

*File
Crime -
YES program*

August 19, 1994

US DEPARTMENT OF LABOR

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From Isaac Shapiro

Total Pages 2

NOTE: Added new YES/MIG Option, Option 2.

YES OPTIONS

Between Conyer's Local Partnership Act and Schumer's Model Intensive Grant program, YES could be combined most easily into the MIG program. While LPA funds could be used for "job programs to prevent crime", the formula based system by which the funds would be distributed broadly across the nation differs sharply from the YES program.

Background. YES and MIG do share several basic design features, most notably the concentration of resources in a few selected high-crime areas, to establish small laboratories that could be evaluated by the use of concrete measurements.

What distinguishes MIG from YES is that under MIG virtually any type of test could occur in the laboratories -- MIG is written very loosely -- while under YES only tests involving employment saturation would be funded. MIG includes virtually no reference to training or employment programs. The only allusion is that in asking the applicant to list the factors contributing to crime in their area, the long list of "such factors may include employment services offices." YES is also distinguished from MIG by its behavioral requirements.

Option 1. One possibility would be to merge YES into the Model Intensive Grants program. The "MIG program" could then distribute two types of grants. Type A "comprehensive grants" would be allocated according to current Schumer design of comprehensive creative plans to reduce crime. Type B "YES grants" would be allocated according to YES design.

Issues to consider: (1) YES was merged into Youth Fair Chance to allay concerns by Kennedy, Kassenbaum, and others. Potential side effects of pursuing a new approach would need to be considered. (2) Some of current MIG grants would likely have gone to employment projects in the absence of a merger. We don't want to end up with less preventing-crime-through employment by this approach.

Option 2. Another possibility would be to require that all or a fraction (half?) of the MIG grants include a YES element. That is, one condition of the MIG grants would be that the comprehensive plan include a youth employment saturation component.

CRIME - YES
PROGRAM

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.

January 14, 1994

To: Bruce Reed, Paul Dimond

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

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

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

(1) Creating a \$200 million per year program based upon (or by expanding) the Youth Fair Chance program that includes an enhanced focus on crime and violence prevention;

(2) Including specific employment-related features where appropriate in existing provisions of the crime bill, e.g. providing for the use of the Job Corps model in bootcamps and prisons.

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

Background

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

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

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

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

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

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

The Youth Fair Chance Initiative

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

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

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

reduce crime) would be funded.

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

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

Employment Related Provisions of the Crime Bill

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

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

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

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

Appendix 1. Deteriorating Economic Conditions and Rising Crime

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

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

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

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

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

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

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

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

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

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

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

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

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

Appendix 2. Youth Fair Chance Initiative

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

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

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

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

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

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

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

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

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

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

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

THE WHITE HOUSE

WASHINGTON

January 9, 1994

MEMORANDUM FOR LARRY KATZ

FROM: PAUL DIMOND

SUBJECT: YOUTH EMPLOYMENT IN HIGH POVERTY AREAS

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

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

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

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

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

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

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

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

cc Bruce Reed, Jose Cerda, Bonnie Deane

THE WHITE HOUSE
WASHINGTON

DATE: 2/5/94

TO: The Vice President, Carol Rasco,
Bruce Reed, Ron Klain, Rahm,
Mark G., Jose Cerda

FROM: **JOHN D. PODESTA**
Assistant to the President and
Staff Secretary

FYI

052565

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

94 FEB 4 P8:08

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.

052564

94 FEB 4 P7:51

MEMORANDUM FOR THE PRESIDENT

FROM: ATTORNEY GENERAL JANET RENO *JR*
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 17, 1994

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED
JOSE CERDA III

SUBJECT: Youth Employment in the Crime Bill

The House Judiciary Committee completed its work on the crime bill last night, and will send the bill to the House floor for action next Wednesday and Thursday. If all goes well, the House should pass the bill before going home for the Easter recess.

After considerable arm twisting, we were able to get a waiver from the Education and Labor Committee to include the youth employment program you suggested in the crime bill. (Bill Ford and Jack Brooks bent over backwards to help us out.)

A summary of the program is attached. It is called the Youth Employment and Skills (YES) program, based on your statement in the State of the Union that we need to give young people something to say "yes" to.

The program was a cooperative effort involving Labor, Justice, HUD, the NEC and the DPC. It authorizes \$525 million to test in 10 sites around the country the proposition that more jobs equals less crime. The money goes primarily for job creation in both the private and public sector for young people between the ages of 16 and 25. This will enable selected poor neighborhoods to reduce youth employment rates to 80 percent from their current levels of less than 50 percent. It incorporates elements of previous youth initiatives offered by Rep. Maxine Waters and others.

The program is designed to reward personal responsibility and good behavior: to remain in the program, young people will have to stay away from crime and off drugs, stay in school (if they're under 18), and pay child support if they have fathered a child.

The funding level may increase in conference. The Judiciary Committee also approved another \$4 billion in other prevention programs.

THE WHITE HOUSE
WASHINGTON

February 5, 1994

Mr. President:

Attached are two Cabinet memos concerning possible youth employment initiatives in the crime bill. I've circulated these to Carol, Bruce, Ron Klain, and Rahm.

Ron, Bruce and the DOJ team are working the House side to try to get some of these ideas, along with other crime prevention ideas proposed by the Black Caucus, included in the Crime bill. They'll keep you posted.

JLP
John Podesta

but unless you do a lot in a few places (as a lot in a lot of places) we won't be able to show jobs = less crime

*Copies to:
7
Ron Klain
Bruce Reed*

94 FEB 4 P7:51

MEMORANDUM FOR THE PRESIDENT

FROM: ATTORNEY GENERAL JANET RENO *JR*
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

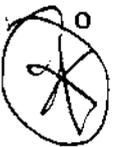
A major factor underlying the nation's rising crime problem has been the growing concentration of poverty and the erosion in the economic position of disadvantaged youths.

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.

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- 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.

UNITED STATES DEPARTMENT OF LABOR
OFFICE OF THE SECRETARY

March 16, 1994

Note to: Christine Varney
Steve Silverman
✓ Bruce Reed
Paul Diamond

From: Kitty Higgins

We hope this will be voted on in the Judiciary
Committee tomorrow.

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- WILLIAM D. FORD, MICHIGAN
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- ROBERT W. MILLER, CALIFORNIA
- AUSTIN J. BLOUNT, PENNSYLVANIA
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- SCOTT BAESLER, KENTUCKY
- ROBERT A. UNDERWOOD, GUAM



COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

1181 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, DC 20518-8100

March 16, 1994

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MAJORITY - (202) 225-4817
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(TTY) - (202) 225-3119

The Honorable Jack Brooks
Chairman
Committee on The Judiciary
U. S. House of Representatives
2138 House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

I understand that during its consideration of various crime initiatives your Committee may consider a proposal to establish a youth employment and skills crime prevention program. The proposal would apply intensive training and job placement as a means of crime prevention in areas of high crime and high unemployment.

Although the proposal falls within the jurisdiction of the Committee on Education and Labor, as you have requested I will not pose objection to its inclusion in the legislation you are considering nor will I request its sequential referral, without prejudice to this Committee's future jurisdictional claims to the matter. I do, however, ask your assurance that I may offer perfecting changes should they be required during the further consideration of the provision.

I would appreciate a copy of this letter being included in your Committee's report on this legislation.

Sincerely,

WILLIAM D. FORD
Chairman

WDF:ala

cc: The Honorable William F. Goodling, Ranking Republican Member
Committee on Education and Labor

The Honorable Hamilton Fish, Jr., Ranking Republican Member
Committee on The Judiciary

March 15, 1994

Youth Employment and Skills: Crime Prevention Program 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. Nonemployment among youth has fallen, and crime among youth has risen. 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.

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 with high crime rates and poverty rates of at least 30 percent would be the focus for this demonstration.

In this neighborhoods, at-risk youth and young adults would be targeted. For

example, 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 14 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; 16 or 17 year old high school dropouts would be required to resume their education. 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). Efforts to decrease the dropout rate and to generally increase the aspirations for educational attainment would be encouraged.
- o The program would be linked to other relevant programs that exist in the locality, including school-to-work and empowerment zones.

Funding and Evaluation

The five-year funding total for the program is \$525 million. No more than 10 grants would be awarded.

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

THE WHITE HOUSE
OFFICE OF DOMESTIC POLICY

CAROL H. RASCO
Assistant to the President for Domestic Policy

To: Bruce Reed

Draft response for POTUS
and forward to CHR by: _____

Draft response for CHR by: _____

Please reply directly to the writer
(copy to CHR) by: _____

Please advise by: _____

Let's discuss: _____

For your information: _____

Reply using form code: _____

File: _____

Send copy to (original to CHR): _____

Schedule ? : Accept Pending Regret

Designee to attend: _____

Remarks: _____



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

March 9, 1994

MAR 11 REC'D

MEMORANDUM

TO : Secretary Robert Reich
FROM: Secretary Donna E. Shalala

I want to reiterate the thought that I expressed at the DPC meeting the other day, about the potential added benefit involved in coupling the youth jobs initiative with the Ounce of Prevention and Bradley-Domenici-Danforth provisions in the Senate-passed bill.

My point was that implementing the ideas jointly at the large-scale sites gives us an opportunity for a genuine youth development initiative. At the five or six sites, we can test the proposition that "immersion" from age 11 on in after-school, weekend, and summer academic enrichment and recreation conducted in safe places, plus adult role models and mentors, plus increasing exposure and familiarization with the labor market as the young people get older, plus subsidized "bridge" jobs at the end for those who need it, add up to a strategy that will make a significant difference.

This gets us past the CETA trap, the trap wherein we might be accused of being "old" Democrats or "old" liberals if it appeared that we were simply proposing make-work jobs that make no contribution toward permanent employment. The combination of your thoughtful youth employment proposal, which is impressive in and of itself, with a broader youth development idea that begins work with at-risk youth when they are in middle school or junior high, involves a much more three-dimensional approach. It reflects an understanding that facilitating successful transition to adulthood for young people in high-risk situations is a process that has to begin early and involve continued supportive help.

There are a number of other innovative elements here. Just as your employment proposal is innovative in placing a priority on private-sector work experience, the activities for younger people are pathbreaking in their emphasis on turning schools into community centers and creating partnerships between schools and other organizations in the community. Especially important, too, is the insight that young people in high-risk neighborhoods need constructive alternatives, academic enrichment, and safe places to be at during out-of-school hours. In addition, this combination is a perfect proposition for involving national service volunteers and for leveraging other funding such as the summer jobs program, Title II of the Job Training Partnership Act, and so on, as well as public and private funding from state and local sources.

Page 2 - Memorandum to Secretary Reich

I hope these thoughts are of some help in conceptualizing the initiative and moving it toward enactment.

cc: Attorney General Janet Reno
Secretary Henry Cisneros
Secretary Richard Riley
Robert Rubin
Carol Rasco-

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 (hereinafter referred to as the "Secretary"), 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. 103. PROGRAM TARGET AREA.

The target area of each grant shall be a *high crime* 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, areas with populations of up to 50,000 may be considered.

SEC. 104. PARTICIPANTS.

(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

(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:

(1) regular attendance and satisfactory performance at work;

(2) avoiding crime; *incl. drugs*

(3) paying child support when paternity has been established;

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

(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

order

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; ^{and section 3}

(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.

(10) crime prevention activities, grants for security

hand

(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.

(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, 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 plan for substantially increasing the employment levels of young

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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;

*public programs
public housing authorities*

(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 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 *JOBS program*
- (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;

(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,

(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:

(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.

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 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 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 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.

(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 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 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 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 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 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 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 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.

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

Also, Labor won't have a draft of their program until tomorrow at 11am. Ron, Andy and others at Justice will meet then to see what's next. They asked that we be available for Q's at about that time, and I told them to page us through signal if they need us. I'll be in tomorrow am to help sort this stuff out with the hoards of agency squishies.

Jose'

03/08/94 14:13
03/08/94 12:48
SENT BY:

202 458 7028
202 514 8639

DOM. POL
DOJ-OPD

3-6-94 11:32AM

USDOL SOL LLC-

002/014
202 514 8639 # 2

(1) In recent years, the number of young Americans in poor communities who are working has declined, and the number of those youth who are in trouble with the law has gone up.

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

At the same time, TITLE - YOUTH EMPLOYMENT AND SKILLS PROGRAM

high crime rates in SECTION 101. FINDINGS.

Congress finds that:

~~the~~ many ^{poor} communities, ~~high crime rates~~ have driven out legitimate economic activity and further eroded job opportunities for young Americans most at risk.

(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~~

[If we knew that, this wouldn't be an experiment]

~~problem.~~ (2) Those who commit crimes must be caught and punished ~~at the same time, prevention programs,~~ ^{swiftly and with certainty. ~~Every effort~~ More police are needed on the streets, in community policing to catch criminals and prevent crimes from happening in the first place.} 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.~~

~~So?~~

(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.

Finally, initiatives that may reduce crime over the long term -

THIS IS NOT A POVERTY PROGRAM

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. *tolerates*

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-^{Crime}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

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~~ ^{Crime} neighborhoods.

~~SEC~~
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.

Any
CRIME
CRITERIA?

SEC. 106. PARTICIPANTS.

(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

(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.

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.

SENT BY:

(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

MAKE SURE PAUL DIAMOND SEES THIS PART

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; *OK*
- (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

SENT BY:

(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.

welfare reform

(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 in the plan.

SENT BY:

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.

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 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

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

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.

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

Total \$9.9 billion

Savings: \$495 million

2. Eliminate duplicative programs

Community Programs on Violence	\$20 million
School Leadership Grants	\$20 million

Savings: \$40 million

3. Consolidate overlapping programs

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

YOUTH OPPORTUNITY AND RESPONSIBILITY INITIATIVE

1. Youth Employment and Skills (YES) Program: \$645 million for employment program targeted to high-crime areas. Paid for with attached savings from Senate bill.
2. Community Youth Service and Development Grants: \$500 million for youth service and youth development programs, including midnight basketball, recreation, afterschool programs, and work force preparation. Combines several programs already passed in the Senate bill.
3. Gang Resistance Education and Training Program: \$200 million Treasury Department program, which passed as part of the Senate bill.
4. Ounce of Prevention Fund: \$75 million for after-school and summer youth programs to help youth make a successful transition into the adult labor market. Passed in Senate bill.
5. Police Neighbors and Partnership Program: \$100 million for programs that enable police officers to serve as mentors and role models, and that try to attract police officers to live in high-crime neighborhoods. A version of this passed in Senate bill.

TOTAL, Youth Initiative: \$1.5 billion

March
1994

March						
S	M	T	W	T	F	S
		1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31		

WORKING SCHEDULE FOR CRIME

<p>Sunday 6</p> <p>This Week: subcommittee markup of Crime Bill</p>	<p>① Call Edelman ② Call Cisneros ③ Call Schumer ④ Q+A for the group</p>
<p>Monday 7</p> <p>DOJ: Mailing to Hill DOJ: Submit Youth Opportunity Init. to Schumer</p>	<p>Get Schumer and Maxine Waters? Klain ↑</p>
<p>Tuesday 8</p> <p>Craig Washington's Priority Gerry Seib article Reno et al: Announce Youth Opportunity Initiative</p>	<p>Reno RACH RILEY RUBIN BROWN CISNEROS</p> <p>Bantzen Shafiq</p> <p>Bridley + Senate Schumer CBC (Norton) Rev. Jackson</p>
<p>Wednesday 9</p> <p>CA/LA/AR Leadership Day/VPOTUS/Noble/Riley/Brown POTUS: USA Today Interview Schumer: 1st subcommittee markup</p>	
<p>Thursday 10</p> <p>POTUS: Speech on Community Responsibility (NYC) POTUS: United Negro College Fund Speech (NYC) Hughes subcommittee markup on prisons Edwards subcomm. markup on habeas, racial justice Reno: Tape Oprah re: Child Pornography (tentative)</p>	<p>Necessary interview ↑</p>
<p>Friday 11</p> <p>Reno: Child Pornography Announcement Customs: Child Pornography Cisneros: Drug Elimination Grants</p>	
<p>Saturday 12</p>	

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	
(passed in Educ 2000)		
2. Reduce Grants		187
Juvenile Secure Facilities	50	
(10% of 500)		
Violence Against Women	87	
(10% of 870)		
State/local prosecutors/courts	50	
(10% of 500)		
3. Eliminate Reports and Studies		7.4-17.4
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	
Racial Bias	10m (dicey)	
Prox to Prisoners	500k	
Alcohol Use & Treatment	500k	
Anti Loitering	1m	
4. Reduce Prisons and Boot Camps by 3.3%		200
	TOTAL	525-535
OTHER POSSIBILITIES:		
Family Unity	20	
(cut in 1/2)		
Police Corps	100	
(Restore to orig. Senate bill)		

Employment/Maxine -- \$525 m
Ounce of Prevention -- \$75m -- expand membership
Bradley w/specific Midnight basketball -- \$400
GREAT -- 200
Drug treatment for probation -- 300m
Job training in prison -- 200
Police partnerships -- ~~10~~ 50
HUD thing...

TOTAL -- \$1.71 billion prevention package

PROVISIONS ALREADY PASSED HOUSE/SENATE

Drug Treatment
Community Policing
Certainty of Punishment

PRO-EMPLOYMENT PROVISIONS IN THE BIDEN CRIME BILL

- o **National Community Economic Partnership:** \$40 million for FY94 for the Secretary of Health and Human Services to extend lines of credit of up to \$2 million to community development corporations in order to stimulate business and employment opportunities for low-income, unemployed and underemployed citizens. The bill authorizes "such sums" as are necessary for FY 95 and 96.
- o **Correctional Job Training and Placement.** Directs the Attorney General to establish an Office of Correctional Job Training and Placement to help provide job opportunities for released prisoners.
- o **Community Youth Service Grants.** \$400 million for youth service programs, including work force preparation.
- o **"Ounce of Prevention" Fund.** \$75 million for after school and summer youth programs to help kids make a successful transition into the adult labor market.
- o **Boot camp** programs (\$3 billion) must provide work programs and job training for participants; must also provide aftercare services, including educational and job training and placement programs after release.
- o **Drug Court** programs (\$1.2 billion): grant preference is given to states which provide aftercare services, including job training and placement programs. Also, if a drug court participant fails a drug test and is sanctioned, such sanctions can include work service at nonprofit, private and community organizations.
- o **Police Corps.** \$350 million for college scholarships for students who commit to 4 years service as police officers.
- o **Drug Treatment** programs in both federal and state prisons (\$300 million as part of Drug Court title) must address, among other matters, the prisoners' vocational skills. Again, preference is given to states providing aftercare, job-related services.

DRAFT**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

3/4/94

Bruce,
For 1:00
meeting today.
Mike

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 youth^s 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.

The White House
Washington

FAX COVER SHEET

OFFICE OF DOMESTIC POLICY

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Washington, DC 20500
FAX: (202) 456-7028

TO: Bloom

FAX No: _____

FROM: Jose PHONE: _____

DATE: _____

NUMBER OF PAGES (Including cover sheet) _____

COMMENTS

Schumer was going to send this
around to committee members today.
I told Steve we'd talk about it
first thing in the am. + get back

SIDE BY SIDE -- CONGRESSIONAL BLACK CAUCUS BILL AND BIDEN BILL

**CONGRESSIONAL BLACK CAUCUS
CRIME BILL**

**Title I -- Assistance to State and
Local Governments**

**Subtitle A. Grants to Combat
Violent Crimes -- \$400 million
-- 2 years**

**Subtitle B. Community
Policing. \$450 million -- 3
years; includes \$90 million for
crime prevention**

**Subtitle C. Law Enforcement
Family Support. \$25 million --
5 years**

Subtitle D. Police Misconduct.

- * Allows civil actions to be
brought by the Attorney
General in cases of
pattern or practice of
police brutality**
- * Data on police use of
excessive force**

BIDEN CRIME BILL

Similar; grants available under:

- * §631; Gang grants -- up to \$100
million -- 1 year; such sums 1
year**
- * §1031; Law Enforcement
Training -- \$150 million -- 1
year**
- * §1404; \$5 million -- 5 years
Rural Drug enforcement
training**
- * Title 32; Violence Against
Women Title; \$900 million -- 3
years**

**\$9 billion for community policing; \$1.2
billion of total supports early
intervention teams and other crime
prevention activities**

Same; See §1101

Same; See §1111

Same; See §1112

**CONGRESSIONAL BLACK CAUCUS
CRIME BILL**

- * Criminal penalty up to life imprisonment for Police use of excessive force
- * Civil liability for City, County, States, for Police use of excessive force (liability still exists in cases of officers acting in good faith)

No provision

Subtitle E. Police Corps. \$800 million -- 5 years.

Law Enforcement Scholarship. \$150 million -- 5 years.

Title II -- Crime Victims

Subtitle A. Victims

- * Right of allocution
- * Crime Victim Funds

Subtitle B. Confidentiality for Abused Persons

Subtitle C. Full Faith and Credit for Protection Orders

Title III -- Crime Prevention

Subtitle A. Safe Schools. \$300 million -- 3 years

BIDEN CRIME BILL

No provision

No provision

Extends protections of civil rights statutes to include all persons (now limited to state "inhabitants")

Same; See Title XI. \$350 million over 2 years; "such sums" for 3 additional years

Same; See Title XI. \$150 million over 5 years

Same; See §901

Same; See §902

Similar; See Subtitle B in Violence Against Women Act

Similar; See Subtitle C in Violence Against Women Act

Same, See Title XXVIII; See also §2803 additional \$20 million over 2 years for State Leadership Activities to promote Safe Schools Program

**CONGRESSIONAL BLACK CAUCUS
CRIME BILL**

**Subtitle B. Midnight Sports.
\$3 million**

**Subtitle C. Rape Prevention.
\$235 million**

**Title IV -- Strategies to Combat
Recidivism**

**Subtitle A. Family Unity
Demonstration Project. \$40
million over 5 years**

**Subtitle B. Drug Rehabilitation
for Federal prisoners.**

**Subtitle C. Drug Rehabilitation
for State prisoners. \$300
million -- 3 years.**

**Subtitle D. Grants for
alternatives to incarceration.
\$1.15 billion -- 3 years.**

**Subtitle E. Voting Rights for
Former Offenders**

BIDEN CRIME BILL

Money available for youth sports programs under §5142 Child Centered Activities -- \$400 million over 4 years; §5143 Olympic Youth Development Centers -- \$125 million over 4 years; and §631; §631 Gang Grants may be used for sports mentoring and coaching programs -- up to \$100 million for 1 year and such sums for 1995.

\$2 billion over 3 years for victim services and counseling; grants to Native Americans; rape education and prevention grants; helps homeless and runaway women.

Same; See Title XLI

Same; See §1304

Same; See §1204 -- Drug Court Program -- \$1.2 billion -- three years

\$3 billion over 5 years for boot camp programs; \$1.2 billion over 3 years for Drug Court alternative to incarceration (includes \$300 million for treatment in state prisons)

No provision

**CONGRESSIONAL BLACK CAUCUS
CRIME BILL**

**Subtitle F. Sex Offender
Treatment Program. \$2 million**

**Subtitle G. Education and
Training for Judges and Court
Personnel in State Courts.
\$600,000**

**Subtitle H. Education and
Training for Judges and Court
Personnel in Federal Courts.
\$700,000**

**Title V -- Commission on Crime,
Drugs and Violence**

**Title VI -- Confidence in the Criminal
Justice System**

Subtitle A. Racial Justice Act

**Subtitle B. Racial Bias claims
may be raised in habeas
petitions in death cases**

**Subtitle C. Minimum
Sentencing Reform**

BIDEN CRIME BILL

**See §5154 Domenici amendment
requires treatment for persons
convicted for the first time of domestic
violence offenses**

**Same; Title 36 -- Violence Against
Women Act**

**Similar; Title 36 -- Violence Against
Women Act -- \$500,000**

**Similar; See Title XVII
includes Commissions to Study Causes
of Demand for Drugs; Commission on
Crime and Violence; Presidential
Summit on Violence**

No provision

**No similar provision; do provide for
Racial Bias Study §1021; §2911
extension of protection of civil rights
statutes; §1111 extends pattern and
practice title to include Juvenile
Justice system**

**See §2404 Flexibility in application of
mandatory minimum sentence
provisions in certain circumstances --
Hatch amendment**

**CONGRESSIONAL BLACK CAUCUS
CRIME BILL**

BIDEN CRIME BILL

Subtitle D. Crack Cocaine
Equitable Sentencing

No provision

Subtitle E. Uniformity in
Sentencing.

No provision

Subtitle F. Coerced Confessions
and Harmless Error.

No provision

Title VII -- Fiscal Impact of Criminal
Penalties

Similar; See §1302

Title VIII -- Habeas Corpus

No provision

Title IX -- Gun Control

Subtitle A. Brady Bill

Already enacted

Subtitle B. Semiautomatic
Weapons

Similar; See Title XLV

Subtitle C. Gun Violence
Liability -- civil cause of action
against manufacturers, dealers
-- strict liability)

No provision

Subtitle D. Ammunition --
enhanced regulation; 89% tax
on bullets (current is 11%);
Trauma Center Trust Fund

Support regulation

Subtitle E. Two Handguns-Per-
Month

No provision

Subtitle F. Gun Dealer
Licensing

Same; Federal Firearm Dealer
licensing reforms; §§311-317

Subtitle G. Saturday Night
Specials -- ban on non-sport
handguns

No provision

**CONGRESSIONAL BLACK CAUCUS
CRIME BILL**

Title X -- Civil Forfeiture Reform

Title XI -- Miscellaneous

Juvenile Justice -- existing juvenile crime prevention programs increased by \$80 million per year

No provision

No provision

No provision

No provision

No provision

No provision

BIDEN CRIME BILL

Attorney General preparing reform proposal

New \$100 million per year drug and gang prevention effort; includes education, substance abuse treatment, and alternative programs such as scout troops, little leagues, girls and boys clubs

\$525 million for community schools programs and Youth Development Centers; supports after-school sports, extracurricular activities, and academic programs

\$75 million "Ounce of Prevention" program for after-school and summer youth programs, and substance abuse and prevention programs including outreach programs for at-risk families

\$50 million Youth Development Centers program including conflict resolution; alternatives to school suspension and juvenile court diversion programs

\$200 million for 50 Gang Resistance Education and Training Projects

\$93 million Victims of Child Abuse programs to stop the cycle of abuse

\$60 million for child visitation centers to prevent children from experiencing violence or abduction during parental visitations

- NAME : YES
- Memo to BC ✓
- Funding level

- Support from left, cities, etc.
- Handout/speech/press effort

DRAFT

3/4/94

- Waters/Neighborhood Infra.

Outlines of an Employment-based Approach

Youth Employment and Skills
- Say no to drugs

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.
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- 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.

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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:

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

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

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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.

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- 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 youth⁹ in these programs could graduate to career-track positions as work foremen -- thus increasing the net job creation of the programs.

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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.

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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.

3-4 pm at Lader

DRAFT

Outlines of an Employment-based Approach

A crime prevention strategy aimed at high-poverty communities should include two components—one aimed at raising the aspirations and educational attainment of children and youth growing up in poor neighborhoods, and a second aimed at increasing employment opportunities of at-risk youth in these neighborhoods who agree to "play by the rules". The employment component should be aimed at increasing employment rates in inner-city neighborhoods to the point that working becomes the norm and peer pressure operates in the direction of encouraging work. Experience with the Job Corps suggest that a significant change in the environment of disadvantaged youths — including broadening their education and employment opportunities — can have a positive effect on earnings and can reduce violent crime.

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

In an inner-city neighborhood of 25,000 people, there are roughly 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. Raising the employment rate by a considerable margin would require a combination of programs—some paid for by grant funds and some required as matching commitments to receive the grants. Such an employment program could be the main component of a comprehensive youth development approach.

The following program design is consistent with grants of about \$10 million per year per site. A rough ballpark figure is that this grant level could lead to the creation of 1,000 new job slots for residents of the targeted neighborhoods, raising the overall youth employment rate by about 30 percentage points. At-risk males would be most affected by the program, both because they currently face the worst labor market conditions and by the nature of the jobs created.

I. 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 non-high school graduates, program participation would be contingent upon making progress towards a GED or staying in school [ramifications need to be thought through; should it be an absolute requirement?].

II. 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. But 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. Young adults ages 18-25 could be the target population for the employment program--as these are key ages when individuals should be entering work careers and starting families, and are also key ages for males to be involved in crime. Complementary programs could be aimed at young adults in their late 20s and at providing summer jobs to youth under 18.

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:

- Public service positions that include youth conservation and service corps slots and YouthBuild slots. Such programs typically cost around \$15,000 per slot. Some youth in these programs could graduate to career-track positions as work foremen--thus increasing the net job creation of the programs.
- Public work experience slots created in occupations with large projected job growth. The idea would be to provide work experience in these occupations, 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.
- Private sector slots that include ongoing on-the-job training slots for persons living in the target area. 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.

Proposals would also be judged according to the strength of their mentoring and microenterprise approaches would be used.

- Linkages could include the employment service committing to establishing a

satellite office in the target neighborhood and to working with the area transit authority to establish mini-bus links to suburban jobs. Finally, Job Corps funding might also be leveraged.

- 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; the transportation link would create 200 jobs; and Job Corps funding would be leveraged for 50 jobs.

III. Matching Commitments

As a condition of receiving grant funds, cities will be required to make a number of matching commitments aimed to ensure that necessary resources are leveraged and coordinated.

- Local governments would be required to 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.
- 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).
- The program would be linked to other relevant programs that exist in the locality, including school-to-work and empowerment zones.

IV. 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). A \$1 billion allocation would fund 20 sites for five years at this same allocation level. A larger allocation would also permit testing different permutations of the model--such as putting

more funds in particular sites, expanding the target population by providing more direct employment funding for 14-17 year olds or for 26 to 30 year olds. With either the smaller or larger allocation, we would include evaluation and technical assistance components--which combined would use about 5 percent of the total funding each year.

Furthermore, the larger allocation level could allow for more funding of features of a youth development strategy that are complementary to the employment strategy.

It bears noting that even the higher allocation level would serve less than 5 percent of all high poverty urban neighborhoods.

**THE CHILDREN'S DEFENSE FUND
25 E STREET, NW
WASHINGTON, D.C. 20001
202/628-8787**

TO: Bruce Reed

FAX #: 456-7028

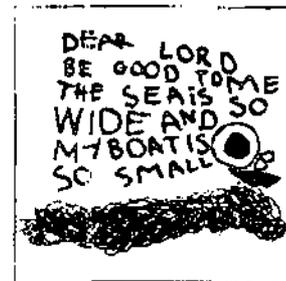
FROM: Kathy Glover

DATE: 3-2-94

NUMBER OF PAGES INCLUDING COVER: 8

IF ANY PROBLEM WITH TRANSMISSION, PLEASE CALL: 202-662-3504

COMMENTS:



Children's Defense Fund

March 2, 1994

Mr. Bruce Reed
Deputy Assistant to the
President for Domestic Policy
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C. 20500

Dear Bruce:

I am glad we had the opportunity to talk last week about the crime bill and about welfare. Enclosed is a memo I'm circulating in various places about the crime bill issues. I was very encouraged that you indicated that the President remains committed to the assault weapons ban and that you see no reason that the White House will not publicly support the Ounce of Prevention provisions. I hope you can find some way for the President to signal this support publicly and soon, in order to sustain our momentum on these crucial prevention pieces.

As to welfare, we continue to be concerned about issues of financing, the structure of the WORK program, and the preservation of an effective safety net. We will be back in touch on these issues.

Ans ~ JRS

Sincerely,

Marian Wright Edelman

March 1, 1994

To: **Mack McLarty, Carol Rasco, Bruce Reed,
George Stephanopoulos & David Gergen**

From: **Marian Wright Edelman**

Re: **Crime Bill Provisions that Affect Children**



A crime bill in some form is almost certain to become law in 1994. It is essential that the Administration actively support the measures that provide prevention services for youths and that build on growing momentum in favor of stricter gun control. This memorandum outlines how we believe the Administration should respond to those provisions in the Senate bill that particularly affect children -- positively and negatively.

Children would benefit most from:

- ◆ **Two Ounce of Prevention provisions, which in the aggregate would provide \$900 million dollars over five years for after-school and summer programs and for Olympic youth development programs; and**
- ◆ **The provisions that ban many assault weapons and expand ATF's jurisdiction over federal firearms licenses.**

I am pleased that the President has spoken out clearly for the assault weapons ban and hope he will do the same for the Ounce of Prevention provisions. Other positive steps would include taking some boot camp money and using it for jobs and for Job Corps-type programs, and allocating some Trust Fund monies to summer Head Start.

Children would be harmed most by:

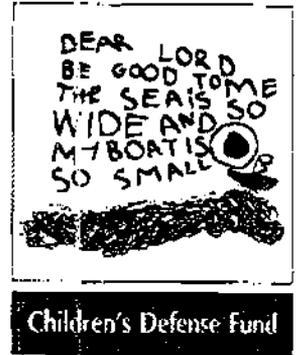
- ◆ **The provision that requires juveniles over age 12 to be tried as adults for certain federal crimes;**
- ◆ **The exemption from the Juvenile Justice and Delinquency Prevention Act mandate -- regarding conditions of confinement -- contained in the provision funding secure facilities for juvenile offenders; and**
- ◆ **The provision that makes a juvenile's possession of a handgun or handgun ammunition a federal crime.**

I would hope that, in addition to working to ensure that the Ounce of Prevention and gun control provisions are included in the final crime bill, the Administration also could work to diminish the unduly harsh effects of the three preceding provisions. Attached is a longer memorandum with a more detailed analysis of these provisions.

We must ensure that our children have safe and positive alternatives to the streets, and hopes of a better future with a job. Please let me know if I can supply any further material.

25 E Street, NW
Washington, DC 20001
Telephone 202 628 8787
Fax 202 662 3510

**SENATE CRIME BILL PROVISIONS
AFFECTING CHILDREN**



I. Positive Provisions for Children'

The Senate's crime bill includes two very significant prevention provisions. The first, sponsored by Senator Dodd, creates the "Ounce of Prevention Council" and provides \$75 million for each of five years" for community-based, after-school and summer programs for children. The second, co-sponsored by Senators Domenici, Danforth, Dodd, Kennedy, Stevens, Bradley, and Wellstone, authorizes additional funds to be administered by the Ounce of Prevention Council for after-school and summer programs (\$100 million for each of four years) and for Olympic youth sports programs targeted for children in high risk communities (\$50 million in the first year and \$25 million for each of three subsequent years). Both Ounce of Prevention provisions are to be funded through the Violent Crime Reduction Trust Fund created by Senator Byrd's amendment.

Such comprehensive prevention programs are exactly what our

"This memorandum does not address some of the other issues about which concerns have been expressed, including the proliferation of capital crimes and federal mandatory minimum sentences; the imposition of mandatory minimum sentencing schemes on the states through the regional prison requirements; and the federalization of a variety of other traditionally state crimes.

"The provision is slightly ambiguous about the annual nature of the funding. This will have to be clarified in conference.

children, their families, and their communities need to help turn the tide on violent crime. In the Newsweek/CDF poll of children and their parents published on November 18, 1993, when asked the one best way to keep children in their community safe from violent crime, the highest percentage of parents called for more after-school programs. These programs provide children with the critical ingredients of good, solid futures -- positive alternatives, skills, hope, and a safe place to be children.

Especially given the crime bill's otherwise near exclusive focus on interventive and punitive measures aimed at individuals already in the criminal justice system, it is crucial that these prevention provisions be included in the final version of the crime bill. It is equally essential that ~~in place~~ to

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This paragraph has been changed & Jim reviewed & said fine.

... passage before the conference. To this end, I have testified, along with many other

witnesses, in support of these provisions at two hearings held by Representative Schumer's subcommittee. Regardless of where in the House process the bill is at the time of conference, the Ounce of Prevention provisions should be included in the conference bill. The Administration's support for these provisions will help this greatly.

II. Harmful Provisions for Children

There are three provisions in the Senate crime bill that are likely to have a particularly harsh and inappropriate effect on children. The first provision that will be particularly harmful to children is the Senate's requirement that juveniles over the age of 12 be tried as adults if charged with certain federal crimes. By stripping the attorney general of the discretion whether to move to transfer the juvenile, and by stripping judges of the decision-making authority, this provision vitiates the general principle of the Juvenile Delinquency Act that maturity levels vary greatly among juveniles and attention to the particular maturity level and needs of each juvenile should be taken into account when determining whether the interests of justice are served by trying that juvenile as an adult. Automatically to hold 13-year-olds as responsible for their actions as adults undercuts many of our nation's concepts about child development and the differences between children and adults. (If we were to suggest that 13-year-olds were sufficiently mature to be employed in the prison and police jobs

this bill creates, that would be considered laughable. It is strangely anomalous, then, to say that every 13-year-old is sufficiently mature to be tried as an adult.)

The second provision that will have a particularly negative effect on children is the exemption from the Juvenile Justice and Delinquency Prevention Act mandate that requires that juvenile delinquents be detained in such a way as to have no regular contact with adult inmates. That exemption is contained in the provision authorizing \$500 million for secure juvenile facilities. Such contact with adult prisoners would only undermine the potential for rehabilitating juvenile offenders and increase the likelihood of recidivism.

Third, the Youth Handgun Safety Act provisions of the Senate bill make a federal crime the possession of a handgun or handgun ammunition by a juvenile. This creates a federal status offense that could place thousands of youths in jail. (We support the companion provision, which prohibits the transfer of a handgun or handgun ammunition to a juvenile.)

While we believe it is critically important to keep guns out of the hands of children, the federal system is ill-prepared to deal with such an influx of juveniles. Moreover, under the penalty structure of this provision (up to one year in jail or a fine or both for non-first time juvenile offenders), thousands of children could end up with federal criminal records. Such records undermine the already limited educational and employment prospects available to our children. Moreover, while the

Juvenile Justice and Delinquency Prevention Act, 42 U.S.C. § 5633(a)(12)(A), generally prohibits the confinement of status offenders in secure facilities, this provision amends that act so as to allow such confinement for juveniles convicted of possessing a handgun. This is a sure way to exacerbate many of the underlying problems that lead juveniles to possess handguns in the first place.

POSSIBLE WAYS TO ADD MONEY FOR JOB OPPORTUNITIES

NOTE: The Congressional Black Caucus has called for \$2 billion for economic and community development programs to be included in the Crime Bill.

- 1. Increase the authorization for the Community Economic Partnership Program to \$1 billion (\$250 million over 4 years).**

The Congressional Black Caucus strongly supports this provision, and has complained that it is not adequately funded.

- 2. Carve out the money for another program(s). The Caucus has not yet formulated a list of other initiatives it endorses other than the Community Economic Partnership Program. Some possibilities include the type of programs Congresswoman Maxine Waters has suggested:**

- * Grants to states to provide jobs repairing/renovating community facilities (bridges, streets, playgrounds) for the unemployed who have made good faith attempts to find work for 15 weeks.**
- * Grants to create summer jobs for kids.**
- * Grants to impoverished communities to provide young adults with education and job training.**

Potential Commerce Crime Bill Initiatives

Date: March 1, 1994

Introduction

The Administration is considering a \$300 million demonstration program in the Crime bill for preventative measures for at-risk youth in designated areas. The Department of Labor is seeking some of the funding for job training and job creation initiatives. The NEC and DFC seem interested in types of prevention action that the Administration could undertake to spur business activity in high crime areas.

Discussion

One area where the Department of Commerce could assist in the crime initiative of the Administration is in crime prevention. Through the Economic Development Administration and the Minority Business Development Administration, Commerce could work in conjunction with the Justice Department to help strengthen and expand the business community in distressed, high crime areas. An expanded and strengthened business community would lead to more employment for at-risk youth in high crime areas. According to the Joint Center for Political and Economic Studies, many not-for-profit housing and social service organizations have concluded that affordable business and economic investment options must be made available in distressed communities in order to provide alternatives to crime and gang violence.

We would propose a two-pronged approach. First, the federal government would partner with local businesses to create a business climate in targeted high crime neighborhoods for business retention and development. Second, the federal government would work to enhance at-risk youths access to employment and business opportunities in high crime areas.

Creating a Business Climate In Targeted Neighborhoods for Business Retention and Expansion

1. Expand the Crime Insurance Program

The federal government operates a crime insurance program. According to the FY 1995 budget, the program is slated for extinction at the end of FY 1995. The program was slated for extinction repeatedly throughout the 1980's. It has significant support from Senators Monihan, D'Amato and Congressman Schumer in New York as well as Senator Simon, and the Chicago delegation. Key Congressional representatives are likely to continue to push for the operation of the program.

Federal crime insurance began in 1971 to help in the retention of businesses in the inner cities after the

urban riots of the 1960's. It reached its peak of insured applicants in 1980 at 86,000. It has since declined to 16,700. The reasons for the decline include:

-- active attempts by the Reagan/Bush Administrations to kill the program;

-- successful attempts to prevent expansion into new states and localities;

-- lack of adequate subsidization of premiums for participants

-- development of state programs in a few states;

-- limited appropriations that only covered program deficits, but did not allow for new policies to be written.

In the Crime bill we could seek funding of \$50 million or so that would be used to:

-- build up the assets of the Insurance Fund which would restore solvency and allow for new policies to be underwritten;

-- expand the program to allow larger businesses located in high crime areas that are expanding business activity to participate in the program;

-- engage in risk sharing with states and localities that have crime insurance programs so that their programs can expand;

-- make rates more affordable for participating businesses;

-- market the program through cities and community based organizations as well as insurance agents; the program currently is marketed only through insurance agents and in many of the high crime areas there are no insurance agents operating.

2. Provide Funding for Crime Prevention Activities undertaken by Business Owners

As the bill provides for funding of 100,000 police officers to assist local jurisdictions in fighting crime, perhaps we should provide a pool of funds for local businesses to receive low interest loans or grants for security measures including alarm system upgrades, security guard employment and other crime preventative measures.

3. Provide Revolving Loan Funds for Capital for Business Expansion

Make capital available for businesses in high crime areas who seek to expand business activity in the area and increase employment opportunities for residents. Many businesses seeking to expand in high crime distressed areas have a difficult time obtaining bank assistance and are forced to relocate or expand elsewhere. The goal of this initiative is to provide funding to remedy the market failure.

Expanding Youth Access to Employment

1. Establishing micro-loan funds for new start-ups in distressed areas. Certification or participation of existing not-for-profit institutions in the affected areas is key. e.g. Eisenhower Foundation program and the Around the Corner to the World (ACW) community-based organization began a weatherization and home repair business in Adams Morgan, Washington that employs high-risk youths and ex-offenders.
2. Establishing as a condition for businesses receiving federal assistance under the crime initiative that they engage in community hiring of at-risk youth.

YOUTH OPPORTUNITY AND RESPONSIBILITY INITIATIVE

1. Youth Opportunity and Responsibility Act of 1994 -- 300 million

-- \$300 million over 5 years for targeted demonstrations of employment and training programs in 5-10 high-crime areas. blablaba on responsibility. authorized to DOJ.

2. Community Youth Service Grants -- 400 million

3. Gang Resistance Education and Training -- 200 million

EXECUTIVE OFFICE OF THE PRESIDENT

15-Mar-1994 08:37pm

TO: (See Below)

FROM: Christopher F. Edley, Jr
Office of Mgmt and Budget, EG

SUBJECT: DOL & Crime Bill

Here's what I have done tonight.

After speaking with Klain and Andy Foies at DOJ yesterday, and after getting Belle Sawhill's agreement on the substance of the youth employment initiative, I gave Kitty a green light to work with Ed & Labor to generate a letter waiving Ed & Labor jurisdiction. Klain has alleged that Brooks will, if he receives such a letter, add the YES program in markup.

Kitty called early evening furious because DOL staff were told by Ed & Labor staff that E&L staff have been negotiating on prevention items all week with Judiciary staff, and that DOL is now pressing this new program at the 11th hour -- "too late." Kitty called, (1) angry that because the WH and DOJ had boxed Labor out of the lobbying, we are at risk of losing a half billion dollars for poor kids (she has a point, in my view), and (2) DOL feels that it can't tell who is in charge.

I conferenced in Andy Foies to talk it through, and ended the conversation by instructing each of them to have their cabinet officers send letters to the chairs and ranking members of both committees. The letters, which I cleared at 8:30 p.m., are very similar, have been agreed to by each of the two departments, and will go out tonight or first thing Wednesday morning.

There remains the problem of ensuring that Synar or someone offers the amendment, that Ford sends the waiver letter, and that Brooks accepts the amendment. But that is for tomorrow.

I strongly suggest that SOMEONE on the White House staff focus on relationship repair at the earliest possible time.

Thanks.

Distribution:

TO: Bruce N. Reed



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: 3/14/94

TO: Joe Corda FAX: _____

VOICE: _____

FROM: Grace Mastella 202) 514-4606

FAX: (202) 514-8639

Total Pages (excluding this cover): 12

Additional Message:

This is a unmarked Draft.

DRAFT of 1:00 3/14/94

**TITLE ___ - YOUTH EMPLOYMENT AND SKILLS FOR CRIME
PREVENTION PROGRAM**

SECTION 101. STATEMENT OF PURPOSE;

(a) **PURPOSE.**--The purpose of this title is to reduce crime in neighborhoods with high incidences of crime and poverty through intensive programs that provide employment opportunities for young adults in those neighborhoods.

(b) **DEFINITION.**--As used in this title, "high crime area" means an area with severe crime problems, including a high incidence of violent crime or drug trafficking.

SEC. 102. PROGRAM AUTHORIZED.

The Secretary of Labor in conjunction with the Attorney General, and Secretary of Housing and Urban Development, and in consultation with appropriate other federal officials, may make grants to local governments to fund targeted youth employment demonstration projects to help reduce crime in areas as defined in section 103.

SEC. 103. PROGRAM TARGET AREA.

The target area or areas of each grant shall be a neighborhoods which are high crime areas with poverty rates of 30 percent or higher, as determined by the U.S. Bureau of the Census.

SEC. 104. PARTICIPANTS.

(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 Secretaries of Labor and Housing and Urban Development [hereinafter Secretaries], young adults up to age 30 and youth age 14 to 15 may be eligible to participate; and

(2) RESIDENCY.— Any young adult residing in the target area or attending school 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, 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;
- (4) in-school young adults remaining in school until graduation.
- (5) requiring young adults ages 16-17 who

have dropped out of school and who have not obtained a General Equivalent Degree to return to school or an alternative education program.

SEC. 105. ALLOWABLE ACTIVITIES.

(a) EXPENDITURE OF FUNDS.— Funds awarded under this title shall be expended only for crime prevention related activities undertaken to carry out the approved application, such as—

(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 and employment of public housing residents;

(5) work experience in private nonprofit organizations and public agencies;

(6) entrepreneurial and microenterprise development;

(7) crime prevention and security measures for profit and not-for-profit businesses employing substantial numbers of youth from high crime areas

(8) transportation links to jobs in the

labor market area;

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

(10) job placement and related case management and follow up services.

(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.

(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, with the timely review and comment of the Governor, shall apply to the Secretary of Labor 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, increased employment, 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 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 prevention initiatives;

(5) specify how the public and private sectors will work together to assist youth and 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 youth and young adults will be expanded by mentors and other programs; and

(8) such other information as the Attorney General may require.

(b) COORDINATION WITH OTHER FEDERAL PROGRAMS.—

The application will demonstrate that the proposed Youth Employment and Skills Crime Prevention program shall 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 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; and

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

(D) develop apprenticeship programs with unions that provide matching funds to create training 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,

(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 educational agency 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 Secretaries shall give priority to applications that:

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

(b) target areas that include public and assisted housing projects; and

(c) demonstrate evidence of severe social and economics problems.

SEC. 108. GRANT AMOUNT, DURATION AND NUMBER.

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

(b) NUMBER OF GRANTS.— There shall be no more than twelve grants awarded under this title.

SEC. 109. FEDERAL RESPONSIBILITIES.

(a) IN GENERAL.— The Secretary of Labor 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 title.

(b) EVALUATION.— The Secretary of Labor in conjunction with the Attorney General and Secretary of Housing and Urban Development shall conduct a national evaluation of Youth Employment and Skills Crime Prevention 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 Secretary of Labor in conjunction with the Attorney General and the Secretary of Housing and Development may provide appropriate technical assistance to carry out Youth Employment and Skills Crime Prevention programs under this title.

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

SEC. 110. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION.— There are authorized to be appropriated to the Secretary of Labor \$75 million for fiscal year 1995, \$100 million for fiscal year 1996, \$110 million for fiscal year 1997, \$115 million for fiscal year 1998, and \$125 million for fiscal year 1999 to carry out this title.

(b) AVAILABILITY OF FUNDS.— Funds appropriated pursuant to this section are authorized to remain available for obligation until expended.

(c) EVALUATIONS AND TECHNICAL ASSISTANCE.— Of the amounts appropriated under subsection (a) for a fiscal year, the Secretary of Labor in conjunction with the Attorney General and 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.

SEC. 111. SANCTIONS.

The Secretary of Labor 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 Secretary of Labor in consultation with the Attorney General and Secretary of Housing and Urban Development determines that the recipient has failed to meet the requirements of this title, or any regulations or guidelines under this title, or any approved application submitted pursuant to this title.

SEC. 112. LABOR STANDARDS.

Labor Standards under the Job Training Partnership Act 29 U.S.C. 1553 shall apply to programs under this title.

SEC. 113. REGULATIONS OR GUIDELINES.

The Secretary of Labor in consultation with the Attorney General and Secretary of Housing and Urban Development shall issue such regulations or guidelines as may be necessary to carry out the purposes of this title.

SEC. 114. WAIVERS.

The Secretary of Labor in conjunction with the Attorney General and Secretary of Housing and Urban Development may prescribe regulations or guidelines that establish criteria for waiver of application requirements of programs under this title to the extent that they duplicate or conflict with the requirements specified in similar laws.

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 Secretaries are authorized, in carrying out this title, to accept, purchase, or lease in the name of the Department of

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Youth Employment and Skills: Say YES to Jobs

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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."

The number of young people in poor communities who work has gone down. The number of young people in trouble with the law has increased sharply.

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.

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.