

Youth Can Work!

Chartering Youth Councils Under the Workforce Investment Act

Essential Principles for Workforce
Investment Boards As They Establish
Youth Councils



The John J. Heldrich Center for Workforce Development
Edward J. Bloustein School of Planning & Public Policy
Rutgers University, New Brunswick, NJ

October 1999

Youth Can Work!
Chartering Youth Councils Under the Workforce Investment Act

Table of Contents

Chapter 1. A CHOICE TO LEAD	1
Chapter 2. TROUBLING INDICATORS	3
Chapter 3. CHARTERING A YOUTH COUNCIL	5
Chapter 4. PLANNING FOR SERVICES	9
Chapter 5. THE IMPORTANCE OF YOUTH DEVELOPMENT	11
Chapter 6. THE NECESSARY INGREDIENTS	17
Chapter 7. THE BEST AND BRIGHTEST: SELECTING YOUTH PROVIDERS	21
Chapter 8. RESULTS MATTER!	23
ACKNOWLEDGEMENTS	25
RESOURCES	26

Overview

“We can’t go forward unless everybody moves forward. We can’t believe in the next century until every child believes he or she has a future in the next century. We will either work to build our children, or we can continue to build more jails. We must build our nation’s youth.”
General Colin Powell

This guide offers an initial framework for developing Youth Councils under the Workforce Investment Act. It is the first in a series of occasional monographs and guidebooks from the Heldrich Center that will offer guidance and advice to policymakers and practitioners working on this new national commitment to youth. This primer will help Workforce Board and Youth Council members:

- ✓ Understand the requirements, responsibilities, and opportunities in the new Workforce Investment Act as Workforce Investment Boards develop youth councils;
- ✓ Understand the balance between the concepts of “youth employment” and “youth development” required under WIA;
- ✓ Navigate the transition from the Job Training Partnership Act (JTPA) to WIA;
- ✓ Understand and use “best practices” in many areas of employment, training, and youth development;
- ✓ Develop new resources and support for the new youth councils and their work.

To follow up on issues raised in this report, or to learn more about Heldrich Center publications and resources, contact Laurie Santos, Project Manager; 732/932-4100 ext. 435; also visit the Heldrich Center web site at www.heldrich.rutgers.edu.

Chapter 1:

A Choice to Lead: WIA Provides Historic Opportunity for Making Youth Employment Work

As we approach the new millenium, the stakes for young people are very high. The rapid changes taking place in our economy require constant improvement and innovation in youth development. Our technology-driven economy has placed a high premium on skills and literacy, while our mass culture encourages ferocious consumption, fast results, and short cuts to success. The existence of a newly-designed stock of federal funds that can be used with great local flexibility provides an opportunity to build on the best of youth programs, create new ones, and energize youth employment and development efforts across the country.

Under the Workforce Investment Act (WIA) of 1998, existing youth training, summer employment, and youth funding streams are consolidated into block grants that provide local areas with greater discretion in determining how to serve youth. WIA incorporates the growing consensus of researchers and practitioners that young people making the transition to working adulthood need more than narrow training and skills programs. Programs must address the development of the entire individual through services such as mentoring, community service, leadership, and team-building skills and capabilities.

WIA incorporates the growing consensus of researchers and practitioners that young people making the transition to working adulthood need more than narrow training and skills programs to be prepared. Programs must address the development of the entire individual through services such as mentoring, community service, leadership and team-building skills and capabilities.

An additional \$250 million per year, authorized as Youth Opportunity Grants, will be administered by the reborn National Youth Office at the U.S. Department of Labor, reopened for the first time in twenty years under director Lorenzo Harrison. According to the DOL, the goal of the initiative is to “assist all youth, particularly those out of school, to acquire the necessary academic, technical, and workplace skills and work experience to successfully transition into adulthood, careers, and further education and training.” Special emphasis is placed on increasing “the long-term employment of youth who live in empowerment zones, enterprise communities, and high-poverty areas.”

While the goals of the new youth initiatives may sound familiar, the philosophy behind the words is new. Youth Councils, within Workforce Investment Boards, will

select and oversee youth development and employment initiatives. These Youth Councils will act as the focus for leadership and change in youth activities within local jurisdictions. Programs will be accountable, performance-based, and evaluated by results against established benchmarks. By controlling these funds, the WIBs and Youth Councils will be in a strong position to stimulate broad-based change, reward innovation, and improve performance in youth development and youth organizations. The Youth Councils can provide a fresh start for leadership and private sector support in youth policy, and act as a platform for new policies, initiatives, and strategies.

With the impetus of the Workforce Investment Act, WIBs, and community leaders can undertake to plan coherent, effective programs that make public investments in our youth count, and ensure that our young people make the transition into an effective, working adulthood in harmony with the values of their communities. For Workforce Investment Boards, it is a time to choose change.

Chapter 2:

Troubling Indicators: Youth Trends in the New Economy

As states and local boards undertake the challenges of WIA and its youth provisions, it is important to understand that substantial numbers of Americans have not benefited from the nation's economic expansion. Among them are the millions of young Americans not attending college. High school graduates and dropouts face tough obstacles entering a labor market shaped by high-tech and service job growth in the suburbs and exurbs, where most of the low-skilled jobs are in retail and service companies offering little access to training and better jobs. Consider these disturbing trends:

- ✓ **Wages and Job Opportunities Have Declined.** Real income rates for 18-24 year olds have declined steadily since 1981, despite a decrease in the numbers of young people in the job market. Even while the numbers of youth were declining and reducing the competition for jobs, their employment rates fell. Full and part-time employment rates for young people were almost 3% lower in 1997 than they were in 1989. For minority youth, employment rates were 20% to 30% below their white counterparts. Young men in this age range were earning 33% less in real dollars than they were in 1989; young women, 16.5% less.
- ✓ **The Value of a High School Degree Is Declining.** Labor statistics show that high school graduates under age 24 are having serious difficulties in the labor market and in providing a decent quality of life for themselves. In 1997, nearly 50% of them were either unemployed or under-employed, or making earned wages insufficient to support a family.¹ Fewer high school graduates were employed full time in 1997 (60%) than in 1989 (64%).
- ✓ **The New Economy Leaves School Dropouts the Furthest Behind.** In 1997, only 35% of 16-24 year old dropouts were employed full time, compared with 82% for college graduates. Of high school dropouts working full time, 26% were earning less than the poverty-line income standard for a four-person family. Except for children living in families headed by 4-year college graduates, poverty rates for children were higher in 1997 than in 1989.
- ✓ **Increasing Social and Psychological Breakdowns.** The number of incarcerated young men under age 25 doubled between 1986 and 1995. Of the four million births per year in America, one in four is to an unmarried mother with less than a high school education. The rate of teen deaths by homicide per 100,000 more than doubled between 1985 and 1994.²

¹*The Forgotten Half Revisited: American Youth and Young Families, 1988-2008*, Samuel Halpern; Editor, American Youth Policy Forum, Washington, D.C., 1998.

²*Ibid.*

**THE LANGUAGE OF THE LAW
YOUTH COUNCILS**

**UNDER THE WORKFORCE INVESTMENT ACT
THE PROVISIONS FOR YOUTH COUNCILS ARE AS
FOLLOWS:**

- **ESTABLISHMENT**—THERE SHALL BE ESTABLISHED, AS A SUBGROUP WITHIN EACH LOCAL BOARD, A YOUTH COUNCIL APPOINTED BY THE LOCAL BOARD, IN COOPERATION WITH THE CHIEF ELECTED OFFICIAL FOR THE LOCAL AREA.
- **MEMBERSHIP**—THE MEMBERSHIP OF EACH YOUTH COUNCIL SHALL INCLUDE:
 1. MEMBERS OF THE LOCAL BOARD WITH SPECIAL INTEREST OR EXPERTISE IN YOUTH POLICY;
 2. REPRESENTATIVES OF YOUTH SERVICE AGENCIES, INCLUDING JUVENILE JUSTICE AND LOCAL LAW ENFORCEMENT AGENCIES;
 3. REPRESENTATIVES OF LOCAL PUBLIC HOUSING AUTHORITIES;
 4. PARENTS OF ELIGIBLE YOUTH SEEKING ASSISTANCE UNDER THIS SUBTITLE;
 5. INDIVIDUALS, INCLUDING FORMER PARTICIPANTS, AND REPRESENTATIVES OF ORGANIZATIONS, THAT HAVE EXPERIENCE RELATING TO YOUTH ACTIVITIES; AND
 6. REPRESENTATIVES OF THE JOB CORPS, AS APPROPRIATE; AND
- THE YOUTH COUNCIL **MAY INCLUDE** SUCH OTHER INDIVIDUALS AS THE CHAIRPERSON OF THE LOCAL BOARD, IN COOPERATION WITH THE CHIEF ELECTED OFFICIAL, DETERMINES TO BE APPROPRIATE.
- MEMBERS OF THE YOUTH COUNCIL WHO ARE NOT MEMBERS OF THE LOCAL BOARD SHALL BE VOTING MEMBERS OF THE YOUTH COUNCIL AND NONVOTING MEMBERS OF THE BOARD.
- **DUTIES** OF THE YOUTH COUNCIL INCLUDE:
 1. DEVELOPING THE PORTIONS OF THE LOCAL PLAN RELATING TO ELIGIBLE YOUTH, AS DETERMINED BY THE CHAIRPERSON OF THE LOCAL BOARD;
 2. RECOMMENDING ELIGIBLE PROVIDERS OF YOUTH ACTIVITIES, TO BE AWARDED GRANTS OR CONTRACTS ON A COMPETITIVE BASIS BY THE LOCAL BOARD TO CARRY OUT YOUTH ACTIVITIES, (SUBJECT TO THE APPROVAL OF THE LOCAL BOARD)
 3. CONDUCTING OVERSIGHT WITH RESPECT TO THE ELIGIBLE PROVIDERS OF YOUTH ACTIVITIES IN THE LOCAL AREA (SUBJECT TO THE APPROVAL OF THE LOCAL BOARD)
 4. COORDINATING YOUTH ACTIVITIES.

Chapter 3: Chartering a Youth Council

Under the Workforce Investment Act, a **Youth Council** must be created as part of each local workforce board. As a standing sub-committee of the board, it has the responsibility of coordinating an area's youth activities. The Youth Council also has a central role in planning youth programs, determining eligible youth providers, and in recommending funding.

As they compose their councils, the Act directs workforce areas to seek broad representation of those in the community who have an impact on the lives of young people. WIA mandates some Youth Council members such as juvenile justice agencies and housing authorities, and requires the participation of experienced program providers and other local experts (see box at left). Beyond these, however, membership decisions are left to local boards and local elected officials.

WIA's mandate for the creation of a Youth Council is the best chance that communities have to create coherent, comprehensive youth policy, and to foster best practices in serving youth. Local areas have a choice. They may do the minimum to comply with the "letter of the law"; or they may see the new mission as an opportunity to renew and reform ineffective programs through a Council capable of vision, leadership and collaboration in the interests of youth. The regulations state that "The Department (of Labor) wishes to emphasize that it considers the reforms embodied in the Workforce Investment Act to be pivotal, and not 'business as usual...'"³

³ Workforce Investment Act Interim Final Rule, Federal Register, April 15, 1999, Volume 64, No. 72, p. 18663.

The Roles of the Youth Council

Youth Councils can play a role far beyond the three major areas of responsibility WIA requires of them (planning youth workforce activities, selecting eligible providers, and determining local performance outcomes). The powers and platform of the Youth Council provide its members with new avenues to community decision-makers and employers—a platform that can be used to raise awareness and support for the fortunes of young people throughout their local communities. Youth Councils can use their scope of influence to raise awareness of the issues affecting young people and their importance to the social and economic resources of a community:

- **Increasing awareness of important youth issues.** Youth Councils could have the power to spur effective, coherent youth policies at both the local and state level. The council can also provide a forum for communities to consider the impact that all local policy-making has on the lives of kids.
- **Leverage funds for youth programs from various funding streams and maximize their impact.** Millions of dollars in youth funds are available in every community, but they remain “siloed” in categorical programs. Youth Councils can work with representatives of these funds to consolidate resources and programs, coordinate programming, and help youth funds work harder and go further for the kids they’re meant to help.
- **Motivate individuals, agencies, and communities to improve youth services** across the board, and to support and encourage local school improvement efforts. Through a better understanding of the needs of young people and the needs of the business world, Youth Councils may effect improvements in every area of youth service, not only in the few agencies receiving WIA youth funds. A Youth Council can easily become a clearinghouse for best practice information, available to all that serve youth in an area.

Building a Youth Council in Your Area

The experience of communities who have similar councils suggests a number of critical strategies for local boards. First, Youth Councils need to bring community decision-makers and leaders to the table. Council members should be decision-makers in their own realms, if change is to take place and a system is to be built. The Youth Council should be a high-visibility, high-priority civic endeavor that leaders are proud to participate in – and it should be prepared to take on challenges.

The Youth Council should be a high-visibility, high-priority civic endeavor that leaders are proud to participate in—and it should be prepared to take on challenges.

The Council should develop and implement a formal needs assessment, and use that data to create a mission statement, and develop organizational goals. Each Youth Council is required to develop a youth plan for its workforce investment area, which will be explained in greater detail below (see page 10). Councils should aim to include continuous improvement processes – a clear emphasis in the Workforce Investment Act as well as in our current economic environment.

Although WIA only requires the inclusion of “formal participants” in youth programs on the Council—including representatives of youth service agencies, juvenile justice and local law enforcement agencies, local public housing authorities, parents, representatives of the Job Corps—board members should actively recruit young people from the community to serve. When involving young people — either through formal membership on the council, or through special activities where young people inform its processes – board members should assure that they receive independent assistance in understanding the issues, and allow them to practice for participation. Conscious preparation is critical to youth development – and to leadership development.

Board members should go beyond the language of the law to include influential voices in their city and communities. For instance, WIA makes no specific mention of employer involvement on the Youth Council, nor of local school boards, faith-based organizations, or human or health service organizations. Board members should include concerned employers and community figures who are new to the youth services field but can bring creativity, innovation, and fresh thinking. Schools and employers can be brought together with parents and representatives of out of school young people.

Many local areas have created School-to-Work committees within their workforce boards. While slightly different in emphasis, many of these committees are comprised of people, especially business people, with an interest in enhancing the skills of youth

A

**DETERMINING RESOURCES AND NEEDS:
GETTING EXPERT HELP**

A FINE EXAMPLE OF THE VALUE OF TECHNICAL ASSISTANCE IN DETERMINING EXISTING RESOURCES AND ARTICULATING NEEDS IS A REVIEW DONE FOR THE YOUTH OPPORTUNITIES COUNCIL OF PHILADELPHIA. “A STUDY OF YOUTH DEVELOPMENT OPPORTUNITIES FOR YOUTH WHO RESIDE IN LOW INCOME COMMUNITIES IN PHILADELPHIA,” MADE BY BRANCH ASSOCIATES, NOT ONLY MAPS THE COMMUNITY BY NEIGHBORHOOD, IT SURVEYS YOUTH, PARENTS AND ORGANIZATIONS, AND PROVIDES THE COUNCIL WITH A COHERENT SET OF FINDINGS TO WORK FROM. THE STUDY ALSO GIVES A GOOD OVERVIEW OF THE METHODOLOGY USED TO DO AN EFFECTIVE COMMUNITY WIDE NEEDS ASSESSMENT.

so that they can enter the economic mainstream. In some areas, these committees may form the nucleus of the new Youth Council.

Youth Councils offer an unprecedented opportunity to bring fresh perspectives to the field, and to base programming on the best possible training, expertise, and other kinds of technical assistance available. As current boards make the transition to WIA and perceive the extent of its emphasis on youth, they may act too quickly on old assumptions, simply to be in compliance. For more guidance on how to get expert help, see box A.

Many communities are in the process of applying best practices to creating Youth Councils or commissions. The National League of Cities has pulled together information on what a number of cities

have done to create youth councils or commissions, prior to WIA. One of their publications “*Issues and Options: Practical Ideas for Local Government Leaders*” (Vol. 6, No. 6, Nov/Dec 1998) is entirely devoted to “Youth Participation and Community Building”. This offers concrete examples of the plans and goals some communities have made, as well as some examples of the tools they used to involve young people in the planning process. The publication is available through the National League of Cities (www.nlc.org).

Chapter 4:

Planning for Services

WIA requires each Youth Council to create a youth plan for its workforce investment area. Preparing a formal youth needs assessment is an essential step in developing a effective plan that will lead to productive programs that have the support of civic, private, and educational institutions and are supported by established research. Many areas have enlisted youth to survey their communities and each other, because a systematic appraisal of youth needs must include the perceptions of young people, and not just adults. The needs appraisal should survey a spectrum of youth experiences, including those young people who have experienced troubles and failures, as well as successes.

Technical assistance is available on how to do a community needs assessment, if your Council or Board does not have the capacity to do one itself. The Center for Youth Development and Policy Research has developed a process called **Community Youth Mapping (CYM)** that provides an excellent model for performing needs assessments. The Center defines CYM as:

1. A way to involve youth and adults in work together;
2. A means to identify the services, programs, places opportunities for youth and their families;
3. A process for compiling baseline data about youth;
4. A catalyst for influencing youth policy, practice and resource allocation.

Out-of-school youth should be a cornerstone of the needs assessment. One of the tough lessons learned from Summer Youth Employment Programs and the School-to-Work movement is that out-of-school youth are rarely represented in systemic or community-wide efforts. Councils should include these young people in their planning, as well.

THE LANGUAGE OF THE LAW:
YOUTH PROGRAM ACTIVITIES

**THE PROVISIONS FOR YOUTH PROGRAM
ACTIVITIES UNDER THE WORKFORCE
INVESTMENT ACT ARE:**

PURPOSE—THE ACT STATES THAT “THE PURPOSES OF THIS SECTION ARE TO PROVIDE ELIGIBLE YOUTH SEEKING ACADEMIC AND EMPLOYMENT SUCCESS [WITH] EFFECTIVE AND COMPREHENSIVE ACTIVITIES, WHICH SHALL INCLUDE A VARIETY OF OPTIONS FOR IMPROVING EDUCATIONAL AND SKILL COMPETENCIES AND PROVIDE EFFECTIVE CONNECTIONS TO EMPLOYERS.” IT GOES ON TO STATE THAT IN ITS PROVISIONS FOR YOUTH IT ALSO SEEKS TO ENSURE AND PROVIDE:

- ONGOING MENTORING OPPORTUNITIES . . . WITH ADULTS COMMITTED TO PROVIDING SUCH OPPORTUNITIES;
- OPPORTUNITIES FOR TRAINING;
- CONTINUED SUPPORTIVE SERVICES;
- INCENTIVES FOR RECOGNITION AND ACHIEVEMENT; AND
- OPPORTUNITIES FOR YOUTH IN ACTIVITIES RELATED TO LEADERSHIP, DEVELOPMENT, DECISION MAKING, CITIZENSHIP, AND COMMUNITY SERVICE.

**TO BE ELIGIBLE FOR SERVICES UNDER THE
WORKFORCE INVESTMENT ACT, YOUTH MUST:**

- MEET LOW INCOME REQUIREMENTS;
- BE 14 TO 21 YEARS OF AGE, AND
- FACE THE CHALLENGES ASSOCIATED WITH BEING IN AT LEAST ONE OF THE FOLLOWING CATEGORIES:
 1. SCHOOL DROPOUT
 2. BASIC SKILLS DEFICIENT (ONE OR MORE GRADE LEVELS BELOW THE GRADE LEVEL APPROPRIATE TO THE AGE OF THE INDIVIDUAL)
 3. PREGNANT OR PARENTING
 4. DISABLED, INCLUDING LEARNING DISABLED
 5. HOMELESS OR RUNAWAY YOUTH
 6. OFFENDERS
 7. OTHERS WITH SERIOUS BARRIERS TO EMPLOYMENT, AS IDENTIFIED BY THE LOCAL BOARD
- ELIGIBILITY EXCEPTIONS—UP TO 5 PERCENT OF YOUTH PARTICIPANTS ASSISTED UNDER THIS SECTION IN EACH LOCAL AREA MAY BE ELIGIBLE EVEN IF THEY DO NOT MEET MINIMUM INCOME CRITERIA, AS LONG AS THEY ARE WITHIN ONE OR MORE OF THE ABOVE CATEGORIES.

Chapter 5:

The Importance of Youth Development Under WIA

“Youth regulations (of the Workforce Investment Act) ... reflect the intent of the legislation by moving away from one-time, short-term interventions and moving to a systemic approach that offers youth a broad range of coordinated services.”⁴ These words in WIA mark a change in the federal government’s approach to youth policy. Research findings and best practice literature have shown decisively that narrow –focused work programs do not have an impact on youth over the long-term.

WIA’s emphasis on youth development encourages workforce systems to treat youth as developing beings, for whom getting a job is not the only adult behavior they must master. WIA mandates activities such as leadership development and peer-centered activities. It also requires programs for adult mentorship of youth during and after active program participation, for up to one year. To accommodate the fact that youth mature at different rates, the act lowers the eligible age for youth to 14, and allows low-income youth aged 18-21 to be served under both youth and adult programs. America’s Promise: Alliance for Youth is one of a number of leading national youth organizations inspiring a new generation of mentors for disadvantaged youth across the U.S.

Acknowledging the direct connection between educational attainment and future earnings, a range of new program elements allowed by the act includes such elements as tutoring, study skills training, and other dropout prevention strategies. Under WIA, youth programs are now required to provide an objective assessment of

⁴Workforce Investment Act Interim Final Rule, Federal Register, April 15, 1999, Volume 64, No. 72, p. 18674.

each individual's readiness for meaningful work. The academic and skill levels, and service needs of each participant are to be assessed, including a review of basic skills, occupational skills, prior work experience, employability, aptitudes and developmental needs.

Significantly, WIA also now requires that summer youth employment activities be linked directly to learning opportunities. This requirement will almost certainly change how summer jobs programs are traditionally designed. This mandate to link summer work programs with learning activities is another example of how some important "best practices" have been worked into the Act.

The New Emphasis on Youth Development

For much of the history of job training policy, young people have been programmed for as though they were smaller adults. Program "outcomes" for youth were measured largely in terms of job placements, wage and income improvements, and job retention. While these may be reasonable expectations of adults in job training, they have never been effective measures how much young people have been helped by job programs.

This difference is one reason that that job training programs for youth have failed in the past. Often they offered services that were too narrow in focus to help a young person develop in real ways; more often they measured the wrong things. The Workforce Investment Act's youth provisions specifically seek to correct these errors by requiring that Youth Development approaches be included in all youth programs.

The Youth Development Institute of the Fund for the City of New York defines youth development activities as those that "... assist young people in developing competencies that will enable them to grow, develop skills and become responsible and caring youth and adults." In general, a youth development approach:

THE LANGUAGE OF THE LAW OTHER PROGRAM REQUIREMENTS

UNDER THE WIA, YOUTH PROGRAMS MUST:

- **PROVIDE AN OBJECTIVE ASSESSMENT OF THE ACADEMIC LEVELS, SKILL LEVELS, AND SERVICE NEEDS OF EACH PARTICIPANT. THIS ASSESSMENT SHALL INCLUDE:**
 1. A REVIEW OF BASIC SKILLS,
 2. OCCUPATIONAL SKILLS,
 3. PRIOR WORK EXPERIENCE,
 4. EMPLOYABILITY,
 5. INTERESTS,
 6. APTITUDES (INCLUDING INTERESTS AND APTITUDES FOR NONTRADITIONAL JOBS),
 7. SUPPORTIVE SERVICE NEEDS, AND
 8. DEVELOPMENTAL NEEDS OF EACH PARTICIPANT.
- **ASSESSMENT EXCEPTIONS—PROGRAMS MAY USE A RECENT ASSESSMENT OF THE PARTICIPANT DONE FOR ANOTHER EDUCATION OR TRAINING PROGRAM IN PLACE OF THIS OBJECTIVE ASSESSMENT, IF APPROPRIATE.**
- **DEVELOP SERVICE STRATEGIES FOR EACH PARTICIPANT THAT SHALL:**
 1. IDENTIFY AN EMPLOYMENT GOAL INCLUDING, IN APPROPRIATE CIRCUMSTANCES,
 - A. NONTRADITIONAL EMPLOYMENT
 - B. APPROPRIATE ACHIEVEMENT OBJECTIVES, AND
 - C. APPROPRIATE SERVICES FOR THE PARTICIPANT BASED ON THE ASSESSMENT
 2. PREPARE YOUNG PEOPLE FOR POST-SECONDARY EDUCATIONAL OPPORTUNITIES, IN APPROPRIATE CASES;
 3. PROVIDE STRONG LINKAGES BETWEEN ACADEMIC AND OCCUPATIONAL LEARNING;
 4. PROVIDE PREPARATION FOR UNSUBSIDIZED EMPLOYMENT OPPORTUNITIES, IN APPROPRIATE CASES;
 5. PROVIDE EFFECTIVE CONNECTIONS (TO INTERMEDIARIES WITH STRONG LINKS) TO THE JOB MARKET; AND LOCAL AND REGIONAL EMPLOYERS.

B

THE SCANS SKILLS

THE SECRETARY'S COMMISSION OF ACHIEVING NECESSARY SKILLS (SCANS) DEFINED THE KNOW-HOW AMERICAN STUDENTS AND WORKERS WILL NEED FOR WORKPLACE SUCCESS. THIS WORKPLACE KNOW-HOW, AS DETAILED IN THEIR REPORT, "*WHAT WORK REQUIRES OF SCHOOLS*," IS MADE UP OF TWO KEY PARTS:

COMPETENCIES

EFFECTIVE WORKERS CAN PRODUCTIVELY USE:

RESOURCES—ALLOCATE TIME, MONEY, MATERIALS, SPACE STAFF;

INTERPERSONAL SKILLS—WORK ON TEAMS, TEACH OTHERS, SERVE CUSTOMERS, LEAD, NEGOTIATE, AND WORK WELL WITH PEOPLE FROM CULTURALLY DIVERSE BACKGROUNDS;

INFORMATION—ACQUIRE AND EVALUATE DATA, ORGANIZE AND MAINTAIN FILES, INTERPRET AND COMMUNICATE, AND USE COMPUTERS TO PROCESS INFORMATION;

SYSTEMS—UNDERSTAND SOCIAL, ORGANIZATIONAL, AND TECHNOLOGICAL SYSTEMS, MONITOR AND CORRECT PERFORMANCE AND DESIGN OR IMPROVE SYSTEMS;

TECHNOLOGY—SELECT EQUIPMENT AND TOOLS, APPLY TECHNOLOGY TO SPECIFIC TASKS, AND MAINTAIN AND TROUBLESHOOT TECHNOLOGIES.

FOUNDATION SKILLS

COMPETENCE REQUIRES:

BASIC SKILLS—READING, WRITING, ARITHMETIC AND MATHEMATICS, SPEAKING AND LISTENING;

THINKING SKILLS—THINKING CREATIVELY, MAKING DECISIONS, SOLVING PROBLEMS, SEEING THINGS IN THE MIND'S EYE, KNOWING HOW TO LEARN, AND REASONING;

PERSONAL QUALITIES—INDIVIDUAL RESPONSIBILITY, SELF-ESTEEM, SOCIABILITY, SELF-MANAGEMENT AND INTEGRITY.

Link: www.ttrc.doleta.gov/SCANS

- focuses on the assets a young person possesses,
- communicates high expectations,
- provides opportunities for leadership,
- encourages a sense of personal identity,
- broadens a young person's experience,
- provides them with a safe surround, and
- connects them with caring adults.

For more information on competencies for developing youth, visit the Youth Development Institute's website at www.youth.ydi.org.

Youth development approaches are sometimes more effective at teaching what employers want than narrow focused job-training programs. Skills like teamwork, taking initiative, and problem solving are all practiced at an early age by members of the Little League or the 4-H Club. Many of us most likely first encountered the SCANS skills in the Girl or Boy Scouts. See box B for more information on Summarizing SCANS.

These research findings all point in the same direction: The development of a personal identity and a work identity are not separate – they are thoroughly intertwined. The more experiences young people have that help them grow, face challenges and meet with success, the more they are supported by caring adults while they learn, the clearer their sense of self becomes. High aspirations and good work choices are natural outgrowths of positive youth development.

The development of a personal identity and a work identity are not separate—they are thoroughly intertwined.

Combining youth development approaches with activities that foster skills of the workplace can prove very powerful for young people. There are more and more resources

for understanding and implementing youth development across communities. One group that has accomplished a great deal recently has been the Alliance for Youth, headed by General Colin Powell. The Alliance for Youth seeks to fulfill America's promise "by mobilizing local social and economic capital to provide children and adults" with five fundamental resources:

- Caring adults;
- Safe places and structured activities;
- A healthy start for a healthy future;
- Marketable skills;
- An opportunity to give service to neighborhood and community.

The Alliance for Youth website at www.americaspromise.org contains testimony and quotes from leading private sector executives on their support for youth development initiatives, and other relevant information.

**THE LANGUAGE OF THE LAW
PROVISIONS FOR OUT-OF-SCHOOL YOUTH
UNDER THE WORKFORCE INVESTMENT ACT
THE PROVISIONS FOR FUNDING AND PROGRAMS
FOR OUT-OF-SCHOOL YOUTH ARE:**

- AT A MINIMUM, 30 PERCENT OF THE FUNDS ALLOCATED TO LOCAL AREAS FOR YOUTH PROGRAMS SHALL BE USED TO PROVIDE YOUTH ACTIVITIES TO OUT-OF-SCHOOL YOUTH.
- EXCEPTIONS—STATES MAY REQUEST FEDERAL WAIVERS FOR LOCAL AREAS IF THEY RECEIVE MINIMUM FUNDING ALLOTMENTS OR IF THEY DETERMINE THAT A LOCAL AREA WILL BE UNABLE TO MEET THEIR PARTICIPATION PERCENTAGES DUE TO A LOW NUMBER OF OUT-OF-SCHOOL YOUTH.

Helping Out-of-School Youth

WIA requires that 85% of youth program funds be allocated to local areas, where spending decisions are to be guided by the Youth Council. One major exception to this is the act's direction that 30% of all youth dollars in local areas must be used to fund activities for out-of school youth. The Act makes a clear commitment to serving out-of-school youth, who face the greatest challenges in making their way successfully into the quality jobs our new economy will offer.

In addition to this formula funding, WIA continues its commitment to youth at greatest risk of unemployment through "Youth Opportunity

Grants". Under certain conditions, WIA will make \$250 million available for competitive grants for programs designed to increase employment opportunities for young people who live in Empowerment Zones, Enterprise Communities or other high-poverty areas.

Dropout youth run the highest risk of long term poverty and underachievement. In spite of this, the lessons of Summer Youth Employment Programs and the School-to-Work movement tell us that out-of-school youth are sorely under-represented in community-wide youth employment efforts. In urban areas, where dropout rates can be upwards of 50%, this is a particularly significant risk.

As Alan Zuckerman of the National Youth Employment Coalition has written, “Leaving school has always hurt one’s chances for getting a job, but the reduced investment in ‘second chance’ programs eliminates opportunities for the most at-risk young people. Youth do not vote and are out of the mainstream. Taxpayer revolts have reduced funding for education and increased tuition and fees. Low-income young people have less chance than they ever had before. The erosion of opportunity for young people creates competition among youth and between groups of young people.”⁵ The new focus in WIA addresses this crisis.

“Youth do not vote and are out of the mainstream. Taxpayer revolts have reduced funding for education and increased tuition and fees. Low-income young people have less chance than they ever had before. The erosion of opportunity for young people creates competition among youth and between groups of young people.”

Out-of-school kids are hard to find; they aren’t in any one place. But they are there, and they want and need to work. There are many service providers and groups in your community who work with these youth and can attract them into WIA’s enhanced programs. It is an irony that though many of the best practices cited in this primer were pioneered with dropout and at-risk youth, they run the risk of missing out on them as they are brought to scale in community wide approaches.

The funding guidelines tendered by the Workforce Investment Act may correct for this under-representation. Youth Councils must take these guidelines into consideration when making plans and selecting providers. Research tells us that out-of school kids have their interest in learning re-kindled when they participate in high quality employment programs, and tend to go on for more education.

The Levitan Youth Policy Network convened by Johns Hopkins University has developed the following guidelines for bringing out-of-school youth programs into broader systems:

- **Seek to achieve an expanded school-to-work model for out of school youth** that connects youth to jobs, education, resources and caring adults. A critical part of this model should be a public school system that offers flexible educational options that can re-engage dropouts and link them to career paths and post-secondary education.
- **Build on what exists.** Use the resources and providers that currently exist in the community.

⁵ Evaluation Forum: Youth and the Postindustrial Future, U.S. Department of Labor, Employment and Training Administration, Summer 1997.

- **Utilize a community collaborative for leadership, planning, implementation and oversight.** Make sure that effective community based organizations are partners in this collaborative.
- **Adopt a system of “home rooms” or community anchors** that provide a specific neighborhood focus.
- **Find and utilize an effective intermediary to work with the employer community** that can engage employers meaningfully and efficiently, and pull the system together so that it works seamlessly.

Coordinate and integrate with other systems whenever possible. Don’t duplicate other system services or create stand-alone networks.

**THE LANGUAGE OF THE LAW
REQUIRED PROGRAM ELEMENTS**

**THE ACT STATES THAT YOUTH PROGRAMS
SHALL PROVIDE:**

1. TUTORING, STUDY SKILLS TRAINING, AND INSTRUCTION, LEADING TO COMPLETION OF SECONDARY SCHOOL, INCLUDING DROPOUT PREVENTION STRATEGIES;
2. ALTERNATIVE SECONDARY SCHOOL SERVICES, AS APPROPRIATE;
3. SUMMER EMPLOYMENT OPPORTUNITIES THAT ARE DIRECTLY LINKED TO ACADEMIC AND OCCUPATIONAL LEARNING;
4. AS APPROPRIATE, PAID AND UNPAID WORK EXPERIENCES, INCLUDING INTERNSHIPS AND JOB SHADOWING;
5. OCCUPATIONAL SKILL TRAINING, AS APPROPRIATE;
6. LEADERSHIP DEVELOPMENT OPPORTUNITIES, WHICH MAY INCLUDE COMMUNITY SERVICE AND PEER-CENTERED ACTIVITIES ENCOURAGING RESPONSIBILITY AND OTHER POSITIVE SOCIAL BEHAVIORS DURING NON-SCHOOL HOURS, AS APPROPRIATE;
7. SUPPORTIVE SERVICES;
8. ADULT MENTORING FOR THE PERIOD OF PARTICIPATION AND A SUBSEQUENT PERIOD, FOR A TOTAL OF NOT LESS THAN 12 MONTHS;
9. FOLLOW-UP SERVICES FOR NOT LESS THAN 12 MONTHS AFTER THE COMPLETION OF PARTICIPATION, AS APPROPRIATE; AND
10. COMPREHENSIVE GUIDANCE AND COUNSELING, WHICH MAY INCLUDE DRUG AND ALCOHOL ABUSE COUNSELING AND REFERRAL, AS APPROPRIATE.

ADDITIONAL REQUIREMENTS

- ELIGIBLE YOUTH MUST BE PROVIDED WITH INFORMATION "ON THE FULL ARRAY OF APPLICABLE OR APPROPRIATE SERVICES THAT ARE AVAILABLE THROUGH THE LOCAL BOARD OR OTHER ELIGIBLE PROVIDERS OR ONE-STOP PARTNERS, INCLUDING THOSE RECEIVING WIA YOUTH FUNDS," AND REFERRAL "TO APPROPRIATE TRAINING AND EDUCATIONAL PROGRAMS THAT HAVE THE CAPACITY TO SERVE THE PARTICIPANTS OR APPLICANT EITHER ON A SEQUENTIAL OR CONCURRENT BASIS."
- EACH YOUTH PROGRAM PROVIDER MUST ENSURE THAT AN ELIGIBLE APPLICANT WHO DOES NOT MEET THE ENROLLMENT REQUIREMENTS OF ITS PARTICULAR PROGRAM OR WHO CANNOT BE SERVED SHALL BE REFERRED FOR FURTHER ASSESSMENT, AS NECESSARY, AND REFERRED TO APPROPRIATE PROGRAMS.
- LOCAL BOARDS MUST ENSURE THAT PARENTS, PARTICIPANTS, AND OTHER MEMBERS OF THE COMMUNITY WITH EXPERIENCE RELATING TO PROGRAMS FOR YOUTH ARE INVOLVED IN THE DESIGN AND IMPLEMENTATION OF YOUTH PROGRAMS.

Chapter 6:

The Necessary Ingredients: Required Program Elements Under WIA

The Workforce Investment Act mandates that a broad array of program elements be made available to young people. The inclusion of many of the 10 required program elements reinforces that the law intends us to foster programs that are grounded in "best practices" – and to provide youth with approaches that work best for them. Planners, program designers, and service providers will recognize that WIA's mandate is another opportunity for improving the quality of services that are provided through Department of Labor funds. Youth Council members should understand the implications of each required element, and seek to maximize their availability by integrating them with services funded by other resources.

Many of the program elements required in the law are familiar; some elements are new or are "enhanced" under WIA, and require that we look carefully at their design, and avoid the "business as usual" approach so clearly rejected by the act's regulatory language. For instance:

Summer Programs: Summer jobs programs must now provide every participant with linkages to academics and connect directly to occupational learning of some kind. Program outcomes will be measured in terms of improved skills as well as in terms of participation levels. Without significant collaboration, these requirements will almost certainly have an impact on the number of young people served by an area's summer jobs program, since increased intensity usually signals increased costs. It should also have an effect on the design of summer programs, particularly for older youth, who have had few learning requirements attached to their participation.

C

LINKING WORK TO LEARNING

BRANDEIS UNIVERSITY'S CENTER FOR HUMAN RESOURCES HAS PUBLISHED A "*FIELD KIT FOR COMMUNITIES COMMITTED TO IMPROVING ACADEMIC ENRICHMENT IN SUMMER YOUTH EMPLOYMENT PROGRAMS.*" THE KIT CONTAINS A DETAILED "HOW-TO" GUIDE. FOR EXAMPLE:

BLUEPRINT: ACTION STEPS FOR THE FIELD**PLANNING STEPS**

1. UNDERSTANDING YOUTH MOTIVATION
2. BUILDING PARTNERSHIPS, MARKETING WORK AND LEARNING

LEARNING

3. GETTING THE RIGHT STAFF ON BOARD
4. DEVELOPING WORKSITES

IMPLEMENTATION

5. CREATING LEARNING-RICH WORK
6. TRANSFORMING CLASSROOMS
7. DEFINING AND MEASURING WHAT YOUNG PEOPLE LEARN

LEARN

8. INVESTING IN STAFF DEVELOPMENT AND TRAINING

ALSO DOCUMENTED IN THE KIT ARE THE LESSONS LEARNED BY 10 COMMUNITIES THROUGH THE U.S. WHO WERE DETERMINED TO IMPROVE WORK AND LEARNING OPPORTUNITIES AVAILABLE TO YOUTH IN SUMMER WORK PROGRAMS.

www.cpn.org/sections/affiliates/chr.html

Youth Councils will have a significant role to play in summer programming, particularly as it becomes clear that summer jobs will not be funded through a separate allocation, as it has been historically. Youth plans will necessarily include a goal for the size and scope of your area's summer program. The level, intensity, and cost of summer programming will now be decided locally by the Youth Council, though it must, at a minimum, comply with the law. Summer program decisions will certainly affect year-round programs, and vice versa, since DOL funds are limited, and both programs are required. It is clear that planning and collaboration of resources through the Youth Council will be critical to the vitality of summer jobs programs. For an excellent resource in developing and improving summer employment programs that reflect these concerns, see box C, Linking Work to Learning.

Youth Councils will have a significant role to play in summer programming, particularly as it becomes clear that summer jobs will not be funded through a separate allocation, as it has been historically. Youth plans will necessarily include a goal for the size and scope of your area's summer program.

Leadership Development Activities: These and other "peer centered" activities are to be offered during "non-school hours". The language of the law encourages us to foster "positive social behaviors" through activities such as community service. Community service programs are often quite intensive, and require a significant allocation of resources. Lessons learned from Youth Corps and other types of comprehensive community service programs, however, indicate that this approach is extremely effective at building leadership skills, decreasing negative behaviors, and fostering connections between work and learning.⁶

⁶ Youth Corps—Evaluation of National and Community Service Programs' Impacts of Service: Final Report on the Evaluation of American Conservation and Youth Service Corps, JoAnn Jastrzab, Julie Maskar, John Blomquist and Larry Orr, Abt Associates, Cambridge, MA, August 1999.

Adult Mentoring: Mentoring programs lasting at least 12 months – during and after a young person’s direct participation — are now a requirement. Much has been written on what works and what doesn’t in mentoring programs. While youth development approaches call for “connections to caring adults,” mentoring programs are not a cure-all; they need careful planning, and are a significant responsibility for program administrators. They can be extremely effective, however. In a study of the effects of mentoring (“Making A Difference: An Impact Study of Big Brothers/Big Sisters”) Public/Private Ventures’ found that participants in BB/BS mentoring programs were less likely to start using drugs and alcohol; were less likely to hit someone; improved school attendance and performance and attitudes toward completing schoolwork; and improved peer and family relationships. Since they are a required element, local areas are encouraged to become familiar with the research and best practices literature on mentoring, and to build mentoring programs slowly and thoughtfully.

Follow-up Services: The key word in this required element is “services”. In the past, phone calls to see if kids were working sufficed as “follow-up”; under WIA, services must be offered to young people for 12 months beyond their participation. Activities such as alumnae groups or career planning, as well as connections to supportive services and comprehensive guidance and counseling (also required program elements) now must be offered for at least one year. Research tells us that the longer young people stay connected to a program, the greater their chances at retaining its positive effects – even if their initial participation was relatively brief.

Chapter 7:

The Best and Brightest: Selecting Providers

One of the most critical duties assigned to Youth Councils may be selecting the local area providers who are eligible to receive funds under WIA. Councils face significant challenges in this area. If done in an informed way, the process of selecting eligible providers could be an unprecedented opportunity for Councils to improve not only providers' outcomes for youth, but the quality of their services.

Youth Councils must be informed about best practices for youth programs. The U.S. Department of Labor, along with a number of national foundations, has funded and

endorsed “**PEPNet**”, a process developed by the National Youth Employment Coalition. PEPNet, or the “Promising and Effective Practices Network”, is a peer review process which identifies quality youth employment and development programs which serve youth between the ages of 14 and 25.

A national dissemination effort about PEPNet has been under way since 1996. Workforce Investment Boards and Youth Councils are encouraged to become familiar with PEPNet, and to get information about it to all area youth service providers. PEPNet's processes may provide Councils with a basis for determining which are the effective programs, and offer programs a structured, self-directed way to help all youth services improve. See box D, What is PEPNet?

Councils are encouraged to select providers and award contracts based on provider effectiveness, as well as on the degree to which proposed services conform to your area's goals and priorities,

as articulated in your youth plan. Many areas are developing performance standards, which are necessary, but not sufficient. Coherence and need for the services must also be taken into account.

Councils should seek effective ways to deal with conflicts of interest. Since by law Youth Councils must include members who are experienced youth providers, questions about conflict of interest will surely arise. Workforce Investment Boards are encouraged to consider using independent reviewers.

D

WHAT IS PEPNet?

PEPNet IS AT ONCE A SET OF CRITERIA, AN AWARD PROCESS, RECOGNITION OF A PROGRAM'S EFFECTIVENESS, A NETWORK OF EFFECTIVE PROGRAMS, AND A SOURCE OF INFORMATION ON BEST PROGRAM PRACTICES FOR YOUTH.

TO BE ELIGIBLE FOR INCLUSION IN PEPNet, APPLICANTS MUST SERVE YOUTH (14-25), AND DEMONSTRATE EFFECTIVE PRACTICES IN ORGANIZATION AND MANAGEMENT, YOUTH DEVELOPMENT, WORKFORCE DEVELOPMENT, AND IN EVIDENCE OF SUCCESS. PROGRAMS MAY SUBMIT APPLICATIONS YEARLY, AND UNDERGO A DETAILED PEER REVIEW PROCESS BY TEAMS OF PRACTITIONERS, POLICY MAKERS AND YOUTH RESEARCHERS.

USDOL ENDORSES PEPNet, AND IS INCREASINGLY LIKELY TO LOOK FOR EVIDENCE OF LOCAL PROGRAMS' PARTICIPATION IN THE PEPNet SELF ASSESSMENT AND PEER REVIEW PROCESS.

Link: www.nyec.org

Chapter 8:

Results Matter! Using Youth Performance Measures

The importance of developing expectations for the results of public programs—standards—and measuring performance of those programs against those standards—benchmarking—is being adopted throughout federal and state governments and the private sector. Beginning in the early 1990s, major corporations and federal and state agencies have reoriented their priorities toward customer service, quality management, teamwork, and continuous improvement in service and production. Central to all these concepts is the importance of measuring results, determining what works, and sharing that information widely.

The Workforce Investment Act was founded on the notion of bringing performance measures to the workforce development system, including the work of Youth Councils and youth employment and development programs and providers. Observing the letter and the spirit of the federal law's commitment to performance measures is essential to the effective formation and operation of Youth Councils.

When the Clinton Administration launched its National Performance Review in 1993, it ultimately led to the issuance of twenty-one recommendations to the U.S. Department of Labor to improve program efficiency, provide new information for consumers and users, and develop accountability measures. DOL was encouraged to provide more information to customers about the labor market, and the quality of education and training programs nationwide, including information on customer satisfaction, and information about how well programs performed against benchmarks. The NPR recommended that states be encouraged to increase workforce development accountability and work with the federal government on promoting capacity-building and best practices among state workforce councils. Many of these recommendations were ultimately incorporated as law in the Workforce Investment Act.

WIA's emphasis on youth development, for example, requires an emphasis on what outcomes can be expected from youth development activities. Asset building for youth is a key performance measure under the WIA. Youth development programs must help young people acquire the essential assets, but with the essential assets they will need for lifelong success in their careers, such as education, occupational skills, work experience, good health practices, and the skills and commitment to learn new skills. These are important provisions for the evaluation of youth development programs.

Information gathering and dissemination is another critical performance standard. Providers should gather and record information on program activities, customer satisfaction, and outcomes for customers. Councils should use this information to refine goals and the improvements they expect based on those goals. Continuous improvement processes require us to know where we are, but also to decide where we want to be.

Conclusion

This document provides an overview of issues to consider as communities across America launch a youth opportunity initiative governed by the Workforce Investment Act. This report is simply a point of departure for a sustained, comprehensive commitment to this signal American priority. Sustained local energy and a sound implementation strategy are necessary for building new pathways to productive and rewarding careers for at-risk youth. The Heldrich Center will provide an occasional series of monographs and guides for policymakers and practitioners to assist in this groundbreaking national commitment to youth. As communities contemplate the future of the next generation, they face a choice: to follow the well-worn path of traditional approaches to helping young people thrive, or to blaze paths of action that seek new and effective approaches to connect young people to a meaningful future.

Acknowledgements

Distribution of this book is made possible by a grant from The Fund for New Jersey. The principal author of this primer is Maryann Amore. A number of people provided input and assistance in creating this guide. We are grateful for the time and attention they gave to the project, and for helping the primer to become - we hope - a useful tool. Thanks go to:

The original Youth Council “Working Group” (listed below) and all those who attended the NYEC - Heldrich Center joint symposium on youth in January 1999:

Owen Brown, National Urban League
 Lorenzo Harrison, USDOL National Office
 Peggie Jackson, State of Minnesota Department of Economic Security
 Jean Koszalinski, USDOL Region 2
 Kate O’Sullivan, National Youth Employment Coalition
 Glenda Partee, America Youth Policy Forum
 Susan Rosenblum, National League of Cities
 Gail Williams, Metropolitan Career Center

For their input, thanks must also go to the attendees of the National Youth Employment Coalition’s Annual Members’ Retreat, particularly:

David Brown, NYEC
 Ed DeJesus, Youth Development and Research Fund
 Richard Halpin, American Institute for Learning
 Talmyra Hill, The Annie E. Casey Foundation
 Bernice Lever, Arizona Call-A-Teen
 Andrew Moore, National Association of Service and Conservation Corps
 Marty O’Brien, National Association of Service and Conservation Corps
 Nancy Rose, USDOL National Office
 Lori Strumpf, Strumpf Associates/The Center for Strategic Change
 Jerome Weiner, Partners in Community
 Joan Wills, Institute for Educational Leadership
 Kristina Moore Yaki, KMY Consulting
 Alan Zuckerman, NYEC

Thanks also to Henry Plotkin and Paulette Laubsch of the New Jersey State Employment and Training Commission for their ideas.

Special thanks go to Chris Sturgis of The Mott Foundation, Deb Reese and Lori Godorov of The Work Group, Robin Widing of Benson Widing Jones, and Ronnie Kauder of The Heldrich Center for their advice, guidance and words of encouragement.

Resources

Look to the Heldrich Center website, www.heldrich.rutgers.edu, for hot links to all available websites for the resources referenced in this publication.

“Advancing Youth Development Under the Workforce Investment Act,” David Brown, *Workforce Investment Quarterly*, Volume V, National Governors’ Association Center for Best Practices, Washington, DC, 1999 (www.nyec.org/yd&wia.htm).

“A Generation of Challenge — Pathways to Success for Urban Youth,” A Policy Study of the Levitan Youth Policy Network, Policy Issues Monograph 97-03, June 1997, Johns Hopkins University Institute for Policy Studies, Baltimore, MD (www.levitan.org).

“A National Movement to Promote Education and Workforce Participation Among Youth,” Edward DeJesus, The National Institute for Survival and Economic Self Sufficiency, April, 1999, Youth Development and Research Fund, Gaithersburg, MD.

“A Study of Youth Development Opportunities for Youth Who Reside in Low-Income Communities in Philadelphia,” Alvia Y. Branch, Virginia J. Smith and Lynne Taylor, Branch Associates, Philadelphia, PA, March, 1997, Prepared for the Youth Opportunities Council of the United Way of Southeastern Pennsylvania.

“Blueprint for “Linking Work to Learning”, created by The Center for Human Resources, Brandeis University; Waltham, MA; The Institute for Policy Studies, The Johns Hopkins University, Baltimore, MD; members of the **Summer Beginnings** National Work and Learning Network and members of the Brandeis National Practitioners’ Academy.

“Making A Difference: An Impact Study of Big Brothers/Big Sisters, Joseph P. Tierney and Jean Baldwin Grossman with Nancy L. Resch, Public/Private Ventures, Philadelphia, PA, November, 1995 (www.ppv.org).

“PEPNet 1999 – Promising and Effective Practices Network” Application and Self Assessment Guide, National Youth Employment Coalition, Washington, DC, 1999 (www.nyec.org).

“Some Things DO Make A Difference for Youth: A Compendium of Evaluations of Youth Programs and Practices,” American Youth Policy Forum, Institute for Educational Leadership, Washington, DC, 1997 (www.aypf.org).

“The Forgotten Half Revisited: American Youth and Young Families, 1988-2008,” Samuel Halperin, Editor, American Youth Policy Forum, Washington, DC, 1998 (www.aypf.org).

“Youth Corps — Evaluation of National and Community Service Programs’ Impacts of Service: Final Report on the Evaluation of American Conservation and Youth Service Corps,” JoAnn Jastrzab, Julie Masker, John Blomquist and Larry Orr, Abt Associates, Cambridge, MA, August, 1996 (www.abtassoc.com).

“Youth Participation and Community Building,” *Issues and Options: Practical Ideas for Local Government Leaders*, Vol.6, No. 6, Nov/Dec, 1998, National League of Cities, Washington, DC (www.nlc.org).

Notes:



John J. Heldrich Center for Workforce Development

Edward J. Bloustein School of Planning and Public Policy

Rutgers, The State University of New Jersey

33 Livingston Avenue, Suite 500

New Brunswick, NJ 08901

732/932-4100

www.heldrich.rutgers.edu