

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET

ROUTE SLIP

TO: Justice (Jones/Mastelli)	Take necessary action	☐
DPC (Lerda)	Approval signature	☐
Ken Schwartz	Comment	☐
Harry Meyers	Prepare reply	☐
Larry Matlack	Discuss with me	☐
Jim Duke	For your information	☐
	See remarks below	☐

FROM: Doug Steiger (395-3386)

DATE: 2/17

REMARKS

Senate Crime Bill - Labor comments

Labor seems mostly concerned with the "Violence Against Women" provisions.

cc: Jim Duke

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

FEB 10 1994

The Honorable Leon E. Panetta
Director
Office of Management and Budget
Washington, D.C. 20503

Dear Director Panetta:

This is in response to your request for comments from the Department of Labor on H.R. 3355, the "Violent Crime Control and Law Enforcement Act of 1993."

The Department of Labor is given responsibility for, inter alia, fostering, promoting and developing the welfare of the wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment. Accordingly, the Department is interested in the issue of violence in America, not only for humanitarian reasons, but because violence -- such as domestic violence and childhood sexual abuse -- and its aftermath, can adversely impact workers in their employment, job performance, and in their ability to support themselves and their families.

In this regard, a 1993 House Joint Resolution (No. 178) stated that 74 percent of employed battered women are harassed by their abusive partners at work, causing 54 percent to miss at least three full days of work a month and 20 percent to lose their jobs. The rising tide of violence against women in this country is of particular concern to the Department's Women's Bureau, which is given responsibility by Congress for formulating standards and policies that promote the welfare of women in the workplace and for reporting and investigating on all matters pertinent to the welfare of women in industry.

Against this backdrop, we have several comments on H.R. 3355. In making these comments, we will refer in certain instances to H.R. 1133, the "Violence Against Women Act of 1993," which has passed the House, and is now before the Senate Judiciary Committee. H.R. 1133 contains many provisions similar or identical to H.R. 3355. Our comments are as follows:

1. The Department supports the inclusion of the civil rights remedy for gender-motivated bias crime, which is in Title XXXIV of H.R. 3355, but not in H.R. 1133.

2. We believe that H.R. 3355 should contain provisions for the protection of battered immigrant spouses against deportation, as provided in Title II, Subtitle D, of H.R. 1133. Without these protections, certain battered immigrant women, who are legally in

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the United States because they are married to a United States citizen or legal resident, would be presented with the harsh option of either remaining with the abuser or being forced to leave the country.

3. Title X, Subtitle C states that "States should examine their criminal justice systems in order to ensure that racial and ethnic bias has no part in such criminal justice systems," and provides "grants to States that have established by State law or by the court of last resort a plan for analyzing the role of race in that State's criminal justice system. Such plan shall include recommendations designed to correct any finding that racial and ethnic bias plays such a role." We would recommend that this Subtitle also authorize such grants for States that have established a plan for analyzing the role of gender in the State's criminal justice system and authorize the use of the grant funds for implementing the recommendations emanating from such plans. It is our understanding that at least 40 States have established task forces to look at gender bias in the courts.

4. Title XXXVI, Subtitle A, of H.R. 3355 provides grants for "developing, testing, presenting, and disseminating model programs to be used by States in training judges and court personnel in the laws of the States on rape, sexual assault, domestic violence, and other crimes of violence motivated by the victim's gender." We believe that H.R. 3355 should also provide funding for the development, testing, presenting, and dissemination of model programs to be used in training tribal judges and administrative law judges in the Immigration and Naturalization Service, the Social Security Administration, and other Federal agencies, including case workers, who participate in administrative proceedings in which issues of violence motivated by the victim's gender may be raised. We further believe that either the statutory language or clarifying language in the Conference Report should make clear that "other crimes of violence motivated by the victim's gender" includes sexual harassment, and that the model programs are to include training in the laws providing remedies against sexual harassment at work and in educational institutions.

5. Section 3612 (11) of Title XXXVI provides that training grants may focus on "the physical, psychological, and economic impact of domestic violence on the victim, the costs to society" We fully support the inclusion of the costs of domestic violence to our economy and to our society in the foregoing section, and would emphasize that these costs appear to weigh particularly heavy on working women.

As noted earlier, a 1993 House Resolution stated that 74 percent of employed battered women are harassed by their abusive partners at work, causing 54 percent of these women to miss at least three full days of work a month and 20 percent to lose

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their jobs. These statistics demonstrate that domestic violence directly interferes with the ability of many working women to seek, obtain and hold a job in a consistent and reliable manner. Domestic violence also exacerbates women's economic dependence, which has long been viewed as a major stumbling block in the struggle to gain equal rights for women. Economic self-sufficiency is a critical component in the ability of women to control their own lives, and the opportunities for obtaining self-sufficiency are clearly diminished and jeopardized when domestic violence is present.

6. Title XXXII, Subtitle D, authorizes a National Commission on Violence Against Women to recommend Federal, State and local strategies for preventing and sanctioning violent crime against women. It is not clear, however, that, under the current language of the Subtitle, the Commission's power extends to evaluating and making recommendations on forms of violence that occur in the workplace. While the Commission is explicitly empowered to address rape, domestic violence, and stalking, these forms of violence can, and do, occur inside and outside the workplace. Moreover, recent statistics provided by the Bureau of Labor Statistics (1992 Census of Fatal Occupational Injuries) indicate that homicide is the leading cause of workplace death for women workers. Workplace violence is a serious and growing concern which should be addressed by the Commission. We strongly believe that the statutory language of the bill, or clarifying language in the Conference Report, should explicitly include workplace violence as a subject of evaluation and recommendations.

7. We also believe that H.R. 3355 should be concerned with crimes of violence in the workplace which are motivated by the victim's status as a minority group member, or by a desire to retaliate against a worker who has complained of employment discrimination.

8. Title XXXII, Part Q, Section 1701(b)(5) of H.R. 3356 provides that grants may be used for "developing, enlarging, or strengthening victim services programs, including sexual assault and domestic violence programs" Either the legislation or the Conference Report should state that such programs include services for victims of sexual harassment.

9. Title XXXII, Subtitle C (Safety For Women in Public Transit and Public Parks), of H.R. 3355 provides for capital grants for the prevention of crime and to increase security within and adjacent to public transportation systems, including bus stops, subway stations, parking lots or garages. Section 24(b)(1)(D) of the bill authorizes grants and loans to increase the safety of public transportation by "any other project intended to increase the security and safety of existing or planned public transportation systems." Since women can

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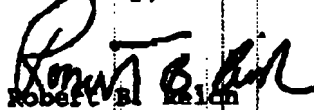
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encounter safety problems in getting from public or private transportation to their place of work and from their place of work to their source of transportation, it would appear that, under the foregoing section, the grant funds could be used for such matters as providing a shuttle service or escorts between public transportation locations and the workplace. It may be helpful if the Conference Report contained clarifying language stating that grant funds are available for this kind of activity.

10. Title II (General Provisions), Section 5123 would amend the "Hate Crime Statistics Act," (Public Law 101-275, 104 Stat. 140). This Act provides that the "Attorney General shall acquire data . . . about crimes that manifest evidence or prejudice based on race, religion, sexual orientation, or ethnicity" Section 5123 would amend the Act to include disability. We would recommend that the Act also be amended to include gender.

Thank you for the opportunity to comment on this proposed legislation.

Sincerely,


Robert A. Rich

April 26, 1994

Labor Department Views on the Crime Conference

Youth Employment and Skills (YES)

Consistent with the discussion at 4/25's meeting at OMB, our first priority is raising the funding level of the YES program. The President originally envisioned a \$1 billion program and DOL has been assured that the House starting level was not the ending level. As also discussed at the meeting, funding could come from some of the other prevention provisions of the House bill -- totaling billions of dollars -- that are defined in a very broad and general fashion.

There are also some changes to the YES language that should be made. We've begun to receive substantial outside feedback on the program so some additional changes may be forwarded soon. But, at a minimum, the changes should include:

- o P. 221, L.10 (working from H.R. 4092 as reported out of Committee). Insert "Youth" before "Employment" in the title.
- o Program Target Area -- P. 222, L.7. Insert "with a poverty rate of 30 percent or higher, as determined by the U.S. Bureau of the Census" after the word "unemployment".
L. 9. Add a new sentence -- "Target areas shall be limited to a population of 25,000, unless the Secretaries and the Attorney General determine that areas of up to 50,000 may be considered." (This is the original language that we hope can be reinserted.)
- o Participants -- P. 223, L. 5. Insert "up to age 19" after "adults".
- o Allowable Activities -- P. 224, after L. 13. Insert a new "(11) expanding the Federal Bonding Program in the Department of Labor to improve job placement capabilities."

Previously-forwarded list

Attached to this memo is a list of changes that updates a list that had been previously sent to the DPC and to Ron Klain and others at Justice. Some of these changes were referred to in the joint memorandum to the President from Attorney General Reno, Secretary Reich, and Secretary Cisneros. Most of the rest were described in a separate memorandum from Secretary Reich to the President. Bruce Reed said that the ideas in these memorandums were the type that the President has supported throughout the crime bill process.

In short, the list consists of a variety of employment-related approaches that are designed either to promote prevention or reduce recidivism. For example, we recommend a stronger focus on the use of the Job Corps model in boot camps and alternative punishment programs; Job Corps participation has been found to reduce the incidence of serious crimes. In another example, we suggest expanding the Federal Bonding Program, which provides fidelity bonding insurance coverage to ex-offenders and other high-risk job applicants. The program has proven successful; the average default rate is only one percent. (Any expansion in the program would have to be done carefully so that the default rate would remain low. DOL has drafted expansion language.)

Model Intensive Grant Programs, House bill

- o Grant Authorization/Establishment -- Section 1001. The "Secretary of Labor" should be added to the list of Secretaries that the Attorney General should consult with.
- o Program Requirements -- P.112, L.13. Insert "job training and community service employment programs," after the word "facilities,".

Top Priorities

The proposed changes to the YES program and the boot camps are the Labor Department's highest priorities.

EMPLOYMENT-RELATED AMENDMENTS TO THE CRIME BILL CONFERENCE
H.R. 3355 as passed by the Senate
H.R. 4092 as passed by the House

AMENDMENTS TO PROGRAMS IN THE SENATE BILL

* **BOOT CAMPS.** (Sec. 1321) Amend the Boot Camps Program to include education and training programs modeled after successes such as the Job Corps program, by accepting the House bill language in Title XXI, Sec. 2101 on Alternative Punishments for Youth Offenders. This language would modify the definition of boot camps by proposing that education and job training programs be "modeled to the extent practicable" after successful programs such as the Job Corps programs. Also delete the six months limit on boot camps to allow for more intensive programs and for longer aftercare or follow-up services.

Clarify the language on aftercare services to ensure that boot camp program funds may be provided for this purpose (since aftercare implies "after the program" and funding is not explicitly authorized).

Amend further to give priority to boot camp proposals that provide education and job training services using successful models such as the Job Corps or community service employment programs and provide a priority to those providing comprehensive after care services to assist in transition and job placement services for offenders returning to society.

Amend Sec. 1321(c)(2)(F) on aftercare to include an expansion of the Federal Bonding Program in the Department of Labor to improve job placement capabilities.

* **GRANTS FOR COMMUNITY-BASED VIOLENT JUVENILE FACILITIES.** Amend Sec. 1331(a) to add that the Attorney General shall give priority to applicants proposing to provide education and job training using the Job Corps model and to those proposing to provide comprehensive aftercare and job placement services for juveniles in transition back to their communities. Include an amendment to expand the Federal Bonding Program in the Department of Labor to improve job placement capabilities.

PROGRAMS IN THE HOUSE BILL

* **ALTERNATIVE PUNISHMENTS FOR YOUNG NONVIOLENT OFFENDERS.** (Sec. 1203.) Retain the House bill language in Title XXI, Sec. 2101 the Alternative Punishments for Youth Offenders program, (which includes language that education and job training be provided in

boot camps and innovative projects and that it be modeled to the extent practicable after the Job Corps program).

Amend further to give priority to proposals that provide education and job training services and use successful models such as the Job Corps or work in conjunction with a local Job Corps program to ensure appropriate referrals to education and training. Also, give a priority to those providing comprehensive after care services to assist in transition and job placement services for offenders returning to society. Allow local alternative programs the flexibility to contract with local Job Corps Centers to provide Job Corps activities at alternative facilities. Amend the aftercare provision to include an expansion of the Federal Bonding Program in the Department of Labor to improve job placement capabilities.

AMENDMENTS TO PROGRAMS IN BOTH THE HOUSE AND SENATE BILLS

* JUVENILE DRUG TRAFFICKING AND GANG PREVENTION GRANTS.
(Authorized in the House and Senate legislation.) Amend to provide priority to proposals developed in coordination with other youth prevention and employment programs, such as Youth Fair Chance and Youth Build programs where these programs are available. Add a new (b)(15) to establish community service job opportunities which include education and training for youth involved in gang activities.

POSSIBLE EMPLOYMENT-RELATED AMENDMENTS TO THE CRIME BILL
H.R. 3355 as passed by the Senate

In general, amendments or modifications that can be made to a number of the programs authorized in the Senate bill include:

- o requiring education and job training programs in consultation with the Secretary of Labor, including job placement and intensive case management services.
- o allowing for community service employment projects.
- o clarifying that aftercare services may be funded through funds authorized in these programs.
- o encouraging mentoring programs.
- o targeting or prioritizing funds (or programs) to high crime or poverty areas or to concentrated public housing areas.
- o increase the Federal Bonding Program.

POSSIBLE EMPLOYMENT-RELATED AMENDMENTS TO THE CRIME BILL
H.R. 3355 as passed by the Senate

1. BOOT CAMPS. (Sec. 1321, \$3 billion in FY94 available until expended.) Accept the Lowey/DOL amendment to the House bill (H.R. 3351, Alternative Punishments for Youth Offenders) to modify the definition of boot camps by proposing that education and job training programs "be modeled to the extent practicable after successful programs such as the Job Corps and community service employment programs". Also delete the six months limit on boot camps to allow for more intensive programs and for longer aftercare or follow-up services.

Clarify the language on aftercare services to ensure that boot camp program funds may be provided for this purpose (since aftercare implies "after the program" and funding is not explicitly authorized).

Amend further to give priority to boot camp proposals that provide education and job training services using successful models such as the Job Corps or community service employment programs and provide a priority to those providing comprehensive after care services to assist in transition and job placement services for offenders returning to society.

Expand Sec. 1321(b)(3) on contracting with the private sector to include contracting with public and non-profit sector agencies. Amend Sec. 1321(c)(2)(F) on aftercare to include an expansion of the Federal Bonding Program in the Department of Labor to improve job placement capabilities.

(Note: The Federal Bonding Program (FBP) provides fidelity bounding insurance coverage, sometimes called "dishonesty bonding," to ex-offenders and other high-risk job applicants who fail to get jobs because commercial bonding is denied due to their criminal backgrounds. FBP is considered extremely successful -- an average default of 2% since the program began in 1966.)

2. ALTERNATIVE PUNISHMENTS FOR YOUNG NONVIOLENT OFFENDERS. (Sec. 1203 authorized at \$200 million for each fiscal year 1995 through 1997.) Accept in Conference the Lowey/DOL amendment to the House bill (H.R. 3351, Alternative Punishments for Youth Offenders) proposing that education and job training be provided in boot camps and innovative projects and that it be modeled to the extent practicable after the Job Corps program.

Amend further to give priority to boot camp proposals that provide education and job training services and use successful

models such as the Job Corps or work in conjunction with a local Job Corps program to ensure appropriate referrals to education and training. Also, give a priority to those providing comprehensive after care services to assist in transition and job placement services for offenders returning to society. Allow local alternative programs the flexibility to contract with local Job Corps Centers to provide Job Corps activities at alternative facilities. Amend the aftercare provision to include an expansion of the Federal Bonding Program in the Department of Labor to improve job placement capabilities.

3. JUVENILE DRUG TRAFFICKING AND GANG PREVENTION GRANTS.

(Authorized in the House and Senate legislation at \$100 million for FY94 and such sums in FY95.) Amend to provide priority to proposals developed in coordination with other youth prevention and employment programs, such as Youth Fair Chance and Youth Build programs where these programs are available. Amend (b)(9) on promoting lawful activities to include work maturity and job training activities in coordination with local job programs. Add a new (b)(15) to establish community service opportunities for youth involved in gang activities. Add a requirement that these community service employment projects include education and job training components. Funds for such a component can be used to contract with local JTPA offices to provide comprehensive education and training services.

4. EXPANSION OF CORRECTIONAL AND DETENTION FACILITIES. (Admin. proposal in the House authorizing \$3 billion to remain available until expended.) P.6, L.15 -- after education and job training add "modeled after other successful residential training programs such as the Job Corps". P.6, L.22 -- after post release programs add "including job training and placement services such as community service employment projects".

5. COMMUNITY SCHOOLS YOUTH SERVICES SUPERVISION GRANT PROGRAM. (Authorized at \$100 million and for ages 5 to 18.) Amend Sec. 5142(f)(2) on use of funds to expand the term "work force preparation" to include "work maturity and job training activities for appropriate age groups". Amend subsection (g)(2) on criteria to give a priority to communities that have established Youth Fair Chance programs. Amend subsection (h)(2)(F) on extracurricular and academic programs to include job training programs for appropriate age groups.

6. GRANTS FOR COMMUNITY-BASED VIOLENT JUVENILE FACILITIES. (\$100 million authorized for each fiscal year 1994 through 1998.) Amend Sec. 1331(a) to add that the Attorney General shall give priority to applicants proposing to provide education and job training using the Job Corps model and to those proposing to provide comprehensive aftercare and job placement services for

juveniles in transition back to their communities. Include an amendment to expand the Federal Bonding Program in the Department of Labor to improve job placement capabilities.

Yes 7. OLYMPIC YOUTH DEVELOPMENT CENTERS. (Authorized at \$50 million in FY94, \$25 M in FY95, 96, and 97, for ages 8 to 18.) Amend Sec. 5143(c)(2) and (4) to give priority to the youth development centers proposed within similar geographic areas where other employment and training programs are also targeted at youth, such as the Youth Fair Chance or related programs, to ensure that education, work maturity and job training activities are provided for the appropriate age groups.

FAX TRANSMITTAL SHEET

RECEIVER TELECOPIER #: 456-2223TO: Paul DimordFROM: Larry KatzDATE: 11/15/94 TIME: 12:25PAGE NUMBER ONE OF 9 PAGES.

TRANSMITTER TELECOPIER: 202-219-7659

ADDITIONAL COMMENTS:

IF YOU HAVE QUESTIONS REGARDING THIS FAX CALL: 219-5108

January 14, 1994

To: Bruce Reed, Paul Dimond

From: Youth Employment and Crime Bill Task Force of the
Departments of Housing and Urban Development, Justice,
and Labor

Subject: Strengthening Youth Employment Linkages in the Crime
Bill: Needed Steps to Help Prevent Violence

We have been asked to formulate a proposal for a youth employment initiative for possible inclusion in the crime bill that would help prevent crime by putting at risk youth and ex-offenders into the labor market. We propose a two-part approach:

- (1) Creating a \$200 million per year program based upon (or by expanding) the Youth Fair Chance program that includes an enhanced focus on crime and violence prevention;
- (2) Including specific employment-related features where appropriate in existing provisions of the crime bill, e.g. providing for the use of the Job Corps model in bootcamps and prisons.

This cover memo outlines these proposals. We have also attached appendices listing the related crime bill provisions and providing greater detail about the Youth Fair Chance model.

Background

Crime and violence are especially endemic in inner-city, high-poverty communities. High-poverty communities have a disproportionate number of both victims of crime and offenders. For example, a recent study indicated that between 1986 and 1989, the rates of violent crime in public housing in Washington, D.C., Los Angeles, and Phoenix were more than double that for these respective cities as a whole.

Economic conditions have deteriorated in America's inner-cities, contributing to the crime problem. Poverty has become increasingly concentrated and the economic situation of disadvantaged youth has eroded dramatically. In the early 1990s the real wages of recent male high school graduates were more than 20 percent below that of recent graduates twenty years earlier; the decline in pay of young high school dropouts has been even more extreme. And more than 70 percent of young black high school dropouts are currently not employed. Relatedly, approximately 50 percent of 18-34 year old, black male, high school dropouts had criminal records in the late 1980s. (See Appendix 1.)

Accordingly, we believe the crime bill should include a coordinated and flexible approach to assuring the support for the

following elements central to an effective crime reduction effort focused on gangs and at-risk youth:

- *the availability of adequate employment opportunities
- *skills training and apprenticeship
- *remedial education and literacy training
- *mentoring and counseling
- *support for legitimate entrepreneurship
- *self-esteem building, generally through recreation or project-oriented employment type activity.

This approach can reduce crime. For example, Job Corps participation reduces the incidence of serious crime. In addition, a recent study of job training programs in Federal prisons found that participants had a significantly lower chance of recidivism within their first year out of prison and a greater likelihood of employment than a comparison group.

The Youth Fair Chance Initiative

We propose development within the crime bill of a program modeled on the Youth Fair Chance Initiative but which has an additional specific focus on crime and violence prevention (see Appendix 2). The currently authorized Youth Fair Chance program at DOL can form the basis for such an effort. The program is targeted directly at inner-city and rural areas with poverty rates of 30 percent and higher. Within these high-poverty areas, all youth can be served regardless of family income, thus avoiding stigma. Because at-risk youth, young offenders, and, in some communities, gang members are frequently concentrated in public housing and assisted housing projects, this initiative would target resources to communities in which they are located, in addition to other sites.

The goal of Youth Fair Chance is to expand the opportunities of youth growing up in high-poverty areas. The program saturates neighborhoods of roughly 25,000 people with a comprehensive program. Federal funds are used for school-to-work programs aimed at in-school youth and job training programs for out-of-school youth. To receive these funds, grantees must commit to a number of complementary initiatives such as expanding sports and recreation activities and public/private partnerships to help youth learn about and attend college.

In a sense, Youth Fair Chance is a structure or a framework upon which many initiatives can be added. The proposed initiative would expand the program, focus on areas that have high rates of crime committed by juveniles and youthful offenders, and fund an employment component -- as one example, such a component could be a conservation corps. Within the flexible framework, only programs and approaches with a proven track record of boosting employment (and thereby helping to

reduce crime) would be funded.

We also would encourage grantees to develop programs that include direct access to legitimate private sector jobs. This would involve a variety of strategies, such as mentors who could essentially act as references in facilitating the placement of disadvantaged youths into jobs, or microenterprises. One possibility would be to encourage officers who are engaged in community policing both to play this mentoring role and to engage appropriate others in doing so.

We are assuming this initiative would be funded from the Violent Crime Reduction Trust Fund and therefore would not adversely impact agency caps.

Employment Related Provisions of the Crime Bill

The crime bill includes a large number of programs, many of which should or could have an employment link. A great deal can be accomplished by building on what hooks exist in the crime bill and adding the flexibility necessary for improving coordination and to use leveraging to help support crime suppression related employment initiatives. We are working to identify all those provisions for which it would be appropriate to strengthen the employment-related linkage.

Boot Camps, for example, are designed as alternative sentencing programs to save funds on prison incarceration and to instill discipline in offenders. However, funds are not saved unless recidivism is reduced. Current evidence suggests that when discipline alone is the focus of these camps, they have little effect on recidivism. Therefore, features of the Job Corps or other measured-successful employment training and placement programs should be made part of bootcamps and other prison and sentencing related provisions. The inclusion of post-release aftercare including among other things job training and placement is just plain good criminal justice policy.

On the House side, one part of the crime bill would provide \$200 million over five years for the creation of alternative sentencing programs for offenders, which includes boot camps. DOL successfully inserted an amendment that education and training activities be provided in these alternative programs and that these activities be modeled after the Job Corps. The Senate bill includes \$3.2 billion for alternative sentencing programs. The Senate bill does not include the Job Corps amendment. We also should work to ensure that the alternative sentencing provisions contain specific references to the Job Corp model and other proven employment models.

More generally, a list of the programs that we are exploring for employment linkages is attached.

Appendix 1. Deteriorating Economic Conditions and Rising Crime

A major factor underlying the nation's rising crime problem has been the growing concentration of poverty and the erosion in the economic position of disadvantaged youths.

The 1990 Census suggests an increasing concentration of poverty in the United States. Between 1980 and 1990, the number of census tracts with 40 percent or higher poverty rates almost doubled, as did the population living in such high-poverty tracts. In addition to crime, high-poverty areas exhibit several interrelated problems--high rates of dropping out of school, nonemployment among young males, teen pregnancy, and families headed by unwed mothers.

During the last twenty years, the economic and social well-being of disadvantaged American youths and young adults -- those with limited education or skills, from poor families and impoverished neighborhoods, and from minority backgrounds -- has deteriorated substantially.

- o The real wages of the young and less-educated plummeted, breaking the historic pattern of rising earnings for American workers at all skill levels. In the early 1990s the real hourly pay of recent male high school graduates was more than 20 percent below that of recent graduates twenty years earlier; the decline in pay of young high school dropouts has been even more extreme.
- o More and more disadvantaged young men and young women are "idle," not in school, working, or looking for work. Approximately 50 percent of out-of-school young Americans (those age 16 to 24 years) without a high school degree are currently not employed. And more than 70 percent of young black high school dropouts are currently not employed. Many of these out-of-school youths are persistently out of work and have the potential for being permanently lost to the legitimate economy.
- o Relatedly, the proportion of young men in trouble with the law has increased dramatically. Almost 700,000 young men from 16 to 34 years of age were incarcerated in 1989. Richard Freeman of Harvard estimates that approximately 50 percent of 18-34 year old, black male, high school dropouts had criminal records in the late 1980s. No other developed country faced such levels of crime among its youth.

It also bears mentioning that ex-offenders frequently lack legal employment, in part because little effort is made at facilitating their transition into the labor market. The recent study by Richard Freeman found that youth jailed in the mid-1980s had a far greater chance of future unemployment than comparable young people with similar educations and work histories who had not been in prison.

Appendix 2. Youth Fair Chance Initiative

To address the problems of concentrated poverty in our nation's inner cities and in some rural areas--as well as to prevent related crime and violence--a comprehensive approach is warranted. As a recent report by the National Research Council of the National Academy of Sciences, *Losing Generations: Adolescents in High Risk Settings*, observes, settings such as families, schools, and neighborhoods are crucial determining the outcomes of the lives of children and youth. The report calls for additional emphasis on strengthening these settings, as opposed to programs aimed at one individual or one problem at a time.

The Youth Fair Chance initiative would undertake such a comprehensive approach. We propose building on the current demonstration models, including an additional specific focus on crime and violence prevention and funding an essential employment component.

Given the concentration of crime in high-poverty areas, the Youth Fair Chance program provides an appropriate mechanism for adding a prevention strategy to the crime bill. Youth Fair Chance differs from almost all other federal programs in that it is targeted directly at inner-city and rural areas with poverty rates of 30 percent and higher. Within these high-poverty areas, all youth can be served regardless of family income, thus avoiding stigma effects. In addition, Youth Fair Chance can be targeted to public housing communities and assisted housing projects. The program has been pilot-tested by the Department of Labor over the past four years, and is authorized by law--thus obviating the need to create an entire new program. However, it is currently funded at only a minimal level (\$25 million a year), so there is much room for expansion. Current resources allow for funding only a tiny fraction of the 200 plus proposals already received by DOL.

The goal of Youth Fair Chance is to increase the opportunities of youth growing up in these high-poverty areas. The program concentrates a large amount of money--currently, up to \$2 million a year--into small neighborhoods of roughly 25,000 people (2,000 youth ages 16-21). Federal funds can be used for a variety of interventions, including school-to-work programs, job training programs for out-of-school youth, and community service jobs. To receive these funds, local areas must commit to a number of complementary initiatives such as expanding sports and recreation activities and public/private partnerships to help youth learn about and attend college.

Youth Fair Chance can best be seen as a model neighborhood initiative. It builds upon the notion of community, and the aim is to concentrate sufficient positive interventions into small neighborhoods so as to turn around the prevailing negative forces and peer pressure now operating in these areas. The program is complementary to the Administration's Empowerment Zone initiative. Youth Fair Chance operates in much

smaller neighborhoods than empowerment zones, and this year DOL expects to fund some Youth Fair Chance neighborhoods that will be located within empowerment zones.

In a sense, Youth Fair Chance is a structure or a framework upon which many initiatives can be added. Essentially, the framework is 1) targeting funds on areas of 30 percent or higher poverty, and 2) concentrating a fairly large amount of funds in relatively small neighborhoods -- such as public housing communities and assisted housing projects -- so as to have a chance of turning around the neighborhoods. This concept lends itself both to inner-city and rural poverty. Such a design also makes it particularly easy to coordinate with other agencies, since any program can be added to the Youth Fair Chance structure.

Within the flexible framework, only programs and approaches with a proven track record of boosting employment (and thereby helping prevent crime) would be funded. We will use and build upon successful models.

Currently, Youth Fair Chance is more of a demonstration than a program. Funding for FY 1993 was \$50 million, and for FY 94 is \$25 million. Boosting funds by \$200 million a year would make Youth Fair Chance a program in its own right that could continue well beyond the 5-year period covered by the Crime Bill.

At the larger funding level, Youth Fair Chance could be implemented in close to 50 small neighborhoods across the country. With grants of \$4 million a year over five years, the target neighborhoods could implement a number of new youth initiatives. Most importantly, we suggest funding an employment component in the program. Models for such employment include the conservation corps.

Because at-risk youth, young offenders, and, in some communities, gang members are frequently concentrated in public housing and assisted housing projects, this initiative would target resources to communities in which they are located, in addition to other sites. HUD already funds locally driven youth corps/youth apprenticeship programs at public housing projects, in part as a crime reduction strategy. This effort, however, would support a broader range of services more closely linked with traditional employment development organizations.

Juvenile justice, education, health and human services, and other HUD programs also will need to be part of Youth Fair Chance. We are investigating using an inter-Departmental process to administer the program. At a minimum, a MOA will be reached between DOL and HUD.

The grant announcement would also encourage gang prevention activities, alternative sentencing projects involving community service, training for youth in conflict resolution, and community policing in the target neighborhoods. Specifically, the grant announcement for the program would include the following provisions:

- the target neighborhoods would need to have poverty rates of 30 percent or higher, with extra points to communities with public housing complexes and assisted housing projects with evidence of youth gang problems. The target neighborhoods would be quite small, with populations of roughly 25,000.
- a core in-school component would need to be developed in which the high school that serves the target area would implement a school-to-work initiative.
- the out-of-school component would include community service jobs to directly address the problem of nonemployment among inner-city youth. This component could include HUD's YouthBuild program, a residential conservation corps, or a youth service corps. The out-of-school component could also include a youth education center or an alternative high school.
- an effort to expand the job networks of inner-city youth to get them into private sector jobs. This could involve a variety of strategies, including mentorship, on-the-job training, occupational training based on contextual learning, and entrepreneurship. One possibility would be to encourage officers who are engaged in community policing both to play this mentoring role and to engage appropriate others in doing so.
- as a condition for receiving the grants, city governments, local school districts, local courts, public housing authorities and other nonprofits, the local private sector, or a consortium of the above would need to jointly agree to (1) establish a comprehensive sports and recreation program in the target area; (2) develop a public/private partnership to help youth in the target area learn about and attend college--including "last dollar" financial assistance; (3) implement a restructuring of the middle school that serves the target area to make the school stronger and more personal; and (4) establish alternative sentencing projects for nonviolent youth offenders.
- also as a condition of the grant, a community advisory board would be established, a plan for serving youth would be developed, and a gang suppression program implemented.

DOL has been pilot-testing the Youth Fair Chance program in seven sites over the past four years, and more recently in four additional sites. Within these pilots, San Diego and Los Angeles have started alternative schools in conjunction with the local school districts; Baltimore has used city funds to rehabilitate an old school to become a community center; and Mississippi has used CDBG funds to rehabilitate a closed school building to be used as an alternative high school and satellite community college.

To avoid having this new initiative simply displace other programs aimed at disadvantaged youth and adults, we assume the initiative would be funded from the Violent Crime Reduction Trust Fund and thus would not adversely impact agency caps.

POTENTIAL CRIME BILL JOB TRAINING/PLACEMENT-EMPLOYMENT LINKAGE POINTS AND PRIORITIES

In rough order of preference and priority, the following sections of the Senate Crime Bill afford possible job training / placement linkage or coordination possibilities or already include specific employment related provisions:

- **Juvenile Drug Trafficking and Gang Prevention Grants [Title VI §631.]**
- **Gang Resistance Education and Training Projects (GREAT) [§5163.]**
- **Title XII Drug Court Programs:**
 - Certainty of Punishment for Young Offenders [§1203.]
 - Residential Substance Abuse Treatment for Prisoners [§1204.]
- **Bootcamps [Title XIII §1321.]**
- **Grants for Community-Based Violent Juvenile Offenders [§1331.]**
- **Regional Prison Grants Program [Title XIII §1341.]**
- **Ounce of Prevention Programs [Title I §1710 (C).]**
- **National Community Economic Partnership [Title XLVIX]**
- **Community Schools Youth Services and Supervision Grant Program Act [§5142.]**
- **Grants for Youth Development Centers [Title VI §633.]**
- **Olympic Youth Development Centers [Title V § 5143.]**
- **Drug Treatment in Federal Prisons [Title XIII §1304.]**
- **Domestic Violence [Title XXXIII Safe Homes and elsewhere.]**
- **Law Enforcement Scholarship Assistance [Title XI §1141-1150.]**
- **Police Corps [Title XI §1121-1131.]**

revised 1-12-94 3 p.m. GLM

David Loh
219-5782
Pat Foley
219-6141

JCN Roush

First
DRAFT

January 15, 1994

MEMORANDUM FOR: PAUL DIMOND

FROM: LARRY KATZ

Subject: Options for FY 1994 Supplemental to Expand Employment Opportunities for Disadvantaged Workers

The following are options for a FY 1994 Supplemental aimed at alleviating the high rates on nonemployment among inner-city minority males, building infrastructure in inner-city communities, and addressing violence among youth:

1. **Expanded Funding of Youth Fair Chance.** Youth Fair Chance differs from other DOL programs in that it targets funds directly into inner-city and rural areas with 30 percent or higher poverty. The goal of Youth Fair Chance is to increase the opportunities of youths and young adults in high-poverty neighborhoods. The program concentrates a relatively large amount of funds (\$2 to \$5 million annually) into small neighborhoods of roughly 25,000 people (or approximately 6,000 youth from ages 14 to 30) so as to saturate the area with positive interventions. The idea is to turn around the negative pressures that currently prevail in these areas. Interventions can include a combination of job training, education, health and human service, and sports and recreation activities. A strong work experience component can be built into the program to directly address the nonemployment of inner-city minority youth. At \$200 million per year, Youth Fair Chance can target job opportunities and services on a population of approximately 100,000 to 300,000 youth and young adults from disadvantaged neighborhoods.

Youth Fair Chance is a structure upon which many initiatives can be added. An employment component could be modelled along the line of Youth Conservation Corps or other Public Service or Community Service employment programs. We would encourage grantees to develop programs that include direct access to legitimate private sector jobs. This would involve a variety of strategies, such as mentors who could essentially act as references in facilitating the placement of disadvantaged youths into jobs. One possibility would be to link with Community Policing initiatives and encourage officers who are engaged in community policing both to play this mentoring role and to engage appropriate others in doing so. In addition to developing job networks, improved transportation links to jobs in suburbs and region could be encouraged.

Youth Fair Chance fits in well with the Administration's

Empowerment Zone and National Service initiatives. The program currently has categorical funding in the FY 1994 budget, but only for \$25 million.

2. Youth Conservation Corps. Supplemental funding could be used to start a large-scale youth conservation corps program, modeled after the old Civilian Conservation Corps. The program then could be made permanent beginning in the FY 1995 budget. Such a program would provide direct employment to young adults in their late teens and early 20s. California and several other states currently run successful conservation corps programs. A national program could be targeted to persons living in high-poverty inner-city and rural areas. A problem is that the program would bump against DOL's FY 1995 budget cap, unless the Administration could find a way of relieving the cap. For DOL to operate the program, authorizing legislation would have to accompany the supplemental. However, it also would be possible to have the National Service Commission operate the program, and simply tie the supplemental to their FY 1994 categorical funding. A well-functioning Youth Conservation Corps with high quality projects at a 40,000 enrollment level (close to the current size of the Job Corps) would cost approximately \$800 million a year. The Interior Department and Forest Service have huge backlog of work projects in reforestation, rehabilitation, etc. more than sufficient to provide quality jobs for a program at such scale.

3. Enhanced Job Training for Out-of-School Youth using the Successful CET Model. DOL is currently in the process of attempting to upgrade the job training programs local areas provide to out-of-school youth with JTPA Title II-C formula-allocated funds. In particular, we are trying to move the JTPA system towards more comprehensive programs based on model of the Center for Employment Training (CET) in San Jose. This model has been shown to be effective in two separate evaluations. It provides for basic skills to be taught in the context of vocational instruction (work-based or contextual learning); its teachers have experience working in the private sector in the occupations they are teaching; training in occupations in demand in the labor market so that the mix of training slots changes with labor market shifts; strong employment orientation and job placement efforts; and it enrolls youth and young adults of all abilities without trying to select only the most job-ready applicants. DOL could use a Supplemental to provide incentive funds for local areas to move towards the CET model--thus having a permanent impact on the JTPA program with one year of supplemental funding.

4. Infrastructure Development in Inner Cities. There is a need in inner-city neighborhoods to build better facilities for serving youth--recreation centers, community centers, buildings for alternative schools, playgrounds, parks, and ballfields. There also is a need to construct new, smaller middle schools and

high schools to replace large, impersonal schools. A supplemental could be used to fund such inner-city construction projects. Funds could be targeted through the Youth Fair Chance demonstration to high-poverty areas, with complementary activities required of the local city government, private sector, and school district. Youth and young adults from the target communities could be hired to the extent possible in these construction projects. The money could also be used to start youth apprenticeship training programs (e.g. HUD's Youth Build program) in the building trades in such areas.

5. **Summer Challenge.** As was done in the Supplemental this past year, funds could be used to augment the summer employment program. The number of youth served could be increased, educational components added, and work projects strengthened to include more of a community service focus. The program could be extended to young adults ages 22 to 24, though separate projects would be need to developed for youth and young adults. The summer program could be better linked to year-round programs for in-school and out-of-school youth. The link to year-round programs is necessary to increase chances of any long-term impacts from a summer intervention.

THE WHITE HOUSE

WASHINGTON

January 9, 1994

MEMORANDUM FOR LARRY KATZ

FROM: PAUL DIMOND

SUBJECT: YOUTH EMPLOYMENT IN HIGH POVERTY AREAS

Pursuant to our discussion today, here are preliminary thoughts on the two issues -- connecting youth to the labor market and the zero budget option -- Isaac raised for me at the meeting.

I. CONNECTING YOUTH TO THE LABOR MARKET. The basic approach is to connect inner-city youth and young adults, through a variety of means, to private sector jobs throughout the local labor market. The premise is that one of the major hurdles to employment is that inner-city minority youth are basically isolated from and virtually shut out of the connections and informal networks that lead most youth and young adults to first rungs on job ladders throughout the local labor market. Ergo, let's stimulate the intermediaries that can serve the networking, vouching, mentoring function that gets most other young people to jobs. Whatever the form of this intermediary networker, it is essential that a long line of employers with real jobs be on the line and that the intermediary, networker follow-up with the mentee and the employer during employment. Types of intermediaries might include:

- COP (COmmunity-Police) Partnerships for Youth Jobs -- any youth may contact a Cop-on-the-beat to cross-over from a gang (or an abusive family) to a mentoring program (connected with local school, church, police athletic leagues, etc.) that will provide a focus on some activity that will enable the youth to demonstrate the requisite reliability, behavior, attitude, and spirit of teamwork to enable the mentor to vouch for the participant to an employer.
- CET -- job placement followed by academic training in the job context
- Public-Private Ventures -- Michael Balin (Philadelphia)
- Career Academies -- mini-schools within schools (Kenneth Chevault, American Express; John Dow, Vernon Jordan)
- Youth Corps inside Public Housing (skills, job, career ladder)

- Churches, schools, caring adult mentoring/vouching (Karen Pittman, Ron Mincy, Ron Ferguson)
- National Guard ("Guardian" -- Dan Donohue), ATF Cadet (but need to make sure that mentors connect participant to real job in the labor market as well as summer training experience)
- After school programs, School-to-Work Transition

The challenge, I think, is to figure out what we should finance to promote such intermediaries: What approaches will get us the most bang (i.e., jobs) for the investment. I raised this idea with Bill Wilson at the Carnegie meeting last month, and he was very supportive. Federal investments might include TA and seed money to build capacity of the intermediaries or paying for contextual learning for youth while on the job. You may well have other, and better ideas. Fire away!

II. ZERO COST BUDGET ALTERNATIVES. The notion here is that we have many existing programs (ranging from Public Housing operation and improvements, to Youthbuild, to Headstart, to daycare, to home health care, to JPTA to whatever) that we could **influence** or **direct** or **reconfigure** in order to make sure that inner-city youth and young adults are hired to carry out the program purposes. In addition, we have many existing education and training programs that we could leverage to include the networking/mentoring component so that real jobs result at the end of the program. Finally, we have a number of challenge initiatives (Community Empowerment, Community Policing, National Service) where we could lobby consortia of local employers to agree to hire young, inner-city residents (and connect them with contextual learning?) who are referred by credible networking/vouching/mentoring intermediaries.

Larry, in thinking about how to organize the second memo on the Supplemental Youth Jobs Program, you may want to consider as one component public works types programs, e.g., Neighborhood Infrastructure Improvement of Maxine Waters (and Secretary Cisneros). I believe that any such public works efforts should, however, also include a networking, vouching, and mentoring component -- if we are going to make a long-term difference **and** provide the President with a real platform to argue that he has created an effective launching pad for connecting youth to jobs in the local labor market.

As always, your own keen insights, best recommendations, and alternative options are what we need -- within the constraints, political and budgetary, of (a) the Crime Bill and (b) any Supplemental Bill.

cc Bruce Reed, Jose Cerda, Bonnie Deane

January 10, 1994

Crime Bill Amendments

We are investigating options in three areas:

(1) Funding the Youth Fair Chance initiative at \$200 million a year (for a total of \$1 billion over five years). The idea would be both to expand this initiative to more sites--based on competitive bids--and also to fund an employment component. Models for the employment component would include conservation corps and HUD's YouthBuild program which allows at-risk youth to learn construction skills while rehabilitating inner-city housing. Currently, the Youth Fair Chance program is budgeted at \$25 million and will serve only 18 small neighborhoods. (We would want the increased funding not to count against DOL appropriation caps.)

(2) Using the Job Corps Model in Boot Camps. On the House side, one part of the crime bill would provide \$200 million over five years for the creation of alternative sentencing programs for offenders, which includes boot camps. DOL successfully inserted an amendment that education and training activities be provided in these alternative programs and that these activities be modeled after the Job Corps. The Senate bill includes \$3.2 billion for alternative sentencing programs, almost all of which is for boot camps. The Senate bill does not include the Job Corps amendment. We could work to ensure that the Job Corps amendment emerges out of conference committee. If discipline is the only focus of boot camps, then offenders will typically return to the streets without skills and without legal alternatives to making a living.

(3) Searching other parts of bill for employment links. The crime bill includes a large number of programs, many of which could have an employment link. We could comb the bill to see that appropriate linkages are established, especially assistance that eases the transition to employment.

Youth Fair Chance

Youth Fair Chance is currently authorized under Title IV of JTPA. It differs from all other DOL programs in that it is targeted directly at inner-city and rural areas with poverty rates of 30 percent and higher. Within these high-poverty areas, all youth can be served regardless of family income, thus avoiding stigma effects.

The goal of Youth Fair Chance is to expand the opportunities of youth growing up in high-poverty areas. The program saturates a large amount of money--as much as \$2 million a year over 5 years--into neighborhoods of roughly 25,000 people. Federal funds are to be used for school-to-work programs aimed at in-school youth and job training programs for out-of-school youth. To receive these funds, local areas must commit to a number of complementary initiatives such as expanding sports and recreation activities and public/private partnerships to help youth learn about and attend college.

Youth Fair Chance can best be seen as a model neighborhood initiative. It builds upon the notion of community, and the aim is to concentrate sufficient positive interventions into small neighborhoods so as to turn around the prevailing negative forces and peer pressure now operating in these areas. The program is complementary to the Administration's Empowerment Zone initiative. Youth Fair Chance operates in much smaller neighborhoods than empowerment zones, and this year we expect to fund some Youth Fair Chance neighborhoods that will be located within empowerment zones.

In a sense, Youth Fair Chance is a structure or a framework upon which many initiatives can be added. Essentially, the framework is 1) targeting funds on areas of 30 percent or higher poverty, and 2) concentrating a fairly large amount of funds in relatively small neighborhoods so as to have a chance of turning around the neighborhoods. This concept lends itself both to inner-city and rural poverty. Such a design also makes it particularly easy to coordinate with other agencies, since any program can be added to the Youth Fair Chance structure. We can readily coordinate with HUD on this, both because HUD programs such as YouthBuild can be added to Youth Fair Chance and because high-poverty areas tend to be made up partially of public housing projects.

Currently, Youth Fair Chance is more of a demonstration than a program. Funding for PY 1993 is \$50 million, and the Administration is requesting \$25 million for the program in FY 1994. Boosting funds to \$200 million a year would make Youth Fair Chance a program in its own right that could continue well beyond the 5-year period covered by the Crime Bill.

**AMENDMENT
USE OF THE JOB CORPS MODEL IN BOOT CAMPS**

SUMMARY

H.R. 3351, the Alternative Punishments for Young Offenders Act authorizes \$200 million for the creation of alternative sentencing programs for offenders, which includes boot camps and alternative projects.

The DOL amendment, offered by Congresswoman Lowey, and passed in the House, proposes that the education and training activities be provided in boot camps or alternative projects and that these activities be modeled to the extent practicable after the highly successful Job Corps program.

Boot Camps are designed as alternative sentencing programs to save funds on prison incarceration and to instill discipline in offenders. However, funds are not saved unless recidivism is cut and, unfortunately, if discipline is the only focus of these camps there will be little savings if offenders return to the streets with no skill and no alternative to making a living other than in the illicit underground economy. While boot camps are a newer concept, Job Corps has a 30 year proven track record of job training and placing severely disadvantaged youth. It is important that we build off what we know and expand the mission of boot camps.

STRATEGY

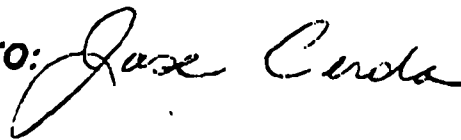
The Senate has passed 2 provisions in its crime bill related to boot camps -- neither of which has the Job Corps model amendment included. One provisions is essentially the same as the House one discussed above (H.R. 3351) on alternative sentencing programs. The other is a separate boot camp and prisons for violent drug offenders provision authorizing \$3 billion of funding until expended. Of the \$3 billion, at least 2/3's must be spent on boot camps for non-violent offender for programs limited to 6 months per person.

DOL needs to ensure that the House amendment is retained in conference in both of the Senate provisions described above. Administratively, we need to work with the Department of Justice to possibly request some operating authority over these programs or impacting the grant process to ensure replication of the Job Corps model in these alternative sentencing programs. This may necessitate a Memorandum of Understanding (MOU) between our departments.

Also, we need to work with DOJ to ensure that the 6 months limit on programs is dropped in conference and that the after care provisions are strengthened for training related activities.

Congresswoman Nita M. Lowey
U.S. House of Representatives
1424 Longworth House Office Building
(202) 225-6506
Fax - (202) 225-0546

Facsimile Cover Sheet

TO: 

FROM: Jim Townsend

The following number of sheets have been transmitted,

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If there are any problems, please contact me

at (202) 225-6506.

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NARCOTICS ABUSE AND CONTROL

MAJORITY WHIP AT LARGE

WASHINGTON OFFICE:
1424 LONGWORTH BUILDING
WASHINGTON, DC 20515
(202) 225-6508
FAX (202) 225-0548

H. R. 1760

Nita M. Lowey
Congress of the United States
18th District, New York

April 2, 1993

**HELP TROUBLED YOUTH BREAK THE CYCLE OF CRIME
ESTABLISH SEPARATE JOB CORPS YOUTHSAVE CENTERS
AS AN ALTERNATIVE SENTENCING OPTION**DISTRICT OFFICES:
222 MAMARONECK AVENUE
SUITE 310
WHITE PLAINS, NY 10606
(914) 428-1707
FAX (914) 328-150897-45 QUEENS BOULEVARD
SUITE 505
REGO PARK, NY 11374
(718) 897-3802
FAX (718) 897-3804GRINTON L WILL LIBRARY
1500 CENTRAL PARK AVENUE
YONKERS, NY 10710
(914) 779-9786
(BY APPOINTMENT)SUNY MARITIME ACADEMY
AT FORT SCHUYLER
BRONX, NY 10465
(718) 828-8027
(BY APPOINTMENT)

Dear Colleague:

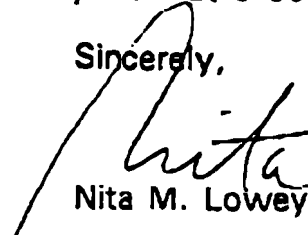
I am writing to ask you to join me in introducing legislation to establish up to 10 Job Corps YOUTHSAVE centers around the nation for youth who have been convicted of nonviolent criminal offenses, which shall serve as an alternative to incarceration. The YOUTHSAVE Act of 1993 is designed to build on the widely recognized success of the Job Corps program by creating separate Job Corps centers for youth who urgently need education, job training, counseling, and other services to specifically help them avoid a lifetime of crime. YOUTHSAVE centers will provide the disciplined environment associated with "boot camps," while offering participants the chance to obtain the skills necessary to succeed.

Most juvenile offenders, regardless of the seriousness of their crimes, are released at the age of 21, poorly educated, unskilled, and unprepared to enter the workforce. Research on crime prevention shows that early intervention directed at first-time offenders is very effective in helping them break away from crime. Job Corps is the nation's most successful comprehensive training program for disadvantaged youth. Eligibility requirements of the regular Job Corps program, however, limit the participation of youth with behavioral problems and most youth who have been convicted of crimes beyond the misdemeanor level.

THE ANSWER IS TO ADAPT THE JOB CORPS APPROACH TO THE NEEDS OF YOUTH WITH NON-VIOLENT BEHAVIORAL PROBLEMS. MY BILL WOULD MAKE THAT POSSIBLE BY ESTABLISHING SPECIAL JOB CORPS YOUTHSAVE CENTERS WHICH YOUTH OFFENDERS COULD (WITH COURT APPROVAL) CHOOSE TO ENTER AS AN ALTERNATIVE TO TRADITIONAL SENTENCING OPTIONS.

I plan to introduce the YOUTHSAVE Act of 1993 immediately following the April recess. For more information or to cosponsor, please contact me or Jim Townsend of my staff at 5-6506.

Sincerely,


Nita M. Lowey, M.C.

Job Corps YOUTHSERVE Act of 1993
Page 2

WHAT THE BILL DOES

The YOUTHSERVE Act of 1993 would authorize \$60 million in FY 1994 for the design and construction of up to 10 YOUTHSERVE centers and such sums as are necessary in fiscal years 1995-2004 to complete and operate the centers. The measure includes a 30 percent matching requirement for states where YOUTHSERVE centers are established.

YOUTHSERVE Centers shall be separate facilities from regular Job Corps centers, designed to provide an alternative sentencing option for youth convicted of non-violent offenses. Job Corps YOUTHSERVE Centers will provide the comprehensive services available under the Job Corps program and other special services that the Secretary of Labor may deem appropriate.

FACTS ABOUT JOB CORPS

Job Corps is America's oldest, largest, and most comprehensive residential training and education program for unemployed and undereducated youth ages 16 to 24. Job Corps serves an estimated 62,000 new students each year and has a seventy-five percent placement rate of helping graduates obtain permanent employment, return to school, or enter the armed services. With strong bi-partisan support, Job Corps has consistently returned \$1.46 for every \$1.00 invested.

EARLY INTERVENTION WITH YOUTH OFFENDERS SAVES \$

The annual costs of incarceration range as high as \$36,000 per inmate and represent one of the fastest growing expenses facing the States. Studies have shown that youth who participate in job training are three times less likely to return to jail after being released than their counterparts who do not participate in job training. Successful efforts to educate and train convicted youth could result in substantial cost savings in terms of reduced crime, incarceration, and public assistance and in higher payroll tax revenues.

CONGRESS HAS ENDORSED OPENING UP JOB CORPS TO TROUBLED YOUTH

Under Section 433(a)(3) of the Job Training Partnership Act, the Secretary is authorized to undertake one or more pilot projects designed to involve youth who have a history of behavioral problems in order to provide these youth with the education, job training, and counseling services that have proved so successful among regular Job Corps participants. The YOUTHSERVE Act of 1993 would build on that commitment.

F:\M\LOWEY\LOWEY.035

H.L.C.

**AMENDMENT TO H.R. 3351, AS REPORTED
OFFERED BY MRS. LOWEY OF NEW YORK**

Page 3, line 7, after "programs" insert "that include education and job training activities such as programs modeled, to the extent practicable, after activities carried out under part B of title IV of the Job Training Partnership Act (relating to Job Corps) (29 U.S.C. 1691 et seq.)".

Page 3, line 11, after "projects" insert ", such as projects consisting of education and job training activities for incarcerated young offenders, modeled, to the extent practicable, after activities carried out under part B of title IV of the Job Training Partnership Act (relating to Job Corps) (29 U.S.C. 1691 et seq.)".

**EXPLANATION OF AMENDMENT TO H.R. 3351
OFFERED BY MRS. LOWEY**

This amendment clarifies that prison boot camps should include education and job training activities modeled, to the extent possible, after the Job Corps program. The amendment also offers the Job Corps program as a model for innovative projects authorized under the bill. Job Corps is the nation's most successful comprehensive training program for disadvantaged youth. Alternative sentencing options' instilling better discipline and physical conditioning in offenders is vital, but if offenders do not also gain academic, vocational and social skills to enable them to obtain a decent job when they get out, they will simply be in better physical condition when they return to criminal life. This amendment provides comprehensive, yet flexible, guidelines for states to follow in assembling their boot camp programs and innovative projects.

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

January 31, 1994

REMARKS BY THE PRESIDENT
AT NATIONAL GOVERNORS ASSOCIATION CONFERENCE

The East Room

10:03 A.M. EST

THE PRESIDENT: I want to thank you all again for coming. Since we're running a bit late I want to be brief and get on to hearing from Governor Campbell and Governor Dean. The primary thing that I was hoping we could talk about in this morning's session is the crime bill.

I wanted to emphasize that I am very aware that this is an issue that historically has been dealt with primarily at the local and state level; one that I spent an enormous amount of time on as Governor and as Attorney General.

There are things that I think should be and, indeed, almost have to be done at the national level. We passed the Brady Bill at the end of the last session of Congress, which I think was a very important thing. And many of you were helpful in that regard, and I appreciate that. We have a number of grants to cities and communities to help with law enforcement, and we had enormous application -- actually, a terrific surplus of applications for the Attorney General's discretionary funds on community policing.

This summer -- Eli Segal is here; we're going to -- our Summer of Service program as part of the National Service this summer will be called the Summer of Safety. And we hope thousands of our young people will be out there working with law enforcement people all across the country.

I really appreciate a lot of the things that all of you have done in this regard. Let me just say that the crime bill, itself, has a number of provisions that I think are quite important and some with which you may or may not agree. Two things that I feel very strongly about are the community policing provisions and the three strikes and you're out provision. I'd like to say something about each of them.

One, we know that there are -- there's been a dramatic reversal in the ratio of police officers to crime in the last 35 years. Thirty-five years ago there were three police officers for every serious crime reported; today there are three crimes for every police officer, particularly in the high crime areas of the country. We have ample evidence that community policing actually works to reduce crime by having people on the block who are well-trained and know the people who live there.

Dr. Lee Brown, our Director of Drug Policy, instituted

community policing programs in major cities all across this country and can speak to that. The mayors were here last week. They were exceedingly enthusiastic about that provision and we're looking forward to working with them and with you about it.

The second thing I'd like to say about stiffening the penalties is I know many of you have included versions of the three strikes and you're out in your own legislative programs. I believe Washington State even had a referendum on the issue. I would just like to urge that we be both tough and smart on this issue. We know that a small number of people commit a significant number of the truly violent crimes and are highly likely to be repeat offenders. If, therefore, this law is drawn properly, it will affect a small percentage of the prison population at the federal level and a somewhat larger percentage at the state level. But you actually will be keeping people in prison who will be overwhelmingly likely to commit a serious violent crime if they get out.

I think it is important not to make these provisions too overbroad to undermine the flexibility that people at the state and at the local level need to run their criminal justice systems and, at the same time, to keep people off the street who are involved in crimes like the terrible tragedy involving Polly Klaas.

So I want to invite you not only to do whatever you were doing at the state level, but to be involved with us here as we work through this crime bill to make sure that it is well-drawn, well-drafted and achieves the objectives it is designed to achieve.

The third thing I'd like to say is there are a number of other things in the crime bill which I think are worthy of your attention. There's the provision which bans possession of handguns by minors except in limited circumstances, which many of you have already done at the state level. There is the ban on several assault weapons. There are funds for alternative incarceration, like boot camps, and for drug treatment. And, of course, there are significant funds -- which I heard you all discussing yesterday in the committee chaired by Governor Wilson -- about jails and federal funds for jails. And I would urge you to -- I heard the discussion on television yesterday. I think you need to have a committee that works with us on it to make sure that it makes sense to you.

Many times I think things come up in the context of crime here in Washington which sound good here, but which may or may not make sense out there on the front lines of the fight against crime. So I want to invite you all to be a part of that.

Just one other thing I'd like to say: In addition to the focus on the crime bill this morning, I'm obviously open to any questions or comments you want to have about the other areas of our partnership -- on welfare reform, health care reform, what we're going to do on the budget which will be a very tough budget, difficult for us, difficult for you -- and Mr. Panetta is here. We have tried to be good partners. We've granted five comprehensive health care waivers, 90 smaller waivers in the health care area, seven welfare reform waivers already. We have tried to make good on our commitment to push through a new partnership with the states. And I think that you will find that we'll continue to do that and we're eager to do it.

But the first major thing that will happen in this legislative session is, in closing, the crime bill. After we pass

the education bills -- I think that Secretary Riley is in pretty good shape with Goals 2000 and the school-to-work transition. But then the next thing that will come up is the crime bill. Then we'll go to the other measures I mentioned. And I really look forward to working with you on them.

I ask you for your help. I asked the mayors and I will ask you to put together a bipartisan committee to come up here to work with us, to be willing to lobby with us, and to help us pass a bill that is tough and smart. Thank you.

END

10:10 A.M. EST

term job and a long-term commitment by the employer. And it should be noted that the amendments, unfortunately, of the Job Training and Partnership Act, the regulations have changed so that it makes it very difficult now to operate. And instead of being the vehicle that you use for job placement and job training, it's resulted in a decreased use.

Now, when I said that this could be done without any cost or any legislative changes, this is really in the hands of the Secretary of Labor. And I would hope -- and I'll give you this little

have a chat with the Secretary of Labor and we should consider some of these changes. I think some of the ones that we need to emphasize are the length of training -- which is far too short now for the high-tech jobs that are being created. Industry needs more time to train the people in these fields. And the reimbursement to the employer, which is now at the top can be 50 percent, in some cases needs to be 100 percent. Because of the high technology training, which can be extensive and expensive for the employers, precluded by the artificial limitations that are now set forth under the Act. An OJT needs to be available wherever the employer can demonstrate a need to train a dislocated worker. Current programs prohibit workers from being retrained in occupations that are closely related to that they were laid off in. We need to change that...

The City of Long Beach is in the 25 finalists for a new Job Corps Center. I've worked the Job Corps for 16 years and I know of no other vehicle that attacks the problem of the underprivileged youth the way that this one does; in a meaningful way, a way that you can measure, and a way that is of very minimal cost to our country. And if you could urge the Secretary of Labor, to give full consideration -- I know Congressman Horn is working on this one. And we need that center very badly because it will directly affect our youth in South Central and East Los Angeles.

The mayor mentioned that he wanted you to work with labor and other groups to try to see that NAFTA became a very useful tool. I want you to know that I am prepared to give you 100 percent commitment to make that work to the good of all of our citizens." (p.20-22)

Job Corps
THE PRESIDENT'S RESPONSE: "Let me respond, first of all, we have an initiative coming out soon on the NAFTA issue and working with labor to make sure that all the commitments that were made are kept, and that we follow through to make sure it's a good thing for America.

Secondly, on the Job Corps Center -- this is something I've raised to the Senators here, present too. One of the most interesting thing in the BusinessWeek article on crime, which I urge you all to read, is that they argued that the crime bill be amended to -- without spending more money, but to allocate some

of the money to the Job Corps as an alternative for punishment for younger people, because it's so much cheaper than incarceration. And even though it's relatively -- it's expensive relative to other forms of job training, it's cheap relative to other incarceration options. So it's something that I'm going to ask the Attorney General to have a look at and we can follow up on." (p.22)