

EXECUTIVE OFFICE OF THE PRESIDENT

07-Jun-1994 02:18pm

TO: Paul R. Dimond

FROM: Jose Cerda, III
Domestic Policy Council

SUBJECT: YES Program

Paul,

Bruce talked to Klain about his feelings on the YES program, and Klain believes we have only three workable options:

- 1 - Stick to our program and defend it as a presidential priority and as the only jobs/job training program with a crime focus.
- 2 - Concede the duplication of the job training function and agree to drop that portion from the bill -- but nothing else. YES still remains a new, separate program, and we still go for \$1 billion in funding.
- 3 - To avoid Labor-HHS appropriations worries -- and Ed-Labor authorizing worries -- fund YES through the Justice Department.

Call me when you have a chance. We -- along with Labor, Justice and HUD -- should come to agreement on this and start working the Hill with a consistent message as soon as possible -- and before Labor gives any paper to the Hill.

Jose'

Job Creation

62800
7-2104

===== separate

[Hatched box]

March 25th

Chief of Police

Michael J. Heidingsfield,
Scottsdale,
AZ

MEMORANDUM FOR THE PRESIDENT

FROM: ATTORNEY GENERAL JANET RENO
LABOR SECRETARY ROBERT B. REICH *BR*
HOUSING AND URBAN DEVELOPMENT SECRETARY
HENRY G. CISNEROS *Henry*

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

DATE: February 3, 1994

In response to your request, this memorandum outlines our ideas for preventing crime by improving the labor market prospects of at-risk youth and ex-offenders. We propose to:

- (1) Add a very targeted employment program designed to prevent crime by addressing the needs of at-risk youth and young ex-offenders in high-crime, high-poverty inner city and rural areas. This program would be modeled in part after the Labor Department's Youth Fair Chance program. Funding: at least \$1 billion over five years.
- (2) Include or enhance specific employment-related features, where appropriate, in existing provisions of the Senate-passed crime bill. As examples, aftercare services to include job training and placement could be required as a component of drug treatment grants, and the education and training components of bootcamps and alternative sentencing arrangements could be strengthened to complement shock incarceration.

bleak employment prospects among disadvantaged youths demand that the battle against crime proceed on several fronts. Those who commit crimes must be caught and punished; at the same time, prevention programs, including ones which make employment a reasonable, available alternative for at-risk youth, must be undertaken to break the cycle of poverty, crime and violence (see Appendix). Experience with employment-related programs demonstrates that they are effective at fighting crime. For example, Job Corps participation reduces the incidence of serious crime and work experience combined with job training in prisons has been shown to lower recidivism. As you said in the State of the Union, young people must have "something to say yes to" or the battle against crime will not be won.

Create a Crime Prevention Youth Employment Program

We propose a program that would build upon the targeting and neighborhood-centered approaches of the Labor Department's Youth Fair Chance program (Representative Maxine Waters is a strong supporter of Youth Fair Chance). The new program would be designed to be highly leveraged, would focus on violence prevention and be targeted on neighborhoods with a substantial number of at-risk youth and young ex-offenders, and would include employment components aimed at developing meaningful job paths. The initiative would be financed from the Crime Control Fund.

The current Youth Fair Chance 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 and young adults age 14 to 30 can be served regardless of family income, thus avoiding stigma. The Youth Fair Chance program saturates neighborhoods of roughly 25,000 people with a comprehensive program, aiming to directly expand and alter the opportunities of youths in those areas (about 6,750 individuals age 14 to 30 live in each neighborhood).

The Youth Fair Chance model provides a framework upon which many initiatives can be added; our proposal would expand upon the model in several ways.

- o There would be an even more intense focus on high-crime areas with substantial numbers of at-risk youth and youthful ex-offenders. Because at-risk youth, young offenders, and gang members are frequently concentrated in public housing and assisted housing projects, this initiative targets resources to these communities, in addition to other sites.
- o Through grant criteria and other means, the program would insist that grantees develop programs that include access to legitimate private sector jobs. This would involve a variety of strategies, such as mentoring or microenterprise.
- o An employment component such as a youth conservation corps or public service employment would be added.
- o The requirement that local governments involve the full, larger community in the effort to leverage federal funds would be strengthened. Collaboration between the local areas, the private sector, community-based organizations and nonprofits would be stressed.
- o Educational linkages would be beefed up, and would include a strong role for community colleges, as well as incorporating the successful work-based learning approach used in San Jose's Center for Employment and Training program (CET).

Incorporate other Employment-Related Provisions into the Crime Bill

As passed by the Senate, and in the provisions which the House has already passed, the crime bill contains a number of grant programs which have some focus on preventing crime by keeping young people out of the criminal justice system or seeking to prevent recidivism by those who do enter. We have identified a number of these programs which could benefit from strengthened or additional employment-related provisions. The approach is to design programs that offer the carrot of real economic opportunity to complement the stick of punishment. Our proposals would be flexible to meet the diverse needs of various populations and communities, and would leverage the federal government's contribution to get states, localities and the private sector to do more.

For example, in order to better address recidivism, we propose expanding the existing boot camp provisions in the Senate bill to strengthen the aftercare services following shock incarceration. The aftercare services would include necessary education, job training and placement designed to help ex-offenders obtain meaningful employment. Moreover, the education and training components in the boot camps themselves should be enhanced. The education and training components both in the boot camps and during the aftercare period should be premised upon approaches that have proven successful, such as the Job Corps.

Other crime bill programs, such as the Residential Drug Treatment, Drug Court, Youth Development Center, and Juvenile Drug Trafficking and Gang Prevention provisions, also would benefit from improved aftercare requirements or other specific employment linkages.

The Secretary of Labor is sending a separate memorandum that will include additional proposals for incorporating employment linkages into the crime bill.

Conclusion

The combination of strengthening existing crime bill provisions by adding employment linkages and a stand-alone prevention-through-employment program would improve the crime bill by better tuning the balance between crime control and crime prevention. It provides further evidence of our "tough and smart" approach to the serious problems of crime and violence in our communities.

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. These areas are very likely to have high crime rates; 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.

In particular, during the last twenty years, the economic and social well-being of disadvantaged American youths and young adults -- those with limited education or skills who are from poor families and impoverished neighborhoods -- 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 wages of recent male high school graduates were more than 20 percent below those of the previous generation; the decline in pay of young high school dropouts has been even more extreme.
- o 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 At the same time, 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 to 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. 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 but who had not been in prison.

March 8, 1994

Youth Employment and Skills: Say YES to Jobs

Background

"I do not believe we can repair the basic fabric of society until people who are willing to work have work. Work organizes life. It gives structure and discipline to life. It gives a role model to children.... We cannot...repair the American community and restore the American Family until we provide the structure, the value, the discipline and the reward that work gives."

**President Clinton
November 13, 1993
Memphis, Tennessee**

In recent decades, our nation has experienced a growing concentration of poverty and there has been a sharp erosion in the economic position of disadvantaged youth and young adults. The resulting absence of work among disadvantaged youth is a major factor underlying the crime problem. Those who commit crimes must be caught and punished; at the same time, prevention programs -- including ones which make employment a reasonable, available alternative to crime -- must be undertaken. These prevention efforts need to increase the aspirations and long-term career prospects of at-risk youth to break the cycles of poverty, crime and violence. As the President said in the State of the Union, young people must have "something to say yes to".

The underlying facts are disturbing:

- o Between 1980 and 1990, the population living in census tracts with 40 percent or higher poverty rates almost doubled. These areas of concentrated poverty are very likely to have high crime rates; 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.
- o A growing number of 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 At the same time, 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. Approximately 50 percent of 18 to 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.

The purpose of this initiative is to test the proposition of whether the widespread provision of employment opportunities for disadvantaged youth and young adults can reduce crime. The jobs will be extended to those who agree to "play by the rules" and will be the main feature of a comprehensive program targeted on high-crime, high-poverty neighborhoods.

The evidence suggests that such an employment-oriented approach can prove effective. Job Corps participation -- which significantly alters participants' education and employment opportunities -- has had a positive effect on earnings and has reduced serious crime. More generally, program models which closely link work and learning -- as this initiative would -- have been found to increase the incomes of disadvantaged youth and young adults; San Jose's Center for Employment and Training uses such a model, and a recent study found that young high school dropouts participating in the program sustained annual earnings gains of over \$3,000. A recent comparison of crime trends across cities shows that those with tightening labor markets are more likely to show reductions in crime rates.

Finally, recent program experience underscores the eagerness of disadvantaged youth to fill employment opportunities. A study of the 1993 summer youth employment program found that in eight out of the twelve central city programs visited, the limits in available jobs slots meant the programs were able to enroll less than half of those who applied. The survey also found that the large majority of youths who did participate in the program valued the work experience. Moreover, the youth entitlement demonstrations in the late 1970s showed that it is possible to raise employment rates of disadvantaged youth by a significant amount.

The Approach

The Administration and Congress are already proceeding on a wide range of initiatives that should help address the conditions that promote crime. Besides sound macroeconomic and deficit-reduction policies that have promoted overall economic growth, Empowerment Zone legislation has been passed and the Administration has proposed an expansion in the Job Corps. Furthermore, broader policies concerning life-long learning such as the school-to-work initiative, reform of student loans, welfare reform, the Reemployment Act, and National Service will play an important role in improving labor market prospects for disadvantaged individuals.

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Building upon these initiatives, the proposal would add a direct job-creation component, with employment opportunities for youth and young adults funded in both the private and public sectors. The key program design features would include:

- (1) Careful targeting to disadvantaged youth and young adults living in high-crime, high-poverty neighborhoods.
- (2) Tying participation to good behavior.
- (3) Private sector placement would be the first priority and the ultimate goal. Approaches such as entrepreneurship would be encouraged. But because of the difficulty of developing private sector jobs for the targeted population, some public employment jobs would be created, with these jobs linked to efforts to place participants into private jobs. The emphasis will be on real work with real supervision. Efforts would be made to build the job networks that disadvantaged youth typically lack.
- (4) Leveraging of other programs and resources, and matching commitments from the community.

Finally, the proposal would use a saturation approach. It is very difficult to turn around the lives of disadvantaged youth. Neighborhood-wide interventions could affect community values and peer pressure, and thus have a much larger impact on youth than typical job training programs that attempt to affect one youth at a time. Experiences with innovative programs suggest that intensive programs with broad ranges of services are most effective for youth.

The uniqueness of this effort will be to incorporate a full-fledged employment approach into this range of services, with the goal of changing the opportunities and expectations of neighborhood youth and young adults to that of gainful employment in the private sector, thereby steering them away from crime. The proposal would raise youth employment rates in the program sites to levels of about 80 percent. Nonemployment rates would be cut about in half. At-risk youth are likely to be most affected by the program because they currently face the worst labor market conditions.

In more detail, the four components of the program would look as follows.

I. Targeting

Neighborhoods of 25,000 with high crime rates and poverty rates of 30 percent would be the focus for this demonstration. (Depending on the grant size and proposal design, larger neighborhoods up to 50,000 might be covered.)

At-risk youth and young adults would be targeted. In an inner-city neighborhood of 25,000 people, there are nearly 3,000 individuals between the ages of 16 and 25, and it is likely that less than 50 percent of them are employed at any point in time. Depending on the availability of funds, neighborhoods could expand the target group to those between 16 to 30. The targeting approach, as well as the comprehensive developmental aspects of the program, reflect the current Youth Fair Chance program.

Target areas would include those with public and assisted housing. Such areas are frequently characterized by high crime and poverty rates.

II. Links to Personal Responsibility

The jobs provided under the program would be conditioned on youth meeting certain standards of personal behavior. Most importantly, just as under the Job Corps, youth participating in the program would be expelled if they engage in crime. For youths in high school, program participation would be contingent upon staying in school until they complete a course of study. Moreover, in cases where paternity has been established, participants would have to be making their child support payments.

On the job, program participants would be expected to meet the performance standards and behavior expected from other employees at the work site. Otherwise, they will not be allowed to continue in the program.

III. Employment Components

The large majority of the grant funds would go towards job creation. The first strategy would be to try to use on-the-job training (OJT) slots to place persons in the private sector, but experience suggests that inner-city youth (particularly males) are difficult to place in OJT positions and that a number of subsidized work experience positions in the non-profit or public sector will be necessary. The emphasis would be on "real" jobs that can contribute to the community, and not on jobs that can be viewed as make-work jobs for disadvantaged youth.

There would be a grant competition, with proposals judged on criteria including their creativity in leveraging resources as well as their ability to link the program to permanent private sector placements. To encourage creativity, the grant decisions would not require proposals to meet unalterable design criteria, but would examine the strength of employment components such as the following:

- o Private sector, apprenticeship-like models which closely link work and learning.

Accordingly, one criterion would be the development of private sector slots that

include ongoing on-the-job training. Also, there would be an expectation that local businesses would commit to developing part-time jobs to support residents of the target community while they were receiving job training or attending community college. The local private sector would commit to hiring graduates of the area high school each year into career-track jobs. This would reflect the Boston Compact approach of rewarding school success with private job guarantees or scholarships.

Moreover, apprenticeship programs with unions (for example, carpenters, laborers, or painters unions) could be established, with the unions providing matching funds for the development of positions.

Proposals would also be judged according to the strength of the mentoring, entrepreneurship and microenterprise approaches that would be used. To help enterprises located in these neighborhoods, some funding of security measures might be considered.

- o Efforts to work with the area transit authority to establish mini-bus links to suburban private-sector jobs.
- o Public service positions that include youth conservation and service corps slots and YouthBuild slots. Neighborhood infrastructure projects and employment of public and assisted housing would also be encouraged. The positions in mind would typically cost around \$15,000 per slot. Some youths in these programs could graduate to career-track positions as work foremen -- thus increasing the net job creation of the programs.
- o Public work experience slots created in occupations with large projected job growth. The idea would be to provide work experience with the hope of a gradual transition to private sector employment in the occupation. Occupations with high expected job growth include construction trades, building maintenance, and landscaping and groundskeeping. These work experience slots would cost roughly \$15,000 each. The work would be conducted in special projects, so as to avoid displacement concerns of public sector unions.
- o Further, cities could commit to using some amount of JTPA funds for OJT positions for young adults over 25 years old in the target community. The city could also commit to using JTPA, private sector, and other funds to set up a summer employment program available to all youth in the target community on the condition that the youth stay in school or return to school.
- o Informal job networks are very often the way individuals find jobs, and the lack of such networks for the disadvantaged is a major barrier to their locating employment. So proposals would be judged based on the extent of efforts to

build networks to permanent private-sector employment. Accordingly, private-sector placement would ultimately be promoted for those placed in public job slots; public job slots would be limited in duration to two years and demonstration sites would be expected to develop networking capacity to help place the youths into private sector jobs.

IV. Matching Commitments

The above section outlines matching commitments expected from the private sector, other government programs, and perhaps from unions in developing job opportunities. It also underscores commitments to build up networks and links to other jobs in the community. As a condition of receiving grant funds, cities will be required to make a number of other matching commitments aimed to ensure that necessary resources are leveraged and coordinated.

- o Local governments would be required to involve the full, larger community in a public/private partnership effort to leverage federal funds. Collaboration between the local areas, the private sector, community-based organizations and nonprofits would be stressed.
- o Educational linkages would be beefed up, and would include a strong role for community colleges, as well as incorporating the successful work-based learning approach used in San Jose's Center for Employment and Training program (CET).
- o More generally, commitments towards a comprehensive youth development approach would be encouraged. Efforts to increase the aspirations for educational attainment would be encouraged; local school systems, community colleges, and 4-year colleges would be expected to improve middle schools in the targeted area, decrease the dropout rate, and increase the proportion of target area youth attending college.
- o The program would be linked to other relevant programs that exist in the locality, including school-to-work and empowerment zones.

Evaluation

In order to assess the merits of this program model, evaluation and technical assistance components would be included, to be set at about 5 percent of the total funding each year.

MEMORANDUM FOR THE PRESIDENT

FROM: ATTORNEY GENERAL JANET RENO *AK 3m*
LABOR SECRETARY ROBERT B. REYES
HOUSING AND URBAN DEVELOPMENT SECRETARY
HENRY G. CISNEROS *Henry*

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

DATE: February 3, 1994

In response to your request, this memorandum outlines our ideas for preventing crime by improving the labor market prospects of at-risk youth and ex-offenders. We propose to:

(1) Add a very targeted employment program designed to prevent crime by addressing the needs of at-risk youth and young ex-offenders in high-crime, high-poverty inner city and rural areas. This program would be modeled in part after the Labor Department's Youth Fair Chance program. Funding: at least \$1 billion over five years.

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The current Youth Fair Chance 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 and young adults age 14 to 30 can be served regardless of family income, thus avoiding stigma. The Youth Fair Chance program saturates neighborhoods of roughly 25,000 people with a comprehensive program, aiming to directly expand and alter the opportunities of youths in those areas (about 6,750 individuals age 14 to 30 live in each neighborhood).

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- o There would be an even more intense focus on high-crime areas with substantial numbers of at-risk youth and youthful ex-offenders. Because at-risk youth, young offenders, and gang members are frequently concentrated in public housing and assisted housing projects, this initiative targets resources to these communities, in addition to other sites.
- o Through grant criteria and other means, the program would insist that grantees develop programs that include access to legitimate private sector jobs. This would involve a variety of strategies, such as mentoring or microenterprise.
- o An employment component such as a youth conservation corps or public service employment would be added.
- o The requirement that local governments involve the full, larger community in the effort to leverage federal funds would be strengthened. Collaboration between the local areas, the private sector, community-based organizations and nonprofits would be stressed.
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For example, in order to better address recidivism, we propose expanding the existing boot camp provisions in the Senate bill to strengthen the aftercare services following shock incarceration. The aftercare services would include necessary education, job training and placement designed to help ex-offenders obtain meaningful employment. Moreover, the education and training components in the boot camps themselves should be enhanced. The education and training components both in the boot camps and during the aftercare period should be premised upon approaches that have proven successful, such as the Job Corps.

Other crime bill programs, such as the Residential Drug Treatment, Drug Court, Youth Development Center, and Juvenile Drug Trafficking and Gang Prevention provisions, also would benefit from improved aftercare requirements or other specific employment linkages.

The Secretary of Labor is sending a separate memorandum that will include additional proposals for incorporating employment linkages into the crime bill.

Conclusion

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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. These areas are very likely to have high crime rates; 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.

In particular, during the last twenty years, the economic and social well-being of disadvantaged American youths and young adults – those with limited education or skills who are from poor families and impoverished neighborhoods – 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 wages of recent male high school graduates were more than 20 percent below those of the previous generation; the decline in pay of young high school dropouts has been even more extreme.
- o 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 At the same time, 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 to 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.

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

MEMORANDUM FOR THE PRESIDENT

FROM: Labor Secretary Robert B. Reich *for*

SUBJECT: Additional Employment-Related Proposals to Incorporate Into the Crime Bill

DATE: February 4, 1994

To fill out the suggestion for incorporating youth employment initiatives in the crime bill -- which Attorney General Reno, Secretary Cisneros, and I are forwarding to you -- I offer the following specific possibilities. Let me know which if any you'd like us to pursue.

- o Cops-on-the-beat could be used as intermediaries and mentors for disadvantaged youth who hope to connect with the labor market.
- o The Juvenile Drug Trafficking and Gang Prevention Grants program could be modified to specifically authorize funds for targeted community service employment projects and to include an educational and training component. These grants should be targeted to high-crime, high-poverty areas and linked to other employment programs.
- o The Boot Camps, Alternative Punishments for Young Nonviolent Offenders, Regional Prison Grants Program, and Grants for Community-based Violent Juvenile Facilities provisions could be amended to include an expansion of the Labor Department's Federal Bonding Program. Ex-offenders and other high-risk job applicants often fail to obtain positions because their criminal backgrounds prevent them from receiving commercial bonding. The Federal Bonding Program provides fidelity bonding insurance coverage to this group. The program has proven successful; the average default rate is only 2 percent. Any expansion in the program would have to be done carefully so that the default rate would remain low.
- o Grants for Community-Based Violent Juvenile Facilities could be extended in part depending on whether proposals include successful education and job training components such as the Job Corps, as well as comprehensive aftercare and job placement services that facilitate the transition of juveniles back to their communities.

- o Similarly, the selection of sites under the Regional Prison Grants Program could depend in part on whether the installation proposes to use a portion of its facility for alternative education and job training programs with demonstrated effectiveness.

The Labor Department is continuing to analyze the crime bill for other areas where employment-related provisions could be incorporated.

To: Bruce Reed
Issac Shapiro

From: Larry Parks

Re: Changes in YES program

Insert in Section 105 "(7) for-profit and not-for-profit businesses employing youth from high crime areas for crime prevention and security measures." Renumber as appropriate.

Report Language: Private sector businesses located in high crime areas can play a significant role in employing at-risk youth. Many of these smaller businesses have moved or closed because of the real and perceived threat of the areas. So as to help retain and expand the local business infrastructure in these communities and provide a source of private sector employment in the communities, businesses who employ residents from high crime areas could receive grants for security measures including alarm system upgrades, security guard employment and other crime preventative measures.



March 17 1984

Carol
Rosen-
* FYI

CHIEF OF STAFF TO THE PRESIDENT

MAR 17 REC'D

Jack :

You are a good man and a
good friend. We are deeply grateful
for your leadership of the Crime Bill,
particularly the Youth Employment piece
we discussed yesterday.
cc: President

Meaf

bcc: Sec. Rice
Carol Rose

THE WHITE HOUSE
WASHINGTON

The Honorable Jack Brooks
U. S. House of Representatives
2449 Rayburn Building
Washington, DC 20515

Personal

By HAND

TO: GRACE

11:30
DRAFT of ~~11:00~~, 3/6/94

TITLE __ - YOUTH EMPLOYMENT AND SKILLS PROGRAM

SECTION 101. FINDINGS.

Congress finds that:

(1) In recent decades, a growing concentration of poverty and a sharp erosion in the economic position of disadvantaged youth and young adults have contributed to the crime problem. Those who commit crimes must be caught and punished; at the same time, prevention programs -- including those which make employment a reasonable, available alternative to crime -- must be undertaken.

(2) Between 1980 and 1990, the population living in census tracts with high poverty rates almost doubled. These areas of concentrated poverty are very likely to have high crime rates.

(3) Approximately 50 percent of out-of-school young Americans (those age 16 to 24 years) without a high school degree are currently not employed. 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.

(4) At the same time, 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. Approximately 50 percent of 18 to 34 year old, black male, high school dropouts had criminal records in the late 1980s. No other developed country faces such levels of crime among its youth.

SEC. 102. STATEMENT OF PURPOSE.

The purpose of this title is to test the proposition that the widespread provision of employment opportunities for disadvantaged youth and young adults can reduce crime in high-poverty neighborhoods. Jobs should be extended to those who agree to "play by the rules" and should be the main feature of a comprehensive program aimed at sharply increasing the employment levels of young adults living in high-^{crime} ~~poverty~~, ~~high-crime neighborhoods~~. This employment initiative will include a series of linkages with the local private sector and local public school district to improve the employment and educational opportunities and career aspirations of youth growing up in the ^{ed high crime areas.} target neighborhood.

SEC. 103. DEFINITIONS.

As used in this title—

(1) the term "approved application" means a

Can we say test + spend \$500 million.

Youth Employment and Skills application that is submitted by a chief local elected officer, with the timely review and comment of the Governor, that is determined by the Attorney General and the Secretary of Labor to meet the requirements of this title;

(2) the term "employer" includes both public and private employers; and

(3) the term "Secretary" means the Secretary of Labor.

SEC. 104. PROGRAM AUTHORIZED.

The Attorney General, in conjunction with the Secretary of Labor, and in consultation with the Secretaries of Housing and Urban Development, Education, Health and Human Services, and Commerce, shall make grants to youth employment projects in high-poverty neighborhoods.

TREASURY

SEC. 105. PROGRAM TARGET AREA.

The target area of each grant shall be one urban neighborhood with a poverty rate of 30 percent or higher, as determined by the U.S. Census, and a population of 25,000 or less. In certain circumstances, as determined by the Attorney General and the Secretary, the population of the area can be over 25,000 to a limit of 50,000.

A CRIME RATE OF
AND

SEC. 106. PARTICIPANTS.

1000
- 25,000 to 50,000
- why are neighborhoods
cut off this
in housing

(a) ELIGIBLE POPULATION.—

(1) AGE.— Young adults ages 16 to 25 shall be eligible for employment programs funded under this title and, in certain circumstances as determined by the Attorney General and the Secretary, young adults up to age 30 may be eligible to participate; and

*HUP
except if it
includes a
program that
goes up to
30.*

(2) RESIDENCY.— ~~Young~~ Any youth residing in the target area or attending target area schools shall be eligible.

(b) RESPONSIBLE BEHAVIOR BY PARTICIPANTS.— While prior eligibility criteria shall not be imposed to restrict participation in these programs, continued participation shall be conditioned on responsible behavior, including:

- (1) regular attendance and satisfactory performance at work;
- (2) avoiding crime;
- (3) paying child support when paternity has been established;
- (4) in-school youth remaining in school until graduation.
- (5) requiring youth ages 16-17 who have dropped out of school to return to school or an alternative education program.

(6) refrain from illegal drug use.

SEC. 107. PURPOSE.

The purpose of this subtitle is to assist in providing widespread employment opportunities for disadvantaged youth and young adults ~~to reduce crime~~ in high-^{CRIME}poverty neighborhoods.

SEC. 108. ALLOWABLE ACTIVITIES.

(A) EXPENDITURE OF FUNDS.— Funds awarded under this title shall be expended only for activities undertaken to implement the approved application, which may include—

(1) apprenticeship programs linking work and learning;

(2) on-the-job training;

(3) youth conservation and service corps;

(4) YouthBuild programs emphasizing neighborhood infrastructure;

(5) work experience positions in occupations with large projected growth;

(6) entrepreneurship and microenterprise development, including performance bonding of new companies;

(7) transportation links to suburban jobs; and

(8) initiatives to increase the educational attainment and career aspirations of target area youth.

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description
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legislation.

(b) **WORK EXPERIENCE PROGRAMS.**— Work experience programs funded under this title shall:

- (1) pay at least the minimum wage;
- (2) include adequate supervision, equipment, and materials and supplies to accomplish useful work projects;
- (3) be limited to a two year term, except in cases of a participant successfully graduating to become work foremen or other staff;
- (4) include a private sector job component to facilitate the transition of participants to private sector jobs, which shall include developing portfolios of skill attainment, mentorship opportunities, and other efforts to increase job networks for participants;
- (5) include an extensive job placement component.

SEC. 109. APPLICATION FOR GRANTS.

(a) **APPLICATION PLAN.**— To be eligible to receive a grant under this title, a chief local elected official, with the timely review and comment of the Governor, shall apply to the Attorney General and the Secretary for a Youth Employment and Skills grant by submitting an application that shall contain a detailed plan for substantially increasing the employment levels of young adults in the target neighborhood, with a goal

of increasing the employment rates of young adults living in the target neighborhood. Such a plan shall:

- (1) specify the organization that shall administer the program;
- (2) describe how the employment level of young adults ages 18 to 30 will be substantially increased;
- (3) describe the specific employment programs that will be offered by the program;
- (4) describe the public/private partnership that will promote the collaboration between the local areas, private sector, community-based organizations, and nonprofit organizations;
- (5) specify how the public and private sectors will work together to assist youth to make the transition from subsidized to unsubsidized jobs;
- (6) describe how links to jobs throughout the labor market area will be provided;
- (7) specify the manner by which the job network for youth will be expanded by mentors and other programs;
- (8) describe the measurable outcomes that will be used to evaluate the local success of the program, such as increased employment, reduced crime, and reduced drop out rates; and

(9) such other information as the Attorney General and the Secretary may require.

(b) COORDINATION WITH OTHER FEDERAL PROGRAMS.—

The application will demonstrate that the proposed Youth Employment and Skills program shall build upon and be coordinated with other Federal initiatives, such as:

- (1) school-to-work programs;
- (2) empowerment zones;
- (3) Youth Fair Chance;
- (4) National Service;
- (5) the Job Corps;
- (6) the Job Training Partnership Act
- (7) the Summer Youth Employment Program;
- (8) Compensatory Education and other programs aimed at improving inner-city schools.

enter prise Communities
Welfare Reform
Other crime bill programs

(c) LINKAGES.— As a condition of a grant award, local areas shall establish linkages with the local private sector, local employment and job training programs, and other appropriate entities to enhance the provision of services under this title. Such linkages may include linkages with:

- (1) the local private sector to--

(A) develop a mentoring program to improve the job network of youth in the target area;

(B) develop a specified number of
career-track job slots for youth graduating
from high school in the target neighborhood;
and

(C) to develop part-time jobs to support
young adults while they are receiving job
training or attending community college

(2) the local service delivery area under the
Job Training Partnership Act to identify funds --

(A) for on-the-job training and work
based training programs modeled after the
Comprehensive Employment and Training program
for residents of the target area;

(B) to develop a summer jobs program for
in-school youth residing in the target area;
and

(C) for new youth initiatives in the
target area.

(3) local programs to provide employment
services and supportive services, such as
transportation service to link target neighborhood
residents to jobs in the labor market area; and

(4) the local school district to provide
activities that will support the program and
assist in achieving the goals specified ion the
plan.

SEC. 110. AWARD PRIORITIES.

In evaluating an application submitted under this title, the Attorney General ^{and the} Secretary shall give priority to applications that:

(a) target neighborhoods with high crime rates;

(b) target neighborhoods with high concentrations of poverty;

(c) target communities which are at least partially made up of public housing projects; and

(d) intend to address neighborhoods that are part of an empowerment zone area or a Youth Fair Chance site.

Redundant w/ target areas?

unemployment

again just giving the money to "winners"

How he would prefer language in application section.

SEC. 111. GRANT AMOUNT AND DURATION.

(a) AMOUNT OF GRANTS.— Each grant awarded shall be funded at a level of \$__ million per year.

(b) DURATION OF GRANTS.— Grants shall be for 1 year, and renewable for a period totalling five years.

SEC. 112. FEDERAL RESPONSIBILITIES.

(a) IN GENERAL.— The Attorney General and the Secretary shall establish a system of performance measures for assessing programs established pursuant to this title.

(b) EVALUATION.— The Attorney General and the Secretary shall conduct a national evaluation of Youth Employment and Skills programs funded under this title

that will track and assess the effectiveness of the programs under this title.

(c) TECHNICAL ASSISTANCE.—

The Attorney General and the Secretary shall provide appropriate technical assistance to carry out Youth Employment and Skills programs under this title.

SEC. 113. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.— There are authorized to be appropriated to the Attorney General \$___ million for each of fiscal years ~~1994~~ 1995, 1996, 1997, and 1998, ^{+ 1999} to carry out this subtitle.

(b) EVALUATIONS AND TECHNICAL ASSISTANCE.— Of the amounts appropriated under subsection (a) for a fiscal year, the Attorney General may reserve not more than 5 percent of such amounts for the fiscal year to carry out evaluations and technical assistance.

(c) AVAILABILITY OF FUNDS.— Funds obligated for any fiscal year for programs authorized under this title shall remain available until expended.

SEC. 114. SANCTIONS.

The Attorney General or the Secretary may terminate or suspend financial assistance, in whole or in part, to a recipient or refuse to extend a grant for a recipient, if the Attorney General or the Secretary determine that the recipient has failed to meet the requirements of this title, or any regulations under

*with consultation
of the Secretary.*

this title, or any approved application submitted pursuant to this title. The Attorney General and the Secretary shall provide to the recipient prompt notice of such termination, suspension, or refusal to extend a grant and the opportunity for a hearing within 30 days after such notice.

SEC. 115. SAFEGUARDS.

The following safeguards shall apply to Youth Employment and Skills programs under this title:

(1) Nothing in this title shall be construed to modify or affect any Federal or State law prohibiting discrimination on the basis of race, religion, color, ethnicity, national origin, gender, age, or disability.

(2) NOTE: THE JTPA LABOR STANDARDS, FROM SECTION 143, WILL BE INSERTED AT THIS POINT

(3) The Attorney General and the Secretary shall provide such other safeguards as they may deem appropriate in order to ensure that Youth Employment and Skills program participants are afforded adequate supervision by skilled adult workers, or, otherwise, to further the purposes of this title.

SEC. 116. REGULATIONS.

The Attorney General and the Secretary shall issue such regulations as may be necessary to carry out the

JTPA standards
are used to
Administer
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purposes of this title.

SEC. 117. PROHIBITION ON PRIVATE RIGHTS OF ACTION.

Nothing in this title shall be construed to establish a right for any person to bring an action to obtain services under this title.

SEC. 118. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.

The Attorney General and the Secretary are authorized, in carrying out this title, to accept, purchase, or lease in the name of the Department of Justice or the Department of Labor, and employ or dispose of in furtherance of the purposes of this title, any money or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise, and to accept voluntary and uncompensated services notwithstanding the provisions of section 1342 of title 31.

SEC. 119. EFFECTIVE DATE.

This title shall take effect on the day of enactment.

Community planning language to ensure
"customer-driven"
Politically: limit to large cities? Do you really
want everyone to apply? Do you really
want high crime areas be the
limit.



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20410-0001

FAX TRANSMISSION

DATE:

3/6/94

NUMBER OF PAGES (including this page) _____

TO:

JOSE CERDA

FROM:

LIZ ARKYBRUCE KATZ↳ 708-2713

PHONE:

456-7088

PHONE:

(The phone number of this fax is (202) 708-4087)

COMMENTS:

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DRAFT of ~~1400~~, 3/6/94**TITLE __ - YOUTH EMPLOYMENT AND SKILLS PROGRAM****SECTION 101. FINDINGS.**

Congress finds that:

(1) In recent decades, a growing concentration of poverty and a sharp erosion in the economic position of disadvantaged youth and young adults have contributed to the crime problem. Those who commit crimes must be caught and punished; at the same time, prevention programs -- including those which make employment a reasonable, available alternative to crime -- must be undertaken.

(2) Between 1980 and 1990, the population living in census tracts with high poverty rates almost doubled. These areas of concentrated poverty are very likely to have high crime rates.

(3) Approximately 50 percent of out-of-school young Americans (those age 16 to 24 years) without a high school degree are currently not employed. 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.

(4) At the same time, the proportion of young

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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. Approximately 50 percent of 18 to 34 year old, black male, high school dropouts had criminal records in the late 1980s. No other developed country faces such levels of crime among its youth.

SEC. 102. STATEMENT OF PURPOSE.

The purpose of this title is to test the proposition that the widespread provision of employment opportunities for disadvantaged youth and young adults can reduce crime in high-poverty neighborhoods. Jobs should be extended to those who agree to "play by the rules" and should be the main feature of a comprehensive program aimed at sharply increasing the employment levels of young adults living in high-poverty, high-crime neighborhoods. This employment initiative will include a series of linkages with the local private sector and local public school district to improve the employment and educational opportunities and career aspirations of youth growing up in the target neighborhood.

SEC. 103. DEFINITIONS.

As used in this title—

(1) the term "approved application" means a

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Youth Employment and Skills application that is submitted by a chief local elected officer, with the timely review and comment of the Governor, that is determined by the Attorney General and the Secretary of Labor ^{ies} ~~to meet the requirements of~~ ^{and Housing and Urban Development} this title:

(2) the term "employer" includes both public and private employers; and

(3) the term "Secretary" ^{"high crime neighborhood"} ~~means the Secretary~~ ^{means...} ~~of Labor~~

SEC. 104. PROGRAM AUTHORIZED.

The Attorney General, in conjunction with the Secretary of Labor, and in consultation with the Secretaries of Housing and Urban Development, Education, Health and Human Services, and Commerce, shall make grants to youth employment projects in high-poverty neighborhoods.

SEC. 105. PROGRAM TARGET AREA.

The target area of each grant shall be one ^{for more} urban ^{high crime} neighborhood ^S with a poverty rate of 30 percent or higher, as determined by the U.S. Census ~~and a~~ ~~population of 25,000 or less. In certain~~ ~~circumstances, as determined by the Attorney General~~ ~~and the Secretary, the population of the area can be~~ ~~over 25,000 to a limit of 50,000.~~

SEC. 106. PARTICIPANTS.

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(a) ELIGIBLE POPULATION.—

(1) AGE.— Young adults ages 16 to ³⁰ ~~25~~ shall be eligible for employment programs funded under this title, ~~and, in certain circumstances as determined by the Attorney General and the Secretary, young adults up to age 30 may be eligible to participate;~~ and

(2) RESIDENCY.— ~~Young~~ Any youth residing in the target area or attending target area schools shall be eligible.

(b) RESPONSIBLE BEHAVIOR BY PARTICIPANTS.— While prior eligibility criteria shall not be imposed to restrict participation in these programs, continued participation shall be conditioned on responsible behavior, including:

- (1) regular attendance and satisfactory performance at work;
- (2) avoiding crime;
- (3) paying child support when paternity has been established;
- (4) in-school youth remaining in school until graduation.
- (5) requiring youth ages 16-17 who have dropped out of school to return to school or an alternative education program.

SEC. 107. PURPOSE.

[or, ages 16 to 25,
except where young
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The purpose of this subtitle is to assist in providing widespread employment opportunities for disadvantaged youth and young adults to reduce crime in high-poverty neighborhoods.

SEC. 108. ALLOWABLE ACTIVITIES.

(A) EXPENDITURE OF FUNDS.— Funds awarded under this title shall be expended only for activities undertaken to implement the approved application, which may include—

- (1) apprenticeship programs linking work and learning;
- (2) on-the-job training;
- (3) youth conservation and service corps;
- (4) YouthBuild programs emphasizing neighborhood infrastructure;
- (5) work experience positions in occupations with large projected growth;
- (6) entrepreneurship and microenterprise development, including performance bonding of new companies;
- (7) transportation links to suburban jobs; and
- (8) initiatives to increase the educational attainment and career aspirations of target area youth; and

(9) initiative^s to implement section 3 of the
1968 Act.

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(b) **WORK EXPERIENCE PROGRAMS.**— Work experience programs funded under this title shall:

- (1) pay at least the minimum wage;
- (2) include adequate supervision, equipment, and materials and supplies to accomplish useful work projects;
- (3) be limited to a two year term, except in cases of a participant successfully graduating to become work foreman or other staff;
- (4) include a private sector job component to facilitate the transition of participants to private sector jobs, which shall include developing portfolios of skill attainment, mentorship opportunities, and other efforts to increase job networks for participants;
- (5) include an extensive job placement component.

SEC. 109. APPLICATION FOR GRANTS.

(a) **APPLICATION PLAN.**— To be eligible to receive

a grant under this title, a chief local elected official, with the timely review and comment of the Governor, shall apply to the Attorney General and the Secretary ^(Sec. of Labor and HUD) for a Youth Employment and Skills grant by submitting an application that shall contain a detailed plan for substantially increasing the employment levels of young adults in the target neighborhood, with a goal

in cooperation
with the local
public housing
authority,
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of increasing the employment rates of young adults living in the target neighborhood. Such a plan shall:

- (1) specify the organization that shall administer the program;
- (2) describe how the employment level of young adults ages 18 to 30 will be substantially increased;
- (3) describe the specific employment programs that will be offered by the program;
- (4) describe the public/private partnership that will promote the collaboration between the local areas, private sector, community-based organizations, and nonprofit organizations;
- (5) specify how the public and private sectors will work together to assist youth to make the transition from subsidized to unsubsidized jobs;
- (6) describe how links to jobs throughout the labor market area will be provided;
- (7) specify the manner by which the job network for youth will be expanded by mentors and other programs;
- (8) describe the measurable outcomes that will be used to evaluate the local success of the program, such as increased employment, reduced crime, and reduced drop out rates; and

(a) specify that a planning process has occurred that has involved organizations, institutions, and residents of target areas, including young people, as well as cooperation between ...wide bodies and

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^{10/}
 (a) such other information as the Attorney
 General and the Secretary may require.

Dept of Labor and Housing and Urban Development

(b) COORDINATION WITH OTHER FEDERAL PROGRAMS.—

The application will demonstrate that the proposed Youth Employment and Skills program shall build upon and be coordinated with other Federal initiatives, such as:

- (1) school-to-work programs;
- (2) empowerment zones;
- (3) Youth Fair Chance;
- (4) National Service;
- (5) the Job Corps;
- (6) the Job Training Partnership Act
- (7) the Summer Youth Employment Program;
- (8) Compensatory Education and other programs aimed at improving inner-city schools;

(c) LINKAGES.— As a condition of a grant award,

local areas shall establish linkages with the local private sector, local employment and job training programs, and other appropriate entities to enhance the provision of services under this title. Such linkages may include linkages with:

- (1) the local private sector to--

(A) develop a mentoring program to improve the job network of youth in the target area;

(9) public housing development and rehabilitation programs; and

(10) section 3 of the Housing and Urban Development Act of 1968.

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(B) develop a specified number of
career-track job slots for youth graduating
from high school in the target neighborhood;
and

(C) to develop part-time jobs to support
young adults while they are receiving job
training or attending community college

(2) the local service delivery area under the
Job Training Partnership Act to identify funds --

(A) for on-the-job training and work
based training programs modeled after the
Comprehensive Employment and Training program
for residents of the target area;

(B) to develop a summer jobs program for
in-school youth residing in the target area;
and

(C) for new youth initiatives in the
target area.

(3) local programs to provide employment
services and supportive services, such as
transportation service to link target neighborhood
residents to jobs in the labor market area; and

(4) the local school district to provide
activities that will support the program and
assist in achieving the goals specified in the
plan; and

(5) the local public housing authority to
help low-income youth ^{access jobs} ~~obtain employment~~ generated by
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SEC. 110. AWARD PRIORITIES.

In evaluating an application submitted under this title, the Attorney General ^{and the} Secretary ^{of Labor and HUD} shall give priority to applications that:

(a) target neighborhoods with high crime rates;

(b) target neighborhoods with high concentrations of poverty; *and*

(c) target communities which are at least partially made up of public housing projects; *and*

~~(d) intend to address neighborhoods that are part of an empowerment zone area or a Youth Fair~~

SEC. 111. GRANT AMOUNT AND DURATION.

(a) AMOUNT OF GRANTS.— Each grant awarded shall be funded at a level of \$__ million per year.

(b) DURATION OF GRANTS.— Grants shall be for 1 year, and renewable for a period totalling five years.

SEC. 112. FEDERAL RESPONSIBILITIES.

(a) ~~IN GENERAL.~~ — ^{*Sec of Labor and HUD*} The Attorney General and the Secretary shall establish a system of performance measures for assessing programs established pursuant to this title.

(b) ~~EVALUATION.~~ — ^{*Sec of Labor and HUD*} The Attorney General and the Secretary shall conduct a national evaluation of Youth Employment and Skills programs funded under this title

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that will track and assess the effectiveness of the programs under this title.

(c) TECHNICAL ASSISTANCE.—

The Attorney General and the Secretary shall provide appropriate technical assistance to carry out Youth Employment and Skills programs under this title.

ties of Labor and HUD

SEC. 113. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.— There are authorized to be appropriated to the Attorney General \$___ million for each of fiscal years 1994, 1995, 1996, 1997, and 1998 to carry out this subtitle.

(b) EVALUATIONS AND TECHNICAL ASSISTANCE.— Of the amounts appropriated under subsection (a) for a fiscal year, the Attorney General may reserve not more than 5 percent of such amounts for the fiscal year to carry out evaluations and technical assistance.

(c) AVAILABILITY OF FUNDS.— Funds obligated for any fiscal year for programs authorized under this title shall remain available until expended.

SEC. 114. SANCTIONS.

The Attorney General or the Secretary may terminate or suspend financial assistance, in whole or in part, to a recipient or refuse to extend a grant for a recipient, if the Attorney General or the Secretary determine that the recipient has failed to meet the requirements of this title, or any regulations under

ties of Labor or HUD

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this title, or any approved application submitted pursuant to ~~this title~~. The Attorney General and the secretary ^{files of Labor and HUD} shall provide to the recipient prompt notice of such termination, suspension, or refusal to extend a grant and the opportunity for a hearing within 30 days after such notice.

SEC. 115. SAFEGUARDS.

The following safeguards shall apply to Youth Employment and Skills programs under this title:

(1) Nothing in this title shall be construed to modify or affect any Federal or State law prohibiting discrimination on the basis of race, religion, color, ethnicity, national origin, gender, age, or disability.

✓ (2) ~~NOTE: THE JTPA LABOR STANDARDS, FROM SECTION 141, WILL BE INSERTED AT THIS POINT~~

(3) The Attorney General and the Secretary shall provide such other safeguards as they may deem appropriate in order to ensure that Youth Employment and Skills program participants are afforded adequate supervision by skilled adult workers, or, otherwise, to further the purposes of this title. ^{files of Labor and HUD}

SEC. 116. REGULATIONS.

The Attorney General and the Secretary shall issue such regulations as may be necessary to carry out the ^{files of Labor and HUD}

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purposes of this title.

SEC. 117. PROHIBITION ON PRIVATE RIGHTS OF ACTION.

Nothing in this title shall be construed to establish a right for any person to bring an action to obtain services under this title.

SEC. 118. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.

The Attorney General and the Secretary are authorized, in carrying out this title, to accept, purchase, or lease in the name of the Department of Justice, ⁶ or the Department of Labor, and employ or dispose of in furtherance of the purposes of this title, any money or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise, and to accept voluntary and uncompensated services notwithstanding the provisions of section 1342 of title 31.

SEC. 119. EFFECTIVE DATE.

This title shall take effect on the day of enactment.

Files of Labor
and HUD

for the Dept of
HUD

March 4, 1994

*Evaluation/
time-limited demo?*

Youth Employment and Skills: Say YES to Jobs

Background

"I do not believe we can repair the basic fabric of society until people who are willing to work have work. Work organizes life. It gives structure and discipline to life. It gives a role model to children.... We cannot...repair the American community and restore the American Family until we provide the structure, the value, the discipline and the reward that work gives."

President Clinton
November 13, 1993
Memphis, Tennessee

In recent decades, our nation has experienced a growing concentration of poverty and there has been a sharp erosion in the economic position of disadvantaged youth and young adults. The resulting absence of work among disadvantaged youth is a major factor underlying the crime problem. Those who commit crimes must be caught and punished; at the same time, prevention programs -- including ones which make employment a reasonable, available alternative to crime -- must be undertaken. These prevention efforts need to increase the aspirations and long-term career prospects of at-risk youth to break the cycles of poverty, crime and violence. As the President said in the State of the Union, young people must have "something to say yes to".

The underlying facts are disturbing:

- o Between 1980 and 1990, the population living in census tracts with 40 percent or higher poverty rates almost doubled. These areas of concentrated poverty are very likely to have high crime rates; 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.
- o A growing number of 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 At the same time, 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. Approximately 50 percent of 18 to 34 year old, black male, high school dropouts had criminal records in the late 1980s. No other developed country ^{tolerates} faced such levels of crime among its youth.

The purpose of this initiative is to test the proposition of whether the widespread provision of employment opportunities for disadvantaged youth and young adults can reduce crime. The jobs will be extended to those who agree to "play by the rules" and will be the main feature of a comprehensive program targeted on high-poverty, high-crime neighborhoods.

The evidence suggests that such an employment-oriented approach can prove effective. Job Corps participation -- which significantly alters participants' education and employment opportunities -- has had a positive effect on earnings and has reduced serious crime. More generally, program models which closely link work and learning -- as this initiative would -- have been found to increase the incomes of disadvantaged youth and young adults; San Jose's Center for Employment and Training uses such a model, and a recent study found that young high school dropouts participating in the program sustained annual earnings gains of over \$3,000. A recent comparison of crime trends across cities shows that those with tightening labor markets are more likely to show reductions in crime rates.

Finally, recent program experience underscores the eagerness of disadvantaged youth to fill employment opportunities. A study of the 1993 summer youth employment program found that in eight out of the twelve central city programs visited, the limits in available jobs slots meant the programs were able to enroll less than half of those who applied. The survey also found that the large majority of youths who did participate in the program valued the work experience. Moreover, the youth entitlement demonstrations in the late 1970s showed that it is possible to raise employment rates of disadvantaged youth by a significant amount.

The Approach

The Administration and Congress are already proceeding on a wide range of initiatives that should help address the conditions that promote crime. Besides sound macroeconomic and deficit-reduction policies that have promoted overall economic growth, Empowerment Zone legislation has been passed and the Administration has proposed an expansion in the Job Corps. Furthermore, broader policies concerning life-long learning such as the school-to-work initiative, reform of student loans, the Reemployment Act, and National Service will play an important role in improving labor market prospects for disadvantaged individuals.

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Building upon these initiatives, the proposal would add a direct job-creation component, with employment opportunities for youth and young adults funded in both the private and public sectors. The key program design features would include:

(1) Careful targeting to disadvantaged youth and young adults living in high-poverty, high-crime neighborhoods.

(2) Tying participation to good behavior.

(3) Private sector placement would be the first priority and the ultimate goal. Approaches such as entrepreneurship would be encouraged. But because of the difficulty of developing private sector jobs for the targeted population, some public employment jobs would be created, with these jobs linked to efforts to place participants into private jobs. The emphasis will be on real work with real supervision. Efforts would be made to build the job networks that disadvantaged youth typically lack.

(4) Leveraging of other programs and resources, and matching commitments from the community.

Finally, the proposal would use a saturation approach. It is very difficult to turn around the lives of disadvantaged youth. Neighborhood-wide interventions could affect community values and peer pressure, and thus have a much larger impact on youth than typical job training programs that attempt to affect one youth at a time. Experiences with innovative programs suggest that intensive programs with broad ranges of services are most effective for youth.

The uniqueness of this effort will be to incorporate a full-fledged employment approach into this range of services, with the goal of changing the opportunities and expectations of neighborhood youth and young adults to that of gainful employment in the private sector, thereby steering them away from crime. The proposal would raise youth employment rates in the program sites to levels of about 80 percent, which could be equivalent to the employment rates of young out-of school white males. Nonemployment rates would be cut about in half. At-risk youth are likely to be most affected by the program because they currently face the worst labor market conditions.

In more detail, the four components of the program would look as follows.

I. Targeting

Neighborhoods of 25,000 with high crime rates and poverty rates of 30 percent would be the focus for this demonstration. (Depending on the grant size and proposal design, larger neighborhoods up to 50,000 might be covered.) Since minorities are

overrepresented in such neighborhoods, so would the beneficiaries of this program.

At-risk youth and young adults would be targeted. In an inner-city neighborhood of 25,000 people, there are nearly 3,000 individuals between the ages of 18 and 25, and it is likely that less than 50 percent of them are employed at any point in time. Depending on the availability of funds, neighborhoods could expand the target group to those between 16 to 30. The targeting approach, as well as the comprehensive developmental aspects of the program, reflect the current Youth Fair Chance program.

Areas with concentrations of public and assisted housing would be among those that would be good potential program sites. Such areas are frequently characterized by high poverty and crime rates.

II. Links to Personal Responsibility

The jobs provided under the program would be conditioned on youth meeting certain standards of personal behavior. Most importantly, just as under the Job Corps, youth participating in the program would be expelled if they engage in crime. For youths in high school, program participation would be contingent upon staying in school until they complete a course of study. Moreover, in cases where paternity has been established, participants would have to be making their child support payments. *drugs*

On the job, program participants would be expected to meet the performance standards and behavior expected from other employees at the work site. Otherwise, they will not be allowed to continue in the program.

III. Employment Components

The large majority of the grant funds would go towards job creation. The first strategy would be to try to use on-the-job training (OJT) slots to place persons in the private sector, but experience suggests that inner-city youth (particularly males) are difficult to place in OJT positions and that a number of subsidized work experience positions in the non-profit or public sector will be necessary. The emphasis would be on "real" jobs that can contribute to the community, and not on jobs that can be viewed as make-work jobs for disadvantaged youth.

There would be a grant competition, with proposals judged on criteria including their creativity in leveraging resources as well as their ability to link the program to permanent private sector placements. To encourage creativity, the grant decisions would not require proposals to meet unalterable design criteria, but would examine the strength of employment components such as the following:

- o Private sector, apprenticeship-like models which closely link work and learning.

Accordingly, one criterion would be the development of private sector slots that include ongoing on-the-job training. Also, there would be an expectation that local businesses would commit to developing part-time jobs to support residents of the target community while they were receiving job training or attending community college. The local private sector would commit to hiring graduates of the area high school each year into career-track jobs. This would reflect the Boston Compact approach of rewarding school success with private job guarantees or scholarships.

Moreover, apprenticeship programs with unions (for example, carpenters, laborers, or painters unions) could be established, with the unions providing matching funds for the development of positions.

Proposals would also be judged according to the strength of the mentoring, entrepreneurship and microenterprise approaches that would be used. To help spur new enterprises, some funding of performance bonding and capital might be extended to companies contingent upon their hiring neighborhood youth and young adults.

- o Efforts to work with the area transit authority to establish mini-bus links to suburban private-sector jobs.
- o Public service positions that include youth conservation and service corps slots and YouthBuild slots. Neighborhood infrastructure projects would also be encouraged. Such programs typically cost around \$15,000 per slot. Some youths in these programs could graduate to career-track positions as work foremen – thus increasing the net job creation of the programs.
- o Public work experience slots created in occupations with large projected job growth. The idea would be to provide work experience with the hope of a gradual transition to private sector employment in the occupation. Occupations with high expected job growth include construction trades, building maintenance, and landscaping and groundskeeping. These work experience slots would cost roughly \$15,000 each. The work would be conducted in special projects, so as to avoid displacement concerns of public sector unions.
- o Further, cities could commit to using some amount of JTPA funds for OJT positions for young adults over 25 years old in the target community. The city could also commit to using JTPA, private sector, and other funds to set up a summer employment program available to all youth in the target community on the condition that the youth stay in school or return to school.

- o Informal job networks are very often the way individuals find jobs, and the lack of such networks for the disadvantaged is a major barrier to their locating employment. So proposals would be judged based on the extent of efforts to build networks to permanent private-sector employment. Accordingly, private-sector placement would ultimately be promoted for those placed in public job slots; public job slots would be limited in duration to two years and demonstration sites would be expected to develop networking capacity to help place the youths into private sector jobs.

Example proposal: to develop 1,000 jobs, a proposal might combine the following: the private sector would commit to develop 100 part-time jobs for those attending job training or attending community college and 50 jobs for high school graduates, while unions would commit to developing 50 Apprenticeship positions; the transportation link would place 200 targeted residents into jobs; and publicly funded components would be 200 youth conservation and service corps, neighborhood infrastructure, and YouthBuild slots (cost, \$3 million a year), 300 work experience slots (cost, \$4.5 million a year), and 100 on-the-job training slots (\$500,000 a year).

IV. Matching Commitments

The above section outlines matching commitments expected from the private sector, other government programs, and perhaps from unions in developing job opportunities. It also underscores commitments to build up networks and links to other jobs in the community. As a condition of receiving grant funds, cities will be required to make a number of other matching commitments aimed to ensure that necessary resources are leveraged and coordinated.

- o Local governments would be required to involve the full, larger community in a public/private partnership effort to leverage federal funds. Collaboration between the local areas, the private sector, community-based organizations and nonprofits would be stressed.
- o Educational linkages would be beefed up, and would include a strong role for community colleges, as well as incorporating the successful work-based learning approach used in San Jose's Center for Employment and Training program (CET).
- o More generally, commitments towards a comprehensive youth development approach would be expected. Efforts to increase the aspirations for educational attainment would be encouraged; local school systems, community colleges, and 4-year colleges would be expected to improve middle schools in the targeted area, decrease the dropout rate, and increase the proportion of target area youth attending college.



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20410-0001

FAX TRANSMISSION

DATE: _____

NUMBER OF PAGES (including this page) 20

TO: JOSE CERDA FROM: LIZ ARKY

PHONE: 456-7028 PHONE: _____

(The phone number of this fax is (202) 708-4087)

COMMENTS: JOSE - LABOR AGREED TO THESE CHANGES
I WILL SEND THEM TO GRACE ALSO.

DoS - drop of poverty and link to crime

\$525 M. H. a

\$5M set-aside

best comments
on concept piece

DRAFT of 3:30, 3/6/94

TITLE _ - YOUTH EMPLOYMENT AND SKILLS PROGRAM

SECTION 101. FINDINGS AND STATEMENT OF PURPOSE.

(a) FINDINGS. — Congress finds that:

(1) those who commit crimes must be caught and punished; at the same time, prevention programs -- including those which make employment a reasonable, available alternative to crime -- must be undertaken;

(2) in recent decades, a growing concentration of poverty and a sharp erosion in the economic position of disadvantaged young adults have contributed to the crime problem;

(A) between 1980 and 1990, the population living in census tracts with high poverty rates almost doubled, and areas of concentrated poverty are very likely to have high crime rates;

(B) 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 many of these out-of-school youths are persistently out of work and have the potential for being permanently lost to the legitimate economy;

(3) the proportion of young men in trouble

with the law has increased dramatically, with almost 700,000 young men from 16 to 34 years of age incarcerated in 1989; no other developed country faces such levels of crime among its young adults.

(b) STATEMENT OF PURPOSE. — The purpose of this title is to saturate high-crime, high-poverty neighborhoods with employment opportunities for disadvantaged young adults, thereby reducing crime in these neighborhoods.

SEC. 102. PROGRAM AUTHORIZED.

The Attorney General, in conjunction with the ~~Secretary of Labor~~ ^{HHS and HUD} ~~(hereinafter referred to as the~~ ^{and Urban Development} ~~"Secretary")~~, and in consultation with the Secretaries of Housing and Urban Development, ^{Treas} Education, Health and Human Services, and Commerce, shall make grants to youth employment projects in high-poverty neighborhoods.

SEC. 103. PROGRAM TARGET AREA.

The target area of each grant shall be a neighborhood with a poverty rate of 30 percent or higher, as determined by the U.S. Bureau of the Census, and a population of 25,000 or less. ^{As determined by} ~~the Attorney General and the Secretary~~ ^{ies of Labor and HUD}, areas with populations of up to 50,000 may be considered.

SEC. 104. PARTICIPANTS.

(a) ELIGIBLE POPULATION.—

for the issue

(1) AGE.— Young adults ages 16 to 25 shall be eligible for employment programs funded under this title and, in certain circumstances as determined by the Attorney General and the Secretary, is of Labor and HUD ~~young adults up to age 30~~ may be eligible to participate; and

(2) RESIDENCY.— Any young adult residing in the target area or attending schools in the target area shall be eligible to participate in the programs under this title.

(b) RESPONSIBLE BEHAVIOR BY PARTICIPANTS.—

Continued participation in a program under this title shall be conditioned on:

- lead w/ time*
- (1) regular attendance and satisfactory performance at work;
 - (2) avoiding crime;
 - (3) paying child support when paternity has been established;
 - (4) in-school young adults remaining in school until graduation.
- only*

(5) requiring young adults ages 16-17 who have dropped out of school to return to school or an alternative education program.

(c) PRIOR ACTIVITIES.— Prior commission of a crime shall not prohibit a young adult from

participating in a program under this title.

SEC. 105. ALLOWABLE ACTIVITIES.

(a) **EXPENDITURE OF FUNDS.**— Funds awarded under this title shall be expended only for activities undertaken to carry out the approved application, which may include—

(1) apprenticeship programs linking work and learning;

(2) on-the-job training in the private sector;

(3) youth conservation and service corps;

(4) programs emphasizing neighborhood infrastructure (such as YouthBuild);

(5) work experience positions, limited to private nonprofit organizations and public agencies;

(6) entrepreneurial and microenterprise development;

(7) transportation links to jobs in the labor market area;

(8) initiatives to increase the educational attainment, occupational skills, and career aspirations of target area young adults, including work-based learning; and

(9) job placement and related services.

and employment of public housing residents, in accordance with Section 3 of the Housing and Urban Development Act of 1968,

(10) business and enterprise activities

hand

[Handwritten signature]

(b) **WORK EXPERIENCE PROGRAMS.**— Work experience programs funded under this title shall:

- (1) pay wages in accordance with the Fair Labor Standards Act and relevant State law;
 - (2) include adequate supervision, equipment, and materials and supplies to accomplish useful work projects;
 - (3) include a private sector job development component to facilitate the transition of participants to private sector jobs, which shall include developing portfolios of skill attainment, mentorship opportunities, and other efforts to increase job networks for participants; and
 - (4) include an extensive job placement component.
- [Handwritten "combine" with arrow pointing to (3) and (4)]*

(c) **TWO YEAR LIMITATION.** — The combination of all subsidized employment for a participant shall be limited to two years.

SEC. 106. APPLICATION FOR GRANTS.

(a) **APPLICATION PLAN.**— To be eligible to receive a grant under this title, a chief local elected official, *[Handwritten: "in cooperation with the local public housing authority"]* with the timely review and comment of the Governor, *[Handwritten: "Sec of Labor and HUD"]* shall apply to the Attorney General and the Secretary for a Youth Employment and Skills grant by submitting an application that shall contain a plan for substantially increasing the employment levels of young

adults in the target area. Such a plan shall:

(1) describe the measurable outcomes that will be used to evaluate the local success of the program, including increased employment, reduced crime, reduced drop out rates, and increased educational attainment;

(2) specify the organization that shall administer the program;

(3) describe the specific employment programs that will be offered by the program;

(4) describe the public/private partnership that will promote collaboration between the local areas, private sector, community-based organizations, ~~and~~ nonprofit organizations;

(5) specify how the public and private sectors will work together to assist young adults to make the transition from subsidized to unsubsidized jobs;

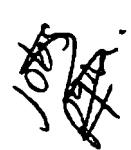
(6) describe how links to jobs throughout the labor market area will be provided;

(7) specify the manner by which the job network for young adults will be expanded by mentors and other programs; and

(8) such other information as the Attorney General and the Secretary ies of Labor and HUD may require.

(b) COORDINATION WITH OTHER FEDERAL PROGRAMS.—

The application will demonstrate that the proposed Youth Employment and Skills program shall build upon and be coordinated with other Federal initiatives, such as:

- 
- (1) crime prevention programs;
 - (2) school-to-work programs;
 - (3) empowerment zones and enterprise communities;
 - (4) Youth Fair Chance;
 - (5) National Service;
 - (6) the Job Corps;
 - (7) the Job Training Partnership Act
 - (8) the Summer Youth Employment Program;
 - (9) Compensatory Education and other programs aimed at improving inner-city schools.

(c) LEVERAGING AND LINKAGES.— As a condition of a grant award, local areas shall establish linkages with the local private sector, local employment and job training programs, and other appropriate entities to enhance the provision of services under this title. Such activities may include leveraging by and linkages with:

- (1) the local private sector to--
 - (A) develop a mentoring program to improve the job network for young adults in the target area;

(D) develop apprenticeship programs with
Unions that are providing matching funds

(B) develop a specified number of career-track jobs for young adults graduating from high school and college in the target area; and

(C) develop part-time jobs to support young adults while they are receiving job training, or secondary or post secondary education,

(D)
(2) the local service delivery area under the Job Training Partnership Act to identify funds --

(A) for on-the-job training and work-based training programs, based on successful program models, for residents of the target area;

(B) to develop a summer jobs program for in-school young adults residing in the target area; and

(C) for new youth initiatives in the target area,

(3) local programs to provide employment services and supportive services, such as transportation service to link target area residents to jobs in the labor market area, and

(4) the local school district to provide activities that will support the program and assist in achieving the goals specified in the

application.

SEC. 107. AWARD PRIORITIES.

In evaluating the applications submitted under this title, the Attorney General and the Secretary shall give priority to applications that:

6 ties of labor and HUD

(c) target communities which are at least partially made up of public housing projects

(a) target areas that have high crime and high poverty rates; and

(b) demonstrate extensive community support and linkages to crime prevention programs and employment related programs, and

and assisted

SEC. 108. GRANT AMOUNT, DURATION AND NUMBER.

(a) AMOUNT OF GRANTS.— Each grant awarded shall be funded at a level of not less than \$__ million per year.

(b) DURATION OF GRANTS.— Grants shall be for 1 year, and renewable for each of the four succeeding years.

(c) NUMBER OF GRANTS.— There shall be a total of __ grants awarded under this title.

SEC. 109. FEDERAL RESPONSIBILITIES.

(a) ~~IN GENERAL.~~— The Attorney General and the Secretary ^{ties of labor and HUD} shall establish a system of performance measures for assessing programs established pursuant to this title.

(b) ~~EVALUATION.~~— The Attorney General and the Secretary ^{ties of labor and HUD} shall conduct a national evaluation of Youth

Employment and Skills programs funded under this title that will track and assess the effectiveness of those programs, and include an evaluation of increased employment, reduced crime, reduced drop out rates, and increased educational attainment.

(c) ~~TECHNICAL ASSISTANCE.~~ — ~~The Attorney General~~ ^{ies of Labor and HUD} and the Secretary shall provide appropriate technical assistance to carry out Youth Employment and Skills programs under this title.

SEC. 110. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.— There are authorized to be appropriated to the Attorney General \$___ million for fiscal year 1994, \$___ million for fiscal year 1995, \$___ million for fiscal year 1996, \$___ million for fiscal year 1997, and \$___ million for fiscal year 1998 to carry out this title. *525 million*

(b) EVALUATIONS AND TECHNICAL ASSISTANCE.— Of the amounts appropriated under subsection (a) for a fiscal year, the Attorney General may reserve not more than 5 percent of such amounts for the fiscal year to carry out evaluations and technical assistance.

(c) AVAILABILITY OF FUNDS.— Funds obligated for any fiscal year for programs authorized under this title shall remain available until expended.

SEC. 111. SANCTIONS.

The Attorney General and the Secretary ^{ies of Labor and HUD} may

terminate or suspend financial assistance, in whole or in part, to a recipient or refuse to extend a grant for a recipient, if the Attorney General and the Secretary ^{ies} determine that the recipient has failed to meet the requirements of this title, or any regulations under this title, or any approved application submitted pursuant to this title. The Attorney General and the Secretary ^{ies of Labor and HUD} shall provide to the recipient prompt notice of such termination, suspension, or refusal to extend a grant and the opportunity for a hearing within 30 days after such notice.

SEC. 112. SAFEGUARDS.

The following safeguards shall apply to Youth Employment and Skills programs under this title:

(1) Nothing in this title shall be construed to modify or affect any Federal, State, or local law prohibiting discrimination on the basis of race, religion, color, ethnicity, national origin, gender, or disability.

(2) The labor standards under the Job Training Partnership Act, 29 U.S.C. 1553, shall apply to programs under this title.

(3) The Attorney General and the Secretary ^{ies of Labor and HUD} shall provide such other safeguards as they may deem appropriate in order to ensure that Youth Employment and Skills program participants are

afforded adequate supervision by skilled adult workers, or, otherwise, to further the purposes of this title.

SEC. 113. REGULATIONS.

The Attorney General and the Secretary ^{of Labor and HUD} shall issue such regulations as may be necessary to carry out the purposes of this title.

SEC. 114. WAIVERS.

The Attorney General and the Secretary ^{of Labor and HUD} may prescribe regulations that establish criteria for waiver of application requirements of other programs administered by their Departments to the extent they duplicate the requirements specified in this title.

SEC. 115. PROHIBITION ON PRIVATE RIGHTS OF ACTION.

Nothing in this title shall be construed to establish a right for any person to bring an action to obtain services under this title.

SEC. 116. ACCEPTANCE OF GIFTS, AND OTHER MATTERS.

The Attorney General and the Secretary are authorized, in carrying out this title, to accept, purchase, or lease in the name of the Department of Justice, ~~or~~ ^{for the Department of HUD} the Department of Labor, and employ or dispose of in furtherance of the purposes of this title, any money or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise, and to accept voluntary and

uncompensated services notwithstanding the provisions
of section 1342 of title 31.

SEC. 117. EFFECTIVE DATE.

This title shall take effect on the day of
enactment.

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March 4, 1994

*Evaluation/
time-limited dem?***Youth Employment and Skills: Say YES to Jobs****Background**

"I do not believe we can repair the basic fabric of society until people who are willing to work have work. Work organizes life. It gives structure and discipline to life. It gives a role model to children... We cannot...repair the American community and restore the American Family until we provide the structure, the value, the discipline and the reward that work gives."

President Clinton
November 13, 1993
Memphis, Tennessee

In recent decades, our nation has experienced a growing concentration of poverty and there has been a sharp erosion in the economic position of disadvantaged youth and young adults. The resulting absence of work among disadvantaged youth is a major factor underlying the crime problem. Those who commit crimes must be caught and punished; at the same time, prevention programs -- including ones which make employment a reasonable, available alternative to crime -- must be undertaken. These prevention efforts need to increase the aspirations and long-term career prospects of at-risk youth to break the cycles of poverty, crime and violence. As the President said in the State of the Union, young people must have "something to say yes to".

The underlying facts are disturbing:

- o Between 1980 and 1990, the population living in census tracts with 40 percent or higher poverty rates almost doubled. These areas of concentrated poverty are very likely to have high crime rates; 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.
- o A growing number of 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.
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The purpose of this initiative is to test the proposition of whether the widespread provision of employment opportunities for disadvantaged youth and young adults can reduce crime. The jobs will be extended to those who agree to "play by the rules" and will be the main feature of a comprehensive program targeted on high-poverty, high-crime neighborhoods.

The evidence suggests that such an employment-oriented approach can prove effective. Job Corps participation - which significantly alters participants' education and employment opportunities - has had a positive effect on earnings and has reduced serious crime. More generally, program models which closely link work and learning - as this initiative would - have been found to increase the incomes of disadvantaged youth and young adults; San Jose's Center for Employment and Training uses such a model, and a recent study found that young high school dropouts participating in the program sustained annual earnings gains of over \$3,000. A recent comparison of crime trends across cities shows that those with tightening labor markets are more likely to show reductions in crime rates.

Finally, recent program experience underscores the eagerness of disadvantaged youth to fill employment opportunities. A study of the 1993 summer youth employment program found that in eight out of the twelve central city programs visited, the limits in available jobs slots meant the programs were able to enroll less than half of those who applied. The survey also found that the large majority of youths who did participate in the program valued the work experience. Moreover, the youth entitlement demonstrations in the late 1970s showed that it is possible to raise employment rates of disadvantaged youth by a significant amount.

The Approach

The Administration and Congress are already proceeding on a wide range of initiatives that should help address the conditions that promote crime. Besides sound macroeconomic and deficit-reduction policies that have promoted overall economic growth, Empowerment Zone legislation has been passed and the Administration has proposed an expansion in the Job Corps. Furthermore, broader policies concerning life-long learning such as the school-to-work initiative, reform of student loans, the Reemployment Act, and National Service will play an important role in improving labor market prospects for disadvantaged individuals.

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Building upon these initiatives, the proposal would add a direct job-creation component, with employment opportunities for youth and young adults funded in both the private and public sectors. The key program design features would include:

(1) Careful targeting to disadvantaged youth and young adults living in high-poverty, high-crime neighborhoods

including public housing development and assisted

(2) Tying participation to good behavior.

(3) Private sector placement would be the first priority and the ultimate goal. Approaches such as entrepreneurship would be encouraged. But because of the difficulty of developing private sector jobs for the targeted population, some public employment jobs would be created, with these jobs linked to efforts to place participants into private jobs. The emphasis will be on real work with real supervision. Efforts would be made to build the job networks that disadvantaged youth typically lack.

(4) Leveraging of other programs and resources, and matching commitments from the community.

Finally, the proposal would use a saturation approach. It is very difficult to turn around the lives of disadvantaged youth. Neighborhood-wide interventions could affect community values and peer pressure, and thus have a much larger impact on youth than typical job training programs that attempt to affect one youth at a time. Experiences with innovative programs suggest that intensive programs with broad ranges of services are most effective for youth.

The uniqueness of this effort will be to incorporate a full-fledged employment approach into this range of services, with the goal of changing the opportunities and expectations of neighborhood youth and young adults to that of gainful employment in the private sector, thereby steering them away from crime. The proposal would raise youth employment rates in the program sites to levels of about 80 percent, which could be equivalent to the employment rates of young out-of-school white males. *50 per* Nonemployment rates would be cut about in half. At-risk youth are likely to be most affected by the program because they currently face the worst labor market conditions.

In more detail, the four components of the program would look as follows.

I. Targeting

Neighborhoods of 25,000 with high crime rates and poverty rates of 30 percent would be the focus for this demonstration. (Depending on the grant size and proposal design, larger neighborhoods up to 50,000 might be covered.) Since minorities are

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overrepresented in such neighborhoods, so would the beneficiaries of this program.

At-risk youth and young adults would be targeted. In an inner-city neighborhood of 25,000 people, there are nearly 3,000 individuals between the ages of 18 and 25, and it is likely that less than 50 percent of them are employed at any point in time. Depending on the availability of funds, neighborhoods could expand the target group to those between 16 to 30. The targeting approach, as well as the comprehensive developmental aspects of the program, reflect the current Youth Fair Chance program.

Areas with concentrations of public and assisted housing would be among those that would be good potential program sites. Such areas are frequently characterized by high poverty and crime rates.

II. Links to Personal Responsibility

The jobs provided under the program would be conditioned on youth meeting certain standards of personal behavior. Most importantly, just as under the Job Corps, youth participating in the program would be expelled if they engage in crime. For youths in high school, program participation would be contingent upon staying in school until they complete a course of study. Moreover, in cases where paternity has been established, participants would have to be making their child support payments.

On the job, program participants would be expected to meet the performance standards and behavior expected from other employees at the work site. Otherwise, they will not be allowed to continue in the program.

III. Employment Components

The large majority of the grant funds would go towards job creation. The first strategy would be to try to use on-the-job training (OJT) slots to place persons in the private sector, but experience suggests that inner-city youth (particularly males) are difficult to place in OJT positions and that a number of subsidized work experience positions in the non-profit or public sector will be necessary. The emphasis would be on "real" jobs that can contribute to the community, and not on jobs that can be viewed as make-work jobs for disadvantaged youth.

There would be a grant competition, with proposals judged on criteria including their creativity in leveraging resources as well as their ability to link the program to permanent private sector placements. To encourage creativity, the grant decisions would not require proposals to meet unalterable design criteria, but would examine the strength of employment components such as the following:

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o **Private sector, apprenticeship-like models which closely link work and learning.**

Accordingly, one criterion would be the development of private sector slots that include ongoing on-the-job training. Also, there would be an expectation that local businesses would commit to developing part-time jobs to support residents of the target community while they were receiving job training or attending community college. The local private sector would commit to hiring graduates of the area high school each year into career-track jobs. This would reflect the Boston Compact approach of rewarding school success with private job guarantees or scholarships.

* Moreover, apprenticeship programs with unions (for example, carpenters, laborers, or painters unions) could be established, with the unions providing matching funds for the development of positions.

Proposals would also be judged according to the strength of the mentoring, entrepreneurship and microenterprise approaches that would be used. To help spur new enterprises, some funding of performance bonding and capital might be extended to companies contingent upon their hiring neighborhood youth and young adults.

o Efforts to work with the area transit authority to establish mini-bus links to suburban private-sector jobs.

o Public service positions that include youth conservation and service corps slots and YouthBuild slots. Neighborhood infrastructure projects would also be encouraged. Such programs typically cost around \$15,000 per slot. Some youths in these programs could graduate to career-track positions as work foremen - thus increasing the net job creation of the programs.

*Employment of
public housing
residents will
likewise be
encouraged.*

o Public work experience slots created in occupations with large projected job growth. The idea would be to provide work experience with the hope of a gradual transition to private sector employment in the occupation. Occupations with high expected job growth include construction trades, building maintenance, and landscaping and groundskeeping. These work experience slots would cost roughly \$15,000 each. The work would be conducted in special projects, so as to avoid displacement concerns of public sector unions.

o Further, cities could commit to using some amount of JTPA funds for OJT positions for young adults over 25 years old in the target community. The city could also commit to using JTPA, private sector, and other funds to set up a summer employment program available to all youth in the target community on the condition that the youth stay in school or return to school.

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- o Informal job networks are very often the way individuals find jobs, and the lack of such networks for the disadvantaged is a major barrier to their locating employment. So proposals would be judged based on the extent of efforts to build networks to permanent private-sector employment. Accordingly, private-sector placement would ultimately be promoted for those placed in public job slots; public job slots would be limited in duration to two years and demonstration sites would be expected to develop networking capacity to help place the youths into private sector jobs.

Example proposal: to develop 1,000 jobs, a proposal might combine the following: the private sector would commit to develop 100 part-time jobs for those attending job training or attending community colleges and 50 jobs for high school graduates, while unions would commit to developing 50 Apprenticeship positions; the transportation link would place 200 targeted residents into jobs; and publicly funded components would be 200 youth conservation and service corps, neighborhood infrastructure, and YouthBuild slots (cost, \$3 million a year), 300 work experience slots (cost, \$4.5 million a year), and 100 on-the-job training slots (\$500,000 a year).

IV. Matching Commitments

The above section outlines matching commitments expected from the private sector, other government programs, and perhaps from unions in developing job opportunities. It also underscores commitments to build up networks and links to other jobs in the community. As a condition of receiving grant funds, cities will be required to make a number of other matching commitments aimed to ensure that necessary resources are leveraged and coordinated.

- o Local governments would be required to involve the full, larger community in a public/private partnership effort to leverage federal funds. Collaboration between the local areas, the private sector, community-based organizations and nonprofits would be stressed.
- o Educational linkages would be beefed up, and would include a strong role for community colleges, as well as incorporating the successful work-based learning approach used in San Jose's Center for Employment and Training program (CET).
- o More generally, commitments towards a comprehensive youth development approach would be expected. Efforts to increase the aspirations for educational attainment would be encouraged; local school systems, community colleges, and 4-year colleges would be expected to improve middle schools in the targeted area, decrease the dropout rate, and increase the proportion of target area youth attending college.

POSSIBLE CUTS IN THE SENATE BILL

** NONE OF THESE HAS BEEN VETTED OR APPROVED

1. Consolidate Overlapping Programs		131
* Youth and Olympic Youth	58	
Combine and cut by 1/3 ($50+125/3 = 60$)		
* Comm Partnership Grants	33	
and Nat Comm Econ Partnership		
Combine and cut by 1/3 ($60+40/3 = 35$)		
* Eliminate Community Programs		
on Domestic Violence	20	
(Hatfield; duplicates VAWA)		
* Eliminate School Leadership Grants	20	
(Cochran; passed in Educ 2000)		
2. Reduce Grants		187
Juvenile Secure Facilities	50	
(Biden; 10% of 500)		
Violence Against Women	87	
(Biden; 10% of 870)		
State/local prosecutors/courts	50	
(Heflin; 10% of 500)		
3. Eliminate Reports and Studies		7.4
Domestic Violence Injury	100k	
Court Judge Training	500k	
Safe Homes/St Database	1m	
VAWA Nat Baseline etc	800k	
Mental Health Screening	1m	
Sr Cits Nat Assess	2m	
Prox to Prisoners	500k	
Alcohol Use & Treatment	500k	
Anti Loitering	1m	
4. Reduce Prisons and Boot Camps by 3.3%		200
	TOTAL	525.4
OTHER POSSIBILITIES:		
Family Unity	20	
(cut in 1/2)		
Police Corps	100	
(Restore to orig. Senate bill)		



\$100 - Consolidation -
\$60 - Partnership
\$200 - Boot Camps
\$200 - Prisons
\$100 - Schools
\$300 - \$1.5 million UAWA
\$20 - School leadership
\$20 - Car pools 1.2 - 1.3
Violence

Bruce,

I just spoke with Andy, who just spoke with Ron, and here's the final recommendation on cuts:

- Consolidation of Bradley, Youth Development Centers, Midnight Basketball, etc.
SAVINGS -- \$100 million
- Reduce boot camps and regional prisons by \$200 million each
SAVINGS -- \$400 million
- Reduce Safe Schools funding for FY95 (in Goals 2000 and in Education's budget).
SAVINGS -- \$100 million
- Split the difference between the House and Senate version of VAWA
SAVINGS -- \$300 million
- Eliminate duplicative programs (School Leadership and Community Violence grants)
SAVINGS -- \$40 million
- Eliminate Community Substance Abuse Partnerships, duplicate HHS program
SAVINGS -- \$60 million

TOTAL SAVINGS -- \$800 million for new jobs and crime prevention programs

DRAFT

3/4/94

Outlines of an Employment-based Approach**Background**

Start with quote from the Memphis speech on the value of work.

In recent decades, our nation has experienced a growing concentration of poverty and there has been a sharp erosion in the economic position of disadvantaged youths and young adults. The resulting absence of work among disadvantaged youth is a major factor underlying the crime problem. Those who commit crimes must be caught and punished; at the same time, prevention programs, including ones which make employment a reasonable, available alternative for at-risk youth, must be undertaken to break the cycles of poverty, crime and violence. As the President said in the State of the Union, young people must have "something to say yes to" or the battle against crime will not be won.

The underlying facts are very troubling:

- o Between 1980 and 1990, the population living in census tracts with 40 percent or higher poverty rates almost doubled. These areas of concentrated poverty are very likely to have high crime rates; 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.
- o A growing number of 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 At the same time, 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. Approximately 50 percent of 18 to 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.

The purpose of this initiative is to test the proposition of whether the widespread provision of employment opportunities for disadvantaged youth and young adults can reduce crime. The jobs will be extended to those who agree to "play by the rules" and will be the main feature of a comprehensive program targeted on high poverty

neighborhoods.

The evidence suggests that such an employment-oriented approach can prove effective. Job Corps participation -- which significantly alters participants education and employment opportunities -- has had a positive effect on earnings and has reduced serious crime. The Job Start demonstration [add description] also has led to some decline in arrest rates [keep?]. More generally, program models which closely link work and learning -- as this initiative would -- have been found to increase the incomes of disadvantaged youths and young adults; San Jose's Center for Employment and Training uses such a model, and a recent study found that young high school dropouts participating in the program sustained annual earnings gains of over \$3,000. It also should be mentioned that a comparison of crime trends shows that cities with tightening labor markets are more likely to show reductions in crime rates.

Finally, recent program experience underscores the eagerness of disadvantaged youths to fill employment opportunities. A study of the 1993 summer youth employment program found that in eight out of the twelve central city programs visited, the limits in available jobs slots meant the programs were able to enroll less than half of those who applied. The survey also found that the large majority of youths who did participate in the program valued the work experience.

The Approach

The Administration and Congress are already proceeding on a wide range of initiatives that should help address the conditions that promote crime. Besides sound macroeconomic and deficit-reduction policies that have promoted overall economic growth, Empowerment Zone legislation has been passed and the Administration has proposed an expansion in the Job Corps. Furthermore, broader policies concerning life-long learning such as the school-to-work initiative, reform of student loans, the Reemployment Act, and National Service will play an important role in improving labor market prospects for disadvantaged individuals.

Building upon these initiatives, the proposal would add a direct job-creation component, with employment opportunities for youths funded in both the private and public sectors. Among the key program design features would be:

- (1) Careful targeting to disadvantaged youths and young adults living in high-poverty, high-crime neighborhoods.
- (2) Tying participation to good behavior.
- (3) Funding public sector employment opportunities, but private sector placement would be the first priority and the ultimate goal. [discuss: nonprofits or

government employment may represent good career opportunities] In either sector, the emphasis will be on real work with real supervision.

(4) Leveraging of other programs and resources, and matching commitments from the community.

In short, the proposal would use a saturation approach. It is very difficult to turn around the lives of disadvantaged youth. Neighborhood-wide interventions could affect community values and peer pressure, and thus have a much larger impact on youth than typical job training programs that attempt to affect one youth at a time. Experiences with innovative programs suggest that intensive programs with broad ranges of services are most effective for youth.

The uniqueness of this effort will be to incorporate a full-fledged employment approach into this range of services, with the goal of changing the opportunities and expectations of neighborhood youth and young adults to that of gainful employment in the private sector, thereby steering them away from crime. The goal of the proposal would be raise youth employment rates in the program sites to levels between 70 percent and 80 percent. At-risk males are likely to be most affected by the program, both because they currently face the worst labor market conditions and by the nature of the jobs created.

In more detail, the four components of the program would look as follows.

I. Targeting

Neighborhoods of approximately 25,000 people with high crime rates and poverty rates of 30 percent would be the focus for this demonstration. Since minorities are overrepresented in such neighborhoods, so would the beneficiaries of this program.

Youth and young adults would be targeted. In an inner-city neighborhood of 25,000 people, there are nearly 3,000 individuals between the ages of 18 and 25, and it is likely that less than 50 percent of them are employed at any point in time. Depending on the availability of funds, neighborhoods could expand the target group to an age range of between 16 to 30.

Areas with concentrations of public and assisted housing would be among those that would be good potential program sites. Such areas are frequently characterized by high poverty and crime rates.

II. Links to Behavior

The jobs provided under the program would be conditioned on youths meeting certain standards of personal behavior. Most importantly, just as under the Job Corps, youths participating in the program would be expelled if they engage in crime. For youths in schools, program participation would be contingent upon staying in school [what to do about dropouts?]. Moreover, in cases where paternity has been established, participants would have to be making their child support payments.

On the job, program participants would be expected to meet the typical standards and behavior expected from workers. Otherwise, they will not be allowed to continue in the program.

III. Employment Components

The lion's share of the grant funds would go towards direct job creation. The first strategy would be to try to use on-the-job training (OJT) slots to place persons in the private sector, but experience suggests that inner-city youths (particularly males) are difficult to place in OJT positions and that a number of subsidized work experience positions in the non-profit or public sector will be necessary. The emphasis would be on "real" jobs that can contribute to the community, and not on jobs that can be viewed as social service programs for disadvantaged youth.

There would be a grant competition, with proposals judged on criteria including their creativity in leveraging resources as well as their ability to link the program to permanent private sector placements. To encourage creativity, the grant decisions would not pin proposals down to specific designs, but would examine the strength of employment components such as the following:

- o Public service positions that include youth conservation and service corps slots and YouthBuild slots. Such programs typically cost around \$15,000 per slot. Some youth² in these programs could graduate to career-track positions as work foremen — thus increasing the net job creation of the programs.

Public job slots would be limited in duration to two years and demonstration sites would be expected to develop networking capacity to help place the youths into private sector jobs.

- o Public work experience slots created in occupations with large projected job growth. The idea would be to provide work experience with the hope of a gradual transition to private sector employment in the occupation. Occupations with high expected job growth include construction trades, building maintenance, and landscaping and groundskeeping. These work experience slots would cost roughly \$15,000 [discuss] each. The work would be conducted in special projects, so as to avoid displacement concerns of public sector unions.

- o There would be heavy emphasis on private sector, apprenticeship models which closely link work and learning.

Accordingly, one criteria would be the development of private sector slots that include ongoing on-the-job training. Also, there would be an expectation that local businesses would commit to developing part-time jobs to support residents of the target community while they were receiving job training or attending community college. The local private sector would commit to hiring graduates of the area high school each year into career-track jobs. This would reflect the Boston Compact approach of rewarding school success with private job guarantee or scholarships.

Moreover, apprenticeship programs with unions (for example, carpenters, laborers, or painters unions) could be established, with the unions providing matching funds for the development of positions.

Proposals would also be judged according to the strength of the mentoring and microenterprise approaches that would be used. To help spur new enterprises, some funding of performance bonding for companies might be used.

- o Linkages could include the establishment of a satellite office in the target neighborhood and to working with the area transit authority to establish mini-bus links to suburban jobs.
- o Further, cities could commit to using some amount of JTPA funds for OJT positions for young adults over 25 years old in the target community. The city would also commit to using JTPA, private sector, and other funds to set up a summer employment program available to all youth in the target community on the condition that the youth stay in school or return to school.

So, for example, a proposal to develop 1,000 jobs might combine the following: 200 youth conservation and service corps and YouthBuild slots (cost, \$3 million a year); 300 work experience slots (cost, \$4.5 million a year), 100 on-the-job training slots (\$500,000 a year); the private sector would commit to develop 100 part-time jobs for those attending job training or attending community college and 50 jobs for high school graduates, while unions would commit to developing 50 Apprenticeship positions; and the transportation link would place 200 targeted residents into jobs.

IV. Matching Commitments

The above section outlines matching commitments expected from the private sector, other government programs, and perhaps from unions in developing job opportunities. As a condition of receiving grant funds, cities will be required to make a

number of other matching commitments aimed to ensure that necessary resources are leveraged and coordinated.

- o Local governments would be required to involve the full, larger community in the effort to leverage federal funds. Collaboration between the local areas, the private sector, community-based organizations and nonprofits would be stressed.
- o Educational linkages would be beefed up, and would include a strong role for community colleges, as well as incorporating the successful work-based learning approach used in San Jose's Center for Employment and Training program (CET).
- o The program would be linked to other relevant programs that exist in the locality, including school-to-work and empowerment zones.

Funding Levels

At \$10 million a year per site, a \$300 million allocation would fund 6 sites for five years (the funding levels could be ramped up if that is more feasible politically and to allow for phasing in while the programs develop).

A \$1 billion allocation would permit testing different permutations of the model-- such as putting more funds in particular sites, enlarging the size of the neighborhoods covered, or expanding the target population by providing more direct employment funding for 14-17 year olds or for 26 to 30 year olds. It might also permit the funding of more sites. Furthermore, the larger allocation level could allow for more funding of features of a youth development strategy that are complementary to the employment strategy.

With either the smaller or larger allocation, evaluation and technical assistance components would be included, to be set at about 5 percent of the total funding each year.

103^D CONGRESS
1ST SESSION

H. R. 1021

To provide employment opportunities to unemployed individuals in high unemployment areas in programs to repair and renovate essential community facilities.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 18, 1993

Ms. WATERS introduced the following bill; which was referred to the
Committee on Education and Labor

A BILL

To provide employment opportunities to unemployed individuals in high unemployment areas in programs to repair and renovate essential community facilities.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Neighborhood Infra-
5 structure Improvement and Inner City Job Creation Act".

6 **SEC. 2. ESTABLISHMENT OF GRANT PROGRAM.**

7 The Secretary of Labor (in this Act referred to as
8 the "Secretary") shall provide grants to eligible adminis-

1 trative entities described in section 3(a) for the purpose
2 of establishing and carrying out programs that provide
3 employment opportunities to unemployed individuals
4 through payments for labor and related costs associated
5 with the repair and renovation of essential community fa-
6 cilities.

7 **SEC. 3. ELIGIBLE ADMINISTRATIVE ENTITIES.**

8 (a) **IN GENERAL.**—An administrative entity shall be
9 eligible to receive a grant under section 2 if the entity is—

10 (1) a private industry council (described under
11 section 102 of the Job Training Partnership Act (29
12 U.S.C. 1512)),

13 (2) a unit of general local government,

14 (3) a nonprofit private organization, or

15 (4) in the case of a grant involving a Native
16 American Indian tribe or Alaska Native Village, a
17 grantee designated under subsection (c) or (d) of
18 section 401 of the Job Training Partnership Act, or
19 a consortium of such grantees and the State,

20 that serves 1 or more eligible jurisdictions described under
21 subsection (b).

22 (b) **ELIGIBLE JURISDICTION.**—An eligible jurisdic-
23 tion described under this subsection is an area which has
24 a poverty rate in excess of 30 percent and which is—

1 (1) a unit of general local government which
2 has a population of 50,000 or more individuals; or

3 (2) a Native American Indian tribe, band, or
4 group located on a Federal or State reservation, the
5 Oklahoma Indians, and any Alaska Native village or
6 group as defined in the Alaska Native Claims Settle-
7 ment Act, having a governing body.

8 (c) **PRIORITY.**—In selecting administrative entities
9 described in subsection (a) to receive a grant under section
10 2, priority shall be given to administrative entities that
11 give assurances to the Secretary in the application submit-
12 ted under section 4 that such entities will give priority
13 to individuals who are low-skilled workers in selecting indi-
14 viduals to participate in programs established and carried
15 out by such entities under section 5(a).

16 **SEC. 4. APPLICATION.**

17 The Secretary may not make a grant under section
18 2 to an eligible administrative entity unless the entity sub-
19 mits to the Secretary an application in such form and con-
20 taining such information as the Secretary may require.

21 **SEC. 5. USE OF AMOUNTS.**

22 (a) **IN GENERAL.**—Except as provided in subsection
23 (b), the Secretary may not make a grant under section
24 2 to an eligible administrative entity unless the entity
25 agrees that it will use all amounts received from such

1 grant to establish and carry out a program to provide
2 wages and related employment benefits to eligible individ-
3 uals described in subsections (a) and (b) of section 6 for
4 the purpose of employing such individuals to repair and
5 renovate essential community facilities that are located
6 within the eligible jurisdiction that the entity serves,
7 including—

8 (1) painting bridges;

9 (2) repairing and renovating public buildings
10 and other community facilities, including public li-
11 braries;

12 (3) repairing and renovating public housing
13 units;

14 (4) repairing water systems and water develop-
15 ment projects;

16 (5) erecting or replacing traffic control signs
17 and removing road sign obstructions;

18 (6) replacing school crossing, intersection, and
19 other road surface markings;

20 (7) repairing roads and streets;

21 (8) repairing and renovating parks and play-
22 grounds;

23 (9) installing and repairing drainage pipes and
24 catch basins in areas subject to flooding;

1 (10) installing graded ramps for individuals
2 with disabilities; and

3 (11) weatherizing community facilities and car-
4 rying out other energy conservation activities.

5 (b) ADMINISTRATIVE COSTS.—Not more than 25 per-
6 cent of amounts received from a grant under section 2
7 for any fiscal year may be used for the cost of administra-
8 tion and the acquisition of supplies, tools, and other equip-
9 ment.

10 **SEC. 6. ELIGIBLE INDIVIDUALS.**

11 (a) IN GENERAL.—An individual shall be eligible to
12 participate in a program described in section 5(a) only if
13 the individual—

14 (1) is an unemployed individual at the time of
15 enrollment in such program;

16 (2) has been unemployed, at a minimum, for
17 the duration of the 15-week period immediately pre-
18 ceding the date of such enrollment; and

19 (3) has made a good-faith attempt to obtain
20 employment during such 15-week period.

21 (b) ADDITIONAL REQUIREMENT FOR SECONDARY
22 SCHOOL-AGE INDIVIDUALS.—

23 (1) IN GENERAL.—In addition to meeting the
24 requirements described in subsection (a), a second-
25 ary school-age individual shall be eligible to partici-

1 pate in a program described in section 5(a) only if
2 the individual has not attended a secondary school
3 for any part of the 6-month period immediately pre-
4 ceding the date of enrollment in such program.

5 (2) SECONDARY SCHOOL-AGE INDIVIDUAL DE-
6 FINED.—For purposes of paragraph (1), the term
7 “secondary school-age individual” means an individ-
8 ual who has attained the age of 16 but has not at-
9 tained the age of 20.

10 (c) PRIORITY.—In selecting individuals described in
11 subsections (a) and (b) to participate in a program de-
12 scribed in section 5(a), priority shall be given to the indi-
13 viduals who, at the time of selection to the program, have
14 exhausted or are otherwise not eligible for unemployment
15 insurance benefits, particularly those individuals who have
16 been unemployed for the longest periods of time preceding
17 the date of their selection to the program.

18 **SEC. 7. NONDISCRIMINATION.**

19 No individual shall be excluded from participation in,
20 denied the benefits of, subjected to discrimination under,
21 or denied employment in the administration of or in con-
22 nection with any program described in section 5(a) be-
23 cause of race, color, religion, sex, national origin, age, dis-
24 ability, or political affiliation or belief.

1 SEC. 8. LABOR STANDARDS.

2 The labor standards described under section 143 of
3 the Job Training Partnership Act (29 U.S.C. 1553) shall
4 apply for purposes of a program established under section
5 5(a).

6 SEC. 9. MAINTENANCE OF EXPENDITURES.

7 The Secretary may not make a grant under section
8 2 to an eligible administrative entity unless the entity
9 agrees that it will maintain its aggregate expenditures
10 from all other sources for employing individuals to repair
11 and renovate essential community facilities at or above the
12 average level of such expenditures in the 2 fiscal years
13 preceding the date on which the entity submits an applica-
14 tion under section 4 to the Secretary.

15 SEC. 10. REPORT.

16 The Secretary may not make a grant under section
17 2 to an eligible administrative entity unless the entity
18 agrees that it will submit, for any fiscal year in which the
19 entity receives a grant under such section, a report to the
20 Secretary describing the use of such grant and any other
21 information the Secretary determines to be appropriate.

22 SEC. 11. AUTHORIZATION OF APPROPRIATIONS.

23 (a) IN GENERAL.—There is authorized to be appro-
24 priated to carry out section 2 \$5,000,000,000 for fiscal
25 year 1994 and such sums as may be necessary for each
26 succeeding fiscal year.

8

1 (b) AVAILABILITY.—Funds authorized to be appro-
2 priated under subsection (a) shall remain available until
3 expended.

O

103D CONGRESS
1ST SESSION

H. R. 1019

To provide grants to cities to establish teen resource and education centers to provide education, employment, recreation, social, and cultural awareness assistance to at-risk youth.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 18, 1993

Ms. WATERS (for herself, Mr. MARTINEZ, Ms. ROYBAL-ALLARD, Mr. TORRES, Mr. EDWARDS of California, Ms. WOOLSEY, Mr. MATSUI, Ms. ESHOO, Ms. PELOSI, Ms. VELÁZQUEZ, Mr. TUCKER, Mr. BECERRA, and Mr. CLYBURN) introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide grants to cities to establish teen resource and education centers to provide education, employment, recreation, social, and cultural awareness assistance to at-risk youth.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Gang Prevention and
5 Youth Recreation Act of 1993".

1 **SEC. 2. GRANTS TO CITIES TO PROVIDE EDUCATION, EM-**
2 **PLOYMENT, RECREATION, SOCIAL, AND CUL-**
3 **TURAL AWARENESS ASSISTANCE TO AT-RISK**
4 **YOUTH.**

5 The Secretary of Health and Human Services, in con-
6 sultation with the Secretary of Education, shall, from
7 amounts appropriated under section 10, provide grants to
8 not more than 10 selected cities for the purpose of assist-
9 ing such cities in establishing and operating teen resource
10 and education centers in such cities to provide education,
11 employment, recreation, social, and cultural awareness as-
12 sistance to at-risk youth.

13 **SEC. 3. APPLICATION.**

14 To receive a grant under section 2, a city shall submit
15 to the Secretary an application in such form and contain-
16 ing such information as the Secretary may require.

17 **SEC. 4. TEEN RESOURCE AND EDUCATION CENTERS.**

18 The Secretary may not make a grant under section
19 2 to a city unless the city agrees that it will use all
20 amounts received from such grant to establish and oper-
21 ate, in conjunction with local social service agencies, at
22 least 2 teen resource and education centers in such city
23 to provide education, employment, recreation, social, and
24 cultural awareness assistance to at-risk youth. Teen re-
25 source and education centers established and operated

1 using amounts from a grant under section 2 shall, at a
2 minimum, meet the following requirements:

3 (1) **EDUCATIONAL ASSISTANCE.**—The teen re-
4 source and education centers shall provide edu-
5 cational assistance to at-risk youth for the purpose
6 of—

7 (A) providing information on institutions
8 of higher education to at-risk youth interested
9 in attending such institutions;

10 (B) establishing a scholarship search and
11 resource program at the centers to provide as-
12 sistance to such youth in the preparation of fi-
13 nancial aid applications, scholarship applica-
14 tions, and other relevant forms and applica-
15 tions; and

16 (C) establishing and carrying out pre-
17 paratory courses for high school equivalency ex-
18 aminations and college entrance examinations
19 at the center.

20 (2) **EMPLOYMENT AND SKILLS TRAINING AS-**
21 **SISTANCE.**—The teen resource and education centers
22 shall provide employment and skills training assist-
23 ance to at-risk youth by hiring teen peer counselors
24 to—

1 (A) provide training to such youth in basic
2 job skills, including interviewing, personal ap-
3 pearance, and communication with coworkers
4 and superiors;

5 (B) provide job referral services to such
6 youth; and

7 (C) establish job banks for such youth by
8 providing listings of job openings in local busi-
9 nesses.

10 (3) RECREATIONAL OPPORTUNITIES.—The teen
11 resource and education centers shall provide rec-
12 reational opportunities for at-risk youth by—

13 (A) establishing sports teams for such
14 youth and seeking financial support or sponsor-
15 ship of such teams from local businesses;

16 (B) establishing and carrying out coopera-
17 tive work activities at such centers, such as a
18 garden to give such youth a chance to work to-
19 gether to achieve positive results from their ef-
20 forts and to distribute the food harvested from
21 such garden to the families of such youth and
22 to neighborhood soup kitchens;

23 (C) establishing and carrying out creative
24 activities, such as writing, music, media, and
25 visual art classes to provide such youth with the

1 opportunity to channel creative energies and de-
2 velop creative talents; and

3 (D) establishing and carrying out a read-
4 ing program to introduce such youth to the im-
5 portance of reading.

6 (4) DEVELOPMENT OF SOCIAL SKILLS.—The
7 teen resource and education centers shall provide for
8 the development of the social skills of at-risk youth
9 by—

10 (A) hiring adult counselors and providing
11 support groups at such centers for the purpose
12 of counseling such youth on social and personal
13 issues, including issues relating to—

14 (i) problems facing young minorities;

15 (ii) teen-age pregnancy and early par-
16 enthood, including pregnancy prevention
17 and pregnancy management, family plan-
18 ning, and sex education, including edu-
19 cation relating to acquired immune defi-
20 ciency syndrome (AIDS);

21 (iii) job preparedness and unemploy-
22 ment; and

23 (iv) crime; and

1 (B) sponsoring trips for such youth to mu-
2 seums, State capitals, concerts, plays, and other
3 cultural and educational settings and events.

4 (5) CULTURAL AWARENESS.—The teen resource
5 and education centers shall assist in raising the cul-
6 tural awareness of at-risk youth by—

7 · (A) establishing and carrying out classes
8 on the history and culture of African-Ameri-
9 cans, Hispanics, and other cultural groups to
10 supplement courses taught in elementary and
11 secondary schools and to bolster the social and
12 personal self-esteem and pride of such youth;
13 and

14 (B) encouraging such youth to produce
15 plays, stories, and artwork that reflect their cul-
16 tural heritage and pride.

17 (6) FINANCIAL ASSISTANCE TO COLLEGE GRAD-
18 UATES WORKING AT TEEN RESOURCE AND EDU-
19 CATION CENTERS.—

20 (A) IN GENERAL.—The teen resource and
21 education centers shall provide financial assist-
22 ance from amounts received from a grant under
23 section 2 to graduates of institutions of higher
24 education who work full-time at such centers
25 for the purpose of assisting such graduates to

1 repay student loans obtained by such graduates
2 to attend such schools.

3 (B) **AMOUNT OF ASSISTANCE.**—The center
4 may provide financial assistance under subpara-
5 graph (A) in an amount equal to not more than
6 25 percent of the total amount owed by a grad-
7 uate during any year that such graduate is
8 working at such center for the repayment of
9 student loans of such graduate. Such assistance
10 may be provided to a graduate for up to 4 years
11 that such graduate is working at such center.

12 **SEC. 5. CITY REPORT.**

13 The Secretary may not make a grant under section
14 2 to a city unless the city agrees that it will submit, for
15 any fiscal year in which such city receives a grant under
16 such section, a report to the Secretary describing the use
17 of such grant, including—

18 (1) the number of at-risk youth receiving assist-
19 ance at each teen resource and education center es-
20 tablished in such city under section 4;

21 (2) the types of services and referrals received
22 by such at-risk youth; and

23 (3) any other information the Secretary deter-
24 mines to be appropriate.

1 **SEC. 6. SELECTION.**

2 (a) **IN GENERAL.**—The Secretary shall select cities
3 to receive grants under section 2 which have a large num-
4 ber of at-risk youth.

5 (b) **GEOGRAPHIC DIVERSITY.**—To the extent prac-
6 ticable, the Secretary shall make grants to cities under
7 section 2 in a manner which will equitably distribute such
8 grants among the various regions of the United States.

9 **SEC. 7. ALLOCATION.**

10 The Secretary may not make a grant under section
11 2 in a fiscal year to any city in an amount totaling more
12 than 10 percent of amounts appropriated under section
13 10 for that fiscal year.

14 **SEC. 8. REPORTS.**

15 (a) **INTERIM REPORT.**—Not later than February 1,
16 1996, the Secretary shall submit to the Congress an in-
17 terim report containing—

18 (1) a compilation of the information contained
19 in the city reports received by the Secretary pursu-
20 ant to section 5; and

21 (2) a process evaluation of the effectiveness of
22 the grant program.

23 (b) **FINAL REPORT.**—Not later than February 1,
24 1997, the Secretary shall submit to the Congress a final
25 report containing the information described in subsection
26 (a).

1 **SEC. 9. DEFINITIONS.**

2 For purposes of this Act, the following definitions
3 apply:

4 (1) **AT-RISK YOUTH.**—The term “at-risk youth”
5 means individuals who have attained the age of 10
6 but have not attained the age of 23 and who live in
7 a city in which—

8 (A) drug and gang activity, or other vio-
9 lent community activity, are prevalent;

10 (B) a large number of youth are unlikely
11 to complete an elementary or secondary edu-
12 cation;

13 (C) a large number of youth are runaway
14 or homeless youth;

15 (D) a large number of individuals receive
16 public assistance; and

17 (E) a large number of individuals are sin-
18 gle parents.

19 (2) **INSTITUTION OF HIGHER EDUCATION.**—The
20 term “institution of higher education” has the
21 meaning given such term under section 1201(a) of
22 the Higher Education Act of 1965.

23 (3) **SECRETARY.**—The term “Secretary” means
24 the Secretary of Health and Human Services.

1 **SEC. 10. AUTHORIZATION OF APPROPRIATIONS.**

2 (a) **IN GENERAL.**—There is authorized to be appro-
3 priated \$1,000,000,000 for each of the fiscal years 1994
4 and 1995 to carry out section 2.

5 (b) **AVAILABILITY.**—Amounts appropriated under
6 subsection (a) shall remain available until expended.

○

DATE: _____

TO: _____

FAX NUMBER: _____

OFFICE NUMBER: _____

FROM: LARRY PARKS

U.S. DEPARTMENT OF COMMERCE
MINORITY BUSINESS DEVELOPMENT AGENCY
14TH & CONSTITUTION AVE, N.W.
ROOM 5055
WASHINGTON, DC 20230
OFFICE NUMBER: (202) 482-5061
FAX NUMBER: (202) 482-2693

NUMBER OF PAGES INCLUDING THIS COVER: _____

MESSAGE: _____

PLEASE CALL AFTER RECEIVING: YES -OR- NO

PLEASE COMMENT BY: _____

To: Bruce Reed
Issac Shapiro

From: Larry Parks

Re: Changes in YES program

Insert in Section 105 "(7) for-profit and not-for-profit businesses employing youth from high crime areas for crime prevention and security measures." Renumber as appropriate.

Report Language: Private sector businesses located in high crime areas can play a significant role in employing at-risk youth. Many of these smaller businesses have moved or closed because of the real and perceived threat of the areas. So as to help retain and expand the local business infrastructure in these communities and provide a source of private sector employment in the communities, businesses who employ residents from high crime areas could receive grants for security measures including alarm system upgrades, security guard employment and other crime preventative measures.

Ways to Fund \$1 Billion of Job Creation in the Crime Bill

NOTE: The Community Economic Partnership provision already in the Biden Crime Bill calls for \$40 million to create employment opportunities for low-income, unemployed and underemployed individuals.

To bring the total funds for job creation up to \$1 billion, but retain the balance between enforcement and prevention/treatment programs in the bill, current funding levels should be reduced slightly across a variety of programs. An example of how we can raise the additional \$960 million in funds follows:

<u>Program</u>	<u>Dollar Decrease</u>
Regional prisons (Dole/Hatch)	\$200 million (\$2.8 billion/down from \$3 billion)
Boot camps (Biden)	\$200 million (\$2.8 billion over 3 years/down from \$3 billion)
Juvenile Secure Facilities (Biden)	\$50 million (\$450 million over 5 years/down from \$500 million)
Police Corps (Sasser/Kennedy)	\$100 million (leaving \$250 million over 2 years, as originally in Biden Bill)
Violence Against Women (Biden)	\$75 million from law enforcement grants to states over 3 years (leaving \$795 million in program and \$1,725,000,000 of \$1.8 total)
Community Programs on Domestic Violence (Hatfield)	\$20 million (program cut; duplicates purpose in Violence Against Women)
Safe Schools (Biden)	\$300 million (already funded in drug budget)
State/Local Prosecutors/Courts (Heflin)	\$15 million (leaving \$485 million over 5 years; down from \$500 million)

Additional Options

**School Leadership Grants
(information dissemination)**

**\$20 million (passed in Education
2000)**

Oprah Bill (Biden)

\$40 million (already passed)

**Child Visitation Centers
(Wellstone)**

**\$10 million
(leaving \$50 million over 3 yrs; down from
\$60 million)**

Family Unity Projects (Simon)

**\$10 million
(leaving \$30 million over 5 years; down
from \$40 mil)**

**Telemarketing Fraud (Hatch/Biden)
(for DOJ to stimulate
awareness)**

**\$10 million
(leaves \$13.5 million for one year public
for investigation/prosecution)**

SAVINGS TO PAY FOR YOUTH EMPLOYMENT INITIATIVE

1. Reduce Senate authorizations by 5% for the following grant programs:

Boot camps and state prisons	\$3 billion	
Federal regional prisons	\$3 billion	
Violence Against Women Act	\$1.8 billion	
Juvenile Secure Facilities	\$500 million	
State/Local Prosecutors/Courts	\$500 million	
[Police Corps	\$1.1 billion]	
<i>Federal Tuberculosis</i>	<i>300</i>	
<i>Child Visitation Centers</i>	<i>100</i>	
<i>Family Unity</i>		
Total	~~\$9.9~~ billion	<i>Child visitation > 100 Family Unity</i>
	<i>9.2</i>	
Savings:	~~\$495~~ million	
	<i>460</i>	

2. Eliminate duplicative programs

Community Programs on Violence	\$20 million
School Leadership Grants	\$20 million
Savings:	\$40 million

3. Consolidate overlapping programs

ASK
EDELMAN { Combine Youth Development Centers, Olympic Youth Development Centers, and Community Youth Services Grants into a single, \$500 million Community Youth Services and Development program.

Savings: \$75 million

Combine Community Partnership Grants and National Community Economic Partnership into a single, \$75 million Community Economic Partnership program

Savings: \$25 million

4. Eliminate Unnecessary Reports, Commissions, and Studies

Savings: \$10 million

TOTAL SAVINGS: \$645 million

Joe Klein
list



March 17/84

Carol
Raso-
FYI

CHIEF OF STAFF TO THE PRESIDENT

MAR 17 REC'D

Jack :

You are a good man and a
good friend. We are deeply grateful
for your leadership of the Crime Bill,
particularly the Youth Employment piece
we discussed yesterday. M. of
cc: President

bcc: Sec. Reich
Carol Raso

THE WHITE HOUSE
WASHINGTON

The Honorable Jack Brooks
U. S. House of Representatives
2449 Rayburn Building
Washington, DC 20515

Personal

By HAND



THE DIRECTOR

**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503**

MAR 16 1994

Honorable Mike Synar
U.S. House of Representatives
Washington D.C. 20515

Dear Mike:

I write concerning the Youth Employment and Skills program, which the Administration seeks to add by amendment to the Crime Bill. As the attached letters from Attorney General Reno and Secretary Reich indicate, this crime prevention initiative was designed at the request of the President and is a high Administration priority.

I appreciate very much your willingness to work with us to enact this critical measure.

Sincerely,

A large, stylized handwritten signature in black ink, appearing to read "Leon Panetta".

Leon Panetta

Enclosures

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

March 16, 1994

The Honorable William D. Ford
U.S. House of Representatives
Washington, D.C. 20515-2213

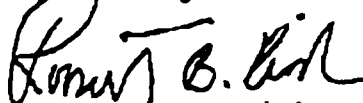
Dear Congressman Ford:

I am writing in regard to the Administration's proposed Youth Employment and Skills (YES) crime prevention amendment to the crime bill.

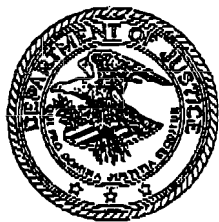
As our staffs have discussed, the YES proposal is of the highest priority for the President, who has requested that this be included as a part of the crime bill. This initiative will provide critical job opportunities for disadvantaged youth in targeted high crime and high poverty neighborhoods. We believe this initiative will make an important contribution to crime prevention and -- as the President said in the State of the Union -- give young people "something to say yes to".

I urge you to work with your counterparts on the appropriate committees to ensure that this proposal is reported out of the Judiciary Committee as a part of the crime bill. I am advised by OMB that this letter is consistent with Administration policy.

Sincerely,


Robert B. Reich

cc: The Honorable Jack Brooks
The Honorable William F. Goodling
The Honorable Hamilton Fish, Jr.



Office of the Attorney General
Washington, D. C. 20530

March 15, 1994

Honorable Jack Brooks
Chairman, Committee on the Judiciary
U.S. House of Representatives
2141 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

As our staffs have discussed over the past days, the President has developed a program to apply intensive job training and job placement as a means of crime prevention in areas of high crime and high unemployment. The program will be administered by the Department of Labor in consultation with the Department of Justice and therefore primary jurisdiction in the House lies with the Committee on Education and Labor.

I would greatly appreciate your continued cooperation in facilitating procedures to allow the Committee on the Judiciary to consider this legislation at the markup of the crime bills this week. I have made a similar request in writing to Chairman Ford and Secretary Reich is also sending letters to both you and Chairman Ford.

This initiative is of the highest priority to the President, myself, the Secretary of Labor and the entire Administration. We have been advised by the Office of Management and Budget that this program is consistent with Administration policy. We all believe it can make a real difference to relieve some of the suffering caused by crime and joblessness and your efforts will be instrumental to achieving this goal.

Sincerely,

A handwritten signature in cursive script, appearing to read "Janet Reno", is written over the typed name.

Janet Reno

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

March 16, 1994

The Honorable Jack Brooks
U.S. House of Representatives
Washington, D.C. 20515-4309

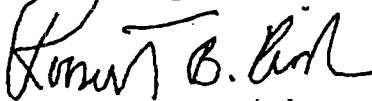
Dear Congressman Brooks:

I am writing in regard to the Administration's proposed Youth Employment and Skills (YES) crime prevention amendment to the crime bill.

As our staffs have discussed, the YES proposal is of the highest priority for the President, who has requested that this be included as a part of the crime bill. This initiative will provide critical job opportunities for disadvantaged youth in targeted high crime and high poverty neighborhoods. We believe this initiative will make an important contribution to crime prevention and -- as the President said in the State of the Union -- give young people "something to say yes to".

I urge you to work with your counterparts on the appropriate committees to ensure that this proposal is reported out of the Judiciary Committee as a part of the crime bill. I am advised by OMB that this letter is consistent with Administration policy.

Sincerely,



Robert B. Reich

cc: The Honorable William D. Ford
The Honorable William F. Goodling
The Honorable Hamilton Fish, Jr.

PAUL S. SARBANES
MARYLAND

United States Senate

WASHINGTON, DC 20510-2002

June 9, 1994

Honorable Joseph Biden
Chairman
Senate Judiciary Committee
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

Now that the Conference Committee has begun to resolve differences between the Crime Bills passed by the House and Senate, I am writing about two important provisions in this legislation:

YOUTH EMPLOYMENT AND SKILLS CRIME PREVENTION (YES) -

I urge Senate Conferees to accept the Youth Employment and Skills Crime Prevention provision contained in the House-passed Crime bill. This measure would create a carefully targeted jobs program for youth in poor, crime-ridden neighborhoods with a priority for communities with public and assisted housing. It would be authorized at \$525 million over five years and is supported by the Administration. As Chairman of the Housing and Urban Affairs Subcommittee of the Senate Banking Committee, I am well aware of the critical need for additional job opportunities for young people in these neighborhoods and strongly believe that the approach of the YES proposal will help fight crime. It would concentrate resources in a limited number of highly-distressed communities that have developed coherent plans for leveraging and coordinating a wide range of public and private resources. It would steer kids away from crime by creating real jobs and requiring participants to avoid crime and drugs, stay in school, pay child support, and meet other standards of responsible behavior. In particular, I hope the Conference Committee will approve the targeting on communities with public and assisted housing because it is in many of these areas where the greatest need exists. For that reason, the Department of Housing and Urban Development should also play a prominent role in administering this important program.

Honorable Joseph Biden
June 9, 1994
Page Two

PENALTIES FOR ARSON -

When the Senate passed the Crime bill last November, an amendment was included to increase penalties for arson. As I indicated in a letter to you on November 19, 1993, this amendment sends an important message about the seriousness of the crime of arson. However, there are several problems with the Senate-passed amendment that need to be corrected as described in my earlier letter, a copy of which is enclosed. I am hopeful that the final Conference Committee bill will include provisions to increase penalties for arson and that the suggested corrections to the Senate-passed amendment will be included.

I fully recognize the important and difficult task you and the other Conferees on the Crime bill are undertaking. I look forward to supporting a strong and effective crime bill when it is reported by the Conference Committee, and I am hopeful that you will be able to include these two measures.

With best regards,

Sincerely,



Paul S. Sarbanes
United States Senator

PSS/fmk

Enclosure

THE WHITE HOUSE
WASHINGTON

June 15, 1994

MEMORANDUM FOR BRUCE REED

FROM: PAUL DIMOND

SUBJECT: YES -- KENNEDY/FORD

CC: JOSE CERDA
BILL GALSTON
GENE SPERLING

The sole issue for decision today at your meeting with the Chief of Staff should be how we get the votes to pass the Crime Bill with YES in it, not whether the form of the YES program is "separate." Whatever the form, we can claim full credit for the YES Program. But if the form hurts chances for passage of the Crime Bill, then we do have a real problem that we need to address directly with Labor Committee Chairmen Kennedy and Ford.

To date, the staffs of Chairmen Kennedy and Ford have said that their bosses want the YES program to be included at larger funding levels in the Crime Bill but, as a matter of form, only as an amendment to Youth Fair Chance. The staffs are more than willing to agree to the substance of the YES program so that it meets our needs for a real test of the President's proposition: providing youth and young adults with the opportunity of jobs will prevent crime in a neighborhood because the responsibilities and rewards of work can transform the individual, the family and the community. The staffs have also agreed that the program will be called YES and, in its language and substance, will be tied even more clearly to providing jobs and preventing crime than the wording resulting from our interagency process in our original YES proposal. As a result, on the merits, there is no reason to reject the redraft of the two Labor Committee Chairs that will be finalized shortly to meet both our substantive and communication needs.

The only issue, therefore, is whether such a change in form runs a risk of losing votes in the Conference or on the Floor. On this issue, I do not have enough information to offer any advice. In considering this issue, however, you need to know two things about the redraft: First, YES is even more clearly now the President's jobs program to prevent crime rather than "another training" program. Second, Senator Kennedy apparently responded directly to Senator Kassebaum's criticism of YES that he would make sure that this new jobs/crime prevention program would not create another proliferating bureaucracy but would be run consistently with their joint effort to work cooperatively to "consolidate" the multiplicity of labor, education, training and jobs programs.

As a result, if you decide that the new form runs a serious risk of losing votes in Conference or on the Floor, this must be communicated directly to the Chairmen, as well as to their staffs. I believe they will cooperate, but only if we have a real case to make on the vote issue and they are convinced by our evidence that our judgment on this critical issue is right.

FAX TRANSMITTAL SHEET

RECEIVER TELECOPIER NUMBER: _____

TO: Tom ArdyFROM: Isaac

DATE: _____ TIME: _____

PAGE NUMBER ONE OF 6 PAGES

TRANSMITTER TELECOPIER: (202) 219-7659

ADDITIONAL COMMENTS:

IF YOU HAVE QUESTIONS REGARDING THIS FAX CALL: _____

Do other sections^{of YFC} apply? Wall off.

Funding issues
DA not st
(2) YFC to L/HHS

Draft Amendments to the Youth Fair Chance Program

Part H of Title IV of the Job Training Partnership Act is amended by --

Striking section 495. "JOB GUARANTEES" and inserting a new section 495:

SEC . 495. "YOUTH EMPLOYMENT AND SKILLS CRIME PREVENTION GRANTS

SEC 495A. PURPOSE:

The purpose of this section is to test the proposition that a saturation jobs program, provided either separately or in conjunction with the kinds of services provided for under the rest of the Youth Fair Chance Program, could have a significant effect on reducing crime in neighborhoods with high incidences of crime and poverty. The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development, shall make Youth Employment and Skills Crime Prevention Grants available to eligible entities for the purpose of providing a job guarantee program for youth in target areas as defined in section 495 (b).

SEC 495 B. PROGRAM TARGET AREA.

The target area of each grant shall be a neighborhood that -

(1) is an area with severe crime problems, including a high incidence of violent crime or drug trafficking; and

(2) is a high poverty area or set of contiguous high poverty areas, as defined in section 494(b)(1)

SEC 495C. PARTICIPANTS

(a) ELIGIBLE POPULATION.- Young adults residing or attending school in the target area shall be eligible to participate in programs under this section if such individuals are between 16 and 25 years of age. In certain circumstances, as defined by the Secretary in conjunction with the Attorney General and Secretary of Housing and Urban Development, young adults up to age 30 and youths of age 14 or 15 may also be eligible to participate.

(b) RESPONSIBLE BEHAVIOR BY PARTICIPANTS.- Continued participation in a program under this section shall be conditioned, during participation in the program, on the following:

(1)- avoiding crime, including illegal drug use;

(2)- regular attendance and satisfactory performance at work;

— Add Prog
Auth.

(3)- paying child support when paternity has been established and the participant has an income; 0

(4)- in-school young adults remaining in school until graduation.

(5)- requiring young adults ages 16-17 who have dropped out of high school and who have not obtained a General Equivalency Diploma (GED) to return to school or an alternative education program. *in - training*

SEC 495D. APPLICATION FOR GRANTS

(a) APPLICATION PLAN. - Each participating community eligible under Sec 493 who also meets the criteria in Sec 495B shall, through the individuals set forth in Sec 493(c) have an opportunity to submit an application to the Secretary for a Youth Employment and Skills Crime Prevention grant at such time, in such manner, and accompanied by such information as the Secretary, in conjunction with the Attorney General and the Secretary of Housing and Urban Development, may reasonably require. Such a plan shall:

(1) Include a list of the private sector, non-profit, and public sector employers who have agreed to participate in the target area's strategy to reduce crime by providing job guarantees to substantially increase the employment levels of young adults in that area;

(2) Describe the outcomes that will be used to evaluate the local success of the program, including specific measurable targets for reducing crime and substance abuse and increasing employment for young adults in the target area; 0

(3) Describe the specific employment opportunities, including specific occupation and wages, that will be offered by employers providing job guarantees to youth in the target areas ;

(4) specify the organization that shall administer the program,

(5) describe the public/private partnership that will promote collaboration between local job training, education, employment, and public housing agencies and authorities and local community policing, gang prevention activities and juvenile justice or delinquency prevention initiatives; and

(6) provide such other information as the Secretary, in conjunction with the Attorney General and the Secretary of Housing and Urban Development, may require.

SECTION 495E. AWARD PRIORITIES

In evaluating the applications submitted for Youth Employment and Skills Crime Prevention Grants, the Secretaries and the Attorney General shall give priority to application that -

- (1) demonstrate extensive community support and linkages to crime prevention and substance abuse programs;
- (2) target areas that include public and assisted housing projects and their residents;
- (3) demonstrate that the target area has developed a comprehensive strategy to integrate programs funded under this section with other federally funded youth employment and training programs operating in the same area, and
- (4) demonstrate a sufficient commitment on the part of employers to provide job guarantees for youth as specified in Section 495F to qualify that area as a site that will test the proposition that a saturation jobs program, provided either separately or in conjunction with the kinds of services provided for under other sections of the Youth Fair Chance program could have a significant effect on decreasing crime in the target area.

Seems a
econ
model
?

SEC 495F JOB GUARANTEE AGREEMENTS

Flexibility

(a) **GUARANTEE AGREEMENTS.** -A grant recipient receiving funds under the Youth Employment and Skills Crime Prevention Program shall enter into a job guarantee agreement with the Secretary, which agreement shall --

- (1) require the grant recipient to guarantee employment in a private, non-profit or public sector job to each youth who agrees to condition their participation on the criteria established in Sec 495C(b);
- (2) provide that the grant recipient will make additional services available to support the undertaking of any such youth, which shall include counseling, job development and placement, and supportive services (including child care and transportation);

Enough for each?

Too much

- (3) specify the condition under which funds provided under this job will be used to provide wage subsidies to employers, which conditions shall --

(A) encourage wage subsidies of up to 50% to private sector employers who provide advanced or specialized training, or who provide a structured and integrated learning experience involving school and the employer in a manner that is consistent with conditions specified in the School-to-Work Opportunities Act of 1994;

Up
differs from
OJT

(B) encourage wage subsidies of up to 75% to nonprofit employers and public agencies to employ participants in projects designed to address community needs, such as projects to enhance neighborhood infrastructure, to modernize public housing, and to provide other community services, in a manner that is consistent with the non-displacement and labor standards conditions specified in the National and Community Services Act of 1993;

Unusual

Local
match

Why
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JTPA

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(C) limit the duration of such subsidies to not more than 1 year;

(D) require that the employment provided to any such youth who is still enrolled in school shall not exceed 15 hours per week during the school year; and.

(E) contain such other terms and conditions as the Secretary requires by regulation.

SEC 495G. GRANT RECIPIENT, DURATION AND NUMBER

(a) GRANT RECIPIENT.- Grants under this section may only be awarded to the service delivery area in which the target area is located.

(b) DURATION OF GRANTS.- Grants shall be for 1 year, and be eligible for renewable for each of the four succeeding years based on conditions established by the Secretaries and the Attorney General.

(c) NUMBER OF GRANTS.- There shall be no more than _____ grants awarded under this section. At least 1/3 (33%) of grants awarded each year under the Youth Employment and Skills Crime Prevention program shall be in target areas that are also receiving funding under other sections of the Youth Fair Chance program.

SEC 495H FEDERAL RESPONSIBILITIES

(a) IN GENERAL.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall establish a system of performance measures for assessing programs established pursuant to this section.

(b) EVALUATION.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall conduct a rigorous national evaluation of Youth Employment and Skills Crime Prevention grants funded under this section that will track and assess the effectiveness of those programs, and include an evaluation of the extent to which such grants reduced crime and substance abuse and increased employment and earnings.

(c) TECHNICAL ASSISTANCE.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development, may provide appropriate technical assistance to carry out Youth Employment and Skills Crime Prevention grants under this section.

(d) ANNUAL REPORT.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development, shall provide an annual report to the President and the appropriate authorizing committees of Congress that describes the degree to which the saturation jobs approach of the Youth Employment and Skills Crime Prevention Program helps to reduce crime in the target areas.

(e) **ADMINISTRATION-** The technical assistance and evaluations authorized by this section may be carried out directly by the Secretary of through grants, contracts, or other cooperative arrangements with the Attorney General, the Secretary of Housing and Urban Development, or other entities or agencies.



SEC 495I AUTHORIZATION OF APPROPRIATIONS

??

J. Drafting

SEC 495J SUNSET PROVISIONS

??

Note: Some legal, drafting questions related to how to insert YES into this part of the JTPA still need addressing if this approach is taken. This also isn't formatted correctly for insertion yet.

Draft YES Amendment

Part H of Title IV of the Job Training Partnership Act is amended by --

Striking section 495. "JOB GUARANTEES" and inserting a new section 495:

SEC. 495. YOUTH EMPLOYMENT AND SKILLS CRIME PREVENTION GRANTS

SEC. 495A. STATEMENT OF PURPOSE:

The purpose of this section is to test the proposition that crime can be reduced in neighborhoods with high incidences of crime and poverty through a saturation jobs program -- offered either separately or in conjunction with the kinds of services provided for under the rest of the Youth Fair Chance Program -- that provides employment opportunities leading to permanent unsubsidized employment for disadvantaged young adults in those neighborhoods.

SEC 495B. PROGRAM AUTHORIZATION

The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development and in consultation with other appropriate Federal officials, may make Youth Employment and Skills Crime Prevention Grants authorized under this section to eligible entities for the purpose of providing a job saturation program for youth in target areas as defined in section 495, (b).

SEC 495C. PROGRAM TARGET AREA.

The target area of each grant shall be a neighborhood that --

(1) is an area with severe crime problems, including a high incidence of violent crime or drug trafficking;

(2) is a high poverty area or set of contiguous high poverty areas, as defined in section 498A(2); and

(3) is an area with a population consistent with the requirements of section 494(b)(1)(B), except that in appropriate circumstances, the Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development may waive this limitation.

SEC 495D. PARTICIPANTS

(a) **ELIGIBLE POPULATION.**- Young adults residing or attending school in the target area shall be eligible to participate in programs under this section if such individuals are between 16 and 25 years of age. In certain circumstances, as defined by the Secretary in conjunction with the Attorney General and Secretary of Housing and Urban Development, young adults up to age 30 and youths of age 14 or 15 may also be eligible to participate.

(b) **RESPONSIBLE BEHAVIOR BY PARTICIPANTS.**-Continued participation in a program under this section shall be conditioned, during participation in the program, on the following:

- (1) avoiding crime, including illegal drug use;
- (2) regular attendance and satisfactory performance at work;
- (3) paying child support when paternity has been established and the participant has an income;
- (4) in-school young adults remaining in school until graduation.
- (5) requiring young adults ages 16-17 who have dropped out of high school and who have not obtained a General Equivalency Diploma (GED) to return to school or an alternative education program.

SEC 495E. APPLICATION FOR GRANTS

(a) **APPLICATION PLAN** - To be eligible to receive a grant under this title, a chief elected official, as described in Section 493(C) and on behalf of a target area meeting the criteria set forth in Section 495C, shall apply to the Secretary of Labor for a YES Crime Prevention grant by submitting an application that contains a plan for reducing crime by substantially increasing employment levels of young adults in the area. Such plan shall:

- (1) describe the private sector, non-profit, and public sector components of the target area's job saturation strategy to reduce crime by substantially increasing

the employment levels of young adults in that area, and describe, to the extent practicable, the nature of the employment opportunities that will be generated in the target areas;

(2) describe the outcomes that will be used to evaluate the local success of the program, including reducing crime and substance abuse and increasing employment for young adults in the target area;

(3) specify the organization that shall administer the program;

(4) describe the public/private partnership that will promote collaboration between the state and local governments; local job training, education, employment, and public housing agencies and authorities; local residents, community-based organizations, and nonprofit organizations; and local community policing, gang prevention activities and juvenile justice or delinquency preventive initiatives;

(4) describe how the public and private sectors will work together to assist young adults to make the transition from subsidized to unsubsidized jobs;

(5) describe the extent of the local commitment of resources to the program, including the commitment of substantial resources by the last year of the program; and [discuss if this meets concerns of Labor Committees]

(6) provide such other information as the Secretary, in conjunction with the Attorney General and the Secretary of Housing and Urban Development, may require.

SECTION 495F. AWARD PRIORITIES

In evaluating the applications submitted for Youth Employment and Skills Crime Prevention Grants, the Secretaries and the Attorney General shall give priority to applications that-

(1) demonstrate extensive community support and linkages to crime prevention and substance abuse programs;

(2) target areas that include public and assisted housing projects and their residents;

(3) demonstrate that the target area has developed a comprehensive strategy to integrate programs funded under this section with other federally funded youth employment and training programs operating in the same area;

(4) demonstrate a sufficient commitment on the part of employers to provide jobs for youth as specified in Section 495G to qualify that area as a site that will test the proposition that a saturation jobs program, provided either separately or in conjunction with the kinds of services provided for under other sections of the Youth Fair Chance program, could have a significant effect on decreasing crime in the target area; or

(5) target areas with the highest crime, unemployment and poverty rates.

SEC 495G JOB SATURATION STRATEGY

(a) **SATURATION AGREEMENTS** - A grant recipient receiving funds under the Youth Employment and Skills Crime Prevention Program shall enter into a job saturation agreement with the Secretary, which agreement shall --

(1) require the grant recipient to saturate the targeted areas with employment opportunities with for-profit, nonprofit, and public employers for youths who agree to condition their participation on the criteria established in Sec 495D(b);

(2) specify the conditions under which funds provided under this job will be used to provide wage subsidies to employers, which conditions shall --

(A) encourage private sector employers to employ participants, with an emphasis on opportunities that provide advanced or specialized training;

(B) encourage, if practicable, the provision of a structured and integrated learning experience, such as one that involves schools and employers in a manner consistent with the conditions specified in the School-to-Work Opportunities Act of 1994;

(C) encourage assistance to nonprofit employers and public agencies to employ participants in projects designed to address community needs, such as projects to enhance neighborhood infrastructure, to modernize public housing, to provide other community services, and that are likely to lead to permanent employment;

(D) limit the duration of all subsidized employment for a participant to not more than 2 years;

(E) require that the subsidized employment provided to any such youth who is still enrolled in high school shall not exceed 20 hours per week during the school year; and

(F) contain such other terms and conditions as the Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development require by regulation.

(3) provide that the grant recipient will, to the extent practicable, make additional services available to, including counseling, job development and placement, and supportive services, to facilitate the transition of participating youth and young adults to permanent unsubsidized employment; and

SEC 495H. GRANT RECIPIENT, DURATION AND NUMBER

(a) **GRANT RECIPIENT.**- Grants under this section may only be awarded to the service delivery area in which the target area is located.

(b) **DURATION OF GRANTS.**- Grants shall be for 1 year, and be renewable for each of the four succeeding years based on conditions established by the Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development.

"(c) **NUMBER OF GRANTS.**- There shall be no more than [18?] grants awarded under this section. At least [3?] of the grants awarded under the Youth Employment and Skills Crime Prevention program shall be in target areas that are also receiving funding under other sections of the Youth Fair Chance program. [Note: These tentative numbers are consistent with a funding level of \$900 million. Go with this or priority language?]

SEC. 498I. FEDERAL RESPONSIBILITIES.

(a) **IN GENERAL.**- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall establish a system of performance measures for assessing programs established pursuant to this section.

(b) **EVALUATION.**- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall conduct a rigorous national evaluation of Youth Employment and Skills Crime Prevention grants funded under this section that will track and assess the effectiveness of those programs, and include an evaluation of the extent to which such grants reduced crime and substance abuse and increased employment and earnings. The evaluation may include cost-benefit analyses and shall utilize sound statistical methods and techniques. The evaluation and any interim reports that may be done shall be transmitted to Congress.

(c) **TECHNICAL ASSISTANCE.**- The Secretary in conjunction with the Attorney General

and the Secretary of Housing and Urban Development may provide appropriate technical assistance to carry out Youth Employment and Skills Crime Prevention grants under this section.

(d) **ADMINISTRATION.**- The technical assistance, administration and evaluations authorized by this section may be carried out directly by the Secretary or through grants, contracts, or other cooperative arrangements with the Attorney General, the Secretary of Housing and Urban Development, or other entities or agencies.

(b) **AUTHORIZATION OF APPROPRIATIONS.**- [Note: The authorization of appropriations would be provided under the Crime bill rather than JTPA. Therefore, this would be a free standing provision.]

(1) **AUTHORIZATION.**- There are authorized to be appropriated to the Secretary of Labor \$___ million for fiscal year 1995, \$___ million for fiscal year 1996, \$___ million for fiscal year 1997, \$___ million for fiscal year 1998, \$___ million for fiscal year 1999, and \$___ million for fiscal year 2000 to carry out this section.

(2) **AVAILABILITY OF FUNDS.**- Funds appropriated pursuant to this subsection are authorized to remain available for obligation until expended.

(3) **EVALUATIONS AND TECHNICAL ASSISTANCE.**- Of the amounts appropriated under paragraph (1) for a fiscal year, the Secretary of Labor in conjunction with the Attorney General and the Secretary of Housing and Urban Development may reserve not more than 5 percent of such amounts for the fiscal year to carry out Sec 498I.

THE YOUTH EMPLOYMENT AND SKILLS CRIME REDUCTION PROGRAM

A major factor underlying the nation's crime problem has been the growing concentration of poverty and sharp erosion in the economic position of disadvantaged youth and young adults. This Presidential initiative is a highly targeted program to reduce and prevent and reduce crime by improving the labor market prospects of at-risk youth and young adults in high crime and significantly economically distressed areas. By making employment an attractive and viable alternative for, and improving the aspirations and long-term career prospects of, youth and young adults in targeted neighborhoods, the cycle of poverty, crime and violence can be broken. As the President said in the State of the Union address, young people must have "something to say yes to".

Building upon other Administration supported initiatives this competitive, grant demonstration program includes a highly leveraged but flexible direct job creation component, with employment opportunities primarily for youth and young adults ages 16-25 funded in both the private and public sectors. The key program design features include:

- Careful targeting to disadvantaged youth and young adults living in high crime, high poverty neighborhoods, including publicly assisted housing;
- Use of a saturation approach with neighborhood-wide interventions, intensive programming and a wide range of services to address the employment related needs of participants;
- Tying participation to good behavior, such as completing school, paying child support and avoiding involvement in criminal activity or substance abuse;
- Emphasizing private sector job placement, while also supporting some public sector employment linked to placing participants in private sector positions; and
- Leveraging other federal, state, local, and private sector resources with matching commitments from the community.

Grant funds may support job creation to supplement using on-the-job training slots in the private sector with limited subsidized work experience positions in the non-profit and/or public sector.

Proposals for no more than ten grant awards (renewable for up to four years) will be judged on the basis creativity in leveraging resources; ability to effectively link the program to permanent private sector placements for participants; evidence of need based upon the incidence of crime, poverty rate and other factors; and program design and implementation plan quality.

Rigorous evaluation will track and assess the effectiveness of the programs, including with regard to the extent to which they reduce crime, enhance employment and earnings, promote entrepreneurship, reduce drop out rates, and increase educational attainment.

June 10, 1994

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From Isaac Shapiro

Total Pages 11

NOTE: Attached is what was sent up to the Hill for their feedback. Fyi: (1) Use of "Service Delivery Area" should not undermine support of mayors. In most cities, the SDA is the whole city. (2) The FLSA language was dropped because it covers the entire JTPA statute, and we're now amending JTPA.

Amendment to YES Program**SEC. ____ . YOUTH EMPLOYMENT AND SKILLS CRIME PREVENTION GRANTS.**

(a) IN GENERAL.- Part H of title IV of the Job Training Partnership Act is amended by --

(1) amending the heading for such part to read as follows:

"PART H - TARGETED YOUTH OPPORTUNITY GRANTS";

(2) inserting "SUBPART I- YOUTH FAIR CHANCE GRANTS" under the Part H heading;

(3) striking "part" wherever it appears and inserting "subpart",

(4) redesignating sections 498 and 498A as sections 497A and 497B, respectively, and

(5) inserting the following at the end of such part:

"SUBPART II- YOUTH EMPLOYMENT AND SKILLS CRIME PREVENTION GRANTS

"SEC. 498. STATEMENT OF PURPOSE.

The purpose of this subpart is to reduce crime in neighborhoods with high incidences of crime and poverty through an intensive program component that provides employment opportunities leading to permanent unsubsidized employment for disadvantaged young adults in those neighborhoods.

"SEC. 498A. PROGRAM AUTHORIZED.

The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development and in consultation with appropriate other Federal officials, may make

grants to youth employment projects to help reduce crime in target areas as defined in section 498B.

"SEC. 498B. PROGRAM TARGET AREA.

The target area of each grant shall be a neighborhood that -

(1) is an area with severe crime problems, including a high incidence of violent crime or drug trafficking; and

(2) is a high poverty area or set of contiguous high poverty areas, as defined in subpart I.

"SEC. 498C. PARTICIPANTS.

"(a) ELIGIBLE POPULATION.- Young adults residing or attending school in the target area shall be eligible to participate in programs under this subpart if such individuals are between 16 and 25 years of age. In certain circumstances, as defined by the Secretary in conjunction with the Attorney General and Secretary of Housing and Urban Development, young adults up to age 30 and youths of age 14 or 15 may also be eligible to participate.

"(b) RESPONSIBLE BEHAVIOR BY PARTICIPANTS.--Continued participation in a program under this subpart shall be conditioned, during participation in the program, on the following:

"(1) avoiding crime, including illegal drug use;

"(2) regular attendance and satisfactory performance at work;

"(3) paying child support when paternity has been established and the participant has an income;

"(4) in-school young adults remaining in school until graduation.

"(5) requiring young adults ages 16-17 who have dropped out of high school and who have not obtained a General Equivalency Diploma (GED) to return to school or an alternative education program.

"SEC. 498D. ALLOWABLE ACTIVITIES.

"(a) IN GENERAL.- Funds awarded under this subpart shall be expended to reduce crime by providing employment to participants that will, to the extent practicable, lead to permanent unsubsidized employment. Such employment and related activities may include --

"(1) wage subsidies and other incentives to for-profit, nonprofit, and public employers to employ and enhance the skills of participants;

"(2) assistance to nonprofit employers and public agencies to employ participants in projects designed to address community needs, such as projects to enhance neighborhood infrastructure, to modernize public housing, and to provide other community services;

"(3) entrepreneurial and microenterprise development;

"(4) apprenticeship programs;

"(5) crime prevention and security measures for profit and not-for-profit businesses employing a substantial number of youth from the target area; and

"(6) job placement, follow-up and related supportive services.

"(b) EMPLOYMENT PROJECTS WITH NONPROFIT AND PUBLIC EMPLOYERS.- Projects under this subpart providing participants with employment in the nonprofit or public sector shall-

"(1) include adequate supervision, equipment, and materials and supplies to accomplish useful work projects; and

"(2) include a job placement component to facilitate the transition of participants to permanent unsubsidized jobs, which may include mentorship opportunities and other efforts to increase job networks for participants.

"(c) TWO YEAR LIMITATION.- The combination of all subsidized employment for a participant shall be limited to two years.

"SEC. 498E. APPLICATION FOR GRANTS.

"(a) APPLICATION PLAN.- To be eligible to receive a grant under this title, a chief local elected official, with the timely review and comment of the Governor, shall apply to the Secretary for a Youth Employment and Skills Crime Prevention grant by submitting an application that shall contain a plan for reducing crime by substantially increasing the employment levels of young adults in the target area. Such a plan shall:

"(1) describe the measurable outcomes that will be used to evaluate the local success of the program, including reduced crime and substance abuse and increased employment;

"(2) specify the organization that shall administer the program;

"(3) describe the specific employment programs that will be offered by the program;

"(4) describe the public/private partnership that will promote collaboration between the local State and local governments, private sector, public housing authorities, local residents, community-based organizations, and nonprofit organizations, including linkage with community policing, gang prevention activities and juvenile justice or delinquency preventive initiatives;

"(5) specify how the public and private sectors will work together to assist young adults to make the transition from subsidized to unsubsidized jobs;

"(6) describe how links to jobs throughout the labor market area will be provided;

"(7) specify the manner in which the job network for young adults will be expanded by mentors and other programs; and

"(8) such other information as the Secretary, in conjunction with the Attorney General and the Secretary of Housing and Urban Development, may require.

"(b) COORDINATION WITH OTHER FEDERAL PROGRAMS.- The application must demonstrate that the proposed Youth Employment and Skills Crime Prevention program will build upon and be coordinated with other Federal initiatives relating to such

matters as crime control and prevention, youth employment, education, economic development, community service, or social services.

"(c) LEVERAGING AND LINKAGES.- As a condition of a grant award, local areas shall establish linkages with the local private sector, local employment and job training programs, and other appropriate entities, such as public housing authorities, to enhance the provision of services under this title. Such activities may include leveraging by and linkages with:

"(1) the local private sector to--

"(A) develop a mentoring program to improve the job network for young adults in the target area;

"(B) develop a specified number of career-track jobs for young adults graduating from high school and college in the target area;

"(C) develop part-time jobs to support young adults while they are participating in job training, school-to-work transition activities, or secondary and post-secondary education; and

"(D) develop apprenticeship programs with unions that provide matching funds to create apprenticeships and employment opportunities;

"(2) the local service delivery area under the Job Training Partnership Act to identify funds --

"(A) for on-the-job training and work-based training programs, based on successful program models, for residents of the target area;

"(B) to develop a summer jobs program for in-school young adults residing in the target area; and

"(C) for new youth initiatives in the target area; and

"(D) for child care and supportive services;

"(3) local programs to provide employment services and supportive services, such as transportation service to link target area residents to jobs in the broader labor market area, and

"(4) the local education agency to provide activities that will support the program and assist in increasing educational attainment and reducing dropout rates.

"SEC. 498D. AWARD PRIORITIES.

In evaluating the applications submitted under this subpart, the Secretaries and the Attorney General shall give priority to applications that-

"(1) demonstrate extensive community support and linkages to crime prevention programs and employment related programs;

"(2) target areas that include public and assisted housing projects and their residents;

"(3) demonstrate evidence of severe social and economic problems;

"(4) demonstrate the highest quality program design, implementation plan, and goals to be achieved;

"(5) include as a target area an area receiving assistance under subpart I; or

"(6) include other Federal and non-Federal funding, including State, local, or private resources.

"SEC. 498E. GRANT RECIPIENT, DURATION AND NUMBER.

"(a) GRANT RECIPIENT.- Grants under this subpart may only be awarded to the service delivery area in which the target area is located.

"(b) DURATION OF GRANTS.- Grants shall be for 1 year, and renewable for each of the four succeeding years.

"(c) NUMBER OF GRANTS.- There shall be no more than ____ grants awarded under this subpart.

"SEC. 498F. FEDERAL RESPONSIBILITIES.

"(a) IN GENERAL.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall establish a system of performance measures for assessing programs established pursuant to this subpart.

"(b) EVALUATION.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall conduct a rigorous national evaluation of Youth Employment and Skills Crime Prevention grants funded under this subpart that will track and assess the effectiveness of those programs, and include an evaluation of the extent to which such grants reduced crime and substance abuse and increased employment

and earnings. The evaluation may include cost-benefit analyses and shall utilize sound statistical methods and techniques.

"(c) TECHNICAL ASSISTANCE.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development may provide appropriate technical assistance to carry out Youth Employment and Skills Crime Prevention grants under this subpart.

"(d) ADMINISTRATION.- The technical assistance and evaluations authorized by this section may be carried out directly by the Secretary or through grants, contracts, or other cooperative arrangements with the Attorney General, the Secretary of Housing and Urban Development, or other entities or agencies."

(b) AUTHORIZATION OF APPROPRIATIONS.- [Note: The authorization of appropriations would be provided under the Crime bill rather than JTPA. Therefore, this would be a free standing provision.]

(1) AUTHORIZATION.- There are authorized to be appropriated to the Secretary of Labor \$___ million for fiscal year 1994, \$___ million for fiscal year 1995, \$___ million for fiscal year 1996, \$___ million for fiscal year 1997, and \$___ million for fiscal year 1998 to carry out this section.

(2) AVAILABILITY OF FUNDS.- Funds appropriated pursuant to this subsection are authorized to remain available for obligation until expended.

(3) EVALUATIONS AND TECHNICAL ASSISTANCE.- Of the amounts appropriated under paragraph (1) for a fiscal year, the Secretary of Labor in conjunction with the Attorney General and the Secretary of Housing and Urban Development may reserve not more than 5 percent of such amounts for the fiscal year to carry out evaluations and technical assistance.

June 16, 1994

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From Isaac Shapiro

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NOTE: This draft was just sent over to Labor Committee staff. It is essentially the same as the draft you received yesterday afternoon.

6/16/94

Note: Some legal, drafting questions related to how to insert YES into this part of the JTPA still need addressing if this approach is taken, including the addition of changes to the existing Youth Fair Chance language. This also isn't formatted correctly for insertion yet.

Draft YES Amendment

Part H of Title IV of the Job Training Partnership Act is amended by --

Striking section 495. "JOB GUARANTEES" and inserting a new section 495:

SEC. 495. YOUTH EMPLOYMENT AND SKILLS CRIME PREVENTION GRANTS

SEC. 495A. STATEMENT OF PURPOSE:

The purpose of this section is to test the proposition that crime can be reduced in neighborhoods with high incidences of crime and poverty through a saturation jobs program -- offered either separately or in conjunction with the services provided for under other sections of the Youth Fair Chance Program -- that provides employment opportunities leading to permanent unsubsidized employment for disadvantaged young adults in those neighborhoods.

SEC 495B. PROGRAM AUTHORIZATION

The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development and in consultation with other appropriate Federal officials, may make Youth Employment and Skills Crime Prevention Grants authorized under this section to eligible entities for the purpose of providing a job saturation program for youth in target areas, as defined in section 495C, to reduce crime.

SEC 495C. PROGRAM TARGET AREA.

The target area of each grant shall be a neighborhood that --

- (1) is an area with severe crime problems, including a high incidence of violent crime or drug trafficking;
- (2) is a high poverty area or set of contiguous high poverty areas, as defined in section 498A(2); and
- (3) is an area with a population consistent with the

requirements of section 494(b)(1)(B), except that in appropriate circumstances, the Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development may waive this limitation.

SEC 495D. PARTICIPANTS

(a) ELIGIBLE POPULATION.- Young adults residing or attending school in the target area shall be eligible to participate in programs under this section if such individuals are between 16 and 25 years of age. In certain circumstances, as determined by the Secretary in conjunction with the Attorney General and Secretary of Housing and Urban Development, young adults up to age 30 and youths of age 14 or 15 may also be eligible to participate.

(b) RESPONSIBLE BEHAVIOR BY PARTICIPANTS.- Continued participation in a program under this section shall be conditioned, during participation in the program, on the following:

- (1) avoiding crime, including illegal drug use;
- (2) regular attendance and satisfactory performance at work;
- (3) paying child support when paternity has been established and the participant has an income;
- (4) in-school young adults remaining in school until graduation;
- (5) requiring young adults ages 16-17 who have dropped out of high school and who have not obtained a General Equivalency Diploma (GED) to return to school or an alternative education program.

SEC 495E. APPLICATION FOR GRANTS

(a) APPLICATION PLAN - To be eligible to receive a grant under this title, a chief elected official, as described in Section 493(c) and on behalf of a target area meeting the criteria set forth in Section 495C, shall apply to the Secretary of Labor for a Youth Employment and Skills Crime Prevention grant by submitting an application that contains a plan for reducing crime by substantially increasing employment levels of young adults in the area. Such plan shall:

- (1) describe the private sector, non-profit, and public sector components of the target area's job saturation

strategy to reduce crime by substantially increasing the employment levels of young adults in that area, and describe, to the extent practicable, the nature of the employment opportunities that will be generated in the target areas;

(2) describe the outcomes that will be used to evaluate the local success of the program, including reducing crime and substance abuse and increasing employment for young adults in the target area;

(3) specify the organization that shall administer the program;

(4) describe the public/private partnership that will promote collaboration between the state and local governments; local job training, education, employment, and public housing agencies and authorities; local residents, community-based organizations, and nonprofit organizations; and local community policing, gang prevention activities and juvenile justice or delinquency preventive initiatives;

(5) describe how the public and private sectors will work together to assist young adults to make the transition from subsidized to unsubsidized jobs;

(6) describe the extent of the local commitment of resources to the program, including the commitment of substantial resources by the last year of the program; and [discuss if this meets concerns of Labor Committees]

(7) provide such other information as the Secretary, in conjunction with the Attorney General and the Secretary of Housing and Urban Development, may require.

SECTION 495F. AWARD PRIORITIES

In evaluating the applications submitted for Youth Employment and Skills Crime Prevention Grants, the Secretaries and the Attorney General shall give priority to applications that-

(1) demonstrate extensive community support and linkages to crime prevention and substance abuse programs;

(2) target areas that include public and assisted housing projects and their residents;

(3) demonstrate that the target area has developed a comprehensive strategy to integrate programs funded under this section with other federally funded youth employment and training programs, as well as education programs,

operating in the same area;

(4) demonstrate a sufficient commitment on the part of employers to provide jobs for youth as specified in Section 495G to qualify that area as a site that will test the proposition that a saturation jobs program, provided either separately or in conjunction with the education and training services provided for under other sections of the Youth Fair Chance program, would have a significant effect on decreasing crime in the target area; or

(5) target areas with the highest crime, unemployment and poverty rates.

SEC 495G JOB SATURATION STRATEGY

(a) SATURATION AGREEMENTS - A grant recipient receiving funds under the Youth Employment and Skills Crime Prevention Program shall enter into a job saturation agreement with the Secretary, which agreement shall --

(1) require the grant recipient to saturate the targeted areas with employment opportunities with for-profit, nonprofit, and public employers that are likely to lead to permanent, unsubsidized employment for youths who agree to condition their participation on the criteria established in Sec 495D(b);

(2) specify the conditions under which funds provided under this section will be used to provide wage subsidies to employers, which conditions shall --

(A) encourage private sector employers to employ participants, with an emphasis on opportunities that provide advanced or specialized training;

(B) encourage, if practicable, the provision of a structured and integrated work and learning experience, which may include components of the School-to-Work Opportunities Act of 1994;

(C) encourage assistance to nonprofit employers and public agencies to employ participants in projects designed to address community needs, such as projects to enhance neighborhood infrastructure, to modernize public housing, and to provide other community services;

(D) limit the duration of all subsidized employment for a participant to not more than 2 years;

(E) require that the subsidized employment provided to any such youth who is still enrolled in high school shall not exceed 20 hours per week during the school year; and

(F) contain such other terms and conditions as the Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development require;

(3) provide that the grant recipient will, to the extent practicable, make additional services available -- including counseling, job development and placement, follow up, and supportive services -- to facilitate the transition of participating youth and young adults to permanent unsubsidized employment.

SEC 495H. GRANT RECIPIENT, DURATION AND NUMBER

(a) GRANT RECIPIENT.- Grants under this section may only be awarded to the service delivery area in which the target area is located.

(b) DURATION OF GRANTS.- Grants shall be for 1 year, and be renewable for each of the four succeeding years based on conditions established by the Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development.

(c) NUMBER OF GRANTS.- There shall be no more than [18?] grants awarded under this section. At least [3?] of the grants awarded under the Youth Employment and Skills Crime Prevention program shall be in target areas that are also receiving funding under other sections of the Youth Fair Chance program. [Note: These tentative numbers are consistent with a funding level of \$900 million. Go with this or priority language?]

SEC. 498I. FEDERAL RESPONSIBILITIES.

(a) IN GENERAL.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall establish a system of performance measures for assessing programs established pursuant to this section.

(b) EVALUATION.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development shall conduct a rigorous national evaluation of Youth Employment and Skills Crime Prevention grants funded under this section that will track and assess the effectiveness of those programs, and include an evaluation of the extent to which such grants reduced crime and substance abuse and increased employment and earnings.

The evaluation may include cost-benefit analyses and shall utilize sound statistical methods and techniques. The evaluation and any interim reports that may be done shall be transmitted to Congress.

(c) TECHNICAL ASSISTANCE.- The Secretary in conjunction with the Attorney General and the Secretary of Housing and Urban Development may provide appropriate technical assistance to carry out Youth Employment and Skills Crime Prevention grants under this section.

(d) ADMINISTRATION.- The technical assistance, administration and evaluations authorized by this section may be carried out directly by the Secretary or through grants, contracts, or other cooperative arrangements with the Attorney General, the Secretary of Housing and Urban Development, or other entities or agencies.

(b) AUTHORIZATION OF APPROPRIATIONS.- [Note: The authorization of appropriations would be provided under the Crime bill rather than JTPA. Therefore, this would be a free standing provision.]

(1) AUTHORIZATION.- There are authorized to be appropriated to the Secretary of Labor \$___ million for fiscal year 1995, \$___ million for fiscal year 1996, \$___ million for fiscal year 1997, \$___ million for fiscal year 1998, \$___ million for fiscal year 1999, and \$___ million for fiscal year 2000 to carry out this section.

(2) AVAILABILITY OF FUNDS.- Funds appropriated pursuant to this subsection are authorized to remain available for obligation until expended.

(3) EVALUATIONS AND TECHNICAL ASSISTANCE.- Of the amounts appropriated under paragraph (1) for a fiscal year, the Secretary of Labor in conjunction with the Attorney General and the Secretary of Housing and Urban Development may reserve not more than 5 percent of such amounts for the fiscal year to carry out Sec 498I.