level*			Math Grade Level**	
	#	%	#	%
Under 5th grade	64	15.4	133	31.2
5th grade - 7.5	175	42.3	250	58.7
8th grade & above	175	42.3	43	10.1
Total	414	100%***	420	100
* Reading grade levels measured by the Job Corps Reading Test				
** Math grade levels measured by the Wide Range Achievement Test (Level III)				
*** The two tests were administered at the same testing session. Nevertheless not as many clients were given the reading test.				

The math levels shown in Table 10: 31.2% below the fifth grade level and 58.7% below the 8th grade level must be taken into account in making clients job ready. The literature on remedial education needs for ex-offenders and other disadvantaged persons generally stresses reading. However, for entry into many skill training programs and many semi-skilled jobs, the ability to compute fractions and percentages is a pre-requisite.

WERE THE CLIENTS, AS RATED BY THE STAFF, MOTIVATED TO PARTICIPATE IN THE IMP PROGRAM?

At the conclusion of the workshop, the Impact Manpower staff rated the clients' motivation to participate in the program. Table 11 indicates that a quarter of the clients were perceived as unmotivated. The Lazar Report, which was funded by LEAA to summarize major findings from the literature on community based manpower programs for prison releasees, made clear that many of the basic assumptions underlying community based employment services for the ex-offender are untested; two

of these are pertinent to this discussion: "Offenders desire a work role in the legitimate economy of society:"and "An ex-offender given the alternative and opportunity for a work role will accept it."⁷ Therefore, one possible interpretation of our data is that 25% of the clients may not want to work*.

On a more positive note, the data indicate that three-fourths (3/4) of those evaluated were motivated. One-third (1/3) of the group was rated "very motivated."

For the motivated ex-offender, it is important to be able to offer a wide range of manpower services, since failure to find a job or a training opportunity will be exceedingly frustrating. The criminal justice literature indicates that the first six months out of prison are crucial to the re-adjustment of offenders to society. The poor economy and the rates of rejection by private employers suggest that subsidized employment and training are manpower services that should be considered for the motivated offender who has made repeated efforts to find employment during the crucial six month period after prison release.

TABLE 11 Staff Ratings of Motivation of Workshop Participants	
Motivation Level	%
Very Motivated	24.8
Motivated	50.0
Somewhat Motivated	20.6
Not Motivated	4.6
Total	100.0%

* This may be a conservative estimate since we did not include in the study no-shows to the workshop and clients who did not complete the workshop.

DO THE CLIENTS, AS RATED BY THE STAFF, MASTER THE JOB SEARCH SKILLS TAUGHT IN THE IMP WORKSHOPS?

At the conclusion of the workshop, staff rated clients on the following job-search/maintenance skills:

1. How to read and interpret want ads
2. How to make job telephone inquiries
3. How to appear and to act at a job interview
4. How to explain criminal records to an employer
5. How to fill out job applications and resumes
6. Knowledge and articulation of proper attitudes to keep a job.

As shown in Table 12, nearly 75 of the workshop completers were rated as having good or better job search skills and work attitudes. Therefore, the objectives of the workshop were realized, as measured by a staff rating instrument. In large measure this success note can be attributed to the curriculum of the workshop. The structure of the workshop channeled the "street-wisdom" and verbal skills of the clients. What do we know about the workshop failures? What additional services do the workshop failures need? A substantial portion of unsuccessful cases can be explained by inadequate education. More than one-fourth of the completers were "marginally" (27.9%) or unsatisfactorily (0.8%) prepared to read and interpret want ads; similar proportions were marginally or unsatisfactorily prepared to fill out job applications and resumes.

More than one-fourth were marginally (26.2%) or unsatisfactorily prepared (0.7%) to make "job telephone inquiries"; 24.6% were rated as marginally prepared to "explain their record of arrests to an employer." A likely explanation of these two findings stems from the offenders' lack of confidence: "the releasees have limited confidence in their ability to achieve their economic goals legitimately. This lack of confidence is warranted by their past failures and by their continuing difficulties, which reflect their lack of skills and the experience required to attain

legitimately the occupation and standards of living to which they aspire."⁸

It would then appear that roughly one-fourth of the workshop completers are in need of an extended job-search skills workshop.

TABLE 12 Staff Rating of Job Seeking Skills

Job Finding Skills	Rating											
	Unsatisfactory		Marginal		Good		Very Good		Excellent		Total	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Ability to read and interpret want ads	1	0.8	34	27.9	58	47.5	24	19.7	5	4.1	122	100.0
Ability to make job telephone inquiries	1	0.7	34	26.2	66	50.8	24	18.5	5	3.8	130	100.0
Ability to appear and to act at a job interview	0	0.0	18	13.8	73	56.2	30	23.1	9	6.9	130	100.0
Ability to explain record of arrests to an employer	0	0.0	32	24.6	64	49.2	29	22.3	5	3.8	130	100.0
Ability to fill out job applications and resumes	1	0.8	31	24.2	61	47.7	29	22.7	6	4.7	128	100.0
Demonstrates proper attitudes to keep a job	0	0.0	14	10.8	70	53.8	33	25.4	13	1.0	130	100.0

WHAT WAS THE OUTCOME OF THE IMPACT MANPOWER PROGRAM'S JOB PLACEMENT SERVICE? *

As shown in Table 13, 253 referrals were made to jobs. An important finding is that only 13.4% of the persons who interviewed for positions in the open job market were accepted by employers. In contrast, 42.9% of the clients referred to CETA-PSE jobs were accepted and 100% of the clients referred to LEAA funded jobs were placed. This differential was in large part built into the program. PSE employers have job requirements and hence can turn down applications that are inappropriate. Although a PSE applicant need not meet as rigorous standards as a regular employee, there are nevertheless minimum requirements. As a result, the IMS clients placed on PSE jobs tend to be more skilled and educated than those on LEAA funded work experience positions. Furthermore, LEAA funded work experience positions' applicants were guaranteed a position without an employment interview. A majority of the clients referred to LEAA guaranteed jobs had Mutual Agreement Program Contracts (MAP). IMS, by design, used LEAA funds to help persons in the MAP Program succeed (i.e. in order to be paroled on MAP, a person had to have employment by the date specified in his contract.) These findings strongly suggest that a manpower program for ex-offenders must have the capability of providing subsidized employment to clients. Many factors undoubtedly contribute to these findings. Some possible factors are: 1) the poor economy; 2) the background characteristics of the clients; and 3) the possibility that public employers are more willing than those in the private sector to give disadvantaged persons with a criminal record an employment opportunity.

* Data in this section were taken from the Client Record Forms maintained by IMS staff. The Client Record Forms contain information on all service provided to the client from the time he received a referral until the end of the Impact Manpower Grant, Sept. 30, 1976. The follow-up data were collected by phone calls to clients and referring agencies. Because of the different methods of data Collection, and the different time periods involved, the data in this section and in the follow-up section will not coincide perfectly.

TABLE 13-OUTCOME OF JOB REFERRALS						
Type of Job Referral	Referral		Show for Interview as % of Referral		Placed as % of Shows	
	#	%	#	%	#	%
CETA-PSE	36	14.2	35	97.2	15	42.9
Impact Manpower Direct Job Referral	761	63.6	127	78.9	17	13.4
LEAA-funded jobs	56	22.1	55	98.2	55	100.0
Totals	253	100.0	217	85.8	87	40.1

Table 13 shows that most Impact Manpower clients are placed on unskilled jobs.

The average wages were \$2.60 for unsubsidized jobs, \$3.20 for PSE jobs, and \$2.70 for LEAA funded jobs. The PSE (Public Service Employment) jobs were, in several cases, of a higher skill level than the LEAA funded jobs.

GRANT CONDITION 1f

TABLE 14- Placement Source, Job Category and Starting Wage of Clients Placed by IMS

Placement Source	No.	Job Category	Starting Wage Per Hour
LEAA Funded Jobs	22	Laborer	\$2.30
LEAA Funded Jobs	9	Laundry workers	2.30
LEAA Funded Jobs	7	Utility aide	3.65*
LEAA Funded Jobs	4	Janitor	2.30
LEAA Funded Jobs	4	Maintenance	2.30
LEAA Funded Jobs	3	Counselor	3.95*
LEAA Funded Jobs	2	Store keeper	3.65*
LEAA Funded Jobs	2	Sanitation	2.30
LEAA Funded Jobs	2	Secretary	2.30
LEAA Funded Jobs	1	Painter	2.75
LEAA Funded Jobs	1	Store keeper	3.15*
LEAA Funded Jobs	1	Electrician	4.10*
PSE	9	Laborer	3.45*
PSE	2	Patient aide	2.30
PSE	1	Nurse aide	3.55*
PSE	1	Carpenter helper	2.30
PSE	1	Counselor	3.50
PSE	1	Electrician helper	3.40
IMS	3	Laborer	2.30
IMS Direct Placement	3	Janitor	2.30
IMS Direct Placement	1	Cement mason apprentice	3.50
IMS Direct Placement	1	Refrigerator mechanic	3.10
IMS Direct Placement	1	Carpenter helper	2.30
IMS Direct Placement	1	Presser	2.40
IMS Direct Placement	1	Laborer	2.55
IMS Direct Placement	1	Laborer	2.20
IMS Direct Placement	1	Auto mechanic helper	2.60
IMS Direct Placement	1	Auto mechanic helper	3.50
IMS Direct Placement	1	Counselor	3.15
IMS Direct Placement	1	Clerk	3.00
IMS Direct Placement	1	Presser	2.30
Total	90		

* To convert wages based on a yearly salary, divide salary by 2080 hours (52 weeks x 40 hours). This may have a slight tendency to underestimate the hourly wage due to holidays, etc.

LEAA mean wage = \$2.70

PSE mean wage = \$3.20

IMS mean wage = \$2.60

HOW MANY CLIENTS WERE REFERRED AND ACCEPTED FOR TRAINING THROUGH CETA AND LEAA FUNDING?

MOMR made referral slots for skill training available to IMS, as it does for all Manpower Service Centers. Manpower Service Centers refer to the training programs who then decide who to accept among the referrals. Persons referred to LEAA training did not compete with CETA clients.

Table 15 indicates that 57 persons were referred to CETA training compared with 14 persons who were referred to LEAA training. Of those showing for the training interview, 52.1% were accepted for training by CETA funded programs compared with 91.7% accepted by LEAA. LEAA rejected no persons for training while CETA rejected 29.2% of those that showed. Still pending are 18.8% for CETA and 8.3% for LEAA. CETA rejected a higher percent of the referrals than did LEAA. This differential reflects the fact that the ex-offenders had to compete with other CETA referrals for CETA skill training positions and LEAA referrals were guaranteed acceptance. It is noteworthy that even with the lack of automatic acceptance into CETA training, the majority of IMS clients received skill training through CETA funded skill training.

TABLE 15 Clients accepted or pending acceptance in CETA and LEAA funded skill training												
Source of Funding		Outcomes of Referral										
		Referred			Shown		Accepted		Rejected		Pending	
		#			#	%	#	%	#	%	#	%
CETA		57			48	84.2	25	52.1	14	29.2	9	18.8
LEAA		14			12	85.7	11	91.7	0	0.0	1	8.3
Total		71			60	84.5	36	60.0	14	23.3	10	16.7

WHAT HAPPENED TO IMPACT MANPOWER CLIENTS THIRTY DAYS, NINETY DAYS AND 6 MONTHS
AFTER THE TIME THEY COMPLETED THE IMPACT MANPOWER WORKSHOP?

The results of the one month, 3 month, and 6 month follow up interviews are presented in Table 16. The 30 and 60 day follow-up interviews were conducted by the IMS staff. The six month followup was conducted by the Division of Parole and Probation.

When interpreting these data, one must keep in mind that not all workshop participants were eligible for each follow up. The program terminated on September 30, 1976. Consequently, only those clients who had completed the workshops on or before June 30, 1976 were eligible for a 3 month interview, and only those clients who completed the workshop on or before March 31, 1976 were eligible for a six month follow up. Non-response rates, therefore, must be calculated in the following ways:

<u>Eligible for Follow-up</u>		<u>Actual Interviews</u>
1 month	439	436 (99%)
3 month	369	328 (89%)
6 month	258	109 (42%)

On this basis the 3 month follow-up emerges as the most reliable long term measure of program success. A non-response rate of 11% at this point is tolerable.

As shown in Table 16, 13% of the clients found their own jobs and 16.8% were employed through IMS job referrals, yielding an employment rate of 30%. Eleven percent (11%) of the clients were in or pending training. It should be noted that the client record forms maintained by the IMS staff showed more persons placed in jobs and in training than does the follow-up survey (See Tables 16 and 17).

At 90 days 12.8% of the IMS clients had either been reincarcerated or escaped.

TABLE 16 Impact Manpower Client Outcome at Follow-Up:
Thirty Days, Ninety Days, and Six Months

Outcome	30 Days		60 Days		6 Months	
	No.	Percent	No.	Percent	No.	Percent.
Self-employed	37	8.5	43	13.1	19	17.4
Employed through IMP	39	8.9	55	16.8	17	15.6
In-school	9	2.0	10	3.0	3	2.8
In-training	15	3.4	27	8.2	4	3.7
Pending School	4	1.0	4	1.2	--	
Pending Training	22	5.0	8	2.4	1	.9
Not Employed	294	67.4	139	42.4	35	32.1
Incarcerated-Escaped	16	3.7	42	12.8	30	27.5
TOTALS	436	100.0	328*	100.0	109*	100.0

* The Impact Manpower Program contract period was completed before many clients were due for either a 90 day or a six month follow-up. This accounts for the decrease in sample size over time.

Although the criminal justice literature shows that recidivism rates increase with length of time out of prison, the over two-fold jump from 90 days to 180 days may well be an artifact. The Parole and Probation offices that conducted the 6 month follow-up indicated that they had no information on persons no longer under their supervision (i.e. successful completers of Parole and Probation). Therefore, there is probable cause for concluding that the 6 month follow-up data is on a biased sample, and of course it is based on a smaller sample than any of the other recidivism percentages.

Table 17 summarizes the positive outcomes for Impact clients and shows that at the 90 day follow-up 44.7% of the clients were employed, or were in or pending training or school.

TABLE 17 Summary Table of Percentages of Positive Outcomes for Impact Manpower Clients			
Outcome	Time Period		
	30 days	90 days	180 days
Employed	17.7%	29.9%	33.0%
In or pending training	8.4%	10.6%	4.6%
In or pending school	3.0%	4.2%	3.8%
TOTAL POSITIVE	28.8%	44.7%	40.4%

III. Summary, Discussion and Recommendations

The goal of this project was to provide job search skills, subsidized training, and employment opportunities to 520 Baltimore City High Impact Offenders, who were under the supervision of the Correctional System. For the duration of the LEAA funded Impact Manpower Services program (IMS), June 1975 through September, 1976, 536 persons were registered for the workshop and 500 completed the workshop. Clients completing the workshop were eligible for placement services.

Three-fourths of the clients were referred by Community Correction agencies. The typical IMS enrollee had the following demographic profile: 1) male; 2) black; 3) young (18-26); 4) single; 5) less than high school education; and 6) arrested or convicted of an Impact offense. Nearly half of the population had been recidivists before participating in IMS. Only 4.5% of the clients had a good work history (skilled employment for more than 6 months).

Impact Manpower Services offered a job-skills workshop to all its clients and provided placement services to 45% of the enrollees. As rated by the IMS staff, three-fourths of the clients had high employment motivation and successfully mastered the skills included in the workshop curriculum.

Two hundred and fifty-three (253) job referrals were made. Of those showing for job interviews over half were placed. Thirteen and four-tenths percent (13.4%) were placed in unsubsidized jobs, 42.9% were placed in PSE positions, and 100% in LEAA funded jobs. The average wage for all jobs was \$3.00 per hour. The average wage for direct job placement was \$2.60, for PSE placements, \$3.60, and for LEAA funded jobs, \$2.70.

Seventy-one referrals were made to skill training. Of those showing for interviews, 29.2% were accepted and 18.8% were pending acceptance for CETA Skill training. For LEAA funded skill training, 91.7% were accepted and 8.3% were pending acceptance for LEAA funded skill training.

At the time of the 90 day follow-up, 44.7% of the IMS clients had positive outcomes (i.e. employed, in or pending training, or in or pending school.)

On the basis of the data and on one year's experience with operating a manpower service for ex-offenders, the following recommendations are offered:

- 1) A community-based manpower service should give priority in accepting referrals from community correction agencies.
- 2) Since the majority of clients have either never worked before their incarceration or have never achieved a track record of stable employment, a comprehensive manpower service should have the capability of providing interest and aptitude testing.
- 3) Clients who can not read at the 5th grade level or do basic math, should have access to remedial education programs.
- 4) Job search skills workshops should include an open-ended component so that clients who do not master the skills in a one-week program can continue.
- 5) Research and planning needs to be undertaken on the issue of what services should be provided to clients who are not motivated to seek employment.

6) As shown in Table 14, the majority of Impact Manpower clients were placed in subsidized employment. This finding coincides with the experience of other programs, and suggests that a comprehensive manpower service for the ex-offender should be in the position to provide subsidized employment: "...some ex-offenders need a supportive employment experience to bridge the gap between pre-vocational and vocational training to a full-time position in the legitimate economy."⁹ It is clear that many ex-offenders have either never worked or have worked only sporadically. Consequently, a need exists to develop an employment history and good work attitudes before ex-offenders can compete on the open job market. However, a long-term follow-up should be undertaken on clients who have been employed in subsidized jobs in order to discover whether or not: a) the participants are able to find unsubsidized employment and b) the participants are able to earn as much in unsubsidized jobs as they do in subsidized. Although the research design of the Impact Manpower Services program has limitations, (e.g. it is not an experimental design), it offers an advance in the "state-of-the-art" of program evaluation by analyzing some process variables (i.e. types of job referrals). "Most evaluation studies have been outcome-rather than process-oriented. There has been very little analysis of programs' delivery systems or of the impact of specific employment services upon clients"¹⁰ "...Evaluators often find it very difficult to relate outcome data to program characteristics because so little program operation data is available."¹¹ It is recommended that future evaluations funded by LEAA include process variables as types of services provided, intensity of service, and length of service. These process variables could then be analyzed in relationship to client outcome and cost benefit effects of the program.

8) The most commonly used outcome measures in evaluation studies of ex-offender employment services are decreases in recidivism and increases in employment. The literature on evaluation of criminal justice and employment services are replete with discussions of the conceptual problems of utilizing recidivism

Some of the salient problems of using recidivism as an outcome measure are discussed in Section II. Several of these issues could be resolved on a project-by-project basis. However, the task of establishing standardized definitions of recidivism so that projects can be compared, must be undertaken on a national level. Further, we recommend that LEAA undertake a national longitudinal study in order to establish some meaningful baseline.

These same problems could be addressed by experimental studies which would provide meaningful local treatment comparison data on program efforts to increase employment and decrease recidivism. However, to accomplish such a design, the full cooperation of Criminal Justice agencies and manpower agencies is imperative. Subjects would have to be assigned to control and experimental groups before leaving the institution, then the subjects would have to be tracked with regard to services received, employment, and recidivism.

Until there are baseline data from a national survey and/or experimental studies, the interpretation of program effectiveness will remain equivocal. Is a 40% positive outcome excellent, good, fair or poor?

In conclusion, the LEAA funded Impact Manpower Services during its one and one-half years of operation, confirmed the need for a community-based manpower program for ex-offenders in Baltimore City and demonstrated that the services it provided are associated with positive outcomes for its clients. Through the Impact Manpower Services, linkages have been established between MOMR and agencies in the Criminal Justice System, among them the Division of Corrections, Patuxent Institution, Division of Parole and Probation, and Baltimore City Jail. These linkages create a solid foundation for a comprehensive and coordinated service delivery effort for the ex-offender. Therefore, the Mayor's Office of Manpower Resources is continuing to provide specialized manpower services to offenders and ex-offenders. It has created a Correctional Intake Unit, funded by the Comprehensive Employment and Training Act which became operational October 1, 1976

thereby ensuring that there was no lapse in service to clients and agencies served by IMS.

To be eligible for this specialized manpower service, clients must be under supervision of the Department of Corrections, Division of Parole and Probation, or referred by the State's Attorney's office. Correctional Intake will provide vocational counseling, vocational assessment, supportive services, referral to unsubsidized employment, referral to skill training, adult work experience, on-the-job training and individual referral opportunities. In addition to the ex-offenders served by Correctional Intake, the unemployed offender may enroll in CETA services through any of the Manpower Service Centers located in the Baltimore Metropolitan area.

Recognizing that some ex-offenders need intensive assistance, MOMR sought funds to provide these services. Recently, \$200,000 was granted to MOMR by State Manpower Planning to guarantee 115 ex-offenders enrollment in Jobs Plus, or Adult Work Experience programs. Referrals to this program will be made by Correctional Intake after they have assessed client needs. In Jobs Plus, unemployed ex-offenders will be matched to a subsidized work experience job for a period up to six months. For the duration of their work experience clients will attend a one day a week job search skill workshop. These workshops are designed to impart job search skills; to assist clients to set realistic goals; to evaluate job performance in work experience positions; to enhance self-confidence and to motivate clients to seek unsubsidized jobs. Also, when indicated, clients will be provided with remedial education. The focus of Jobs Plus is "help yourself" and it is anticipated that many ex-offenders will secure unsubsidized employment after six months.

Considering that the life-expectancy of the majority of grant-funded research and demonstration projects is short, the IMS is an exception. Although the IMS per se has concluded, the service model it generated as well as the experience gained will be maintained and enlarged by its incorporation into the Baltimore Manpower System.

FOOTNOTES

1. John M. McCreary and Phyllis Groom McCreary, Job Training and Placement for Offenders and Ex-Offenders, U.S. Department of Justice, Law Enforcement Assistance Administration; Washington, D.C: U.S. Government Printing Office, April 1975, pp. 4-6.
2. Mayor's Office of Manpower Resources, CETA: A Mainspring for Human Resources, Baltimore, Maryland, September 2, 1976.
3. McCreary and McCreary, op. cit., p. 4.
4. Ibid., p.5.
5. Ibid., p.5
6. Mary A. Toborg, The Transition from Prison to Employment: An Assessment of Community-Based Assistance Programs, Washington, D.C.: the Lazar Institute, June, 1976, p.iii.
7. McCreary and McCreary, op. cit., p.6.
8. Toborg, op. cit., p. 46.
9. Ibid., p. ii.
10. Ibid., p. 23.

