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CHARACTERISTICS OF EARLY TERMINEES
AT INLAND EMPIRE JOB CORPS CENTER

A Project
Presented to the
Faculty of
California State College
San Bernardino

By
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Approved by:


Project Advisor


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Chairperson

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INTRODUCTION

This study is concerned with the high termination rates of corpsmembers enrolled at the Inland Empire Job Corps Center in San Bernardino, California.

Of the more than 745 persons who terminated since the center opened in 1979 nearly 50 percent remained in the program for only an average of 40 days.¹ Those who did complete all the required training remained an average of 295 days.

The purpose of this research is to identify what characterizes Inland Empire corpsmembers who are most likely to complete the program. A number of questions will be addressed. For instance, are older trainees more apt to be completors than younger ones, males than females, Anglos than blacks and so on?

It is felt that this information will provide various characteristics or predictors of success. That is, individuals most likely to complete the program will share similar characteristics.

The results of this research may help to identify enrollees who lack these characteristics and who, therefore, need extra assistance or counsel during the first few weeks at the center. Increased attention

at this early point in the training may help reduce corpsmember turnover.

Job Corps History and Objectives

Title I-A of the Economic Opportunity Act of 1964 established Job Corps.² The program was designed to help underprivileged youth between the ages of 16 and 21 "secure and hold meaningful employment, participate successfully in regular school work, qualify for other training programs suitable to his needs or satisfy armed forces requirements."³

The three primary assumptions underlining Job Corps are: first, that basic education and skill training can produce measurable improvement; second, that continuing poverty results from deprived, isolated or debilitating environments; and third, that education and employment failures can be reversed by giving teenagers a carefully structured "second chance."⁴ As a consequence, intensive academic and vocational training as well as personal development programs have been implemented in a variety of urban and rural centers throughout the United States.⁵

Because of its intensive and comprehensive approach, Job Corps has been referred to as the "cornerstone" of youth employment and training programs.⁶ There are a variety of reasons for this characterization:

Job Corps offers a complete treatment approach with corpsmembers receiving allowances, education, basic life skills training, vocational training, world of work experience, health care, residential support, work experience, counseling, recreation and more.... Job Corps is an excellent social laboratory in exploring ways to aid disadvantaged youth (and)... Job Corps was the forerunner of many of the approaches now being adopted or considered for youth policies for the 1980's.⁷

Finally, Job Corps has been called "a test of the most fundamental notion, whether it is possible to redirect human lives and to make a difference over the long term with comprehensive remedial assistance."⁸

Traditionally, Job Corps has served the most disadvantaged youth. The former Office of Economic Opportunity (OEO) reported that the typical enrollee in 1965-66 was:

seventeen and a half years old;
stayed in school through eight and
a half grades and then dropped
out; has fifth grade level reading,
writing and arithmetic skills; and

has been out of school for nearly one year...comes from a family living in substandard and overcrowded housing, and is unemployed but looking for work at the time of entry into the Job Corps.⁹

In 1978 71 percent of Job Corps trainees were minorities and 86 percent had dropped out of high school. Also, most Job Corps trainees came from poor families. The average enrollee family income in 1978 was \$4,850.¹⁰

In 1973 Job Corps was placed under the Comprehensive Employment and Training Act (CETA). In fiscal year 1979 85,000 enrollees were involved for various lengths of time in 93 centers throughout the U.S.¹¹

It should be added that all of the 85,000 corpsmembers did not participate at the same time. Job Corps was authorized 44,000 slots in fiscal 1979.¹² So at any given point there were 44,000 or less corpsmembers as actual participants. The 85,000 figure reflects frequent entrances and exits from the program.

In recent years increased attention has focused on the costs of Job Corps. It has been subject to various benefit/cost estimates, especially in light of traditionally high trainee costs. For instance, in fiscal 1980 it cost \$12,000 per corpsmember, making it the "most expensive manpower program for youth."¹³

In the conclusion of its 1979 study of Job Corps, Mathematica Policy Research, Inc. of Princeton, New Jersey said:

The principal issue is whether the investment in Job Corps is economically efficient--specifically, does society have more goods and services at its disposal because of the investment in Job Corps, or would it be better off if the resources devoted to the program were used for alternative purposes? The results of this analysis suggest that public investment in Job Corps is efficient. Our benchmark estimate is that the present value of benefits exceeds costs by \$251 per corpsmember or by approximately 5 percent of costs.¹⁴

Shared Characteristics of Enrollees

As indicated, Job Corps has attempted to serve the most disadvantaged youth. This has characterized the program from its beginning. For example, a 1979 Job Corps study compared the educational level of 1968 and 1978 enrollees.¹⁵ It found that 88 percent of the 1968 enrollees had dropped out of high school versus 87 percent of the 1978 enrollees. Also, the study found only slight changes in the age of applicants: In 1968, 57 percent of the enrollees were 17 years of age or under versus 50 percent in 1978.

While the 1979 Job Corps study represents the most current information available, it did not investigate in detail the characteristics of enrollees who terminated early.¹⁶ In particular, the study did not examine the question: Are younger and less educated corpsmembers most likely to leave the program early? And are there other characteristics which distinguish early terminees from those who actually complete the program?

There are, however, several older studies which examined characteristics of early terminees. For example, in 1966 Harris and Associates found that Job Corps graduates had more schooling and entered at a later age than did dropouts.¹⁷ Harris and Associates also found that younger corpsmembers (those under 18) were more likely to terminate because of fights or general dissatisfaction than those over 18.¹⁸

In 1973 Job Corps surveys indicated that:

The average length of stay for those under age 18 years at enrollment was 5.3 months compared with 6.3 months for those aged 19 or older. Nearly half of the youngest enrollees left the program within 90 days of arriving compared to 40 percent of the oldest enrollees.¹⁹

The 1973 studies also showed that the second most

common reason for termination involved absent without leave (AWOL) and disciplinary discharge reasons.

Apart from the above two studies, it appears that little research has been directed toward specific characteristics associated with early terminations. More recent research typically deals with cost/benefit estimates of Job Corps participation.

Job Corps Retention Problem

Early program data indicates that Job Corps has experienced difficulty in retaining trainees. For example, in 1967 the minority report of the House Committee of Education and Labor showed that more than 40 percent of the enrollees terminated in less than three months.²⁰

In the 1970 Manpower Report to the President, then Secretary of Labor Shultz said that "extremely high dropout rates in the first 30 days following enrollment cast doubt on the wisdom of locating enrollees far from home and in isolated areas."²¹

Current Job Corps studies show that dropout rates have decreased only negligibly since 1968.²² For example, according to a 1980 study, average length of stay in 1968 was 5.5 months, 5.6 months in 1973 and 5.7 months in 1978.²³

It should be pointed out that Job Corps benefits are related to length of participation in the program. For example, Job Corps studies show that the longer a corpsmember remains in the program the better he or she does economically. The following chart shows employment rate and starting wage of 1978 terminees.²⁴

<u>Months in Job Corps</u>	<u>Employment Rate</u>	<u>Monthly Starting Wage</u>
0 to 3	61.1	\$285
4 to 6	65.6	306
7 to 9	72.6	316
10 to 12	77.3	334
13 to 15	79.2	339
Over 15	79.5	347

Clearly those who remain longer do the best in wage benefits.

To reduce the early termination problem, a number of centers have been located in urban areas closer to the corpsmembers' homes. Also, several financial programs have been added as incentives to prolong trainee participation.²⁵ However, early turnover of corpsmembers continues to represent a major challenge to Job Corps.

The Inland Empire Center

The Inland Empire Center was opened in January of

1979. It is operated for the Inland Manpower Association and the U.S. Department of Labor by RCA service company's Educational Service Division. There are 311 corpsmembers currently enrolled in the coeducational program.²⁶

In addition to a comprehensive academic program stressing basic skills the center offers vocational training for financial occupations, carpentry, tile laying, clerical skills, culinary arts, welding and engine repair.²⁷ Personal development skills are stressed in student government programs and in residential dorm living situations.

The Inland Empire center represents an attempt to reduce early terminations by selecting corpsmembers who reside generally within close proximity to the city of San Bernardino. (Additional study would be needed to measure the effect of such acceptance procedures on termination rates -- that is, to answer the question: Is there a relationship between termination rates and the proximity of corpsmembers' home residences to the center?)

Research Hypothesis

The research at the Inland Empire center seeks to determine what characterizes corpsmembers who terminate

from the program early. The characteristics of race, sex, age and education were examined. These characteristics were selected since some of the previously cited research dealt specifically with these factors. Thus comparisons can be made between the research at the Inland Empire center and research at other Job Corps centers.

Another reason why these factors were selected was the universality and accessibility of the information. There was an abundance of information on the race, sex, age and education characteristics in the Inland Empire center files. In addition to these characteristics, the research also examined some of the reasons why corpsmembers terminate early.

A number of hypotheses were then established to examine the above characteristics. Several of these deal with previous research concerning corpsmembers' age and education. Also, for the most part the research compared Anglo with Hispanic and black corpsmembers.

The hypotheses are based on the way in which terminations are defined at the Inland Empire center. All terminations are broken down into three categories-- Category I, II and III.

Category I terminees are individuals who have actually completed all the required training programs.²⁸ Such corpsmembers are referred to as Category I completors

or graduates and, as previously indicated, remained an average of 295 days in the program.

The second classification, Category II, involves individuals who have remained in the program for at least 90 days, and generally quite a bit longer. However, these corpsmembers have not completed all of the required training and are not considered "Maximum Benefit Completers." (See Footnote 28.)

Category III individuals are those who terminated prior to 90 days in the program. As indicated, these corpsmembers averaged only 40 days participation.

The longer a corpsmember remains in the program, presumably the more he or she gains. Therefore, Category I terminations are most desirable, with Category III terminations being least desirable.

Mainly data from Category I and III have been examined. The reason is that this research seeks to compare the two "extremes" -- those who drop out early with those who actually complete the program. While Category II corpsmembers terminate after an average of 200 days, the main challenge to Job Corps involves retaining Category III terminees who remain an average of only 40 days.

The following table summarizes the three categories:

TABLE 1

Category Descriptions²⁹

Category No.	Description
Category I	Corpsmember has completed all required Job Corps training; is referred to as a "completor" or as a Job Corps graduate. Average length of stay: 295 days
Category II	Corpsmember has remained for at least 90 days; has completed some training programs, but not the complete course. Average length of stay: 200 days
Category III	Corpsmember has terminated within 90 days; has completed minimal training or no training at all. Average length of stay: 40 days

The first two hypotheses concern whether race can be used as a predictor of success at Job Corps.

Hypothesis 1--Blacks are more likely to be Category I completors than Anglos or Hispanics.

Hypothesis 2--Anglos and Hispanics are more likely to be Category III early terminees than blacks.

Hypotheses 1 and 2 are based on the assumption that blacks as opposed to Anglos and Hispanics are more highly motivated and thus most likely to succeed.

Harris and Associates found increased motivation of blacks in their 1966 study:

Negroes who enter Job Corps appear to be a more highly motivated group than whites. Negroes tend to be working more than the whites pre-Job Corps and have more schooling than whites. They tend to appreciate school more than the whites. Seventy-seven percent of the Negroes compared with 59 percent of the whites said they found school worthwhile.³⁰

Of course, simply because blacks show a stronger propensity towards education does not mean they will be less likely to drop out of Job Corps. Hypotheses 1 and 2, therefore, examine if indeed blacks are less likely to drop out of the Inland Empire program.

Hypotheses 3 through 6 examine whether sex can be used as a predictor of success at Job Corps.

Hypothesis 3--Males are more likely than females to be Category I completors.

Hypothesis 4--Within each racial classification males are more likely than females to be Category I completors.

Hypothesis 5--Females are more likely than males to be Category III early terminees.

Hypothesis 6--Within each racial classification females are more likely than males to be Category III early terminees.

Hypotheses 3 through 6 suggest that males regardless

of race are more likely to be Job Corps completors than females. According to a 1973 Job Corps survey, "Younger female enrollees tend to drop out of the program sooner and have a harder time finding jobs when they leave."³¹

Perhaps one explanation for increased female dropout rates involves attitudes of corpsmember officials during the early stages of the program. According to Levitan officials were "less than enthusiastic" about increasing female participation in Job Corps.³² This lack of enthusiasm was caused by, among other things, the feeling that females would soon marry and thus reduce the impact of their training.

However, with changes of attitudes in recent years, females have been accepted more readily into Job Corps. Yet one might speculate that females still experience a difficult time and thus, for whatever reason, are likely to drop out sooner than males. Hypotheses 3 through 6 examine this question.

Hypotheses 7 and 8 examine whether age can be used as a predictor of success at Job Corps.

Hypothesis 7--Category I completors will have enrolled in Job Corps at a later age than Category III early terminees.

Hypothesis 8--Within each racial classification Category I completors will have enrolled in Job Corps at a later age than Category III early terminees.

As indicated Job Corps surveys show that younger corpsmembers tend to drop out sooner than older corpsmembers. Hypotheses 7 and 8 seek to determine whether this is true at the Inland Empire center and if so, would it hold true regardless of racial classification.

Hypotheses 9 through 12 examine whether education can be used as a predictor of success at Job Corps.

Hypothesis 9--Category I completors are more likely to be high school graduates than Category III early terminees.

Hypothesis 10--Within each racial classification Category I completors are more likely to be high school graduates than Category III early terminees.

Hypothesis 11--Category I completors who are not high school graduates will have enrolled in Job Corps with a higher level of education than Category III early terminees.

Hypothesis 12--Within each racial classification Category I completors who are not high school graduates will have enrolled in Job Corps with a higher level of education than Category III early terminees.

As indicated surveys have demonstrated a relationship between pre-Job Corps enrollment education and the likelihood of success: better educated corpsmembers are more likely to be completors. Hypotheses 9 through 12 attempt to determine if this relationship

holds true at the Inland Empire center.

The final hypotheses involve the reasons for Category III early terminations.

Hypothesis 13--Hispanics and blacks are more likely to terminate for AWOL reasons than Anglos.

Hypothesis 14--Hispanics and blacks are more likely to terminate for disciplinary reasons than Anglos.

Although the various reasons why corpsmembers terminate are not characteristics as such, it is felt that this information would be helpful in determining an early terminatee profile--that is, the characteristics of early terminatees.

The reasons for termination could be analyzed in a variety of ways. However, this research is directed towards the two "negative" reasons, namely absent without leave and disciplinary terminations. Further, this analysis seeks to determine whether corpsmembers of a particular racial classification experience more of a given kind of termination than another.

For purposes of research it is hypothesized that Hispanics and blacks terminate more often than Anglos for AWOL and disciplinary reasons. A possible justification for this hypothesis is that the Inland Empire center draws from Hispanic and black young people

who may have had gang contact prior to joining Job Corps. This possible gang contact is due in part to the active gang element in the West San Bernardino area. Of course, other factors could influence the hypothesized relationship between Hispanics and blacks and between AWOL and disciplinary terminations. For instance, cultural and social differences between races may affect such terminations.

In any event, additional research would be required to demonstrate whether a relationship does in fact exist between an individual's pre-Job Corps background and the reason he or she terminates from the program prematurely. Hypotheses 13 and 14 merely speculate this relationship exists.

Method of Study

After obtaining the necessary permission from Job Corps officials, personnel files were examined of the 745 corpsmembers who left between the center's opening in 1979 and January of 1981. Throughout the study I refer to these individuals as "total study participants" or terminees. Also, there was a small number of files which were not examined since they lacked all the information needed.

Three-by-five cards were prepared on each total study participant which included information on race, sex, age, education, enrollment and exit data, reason for termination and termination category. A series

of tables were then prepared indicating the various characteristics according to Categories I and III.

Finally, the research does not comment on racial classifications other than Anglo, Hispanic and black. The Asian and miscellaneous race categories represented such relatively small numbers that valid comparisons would be inappropriate. Therefore, race classifications other than Anglo, Hispanic and black have been combined into a category referred to as "other."

RESULTS

Hypotheses 1 & 2 Race as a Predictor of Success at Job Corps

As indicated 745 corpsmembers terminated from the Inland Empire program between its inception in 1979 and January, 1981, the date of this study.³³ Of this total, 57 percent of the terminations involved Hispanic and black corpsmembers.³⁴

Hypotheses 1 and 2 examine whether blacks did the best in terms of length of stay at Job Corps. Specifically, did blacks account for a higher percentage of Category I completors than Anglos and Hispanics? Conversely, did Anglos and Hispanics account for a higher percentage of Category III early terminees than blacks?

Hypothesis 1--Blacks are more likely to be Category I completors than Anglos or Hispanics.

Hypothesis 2--Anglos and Hispanics are more likely to be Category III early terminees than blacks.

Table 2 indicates race by termination category:

TABLE 2

Race by Termination Category
Categories I & III

Race	Category I Completers		Category III Early Terminees		Total Study Participants Categories I, II & III	
	No.	Percent	No.	Percent	No.	Percent
Anglo	40	36	132	36	251	34
Hispanic	32	29	140	39	262	35
Black	26	24	64	18	163	22
Other	12	11	24	7	69	9
Total	110	100	360	100	745	100

As can be seen from Table 2, Anglos account for 34 percent of the total study participants and 36 percent of Category I completors. Blacks account for 22 percent and 24 percent respectively. Hispanics on the other hand account for 35 percent of total study participants, but only 29 percent of Category I completors.

Thus, Hypothesis 1 is rejected. While blacks are more likely than Hispanics to be Category I completors, they are not more likely than Anglos. The hypothesis stated that blacks would be more likely than both Anglos

and Hispanics to be Category I completors.

Hypothesis 2 suggested that Anglos and Hispanics are more likely to be Category III early terminees than blacks. Hypothesis 2 is accepted: Both Anglo and Hispanic participation in Category III increases over their total study participation (34 to 36 percent for Anglos and 35 to 39 percent for Hispanics). However, while blacks account for 22 percent of total study participants, they only account for 18 percent of Category III early terminees.

It appears that Hispanic corpsmembers have the highest Category III dropout rates and the lowest Category I completion rates. Their participation in Category I decreases by 6 percent and increases by 4 percent in Category III. On the other hand, Anglo participation increases by 2 percent in Category I, but decreased by 2 percent in Category III. Black corpsmembers do well in both instances--their participation in Category I increases by 2 percent while it decreases in Category III by 4 percent.

It should be added that the above differences between racial classifications should not lead one to conclude that Hispanics are relatively unsuccessful at the Inland Empire center. Rather, these figures show the tendency of Hispanic corpsmembers to terminate from the program sooner than Anglos and blacks. However, it may

be that the quality of participation (i.e., what one actually learns) as opposed to the quantity (i.e., the actual length of time in the program) would distinguish Hispanics from Anglos and blacks.

Therefore, another factor that should be considered is the number of days of participation in Job Corps. Presumably, the longer individuals remain in the program, the more they benefit, keeping in mind that quantity of time may not always mean quality of participation. For instance, a particular corpsmember could remain substantially longer than another but due to, say, frequent inattention or illness not receive near the value that the shorter-term corpsmember receives.

As indicated, Hispanic corpsmembers account for a larger number of Category III terminees and a smaller number of Category I completors.

Table 3 examines the actual number of days of participation by racial classification:

TABLE 3

Days of Participation by Race

Race	Category I Completers	Category III Early Terminees	Category I, II, III Total
	Average No. Days	Average No. Days	Average No. Days
Anglo	298	47	129
Hispanic	275	45	134
Black	323	42	161

According to Table 3 blacks remain an average of 161 days, Anglos 129 days and Hispanics 134 days. Black completors (Category I column) remain an average of 25 days longer than Anglos and 48 days longer than Hispanic completors.

Taken as a whole it appears that blacks do somewhat better at Job Corps in likelihood of completion and duration of stay.

Hypotheses 3-6
Sex as a Predictor of Success at Job Corps

It has been suggested that one's sex affects length of participation in Job Corps.³⁵ The question now involves whether male enrollees account for a relatively higher percentage of Category I completors and, similarly, a relatively lower percentage of Category III early terminees. In other words, are males more likely to actually complete Job Corps and, conversely, less likely to terminate early? Further, does this relationship hold true regardless of race?

For the purpose of examination these questions are broken into four hypotheses:

Hypothesis 3--Males are more likely than females to be Category I completors.

Hypothesis 4--Within each racial classification males are more likely than females to be Category I completors.

Hypothesis 5--Females are more likely than males to be Category III early terminees.

Hypothesis 6--Within each racial classification females are more likely than males to be Category III early terminees.

Table 4 indicates the male-female relationship:

TABLE 4

Sex by Termination Category
Categories I & III

Category I Completers				Category III Early Terminees				Total Study Participants Categories I, II, III			
Male No.	Female %	Male No.	Female %	Male No.	Female %	Male No.	Female %	Male No.	Female %	Male No.	Female %
72	65	38	35	219	61	141	39	449	60	296	40

According to Table 4, males account for 60 percent of total study participants and 65 percent of Category I completors. On the other hand, females account for 40 percent of total study participants but only 35 percent of Category I completors. In other words, male participation increases in Category I relative to their total study participation, but female participation decreases. Thus, Hypothesis 3 is accepted: Male corpsmembers are more likely to be Category I completors.

Hypotheses 5 and 6 question whether the male-female relationship (i.e., males are more likely to complete the program) will hold true regardless of race. Table 5 examines this question:

TABLE 5

Sex by Race and Termination Category
Categories I & III

Race	Category I Completers				Category III Early Terminees				Total Study Participants All Categories*			
	Male No.	Female No.	Male %	Female %	Male No.	Female No.	Male %	Female %	Male No.	Female No.	Male %	Female %
Anglo	25	15	62½	37½	90	42	68	32	160	108	60	40
Hispanic	21	11	66	34	74	66	53	47	154	91	63	37
Black	14	12	54	46	36	28	56	44	85	78	52	48
Other	12	0	100	0	19	5	79	21	50	19	72	28

*Includes Category II

Based on Table 5 the following relationships can be seen:

Anglo males make up 60 percent of total study participants and 62.5 of Category I completors. Anglo females make up 40 percent of total study participants, but only 37.5 of Category I completors.

Hispanic males make up 63 percent of total study participants and 66 percent of Category I completors. Hispanic females make up 37 of total study participants, but only 34 percent of Category I completions.

Black males make up 52 percent of total study participants and 54 percent of Category I completors. Black females make up 48 percent of total study participants, but only 46 percent of Category I completors.

As mentioned, Hypothesis 4 suggested that within each racial classification males are more likely to be Category I completors. Based on the above relationships, Hypothesis 4 is valid. In each case male participation in Category I increases relative to their overall study participation while female participation in Category I decreases.

The final two hypotheses, 5 and 6, examine the male-female relationship within Category III. As can be seen from Table 4, males account for 60 percent of total study participants and 61 percent of Category III early terminees. Females account for 40 percent of total study participants, but only 39 percent of Category III early terminees. Therefore, it appears that males rather than females are more likely--but only slightly so--to be Category III early terminees.

Therefore, Hypothesis 5 is rejected since females are not more likely to be Category III early terminees. Hypothesis 6 suggested that within each racial classification females are more likely to be Category III early terminees.

Based on Table 5 the following relationships can be seen:

Anglo males make up 60 percent of total study participants and 68 percent of Category III early terminees. Anglo

females make up 40 percent of total study participants but only 32 percent of Category III early terminees.

Hispanic males make up 63 percent of total study participants and 53 percent of Category III early terminees. Hispanic females make up 37 percent of total study participants and 47 percent of Category III early terminees.

Black males make up 52 percent of total study participants and 56 percent of Category III early terminees. Black females make up 48 percent of total study participants but only 44 percent of Category III early terminees.

According to the above Hypothesis 5 is rejected.

Both Anglo and black male participation in Category III increases. However, Anglo and black female participation in Category III decreases with the exception of Hispanic females. In this case female Hispanic participation increases from 37 percent total study participants to 47 percent of Category III early terminees. For whatever reason Hispanic females are the group most likely to be Category III early terminees.

In summary, the results of Hypothesis 5 suggest that when all races are combined, males are more likely to be Category III early terminees. When broken down by race, however, Hypothesis 6 suggests this to be true only for Hispanic females. That is, it is Anglo and black males--not Anglo and black females--who are more

likely to be Category III early terminees.

Finally, with regard to Category I completors, both Hypotheses 3 and 4 are accepted. Males are more likely to be Job Corps completors regardless of their racial classification.

Hypotheses 7 & 8
Age as a Predictor of Success at Job Corps

As already discussed, research has shown a relationship between the age at which one enters Job Corps and the length of participation in the program. Generally, individuals who enroll at an older age remain longer than those who enroll at an earlier age.

With respect to the Inland Empire center the research examines whether this relationship holds true there as well. Therefore, the following hypotheses were examined:

Hypothesis 7--Category I completors will have enrolled in Job Corps at a later age than Category III early terminees.

Hypothesis 8--Within each racial classification Category I completors will have enrolled in Job Corps at a later age than Category III early terminees.

Based on the findings at the Inland Empire center,

Category I completors averaged 19.01 years of age at the time they initially entered the program. Category III early terminees averaged 18.03 years of age at the time of their initial enrollment. (Note that 19.01 and 18.03 years of age do not represent the average age upon completing the program or at some point during the program, but the actual age at the time of initial enrollment.)

Category I completors entered Job Corps on the average a year older than did Category III early terminees. Therefore, Hypothesis 7 is accepted. Category I completors tend to enroll in Job Corps at later ages than Category III early terminees.

I also wanted to see if the age-termination relationship held true regardless of race. Table 6 shows the actual average age by race at the time of the corpsmembers' initial enrollment:

TABLE 6

Average Enrollment Age by Race
Categories I & III

Race	Category I Terminations	Category III Terminations	Total Average Age All Categories
Anglo	19.08	17.95	18.19
Hispanic	18.84	18.11	18.27
Black	19.31	18.01	18.17

According to Table 6 the average age of Anglo Category I and III corpsmembers at the time of enrollment is 19.08 and 17.95 years respectively. Similarly, the average age of Hispanic Category I and III corpsmembers at the time of enrollment is 18.84 and 18.11 years respectively. Finally, the average age of black Category I and III corpsmembers at the time of enrollment is 19.31 and 18.01 years respectively.

Therefore, by racial category the hypothesis is valid. Within each racial classification Category I completors tend to enroll in Job Corps at later ages than Category III early terminees. Clearly, older corpsmembers regardless of race are more likely to graduate from Job Corps.

A final observation can be made by comparing average admission ages by racial classification. According to Table 6 the Anglos and blacks average 18.19 and 18.17 years of age respectively. On the other hand, Hispanic corpsmembers are slightly older, averaging 18.27 years of age. Since the ages of the three major racial classifications are so close, it would seem that any conclusions would not be appropriate.

Hypotheses 9 -12
Education as a Predictor of Success at Job Corps

Harris and Associates found that individuals who complete the required training (i.e., were Category I completors) entered the program at a higher level of education than those who did not complete the program. The research now examines whether this holds true at the Inland Empire center. In particular, it examines the level of education for both high school graduates and non-high school graduates.

Hypothesis 9--Category I completors are more likely to be high school graduates than Category III early terminees.

Hypothesis 10--Within each racial classification Category I completors are more likely to be high school graduates than Category III early terminees.

Hypothesis 11--Category I completors who are not high school graduates will have enrolled in Job Corps with a higher level of education than Category III early terminees.

Hypothesis 12--Within each racial classification Category I completors who are not high school graduates will have enrolled in Job Corps with a higher level of education than Category III early terminees.

Table 7 indicates education by race and termination category:

TABLE 7

Education by Race and Termination Category
Categories I & III

Race	Category I Completors					Category III Early Terminees				
	Total	# H.S. Grad	% H.S. Grad	Non-Grad Total*	Educ Level	Total	# H.S. Grad	% H.S. Grad	Non-Grad Total*	Educ Level
Anglo	40	24	60	11	9.91	132	13	10	65	9.78
Hispanic	32	19	59	9	10.43	140	18	13	61	8.94
Black	26	10	38	7	10.29	64	11	17	41	10.19
Other	12	4	33	6	***	24	6	50	12	***
Total	110	57	52**	31	10.14**	360	48	13**	179	9.57**

*Some terminee files lack education level information for non-high school graduates. Therefore, "total" numbers represent the total information available.

**Figure represents average percent for column.

***Information not available.

According to Table 7 high school graduates account for 52 percent of Category I completors, but only 13 percent of Category III early terminees. Therefore, Hypothesis 9 is valid. Category I completors are more likely to be high school graduates than Category III early terminees.

This finding holds true when the results are broken down by race. Sixty percent of Anglo Category I completors are high school graduates versus only 10 percent in Category III. Likewise, 59 percent of Hispanic Category I completors are high school graduates versus only 13 percent in Category III. And 38 percent of black Category I completors are high school graduates versus 17 percent in Category III. Therefore, Hypothesis 10 is accepted. Within each racial classification Category I completors are more likely to be high school graduates than Category III early terminees.

In addition, Hypotheses 11 and 12 suggest that the level of education for non-high school graduates is higher in Category I than in Category III. In other words, Job Corps completors will have initially enrolled with a higher level of education (for non-high school graduates) than Category III early terminees.

According to Table 7 the average level of education for non-graduate Category I completors is 10.14 grades versus 9.57 grades for non-graduate Category III early terminees. Therefore, Hypothesis 11 is accepted. Category I completors who are not high school graduates did in fact enroll with a higher level of education than Category III early terminees.

Similarly, Hypothesis 12 indicates the same results when broken down by racial class. The grade level for Category I and Category III Anglos is 9.91 and 9.78; for Hispanics 10.43 and 8.94; and for blacks 10.29 and 10.19 respectively. Therefore, Hypothesis 12 is valid.

It appears that both high school graduation and the actual grade level for non-high school graduates can be used as a predictor of success at Job Corps.

Hypotheses 13 & 14
Reasons for Termination as a Predictor
of Anglo Success at Job Corps

The final hypotheses examine the kinds of reasons given for Category III terminations. The Inland Empire center has established four general reasons for terminations. First, a corpsmember may simply resign from the program (the designation for resigning is "RES."). Reasons for such terminations include family

problems, personal adjustment difficulties of generally a non-serious nature, returning to high school or securing employment.

The second category involves individuals who are absent without leave (AWOL). Usually corpsmembers are terminated if they are AWOL for a period of 15 days or more.

Third, corpsmembers are allowed to resign in lieu of disciplinary action (RLD). For instance, a corpsmember who has violated a center rule may be allowed to resign without participating in a formal disciplinary hearing.

The final reason for termination involves the center initiating the discharge for disciplinary reasons (DID). In this instance corpsmembers are not allowed to resign of their own volition but are released, usually for a relatively serious infraction of center rules.

As indicated, it has been suggested that Hispanic and black corpsmembers are more likely to terminate for "negative" reasons than Anglos. Negative reasons have been defined as involving absent without leave (AWOL) and disciplinary terminations.

Again, the justification for this assertion involves the possible influence gang-related activities may have upon Hispanic and black youths who enter Job Corps. It is assumed here that one's pre-Job Corps

experience may influence why he or she terminates prematurely.

However, it was pointed out that other research is needed to demonstrate if such a cause-effect relationship does indeed exist. Specifically, one would need to interview all terminees to establish the nature of their pre-Job Corps experience. A variety of background factors in addition to possible gang activity would need to be considered. This information would then be correlated with the reasons for terminations. Such research is beyond the scope of this paper.

Hypotheses 13 and 14 then only suggest that a relationship exists between Hispanics and blacks and the reasons why they terminate, that is for AWOL and disciplinary reasons.

Hypothesis 13--Hispanics and blacks are more likely to terminate for AWOL reasons than Anglos.

Hypothesis 14--Hispanics and blacks are more likely to terminate for disciplinary reasons than Anglos.

Table 8 indicates reasons for termination within Category III:

TABLE 8

Reasons for Termination
Category III

Race	Resignation		Absent w/o Leave		Disciplinary Reasons & Resign in Lieu of Disciplinary Action		Total Terminations Category III*	
	No.	Per- cent	No.	Per- cent	No.	Percent	No.	Percent
Anglo	67	38	43	39	19	28	132	37
Hispanic	74	42	33	30	31	46	140	38
Black	23	14	24	22	14	21	64	18
Other	10	6	10	9	3	5	24	7
Total	174	100	110	100	67	100	360	100

*Includes "other reasons."

According to Table 8 Anglos make up 37 percent of Category III and 39 percent of AWOL terminations. Blacks make up 18 percent of Category III and 22 percent of AWOL terminations. Hispanics make up 39 percent of Category III, but only 30 percent of AWOL terminations. Hypothesis 13 suggested that Anglos are less likely to terminate for AWOL reasons. However, it can be seen that Hispanics--rather than Anglos--are the least likely to terminate for AWOL reasons. Therefore, Hypothesis 13 is rejected.

Hypothesis 14 suggested that Anglos are least likely to terminate for disciplinary reasons. According to Table 8, Hypothesis 14 is accepted. While Anglos make up 37 percent of Category III they account for only 28 percent of the disciplinary resignation classification. On the other hand Hispanics account for 39 percent of Category III and 46 percent of the disciplinary-resignation classification with blacks accounting for 18 percent and 21 percent respectively. Therefore, Anglos are least likely to terminate for disciplinary reasons.

DISCUSSION

Summary and Analysis

The characteristics of race, sex, age and education were examined by termination Categories I and III. In addition, two reasons for terminations (AWOL and disciplinary) were examined by racial classification within Category III.

Of the characteristics it would seem that a corpsmember's age and education are the most valid predictors of success at the Inland Empire center. These findings agree with similar research done at other Job Corps centers and cited elsewhere in this paper.

Older corpsmembers are much more likely to complete the required training than younger corpsmembers. Also, older individuals remain longer in the program than younger ones regardless of whether they actually graduate. And this relationship holds true regardless of race.

While this study did not correlate age with education, it would seem reasonable that older corpsmembers account for a higher percentage of high school graduates than younger corpsmembers. Younger

corpsmembers usually have the option to return to school which may help explain their higher turnover rate.

The second strong predictor of success is education. Better educated individuals are more likely to complete Job Corps training than lesser educated ones, especially if they have graduated from high school. Nearly 50 percent of Category I completors were high school graduates; however, only 13 percent of Category III terminees were high school graduates.

On the other hand, there did not appear to be as strong a relationship between the race and sex characteristics, although blacks did have the most favorable turnover ratio. With respect to the sex characteristic, the differences are relatively insignificant: women are only slightly less likely to be Category I completors than males, and this relationship does not hold true when broken down by race.

The final prediction involved the hypothesis that Anglos are least likely to terminate for AWOL and disciplinary reasons. It does appear that Hispanics and blacks account for relatively more disciplinary terminations than Anglos. However, Anglos account for more AWOL terminations than Hispanics.

The reliability of such a prediction (i.e., blacks

and Hispanics are more likely to be terminated for disciplinary reasons) is not nearly as valid a predictor of success as are the age and educational characteristics. For instance, it seems more likely that a particular black may fail at Job Corps because he or she is young or undereducated than because of a propensity towards disciplinary problems.

Recommendations and Further Research

1. While younger and lesser educated individuals should still be encouraged to apply, in many instances recruiters may wish to explore alternatives to Job Corps for these individuals. Such alternatives could include returning to high school or seeking other vocational training not necessitating the kind of personal commitment successful participation in Job Corps requires.

Put another way, in spite of its practice to recruit the most underprivileged students, given the fact that nearly 50 percent of new applicants terminate within 40 days of enrollment, more selective recruiting procedures may be needed.

In addition, the case for more restrictive

recruiting may be strengthened by examining the method in which Job Corps computes its benefit/cost ratio. On a national basis Job Corps analysis indicates that benefits exceed costs by \$251 per corpsmember after all factors are considered (see page 5).

It may be that this analysis should be done individually for each category, particularly Category III. Lumping all categories together, which appears to be the method Job Corps uses, may overstate the benefits relative to costs. This is because Category I and II corpsmembers remain much longer in the program (295 and 200 days respectively, versus 40 days on the average for Category III corpsmembers). Computing benefit/cost analysis by individual category may show that Category III costs far exceed benefits and thus strengthen the argument for more selective recruiting practices.

2. At the Inland Empire center the first week orientation program attempts to ease the transition between the corpsmembers' pre-Job Corps activities (which may be fairly undisciplined) and the rigorous schedule at the center. Generally, all new trainees participate in the same orientation program (introductory

classes, tours, residential housing orientation, et cetera).

Simply being aware that younger and less educated corpsmembers are more likely to drop out early (as this research so indicates) could lead to increased individualized training on the part of Job Corps staff. Particular attention could be given to younger corpsmembers provided it does not give the appearance of singling out a particular group.

3. Additional research could be done to determine why Hispanic females experience such a high dropout rate as opposed to Anglo and black females. Perhaps cultural differences exist which, if understood, would help to reduce this problem.
4. The data suggests that disciplinary reasons for termination characterize black corpsmembers more than Anglos or Hispanics. Further research is needed to see why this difference exists and what corrective steps can be taken. Similarly, it would be interesting to know why Hispanic corpsmembers are considerably less likely to terminate for AWOL reasons than Anglos and blacks.

5. As this research indicates, high school graduates are more likely to be Category I completors than non-high school graduates. Based on various personal observations and conversations with staff, I found that many corpsmembers place a higher priority on vocational training versus academic training.

In other words, the desire to learn a job skill is often at the expense of academic preparation. In light of this research, corpsmembers who have not graduated should be encouraged to obtain their high school education (which is available at Job Corps) even if it means delaying vocational skill development.

Closing Remarks

The purpose of this paper was to identify various new enrollee characteristics which could be used as predictors of success at Job Corps. It was suggested that such information would enable Job Corps staff to focus on some of the reasons why the Inland Empire center experiences such as high turnover rate. The characteristics of race, sex, age and educational background were examined.

Previous research demonstrates that age and education

are related to turnover rates: Younger and less educated corpsmembers simply do not do as well in the program. My research showed this to be true at the Inland Empire center. In addition, I found the characteristics of race and sex to be related to turnover rates but not nearly as strong as age and education.

There appears, I believe, to be somewhat of a contradiction in Job Corps recruiting practices. The very applicants who would benefit most by the program (i.e., the most disadvantaged youth in terms of age, education, family background, and so on) appear to be the ones least likely to succeed. Yet Job Corps continues to recruit these individuals.

To repeat, nearly 50 percent of Inland Empire center Job Corps enrollees remained in the program for an average of only 40 days. And such individuals (namely Category III) generally were the youngest and least educated corpsmembers.

Job Corps may be the "last ditch" hope for many youth, especially the most disadvantaged. Hopefully, efforts will be successful to retain more corpsmembers. But I would suggest that more restrictive recruiting may be justified if Job Corps retention problems do not improve.

If Job Corps adopted more restrictive recruiting

practices, it would lead to the inevitable questions: What will happen to the disadvantaged youth now rejected by Job Corps? If for some Job Corps is truly a last resort training program, where will those turned down go? Such questions defy easy solutions, but we should seek to find answers nonetheless.

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1. This information is based upon my research at the San Bernardino Inland Empire Job Corps Center.
2. 42 United States Code 2701.
3. Ibid.
4. Levitan, Sar A. and Benjamin H. Johnson, "Job Corps Experience with Manpower Training," Monthly Labor Review, October, 1975 p. 3.
5. Office of the Federal Register, National Archives and Records Service, General Services Administration, Comprehensive Employment and Training Act, Job Corps Program, (Washington D.C.: U.S. Government Printing Office), October 31, 1975, Subparts 97a24, 97a52, 97a53 and 97a73.
6. U.S. Department of Labor and U.S. Department of Health, Education and Welfare, Youth Knowledge Development Report 3.2--Assessment of the Job Corps Performance and Impacts, Volume I, (Washington D.C.: U.S. Government Printing Office), April, 1980, pp. i-ii.
7. Ibid.
8. Ibid.
9. "Structure and Programs of the Job Corps," Congressional Digest, January, 1968, p. 4.
10. U.S. Department of Labor and U.S. Department of Health, Education and Welfare, Employment and Training Report of the President, (Washington, D.C.: U.S. Government Printing Office), 1979, p. 171.
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12. U.S. Department of Labor and U.S. Department of Health, Education and Welfare, Youth Knowledge Development Report 3.2--Assessment of the Job Corps Performance and Impacts, Volume I,

(Washington D.C.: U.S. Government Printing Office), April, 1980, p. 12.

13. U.S. Department of Labor and U.S. Department of Health, Education and Welfare, The Lasting Impacts of Job Corps Participation, (Washington D.C.: U.S. Government Printing Office), May, 1980, p. i.
14. U.S. Department of Labor and U.S. Department of Health, Education and Welfare, Youth Knowledge Development Report 3.2--Assessment of the Job Corps Performance and Impacts, Volume I, (Washington D.C.: U.S. Government Printing Office), April, 1980, p. 11.
15. Ibid., p. 3.
16. The study did examine the likelihood of a corps-member having a high school diploma or G.E.D. It found the following relationships (p. ii):

	Program Completers	Partial Completers	Early Dropouts
Probability of having a high school diploma or G.E.D.	+ .399	+ .143	+ .049

My research went into more detail examining both high school graduate information and actual level of education attained for non-high school graduates at the time of initial enrollment.

17. "Highlights of the 'Harris' Job Corps Survey," Congressional Digest, January 1968, p. 7.
18. Ibid., p. 8.
19. Levitan, Sar A. and Benjamin H. Johnson, The Job Corps, (Baltimore and London: The Johns Hopkins University Press), 1975, p. 22.
20. "The Question of the Effectiveness of the Job Corps to Date," Congressional Digest, January, 1968, p. 13.
21. U.S. Department of Labor, Manpower Report of the President, (Washington, D.C.: U.S. Government Printing Office) 1970, p. 71.
22. U.S. Department of Labor and U.S. Department of Health, Education and Welfare, Youth Knowledge

Development Report 3.2--Assessment of the Job Corps Performance and Impacts, Volume I, (Washington D.C.: U.S. Government Printing Office), April, 1980, p. 2.

23. Ibid.
24. Ibid.
25. U.S. Department of Labor, Employment and Training Administration, Office of Youth Programs, Youth Initiatives, (Washington, D.C.: U.S. Government Printing Office), 1978, pp. 112-113.
26. As of April, 1980, based on information obtained from the records department of the Inland Empire Job Corps Center.
27. Obtained from Inland Empire Job Corps promotional material.
28. According to Job Corps regulations, there are two types of Category I completors. First, "A program completion termination may only be given when a corpsmember has remained in the Job Corps for at least 90 days and has either: (i) satisfactorily completed an authorized vocational training program; or (ii) been accepted for additional education or training by such an organization as a high school or college, an apprenticeship program, or a technical school; or (iii) qualified for entry into the armed forces...."
 The second type of Category I completor is referred to as a maximum benefit completor. In this instance the corpsmember has not completed an authorized training program but has "achieved as much total benefit from the total Job Corps program as his abilities will allow," (Quotes from Federal Registrar).
 For purposes of this research, both types of completors are included when I refer to Category I terminations. As a practical matter there were a relative handful of maximum benefit completors-- i.e., most Category I terminees actually completed an authorized Job Corps program.
29. Information obtained from the Inland Empire Job Corps Center. The "average length of stay" information is based upon my research at the center.
30. "The Question of the Effectiveness of the Job Corps to Date," Congressional Digest, January, 1968, p. 7.

- 31. Levitan, Sar A. and Benjamin H. Johnson, The Job Corps, (Baltimore and London: The Johns Hopkins University Press), 1975, p.22.
- 32. Levitan, Sar A., Antipoverty Work and Training Efforts: Goals and Reality, (Washington D.C.: National Manpower Policy Task Force), 1970, p. 17.
- 33. Based upon my research at the Inland Empire center.
- 34. Ibid.
- 35. Levitan, Sar A. and Benjamin H. Johnson, The Job Corps, (Baltimore and London: The Johns Hopkins University Press), 1975, p. 22.

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