

Performance and Planning Assessment of the Youth Apprenticeship Program

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Prepared by:
Abt Associates Inc.
Gretchen Locke
JoAnn Jastrzab
Donna DeMarco
Christian Holm

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FOREWORD

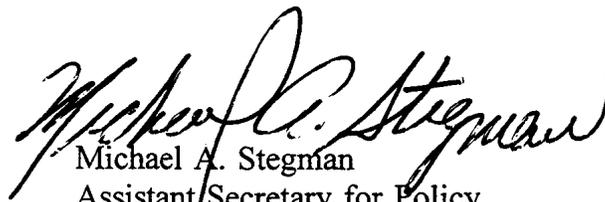
The federal government's public housing program was initiated in the late 1930s and targeted largely to low-income working families. Over the years, a change in national housing priorities, family structure, and economic opportunities led to a shift in the number of employed public housing residents. Now, the vast majority of families living in public housing are extremely poor and unemployed or employed in low-wage jobs.

The Department of Housing and Urban Development (HUD) and the Congress recognize that this shift in demographics has resulted in economic isolation for many public housing residents. They have neither the skills for good paying jobs nor the personal contacts necessary to obtain the jobs even if they acquire the skills. In response to this problem, HUD and Congress are experimenting with a number of programs to promote employment for public housing residents. Among these initiatives are Section 3, Step-Up, Youthbuild, and the Youth Apprenticeship Program (YAP).

This report, the "Performance and Planning Assessment of the Youth Apprenticeship Program," explores the start-up of the YAP initiative in the eight public housing agencies (PHAs) that have received YAP grants. The goal of YAP is to be an all-in-one job linkage program, in which residents learn how to be employed, receive skills training, and get job experience and additional training through a 30 month apprenticeship.

YAP is a complicated initiative that requires the agreement and commitment of several partners to be successful. The YAP program requires that each PHA form partnerships with a Youth Corps, labor unions, and an organization of employers who will provide jobs for apprentices. This report explores the agreements and relationships between the partner organizations and the implementation in the first two years of the program.

In addition to this report, the Office of Policy Development and Research has developed software to track the progress of young people participating in the program. HUD will use the data collected about the participants to do a final evaluation on the effectiveness of the program in approximately three years.



Michael A. Stegman
Assistant Secretary for Policy
Development and Research

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The study also depended on the cooperation, assistance and goodwill of PHA and youth corps administrators and staff, YAP participants, and representatives of a variety of agencies and organizations affiliated with the program in the eight communities in the study. We thank all of you for your contributions of time and information about the planning and implementation of YAP. We also acknowledge the valuable input received from representatives of national organizations involved in YAP: *Kathleen Selz* of the National Association of Service and Conservation Corps; *Paul Greenberg*, legal advisor to the Laborers International Union of North America; and *Ed Gorman* of the United Brotherhood of Carpenters.

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EXECUTIVE SUMMARY

This report presents Abt Associates' Performance and Planning Assessment of the Department of Housing and Urban Development's (HUD) Youth Apprenticeship Program (YAP). The goal of YAP is to provide youth corps and joint labor-management supported training, apprenticeship, and employment to young residents (age 16 to 30) of public and subsidized housing. Roughly 500 to 600 young people are projected to participate in YAP over the five-year grant period; it is anticipated that approximately 300 will successfully complete the pre-employment training and enter an apprenticeship.

In March 1995, HUD awarded grants of \$1.178 million to \$1.5 million to eight public housing authorities (PHAs)¹ that had previously received grants under HUD's HOPE VI initiative. HOPE VI was created for the purpose of revitalizing severely distressed or obsolete public housing developments. In announcing YAP, HUD indicated it expected the initiative would demonstrate the importance of job training and assured employment to local neighborhood revitalization. Abt Associates staff conducted two- to three-day site visits to the YAP sites in November and December 1995, roughly nine months following grant awards, to document the planning and early implementation of the local programs. The text of this report presents a cross-site description and assessment of the programs' experience, and Appendix A presents site profiles of each program.

In each site, HUD required that an agreement be executed among the PHA and a minimum of three other partner organizations to operate YAP. The partner organizations include:

- A *youth corps* to operate an initial, pre-employment component of the program in which participants develop basic job skills while providing paid community service,
- A *local labor organization* to facilitate participants' entry into apprenticeships, and
- A *multi-employer organization* to provide "assured" employment of apprentices for a minimum of 30 months.

1. The eight PHAs are: the Housing Authority of the City of Atlanta, the Housing Authority of Baltimore City, the Cuyahoga Metropolitan Housing Authority (Cleveland), the Housing Authority of the City of Los Angeles, the Housing Authority of the City of Milwaukee, the Philadelphia Housing Authority, the San Francisco Housing Authority, and the Seattle Housing Authority.

HUD also required the involvement of *public housing residents* in the development of the grant application and program design.

HUD's requirements for the local programs, in particular the involvement of multiple partner organizations, significantly influenced the planning and implementation of YAP at the local level. In theory, each partner had something to gain from the YAP initiative:

- PHAs saw YAP as a relatively rare HUD-funded opportunity to provide skills training and employment opportunities for public housing residents; in addition, YAP represented additional resources to assist families living in the severely distressed HOPE VI communities;
- For youth corps, YAP potentially represented an opportunity to secure comparatively good paying jobs with career opportunities for corpsmembers. YAP was also a source of funding to expand enrollment and service opportunities within public housing developments;
- Labor unions were interested in increasing minority and female recruitment and employers were anxious to improve their chances to bid successfully on HOPE VI and other PHA modernization projects.

The local partners were generally able to identify each other fairly quickly and agree to submit a grant proposal. Often, at least some of the partners had some history of working together, which facilitated the formation of partnerships. Several partnerships expanded to include community-based organizations to provide specific services. However, the development of grant proposals and (more significantly) the negotiation of final agreements following grant award proved challenging in some sites. Program start-up was significantly delayed in all but three sites (Milwaukee, Cleveland, and Baltimore), and at the time of the Abt site visits, only four of the eight sites had enrolled participants in the initial youth corps component. The remaining sites were still negotiating final agreements regarding program design and partner roles and responsibilities. The partners' experiences with the planning process typically mirrored their prior working relationships. In sites where the partners had some positive history of working together, planning and proposal development went smoothly. In sites where the partners had no history of collaboration, or where past interactions had been problematic, the YAP planning process was more difficult.

Each local program developed distinctive administrative structures, eligibility guidelines, and program designs tailored to the goals of the local partnerships. The following are some of the key issues the sites faced in developing their YAP strategies and implementing the program.

DETERMINING PARTNER ROLES AND RESPONSIBILITIES

The PHAs' roles in local YAPs range from simply providing administrative oversight and grant management to more active involvement in participant recruitment and tracking. The PHAs in four sites hired (or will hire) YAP coordinators for their HOPE VI staffs and one PHA assigned responsibility for YAP to a member of the agency's Resident Initiatives Department. Baltimore's PHA will serve as the employer for participants who will join the agency's maintenance department upon successful completion of the youth corps component.

Youth corps provide 6- to 18-month youth corps components, including paid community service, academic coursework, and life skills training. Each will hire crew chiefs to work with YAP participants.

Unions will provide pre-apprenticeship training in five of the eight sites and will be responsible for coordinating apprenticeship opportunities for successful graduates of the youth corps component. Four local YAP initiatives are affiliated with the Laborers' International Union of North America (LIUNA); one is affiliated with the American Federation of State, County and Municipal Employees (AFSCME); and three are associated with multiple construction unions. In four sites, the unions will hire YAP coordinators to oversee the apprenticeship component and provide support for YAP participants as they enter employment.

Partners other than those required by the YAP design will provide key program services in several sites. In Philadelphia, a nonprofit organization with three full-time staff was established specifically to administer the local apprenticeship program. Local organizations in other sites may provide recruitment assistance and/or academic assessments, case management, and referrals for child care and other services to YAP participants.

Employment commitments specific to YAP have been obtained in just two sites: Baltimore, where the PHA agreed to serve as the employer; and Milwaukee, where the local Associated General Contractors organization agreed to guarantee employment for 10 YAP apprentices per year for three years. The remaining sites will rely on the PHA's Section 3 requirements as incentives to local contractors to hire YAP participants. According to local labor and employer representatives interviewed for this study, unless the PHAs provide assurances that contractors hiring YAP participants will be favored in awarding contracts, the contractors are wary of making any commitments to "guaranteed employment." *Employment commitments were, by far, the union and employer respondents' most significant concern about YAP design and implementation.*

DEFINING ELIGIBILITY AND SELECTING PARTICIPANTS

Age targeting. The age group targeted by YAP (age 16 to 30) represents a wider age range than typically served by youth corps, whose participants are usually not older than 25. Four YAP partnerships (Baltimore, Philadelphia, San Francisco, and Seattle) elected to extend the local corps' traditional upper age limit. Staff from Baltimore and Philadelphia (the only two of these four sites that are currently operational) reported they had good experiences with the

older participants, who were generally more serious and mature than their younger counterparts. The remaining sites chose to limit eligibility to the age range traditionally served by the local youth corps because youth corps staff felt they could best serve this group. Residents in all sites advocated the expanded age range, and were disappointed with some partnerships' decisions to limit eligibility to younger applicants.

Geographic targeting.² Seven sites elected to target YAP recruitment to current and/or former residents of the PHA's HOPE VI community. Often the rationale was that residents in these distressed developments needed employment and training opportunities the most. Residents often had strong views on this, advocating during the planning process that YAP's resources benefit the residents of the HOPE VI communities. The remaining site targets residents of public housing but does not require public housing residency.

Attracting applicants. Three of the four operational programs had difficulty attracting sufficient numbers of applicants to the program. Difficulties were attributed to residents' concerns that employment in the construction trades would be "dirty and dangerous" (especially for women, who make up the majority of public housing residents in this age group), lack of familiarity with youth corps (which in most of these sites have not historically enrolled many public housing residents), and a more general wariness of government programs. Reliance on ongoing or rolling recruitment and enrollment cycles was one strategy for attracting more applicants; another was to have corps and union members (particularly women) serve as role models and provide information to prospective participants.

Selecting participants. Youth corps staff play a key role in selection decisions, but typically representatives of the partner organizations are also involved.

IMPLEMENTING THE YOUTH CORPS COMPONENT

Program activities. Participants spend full-time in program activities. From 36 to 80 percent of their time is spent working on service projects which may include landscaping, community clean-up, housing renovation, sidewalk repairs, or home weatherization. The remainder of the participants' time is spent in educational activities and life skills training.

Stipends and benefits. Participants receive a stipend of \$4.25 to \$6.00 per hour to start. Most sites also have some provisions for child care for participants and some provide transportation assistance. Several corps increased the YAP stipend beyond what their other corps members receive because residents (and in some cases unions) argued that residents needed a larger stipend to adequately cover their expenses.

2. The YAP Notice of Funding Availability (NOFA) required that participants be residents of public or assisted housing in the HOPE VI community. Up to half the participants may be persons already enrolled in the youth corps, provided they are public or assisted housing residents.

Participant characteristics. Participant tracking data submitted by the four operational sites³ indicate that all of the 72 participants enrolled so far are African-American; two-thirds of the participants are male and one-third are female. The mean age at enrollment for men was 22 and for women was 24. Three-quarters of the females are heads of household, but only 15 percent of the males are heads of household. Roughly half the participants have children living with them. The participants had low personal incomes (35 percent reported no personal income in the previous year) and reliance on public assistance is common. Lack of training or skills and/or lack of a GED or high school diploma were the most common employment barriers participants were reported to face; 43 percent of the participants were reported to face one or both of these barriers.

Participant satisfaction. Participants interviewed during the site visits were generally satisfied with their youth corps experiences so far. They had been attracted to the program by the opportunities to further their educations and to obtain employment. Preliminary retention rates appear promising. One problem identified by staff and participants alike had to do with treatment of the YAP stipend by local welfare offices. In three sites, participant stipends were treated as wage income and AFDC benefits were reduced.

TRANSITION TO THE APPRENTICESHIP

Pre-apprenticeship training. Four programs will provide two weeks pre-apprenticeship training at a training center affiliated with the Laborers' International Union of North America and one site will provide pre-apprenticeship training during the last five weeks of the youth corps component. In the remaining programs, participants who successfully complete the youth corps will enter directly into the apprenticeship.

Post-training apprenticeship. In several sites, the process for ensuring employment for YAP apprentices has not been well-defined. Factors that may influence the ability of local YAP partnerships to secure employment for their participants include: the health of the local construction industry, Section 3 enforcement and other procurement issues, HOPE VI implementation (for one site which is relying on HOPE VI construction projects to provide employment opportunities for participants), and PHA operating subsidy levels (for one site where the PHA will hire YAP participants to work in its maintenance department).

Prospects for success. The research for this study was conducted during early program implementation; only four of the eight sites had started program operations. Plans for transitioning participants from the youth corps component into apprenticeships were not clear in over half the sites. Additional research will be needed to understand more fully YAP's implementation process and to assess participant outcomes.

3. Information on the characteristics of YAP participants was provided by ICF, Inc., an independent contractor responsible for implementing the tracking system HUD developed for YAP.

CHAPTER ONE

INTRODUCTION

This report presents Abt Associates' Performance and Planning Assessment of the Department of Housing and Urban Development's Youth Apprenticeship Program (YAP). The overall objective of this study is to document the planning and early implementation process in each of the eight YAP sites. In this initial chapter, we provide an overview of the apprenticeship program, including key design features; we also summarize the status of the initiative in each YAP site and describe the organization of the remainder of the report.

OVERVIEW OF THE YOUTH APPRENTICESHIP PROGRAM

The goal of HUD's Youth Apprenticeship Program (YAP) is to provide disadvantaged young people with youth corps and joint labor-management supported training, apprenticeship and employment. YAP provides funding to eight public housing authorities (PHAs) that previously received grants under HUD's HOPE VI program. The overall HOPE VI initiative was created for the purpose of revitalizing severely distressed or obsolete public housing developments. Major activities under HOPE VI include funding of capital costs of major reconstruction, rehabilitation, and other physical improvements; provision of replacement housing; management improvements; planning and technical assistance; and the implementation of community service programs and supportive services. A total of 26 implementation grants were awarded to PHAs in FYs 1993 and 1994 under the HOPE VI program.

The majority of the funds allocated by HUD are for "bricks and mortar" types of activities; in contrast, YAP focuses on the provision of resident training and employment. In this sense, it follows in the series of HUD's initiatives designed to promote the self-sufficiency of public and assisted housing residents. That series includes the Family Self-Sufficiency Program and Operation Bootstrap. Other recent HUD initiatives have also created mechanisms for providing educational and employment skills for young public housing residents; examples include:

The *Step-Up designation* was created by HUD to allow PHAs to use funds from other programs (such as modernization or drug elimination grants) to provide two to three months of pre-employment training and year-long, on-the-job-training experience at a rate of pay less than the prevailing wage.

The *Youthbuild initiative* adapts YouthBuild USA's national model for youth education and training.¹ HUD provides funds to programs targeting 16 to 24 year-old public housing residents who have dropped out of school.² The purposes of the program are to provide education and employment skills, to promote leadership, to build a commitment to community development, and to expand the supply of affordable housing. Program participants spend half of their time in on-site training in housing construction and rehabilitation and the remainder in classroom educational activities.

HUD's Apprenticeship Demonstration Program in the Construction Trades and Public Housing Operations (ADP) targets HOPE VI eligible housing authorities³ that entered partnerships with the Laborers' International Union of North America, the United Brotherhood of Carpenters, and the American Federation of State, County, and Municipal Employees to provide skills, training, and employment opportunities leading to self-sufficiency. Program participants must be public housing residents and meet Youthbuild's targeting criteria and typically enroll for 6 to 24 months. Like Youthbuild, participants spend 50 percent of their time in educational services and activities.

In announcing YAP, HUD indicated it expected the initiative would demonstrate the importance of job training and assured employment to local neighborhood revitalization.

Funded under the Departments of Veterans' Affairs and Housing and Urban Development, and the Independent Agencies Appropriation Act for 1994, YAP provides grants ranging between \$1.178 and \$1.5 million for training, apprenticeship, and employment of youth (age 16 to 30) living in qualified public and assisted housing in, or near, HOPE VI sites. In each site, HUD required that an agreement be executed among the PHA and a minimum of three other partner organizations to operate the YAP.

1. The YouthBuild program design was developed in New York City in the late 1970s and later replicated across the country by YouthBuild USA, a national organization based in Somerville, Massachusetts. YouthBuild USA has established program standards for the program's key program elements: community service (typically building or rehabilitating affordable housing or community facilities for homeless or low-income people, or building commercial facilities to enhance the local community's economy), skills training, education, employment preparation and job placement, and personal and leadership development. As of January 1996, there were 54 YouthBuild USA "affiliates" (indicating that the program design has been approved by YouthBuild USA). In 1992, HUD began funding local programs using the YouthBuild model, although HUD does not require that the programs it funds be YouthBuild USA affiliates. Roughly 90 programs have been funded by HUD. Not all YouthBuild USA-affiliated programs receive HUD funding, and not all HUD-funded programs are YouthBuild USA affiliates.

2. Up to 25 percent of a grantee's participants may be over age 24 and/or may be high school graduates.

3. 'HOPE VI eligible' PHAs include those agencies already funded under HOPE VI, housing authorities on HUD's Trouble PHA List as of 2/5/95, and/or housing authorities in the 40 most populous US cities.

The partner organizations include:

- A youth corps to operate the initial, pre-employment component of the program in which participants develop basic job skills while providing paid community service,
- A local labor organization to facilitate participants' entry into apprenticeships, and
- A multi-employer organization to provide "assured" employment of apprentices for a minimum of 30 months.

Letters indicating the commitment of the partner organizations to participate in YAP were a requirement of the grant application. HUD also required the involvement of the local resident council, resident management corporation, or other resident organization representatives in the development of the grant application and program design.

In March 1995, HUD awarded grants to eight PHAs for the implementation of YAP. Those PHAs are: the Housing Authority of the City of Atlanta, the Housing Authority of Baltimore City, the Cuyahoga Metropolitan Housing Authority (Cleveland), the Housing Authority of the City of Los Angeles, the Housing Authority of the City of Milwaukee, the Philadelphia Housing Authority, the San Francisco Housing Authority, and the Seattle Housing Authority.

Between 500 and 600 young people are projected to participate in YAP over the five-year grant period. Individuals will begin their participation by entering into "pre-employment training" in a youth corps program. During this component, which lasts a minimum of six months, participants will learn basic employment-related skills, typically working in crews or teams. Following completion of the youth corps component, YAP participants enter the employment component, which is provided through an apprenticeship in collaboration with one or more local unions. In some sites, transition between the youth corps and employment is provided through a pre-apprenticeship component.

As apprentices, participants may learn such skills as construction, repair and renovation related to the physical needs of public housing, for example replacement and repair of equipment and fixtures, vacant unit rehabilitation, removal of toxic substances, and the abatement and in-place management of lead-based paint and dust. Participants would be "assured" employment for 30 months, either as apprentices or full union members. Upon completion of YAP's employment component, participants would have obtained the skills necessary for permanent employment outside the program.

The legislation authorizing YAP was influenced by organizations that subsequently become involved in the program's implementation. The National Association of Service and Conservation Corps (NASCC) and national organizations associated with various construction trades helped both to shape program requirements and to promulgate interest in YAP.

NASCC advocated the requirement that YAP programs rely upon local youth corps for the provision of the initial pre-employment training to program participants. Youth corps are programs that provide education and training to young people, often educationally or economically disadvantaged, in conjunction with the provision of community service. In some ways, corps were a natural choice to provide pre-employment training for YAP. However, not all communities have local youth corps—in particular, NASCC-certified youth corps,⁴ as required by YAP's legislation. Thus, some PHAs were unable to respond to the Notice of Funding Availability (NOFA) for YAP, or would have to plan for the development of a new corps program to be eligible for the grant.

NASCC played an active role in encouraging its members to collaborate with PHAs in developing grant applications for YAP. It convened an advisory meeting for youth corps interested in participating in YAP. Corps were often the source of the initial information PHAs received about the program. NASCC continues to play a role by scheduling regular meetings, or "support groups," of corps participating in YAP.

National organizations representing construction trades recognized the opportunities that would be available under HOPE VI, and encouraged their local affiliates to become involved in YAP in order to increase their access to HUD-sponsored construction work. In some cases, they facilitated access to joint union-management sponsored regional training centers that could be used to prepare YAP participants for apprenticeships. The national organizations were also a resource in helping to negotiate early agreements between selected unions and PHAs.

Perhaps the most notable involvement of the national union organizations in YAP was that of the Laborers' International Union of North America (LIUNA). LIUNA developed a youth apprenticeship model for Philadelphia in collaboration with its local affiliate and the Housing Association of Delaware Valley, a local advocacy group. Unlike the other seven YAP sites which were awarded YAP grants under a competitive procurement, the Philadelphia grant was awarded sole

4. NASCC certification requires that the corps adhere to its "Principles and Practices for High Quality Corps Programs."

source, funded as a demonstration program that included a community consortium in addition to the standard YAP partners.

HUD's requirements for the local programs, in particular the involvement of the partner organizations, significantly influenced the planning and implementation of YAP at the local level. Partnerships, or collaborations, across organizations are typically challenging endeavors, at best, unless each partner perceives that there is an important benefit to be gained from participation. Collaboration on YAP did not always come easily at the local level. As will be discussed later in this report, incentives for partner participation, and previous histories of collaboration across the partner organizations, led YAP to be implemented differently across the eight sites.

The purpose of this report is to document the experiences of the YAPs during the first nine months following grant award. This report is based primarily on information collected during a round of two- to three-day site visits made by Abt staff to the programs during November and December 1995. At that point, most of the YAP sites were still in the early implementation stage. Only four of the eight sites had actually enrolled participants, and those participants were still enrolled in the initial, youth corps component. Due to the reporting schedule, this report focuses primarily on YAP planning and implementation. For the most part, the time frame did not allow for assessment of routine program operations. The implementation status and key features of each of the eight sites are summarized in Exhibit 1.1 at the end of this chapter.

Additional information included in the report about the characteristics of the initial participants was provided by ICF, Inc., an independent contractor responsible for implementing the tracking system HUD developed for YAP.

ORGANIZATION OF THIS REPORT

The remainder of this report is organized as follows: we begin, in Chapter Two, with an overview of the YAP planning process at the local level; Chapter Three describes the administrative structures and partner roles and responsibilities in the local programs. YAP's youth corps component is the focus of Chapter Four, which in Chapter Five is followed by a discussion of the programs' plans for participants' transition to the apprenticeship component. The final chapter summarizes "next steps" and key factors that will influence YAP's success; we also present key findings and recommendations developed from this initial study. Program profiles detailing the planning and implementation process in each of the eight sites are located in Appendix A. A copy of the HUD reporting form for tracking YAP participation is included in Appendix B.

**Exhibit 1.1
KEY PROGRAM FEATURES AND IMPLEMENTATION STATUS**

	Key Program Features and Implementation Status	Expected Enrollment ^a		
		Youth Corps ^b	Pre-Apprenticeship Training ^c	Guaranteed Employment Slots
PHA Grantee (Grant Amount)				
Housing Authority of the City of Atlanta (\$1.178 million)	<p>Partners: Greater Atlanta Community Corps, Laborers' Institute for Training and Education</p> <p>Program design: Six- to twelve-month youth corps phase including some orientation to the trades followed by two weeks of training at LIUNA training center.</p> <p>Implementation status: Enrolled first participants in February 1996.</p>	40 C	40 E	
Housing Authority of Baltimore City (\$1.178 million)	<p>Partners: Civic Works Inc.; American Federation of State, County, and Municipal Employees (AFSCME)</p> <p>Program design: Following a six-month youth corps phase, participants become members of AFSCME and will be hired as maintenance mechanics for the housing authority. Additional formal training will be provided at a community college. Mentoring component will begin during youth corps phase.</p> <p>Implementation status: First participants enrolled in youth corps in July 1995 and entered employment in January 1996.</p>	55 E	N/A	50
Cuyahoga Metropolitan Housing Authority (\$1.178 million)	<p>Partners: Civilian Conservation Corps of Cleveland, Laborers' International, Cleveland Construction Employers Association, Towards Employment Inc., Urban League</p> <p>Program design: Participants will serve for six months in youth corps phase followed by 3 weeks of pre-apprenticeship training provided by Laborers' -AGC Training Fund.</p> <p>Implementation status: First participants enrolled in July 1995 and were entering the pre-apprenticeship training in January 1996.</p>	90 E 60 C	60 E	

Exhibit 1.1 (CONTINUED)
KEY PROGRAM FEATURES AND IMPLEMENTATION STATUS

	Key Program Features and Implementation Status	Expected Enrollment ^a		
		Youth Corps ^b	Pre-Apprenticeship Training ^c	Guaranteed Employment Slots
<p>PHA Grantee (Grant Amount)</p> <p>Housing Authority of the City of Los Angeles (\$1.178 million)</p>	<p>Partners: Los Angeles Conservation Corps; laborers, carpenters, electricians, plumbers, painters unions; Jobs for a Future</p> <p>Program design: Participants will complete a 3½-month orientation curriculum and serve approximately 10 months in the youth corps.</p> <p>Implementation status: Outreach was beginning in January 1996.</p>	<p>100 E 60 C (max)</p>	<p>26 C</p>	
<p>Housing Authority of the City of Milwaukee (\$1.178 million)</p>	<p>Partners: Milwaukee Community Service Corps, Laborers' International, Associated General Contractors.</p> <p>Program design: Participants will serve 6-18 months in the youth corps. Two weeks of pre-apprenticeship training at a LIUNA residential training center are included in the youth corps phase. Local AGC has agreed to hire 30 YAP apprentices (10 each year for three years.)</p> <p>Implementation status: First participants enrolled in the youth corps in May 1995.</p>	<p>120 E</p>	<p>60 C</p>	<p>30</p>
<p>Philadelphia Housing Authority (\$1.5 million)</p>	<p>Partners: Philadelphia YouthBuild for Change, Laborers' International, Philadelphia Revitalization and Education Program (PREP), Housing Association of Delaware Valley (HADV)</p> <p>Program Design: Local YAP is administered by PREP, a nonprofit organization established by LIUNA to run the Philadelphia program. The other key partner is the Housing Association of Delaware Valley, an advocacy organization. Participants will spend 10.5 months in the youth corps component followed by pre-apprenticeship construction training at a LIUNA training center.</p> <p>Implementation status: First participants enrolled in August 1995.</p>	<p>43 E 30 C</p>	<p>30 E</p>	

Exhibit 1.1 (CONTINUED)
KEY PROGRAM FEATURES AND IMPLEMENTATION STATUS

	Key Program Features and Implementation Status	Expected Enrollment ^a		
		Youth Corps ^b	Pre-Apprenticeship Training ^c	Guaranteed Employment Slots
<p>PHA Grantee (Grant Amount)</p> <p>San Francisco Housing Authority (\$1.178 million)</p>	<p>Key Program Features and Implementation Status</p> <p>Partners: San Francisco Conservation Corps, 13 construction unions represented by the San Francisco Building and Trades Council, San Francisco Construction Employers Association</p> <p>Program design: Participants will spend six months in the youth corps phase. The last five weeks of the youth corps phase will consist of an orientation to the trades. Participants will choose apprenticeships in one of the thirteen participating unions.</p> <p>Implementation status: Participants have not yet enrolled.</p>	60-80 E	30-40 C	
<p>Seattle Housing Authority (\$1.178 million)</p>	<p>Partners: Seattle/King County Private Industry Council, Seattle Department of Parks and Recreation, Washington Service Corps, Seattle/King County Building and Trades Council</p> <p>Program design: Participants will serve nine months in the youth corps component and then will choose an apprenticeship.</p> <p>Implementation status: First participants enrolled in January 1996.</p>	40 C	N/A	

^a Enrollment and completion assumptions may change based on actual attrition rates.

^b E means estimated enrollment; C indicates expected completion.

^c This refers to the optional two- or three-week pre-apprenticeship training typically held at a union training center.

CHAPTER TWO

OVERVIEW OF THE PLANNING PROCESS

The Youth Apprenticeship Program planning process required the coordinated efforts of a number of local organizations, each with varied interests and goals, as described in Chapter 1. This chapter outlines the nature of the planning process, the history of collaboration among the local partners prior to YAP, and the strategies used by the sites to develop their YAP designs.

INITIATING THE PARTNERSHIP

Local partners heard about YAP from different sources, and it was often not clear exactly "who called whom" to initiate a proposal effort. Public housing authority representatives generally reported that PHA staff who monitor the Federal Register identified and circulated the YAP Notice of Funds Availability (NOFA) within the PHA. National organizations influenced the authorizing legislation and also played a role in spreading the word about the YAP grant opportunity even before the NOFA was published. Most youth corps staff reported they learned of the upcoming YAP NOFA from the National Association of Service and Conservation Corps (NASCC). As described in Chapter 1, NASCC played a key role in the drafting of the legislation creating YAP. Staff from some of the sites attended a national meeting sponsored by the Laborers' International Union of North America (LIUNA) to discuss the potential role LIUNA could play as a union partner in local partnerships.

IDENTIFYING YOUTH CORPS PARTNERS

In general, the youth corps and the housing authority were the first of the local partners to seek each other out and decide to submit a proposal. In almost every site the participating youth corps was an obvious choice. The NOFA required the involvement of a NASCC-certified corps, and most jurisdictions did not have more than one certified corps. Further, in most cases, the youth corps and the housing authority had some history of collaboration.

In two sites the requirement to select a NASCC-certified corps proved problematic. In Seattle, the PHA faced a substantial challenge because there was no NASCC-certified corps in the metropolitan area. The local partners agreed reluctantly to designate the state-wide Washington

Service Corps (WSC) to establish a local corps to operate the YAP youth corps component in Seattle. WSC was understaffed to take on the initiative, and had a somewhat negative image with the housing authority and residents. Because WSC does not operate corps directly, but partners with local community agencies or educational institutions who serve as sponsors for the local program, additional partners were added to the Seattle YAP, increasing the complexity of the initiative.

In San Francisco, the San Francisco Conservation Corps had the required NASCC certification, but also had problems in the past with both the housing authority and the unions. Both PHA and SFCC respondents acknowledged that a service project performed by the corps for the housing authority had been of poor quality. Some local unions objected to SFCC's involvement because of the corps' policy of paying stipends well below prevailing wages. The partners agreed to work together, but the process was contentious because of the organizations' histories of mistrust. Representatives of the other partner organizations reported they knew of other community-based organizations which could have provided a similar pre-employment program, but felt they had no choice but to collaborate with the youth corps because of the NASCC certification requirement.

IDENTIFYING UNION PARTNERS

In most sites, union partners were initially identified without difficulty, although reaching agreements proved more challenging. In some sites, including Atlanta and Milwaukee, the PHA and the Laborers' International (LIUNA) had been working together on initiatives such as HUD's Step-Up and Apprenticeship Demonstration Program initiatives. Both sites elected to partner with the Laborers' Union based on their prior collaborative efforts. The Laborers' national legal and technical assistance staff contributed to the local YAP proposal development process. In Milwaukee, a strong local union staff and positive work history facilitated reaching agreement; however, in Atlanta, where national LIUNA staff took the lead, there were still significant difficulties in developing acceptable agreements.

Baltimore experienced considerable difficulty recruiting a union partner. The youth corps and PHA initially attempted to identify a construction union partner, but found no willing candidates. Because the construction industry in Baltimore was not strong at the time, the unions were concerned about their (and their industry's) ability to meet the requirement to provide 30 months of employment to YAP participants. After several months of unsuccessful attempts to enlist a construction union, the PHA's executive director suggested approaching the American Federation

of State, County, and Municipal Employees (AFSCME) which represents the housing authority's maintenance workers. AFSCME ultimately agreed to participate in the partnership.

Several partnerships are working with multiple unions so that YAP participants have access to more choices of apprenticeships. These sites seem to have had more difficulty reaching agreements. For example, the Housing Authority of the City of Los Angeles (HACLA), an organization representing five local labor union affiliates, and a representative of the state's apprenticeship board established a Joint Apprenticeship Training Committee (JATC) to oversee YAP apprenticeship and employment and other similar efforts. The PHA subsequently decided that JATC would not be the vehicle for coordinating participant apprenticeships and employment. Instead, the PHA would develop separate agreements with each of the participating unions, a process that proved time-consuming. In addition, partnerships using this approach often lack a primary point person to coordinate the unions' participation. In Seattle and San Francisco, for example, participants will be referred to apprenticeships of their choice. The sponsoring union will be responsible for ensuring the participant's progress. YAP coordinators hired by the housing authority will be responsible for monitoring outcomes. It may prove difficult to track participants once they have dispersed to several different apprenticeships.

IDENTIFYING EMPLOYER ORGANIZATIONS

The NOFA stipulated that each local YAP partnership identify a source of 30 months of guaranteed employment over five years for graduates of the YAP youth corps and pre-apprenticeship training. The sites found this a difficult requirement to fulfill, particularly for partnerships seeking to prepare participants for work in the construction trades. The construction industry is by nature highly competitive, cyclical, and—particularly in the northern United States—subject to seasonal fluctuations. Union and construction contractor representatives commonly reported that construction workers in their areas may work no more than 9 months per year and often less. The notion of "guaranteed" employment was very difficult to operationalize in these sites. In most cases, the promise of a good-faith effort was the best the partners could do.

The sites took varied approaches to addressing the need for an employment commitment. Partners in Cleveland and San Francisco reached preliminary agreements with their local Construction Employers Associations (CEAs) who were willing to work with the program to identify opportunities for YAP participants. However, in both cases, the CEA made clear that the only way

they could definitely guarantee jobs was if the local PHA agreed to guarantee work for the union contractors who hire YAP participants.

In San Francisco, this objective was to be accomplished through a Memorandum of Understanding (MOU) developed in late 1994 by the housing authority and 13 trade unions represented by the San Francisco Construction and Building Trades Council. The agreement was originally developed as a vehicle for securing employment for participants in HUD's Apprenticeship Demonstration Program, but was also seen as a source of secure employment for YAP participants as well. The MOU specified that the housing authority would agree to hire union contractors for PHA modernization projects if those contractors agreed to hire PHA residents for any apprenticeship positions arising from those contracts. This was seen to be a promising vehicle for expanding employment opportunities for residents and furthering the Section 3 goals of the housing authority. However, in 1995, the PHA put a contract out for bid without the MOU's language about resident hiring. SFCBTC filed a lawsuit and obtained a restraining order against the PHA, prohibiting the agency from letting any additional contracts until the legal action was settled. The dispute still has not been resolved, making employment prospects for YAP participants less certain.

Other local partnerships identified the PHA as the employer organization through its modernization program. The Seattle Housing Authority agreed to consider hiring YAP participants under force account¹ for modernization projects funded by the Comprehensive Grant Program.² The limitation to this approach is that under force account, workers are only hired on a temporary basis and are laid off when there is no appropriate work for them. SHA staff acknowledged that the most promising opportunities for YAP participants may be outside the housing authority (e.g., the Seattle Port Authority and other public works agencies); the PHA committed to exploring these other opportunities as well.

In Atlanta, Philadelphia, and Los Angeles, the employment commitment was not clear at the time the proposal was submitted and is no clearer now. Atlanta's proposal indicated that the local Laborers' Training and Education Fund would serve as the employer, although this is not part of the training center's official functions. Housing Authority of the City of Los Angeles (HACLA) staff intend to use local Section 3 requirements as leverage to encourage both union and non-union

1. Force account is a mechanism by which PHAs may directly hire public housing residents to work on construction projects.

2. The Comprehensive Grant Program is HUD's modernization program for conventional public housing.

contractors to hire YAP participants, but the PHA has no commitments from employers to hire YAP participants. The Philadelphia partners indicated in their proposal that PREP, the local nonprofit entity created to administer YAP, would serve as the employer, although clearly this is beyond the current scope of PREP's mission. The Philadelphia design calls for the PHA to provide 1,000 public housing units in need of rehabilitation for YAP participants (as employees of union contractors) to renovate. However, the partnership has not determined how the contracts for the rehabilitation of these units will be targeted to union contractors employing YAP participants. Even though the entities proposed to guarantee employment in these three sites did not have the capacity to hire YAP participants, all three sites did provide for YAP-funded staff to be hired by the local unions to advocate for employment opportunities for YAP participants in the hiring halls, among contractors, and among project sponsors.

The most solid employment commitments were obtained by the partnerships in Baltimore and Milwaukee. In Baltimore, graduates of Civic Works' youth corps program will be hired directly by the housing authority as maintenance mechanics. As long as the housing authority continues to receive operating funds sufficient to maintain the maintenance staff, YAP participants' employment is virtually guaranteed. In Milwaukee, the Associated General Contractors committed to guarantee 30 months of employment for 30 YAP graduates (10 per year for 3 years). Although this commitment is modest (given that the youth corps anticipates graduating approximately 60 participants), it is more concrete than the pledges received in most other sites.

INCENTIVES FOR JOINING THE YAP PARTNERSHIP

Housing authority representatives generally saw YAP as a relatively rare HUD-funded opportunity to provide training and employment opportunities to public housing residents. In addition, it represented additional resources to assist families living in the severely distressed HOPE VI communities. YAP was integrated with HOPE VI in different ways. In several sites, YAP planning and implementation were coordinated through existing HOPE VI resident committees. Some sites anticipated doing service projects in the HOPE VI developments during the youth corps component, and one site (Los Angeles) anticipated coordinating supportive services for YAP participants through a consortium of providers organized under HOPE VI. Some PHAs also viewed YAP as a strategy to encourage resident hiring to further local Section 3 goals. Baltimore's housing

authority staff saw YAP as a way to solve the problems they had experienced recruiting and retaining entry-level maintenance mechanics.

Youth corps staff reported a range of factors that encouraged their participation in a local YAP partnership. First, YAP potentially represented a vehicle for providing program graduates with access to comparatively well paying jobs and careers. The demonstration also provided a substantial amount of additional funding to maintain or expand corps enrollment. As the local YAP initiatives were being implemented, the Corporation for National Service, a significant source of funding for many corps, was facing the possibility of substantial budget cuts by Congress, if not complete elimination. Corps were actively seeking alternative sources of funds, and HUD was one such source. Given the extensive modernization funding for PHAs (including funding under the Comprehensive Grant Program as well as HOPE VI) in recent years, the YAP partnerships potentially afforded opportunities for corps to secure fee-for-service work for corpsmembers in addition to post-service employment for youth corps graduates. Several of the youth corps respondents also noted they had not typically enrolled many public housing residents in their programs; YAP thus represented an opportunity to expand their recruitment pool.

Labor union representatives reported their key interests were in increasing minority and female recruitment and union membership, responding to local Section 3 hiring requirements, and improving their chances to bid successfully on PHA modernization projects.

Residents (who were "partners" to varying degrees in the YAP efforts, as described later) saw YAP as a promising mechanism to provide training and employment to residents of public and assisted housing. Some resident representatives also saw the possible benefits of service projects YAP participants could perform for public housing developments. Their concerns about the program were the age limits (residents in several sites felt older residents should also be eligible) and issues around targeting participation (residents of HOPE VI development(s) only) or not.

HISTORY OF COLLABORATION PRIOR TO THE YAP EFFORT

In most of the sites, some of the partners had worked together prior to coming together on YAP. In all but one site, the PHA and the youth corps had collaborated previously. Baltimore, Cleveland, Milwaukee, and Seattle's youth corps had performed service projects for their local housing authorities. In Atlanta, Baltimore, Seattle, and Los Angeles, the youth corps had been involved in developing HOPE VI community service plans.

Not all of the relationships between the PHAs and the youth corps were without problems, however. The Greater Atlanta Community Corps had played a substantial role in developing the local housing authority's HOPE VI community service plan. In collaboration with the two HOPE VI developments' residents and PHA staff, GACC had developed a community service plan that would offer a number of service opportunities to community residents (including public housing residents as well as non-residents) of all ages. The local YAP design was developed to fit into the larger HOPE VI strategy. However, under a new housing authority executive director and due to pressure from resident groups, GACC's role in the HOPE VI community service plan was eliminated, creating considerable tensions between the two organizations and making YAP implementation more challenging. Relations between the San Francisco Housing Authority and the San Francisco Conservation Corps were also somewhat tense because a service project the youth corps had performed for the agency was considered of poor quality.

Similarly, the relationships between youth corps and unions had not always been positive. Tensions were particularly high in San Francisco where unions commonly believe that corpmembers displace union workers by performing tasks that might otherwise be done by union labor, and that the corps exploit young workers by paying low wages and offering limited benefits. At one time, unions in Milwaukee shared this perception. The youth corps' director in Milwaukee made a concerted effort to dispel this image by asking a union official to join the corps' board of directors and by hiring union journeymen to work with participants during the youth corps component of YAP. Such strategies have significantly improved the relationship between the corps and the unions in Milwaukee and have created the atmosphere for a more collaborative working relationship.

DEVELOPING THE GRANT PROPOSAL

In most cases, staff from the PHA took the lead in responding to the NOFA, although often with substantial input from other partners. HOPE VI staff coordinated the proposal effort in two sites (Cleveland and Los Angeles) because YAP would be closely tied to the HOPE VI program. In three sites (Atlanta, Baltimore, and Milwaukee), staff from departments which focus on resident services and initiatives took the lead on the proposal. Grant writers coordinated development of the San Francisco proposal. In Seattle, because of staffing constraints, a consultant was hired by the housing authority to coordinate planning and write the proposal. In Philadelphia, representatives of LIUNA's

national staff and a local advocacy group took the lead in developing the local program model and the grant application.

The partnerships' experiences with the YAP planning process typically mirrored their prior working relationships. In sites where the partners had some positive history of working together, such as Cleveland and Milwaukee, planning and proposal development went very smoothly. In sites where the partners had no history of working together, or where past interactions had been negative, the YAP planning process was more challenging. In San Francisco, where there were numerous sources of tension among the partners, the planning process was contentious. At one point, the housing authority even decided not to apply for YAP funding because of the difficulties among the players, only to reverse the decision just three days before the proposal was due. Staff turnover also created problems in two sites (Atlanta and San Francisco). In both agencies, there were changes in Executive Directors as well as turnover in program staff. The lack of staff continuity also contributed to communication difficulties and program delays.

Sites with limited experience with one or more of their partners also tended to have difficulties. For example, Baltimore's housing authority had an established working relationship with the local youth corps, but had not worked with AFSCME previously. Developing the preliminary agreements and youth corps program design with the youth corps was straightforward while reaching agreements with the union was more difficult. The lack of an operational local youth corps in Seattle forced the housing authority to develop new relationships with a number of organizations. The prospects for the partnership are promising, but the process was time-consuming and resulted in a complex organizational structure.

RESIDENT INVOLVEMENT IN THE YAP PLANNING PROCESS

Public housing residents were involved in the YAP planning process to varying degrees. Four sites that appear to have involved public housing residents actively in the YAP planning process are Cleveland, Los Angeles, Philadelphia, and Seattle.

Cleveland's HOPE VI staff organized resident meetings to discuss the program and, most importantly, to solicit resident input on the potential barriers to successful participation that public housing residents might face. After successful meetings with residents of the HOPE VI developments, staff also held a meeting with current youth corps members to discuss similar issues.

Early in the planning process in Philadelphia, representatives of LIUNA and the Housing Association of Delaware Valley (HADV) met with leaders of national and city-wide residents organizations as well as development-based groups. In Los Angeles, YAP planning became part of weekly HOPE VI resident meetings (typically attended by 80 to 100 residents, according to staff). In addition, the Pico-Aliso Youth Council participated in program planning.

Input from residents of Seattle’s HOPE VI development was credited with significantly improving the local program design. The Community Council identified additional YAP partners and its involvement helped ensure adequate outreach to its residents and promoted the design of service projects intended to benefit the development and better integrate it into the adjacent neighborhood.

NEGOTIATING FINAL AGREEMENTS

In most sites, the planning process continued following grant awards as the partners revised budgets, refined program designs, negotiated partner roles and responsibilities, and developed final agreements. This post-award planning period often continued at least until the first YAP participants entered the youth corps component and in some cases longer. Exhibit 2.1 presents two measures of

**Exhibit 2.1
POST-AWARD PLANNING PERIOD**

Site	Time Elapsed from Grant Award Until:	
	First Youth Corps Enrollment	All Agreements Finalized
Atlanta	11 months	11 months
Baltimore	4 months	11 months
Cleveland	4 months	Ongoing as of 1/96
Los Angeles	—	Ongoing as of 1/96
Milwaukee	1 month	Ongoing as of 12/95
Philadelphia	6 months	4 months
San Francisco	—	Ongoing as of 1/96
Seattle	9 months	Ongoing as of 12/95

the duration of the pre-implementation planning period: the number of months from grant award until the first cohort of participants entered the youth corps, and the number of months from grant award until all agreements were finalized. As shown in the exhibit, four sites (Baltimore, Cleveland, Milwaukee and Seattle) enrolled participants in the youth corps phase before all their partnership agreements were finalized. In two sites (Los Angeles and San Francisco), planning was still ongoing and no youth corps participants had been enrolled at the time this report was being prepared in early 1996.

HUD's requirements for YAP partnerships brought together the players necessary to implement the goals of the program, but the number of partners and the range of interests and incentives involved added considerable complexity. In general, those sites where the program designs and partner roles were more fully negotiated during the development of the grant proposal were able to implement their programs more quickly than sites where the partnership agreements were more tentative. The following chapters describe the local YAP's administrative structures and program design features and highlight some of the key issues the partners faced in implementing the program.

CHAPTER THREE

ADMINISTRATIVE STRUCTURES AND PARTNER ROLES AND RESPONSIBILITIES

In their Youth Apprenticeship Program grant proposals, the partners in each site established the parameters for the administrative structures they would use to implement the program and the main roles and responsibilities of each member organization. Following grant award, these preliminary agreements were refined to reflect the actual grant amounts (which in seven sites were lower than the grantees had requested¹) and to describe in greater detail the responsibilities of each partner. This chapter discusses the administrative structures and partner roles as described in the eight YAP sites' proposals, the actual program designs as developed during the negotiation of formal partnership agreements and the early implementation of the local programs, and the distribution of YAP grant funds among the partners. Exhibit 3.1 provides a brief summary of the responsibilities of the partners in each site, and Exhibit 3.2 shows the distribution of grant funds among the partners for those sites with finalized budgets.

THE PUBLIC HOUSING AUTHORITY

The local public housing authorities in each site are the official grant recipients. Although the PHAs are the fiscal agents for each local YAP, their level of involvement in program operations varies. Each PHA has, at a minimum, designated a staff member to provide general oversight for YAP and often to be responsible for reporting to HUD. The PHAs also generally provide some assistance with YAP recruiting, such as generating mailing lists, distributing fliers, or hosting recruitment events. In Baltimore, Milwaukee, and Philadelphia, the administrative role of the PHA is largely limited to these functions of grant management, data collection, and assistance with recruitment (although in Baltimore, the housing authority's YAP role also includes providing employment to YAP participants in its maintenance department). Milwaukee's PHA staff also help participants find emergency child care, legal assistance, or other services.

1. The Philadelphia YAP partnership received \$1.5 million in HUD funds; the remainder of the partnerships each received \$1.178 million.

**Exhibit 3.1
PARTNER ROLES**

Site	Recruitment	Screening/Selection	Youth Corps	Pre-Apprenticeship Training	Post-Employment Followup
Atlanta	<ul style="list-style-type: none"> • PHA • Youth Corps • Union • Residents 	<ul style="list-style-type: none"> • PHA • Youth Corps • Union • Residents 	<ul style="list-style-type: none"> • Youth Corps • Union 	<ul style="list-style-type: none"> • Union • Youth Corps 	<ul style="list-style-type: none"> • Union
Baltimore	<ul style="list-style-type: none"> • PHA • Youth Corps • Union 	<ul style="list-style-type: none"> • Youth Corps 	<ul style="list-style-type: none"> • Youth Corps • Community-Based Organizations 	—	<ul style="list-style-type: none"> • Union • PHA^a
Cleveland	<ul style="list-style-type: none"> • PHA • Residents • Youth Corps 	<ul style="list-style-type: none"> • PHA^b • Youth Corps • Community-Based Organization 	<ul style="list-style-type: none"> • Youth Corps 	<ul style="list-style-type: none"> • Unions 	<ul style="list-style-type: none"> • Union • PHA
Los Angeles	<ul style="list-style-type: none"> • Community-Based Organization • Residents • Youth Corps • PHA 	<ul style="list-style-type: none"> • Community-Based Organization • Youth Corps 	<ul style="list-style-type: none"> • Youth Corps • Union 	—	<ul style="list-style-type: none"> • PHA
Milwaukee	<ul style="list-style-type: none"> • Youth Corps • PHA 	<ul style="list-style-type: none"> • Youth Corps 	<ul style="list-style-type: none"> • Youth Corps • PREP • HADV 	<ul style="list-style-type: none"> • Youth Corps • Union 	<ul style="list-style-type: none"> • Union • Minority Apprenticeship Program • Community-Based Organization
Philadelphia	<ul style="list-style-type: none"> • HADV • Youth Corps • PREP 	<ul style="list-style-type: none"> • HADV • Youth Corps • PREP 	<ul style="list-style-type: none"> • Youth Corps 	<ul style="list-style-type: none"> • PREP • Union 	<ul style="list-style-type: none"> • PREP • Union
San Francisco	<ul style="list-style-type: none"> • PHA • Youth Corps 	<ul style="list-style-type: none"> • PHA • Youth Corps 	<ul style="list-style-type: none"> • PHA • Youth Corps 	<ul style="list-style-type: none"> • Unions^c • Community-Based Organizations 	<ul style="list-style-type: none"> • PHA
Seattle	<ul style="list-style-type: none"> • PHA • Residents • PIC • Youth Corps 	<ul style="list-style-type: none"> • PHA • Residents • Youth Corps • PIC 	<ul style="list-style-type: none"> • Youth Corps^d • PIC • Parks Department 	—	<ul style="list-style-type: none"> • PHA • Trades Mentor Network

^a The PHA will serve as the employer.

^b Future selection decisions will be made by a committee of representatives of all the YAP partners.

^c Youth corps component jointly administered by the Seattle-King County Private Industry Council (PIC) and Parks Department under subcontract to state youth corps.

^d As of the Abt site visit in December 1995, it was not clear who would develop and deliver the five-week pre-apprenticeship training.

Exhibit 3.2
DISTRIBUTION OF FUNDS AMONG YAP PARTNERS

Site	Housing Authority	Participant Stipends	Youth Corps	Union	Employer Organization	Other Organization
Atlanta	6%	22% ^a	44%	28%	—	—
Baltimore	6%	19% ^a	36%	39%	—	—
Cleveland	20%	26%	18%	33%	—	3% for provider of case management
Los Angeles	N/A ^b	N/A	N/A	N/A	N/A	N/A
Milwaukee	8%	58% ^a	25%	7%	2%	—
Philadelphia	2%	13%	23%	13%	—	35% to PREP to administer programs; 14% to HADV organization for recruitment and case management
San Francisco	17%	30%	39%	—	—	14% to 4 supportive service providers
Seattle	12%	33%	48% ^c	7% ^d	—	—

^a Exact figures not available. These estimates based on number of participants, duration of corps component, and stipend amount.

^b Not Available: The budget information provided by HACLA was not sufficient to determine the distribution of total grant funds among the partners.

^c Washington Service Corps (the state youth corps) will receive 25 percent of the grant and the King County Private Industry Council will receive 23 percent.

^d The King County Building and Construction Trades Council will receive 4 percent of the grant and the Trades Mentor Network will receive 3 percent.

In other sites, the role of the PHA is somewhat more active. For example, the PHAs in Cleveland, Los Angeles, San Francisco, and Seattle hired (or will hire) YAP coordinators for their HOPE VI staffs. In Atlanta, a PHA staff member in the agency's Resident Initiatives department will spend roughly 10 percent of her time overseeing the program, including coordinating case management and referral to supportive services for YAP participants. A full-time resident assistant (a resident hired by the PHA) will help the PHA staff member with these responsibilities.

For the sites with finalized budgets, the PHA's share of the grant ranged from 2 percent in Philadelphia to 20 percent in Cleveland, depending on the level of involvement of the housing authority in program operations. Cleveland and San Francisco's housing authorities are presumably receiving more substantial shares of the grant because they have hired YAP coordinators. The remaining PHAs for whom we have budget information are receiving 6 to 12 percent of the grant to cover basic administrative functions.²

THE YOUTH CORPS

The youth corps are generally involved in outreach, recruitment, and selection of participants; development and supervision of service projects; and coordination of educational and participant development activities. The single largest program expense associated with YAP is the participants' stipends during the six- to twelve-month youth corps component. Thus, as expected, the youth corps are receiving the largest proportion of the YAP grants, ranging from 36 percent in Philadelphia to 83 percent in Milwaukee. The proportion of the grant used to pay stipends ranges from 13 to 58 percent, with an average of 29 percent. The corps' shares of the grant depend on the number of corpsmembers as well as the duration of the youth corps component. This helps explain the Milwaukee corps' significant share; the corps component is a full 12 months (compared, for example, to Cleveland's 6 month corps phase).

In addition to funding participant stipends, YAP funds also typically support supervisors for the YAP participants' crews (usually one or two staff members in each site) and often a proportion of an education coordinator's salary. Some corps also plan to use YAP funds for initial capital expenditures to support YAP participants, such as vans, tools and equipment, and office space improvements. Youth corps in San Francisco and Cleveland added space at separate locations to

2. The Notice of Funds Availability (NOFA) indicated no more than 15 percent of the grant could be spent for administration.

accommodate YAP participants. As described in the program profile, San Francisco's YAP participants will receive a stipend significantly higher than the corps' other participants. This decision was reached at the insistence of the housing authority, residents, and the unions, but against the wishes of the youth corps. To avoid resentment among corpsmembers over the differential rate of pay, the corps plans to house YAP at a separate location.

THE UNIONS

The unions are receiving smaller shares of the YAP grants, ranging from 7 percent in Milwaukee to 39 percent in Baltimore. In Atlanta, Baltimore, and Cleveland, the union partner is using YAP funds to hire a staff person to coordinate the pre-apprenticeship training and oversee the apprenticeship component for YAP participants. In Atlanta and Cleveland, the unions' budgets also include stipends for participants during the pre-apprenticeship training; in Baltimore, the union's budget includes the cost of community college courses for YAP participants during their 30 months of employment. The union's share of the Milwaukee YAP grant is smaller because the participants are attending pre-apprenticeship training during the youth corps phase. The cost of participants' stipends during the training is included in the youth corps' budget. The union's budget covers only the cost of administering the training.

THE MULTI-EMPLOYER ORGANIZATIONS

Only the Milwaukee partnership allocated YAP grant funds to a multi-employer organization. The Milwaukee partners budgeted a small amount (just 2 percent) of the total grant to the local Associated General Contractors to provide YAP staff and participants with access to construction employers in Milwaukee. In the remaining sites, the employer organizations (to the extent they are formal partners in YAP) will cooperate with the local YAP partnerships but will not receive any grant funds for their activities.

OTHER YAP PARTNERS

Other community-based organizations are designated to receive YAP funding in three sites. Four community-based organizations will share roughly \$171,000 of San Francisco's YAP grant to

provide supportive services for YAP participants.³ In Los Angeles, a local youth services organization will assist the YAP partners with recruitment. Although the organization's share of funding is not large, its role is considered critical. The HOPE VI community targeted by the Los Angeles YAP is known for gang activity. The organization's staff has extensive experience with gang members in the neighborhood and will help YAP staff attract participants and deal with gang rivalry issues that may arise.

A nonprofit social services agency will provide services such as case management, referrals, and child care cost reimbursement for Cleveland's YAP participants. Residents involved in the YAP planning process in Cleveland had warned that prospective participants were likely to have child care responsibilities and would need assistance in arranging and paying for child care in order to participate in YAP. (This has certainly proven to be the case; over half of the first group of YAP participants had three or more children.)

RESIDENT INVOLVEMENT

In most cases, residents will be less involved in the implementation of local YAP initiatives than they were during the planning and early implementation stages. Resident groups are commonly helping publicize the program and are assisting with YAP recruitment. At least one site has proposed forming a YAP coordinating committee whose membership would include residents. Resident groups were not designated to receive YAP funds in any of the sites.

THE PHILADELPHIA DEMONSTRATION

A \$1.5 million grant was set aside by HUD to demonstrate "ways of promoting, through Youth Corps and a joint labor/management/community consortium, the long-term welfare of youths living in public and assisted housing." Philadelphia's YAP partnership received this grant under a separate Notice of Demonstration Funding issued by HUD on September 14, 1994. Like the other sites, the Philadelphia YAP partnership includes a local youth corps and the public housing authority. However, the Philadelphia partnership also includes two organizations unlike those found in the other sites. A nonprofit organization known as the Philadelphia Housing and Revitalization Program (PREP) was funded by LIUNA and the AFL-CIO and established specifically to administer

3. These organizations have not yet been identified.

the local apprenticeship program. PREP's full-time staff includes an executive director, mentor program coordinator, and receptionist; a part-time intergovernmental liaison will help coordinate the activities of all the Philadelphia partners. PREP staff plan to be involved in all aspects of YAP including recruitment, participant tracking, case management, and oversight of the mentoring, pre-apprenticeship and apprenticeship components of the program. As shown in Exhibit 3.2, PREP will receive 35 percent of the YAP grant funds for their role in Philadelphia's YAP. Another key player in the Philadelphia YAP is a nonprofit housing development and advocacy organization. The organization will receive 14 percent of the YAP grant for its assistance in participant recruitment and intake, supportive services, and case management.

CHAPTER FOUR

DESIGN AND IMPLEMENTATION OF THE YOUTH CORPS COMPONENT

In this chapter we describe the implementation of the initial pre-employment, or youth corps component of the Youth Apprenticeship Program. We begin with a brief introduction to youth corps in general, followed by a detailed description of the youth corps component.

YOUTH CORPS PROGRAMS

As required by the authorizing legislation, youth corps provide the pre-employment component of YAP. Youth corps began in the United States in the New Deal era with President Roosevelt's Civilian Conservation Corps, a temporary work relief program for unemployed males between the ages of 18 and 25. During the 1970s and 1980s, a number of state or locally sponsored youth corps were established as a vehicle for providing young people with education, training and personal development within the context of community service. The youth corps movement received a considerable boost from the 1990 National and Community Service Act which provided federal funding for the youth corps programs. Over the past three years, President Clinton's commitment to national service has heightened the visibility of community service programs, including youth corps. At the same time, the continued availability of direct federal funding is a matter still to be resolved in the current policy debate.

Roughly 120 youth corps programs are currently in operation nationwide. Typically, they enroll participants who are between age 18 and 25 and who are often educationally and/or economically disadvantaged. Most corps are team- or crew-based, with up to 10 to 12 corpsmembers working together to complete a project. Teams are supervised by a crew leader who often serves as a role model, mentor, and counselor in addition to work supervisor.

Participants in corps usually work on community service projects for 20 to 30 hours per week; the rest of the time is spent in education or personal development activities such as life skills training or journal writing. Corps emphasize the personal development of participants, including the development of responsibility, punctuality, and cooperation necessary to work effectively in teams. Corpsmembers generally receive an hourly stipend, usually not much more than minimum wage.

While participating in the program, corpsmembers often receive additional benefits such as uniforms, job counseling, and day care.

Participation in the corps provides an opportunity for young people with little or no work experience to gain important job readiness skills as well as additional education to increase their marketability to prospective employers. Given the basic design of the program, corps are well-positioned to provide the pre-employment component for YAP. The programs are designed to serve disadvantaged young people, similar to those who live in public housing.

In the remainder of this chapter, we discuss the youth corps component of YAP, beginning with a description of how the programs target individuals for participation. It should be noted that at the time of our site visits, only four programs (Milwaukee, Baltimore, Cleveland and Philadelphia) had actually enrolled any participants. In the following discussion, information about the youth corps component for the other four sites is based on the programs' plans for the corps component at the time of our site visit. Those plans are subject to change as the youth corps component is actually implemented.

DEFINING THE YAP TARGET POPULATION

Before beginning to recruit candidates for YAP, the local sites needed to establish the basic eligibility criteria that would be used to target potential YAP participants. The eight sites chose various approaches to targeting based on factors such as age, residency in public and subsidized housing, educational level, and other criteria. This section summarizes the eight sites' targeting strategies.

One of the most controversial criteria for YAP participation was that of age. The YAP program guidelines permitted recruiting participants between 16 and 30 years of age, a wider age range than typically served by youth corps, but one that captures the range sought by unions in their efforts to increase their membership. All of the sites either require or at least prefer a minimum age of 17 in response to union requirements that new apprentices be at least 18 years old at the time they enter employment.

The Baltimore, Philadelphia, San Francisco, and Seattle partnerships elected to expand the local youth corps' traditional upper age limit. The staff in Baltimore (where half of the first group of participants were over age 25) report that, somewhat to their surprise, there were significant advantages to enrolling older participants. The staff found the YAP participants to be more mature

and more serious than their younger counterparts serving in Civic Works' AmeriCorps program. Philadelphia staff also reported having a good experience with older participants, who tended to be a positive influence on the younger participants.

Seattle and San Francisco had not yet enrolled participants at the time of the Abt site visits, but propose recruiting participants up to age 30. The San Francisco partners proposed separate enrollment cycles for younger and older participants. The first two enrollment cycles will be targeted to younger participants, age 18 to 23. For the final class, YAP recruitment will target older participants, age 24 to 30. Seattle's partners reported they elected to target the age range specified in the YAP Notice of Funds Availability (NOFA). Residents strongly supported the expanded age range, and the youth corps was willing to include older participants.

In a similar way, the Los Angeles partnership originally proposed to serve older participants in a separate track. However, they planned to recruit older participants who would not participate in the youth corps phase but rather would enroll directly in the apprenticeship. When HUD notified the partners that all YAP participants must serve in the youth corps (either as YAP participants or in one of the corps' other programs), the Los Angeles partnership abandoned plans to work with older participants.

In the remaining four sites (Atlanta, Cleveland, Los Angeles, and Milwaukee), the partners decided to restrict YAP enrollment to the age range traditionally served by the youth corps. In these sites, the upper age limit ranges from 23 to 25 years old. Staff from these sites report the main reason for limiting the age range was because the youth corps staff felt they could best serve this group. In addition, union and employer representatives in Milwaukee commented that the average age of newly enrolled apprentices in the laborers' union local has increased to approximately 28 years old. To the union, this represents lost years of productivity. It is hoped the YAP affiliation with a youth corps targeting young adults will help attract younger workers to the trade. In addition, the partnership has arranged to serve older public housing residents under Step-Up.

Age targeting proved to be an issue of significant concern to residents. Resident representatives in Cleveland, Milwaukee, and Los Angeles expressed disappointment that the local YAP would not serve people over age 24. Residents argued that the age limit should be raised to at least 30 (if not older) because few opportunities were available to this age group of assisted housing residents.

A second targeting criterion was the selection of the geographic area from which to recruit potential participants. The YAP NOFA required that participants be residents of public or assisted housing living in the HOPE VI community.¹ Up to half the participants can be persons already enrolled in the youth corps provided they are public or assisted housing residents.

Seven sites elected to target YAP recruitment to current and/or former public housing residents of the HOPE VI community. Often the rationale was that residents in these distressed developments needed employment and training opportunities the most. Residents often had strong views on this, advocating during the planning process that YAP's resources benefit the residents of the HOPE VI communities. The exception to this approach is Philadelphia. In Philadelphia, YAP staff emphasize recruiting public housing residents, but do not require public housing residency.

In addition to targeting by age and residence, the YAP NOFA indicated that programs could recruit participants from among corpsmembers already enrolled in the youth corps. Only Philadelphia proposed enrolling other (non-YAP) youth corps graduates in the pre-apprenticeship or apprenticeship component.

The YAP sites all have additional criteria (such as academic skill level, criminal records, or career interests) used during the screening and selection process to select YAP participants. These criteria are discussed in the next section.

PARTICIPANT RECRUITMENT AND SELECTION

For the most part, the public housing authorities (PHAs) assume lead responsibility for recruitment of YAP participants, although other partners, in particular youth corps, are often involved. In Los Angeles and Philadelphia, community-based programs active in the resident community will take lead responsibility for participant recruitment.

All of the programs use, or plan to use, a variety of strategies for YAP outreach and recruitment. The least costly approach, used by most of the sites that have started recruitment, involves the inclusion of a notice about the program in residents' rent statements. However, such notices may not generate sufficient numbers of applicants. Other recruitment mechanisms frequently used by the sites include door-to-door canvassing in the target areas, presentations at resident meetings, flyers on bulletin boards in community centers, and YAP/job fairs.

1. The HOPE VI community is defined as the HOPE VI development, the neighborhood surrounding the HOPE VI development, and the neighborhood where HOPE VI replacement units will be located.

Like many programs serving disadvantaged young people, YAP needs to attract considerably more applicants than it can actually place. There is usually significant attrition from the time individuals express interest in the program to the time they complete the application process, meet the eligibility requirements, and enter the program. As a reference point, youth corps programs nationwide report they need to recruit between three and ten applicants for each available position.

Although they used a variety of recruitment strategies, three sites have experienced difficulties in recruiting sufficient numbers of applicants. In both Baltimore and Seattle, there appeared to be skepticism on the part of some residents about the program. This skepticism appears to be attributable to previous negative experiences with HUD, or other government-sponsored programs. As one observer commented, "they see all these federal programs come in and promise them the world and then nothing happens."

Baltimore's initial round of recruitment coincided with the relocation of residents associated with the HOPE VI demolition. Residents were often too preoccupied with issues related to moving to commit to a full-time program. In Seattle, where 40 percent of the residents communicate primarily in one of six non-English languages, language barriers add to the recruitment challenge. In Milwaukee and Baltimore, the primarily female residents were hesitant about employment in the construction trades. Apparently, construction work is perceived as "dirty and dangerous," and was intimidating for some women.

YAP sites address potential concerns about the program in several ways. In response to the recruitment problem and higher than anticipated attrition rates, Milwaukee shifted to a "rolling" rather than cyclical intake schedule.² The program hopes that current participants will attract other eligible applicants to the program. Baltimore was able to counter women's wariness about the maintenance apprenticeships offered in YAP by involving successful female apprentices in its presentations about the program. Seattle extended its target area beyond the initial neighborhood comprising the HOPE VI developments.

Most programs indicated they hoped that, once underway, word of mouth, circulated by satisfied participants and their families, would help increase interest in, and applications to, YAP. At least three programs—Atlanta, Cleveland, and Seattle—are deliberately screening the initial round

2. In the first several months of the program, participants who left were replaced with new enrollees.

of applicants to increase their likely success in YAP and promote subsequent recruitment efforts. They intend to enroll the "cream of the crop" in their initial cycle.

In addition to the targeting criteria discussed earlier in this chapter, each YAP site had its own set of additional characteristics or priorities for use in selecting applicants for enrollment in the program. A commitment to completing the program along with a strong interest in construction-related employment were standard requirements in most sites.

Some programs added criteria to ensure that participants would be successful in the apprenticeship component. In response to the union partners' requirements for a GED or high school diploma prior to admission into the apprenticeship, both Milwaukee and San Francisco include an assessment of the applicants' capacity to meet those requirements within the timeframe of the corps component. Union requirements also led Seattle to strengthen its initial criteria for participant selection to include minimum levels of educational and physical preparedness.

There are also some site-specific requirements that reflect local program design. Consistent with the national YouthBuild model,³ the Philadelphia program gives preference to high school dropouts and requires a medical evaluation and drug screening prior to enrollment in the corps component. The LA program plans to take into consideration the applicant's gang affiliation in order to balance the composition of the corps and minimize the potential for violence. The selection committee will consider applicants' gang affiliation, as well as their level of involvement, in making final selection determinations. While gang affiliation does not preclude an individual's participation in YAP, the selection committee must determine that the individual is willing and able to keep gang issues separate from the program.

Finally, five programs do a final assessment of candidates in a pre-enrollment orientation session. The orientations range between two days in Atlanta, two weeks in Milwaukee and San Francisco, and a 12-hour orientation followed by three weeks of "Mental Toughness Training" in Philadelphia before applicants are officially enrolled as YAP corpsmembers. During the orientations, applicants are given an opportunity to experience what YAP participation will be like. At the same time, program operators have an expanded opportunity to assess the applicants and allow self-selection to screen out any candidates unlikely to fit into the program.

3. Philadelphia YouthBuild for Change and the Los Angeles Conservation Corps operate HUD-funded, YouthBuild USA-affiliated programs. For more information on the YouthBuild USA program model, see Chapter One of this report.

In almost all sites, the youth corps plays a key role in making the final selection of candidates for acceptance in the program, usually in conjunction with the PHA and other YAP partners. Committees made up of representatives of all the partners (including community-based organizations) will make selection decisions in Philadelphia and Los Angeles. In San Francisco, it appears the PHA will make the final selection of participants, with input from the youth corps.

The Youth Corps Experience

The duration of the youth corps component is from six to eighteen months, as indicated in Exhibit 4.1. The programs that have flexible durations (Atlanta, Baltimore, Los Angeles, and Milwaukee) allow participants additional time to complete program requirements on an as-needed basis and to become "job ready" before they enter the apprenticeship. The schedule for graduation from the corps often is adjusted to coincide with intake cycles for apprenticeships.

While in the corps component, participants spend full time in program activities. The program day starts as early as 7 a.m., with the intent of getting participants accustomed to the typical work schedule on construction sites. In three of the sites

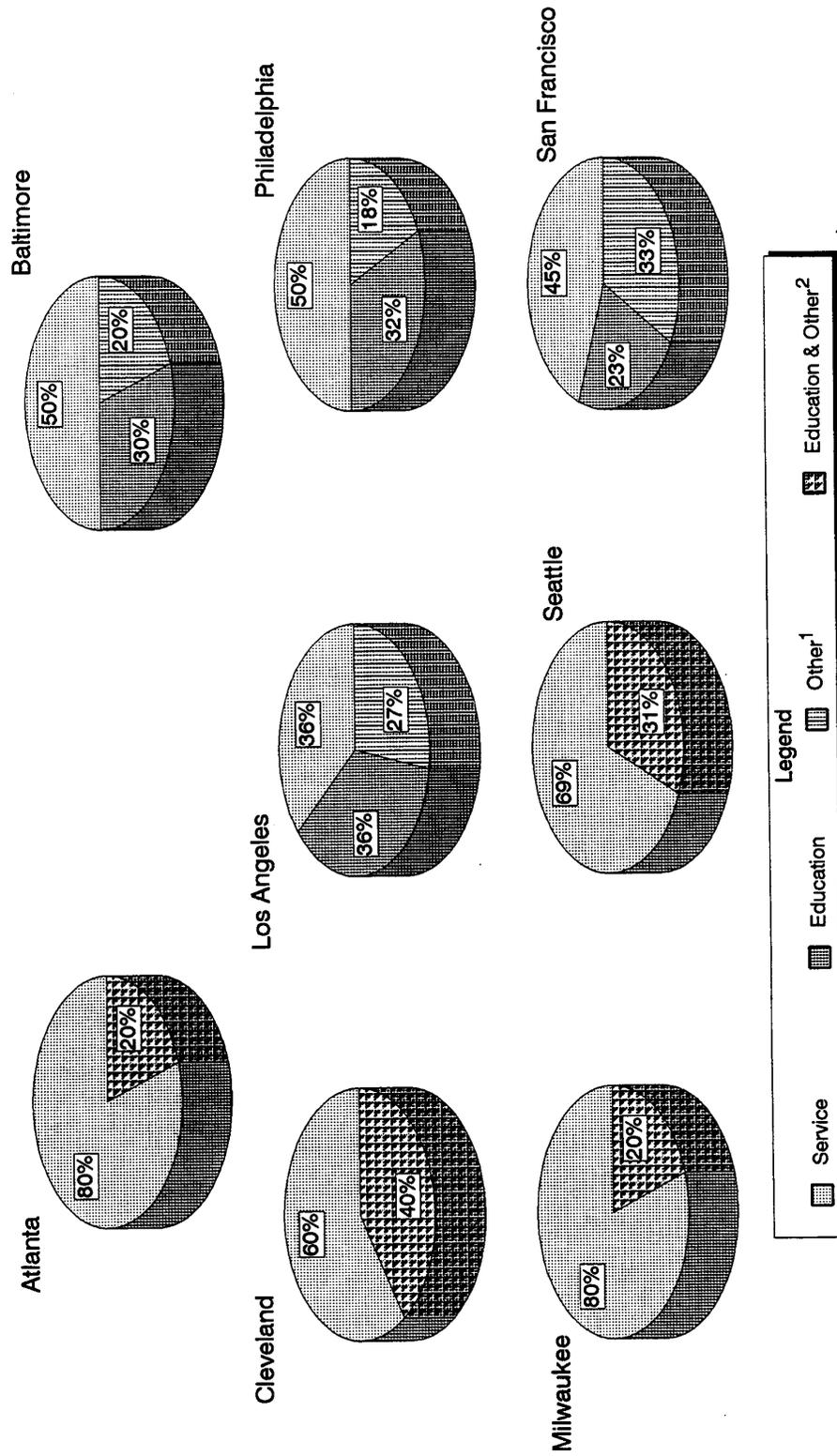
(Baltimore, Milwaukee, and Atlanta) participants begin their daily routine by doing calisthenics as a group.

Site	Duration in Months
Atlanta	6-12
Baltimore	6
Cleveland	6
Los Angeles	6-10 ^a
Milwaukee	6-18
Philadelphia	10.5
San Francisco	6 ^b
Seattle	9

^a Participants will be required to complete a 3½-month orientation curriculum prior to entering the youth corps component.

^b The last 5 weeks of the youth corps component will probably consist of a pre-apprenticeship orientation to the construction trades.

Exhibit 4.2
DISTRIBUTION OF YAP PARTICIPANT TIME



¹Other includes life skills, personal development, and occupational training activities.

²It was not possible to distinguish education activities from other participant development services in some cases.

Activities during the pre-employment component generally fall into three basic categories: working on community service projects, attending classroom educational programs, and participating in life skills or occupational-related training or personal development activities. The allocation of participants' time across these three categories of activities in each of the YAP sites is illustrated in Exhibit 4.2. It was not always possible to isolate the education activities from other participant development services.

Across all YAP sites, most of the participants' time is spent working on community service projects. Participants in Los Angeles will spend the smallest proportion of their time—36 percent—in community service. In that site, participants will spend 12 weeks in Project LEAP, the Los Angeles Conservation Corps' introduction to conservation ethics. Project LEAP is intended to provide participants with an "understanding of the natural environment and the importance of safe teamwork." After completing LEAP, participants will enter YouthBuild,⁴ splitting their time evenly between education and service. San Francisco, the other site with a comparatively low emphasis on community services (45 percent of participants' time), also provides extensive personal development and occupational training to participants.

In the other six sites, participants will spend at least half their time working on community service projects. Participants in Milwaukee and Atlanta will spend the largest proportion of time on service projects—80 percent.

For the most part, the community service projects involve physical labor, including landscaping, construction, sidewalk repair and housing renovation. Some projects have a conservation focus, involving recycling, home weatherization and water conservation. In two sites (Milwaukee and Seattle), programs are especially careful to target projects that would not be perceived by the unions as competing with their members for work. In Milwaukee, unions play an active role in the pre-employment component; there a journeyman serves as one of the supervisors on each YAP team.

The education component is typically comprised of a GED or high school completion curriculum for participants who have not graduated from high school. Receipt of a GED or diploma is especially important in YAP because many of the unions require those credentials for entry into

4. As noted above, the Los Angeles Conservation Corps operates a HUD-funded YouthBuild USA-affiliated program. For more information on the YouthBuild USA model, see Chapter One.

apprenticeships. Some programs also offer college-level courses for participants who have already graduated from high school.

Participants receive a wide range of life skill training, occupational training, and personal development, depending upon the particular site. Often this training is integrated with the basic educational component. However, three YAPs provide training off-site in a residential facility. Milwaukee provides two weeks of basic apprenticeship readiness training at the Wisconsin Laborers' Training Center, one of 75 national LIUNA Training Centers. Cleveland's participants attend a one-week residential academy in which they learn a wide variety of life skills such as CPR, defensive driving and work team development. LA's twelve-week Environmental Awareness Program (LEAP) begins with a ten-day wilderness experience emphasizing collaboration, trust, consensus building and team building while orienting participants to the importance of the environment.

While in the pre-employment component in all YAP sites, participants are paid in the form of stipends to cover their living expenses.⁵ Stipends range from \$3.50 per hour in Philadelphia to \$6 per hour in San Francisco.⁶ Several sites, including San Francisco, raised the stipends paid to YAP participants to above the level paid in their standard corps programs. Both the residents and unions are advocates of the increase. The residents argued that the higher rate was necessary for participants to cover their expenses, and unions wanted to reduce the use of corps participants as "cheap labor."

In addition to stipends, participants receive a variety of other services, which vary somewhat across the sites. Child care is an important benefit in most sites, since so many participants are single parents; several programs commented that they had underestimated the extent to which participants would require child care. Typically, child care is provided through the local JOBs program for YAP participants who are AFDC recipients. YAP may fund child care directly for participants not receiving AFDC. Other benefits generally provided to YAP participants include transportation, uniforms, tools and equipment needed for the community service projects.

5. Los Angeles participants must complete a 12-week unpaid orientation prior to officially entering the youth corps component.

6. San Francisco's YAP participants may earn raises increasing the stipend to \$7.50 per hour.

INTEGRATION OF YAP WITH EXISTING CORPS PROGRAMS

To provide YAP's pre-employment component, the participating corps added YAP to their pre-existing local youth corps program, with the exception of the Seattle YAP. (In Seattle local site administered by the Washington Service Corps was established because Seattle did not have a local NASCC-certified youth corps operational at the time.) YAP was to be integrated into the corps' overall program operations. Most commonly (Atlanta, Baltimore, Los Angeles, Milwaukee, Philadelphia), the site also operated an AmeriCorps program, under federal funding from the Corporation for National Service. AmeriCorps programs typically target college-bound or college-educated students. In contrast to YAP, their primary emphasis is on the provision of community service, not participant education or personal development. AmeriCorps participants are eligible for a \$4,725 educational benefit upon completion of the program, in contrast to YAP's assurance of post-program employment.⁷ In addition to AmeriCorps, some of the corps participating in YAP also operated additional programs, under different funding streams.

For the most part, YAP participants are subject to the basic corps rules, but are part of a discrete corps program. Although they sometimes work on community service projects in parallel with teams of corpsmembers from other programs, or share common life skills or educational classes, YAP participants maintain a separate identity.

Although YAP was easily integrated into the ongoing operations at the corps, in some cases the corps modified its basic model for YAP participants. One of the most significant changes was the introduction of older corpsmembers discussed earlier in this chapter. Programs also increased the emphasis on addressing the educational needs of YAP participants, which tend to be more extensive than those of corpsmembers in AmeriCorps. As a compromise with the unions who were anxious to accelerate the program, three corps (Baltimore, San Francisco, Seattle) reduced the duration of YAP's cycle in comparison to their standard programs.

To address the needs of YAP participants, four sites (Atlanta, Baltimore, Philadelphia and San Francisco) expanded the scope of their educational components. Baltimore increased the percentage of time YAP participants spend in education to 50 percent, compared to 20 percent in its AmeriCorps program. In Philadelphia's case, a pre-college component has been added to serve

7. Through its statewide AmeriCorps initiative, the Washington Service Corps has arranged for YAP participants to be eligible for the part-time Americorps post-service educational award of \$2,362 upon completion of the youth corps component.

participants who already had a high school diploma or GED; in Atlanta, a GED component will be added to serve participants who have not graduated from high school. In San Francisco, a community college will coordinate the education component for YAP participants over age 25.

In three sites (Seattle, Cleveland, and San Francisco), the implementation of YAP involves more significant changes in standard corps operations. Seattle's case is the most dramatic—the Washington State Service Corps partnered with two local sponsors to establish a corps program for YAP. The Washington Service Corps already maintains oversight of 15 locally sponsored corps programs, most of them funded under AmeriCorps. However, when the Seattle YAP partners recognized the significant educational deficits of potential YAP applicants, the Washington Service Corps shifted its traditional emphasis on the provision of community service to one that concentrated on participant education and personal development in the Seattle corps.

The implementation of the Cleveland YAP resulted in a 50 percent increase in the overall size of its local corps program. The program added a new satellite office and considerable equipment for use by YAP participants on their conservation projects. In San Francisco, because of differences between the YAP and regular corps (in particular the \$1.50 difference between the entry-level stipends paid to YAP participants and to its other corpsmembers), YAP plans to operate from a separate facility.

PARTICIPANT CHARACTERISTICS

The primary source of information about YAP participants is the tracking form designed by HUD for use by local sites.⁸ As of mid-January 1996, four sites had submitted participant data to HUD for a total of 72 YAP enrollees. Baltimore site staff reported on 14 participants, Cleveland on 11 participants, Milwaukee on 18 participants, and Philadelphia on 29 participants. This section summarizes the findings from these four sites. The forms completed by the sites provide demographic information and some data on income sources and amounts and work experience. The form is organized in five sections to cover the duration of the YAP:

- A general section, to be completed each time data are collected;
- Phase 1, to be completed at enrollment in the youth corps;

8. A copy of the form (HUD form 52360) is included in Appendix B.

- Phase 2, to be completed at the end of youth corps and pre-apprenticeship training;
- Phase 3, to be completed at the beginning of the apprenticeship; and
- Phase 4, to be completed annually during the apprenticeship until the participant completes the program.

So far, the sites have completed only the general section and Phase 1. The initial data set did not include any Phase 2, 3, or 4 data. According to site staff, the forms are not filled out entirely by the participants, but rather may be completed with the assistance of staff. In some cases, staff extracted information from other forms completed by participants and then filled in missing information through interviews with the participants.

There are two caveats to the findings presented below from these initial data. First, the forms were designed to be completed at enrollment; however, the dates on the forms indicate the data may have been collected as long as three months after enrollment. This may create problems with the reliability of some of the data, particularly questions regarding "current employment" and "current enrollment in school." It appears that responses to these questions may reflect the participants' enrollment in the youth corps as current employment and enrollment in corps-sponsored GED or other educational activities as current education activities.

Second, again because the data were collected as long as three months after enrollment, it appears the data do not include participants who dropped out of the program within those first few months. Given what staff reported during the site visits about total enrollment and attrition, we may be missing information about three or four participants in Cleveland, Baltimore, and Philadelphia, and as many as 17 participants in Milwaukee, where enrollment began several months before the HUD forms were available to the sites. It is quite possible that the characteristics of these early dropouts could differ substantially from the characteristics of those who remained in the corps. The findings presented here reflect the characteristics of participants who remained enrolled in the corps.

The 72 participants included in the data submitted to HUD entered the program between March and October 1995. All were new enrollees to the local youth corps; that is, none had been enrolled in the youth corps prior to joining YAP. All are African-American; none were reported to be Hispanic.⁹ Fifty-eight percent of the participants are male and 42 percent are female, although the distribution varied substantially across the four sites. In Baltimore and Milwaukee, half the

9. Ethnicity data (e.g., Hispanic or non-Hispanic) were missing for 8 participants.

participants are male and half are female. In Cleveland, 73 percent (8 of 11) are female, while in Philadelphia three-quarters (22 of 29) are male. The mean age at enrollment for male participants was 22, and for female participants was 24.

In public housing in general, households headed by women predominate. Among the 68 YAP participants for whom we have data on gender and head of household status, women are far more likely to be heads of household. Only 15 percent of the male participants are heads of household, but 73 percent of the female participants are heads of household. Household sizes range from one person to eight people, with roughly half of the participants' households having three or four members. Forty-nine percent of the participants reported they had no children living with them in the household, although this varied across sites. Among Baltimore and Cleveland's participants, 18 percent had no children living in the household, and 44 percent of Milwaukee's participants reported they had no children living with them. However, 76 percent of Philadelphia's participants reported they had no children living with them in the household.

The participants reported low personal incomes, and reliance on public assistance is common. A total of 35 percent of the participants (including 21 of Philadelphia's 29 participants) reported no income of their own. Of those who reported some income in the past 12 months, the incomes ranged from \$786 to \$13,651, with a mean of \$5,734. Roughly 60 percent of all the participants were receiving some type of non-cash assistance. About half of these participants (49 percent) were receiving both Medicaid and food stamps, and the remainder were receiving either Medicaid or food stamp assistance.

Three-quarters of the participants reported some previous work experience.¹⁰ Of those with prior work experience, the longest period of time they had held a job ranged from one month to six years, with an average of 17 months. The highest wage these participants had ever earned ranged from \$3.75 per hour to \$12.00 per hour. However, for many participants past jobs had not paid very well: for half of the participants, the highest wage ever earned was \$5.00 per hour or less.

Most of the YAP participants face some barriers to employment or to finding better paying jobs, such as lack of child care, lack of training or skills, lack of a GED or high school diploma, lack of transportation, and/or limited English proficiency. Across the four programs reporting, 88 percent of the participants had at least one barrier to employment. The most commonly cited barrier was lack

10. The wording of the question regarding prior work experience is very broad: "Does the participant have any previous work experience? (Yes or No)"

of training or skills. For 21 percent of the participants, this was reported to be the sole barrier to employment. For an additional 22 percent of the participants, the combination of lack of training and lack of a GED or high school diploma were the key barriers. The lack of education and/or training was a more commonly cited set of barriers for men than for women: these barriers were cited by 30 percent of women, but by 51 percent of men. Not surprisingly, lack of child care was a more significant barrier for women than for men. Lack of child care (alone or in combination with other barriers) was considered a barrier for over 40 percent of female participants. Only one male participant cited lack of child care as a problem.

Fourteen (14) percent of the participants with barriers faced multiple challenges; these participants (roughly evenly split between men and women) were facing three or more barriers to employment or a better job.

PARTICIPANT PERCEPTIONS OF THE PRE-EMPLOYMENT COMPONENT

During our site visits, we were able to interview current participants in the four YAP sites that had an operational pre-employment component. In general, participants are very pleased with their experience in the corps. As one participant commented, "it's not just school . . . we've been doing real work!" There were some complaints about the inflexibility of the program requirements (attendance, promptness); however, participants acknowledged that the corps experience would be a good preparation for subsequent apprenticeship and employment.

Participation in YAP unexpectedly reduced participants' eligibility for AFDC in three sites. The stipend paid to corpsmembers was treated as wage income by AFDC offices in Baltimore, Cleveland, and Milwaukee, and participants' AFDC benefits were reduced. Also, in Cleveland, participants are losing their eligibility for Medicaid because of their participation in YAP.

PARTICIPANT RETENTION

One factor in assessing the success of programs such as YAP is the extent to which participants successfully complete the program. Preliminary information on the retention rate is presented in this section. First, however, we discuss several caveats, beginning with the fact that

retention rates in youth corps and other programs serving at-risk youth are comparatively low.¹¹ Attrition is largely due to the overwhelming number of barriers faced by young people enrolled in these "second chance" initiatives. Some programs believe that by just enrolling seriously disadvantaged young persons for even a few days or weeks, they are able to provide important services.

Second, retention rates can be substantially increased by extending the amount of screening done prior to official enrollment in the program. By increasing the information applicants have about actual program experience, through orientations or similar "try-outs," participants have an opportunity to "self-select," or drop out, before they actually enroll. At the same time, the programs can screen out individuals who do not seem likely to complete the program successfully. As a final caveat, we point out that this study focuses on YAP's early implementation. Even in the sites where little modification of the basic corps design was required to implement YAP, there is still a need for a "shake out" period, before YAP enters steady state operations.

Preliminary retention rates for YAP's pre-employment component in the four sites that had enrolled participants at the time of our site visit are displayed in Exhibit 4.3. The final column represents the retention or completion rates as a proportion of the number of individuals actually enrolled in the programs. It is important to recognize that only two programs were far enough into the program to actually graduate participants from the corps component. It is not possible to estimate the final retention rates for the initial cycle of corpsmembers in the other sites. However, overall the retention/completion rates are quite promising, compared to similar programs. In particular, the Cleveland YAP has graduated 86 percent of its initial cohort into the pre-apprenticeship component.

Philadelphia's YouthBuild program has retained 93 percent of its original enrollees over the first three months of the pre-apprenticeship component, a figure consistent with the program's national experience. It is worth noting that prior to enrollment in YouthBuild, selected applicants had to complete a 12-hour orientation and a rigorous, three-week Mental Toughness Training. Over the course of those pre-enrollment activities, 28 percent of the candidates dropped out. In the absence of the pre-enrollment experiences, those individuals would have likely been early dropouts in the youth corps component.

11. See *Serving America: Program Design and Implementation—Lessons Learned from the Conservation and Service Corps*, Abt Associates Inc., 1995. Also see *Dilemmas in Youth Employment Programming: Findings from the Youth Research and Technical Assistance Project*, U.S. Department of Labor, Employment and Training Administration, 1992, Volume 1, pp. 128-129.

Exhibit 4.3
PARTICIPANT RETENTION: YAP'S PRE-EMPLOYMENT COMPONENT
INITIAL COHORTS

Site	Number of Applicants	Number Initially Selected	Number Completed Orientation/Enrolled	Enrollment Date	Number Still Enrolled ^a	Number Completed Program ^a	Retention/Completion Rate Since Enrollment ^a
Baltimore	40	22	17	July 1995	4	8	71%
Cleveland	35	15	14	July 1995	—	12	86%
Milwaukee	60	34	22	March-October 1995 ^b	15		68%
Philadelphia	N/A	43	31	September 1995	29		93%
Overall		120	97		48	20	70%

^a As of January 1996.

^b Operates under rolling intake schedule.

Retention rates in the Baltimore and Milwaukee youth corps components are somewhat surprising compared to those sites' traditional corps programs. Baltimore's 71 percent retention rate is considerably higher than the 50 percent retention rate the corps typically experiences in its other programs. The program attributes its success in this area to the maturity of its YAP participants, who tend to be older than the standard corpsmembers.

In contrast, Milwaukee has been disappointed with its initial 68 percent retention rate, which is lower than had been expected. That program has made several adjustments in its basic model in an attempt to increase its retention rate. Those changes include: plans to hire a HOPE VI resident as part-time recruitment coordinator; expanding the kind of information provided during the recruitment and assessment process so that applicants have a better understanding of the participant experience; and soliciting feedback from current participants on what the program can do to increase retention.

Retention and completion of the pre-apprenticeship component is only one aspect of the YAP implementation story. Because the initial component is built on a solidly established and tested youth corps model, it may be the easiest part of the complex YAP initiative to implement. At the time of our site visits, the expectations and responsibilities of unions and employers for YAP's apprenticeship component had not been consistently articulated in all of the YAP sites. Implementation of the apprenticeship component is discussed in the next chapter of this report.

CHAPTER FIVE

TRANSITION TO THE APPRENTICESHIP

Three of the eight Youth Apprenticeship Program demonstration sites (Baltimore, Cleveland, and Milwaukee) were "graduating" their first group of participants from the youth corps phase to the pre-apprenticeship or apprenticeship phase of the local YAP in early 1996, as this report was being written. The remaining five sites were still in an earlier stage of YAP implementation. This chapter describes the processes devised to help YAP participants make the transition from the youth corps to the apprenticeship, based on the actual experience of the three sites where the transition is in process, and based on the plans of the remaining five sites.

REQUIREMENTS FOR ENTERING THE APPRENTICESHIP

In all the sites, the minimum requirement for entering the apprenticeship phase is successful completion of the youth corps component. Each youth corps has its own definition of "successful completion." The requirements often include completion of a prescribed number of hours of participation, "passing scores" on performance evaluations, and in some cases a somewhat more subjective judgement by youth corps staff on the participant's job readiness. The YAP sites have also taken into consideration the requirements for joining the unions and for obtaining employment in the construction industry (e.g., a GED or high school diploma). Partner staff in most sites said the most important factor is the participants' readiness for employment: the programs have a strong interest in participants' success and do not want to set people up to fail.

PRE-APPRENTICESHIP TRAINING

Five of the eight sites (all but Baltimore, Los Angeles, and Seattle) include a pre-apprenticeship component in their YAP program designs. This transition phase varies in length from two to five weeks, and may occur during the youth corps phase or following it. The purpose of the pre-apprenticeship training is to familiarize participants with the nature of the trade they have chosen (or will choose) and to teach specialized skills.

The four YAP initiatives affiliated with the Laborers' International Union (Atlanta, Cleveland, Milwaukee, and Philadelphia) feature a pre-apprenticeship phase involving one of

LIUNA's training centers, although the timing and nature of the training varies. Participants who complete the YouthBuild component in the Philadelphia YAP will spend two weeks at the LIUNA residential training center in nearby Exton, PA. Cleveland's YAP partners initially planned for participants to attend three weeks of residential training at a training center in Howard, Ohio. However, because so many participants have child care responsibilities that make it difficult for them to be away from home, the partnership decided to contract with an Iowa-based, LIUNA-affiliated mobile training provider. Participants who successfully complete the youth corps component will attend three weeks of training at a temporary site established next to the LIUNA local office.

Milwaukee's pre-apprenticeship training is unusual in that it takes place during the youth corps phase. Participants spend two weeks at the LIUNA training center in Almond, WI, several hours' drive from Milwaukee. The specialized training helps prepare Milwaukee's YAP participants for the construction projects they undertake during the youth corps phase. In addition to the skills developed, staff and participants reported it was a good opportunity to get to know each other and to spend time away from the city.

The Atlanta YAP partnership has somewhat of a hybrid approach to pre-apprenticeship training. The partners initially planned to have a three-week pre-apprenticeship phase following the youth corps phase. After grant award, the partners instead decided to incorporate some of the pre-apprenticeship curriculum into the youth corps phase. Participants will not learn specialized construction skills, but will receive a general orientation to the trades by touring the LIUNA training center, hosting speakers who are LIUNA members, and possibly inviting LIUNA members to assist on service projects. The specialized skills training will be covered in a shorter (probably two weeks) training at the LIUNA training center after participants complete the youth corps component of the program.

San Francisco's YAP design (which proposes involvement of 13 unions) suggests that pre-apprenticeship training will be provided during the last five weeks of the six-month youth corps phase. The proposed curriculum includes a basic orientation to the trades covering such topics as tool recognition, construction math, safety procedures, and hands-on training. The mechanics of this training (e.g., who will organize the training and exactly what would be covered in the training) had not been clarified as of early 1996. The language in the proposal implies that the training will be provided by the 13 participating unions (as specified in the Memorandum of Understanding between the public housing authority (PHA) and the Building Trades Council) and unspecified community-

based organizations and that the cost will not be covered by YAP funds. The proposal authors suggest that the partners will seek additional funding from other sources to pay for the training.

ENTERING THE APPRENTICESHIP

The Baltimore, Los Angeles, and Seattle program designs do not include a pre-apprenticeship component. Baltimore is the only one of these sites to have reached the point of implementing the apprenticeship component. Baltimore's first group of participants entered the apprenticeship phase in late January 1996, reporting for work in their new positions as maintenance mechanics for the housing authority's maintenance department. During their 30 months of employment, the participants will spend one day per week attending classes (totaling 400 hours of classroom instruction) at a community college. In Los Angeles and Seattle, the process for the transition to the apprenticeship has not been well-defined. In both sites, participants will have the option of pursuing apprenticeships in a number of possible trades and will receive guidance during the youth corps phase on what they need to do to enter their chosen field. Upon completing the youth corps phase, participants will be referred to the appropriate union to apply for an apprenticeship.

In the remaining sites with the exception of San Francisco, participants will be entering apprenticeships with the Laborers' International and will have completed a LIUNA-affiliated pre-apprenticeship training. The participants in these sites will then be referred to the local union hiring hall and placed on the "out-of-work" list. The Atlanta and Cleveland programs have full-time YAP coordinators employed by the union to oversee the apprenticeship component, including educating staff at the hiring halls and among contractors about the availability of YAP apprentices. PREP, the nonprofit administrative entity formed to oversee Philadelphia's YAP, also has strong connections to LIUNA and will fulfill this function for YAP participants.

Milwaukee is the only one of the four LIUNA-affiliated programs without a YAP coordinator hired by the union; however, it is also the only site with a commitment from the local contractors' association to hire YAP participants (at a rate of 10 participants per year for three years.)

The San Francisco Housing Authority's 1994 Memorandum of Understanding (MOU) with 13 construction unions represented by the San Francisco Building and Construction Trades Council (SFBCCTC) seemed a promising vehicle for ensuring employment for YAP participants. However, the legal difficulties with the MOU have increased tensions between the housing authority and the unions and threatens to stall modernization work.

FACTORS INFLUENCING THE POTENTIAL SUCCESS OF THE APPRENTICESHIP PHASE

A number of factors may influence the ability of local YAP partnerships to secure employment for their participants. Several key factors are described below.

The health of the local construction industry. With the exception of Baltimore, all the YAP partnerships are relying on the construction industry to provide employment opportunities for their participants. At a minimum, each city has roughly \$40 to \$50 million in HUD funding for HOPE VI projects in addition to substantial additional funds from the Comprehensive Grant Program (HUD's formula-based fund for modernization of conventional public housing). In some cities, the construction industry is relatively strong due to other public and private construction projects. Respondents in Milwaukee anticipate a shortage of entry-level construction workers to meet the labor needs for several large public works projects, and Seattle expects continued opportunities generated by the Port's expansion. However, Los Angeles respondents reported that the construction industry is slumping in their city. Climate is also a factor; construction employment in northern cities such as Cleveland and Milwaukee is highly seasonal. The ability of the construction industry to generate employment opportunities for YAP participants depends on all these factors.

Section 3 enforcement and other procurement issues. Both San Francisco and Los Angeles' YAP partnerships proposed using local Section 3 requirements as a lever to help secure employment for YAP participants, but the mechanisms for doing so are not clear. San Francisco's promising MOU with 13 construction unions to ensure resident hiring on PHA modernization contracts has encountered legal difficulties. Los Angeles' program model lacks such a vehicle for achieving Section 3 goals, and the slumping local construction industry does not appear to be a promising source of employment opportunities.

In Cleveland, Philadelphia, Seattle and Milwaukee, local respondents also commented that competitive bidding requirements often make it difficult for union contractors to compete for PHA construction contracts. Unless the PHAs provide assurances that contractors hiring YAP participants will be favored in awarding contracts, the contractors are wary of making any commitments to "guaranteed employment." This was by far the union and employer respondents' most significant concern about YAP implementation.

HOPE VI implementation. In Los Angeles, partners anticipated that HOPE VI construction would provide ample opportunities for YAP participant employment. At the time of the Abt site visit in November 1995, both YAP implementation and HOPE VI construction activities were behind

schedule. Although it is still difficult to estimate the timetables for both initiatives, it is quite possible that YAP participants will finish their youth corps phase before HOPE VI construction is ready to begin. According to local observers, construction is slumping in the city; there may be few alternative employment opportunities for YAP participants in the city.

PHA operating subsidy levels. Baltimore's PHA representative expressed concern that, although the housing authority is committed to meeting its obligation to employ YAP participants as maintenance mechanics, the agency's ability to do so will depend on the adequacy of operating budgets. These budgets currently rely heavily on operating subsidies received from HUD. Federal cuts in PHA operating subsidies could threaten secure employment for YAP participants.

CHAPTER SIX

LAYING THE GROUNDWORK: KEY FINDINGS AND RECOMMENDATIONS

The site visits for this assessment were conducted during the early implementation phase of the eight local Youth Apprentices Programs. The early site visits were appropriately timed to capture information on the YAP planning process while it was still relatively fresh in the minds of program planners and to learn about the program design changes made or contemplated during post-award negotiations among program partners. However, in many cases final agreements among the public housing authorities and their YAP partners had not yet been reached, leaving some uncertainty about local program designs. Further, in half of the sites participants had not yet enrolled at the time of the Abt site visits; and in sites where participants had enrolled, none had progressed farther than the initial youth corps phase. Thus, it is difficult to assess the ability of most of the local partnerships to meet their ultimate goal of securing long-term employment for YAP participants. However, the planning and early implementation experiences of the eight YAP sites have generated several recommendations for consideration by policy makers and practitioners.

1. HUD's requirement for a complex partnership involving the PHAs, youth corps, unions, and multi-employer organizations brought together institutions with divergent objectives, cultures, and incentives for participation. Youth corps have the most tangible incentive to participate—funding to operate YAP's initial component. The unions and employers have a much less tangible incentive. In some cases, the employer partner has yet to be identified; commitments from unions and employers have not yet been solidified in most cases. It remains to be seen whether the unions and employers will fulfill their roles in all YAP sites.
2. By restricting eligibility for YAP to PHAs expected to receive substantial modernization funding under HOPE VI, HUD's announcement of YAP attracted the attention of unions and contractors anxious to obtain contracts to work on the construction. However, most PHAs have not developed mechanisms to target HOPE VI work (or other modernization contracts) to unions and employers who agree to hire YAP participants. As a result, few YAP partnerships have firm commitments from employers to hire YAP apprentices.
3. YAP's designers may have been unrealistic in expecting employers to commit to providing participants with 30 months of employment without incentives. PHAs generally cannot sole-source work to specific contractors, and contractors are hesitant to make hiring commitments two to three years in advance with no assurance that they

will win PHA contracts. The provision of priority status to contractors who agree to hire YAP participants for PHA-funded construction or modernization projects could be an important way to secure employer commitment to the program. However, most PHAs were reluctant to incorporate such language in their bid documents, lacking tested model documents and fearing legal challenges. Assistance from HUD in formulating bid document language could reduce the PHAs' resistance to implementing such incentives.

4. Even if a commitment to target HOPE VI contracts (or other modernization work) to unions and employers who participate in YAP can be negotiated, partnerships should look beyond public housing authorities to other public works agencies (such as departments of public works or transportation) that might agree to similar targeted contracting policies. Such a strategy would help expand and solidify long-term employment opportunities for YAP participants.
5. In theory, HOPE VI communities would be a primary source of YAP participants, and HOPE VI modernization projects would provide ample apprenticeship opportunities for them. However, schedules for HOPE VI and YAP implementation are often not well synchronized. In at least one site, the relocation associated with HOPE VI made it difficult to identify and recruit participants for YAP because residents were preoccupied with moving or had already been relocated from the development. At the same time, construction in some HOPE VI sites may not have begun by the time YAP participants are ready to enter apprenticeships.
6. Compared to HOPE VI and Comprehensive Grant Program funding levels, YAP grants are relatively small, and PHA staff in some sites are not accustomed to running the kind of service delivery program funded under YAP. Most PHAs could benefit from technical assistance to facilitate YAP's implementation and operation. Alternatively, as suggested by some youth corps and union representatives, PHAs could merely pass through the funding to their partner organizations and play a more limited support and oversight role in the program.
7. Each of the local programs needs an institutional advocate or champion for YAP to keep program planning and implementation moving even when barriers are encountered. This is not always a natural role for the PHA, because of the comparatively small size of the YAP grant and the lack of a natural fit with the PHA's other responsibilities. Youth corps have been effective in assuming lead responsibility in some sites. However, while corps may be successful in implementing YAP's initial component, they may not have the influence over hiring policy to move the program into the apprenticeship phase.
8. In new initiatives such as YAP, there may be a tension between the goals of timely start-up and thorough planning and partners may have different views on the relative importance of each. On one hand, some partners may prefer to finalize a detailed and comprehensive plan for a complex initiative before start-up so that the partners are all clear on their respective responsibilities in the program and the program design can be

presented as a "complete package" to potential applicants. On the other hand, there may be pressure from other partners and residents to implement the program quickly and resolve problems as they arise. Some sites moved quickly to implement YAP, without thinking through the post-youth corps components. Other local programs struggled to work out the details for the entire program, significantly delaying program implementation and frustrating partner organizations. As one partner representative commented, "Planning has become a substitute for action."

9. One of the problems resulting from a hasty start-up had to do with participant recruitment. At least three sites began recruiting prospective participants well before they were ready to actually enroll them in the program. This frustrated the individuals recruited, and may have resulted in a negative perception of the program among public housing residents. Start-up plans should include careful coordination of recruitment and intake cycles.
10. Based on the experience of the sites that have begun recruitment, there are challenges to YAP recruitment. In addition to the relocation and timing issues mentioned above, resident mistrust of government programs, language barriers, concerns about loss or reduction in public assistance benefits, lack of familiarity with youth corps programs, and lack of interest in (or familiarity with) construction trade employment have contributed to residents' hesitation to enroll in YAP.
11. The National Association of Service and Conservation Corps (NASCC) and the Laborers' International Union of North America (LIUNA) played substantial roles in negotiating final agreements and obtaining assurances of participant employment. Obviously, these national organizations had an incentive to encourage their local affiliates to participate in YAP. However, without their assistance, some local YAP partnerships might be stalled. This is not true in all sites; some local partnerships have demonstrated the capacity to implement the program successfully without the direct involvement of national organizations.
12. Participants in the operational programs seemed satisfied with their youth corps experience so far. They appreciated the technical skills, academic training, and "esprit de corps" of the youth corps experience and were optimistic about their prospects for future employment. Many noted that they had not known about the local youth corps prior to learning about YAP; corps staff confirmed that they had not traditionally enrolled many participants from public housing.
13. It is not clear how many participants will enter apprenticeships as a result of their participation in YAP. As noted above, few partnerships obtained firm commitments from employers to hire YAP apprentices; without these commitments the partners may have difficulty ensuring employment for their participants. Further, it is difficult to determine how many participants¹ will successfully complete the youth corps and pre-

1. Figures on planned enrollment are difficult to interpret, and terminology is used inconsistently across sites. "YAP participant" may refer to an individual who enters the youth corps, one who completes the youth corps, or

apprenticeship components and choose to enter apprenticeships. It is expected there will be significant attrition from the number of individuals who enroll in the corps to those who actually enter an apprenticeship. At this point, it is impossible to predict the precise total number of individuals who will enter into apprenticeships under YAP. However, using the best estimates available, it appears that approximately 300 individuals may become apprentices. If that estimate is correct, YAP's cost per placement into apprenticeship will be over \$30,000.²

14. The relatively high projected costs per placement are not surprising given the intensity of YAP training, the five-year duration of the demonstration, and the comparatively small number of participants. Approximately one-third of the overall costs are expected to be stipends paid to participants during their pre-employment participation in youth corps. One way to reduce overall cost may be to reduce the length of the corps component (for programs currently lasting over six months); however, that change would make it more difficult to integrate YAP with the corps' standard operations. Another potential way to reduce cost per placement would be to expand the number of participants. By increasing the scale beyond the initial demonstration, fixed cost associated with YAP administration would be allocated over more participants.
15. The YAP Notice of Funds Availability (NOFA) specified an age range of 16 to 30 for YAP participants. Some youth corps that traditionally enroll participants up to age 25 resisted expanding the age range for YAP participants. At least two programs that did increase the age range reported no problems serving older participants. Moreover, the older age range is consistent with the typical age of entry into unions, which averages 27 or 28.
16. Apprenticeship opportunities in most sites will be limited to those at the lower end of the wage scale for construction workers. This is partly in recognition of the fact that many public housing residents do not have the academic skills to enter the more skilled and higher paying unions. Moreover, due to the seasonal nature of construction employment, most YAP apprentices will probably work no more than nine months per year. While YAP will provide participants with employment opportunities paying well above minimum wage, this work may be unpredictable.
17. HUD's NOFA for YAP included a requirement that NASCC-certified youth corps provide the initial phase of YAP. At that time, not all HOPE VI sites had an existing NASCC-certified youth corps in their community. Even where certified corps were present, some PHAs had a problematic history with the youth corps program. While

one who makes the transition to the apprenticeship. Once fully operational, HUD's YAP participant tracking system should provide accurate information on program enrollment.

2. Some programs do have program funds budgeted to support participants during the apprenticeship phase. For example, local unions may hire YAP coordinators whose tasks may include working with employers to find work for YAP apprentices or training and coordinating mentors. Thus the cost per placement may include support provided after entering employment.

NASCC-certified corps are appropriate candidates for the provision of YAP's youth corps component, alternatives should be available to PHAs that do not have a suitable NASCC-certified local program.

18. In planning YAP, local programs need to negotiate agreements with local public agencies concerning the definition of stipends provided to YAP participants. The youth corps is considered a training program, therefore participants are paid stipends, not wages. In three of the four operational programs, the local welfare agency counted YAP stipends as wages, and reduced participants' AFDC benefits, making it difficult for them to participate.
19. When the research for this study was conducted, only four of the eight sites had actually started program operations. Plans for transitioning participants from the youth corps component into apprenticeships were not clear in over half the sites. Additional research will be needed in order to fully understand YAP's implementation process and assess participant outcomes.

Appendix A

SITE PROFILES

Atlanta
Baltimore
Cleveland
Los Angeles
Milwaukee
Philadelphia
San Francisco
Seattle

ATLANTA YOUTH APPRENTICESHIP PROGRAM

Introduction

The Housing Authority of the City of Atlanta (HACA) coordinated the application for YAP funding on behalf of the partners to the Atlanta program: the Greater Atlanta Community Corps (GACC), the Laborers' Institute for Training and Education (LITE), and Laborers' Local 438.¹ HACA owns and manages 14,747 public housing units in 58 developments, housing roughly 33,000 people. Staff from the PHA's Resident Initiatives Department took the lead on developing the grant proposal and will oversee the implementation of Atlanta's YAP. The program will target current and former residents of the HOPE VI communities of Techwood and Clark Howell Homes (described in Exhibit 1). The PHA was interested in YAP because of the opportunities for well-paid employment it promised for public housing residents. At the time the proposal was developed, YAP fit well with the PHA's planned HOPE VI community service initiative and with the agency's plans to strengthen local Section 3 requirements for resident hiring.

Identifying YAP Partner Organizations

The partners in the Atlanta YAP identified each other relatively quickly. HACA and GACC had been working together already on a HOPE VI community service plan, and representatives of LITE had been attending meetings in Atlanta in preparation for the NOFA's release. Once the NOFA was released, staff from HACA's Resident Initiatives department assumed the lead role in developing the grant proposal. However, the planning process proved to be very challenging, setting the stage for relationships that have continued to be strained. One observer characterized the process as "not a cooperative venture, but more like a tug of war." This section summarizes the planning process and describes some of the issues that have contributed to the tensions among the Atlanta partners.

GACC, the only NASCC-certified youth corps in Georgia, learned about YAP from NASCC's national staff. GACC had been working with HACA since 1992 on a community service plan for the Techwood/Clark Howell HOPE VI redevelopment. In collaboration with the developments' residents and HACA staff, GACC had developed an integrated community service

1. As discussed later in the case study, the North Georgia Construction and Building Trades Council initially intended to participate in the program and submitted a program design which was included in the Atlanta proposal, but subsequently withdrew from the partnership.

Exhibit 1
TECHWOOD AND CLARK HOWELL HOMES

Techwood and Clark Howell Homes are located roughly one mile northwest of the Atlanta central business district. Techwood Homes is the site of the nation's first slum clearance and low-rent housing project, dedicated by President Franklin D. Roosevelt in 1935. The 17-acre site had a total of 457 units. The 624-unit Clark Howell Homes development was built on an adjacent 36-acre site in 1940, and Palmer House and Roosevelt House (two high-rise buildings for elderly residents) were constructed in 1966 and 1973 respectively. Aside from the public housing developments, the neighborhood is dominated by Coca-Cola's corporate headquarters and the campus of the Georgia Institute of Technology (Georgia Tech). The area is experiencing substantial new development in preparation for the 1996 Olympic Games to be hosted by Atlanta. Athletes' housing has been built on HACA property across from the Techwood/Clark Howell developments, and the Centennial Olympic Park is under construction to the south of the site on land that was formerly part of Techwood.

Techwood Homes has been vacant since late 1994. Data from 1990 (prior to the period of dramatically increasing vacancies) indicate the development housed predominantly African-Americans (95.5 percent). Median household income was \$3,219; 65.5 percent of households relied on AFDC income. Roughly 9 percent of the households had heads who were employed. Clark Howell Homes is still occupied; its residents have similar characteristics: the families are predominantly African-Americans (95.1 percent), approximately 8 percent of the household heads are employed, and over half (55 percent) rely on AFDC income.

The HOPE VI revitalization strategy calls for demolishing both Techwood and Clark Howell Homes and rebuilding 900 lower-density, mixed-income housing units on the site. Forty percent of the redeveloped units will be public housing units, 20 percent will be Low Income Housing Tax Credit units, and the remaining 40 percent will be market-rate units. The site will be privately managed under contract to HACA.

plan that would offer a number of service opportunities to community residents (including public housing residents as well as non-residents) of all ages. The plan was approved by HUD and the Corporation for National Service. When GACC learned that YAP was being developed, they began to attend planning meetings at HACA where they became acquainted with LITE's national staff and local NGBCTC staff.

LITE had participated in some of the early YAP "alert" meetings, prior to the release of the NOFA. LITE's national legal counsel was involved in the national-level design of YAP (including being involved in the demonstration program design in Philadelphia) as well as at the local level in Atlanta. Observers recall that LITE was a logical partner for HACA and GACC, given its national stature. At a more practical level, LITE could also offer some things that made sense for YAP:

educational standards that are considered within reach for typical public housing youth, training centers that can offer extensive training in marketable skills (such as hazardous materials abatement), union membership rules that do not require ownership of a car (which many construction-related unions require), and a history of being relatively welcoming to African-Americans. In addition, LITE marketed themselves as providers of basic training that YAP participants could use as a stepping stone to other trades; they could provide appropriate, cost-effective training. One notion LITE proposed but which was rejected by HACA was the adoption of a model similar to Philadelphia's in which a nonprofit corporation would be founded to administer YAP. This was not popular with the local partners and was not adopted.

NGBCTC, an umbrella organization representing 17 trades (including the Laborers') had also responded to HACA's request for a proposal to be part of the Techwood/Clark Howell YAP. According to NGBCTC's Business Manager, HACA staff apparently did not realize that the Laborers' is a member union of NGBCTC. After developing a proposal, the organization decided that submitting a separate program plan would make it appear that NGBCTC was competing with one of its own member unions. LITE's representatives also made the case that LITE could provide solid training for workers who might eventually enter one of NGBCTC's other trades. NGBCTC decided to withdraw its proposal, although not until after HACA had submitted the full proposal to HUD. NGBCTC's program design was included in the proposal, but no letter of commitment was submitted. In an interview for this study, NGBCTC's Business Manager said he remains supportive of the program and willing to help, but that no one from the partnership has contacted him since he withdrew the original proposal.

According to the president of the Techwood/Clark Howell Residents Association, residents were involved in the YAP planning process. Residents were interested in YAP because of the potential employment promised to Techwood/Clark Howell's current and former residents. The funds HACA was projected to receive for social services under HOPE VI were not sufficient to provide the kind of comprehensive training and job development the residents wanted to benefit the residents of the Techwood and Clark Howell developments. The HOPE VI planning committee established a subcommittee to participate in the YAP planning process. The committee's chairperson emphasized that the residents want to see participants "get somewhere," and see YAP as a way for residents to develop marketable skills.

Residents participated in several YAP planning meetings, although not in large numbers. In October 1994, HACA staff made an announcement about YAP to the HOPE VI resident planning committee meeting and to a Resident Association meeting. A 21-member YAP Advisory Committee was formed in late October, although, at most, four members (typically officers of the residents association) attended any of the three planning meetings held over the following few weeks. According to the sign-in sheets provided in the proposal and to observers' accounts, residents were far outnumbered by HACA and other partner staff and consultants at the meetings.

The Resident Association president (who also served on the HOPE VI and YAP planning committees) noted there were "some kinks" in the planning process. She hesitated to elaborate, but did offer one example: the initial program design involved training participants in just one skill. The residents disagreed with this limited strategy because they felt the program would attract more participants if it offered preparation for a range of employment options.

The YAP planning process extended over several months and involved numerous meetings. A HACA staff member described the planning process as "intense, laborious, and strategic," but indicated that it was thorough and resulted in some creative approaches to program design. Partner representatives from outside the PHA agreed that an extensive series of planning meetings were held, but questioned the thoroughness of the resulting program proposal. One partner representative recalled that the planning meetings were not well managed; agendas were not circulated in advance, minutes were not kept (to the respondent's knowledge), and the same agenda items seemed to be raised at meeting after meeting without resolution. The partners also reported that the drafting of the final proposal was a hurried process, resulting in a relatively general program plan with many details unresolved, some internal contradictions, and a few minor factual inaccuracies. One partner representative reported that the housing authority staff had created a "kitchen sink" proposal without thoroughly thinking through how the program would work. Local union officials reportedly had serious reservations about the proposal, but agreed to sign off at the insistence of national LITE officials and only after assurances from the HACA general counsel that the agreements would be renegotiated after the award was received.

One explanation for the challenges the Atlanta partners faced in designing YAP was the extensive staff turnover at the housing authority during the planning period. Staff involved in virtually every aspect of the program (program activities, planning, budgeting, and legal counsel) and at every level (from junior to senior staff) changed during this period. HACA staff and external

observers concur that the extensive staff turnover caused problems during the planning phase and continues to pose challenges as the partners try to implement their program. At times during the grant writing period, it was difficult to determine who was responsible for YAP, and invariably the responsibility had shifted again within a few weeks.

Another significant source of tension, specifically between GACC and HACA, has been the PHA's decision to revise its HOPE VI community service plan. As noted above, during the period when the YAP regulations and NOFA were being developed in Washington, many changes were occurring at HACA. GACC became concerned that HACA's leadership was considering redesigning the HOPE VI community service plan. At a meeting with the PHA's executive director, the youth corps' executive director, chairman of the board, and a second board member expressed the corps' concern about the prospects for the original community service plan. GACC suggested that they would consider not participating in YAP if HACA did not keep its HOPE VI commitment to the corps. (Recall that GACC is the only NASCC-certified corps in Georgia; HACA would presumably have been precluded from applying for YAP funds if GACC withdrew.) Over a series of meetings, GACC requested and received HACA's verbal and written assurances that GACC would continue to play a role in the HOPE VI community service efforts. During the same period, however, GACC's representatives learned that HACA had already held three YAP planning meetings with an array of interested parties such as the school department, nonprofit service providers, and Hands On Atlanta (a community service organization). GACC had not been notified of these meetings.

HACA did ultimately redesign the HOPE VI community service plan for Techwood/ Clark Howell, eliminating the GACC youth corps component. According to HACA staff, the decision was made in response to resident concerns that GACC was proposed to receive too much money and have too much influence over the plan's design and operations. Further, residents perceived that YAP and a youth corps component proposed in the HOPE VI plan were similar and that funding both was not efficient. GACC does not think this is accurate—the HOPE VI corps was to focus on community service efforts within the Techwood/Clark Howell community while YAP would have a more metropolitan focus. Despite GACC's protests, HACA canceled the planned HOPE VI youth corps, but not until after GACC had committed to the YAP partnership. This decision understandably created tensions between the two organizations, although they have since resolved to put the incident behind them and work in good faith to implement a successful YAP.

The Original Atlanta YAP Design

According to the proposal submitted by HACA, the Atlanta YAP would include the following components:

- GACC would provide a six- to twelve-month service experience for up to 120 eligible participants enrolled over a three-year period. Corpsmembers would spend 80 percent of their time in service activities and the remaining 20 percent in educational and corpsmember development activities.
- Recruitment was to focus on Techwood, Clark Howell, and the surrounding neighborhood, as well as neighborhoods in which former Techwood residents had been relocated, with a priority on selecting current or former Techwood and Clark Howell residents. Participants had to be between 16 and 25 (as required for all of GACC's corps programs). GACC anticipated that other components of the HOPE VI community service plan would target other age groups.
- The proposal included a discussion of the integration of YAP with the proposed HOPE VI community service initiative. For example, apprenticeship positions would be open to corpsmembers who completed their terms of service in HOPE VI-funded slots. This and other strategies to integrate the YAP and HOPE VI programs were intended to maximize the number of people who would benefit from apprenticeships and to increase cost-efficiency by spreading expenses across both programs.
- Participants who successfully completed the corps component would be referred to HACA, LITE, or North Georgia Building and Construction Trades Council for enrollment in an apprenticeship program or other employment opportunities.
- LITE would coordinate a three-week transitional phase between the youth corps and apprenticeship phases with a focus on career exploration and orientation to the trades.
- Post-training employment opportunities would be provided in three ways: through HACA's Building Maintenance and Repair Apprenticeship (a Step-Up initiative), LITE's apprenticeship in construction labor fields (including hazardous materials abatement), and NGBCTC's apprenticeships in 17 construction-related trades.

Negotiating the Atlanta Partnership

Following the grant awards in early 1995, the partners began negotiating the partnership agreements, a process which took much longer than anticipated. As mentioned above, NGBCTC eliminated themselves from the partnership. GACC had numerous concerns about how the program would work once the broader HOPE VI community service plan no longer included the corps' participation, and LITE national staff and HACA disagreed on the scope of the PHA's role in the

program. In response to residents' concerns about the lack of progress, representatives of the YAP partner organizations and the Resident Council attended a pledge ceremony in early October 1995 to formally launch the Atlanta YAP. By January 1996, agreements had still not been finalized. The following section describes the key issues the Atlanta partners have faced in negotiating their partnership.

Following the extensive reorganization at HACA, it was determined that YAP would continue to reside in the Resident Initiatives Division and would be administered by the Community Services Manager. Instead of the close ties to HOPE VI that were originally envisioned, YAP now resides under the umbrella of the Step-Up program, which also includes Resident Management Corporation development and training, a home ownership program funded through the Empowerment Zone program, and HACA's Apprenticeship Demonstration Program (ADP).² The Community Services Manager is responsible for budget management, general oversight, data collection, and program monitoring for YAP. Ten percent of her time has been budgeted for YAP-related activities. A Resident Assistant (a paid staff position set aside for a resident) will provide program support for YAP, including helping HACA staff with data collection, case management, and supportive services coordination for YAP participants. Both of these HACA staff members will be based at the PHA's main office in downtown Atlanta. The total budget for HACA's portion of the program is \$66,571.

According to a draft Scope of Work provided to Abt Associates on January 3, 1996, the primary responsibilities of GACC and LITE are as follows:

- GACC will be responsible for the recruitment, selection, orientation, and enrollment of approximately 40 participants referred by the partners. GACC will hire two crew supervisors and a half-time program assistant to support the program. GACC will pay participant stipends and benefits from YAP funds or other funds HACA may make available, will collect data as required, and will coordinate the community service projects performed by YAP participants. GACC will also be responsible for the education and corpsmember development activities associated with the youth corps phase and will refer successful participants to the LITE apprenticeship program. GACC's share of the YAP grant totals \$780,000.

2. HACA's ADP, Step-Up, and YAP programs are similar but have somewhat different target populations and occupational orientations. YAP targets youth and provides construction training; partners are GACC and Laborer's Local 438. Step-Up, funded through HACA's Comprehensive Grant Program funds, targets all age groups and provides training in building trades, property management, and child care. In collaboration with the Painters, Carpenters, and Laborers unions and Goodwill Industries, ADP also targets all age groups and offers training in these additional skilled trades as well as life skills training.

- LITE's YAP-funded Project Coordinator will assist in the recruitment and selection of participants and will coordinate with GACC in developing some construction-related, pre-apprenticeship training for participants during the youth corps phase. Once participants enter the apprenticeship phase, LITE will oversee a total of three weeks of skills instruction, as well as providing supervision of the mentor program and job development and placement during the term of the program. LITE's share of the YAP grant totals \$330,000.

Staff from the Resident Initiatives department coordinated the development of the final agreements with GACC's executive director and with LITE's national legal counsel. Staff from all the partner organizations attribute part of the delay in developing agreements to the bureaucracy of large, urban PHAs in general, and to the extensive staff turnover at HACA in particular. This caused delays in drawing up and circulating draft agreements, although partner representatives credited the HACA staff currently responsible for YAP with making substantial progress in the last few months of 1995. Second, the partners decided to draft one document that would describe the scopes of work for all three partners. This was viewed as a useful strategy (so that the responsibilities of all the partners would be in one document), but it added to the time required to finalize the agreements.

Several issues required extensive discussion during the negotiation process:

- The original proposal contained somewhat ambiguous language about the geographic targeting of YAP. GACC advocated—both during the proposal process and after grant award—that the program cast a fairly broad net, targeting not just the HOPE VI communities but also the surrounding neighborhoods and the neighborhoods to which former residents had relocated. Residents were adamant that the program target only current and prior residents of Techwood/Clark Howell and not other subsidized housing. The written agreements reflect the residents' wishes.
- Cohorts of two, ten-member crews will be enrolled in two enrollment cycles over the first two years of the grant period. A maximum of 40 participants³ will finish the corps component and move on to the apprenticeship. This reflects a substantial reduction from the 125 participants (which included attrition) over three years described in the proposal. The number of participants was reduced to accommodate both the lower grant award (which caused the elimination of three summer corps sessions targeted to in-school youth who would enter the apprenticeship after graduating from high school and completing two of the three summer sessions) and to reflect the loss of the cost-effectiveness which would have been gained by collaboration with the HOPE VI program.

3. HACA does not want to allow any "backfilling" of program slots vacated during the program year. GACC staff feel this assumption of zero attrition is unrealistic.

- The proposal indicated that GACC would provide a number of services (such as meals and transportation assistance) that the corps does not traditionally provide for their corpsmembers, and which they did not intend to provide for YAP participants. These clarifications were made in the final agreement negotiations. In addition, HACA proposed disbursing grant funds to GACC on a reimbursement basis. Given the corps' tight cash flow constraints, GACC was not willing to operate on a standard reimbursement basis. HACA committed to turning around requests for payment within two weeks, which satisfied GACC.
- The program design presented in the proposal called for three relatively distinct phases: the youth corps component, a transitional phase, and the apprenticeship. The union proposed the three-week transitional program during which participants would receive a general introduction to construction work. Following grant award, GACC and LITE staff had some informal discussions about trying to integrate more construction-related activities into the youth corps phase, such as having LIUNA members come to speak about their jobs, getting LIUNA members involved in service projects as trainers, and taking participants on a tour of the training center. The orientation to the trades will not be a separate component, but rather will be part of the youth corps experience. The transitional pre-apprenticeship phase will be shorter (probably two weeks) and will focus more on specialized construction skills.
- HACA sought LITE's commitment to place 35 of the 40 apprentices in jobs. LITE objected that, while the Laborers' would make every effort to assist participants to find employment, they could not guarantee work. This provision does not appear in a copy of the draft agreement received by Abt Associates on January 3, 1996.

Although these programmatic issues were important to finalizing the agreements, the tone of the negotiations seems to have been set by more fundamental disagreements about program goals and partner responsibilities. HACA clearly sees YAP as part of an array of efforts to provide training opportunities to residents. HACA thus wants to retain some control over the program and to present it, to some extent, as another of "their" programs. LITE, whose staff were involved in the YAP program design at the national level, perceive the program to be a vehicle for unions and youth corps to work together, with PHAs as a funding vehicle. LITE does not feel PHAs should be involved in administering the program, and they resent what they perceive to be the PHAs' insistence on retaining control (and, by extension, funds). GACC, with its strong community service focus, is struggling to identify the niche YAP will fill now that their earlier vision of the program as part of a continuum of service opportunities for public housing residents has been superseded by HACA's revised HOPE VI community service plan, a plan with no role (and, again by extension, no funding) for GACC.

The delays in implementation have certainly had costs to the partners—costs of time, effort, and frustration. However, the principal costs of the delays are also being borne by the would-be participants in the Atlanta YAP. Residents and interested applicants have waited for as long as a year for the program to get underway. Although 27 residents completed applications as a result of early (perhaps premature) recruitment efforts, only 7 residents attended a more recent information session. The delayed implementation may well be fueling resident skepticism about the program. Further, under the original implementation schedule, YAP participants would have completed the youth corps phase in time to enter employment during Atlanta's pre-Olympics construction boom. As the schedule currently stands, participants will finish the youth corps phase just as the Games get underway. Other construction opportunities may well arise for YAP participants, but the program's well-intentioned goal of capitalizing on one of the most intense construction periods of recent years will not be realized.

Residents have not been involved in developing the agreements. The residents seem to see their primary role during this period to be keeping potential participants interested in the program. HACA has made several efforts to retain resident interest and to show signs the partners are making progress toward implementation.⁴ For example, the kick-off ceremony in October was designed to renew attention for the program. An information session was held in December for the 27 applicants who had already completed applications as well as any additional interested applicants (7 people attended the meeting). Resident Initiatives staff regularly update residents on the program's status at HOPE VI planning meetings and at resident association meetings. Although the PHA's intentions are to keep people informed and to publicize YAP, some outside observers commented that these efforts to involve residents serve as a distraction from the real issue: the program should be underway, but is not, and these efforts only further distract staff from accomplishing the tasks needed to implement the program. As one respondent put it, "Planning has become a substitute for action."

Respondents from both GACC and LITE also expressed some dismay at the seeming willingness of the Resident Initiatives staff to be—as these outside observers saw it—overly accommodating of residents' wishes. One commented that the PHA staff just "don't know how to say 'no' to the residents." When pressured to show progress, HACA staff seemed to make more

4. Relocation was not perceived to be a recruitment issue. Techwood is entirely vacant and demolition has begun, but Clark Howell was 96 percent occupied as of January 1996. According to a resident representative, most Techwood families have not moved far from the Techwood/Clark Howell community.

promises they couldn't keep, while at the same time failing to make progress on the agreements that had to be in place before the program could be implemented. One partner staff member saw this as an illustration of HACA's unwillingness to give up control of the program. In this respondent's opinion, the PHA should have moved quickly to finalize a contract with GACC and then turn over responsibility and accountability for the program to the youth corps. He went on to credit the current HACA staff who are responsible for YAP with making substantial progress on reaching final agreements. The process is still cumbersome, but the rate of progress has improved considerably in the past few months.

YAP Implementation Plan

The YAP partners' current timetable (as of January 1996) anticipates a February start-up for the youth corps phase. GACC will hire a program assistant and two crew chiefs to supervise the two YAP crews. One strong crew chief candidate had been identified as of early January. GACC staff hiring and YAP participant screening, interviewing, and pre-selection orientation are scheduled to be completed by late January. Selected participants will begin their youth corps phase on February 1.

According to a HACA staff member, the Atlanta partners hope to attract "the cream of the crop" for the first YAP enrollment cycle. A committee of GACC, HACA, LITE, and resident representatives will make selection decisions. HOPE VI planning committee members had distributed YAP flyers while administering a door-to-door relocation survey to Techwood/Clark Howell residents in the spring of 1995. As noted above, 27 applicants had expressed interest and filled out preliminary applications using forms provided by the PHA, and 7 applicants attended an information session sponsored by HACA and GACC in mid-December. Additional outreach will be conducted by HACA and GACC to attract more applicants.

A two-day orientation will be held for new participants. During orientation, GACC will go over program policies and procedures, undertake a service project, expose participants to the type of hands-on learning activities they will encounter in the corps, clarify how the corps experience relates to the apprenticeships, and emphasize the community service mission of GACC. This pre-selection orientation is designed to be a reality check for participants and to provide GACC staff with a basis for selecting corpsmembers which is more authentic than an interview. At the end of orientation, corpsmembers are expected to sign a corpsmember agreement that spells out the responsibilities of belonging to the corps.

YAP corpsmembers will receive a stipend of \$4.50 per hour, and work a 40-hour week. Each day will begin with calisthenics. Vans leased by GACC will then transport participants to service sites. GACC plans to involve YAP participants in projects with an "economic [i.e., money-saving] side," according to the corps' executive director, such as home weatherization, recycling, and water conservation. GACC's other program is an AmeriCorps initiative organized in collaboration with the federal Environmental Protection Agency. Two AmeriCorps crews (totaling 20 corpsmembers) work on conservation and resource protection projects such as trail construction, park refurbishment, stream bed erosion control, and landscaping. YAP participants will probably also work on these other, ongoing conservation projects, although the YAP crews will generally work independently rather than along with the AmeriCorps crews. According to GACC's director, YAP service projects will generally take place in low-income neighborhoods, but will not target public housing developments in particular.

Like AmeriCorps crew members, YAP participants will spend approximately 20 percent of their time in educational activities. It is anticipated that GACC's YAP and AmeriCorps corpsmembers will come together for many educational activities, especially those related to life skills and career development. Teams with similar projects may also receive project-specific training together or participate in service learning activities together in the field. GACC's approach to corpsmember development (education) accommodates learning in groups where skill levels vary greatly among the members. GACC staff anticipate that the YAP crew members will have lower educational levels than AmeriCorps members (most of whom are at least high school graduates). GACC staff anticipate they will need to find a provider of GED services for the YAP participants, but had not yet identified a definite source as of early December. The corps does not have an ongoing relationship with a GED provider.

Child care will be funded through GACC's subcontract during the youth corps phase. The YAP Resident Assistant will also help participants who are JOBS-eligible AFDC recipients obtain child care assistance through the Peach Program, Georgia's JOBS program.⁵ Child care assistance will be available for a couple of months after completing the youth corps component to aid in the transition to paid employment.

5. HACA staff have met with Peach Program staff to explain YAP and to develop a Memorandum of Understanding to ensure that the YAP stipend will not result in a reduction in AFDC benefits for YAP participants.

LITE anticipates hiring a local coordinator once their contract is finalized. The coordinator will be based in Atlanta, but will technically work for LITE's Washington, DC headquarters. The coordinator's role will be to work with GACC staff to incorporate occupational training in the youth corps component and to facilitate job placements for apprentices. The coordinator will probably also be involved in future participant recruitment and selection.

According to HACA's current plans, LIUNA mentors' involvement with participants will probably begin about half-way through the youth corps component. The mentors' role will be to provide encouragement and motivation. Mentors will be asked to make a commitment to spend at least two hours per week with the participants. LITE staff acknowledged that the partners had discussed a mentoring component, but were not sure how it would work or whether the union would be able to find interested members.

The process by which participants will transition from the youth corps component to the apprenticeship is not yet clear. The partners agree that participants must have satisfactorily completed the youth corps component, and state apprenticeship guidelines require that entering apprentices be 18 years old and have a 10th grade reading and writing level. In addition, training center staff agreed that participants will need some basic work skills, a good work ethic, and motivation to succeed. In addition, they may need some willingness and flexibility to travel because work opportunities may come up anywhere in the three-state area (Georgia, South Carolina, and Tennessee) served by the Atlanta center.

YAP participants will learn the laborers' trade by working with journeypersons and by attending classes at the LITE training center. Eligibility for union membership is based on the purchase of a union card. A worker who wants to work for a union contractor must purchase a union card. Similarly, a worker who seeks work through a union hall must also buy a card. The current cost is \$300, which may be deducted from the worker's wages over a period of a few months. The union hall then maintains three lists of available workers and apprentices. The "A" list is full union members whose dues are fully paid. Those on the "B" list have paid part of their dues, and those on the "C" list are just off the street. Position on the list is determined on a first-come, first-served basis.

State apprenticeship guidelines require 144 hours of classroom training per year; 120 of the first year's hours will be funded by YAP, and the North Georgia Trades Council training fund will pay for the remainder (as they would for their other apprentices). The training center director will

be responsible for referring apprentices for classroom instruction as appropriate, based on the needs of the apprentices and the construction industry.

The 30-month employment guarantee remains in question. LITE representatives said that, although they are optimistic that the construction industry will provide ample opportunities for the YAP apprentices, it cannot invent work. According to the training center's director, YAP participants will be the first formal apprentices in the state since the apprenticeship standards came into effect. The pay scale for apprentices is 80 to 90 percent of union scale, depending on skill. Training center staff anticipate the demand for apprentices will be high because of the lower wage rates. As mentioned above, local observers acknowledged the delays in YAP start-up mean that participants will not be able to capitalize on extensive construction associated with the 1996 Olympic Games. LITE's national representative suggested the local LITE YAP coordinator will look into opportunities for securing work with HACA, and will also serve as the YAP participants' advocate at the hiring hall.

HACA's grant application indicated that an advisory group would be formed to oversee YAP. The group would be composed of residents and representatives of the partner organizations. Current staff said such a group might be organized but had not yet been recruited. The HOPE VI planning committee does have a job training subcommittee; it is likely that this subcommittee will provide some oversight for YAP (although its membership will be limited to residents rather than the more comprehensive membership suggested in the grant application). In the interim, the Community Services Manager reports on YAP to the HOPE VI planning committee.

Findings and Recommendations

1. The extensive staff turnover at HACA during the planning and grant-writing period contributed to significant challenges in establishing a strong partnership and developing a coherent design. Everyone involved in the Atlanta program acknowledged that HACA's reorganization and changes in leadership contributed to the difficulty of designing and implementing a complicated program. These changes could not have been avoided; however, the Atlanta experience points to the importance of a coordinated planning effort.

2. The Atlanta partners faced a difficult tension between their desire to get the program underway without further delay and the need to resolve outstanding questions about partner roles and responsibilities, and program design and operations. Residents were understandably concerned

about the delays in program implementation and were pressuring the Atlanta partners to move forward with the program. Some staff thought the best strategy would be to simply launch the program and address problems as they arose. Others felt the full program "package" needed to be developed first. As one proponent of the latter strategy summarized, "We need to deal with where we are, not where the residents think we ought to be." Inevitably, some unanticipated problems will be encountered. However, in the long run, both the partnership (including the residents) and the program will benefit from thorough pre-implementation planning.

Sources

Housing Authority of the City of Atlanta

Crystal Hutchins, Community Services Manager
Robin Henry, Program Manager
Joan Carter, Director of Resident Initiatives
Cynthia McCree, HOPE VI staff

Greater Atlanta Community Corps

Karan Wood, former Executive Director
J.D. Ferguson, Executive Director

Residents Association

Andrell Crowder-Jordan, President

Connerton, Ray, and Smith

Paul Greenberg, Esq.

Laborers' District Council of Georgia and South Carolina Education and Training Fund

Steve Hensen, Director
James Allen, Trainer

North Georgia Building and Construction Trades Council

Charlie Key, Business Manager

BALTIMORE YOUTH APPRENTICESHIP PROGRAM

Introduction

The Housing Authority of Baltimore City (HABC) coordinated the grant proposal for Baltimore's YAP. HABC operates 18,000 public housing units in 38 developments with a staff of 1,400. Staff from HABC's Division of Family Support Services took the lead on the proposal. The PHA's partners in the YAP initiative are Civic Works, Inc. and the American Federation of State, County, and Municipal Employees (AFSCME). The program's 50 participants will be recruited from among the former residents of Lafayette Courts, Baltimore's HOPE VI development (described in Exhibit 1 below). They will complete either 6 or 12 months in Civic Works' youth corps program prior to entering a 30-month apprenticeship during which they will learn the skills needed to become maintenance mechanics. HABC will serve as the employer.

Exhibit 1 LAFAYETTE COURTS

Lafayette Courts, built in 1955, was the first high-rise family public housing development in the city of Baltimore. The development included six, 11-story buildings and 17 low-rise buildings. The Lafayette Courts site is located in East Baltimore, an historically industrial area. In 1990, the development housed 2,277 people, all African-American. The mean household income was \$6,099; 86 percent of the households had no earned income. Ninety percent of the households were headed by women. The development's residents faced a multitude of problems, including antiquated plumbing and heating systems, high maintenance costs, high vacancy rates, crime and drug trafficking, and a lack of recreational space for children.

In 1993, the Housing Authority of Baltimore City (HABC) received \$50 million to demolish Lafayette Courts and redevelop the site with townhouses, a community center, and an elderly low-rise complex. In addition to the physical redevelopment, the site will have a new dual management structure involving both residents and professional management staff. The PHA's Family Support Services Division will also implement a family-based case management program to track families and assist them to access needed services.

In August 1995, demolition began at Lafayette Courts. Most of the former residents relocated to public housing in the surrounding community. Re-occupancy is estimated to begin in approximately three years.

Source: HABC.

Identifying the Partner Organizations

The executive director of Civic Works, Inc. learned about the YAP NOFA from the director of the National Association of Service and Conservation Corps (NASCC). The NASCC director encouraged Civic Works to apply for funding under the program. HABC was a logical partner. Civic Works had collaborated with HABC in the past: service projects had been done for the PHA, and the two organizations had jointly applied to HUD for funds for a HOPE VI AmeriCorps program. The recruitment of a union partner was more difficult, as described below.

Representatives of Civic Works and HABC quickly concluded they were appropriate partners for YAP. Civic Works had an established youth corps program, founded in 1993, targeting youth age 17-23. Most of their programs are funded by the Corporation for National Service (CNS) and provide participants with an 11-month program of community service projects and academic and life skills development. Corpsmembers typically spend four days per week working on service projects and the fifth day in educational activities. Participants who successfully complete the youth corps program receive a post-service educational benefit.

Once Civic Works and HABC agreed to collaborate, they then began identifying potential union partners, including (at NASCC's suggestion) approaching local construction unions such as Laborers' International. The PHA and Civic Works spent several months attempting to identify a union. While the unions were interested in the YAP concept, each balked at the requirement that contractors would be expected to provide 30 months of guaranteed employment. The Baltimore economy is not particularly strong and the stability of the construction industry is uncertain. The best commitment the PHA could obtain was a union willing to commit to just one month of guaranteed employment. With the YAP application deadline quickly approaching, HABC's executive director suggested approaching the American Federation of State, County, and Municipal Employees (AFSCME), the union which represents the housing authority maintenance workers.

Representatives from AFSCME were interested in the program, but there were two potential barriers to their participation. First, unlike construction unions, AFSCME does not serve as an employer to its members. The union represents members in bargaining, but the unit of government serves as the employer. Thus, the Baltimore YAP still needed an employer organization for its YAP. Second, AFSCME had no existing apprenticeship program to build on in Baltimore (and relatively few in their nationwide network); the apprenticeship program would essentially have to be designed

from scratch, and there were no staff in the local union offices who could take on the program design responsibility in the time frame required for the grant proposal.

These factors seemed challenging, but neither appeared insurmountable. AFSCME's headquarters in Washington, DC offered to provide a staff member from their education office to work on the grant proposal. After some discussions between the union and the PHA, the PHA agreed to serve as the employer organization. One of the PHA's incentives for taking on this role (in addition to the lack of other likely candidates) was that the agency was having trouble finding and retaining workers for entry-level maintenance department positions. YAP seemed a promising strategy for preparing young people for work in the housing authority. The PHA continues to be somewhat concerned about its ability to meet this commitment (estimated to total \$2.5 million in wages and benefits), given the uncertainty of future funding levels for PHAs.

By the time AFSCME agreed to participate, little time remained to develop the proposal, and many details about program design and partner roles and responsibilities remained to be determined. Negotiations between the PHA and AFSCME continued until virtually the last possible minute before the proposal had to be delivered. AFSCME staff say they were not entirely comfortable with the agreement reached with the PHA during this planning phase. Further, as described below, the union has been disappointed at the extent to which they perceive the PHA has tried to hedge on commitments made during the planning phase.

The NOFA required that residents participate in the YAP planning process. According to PHA staff, the Lafayette Courts Resident Council participated to a relatively limited extent in the planning for Baltimore's YAP. According to the PHA, this was partly because the NOFA prescribed the program design to a large degree. The PHA did not think there was much room for local input in designing the program. The Resident Council endorsed the program design; the PHA's commitment to provide 50 jobs for public housing residents was seen to be the primary incentive for resident support.

Baltimore's Original YAP Design

The basic features of the Baltimore program were agreed during the planning phase, and include the following:

- Eligibility for YAP participation would be limited to former residents of Lafayette Courts. Recruitment would be expanded to include the surrounding community only if

an insufficient number of interested applicants could be identified from among Lafayette Courts' former residents.

- AFSCME members would serve as mentors to YAP participants, beginning during the youth corps component. A YAP coordinator would be hired by AFSCME to coordinate the mentoring component and the apprenticeship component activities.
- After satisfactorily completing the youth corps phase, YAP participants would immediately become eligible for union membership and benefits. HABC would guarantee participants 30 months of employment as maintenance mechanics for the PHA.

Negotiating the Baltimore Partnership

HABC's proposal requested \$1.5 million for the Baltimore YAP. HUD awarded the housing authority \$1.178 million. The negotiation of final agreements among the Baltimore partners required revising budget assumptions as well as finalizing the roles and responsibilities of each partner, as described below.

The basic roles and responsibilities of the Baltimore YAP partners were largely established during the planning process. The respective responsibilities are as follows:

- **Housing Authority of the City of Baltimore:** The housing authority, as the grant recipient, has fiscal responsibility for the program and provides general oversight. There are no dedicated YAP staff; a member of the PHA's Division of Family Support serves as the PHA's point of contact for YAP. The PHA also will serve as the employer, guaranteeing 30 months of employment to YAP participants following their successful completion of the Civic Works youth corps program. HABC's portion of the grant totals \$67,610 for administrative oversight. The PHA's total financial commitment to the program is far greater than their proportion of the YAP budget would imply; HABC's commitment in wages and benefits for the apprentices is estimated at \$2.5 million.
- **Civic Works, Inc.:** Civic Works will enroll four cohorts of YAP participants during the corps' 26-month participation in the program. Staff anticipate they will enroll 55 participants to reach the target of 50 graduates. The total budget for Civic Works' component is \$652,710 and includes staff salaries and benefits, participant stipends and benefits, and some equipment costs. The YAP participants are supervised by a crew chief; Civic Works' executive director and director of education also provide support and oversight for the program. Civic Works provides a monthly narrative report to the PHA on the activities of the program and completes the HUD participant tracking forms for participants in the youth corps component.
- **AFSCME:** The union will coordinate the apprenticeship component for the projected 50 participants who will successfully complete the youth corps phase. AFSCME's budget totals \$457,680. A coordinator and an assistant will staff the program. AFSCME

members from the PHA's maintenance department will serve as mentors for the participants during the youth corps phase and continuing into the apprenticeship. AFSCME's YAP staff will provide a half-day training for all mentors and will monitor the mentoring component. Apprentices will attend classes one day per week at Dunlop Community College (totaling 450 hours per participant); the costs of tuition, books, and supplies are included in AFSCME's YAP budget.

Following grant award, HABC's attorneys drafted contracts for both Civic Works and AFSCME, following a fairly standard format for PHA contracts. Civic Works was generally satisfied with the language of the contract and was willing to sign it. Their only concern was that the PHA operates on a cost reimbursement basis, but Civic Works generally requires funding in advance. HABC and Civic Works were able to resolve this issue to Civic Works' satisfaction.

AFSCME staff described a number of concerns with the draft contract, including the following:

- The draft contract stated that the PHA could cancel the contract "for convenience." AFSCME was not comfortable with this language and wanted the document to spell out clear conditions and procedures for canceling the agreement.
- The draft agreement prohibited AFSCME from representing apprentices in any future disputes with the PHA. AFSCME was not willing to agree to this prohibition.
- The draft proposed an apprentice wage that was lower than that discussed during the planning phase. AFSCME wanted the PHA to commit to the original, higher wage.

These issues were still being discussed at the time of the Abt site visit.

At the time of the Abt site visit, HABC had a signed contract with Civic Works, but the agreement with AFSCME had still not been finalized. By January 1996, despite the continued lack of a final contract, AFSCME had begun some program-related activities (described below), but had not yet hired a YAP coordinator and had not begun their planned mentoring component for participants in the youth corps phase. Although none of the issues that had to be resolved during the negotiating process were considered enormous, AFSCME staff still expressed considerable frustration with the process. Their concern was not so much the substance of the issues, but more the fact that the PHA appeared to be ignoring the agreements AFSCME felt had been reached at the time the grant proposal was submitted.

The Lafayette Courts Resident Council was not involved in developing agreements with the YAP partners. It is not clear what the ongoing role of the Resident Council will be, given the relocation of residents required by the demolition of Lafayette Courts. An AFSCME staff member

indicated she hopes the residents can be involved in a coordinating committee overseeing the apprenticeship phase, but this group has not yet been established.

YAP Implementation

Despite the lack of a final agreement with the union, the Baltimore YAP's youth corps phase was well underway as of Abt's visit in November 1995. The early implementation of the youth corps component is described below.

YAP participants were recruited during the summer of 1995. As mentioned above, HABC felt strongly that YAP should directly benefit the residents of Lafayette Courts. Eligibility for the initial enrollment period—which occurred prior to the demolition of Lafayette Courts in August 1995—was limited to Lafayette Courts residents. The only other eligibility requirements were:

- **Age.** The PHA required participants be at least 17 to fill a maintenance mechanic position. (HUD's YAP guidelines set the target age group at age 16-30.)
- **Criminal Record.** Civic Works requires that applicants have no history of felonies.

HABC took the lead on initial outreach and recruitment activities, beginning in May 1995.¹ PHA case management staff in the agency's community centers told residents about the program, posted flyers on bulletin boards, and distributed flyers to apartments. According to the partners, few applicants responded to these early efforts. In response, the partners scheduled two recruitment events during which Civic Works described their youth corps program and HABC maintenance mechanics (who are AFSCME members) talked to potential applicants about the kinds of jobs they might obtain by participating in the program. The partners all reported that these events resulted in a large increase in applications. In particular, the fact that female maintenance mechanics attended the events helped the program recruit female applicants. Reflecting back on the outreach and application process, YAP participants interviewed during the Abt site visit said the chance to get a GED and long-term employment were the key features about the program that interested them.

Similar to other programs, some residents who were eligible did not pursue applying. According to program staff, several reasons were commonly cited. As mentioned above, the first recruitment and enrollment cycle occurred before Lafayette Courts was demolished. However, many

1. Civic Works did not recruit any of their current youth corps participants for the YAP program. According to Civic Works staff, none of their members at the time met the Lafayette Courts residency requirement.

families were in the process of relocating during this period. Some residents wanted to get settled in their new housing before making a commitment to a program like YAP. One observer also mentioned that some residents were skeptical about the program because it was associated with the federal government, and with HUD in particular: "They see all these federal programs come in and promise them the world and then nothing happens."

Future recruitment efforts may be targeted more broadly, because Lafayette Courts' residents are now more widely dispersed and because there may be fewer interested applicants among those who are contracted. According to the PHA, if staff do not identify enough eligible and interested applicants among Lafayette Courts' prior residents, recruitment may be extended to the other public housing developments in the neighborhood around the Lafayette Courts site. Civic Works staff reported that word of mouth is already proving to be an effective recruitment tool as members of the first YAP "class" have referred friends to the program.

Civic Works staff are responsible for the application and selection process. Interested applicants fill out an application form, including basic information on their education and interests. In addition to the written application, potential participants must take standardized tests of academic and social skills and attend a one-on-one, 20-minute interview with a Civic Works staff member. The staff make selection decisions based on all of these factors, looking for signs the applicant is motivated and for indications s/he has sufficient basic skills to succeed in the program. Applicants who are not selected are told the reasons and are encouraged to work on strengthening their applications and trying again in a later enrollment cycle. Sixty applicants began the YAP selection process for the first enrollment cycle, 40 were interviewed, 22 were selected,² and 17 reported on the first day of the program in July 1995.

A YAP crew chief was hired to supervise the crew and coordinate service projects for the team. YAP participants serve on a separate crew and participate in more educational activities than the rest of Civic Works' corpsmembers. YAP participants spend half their time in education and corpsmember development activities; participants in Civic Works' other programs spend just 20 percent of their time in these activities. The program design calls for AFSCME involvement in the youth corps component, although this mentoring program has not been implemented because the contract between the PHA and AFSCME has not been finalized.

2. Of the 18 applicants who were not selected, roughly half were rejected because of low skill levels or felony records; the remainder dropped out during the application process.

Baltimore City Community College provides GED instructors who teach classes at the Civic Works office site (an in-kind contribution to the program). Current participants who need child care have obtained it through HABC's child care program, which operates on a sliding-scale fee basis. The Baltimore YAP had also obtained commitments from Project Independence (the Maryland JOBS program) to provide subsidized child care slots, but so far participants have not needed to use this resource.

To encourage participants to complete their GED, entering apprentices who do not have a high school diploma or GED will receive a starting wage of \$8.00 per hour; those with a GED or diploma (or who obtain a GED during the apprenticeship) will receive \$8.50.

Participant Characteristics

Civic Works staff reported to HUD³ on 14 of their first class of YAP participants. According to the data submitted, half of the YAP participants are female, all are African-American, and they range in age from 17 to 30. Two-thirds of the participants are 25 or older. During the Abt site visit, Civic Works staff reported that the older corpsmembers are also "more mature" and "more serious" than Civic Works' younger AmeriCorps participants. This was attributed both to their age and to the fact that Civic Works had screened carefully for a first class of participants who seemed likely to succeed in YAP as a way to establish a strong image for the program in the community.

Half of the participants indicated they lived in public housing and the remainder that they lived in other subsidized housing. Most of the participants come from relatively large households with very low incomes. The mean number of people living in the household was almost four, and over half the participants (6 of 11 reporting) had three or more children living in the household. The mean participant income over the previous 12 months (reported for 12 of the 14 participants) was \$5,134, ranging from a low of zero to a high of \$13,651.

The group was evenly split between wage-earners and recipients of public assistance. Half of the participants reported that wages were their only source of income. Three participants reported that AFDC benefits were their sole source of income, and an additional three participants reported receiving AFDC along with other public assistance. A number of participants also received non-cash

3. Site staff are using HUD form 52360 for reporting on participants.

assistance. Five participants reported that they receive Food Stamps, and two receive both Food Stamps and Medicaid assistance.

Most of the participants (10 of 11 reporting) indicated they had some previous work experience. The highest wages earned at past jobs ranged from \$4.40 per hour to \$9.00 per hour, with a mean hourly wage of just under \$6.50. According to the data, few participants face multiple barriers to employment, although most face at least one obstacle. For six of the participants, lack of child care and/or lack of training or job skills were the key barriers to gaining employment or a higher paying job. Other barriers (faced by one or two participants each) included lack of transportation and lack of money for expenses. Levels of educational attainment varied considerably: 6 of the 14 participants were high school graduates, 6 had completed some high school, and the remaining 2 participants had completed less than the 9th grade.

Participant Experience in the Youth Corps

Civic Works provides a two-week Orientation for new corpsmembers. Much of the time is spent on team-building and activities designed to acquaint corpsmembers with the program and with each other. Civic Works staff noted that building a sense of crew identity and team spirit is usually a challenging task because corpsmembers typically do not know each other when they enter the program. The YAP crew was different, because the corpsmembers knew at least several of their fellow crew members prior to starting the program. Staff were concerned this could be problematic: "They [e.g., the corpsmembers] could take over the program!" Happily for the staff, the crew did not attempt to take over, and, in fact, the fact that the participants knew each other generally contributed to greater team spirit than would be typical of a newly formed crew. The demolition of Lafayette Courts—which occurred just as the program was getting underway—was a powerful experience for the corpsmembers to experience together and further contributed to the team's cohesion. Finally, the Civic Works staff pointed out that the YAP crew chief has a strong background in counseling and working with troubled adolescents and young adults. His skills in these areas have also contributed to the strength of the team and the low attrition rate.

Following the orientation, each corpsmember must sign a contract of participation outlining the responsibilities of Civic Works and the participants during the youth corps phase and the sanctions that may be applied for noncompliance. Each participant must also develop a personal learning plan identifying the participant's personal and academic goals for the program.

YAP participants report for service at 7:30 each morning. The day begins with calisthenics; the crew then travels to their service sites or reports for their education or life skills classes. Participants receive a stipend of \$4.25 per hour, as well as limited medical insurance (for the participant only, not for family members), child care, uniforms, and necessary equipment.

Staff and corpsmembers alike commented that they need more information on whether the stipend provided during the Civic Works component should affect receipt of public assistance. One woman, a mother of three who had been enrolled in the program for several months, reported that she suddenly had her AFDC grant taken away (although she continued to receive food stamps and Medicaid.) The issue seems to hinge on whether YAP is considered a training program (where a stipend is not considered income) or a job (where wage income could affect benefits). Civic Works staff hoped she would be able to hold on for the remaining two months of the program until the higher apprentice's wage took effect.

The YAP crew occasionally works with one of the other Civic Works crews, but usually the YAP team works separately, either as a team or broken into two or three small groups. Service projects have included cleaning up vacant lots, painting, landscaping for various public and nonprofit organizations, and building picnic tables for the county park department. Roughly one-third of the projects are fee-for-service; that is, Civic Works is paid for the work by the project sponsor. The proceeds are used to support Civic Works programs, although a small amount is usually reserved for crew parties or events.

Because of safety concerns, no service projects are being done at the Lafayette Courts site. However, the YAP crew expressed interest in doing projects in other public housing developments. One project developed for HABC involves cleaning and repairs at playgrounds in public housing developments. Civic Works is using this series of projects as an opportunity for corpsmembers to take responsibility for planning and carrying out projects. Each YAP crew member was responsible for visiting one of the playground sites, determining what needed to be done, scheduling the work, arranging for equipment, and supervising the crew at the work site. Staff and corpsmembers said this was working well, although corpsmembers are not always comfortable in the role of supervisor.

Corpsmembers generally seemed satisfied with the kinds of projects they had worked on, although a few mentioned they would like to do more construction work, such as housing rehabilitation. The crew chief explained that he does not have the skills to supervise construction projects. Further, the YAP partners agreed that Civic Works would focus on more general work

readiness skills during the youth corps phase. AFSCME staff thought it was more appropriate for the Civic Works component to focus on general academic and job readiness skills and leave the technical training for the apprenticeship phase.

The Civic Works component of the Baltimore YAP is, at a minimum, a six-month program. Corpsmembers receive daily assessments of their performance. They receive scores of 1 to 4 on teamwork, attitude, initiative, attendance/punctuality, and appearance. In order to move on to the apprenticeship, participants must accrue 1800 points on their daily assessments. In addition, the staff must feel the participant is "job-ready." This judgement is informed by the participant's daily assessment scores, but is also a somewhat subjective decision about whether the participant is ready for the responsibilities of the apprenticeship. Those who are not ready for the apprenticeship are expected to complete another six months in the youth corps. Staff are somewhat concerned about their ability to retain these more marginal participants, but hope to be able to give them some additional opportunities that will hold their interest and help them develop the skills to move on to the apprenticeship.

Program attrition has been much lower than Civic Works typically experiences. Staff attribute this primarily to the fact that the corpsmembers are older, more mature, and motivated by the concrete goal of long-term employment. Attendance rates have been excellent, and corpsmembers' attitudes have generally been good. Five of the 17 participants who began in July left. Two of the five participants were asked to leave. The first was dismissed for poor attendance and the second for disruptive behavior. The other three left voluntarily early in the program, having determined it was not what they wanted.

At the time of the site visit, staff expected that at least ten of the participants enrolled as of November 1995 would be ready for the transition to the apprenticeship in January 1996. By early January 1996, eight new participants had been selected to begin the next Civic Works component, joining the two or three participants from the last class who did not graduate. The next group of participants will begin the youth corps phase in early February. Civic Works staff report the attrition rate has been roughly what they expected.

Apprenticeship and Post-Training Employment

According to AFSCME and HABC staff, the program design for the apprenticeship phase will include ongoing relationships with AFSCME mentors established during the youth corps phase; on-the-job training by AFSCME members in maintenance skills; and 450 hours of classroom instruction (to be provided at a local community college) in a variety of skills including workplace mathematics, flooring, HVAC, plumbing, electrical, and painting and plastering. Participants will spend four days per week on the job with AFSCME members and the fifth day on campus at the community college. Apprentices will receive cost of living increases and other benefits included in the collective bargaining agreement between AFSCME and the housing authority.

According to Civic Works staff, the corps will continue to provide GED classes as needed. In addition, staff will be available to provide general support to the former corpsmembers, and they plan to encourage apprentices to help Civic Works recruit new participants for YAP.

AFSCME expects a high completion rate for the apprenticeship component because participants will have developed basic skills during the youth corps and will have a high level of support and their mentors from their AFSCME trainers during the apprenticeship.

Findings and Recommendations

Baltimore has developed a promising model for an integrated program and a mechanism to secure stable, year-round employment for program participants. The model is different from the other eight sites in that it does not target employment in the construction industry, choosing instead to work with a public sector employees union. The Baltimore partners' experience offers several lessons, as summarized below.

1) The good working relationship that already existed between the Housing Authority of Baltimore City and Civic Works helped them quickly establish the foundation for a YAP partnership. The youth corps had completed projects for HABC in the past, and the two organizations had collaborated on a grant proposal for AmeriCorps funding. However, Civic Works' past recruitment efforts had not typically attracted participants from public housing; YAP offered an opportunity to expand the scope of their recruitment to reach public housing residents.

2) A coordinated recruitment effort, with the active participation of both Civic Works staff and AFSCME members, was key to "getting the word out" about the program and attracting a pool of interested applicants. According to local respondents, few of Lafayette Courts' residents

responded to HABC's early recruitment efforts. Civic Works staff and AFSCME representatives were able to provide an independent voice about the program (to ease the skepticism of those wary of HUD programs) and to show participants what they could expect from the experience. The involvement of female AFSCME members helped encourage women to apply for the program. Residents (especially women) responded favorably to these recruitment strategies.

3) *The lengthy recruitment process necessary to identify an interested union partner left limited time to address program design issues and partner responsibilities before submitting the proposal. These issues had to be revisited during the post-award partnership negotiations.* The union and the PHA experienced more difficulties reaching a mutually satisfactory partnership agreement compared to HABC and Civic Works' experience. The most significant cost of these delays was to the first cycle of participants, who did not have the benefit of AFSCME mentors during their youth corps experience. In addition, the prolonged negotiation process required the continued involvement of AFSCME's Washington, DC-based staff, instead of transferring responsibility and involvement to the Baltimore local office.

4) *HABC's willingness to serve as the guarantor of employment should benefit all the YAP partners in Baltimore.* HABC is unique among the eight YAP demonstration sites in its role as direct employer of YAP participants and in its affiliation with AFSCME rather than a construction trade union. Although the approach is unusual, it also shows promise. The PHA gains entry-level employees with strong workplace skills; AFSCME gains members with a vested interest in their work and their union membership; and YAP participants gain reasonably secure, year-round employment. Given Baltimore's slumping construction industry, the uncertainty of future public housing operating subsidy levels is probably less than the likelihood of secure construction employment for YAP participants would have been. Further, the involvement of AFSCME has spared the Baltimore YAP partnership the complexities of securing employment for YAP participants by some other means (e.g., through modifications of competitive bidding regulations), a challenge that has proved very difficult for partnerships in several other sites.

Sources

Housing Authority of Baltimore City

Ralf Multhopp, Division of Family Support Services

Civic Works Inc.

Dana Stein, Executive Director
Eric Clay, Education Coordinator
Michael Stuart, YAP Crew Chief

American Federation of State, County and Municipal Employees

C.J. Ross, Education Division

CLEVELAND YOUTH APPRENTICESHIP PROGRAM

Introduction

The Cuyahoga Metropolitan Housing Authority (CMHA), the public housing authority serving the city of Cleveland and surrounding Cuyahoga County, coordinated the application for a Youth Apprenticeship Program to benefit residents of the Outhwaite Homes and King Kennedy Estates developments (see Exhibit 1). These two developments (as well as a number of other CMHA developments) are located in a near-eastside community designated by CMHA as the HOPE VI Central Vision Service Area. CMHA's YAP partners are the Cleveland Camp of the Ohio Department of Natural Resources' Civilian Conservation Corps, the Laborers' International Union of North America's (LIUNA) Local 310, the Cleveland Construction Employers Association (the local affiliate of the Laborers' International-Association of General Contractors, or Laborers'-AGC), the Urban League's Computer Assisted Learning Center (CALC), and Towards Employment, Inc., a JTPA-funded nonprofit organization. The partners anticipate that 60 participants will complete the CCC's six-month youth corps component, enroll in LIUNA-affiliated pre-apprenticeship training activities, and enter employment as apprentices in the construction industry.

Identifying the Partners

The partners in the CMHA program identified each other fairly quickly. CMHA's Research and Development staff notified PHA staff of the grant opportunity. YAP fit well with the agency's HOPE VI Central Vision strategy of promoting self-sufficiency among residents.

Staff from CCC learned of the upcoming YAP funding from NASCC. Funded by the Ohio Department of Natural Resources, CCC's participants (age 18-24) work on beautification and conservation projects while receiving instruction in academic, pre-employment, and life skills. YAP's program design fit well with CCC's goals, and the corps would establish contacts to help ensure post-youth corps employment for participants. CCC staff attended a national meeting in Hopkinton, MA of youth corps staff, representatives of the Laborers' International and Associated General Contractors, and HUD representatives to discuss the YAP NOFA. CCC staff were impressed with LIUNA's national commitment to the program. LIUNA representatives also made a strong case

Exhibit 1
OUTHWAITE HOMES AND KING KENNEDY ESTATES

Outhwaite Homes and King Kennedy Estates are the Cuyahoga Metropolitan Housing Authority (CMHA) developments selected for comprehensive renovation under HOPE VI. CMHA is a large housing authority responsible for more than 20,000 dwellings located in conventional public housing developments or estates. Outhwaite Homes was built between 1936 and 1939, and comprises 1,020 family units. King Kennedy Estates was built in 1970 and comprises 1,152 units (678 elderly and 474 family). Both Outhwaite and King Kennedy are located on the near-east side of the City of Cleveland in what is referred to as the Central neighborhood, an area that has become a focus of public and private community revitalization efforts.

1990 data indicate that Outhwaite Homes housed predominantly African American residents (99 percent). Fifty-eight percent of heads of household were female, and the median household income was \$3,345. Sixty-six percent of the households depended on public assistance as their primary source of income. Data from the same period indicate that King Kennedy Estates also housed predominantly African American residents (97 percent). Fifty-three percent of its heads of household were female, and the median household income was \$3,257. Seventy-seven percent of the households depended on public assistance as their primary source of income.

Improvements planned under HOPE VI include the modernization of 374 units at Outhwaite Homes and 126 units at King Kennedy Estates, construction of an Enterprise Center, renovation of community and recreation centers, and the creation of a Social Services Mall in the King Kennedy South high-rise building.

for the involvement of LIUNA at the local level: the union could provide appropriate training and employment opportunities for YAP participants, who were anticipated to have limited training and low levels of educational attainment.

CMHA and CCC had collaborated before the YAP opportunity arose (CCC crews had completed beautification projects in CMHA developments) and thought the two organizations would make good partners for YAP. CCC encouraged CMHA to meet with representatives of LIUNA Local 310 to discuss a partnership. The Local's Business Manager expressed interest in the program and agreed to participate. In addition, CMHA contacted LIUNA's national office for additional assistance in developing a program for Cleveland. CCC's state headquarters staff also provided input, and local nonprofit supportive service providers were contacted regarding provision of education and supportive services to YAP participants. Towards Employment, Inc. agreed to provide supportive services and case management, and the Urban League's Computer Assisted Learning Center agreed to provide GED remediation, educational assessment, and testing.

Finally, the Construction Employers Association (CEA), an umbrella organization of union and contractor representatives, was contacted about securing the employment commitment for YAP apprentices. CEA, the local affiliate of the Associated General Contractors of America, represents over 120 construction contractors in Greater Cleveland. CEA agreed to assist the program by providing contacts with local construction contractors to whom YAP participants may be referred for employment.

The partners all reported that the partner recruitment process went smoothly, in part because of the partners' prior experience working together and because of the early planning activities encouraged by national LIUNA staff. CMHA did not have to recruit partners; in a sense it was CCC and the labor organizations that "recruited" CMHA to develop a YAP that incorporated their participation into its design.

The grant proposal for CMHA's YAP was developed by members of its HOPE VI Central Vision staff based at Outhwaite Homes. Staff reported that while most CMHA grant proposals are written by grant writers in CMHA's Research and Development Department, it was felt that HOPE VI staff should respond to the YAP NOFA due to its close ties to the HOPE VI Program.

Residents were actively involved in the planning process. CMHA staff first contacted the Progressive Action Council (PAC), the PHA-wide resident organization. CMHA and PAC then jointly hosted a planning meeting in November 1994 to solicit input from Central Vision Service Area residents as well as service provider representatives. CCC representatives and a consultant from LIUNA's national office also attended the meeting. Staff from each organization described the goals and guidelines of the program and responded to questions.

During small group discussions, the meeting participants identified potential barriers to residents' success in the program. CMHA staff learned that child care, health care, and transportation costs could all interfere with residents' ability to succeed in the program. In response, CMHA contracted with Towards Employment, Inc., a local nonprofit service provider with whom CMHA had a longstanding working relationship, for the provision of supportive services including child care cost reimbursement, monthly bus passes for use during the first month of the youth corps phase, limited health care coverage, eye care, dental care, physical examinations, and emergency medical treatment.

Residents also expressed concern about CCC's policy of recruiting participants no older than age 24. Residents reported they would have preferred to expand the program's target population to

include older participants (up to age 30); however, the program partners decided to limit the target population to CCC's traditional population. Applicants determined ineligible for YAP may receive other services through the Urban League's CALC.

As a result of the successful meeting with residents, CCC's camp manager arranged a similar meeting with 21 current corpsmembers at CCC's Cleveland camp to obtain additional suggestions for the YAP design.

During the Abt site visit, the president of the King Kennedy Estates Local Advisory Committee (LAC) expressed a high level of satisfaction at CMHA's interest in, and effort put forth to obtain, input from LACs of all targeted developments.

The Original YAP Design

The key features of the YAP design proposed by CMHA and its partners are as follows:

- Individuals 18-24 years of age residing in the HOPE VI Central Vision service area would be eligible for participation in YAP. CMHA would utilize a "word of mouth" form of outreach and recruitment, and also target existing CMHA program participants.
- CMHA would enroll 15 participants every six months for a minimum period of three years. CMHA anticipates a 33 percent attrition rate and expects to have a total of 60 YAP graduates.
- During the "Stage 1" youth corps phase coordinated by CCC, participants would perform six months of conservation and community beautification projects; pursue further education (such as a GED or high school completion) through the Urban League's CALC; and work on job-hunting techniques, outdoor education, first aid and basic life support, supervisory and leadership skills, general safety, and training on the use of power equipment.
- Participants would receive a \$5.00 per hour stipend and would spend approximately 60 percent of their time on service projects and 40 percent on educational pursuits. During Stage 1, Towards Employment would reimburse participants for child care costs and provide case management services, transportation vouchers, and funds for the purchase of tools and equipment.
- Participants who successfully complete Stage 1 would be referred to "Stage 2" training—four weeks of pre-apprenticeship training coordinated by Laborers'-AGC and provided by Cuyahoga Community College. This pre-apprenticeship training would include a minimum of 80 hours of construction and 80 hours of hazardous materials abatement training. Participants would receive an \$8.00 per hour stipend during this period.

- Following completion of Stage 2, participants would enter a 28-month term of apprenticeship with Laborers' Local 310. Participants would be assigned to union worksites to work alongside experienced journeypersons in a formal mentoring setting. Upon completion of apprenticeship, participants would be invited into full union membership.

Negotiating the Cleveland Partnership

CMHA's proposal requested \$1.5 million for the Cleveland YAP. HUD awarded the housing authority \$1.178 million. CMHA reported that negotiating partnerships for YAP was "the smoothest process that they, or the other partners had been involved in" because the program design and the roles and responsibilities of the partners had largely been determined during the planning and grant-writing process. Upon notification of grant award, partner organization representatives attended a project "kick-off meeting," at which the details of the partners' roles and responsibilities were discussed in detail. The respective roles are as follows:

- **Cuyahoga Metropolitan Housing Authority:** The housing authority, as the grant recipient, is responsible for program oversight and coordination. A full-time YAP coordinator reports directly to CMHA's HOPE VI administrator and his assistant. CMHA retained a total of \$239,022 of YAP funds to pay for the Coordinator, supplies and equipment, and administrative overhead. The Coordinator's responsibilities include outreach and recruiting; coordination of activities of YAP partner organizations; development and monitoring of YAP partner contracts; mediation and resolution of participant grievances; and the development, documentation, and operation of both internal procedures and administrative/technical controls. The Coordinator will also be responsible for implementing and maintaining HUD's participant tracking system.
- **Ohio State Department of Natural Resources' Division of Civilian Conservation:** The Civilian Conservation Corps (CCC) Cleveland Camp will enroll six cohorts of 15 YAP participants during the corps' 36-month participation in the program. Anticipating a 33 percent attrition rate, staff expect to reach the target of 60 graduates. CCC is utilizing \$515,831 in YAP funds to pay for a Camp Manager and two crew leader positions, participant stipends, and various equipment and supplies. CCC's Cleveland Camp Manager provides administrative oversight for the program and for the crew leaders under his supervision. The Camp Manager is responsible for assisting in recruitment of YAP participants, tracking their progress and performance, documenting all aspects of the program, and maintaining administrative records such as attendance, stipend payments, disciplinary actions, and utilization of social services provided under the grant.
- **Towards Employment, Inc.:** Towards Employment will receive \$30,014 in YAP funding to pay for some limited case management services, child care cost reimbursement, transportation and health care for participants. Under the grant, case management

services will be funded at a level of \$3,600 over the three years of the program. The Director of Towards Employment will oversee and coordinate all program-related activities, and will be responsible for all reporting to CMHA's YAP Program Coordinator.

- **Urban League's Computer Assisted Learning Center:** CALC provides initial educational screening and assessment services for YAP participants. In addition, CALC provides GED remediation services to participants while in Stage 1 youth corps activities. A representative of the Urban League will administer and review computer-based and standard vocational tests to assess participants' aptitude for the training and apprenticeship with the corps and the union. At this point, some participants may be screened out of the YAP application process and referred to other program opportunities provided by the Urban League. CALC, while not under a YAP-specific subcontract, will provide these services under an existing agreement with CMHA for its HOPE VI Central Vision effort.
- **The Laborers'-Associated General Contractor (AGC) Education and Training Fund:** The Laborers'-AGC will utilize \$393,704 in YAP grant funds to fund an Apprentice Coordinator and several mobile training instructors. For the three-year duration of Stage 1 YAP activities, Laborers'-AGC will assist in the selection, orientation, and enrollment of participants. Laborers'-AGC will coordinate with the CCC to develop a curriculum that will help prepare participants for work in the construction industry. The Apprentice Coordinator will oversee all Stage 2 apprentice training, and will be responsible for management of the Mobile Training Unit that is located adjacent to the Laborers' Local 310 main office. YAP apprentices will receive an \$8.00 per hour stipend while participating in three weeks of Stage 2 training activities¹ funded through the Laborers'-AGC YAP subcontract.
- **Laborers' Local 310:** Laborers' Local 310 will implement a formal Laborers'-AGC mentoring program. For the 28 months of apprenticeship, program participants will be matched with experienced journeypersons at union job sites. The Business Representative of Local 310 will work with the Apprentice Coordinator from Laborers'-AGC and CMHA's YAP coordinator to track participants' progress. The mobile training provider is located directly adjacent to the main office of Local 310.

While the partners were largely satisfied with the negotiation process, several issues required additional attention. Many aspects of these issues stemmed, at least in part, from the complications of having national staff involved in the development and implementation of a local program.

CMHA, and representatives of both the Laborers' Local 310 and the Laborers'-AGC, reported significant delays in finalizing the subgrant agreement between CMHA and the Laborers'-

1. The CMHA originally proposed four weeks of Stage 2 training activities. According to CMHA staff, the PHA and the Apprentice Coordinator determined after the grant was awarded that three weeks of Stage 2 training was sufficient to prepare YAP participants for the apprenticeship.

AGC for the provision of apprenticeship and post-apprenticeship program services. The delay can be attributed, at least in part, to a distance factor. Draft documents had to be circulated among CMHA staff and Laborers'-AGC's national representatives based in Pomford, CT and Washington, DC. As of early January 1996 the draft subgrant agreement was being reviewed by LIUNA's legal counsel.

Second, CMHA's Program Analyst reported that a delay was experienced in the contracts with Laborers'-AGC because of a reorganization within LIUNA at the national level. A Program Coordinator had been hired by the national Laborers'-AGC to establish contacts within the local Construction Employers Association to ensure employment for YAP participants. Originally, the Director of the CEA was to have played this role. The individual who was to serve in the role of Project Coordinator was laid off for two months. This individual had already begun to make contacts with local contractors in Cleveland regarding the future employment of YAP apprentices when the reorganization took place. In early December 1995, as a result of the Abt site visit, contact was re-established with the LIUNA representatives and a decision was made to rehire this individual to serve as Project Coordinator.

Third, it was hoped that at some point, responsibility for the Laborers' participation in the Cleveland YAP would be turned over to the local affiliate, the Ohio Laborers' Training and Upgrading Trust Fund, which operates a residential training facility in Howard, OH. However, because most YAP participants have children, the partners decided residential training would be impractical. For CMHA's YAP, it was determined that the Laborers'-AGC's national office would subcontract with their Iowa Fund affiliate to provide mobile training services. The Iowa Fund will set up office trailers and equipment and provide instructors for the pre-apprenticeship training at Cuyahoga Community College. CMHA and Laborers'-AGC representatives still hope to transfer responsibility for the pre-apprenticeship and apprenticeship components to the local affiliate. The current plan is to make the transfer by January 1997.

The Assistant Director of Laborers'-AGC also indicated that some of HUD's and CMHA's requirements for subgrant agreements had slowed the process of legal review. Some of the issues that still need to be resolved include:

- HUD audit and OMB requirements are difficult for Laborers'-AGC to fulfill as a nonprofit organization.

- The subgrant document language states that the program must be "self-sustaining" at the local level. This is difficult, as CMHA has been working with Laborers'-AGC at the national level.
- CMHA must approve all Laborers'-AGC subcontractors. Laborers'-AGC needs to be sure that CMHA will expedite the review process to ensure timely implementation of subcontracts for training services.
- The "Hold Harmless" clause included in contract documents is of concern to Laborers'-AGC. Their legal counsel believes it should be deleted from the contract because it is too broad.
- The specified period in which funds must be expended is too short. Laborers'-AGC would like an "unless all parties agree" clause added.
- The remedies for program defaults reflected in the contract are too severe, and are unilaterally determined by CMHA. Laborers'-AGC feels this must be changed.

The Laborers'-AGC representative acknowledged that these problems are largely the result of his organization's lack of familiarity with HUD requirements, and expressed optimism that once these details are resolved the program will run smoothly.

One other important issue arose during interviews with all parties during the site visit: how the union could guarantee employment to YAP participants for 30 months. The Business Representative of Local 310 pointed out that CMHA has no mechanism to award work to the unions, given that all work for the housing authority must be awarded on a competitive basis. The Business Representative indicated that if CMHA could award even 10 to 20 percent of its construction contracts to the union, he could guarantee steady work for all 60 YAP graduates. CMHA also expressed concern around this issue, and resolved to pursue finding a way for CMHA to make union-specific awards.

YAP Implementation

The implementation of CMHA's YAP is underway and on schedule. Program enrollment began on July 17, 1995; as of February 12, 1996, 12 YAP participants had successfully completed CCC's Stage 1 training and had begun Stage 2 training activities with the mobile training provider.

CMHA described program outreach and recruitment as an "all-out" effort targeting 18-24 years-olds of Outhwaite and King Kennedy Estates. Outreach and recruitment efforts included presentations and flier distribution at resident meetings, management offices, resident organizations,

recreation centers frequented by the targeted population (Boys and Girls Clubs and the Lonnie Burton Recreation Center), and door-to-door outreach. Some of the participants interviewed during the Abt visit indicated that they had heard about the YAP opportunity through the LAC office, while others had heard by word of mouth or had seen fliers. CHMA reported that a total of 500 fliers were distributed during the participant recruitment phase of the program. Fliers invited potential participants to attend a recruitment and orientation meeting on May 26, 1995, at the PAC office. The meeting, attended by representatives of all participating organizations as well as the resident organizations, outlined all components of the program and provided YAP applications. Participants reported that this meeting was very informative and was instrumental in their application to the program.

The initial recruitment process yielded 35 YAP applications from whom the initial group of 15 were selected. Of those, 14 chose to enroll in the program. Since the initial outreach, CMHA has received some 80 additional applications for YAP. Those individuals are currently on a YAP waiting list maintained by CMHA.

During the site visit, an interview was conducted with 12 of Cleveland's first cohort of 14 YAP participants. These included 3 men and 9 women, all African-American. All participants interviewed reported that what most interested them in the program (in no particular order) was the opportunity to acquire their GEDs, long-term employment opportunities, more money, program benefits, and the possibility for advancement within the union. All of the participants interviewed concurred that perhaps the single most important aspect of the program is that, with the potential to acquire a union job, they can "get off of the welfare system." They indicated that most other program opportunities couldn't offer a livable wage, and that without a livable wage "we can't afford to come off welfare." This factor seems particularly critical for the participants in CMHA's YAP. According to CMHA, the 14 participants originally enrolled in YAP had a total of 34 children.

Additional future outreach and recruitment efforts will include involving current or past participants in other CMHA apprenticeship programs, such as graduates from CMHA's Resident-Building Trades Instruction (BTI) and Project Excel, among others. Concerted efforts will also be made to recruit males who reside in the Central Vision community but are not part of a CMHA lease. CMHA refers to these individuals as "sundown dads," and believes that successfully recruiting these individuals may have a significant positive impact on the community. Residents of Carver Estates

(another public housing development in the Central Vision community) were also subsequently determined to be eligible for YAP participation

YAP applicants attended a recruitment and orientation meeting held at the PAC office and filled out a "pre-employment" application or Urban League's Computer Assisted Learning Center Assessment form, which were provided at the meeting. In addition, CCC applications were distributed. Potential participants received assistance from YAP staff in filling out both applications. Participants reported that the application process was fairly simple. A representative of the Urban League is responsible for administering and reviewing the computer-based and standard vocational testing of participants to assess their aptitude for the training and apprenticeship with the corps and the union. At this point, some participants were screened out of the application process and were referred to other program opportunities provided by the Urban League. Assessment tests were used to screen out individuals who did not have the aptitude for the type of work involved in either the training or apprenticeship components of the program. Criminal background checks and substance abuse screening were also performed, and individuals who did not pass were directed to other program opportunities or were referred for treatment.

While selection of participants for the first cohort of YAP participants was made by CMHA with input from CCC and the Urban League, future selection decisions will probably be made by a selection committee composed of representatives of all YAP partner organizations. The selection of the first class of participants did not involve the Laborers'-AGC as they had not yet become fully involved in day-to-day program operations.

At the time of the site visit in late November 1995, there was some concern among CCC and CMHA staff that, due to the delays mentioned earlier in final negotiations with the Laborers'-AGC, the mobile training provider might not be in place in time for a smooth transition of the first cohort of YAP participants from Stage 1 CCC training to Stage 2 Laborers'-AGC training. A subsequent phone interview with CMHA staff, however, revealed that the mobile training provider was in fact in place by early January 1995, and a smooth transition did occur. YAP participants completed CCC Stage 1 training and almost immediately entered Stage 2 training with no loss of continuity.

Perhaps the biggest challenge for the implementation of the program was for the CCC. CCC typically has 25 to 35 active participants at any given time. Utilizing YAP funding, CCC was able to significantly expand their Cleveland Camp. The addition of 15 participants represented approximately a 50 percent increase in the overall size of their program. YAP funding allowed CCC

to hire two new crew leaders and purchase a trailer to be used as an office space. (The old office, located at a local state park, was far too small to accommodate the substantial increase in enrollment that would be experienced under YAP.) CCC also purchased new equipment for use in their training activities, including four chainsaws, two rototillers, four circular saws, a Bobcat/Case-type Loader, and other hand tools and miscellaneous equipment. CCC reported no difficulties in acquiring the equipment in time for project start-up. While the YAP grant represented a significant increase in the size of CCC's Cleveland Camp, it did not change the program substantively. YAP participants are basically "plugged into" CCC's already existing program.

Participant Characteristics

CMHA staff reported to HUD on 11 of their first class of YAP participants.² According to the data submitted, 8 of the 11 YAP participants are female, all are African-American, and they range in age from 20 to 24, with just over half being 24.

All of the participants indicated they lived in public housing. Nine of the 11 indicated that they had moved into public housing only within the last five years. Most of the participants come from relatively large households with very low incomes. The mean number of people living in the household was more than four, and over half the participants (7 of 11 reporting) had three or more children. As a result of resident input, CMHA knew that child care would be an important issue. The data seem to bear this out. Three of the 11 participants have five children each; another 2 have four children each; 3 have three children each; 2 have two children each; and 1 has none. The mean participant income for the 9 participants reporting income over the previous 12 months was \$5,546, ranging from a low of \$1,200 to a high of \$10,548.

Over half of the participants (6 of 11) reported AFDC as their only source of income. One participant reported receiving AFDC and SSI, and one General Assistance only. Another participant reported receiving AFDC benefits as well as wages. Two participants report wages as their only source of income. Eight of the participants receive food stamps and Medicaid.

Eight of the 11 had not completed high school; of the remaining three, one had completed high school and attended some college, one had completed high school, and one had obtained a GED. Most of the participants (10 of 11 reporting) indicated they had some previous work

2. Site staff are using HUD form 52360 for reporting on participants. Three participants dropped out of the program before the HUD forms were provided to the site.

experience. Nine participants reported earning \$5.00 per hour. According to the data, less than half (4 of 11) face multiple barriers to employment, although most face at least one obstacle. Three participants identified pregnancy as a barrier to employment. The most commonly reported barrier (for 6 of 9 participants reporting barriers) was lack of child care.

Participant Experience in the Youth Corps

CCC reported that the goals of their program are to provide youth with GEDs, high school certificates, and job preparation training; and, under YAP, to succeed in the union and to obtain jobs. CCC's statewide program goals are to challenge youth to take responsibility for themselves and to be successful in the world.

Overall, CCC participants are 18 to 24 years of age, and are racially/ethnically diverse (40 percent African-American, 40 percent White, and 20 percent Hispanic). CCC reports that participants come from many parts of Cleveland (including public housing), are from families with a variety of income levels, and have varied levels of educational attainment and past employment experience. The demographics of the first cohort of YAP participants differ from those of CCC's other corpsmembers. Due to the recruitment of YAP participants from a specific geographic area (the Central Vision Service Area), their makeup is far less diverse. For example, YAP corpsmembers are all African American and are all from low-income households.

Enrollment in the Cleveland CCC is ongoing in an attempt to maintain enrollment at 25 to 30 participants. Sometimes there can be as many as 35 participating corpsmembers. CCC crews typically consist of one crew leader and five corpsmembers. This work crew model has been retained for YAP. In general, recruitment for the Corps is facilitated through word of mouth, newspaper notifications, public service announcements, career days at local schools and other locations, other postings around town, and local schools' guidance counselors.

CCC reports that the length of the program is technically a maximum of 12 months, with two 6-month extensions allowable. The average length of participation in the standard CCC program is 10 to 12 months; however, YAP corpsmembers participate in only six months of CCC training. CMHA and CCC staff decided early on that six months of corps training activities would adequately prepare participants to enter into pre-apprenticeship training and then apprenticeships.

The components of CCC's program include GED, Job Preparation, Job Skills, and Life Skills. Participants attend CCC's one-week training at their residential training academy where the

curriculum includes CPR, sexual harassment awareness, defensive driving, and work team development. YAP participants reported that CMHA "moved too quickly" in placing them in the residential training. They indicated that they had very little time to notify relatives, obtain child care, and make other arrangements before leaving home for a week.

YAP participants typically work on service projects on Tuesdays and Thursdays, and half days on Mondays and Wednesdays. Corpsmembers participate in educational activities for half of the day on Mondays and Wednesdays, and all day on Fridays. Corpsmembers participate in CCC activities Monday through Thursday from 7:00 a.m. until 4:30 p.m. Participation on Fridays is only required for four hours in the morning. Participants reported that overall they enjoyed their CCC training experience, but that they unanimously felt it was often difficult to arrive at CCC by 7:00 a.m. due to child care related responsibilities. Some of CCC's service projects include the City of Lorain's Housing Authority fee-for-service projects, CMHA's Beautification Project, Lorain Metro Housing Beautification, the City of Euclid's Improvement to Parks and Recreation Department lands, the City of Mentor's improvements to Parks and Recreation Department lands, the enhancement of Mentor Marsh, and the City of Oakwood's tree planting project.

The participants reported several challenges they face that may not be adequately addressed by the YAP program. Each of the following issues concerns the treatment of CCC stipends for the purposes of calculating benefits.

- Participants reported that CCC stipends are being defined as earnings and counted against their welfare benefits by the local welfare office, who see CCC not as training, but as a job. Participants were also concerned that their participation in YAP might result in losing Medicaid benefits, although this had not yet happened. They feel that a loss of benefits would be much easier to deal with if they had a grace period, of perhaps 6 months, during which they could transition from full welfare benefits to the decreased level experienced as a result of their CCC wages.
- Another issue is that it appears there has been a lack of communication at CMHA with regard to the counting of CCC stipends in the calculation of participants' rent. CCC stipends should not have resulted in an increase in rent for participants. Participants reported that they have fallen behind in their rent payments as a result of YAP participation, and that CMHA is now asking for back rent. Participants are concerned about incurring a debt as a result of participation in YAP.

CMHA's Program Analyst reported that this was a miscommunication between CMHA departments and that he would look into and resolve these issues. During a subsequent phone

interview, the Program Coordinator indicated that he looked into the matter, and that in fact CMHA was not counting CCC wages in participants' rent calculations.

Apprenticeship and Post-Training Employment

YAP participants who successfully complete CCC Stage 1 training will be referred to Laborers'-AGC and its local affiliate Training Fund, for Stage 2 of YAP. Stage 2 consists of a minimum of 120 hours of classroom instruction, job development, and apprenticeship activities, provided by Laborers'-AGC. The initial Stage 2 training will include 80 hours in basic construction skills and 40 hours in lead or asbestos abatement delivered through the mobile training provider located adjacent to the main office of Laborers' Local 310. Depending on the needs of the local environmental and construction markets, participants may pursue additional specialized construction skills training to promote their future employment prospects through the Local Training Fund. Training may be in such areas as bricklaying, mason tending, small engines and hydraulic tools, asbestos abatement, lead paint abatement, and welding.

After participants complete Stage 2 training, they will enter the 28-month apprenticeship phase of YAP. The apprenticeship involves a formal on-the-job mentoring component. Mentors will be members of Local 310, and will have completed a four-hour Laborers'-AGC mentoring program training session. Apprentices will be matched with experienced journeyman members on a day-to-day basis as appropriate jobs arise. Mentors will attempt to address any problems that arise that may interfere with the performance of apprentices' work. The apprenticeship coordinator will oversee the further development and implementation of the apprenticeship program.

There is no officially recognized apprenticeship program in the State of Ohio. However, YAP participants will not be considered journeymen until they have successfully completed the 28-month YAP apprenticeship. YAP participants are provided 30 months of employment (which includes Stage 2 training, during which they are paid a stipend of \$8.00 per hour) "upon availability." That is, YAP participants are subject to the limitations of the job market similar to those faced by other union workers.

Finally, following Stage 2 training, participants begin the apprenticeship by entering into employment with a union signatory employer. At that time, Laborers' Local 310 will invite participants into full union membership, with all associated rights and privileges. The fee to join Laborers' Local 310 is currently \$348, and at present there is no plan to pay this fee under YAP.

Laborers' Local 310, and specifically the Business Representative, will add participants to the union "out of work list" and attempt to match apprentices to job opportunities as they arise. Consideration will be given to the type of job and the nature of the worksite in assigning apprentices to jobs (some jobs may be inappropriate for inexperienced workers). Local 310 will not be able to give priority to YAP apprentices or to graduates until, and unless, CMHA develops a mechanism to award work to the unions specifically. It is only under these circumstances that the union will be able to give priority to YAP apprentices and graduates in the assignment of work.

Findings and Recommendations

CMHA has implemented what appears to be a promising YAP. The YAP planning and implementation experience in Cleveland offers several lessons which may be of value to the planning of future programs. These are summarized below.

1) The existing good working relationship between the Cuyahoga Metropolitan Housing Authority and the Civilian Conservation Corps' Cleveland Camp helped them quickly establish the foundation for a YAP partnership. CCC's history of performing beautification projects at CMHA developments established a familiarity and trust between the two organizations. Many CMHA residents were hired by CCC as corpsmembers to work on these projects, making the CCC organization familiar to CMHA residents. YAP allowed CCC to expand their program and offered a long-term employment opportunity to graduates—an element previously missing.

2) A high level of resident involvement in the YAP planning process helped identify community-specific potential barriers to successful resident participation, which ultimately may lead to a lower rate of attrition. CMHA utilized a "failure avoidance" approach. By utilizing resident input to identify potential barriers to successful participation, CMHA was able to develop a program that addressed these barriers in its design. CMHA identified potential barriers such as transportation and child care, and made sure there were adequate supportive services provided by the program.

3) Stipends being immediately counted as wages by the AFDC and Food Stamp programs may make the transition to self-sufficiency more difficult. Almost all participants in Cleveland's YAP have children, and since the income from stipends received under YAP is counted as wages by programs (such as AFDC and Food Stamps), there is the possibility that the transition period may be too difficult for some participants to withstand. Participants mentioned this as their greatest

concern, and suggested that there needs to be a transition period during which they may adjust to a decreased level of benefits. While CMHA did address this problem through the provision of supportive services through YAP, it is possible that funding for these services is too limited, and may be inadequate to bridge the gap between current dependence and eventual self-sufficiency that union wages can provide.

4) To guarantee employment for YAP participants, the unions maintain there needs to be a mechanism for the PHA to award work to union contractors non-competitively. CMHA and Union representatives are concerned that there is no official mechanism in place to award HOPE VI and other modernization work to union contractors. CMHA must put rehabilitation work up for competitive bid, and consequently can not give preference to union contractors. The unions feel that this is perhaps the biggest obstacle to the success of the program. Several union representatives interviewed expressed that they would have no problem guaranteeing consistent work for YAP participants for the entire 30-month period of Stage 2 training and apprenticeship if CMHA could award them at least a small percentage of the HOPE VI work to be undertaken.

Sources

Cuyahoga Metropolitan Housing Authority (CMHA)

Ray Khoramshahi, Program Analyst
Scott Burke, YAP Coordinator

Ohio Department of Natural Resources, Division of Civilian Conservation

Sally Prouty, Chief, Division of Civilian Conservation
Zachary Reed, CCC's Cleveland site Camp Manager

Building Laborers' Union No. 310

John O. Horton, Jr., Field Representative

Construction Employers Association

John Porada, Exec. V.P. of Laborers'-AGC

Urban League - Computer Assisted Learning Center

Dave Brown

Towards Employment

Bob Math

LIUNA

Paul Greenberg, Legal Advisor
Kenny Calvin, International Representative

Laborers'-AGC Education and Training Fund, National Office, Pomfort, CT
Bill Bergfeld, Asst. Director

Resident

Anne Antoine, President of Local Area Council (LAC)

LOS ANGELES YOUTH APPRENTICESHIP PROGRAM

Introduction

The Housing Authority of the City of Los Angeles (HACLA) is in the early implementation stages of a Youth Apprenticeship Program (YAP). HACLA leads the effort in partnership with the Los Angeles Conservation Corps (LACC), Jobs for a Future, HACLA's Community Service Consortium, and five participating local unions including the Plumbers Union Local 78, the International Brotherhood of Electrical Workers (IBEW) Local 11, the Laborers' Union Local 300, the Southern California Conference of Carpenters, and the Southern California Painters and Allied Trades District Council 36. YAP, known locally as HACLA's Youth Pre-Employment Program (Y-PREP), intends to place into apprenticeship approximately 26 residents of Pico Gardens and Aliso Extension—two adjacent HACLA public housing developments targeted for renovation under the HOPE VI Program (see Exhibit 1).

Identifying the Partners

The YAP opportunity was first brought to the attention of the HOPE VI staff by HACLA's Planning Department. Because YAP was to be closely tied to the HOPE VI program, staff from HACLA's Community and Economic Development Department and Urban Revitalization Demonstration (URD) Department¹ took the lead in developing the grant proposal. As part of the agency's efforts to further Section 3 goals, HACLA had already developed an apprenticeship program to encourage resident training and employment. Memoranda of Understanding had been developed with each of five unions to promote resident hiring for apprenticeship positions. However, the initiative had yielded disappointing results because there were no employment guarantees. Participants had joined the union, paid their dues, and then found little or no work in the general job market. HACLA felt YAP participants would have a wider variety of options and longer-term employment opportunities. In addition to HACLA's own modernization program, the city's General Hospital and the transit authority both have large-scale construction projects scheduled in the next several years.

1. Although URD is now known as HOPE VI at the national level, HACLA still refers to their program and its associated department as "URD."

**Exhibit 1
PICO GARDENS AND ALISO EXTENSION**

The Housing Authority of the City of Los Angeles (HACLA) selected Pico Gardens and Aliso Extension for comprehensive renovation under HOPE VI. The two developments are located on adjacent sites in the Boyle Heights area of East Los Angeles, an area with a history of crime and gang violence. Pico Gardens, constructed in 1941, comprises 241 family units ranging in size from one to five bedrooms. Aliso Extension, constructed in 1954, is a community of 336 one- and two-bedroom units in 22 three-story buildings. Combined, Pico-Aliso has 577 units housing roughly 2,000 residents, a management office, a Resident Advisory Council office, a maintenance facility, and a community center/social hall.

HACLA data collected for a HOPE VI Community Needs Assessment Study indicate that over 80 percent of the residents of Pico-Aliso do not have a high school diploma. One in three residents indicated they lacked sufficient money for food at some point in the last year. Data collected in 1993 indicate that the median household incomes for Pico Gardens and Aliso Extension were \$9,888 and \$7,956 respectively. At Pico Gardens, 33 percent of households had some earned income, with a median of \$10,564. Roughly one in five households received Social Security (including SSI and SSDI) and 70 percent received some form of public assistance. At Aliso Extension, 36 percent of households had some earned income with the median amount of \$7,956; 9 percent of households received Social Security and 67 percent received public assistance.

The HOPE VI revitalization plan for Pico-Aliso calls for demolition of 418 of the 577 existing units. These units will be replaced with 265 newly constructed units; additional replacement housing will be provided with 216 Section 8 certificates.

Early in the YAP planning process, HACLA identified the Los Angeles Conservation Corps (LACC) to provide the corps component for the local YAP. Founded in 1986, LACC annually enrolls approximately 300 young adults in South Central and East Los Angeles to serve the greater Los Angeles community through environmental enhancement and community improvement projects. HACLA staff indicated that LACC had an established reputation as a successful youth corps. LACC was familiar with the Pico and Aliso developments and had already been identified as a partner in HACLA's HOPE VI Community Service Plan.

LACC worked extensively with HACLA to develop the YAP proposal. LACC and HACLA staff determined that the pre-apprenticeship training component would be more useful if it provided construction skills training to prepare participants for union apprenticeships in the construction

trades. LACC suggested the YouthBuild USA program model would meet this goal.² LACC had developed a YouthBuild Program at their Hammel site in East Los Angeles to aid in the clean-up and rebuilding of Los Angeles after the 1992 riots. The program had only operated for a limited period of time; LACC saw YAP as an opportunity to re-establish the YouthBuild program. LACC staff had invested a great deal of time and effort revising their YouthBuild program to serve YAP participants in the Hammel site.

HACLA's partners quickly realized the YAP design had to include a recruitment and retention strategy that would not cause additional tension among rival gang members. The Boyle Heights area where the two HOPE VI developments are located is considered to have the highest concentration of gang activity in the city of Los Angeles. As many as eight gangs operate in the community; Pico Gardens is the home of a gang known as "Quatro Flats," and Aliso Extension is home to "The Mob Crew" or TMC. To address the gang issue, HACLA recruited the well-respected Jobs For A Future (JFAF) program. Jobs For A Future is a nationally recognized community-based program committed to helping inner-city residents take steps toward self-reliance and develop self-esteem. Sponsored by the Projecto Pastoral at Delores Mission, JFAF pursues its mission of "employment as the key to silencing bullets" through programs such as its Employment Readiness Program, Personal and Career Counseling, and Employer Support Services Program. Its Homeboy Industries is an economic development program employing at-risk, gang-impacted youth from Boyle Heights. JFAF's executive director is respected in the community and knows many of the potential participants from his community work. For YAP, JFAF was recruited to work with the Pico Aliso Resident Advisory Council (PARAC), LACC, and HACLA to identify potential participants and recruit them into YAP.

2. The YouthBuild program design was developed in New York City in the late 1970s and later replicated across the country by YouthBuild USA, a national organization based in Somerville, Massachusetts. YouthBuild USA has established program standards for the program's key program elements: community service (typically building or rehabilitating affordable housing or community facilities for homeless or low-income people, or building commercial facilities to enhance the local community's economy), skills training, education, employment preparation and job placement, and personal and leadership development. As of January 1996, there were 54 YouthBuild USA "affiliates" (indicating the program design has been approved by YouthBuild USA). In 1992, HUD began funding local programs using the YouthBuild model, although HUD does not require that the programs it funds be YouthBuild USA affiliates. Roughly 90 programs have been funded by HUD. Not all YouthBuild USA-affiliated programs receive HUD funding, and not all HUD-funded programs are YouthBuild USA affiliates.

Because HACLA's YAP was intended to be closely tied to the HOPE VI program, HACLA proposed that supportive services be coordinated by the lead agency of the URD Community Service Consortium. The consortium includes members of PARAC, HACLA, the Pico Aliso Youth Corps, the Los Angeles County/University of California Medical Center, and the Foundation for Early Childhood, and was created to support HACLA's supportive and community service plans at Pico-Aliso. A lead agency and the services to be provided had not been identified at the time the YAP proposal was submitted. The partners agreed that the details of which services would be provided and how would be negotiated after grant award.

Resident involvement in the development of the YAP grant proposal was facilitated by PARAC. The YAP opportunity was first discussed at one of the weekly URD-PARAC meetings. Members of PARAC encouraged HACLA to involve the Pico-Aliso Youth Council in planning YAP. HACLA staff held a briefing for 18 members of the Youth Council and its leader, the director of Jobs For A Future. In addition to encouraging HACLA to address the gang issue, PARAC members also emphasized the importance of recruiting female participants. Members of PARAC and the Youth Council were also concerned that residents over age 23 (LACC's traditional cut-off) would not be able to participate in the program. In response to this concern, HACLA's YAP proposal indicated the target population would include 18 to 30 year-olds.

For the YAP apprenticeship component, HACLA's URD staff turned to the Joint Apprenticeship Training Committee (JATC). The Committee was created in 1992 and composed of eleven members, five selected by and representing HACLA, five selected by and representing the five member unions of the Building Trades Council of Los Angeles County, and one apprenticeship consultant representing the Department of Industrial Relations' Division of Apprenticeship Standards. JATC was established to develop and oversee resident apprenticeship and employment programs, and to advise employers about the program's goals and standards. In June 1993, the Apprenticeship Standards and Addendum Selection Procedures developed by HACLA and JATC was officially approved by the State of California's Division of Apprenticeship Standards.

HACLA's URD staff believed JATC would be the ideal organization to develop and implement the apprenticeship and post-apprenticeship employment components of YAP. JATC would work with the Building Trades Council to involve the five unions they represent in participating in the YAP. HACLA's intention was to provide a wide array of training opportunities

for residents.³ HACLA's YAP planners and LACC staff began working with JATC and the unions to develop a YAP-specific joint Memorandum of Understanding (MOU) that would commit all parties to the program. While HACLA already had existing MOUs with all five unions for the current apprenticeship effort, URD staff wanted to develop a YAP-specific MOU which included LACC and incorporated language specific to YAP.

The unions resisted signing the YAP MOU. HACLA staff indicated that several issues contributed to the unions' reluctance. First, at the time of the YAP application, the carpenters and painters unions had joined together to train their employees to do lead-based paint abatement, traditionally considered a "laborers union-type" task. The painters backed the carpenters, and all the other unions backed the general laborers union. This territorial dispute was reported to have been a source of friction that made it difficult for the representatives of the various unions to work together. Second, some union representatives felt that because the chairman of JATC was also the apprentice coordinator for the plumbers union, the views of the other four unions on the committee would be under-represented.

Finally, a member of HACLA's Board of Directors who is also a member of the carpenters union expressed concern about associating YAP with training for employment in construction. The construction industry in Los Angeles has been weak in recent years. This board member, as well as some HACLA staff, expressed reservations that once HOPE VI construction opportunities were exhausted, there would be few other options for YAP graduates.

Despite these reservations, HACLA resolved to continue working with the building trades unions for YAP. However, HACLA's URD staff were not able to resolve the friction among the unions and successfully unite them under one MOU for the provision of the YAP apprenticeships. After six months of unsuccessful negotiations, HACLA resorted to submitting the YAP grant application with the four existing individual MOUs (carpenters and painters unions are under one MOU) established for HACLA's Section 3 apprenticeship program. A separate MOU among HACLA, LACC, and the chairman of JATC representing the plumbers union was also submitted with the proposal.

3. These unions have varied entrance requirements. HACLA planners acknowledged many YAP participants may not have the academic credentials to enter the electricians and plumbers unions because these unions require some advanced mathematics. However, entry into the carpenters, painters, and general laborers unions should be within reach for most YAP graduates.

HACLA's original YAP design did not include a multi-employer organization. According to local respondents, the involvement of JATC made it difficult to enter an agreement with an employer organization because the program planners could not anticipate which of the five union apprenticeships the program's participants would choose to enter. In addition, the planners had no way of identifying which contractor and subcontractors would be selected for the construction at Pico-Aliso. Therefore, HACLA indicated in their YAP proposal that the existing Section 3 policy of providing preferential employment to residents and the requirement that contractors (union and non-union) sign site agreements to pay prevailing wages would be sufficient to assure YAP participants reasonably continuous employment for at least 30 months. Should the Pico-Aliso construction end prior to the time YAP participants complete their apprenticeships, the unions would try to further post-training employment through other contracts. There was no further discussion of the employment component in the proposal.

The Original YAP Design

The key features of the YAP design developed by HACLA and its partners are as follows:

- Individuals age 18 to 30 years residing in the Pico-Aliso housing development would be eligible for participation in YAP. JFAF would take the lead in outreach and recruitment, with support from PARAC and LACC.
- YAP would recruit up to 50 residents during the first two years, expecting that 30 participants would successfully complete the youth corps component and enter the apprenticeship phase.
- Participants would be assigned to one of three "tracks" according to age and skill level. Track I participants would be those age 18 to 23 and would receive all pre-employment services from LACC including a 3-week introduction, 12 weeks of environmental awareness training, and 10 months of YouthBuild activities. Track II participants would be those age 24 to 30 who need more limited pre-employment training. They would participate only in the environmental awareness component and then would proceed to the apprenticeship. Track II+ participants would be those age 24 to 30 who do not need pre-employment training; these participants would be eligible to enter directly into apprenticeship without participating in any of the youth corps activities.⁴
- During the YouthBuild component, participants would alternate between a week of service projects followed by a week of classroom instruction. In its YAP proposal,

4. As discussed later, HUD determined that this model did not comply with the conditions of the NOFA because YAP requires that all participants complete a youth corps program.

HACLA described YouthBuild activities as "a more intense academic and work preparation program that includes exposure to various construction activities such as carpentry, plumbing, and painting." There was no further discussion of the proposed YouthBuild design.

- JFAF would hire ten part-time peer advocates during the first two years of the program to assist with recruitment and orientation and to serve as mentors to program participants.
- JATC would coordinate apprenticeships for a total of 30 participants. Through a joint MOU, the five unions would work with YAP staff to help participants enter their chosen apprenticeships. Apprentices would be paired with an experienced journeyman at work sites. JATC and the unions would work together to monitor participant progress in their apprenticeships.
- In order to "level the playing field" among union and non-union bidders on HACLA contracts, all contractors would be required to sign a site agreement agreeing to pay prevailing wages. This in combination with the existing local Section 3 policy of providing preferential employment to residents would assure reasonably continuous employment for YAP apprentices.

Negotiating the Los Angeles Partnership

HACLA's proposal requested \$1.5 million for the Los Angeles YAP. HUD awarded the housing authority \$1.178 million. Partner representatives reported that negotiating the partnerships for YAP was a challenging process, still underway as of January 1996. HUD comments on the proposed program design and the reduction in the grant amount necessitated significant additional negotiations among the partners. Program responsibilities, staffing and budgets for YAP were not clear.⁵ Little progress had been made on finalizing arrangements for union involvement in the program; and, according to LACC staff, negotiations between HACLA and the youth corps had progressed slowly. The key issues addressed during negotiations were:

- The scale and design of the youth corps component;
- The scope of JFAF's involvement in the program;

5. To supplement the YAP award, HACLA plans to utilize funding from several other sources including \$410,370 in supportive services from HACLA's Resident Relations Department; \$269,970 from HACLA's HOPE VI grant; a \$250,000 grant from HUD's Apprenticeship Demonstration Program (ADP); and \$50,000 from HACLA's Modernization Department. According to HACLA, ADP and Modernization Department funds will be used to complement YAP by providing an additional 13 residents with pre-employment training and apprenticeship opportunities during the first year of the program. HACLA thus has a total of \$2,158,911 in funding resources for YAP; however, it was difficult to determine from the YAP budget HACLA provided how these resources would be used.

- The role of JATC and its member unions; and
- The relationship between YAP implementation and the HOPE VI construction schedule.

These issues are discussed in turn below.

Scale and Design of the Youth Corps Component

Negotiating the partnership with LACC for the provision of YAP pre-employment services has been complicated. Some revisions to the program design were necessitated by the reduced grant award. More significantly, HUD rejected the multiple-track design proposed in the grant application because the older participants would not enroll in the youth corps component, a YAP requirement.⁶ The Los Angeles partners decided to abandon the tracking notion and restricted the target population to LACC's traditional population of young adults age 18 to 23.

LACC reported that perhaps the most difficult issue to resolve in the negotiations has been the number of participants the corps would serve under YAP. A draft subcontract with LACC was submitted for review at HACLA in late December 1995 for a total of \$745,000 for two years. Under the provisions of that draft subcontract, in each of two years, 50 participants will enter the LACC orientation phase. It is assumed that for each group of 50, 40 participants will go on to the environmental awareness training, and that 30 of those will enroll in the YouthBuild component. LACC expects that the dropout rate for the YouthBuild component may be as high as 50 percent. Therefore, of the 30 who enter YouthBuild, it is expected that only 13 will continue into apprenticeships.⁷

One member of LACC's staff expressed concern that LACC's share of the YAP funding may not be sufficient and that the corps ". . . may need to contribute \$50,000 to \$100,000 to make this program work. . . . After all, a regular YouthBuild Program gets \$1 million for 40 participants, with 30 of those successfully completing the program."

LACC staff said there has been a lack of communication between LACC and HACLA both during the YAP planning process and during the development of formal agreements. LACC staff

6. The YAP NOFA specified that all participants must complete a youth corps program. Participants may enroll in a YAP-specific corps program prior to entering the pre-employment or employment component. Alternatively, the local corps may recruit graduates of its existing corps program to enter directly into the pre-employment or employment phase. In either case, the participants must complete a youth corps program.

7. Staff were not able to explain how the 13 ADP apprenticeships would fit into this design.

also noted that the corps contributed significant uncompensated time and effort to respond to several requests from HACLA for modified program designs and revised budgets. LACC requested and received a planning grant of \$21,000 from HACLA to defray some of LACC's costs incurred since the grant was awarded in March 1995.

The Role of JFAF

The budget for JFAF was reduced substantially following grant award, from \$150,000 over six years to \$25,000 to \$50,000⁸ over two years. HACLA and JFAF staff did not indicate particular problems in negotiating a reduced scope of work; however, it appears that some aspects of JFAF's role that were described in the proposal as critical to the program's success may be reduced or eliminated. For example, it is expected that the scope of the mentoring component may be decreased. It is assumed that the organization's involvement will be limited primarily to outreach and recruitment at the two developments. HACLA staff indicated that a final subcontract is expected to be signed sometime in January 1996.

The Role of JATC

As discussed above, HACLA's URD staff were not able to develop a joint MOU describing the roles of HACLA, LACC, and JATC (representing the five participating unions) in time for submission of the proposal. Existing individual MOUs with the unions were submitted instead, and the partners agreed to revisit the issue following grant award. At the time of the Abt site visit in December 1995, URD staff had not made any progress on negotiating agreements with the unions because they were concentrating on finalizing agreements with LACC and JFAF. However, it also became clear during the site visit that there was a significant lack of communication between HACLA's URD staff and the senior staff of the housing authority over the role of JATC in the program. In an interview during the Abt site visit, a member of the executive director's staff reported that he was not aware that any of his staff were working on a joint MOU specifically for YAP. He believed that the existing MOUs, developed to support the agency's Section 3 initiative, were adequate for the purposes of the program. In effect, HACLA's leadership determined during the Abt site visit (eight months following grant award) that JATC's proposed role in YAP was unnecessary

8. The information provided during interviews with staff about JFAF's budget was inconsistent with a budget document provided to Abt by HACLA.

and should be eliminated. It is not entirely clear when this decision was reached, but URD staff were only informed of the change during the Abt visit.

HOPE VI Construction Schedule

To some extent, HACLA deliberately delayed YAP implementation so that HOPE VI construction would be underway when graduates of the youth corps phase entered the employment phase. HACLA applied for its original HOPE VI grant in April 1993 and received an implementation grant. As part of the grant agreement signed in December 1994, HACLA requested a planning grant and more time to explore options under leveraged HOPE VI. In June of 1995, HACLA submitted its HOPE VI plans to HUD, including its Community Service Plan for review by the Corporation for National and Community Service (CNCS). HACLA had received the YAP grant award in March 1995 and had integrated YAP into the HOPE VI Community Service Plan. HACLA staff reported they wanted to receive both HUD and CNCS approval of the community service plan before implementing YAP. By the fall of 1995, CNCS had still not responded to the proposed plan; HACLA staff decided that they must implement the plan or risk losing the YAP grant. It was only at this point that serious attention was given to the development of a subcontract with LACC; the agreement was finalized in December.

HACLA is at least nine months behind schedule on implementation of the physical plan for HOPE VI. Construction is not scheduled to begin at Pico-Aliso until May 1997. The current YAP schedule has participants completing the YouthBuild component and entering apprenticeships in December 1996 or January 1997. HACLA staff are considering delaying YAP implementation another four or five months to make the timing work out. HACLA staff consider it crucial that HOPE VI construction be underway at Pico and Aliso to ensure employment opportunities will be available to YAP participants.

Although many issues remain to be resolved, the following is a summary of the Los Angeles partners' planned roles and responsibilities as of January 1996.

- **The Housing Authority of the City of Los Angeles (HACLA):** The housing authority, as the grant recipient, will be responsible for program oversight and coordination. YAP staff will include a full-time YAP coordinator and a YAP case manager. The coordinator will have responsibility for HUD reporting, participant case management, referral of participants to the URD Community Service Consortium for supportive services, monitoring participant progress, interaction with PARAC, and interaction with the unions regarding the apprenticeships. HACLA will retain a portion of the YAP funds to

pay for the coordinator and the case manager, supplies and equipment, and administrative overhead.

- **The Los Angeles Conservation Corps (LACC):** LACC will provide pre-employment training under subcontract to HACLA. The corps will also play an active role in monitoring participant progress throughout all four phases of the program and will be available to provide additional alternative training and employment opportunities for youth determined "not ready" for apprenticeships. LACC will use YAP funds to support several staff positions including a construction supervisor, an assistant program coordinator, and a resident youth liaison. The resident youth liaison will be a resident of Pico or Aliso, and may be a former corpsmember.

LACC will provide YAP participants, age 18 to 23, with 2 weeks of orientation activities, 12 weeks of LACC's environmental awareness training (known as Project LEAP), and 6 to 10 months⁹ of YouthBuild training. Participants will not be paid during the orientation or environmental awareness training phases of the program, but will be paid a \$5.00 per hour stipend during the YouthBuild phase. Service projects during the YouthBuild phase will provide exposure to various construction crafts and may also include human services projects such as tutoring.

- **Jobs For A Future (JFAF):** JFAF will coordinate outreach and recruitment. JFAF's executive director will take the lead role and will be responsible for reporting to HACLA's YAP Program Coordinator. Some YAP funding may be used to pay peer advocates who will serve as mentors to YAP participants. As of January 1996, however, it was not clear whether or how this mentoring component would be implemented.
- **HOPE VI Community Services Consortium:** HACLA will rely on its HOPE VI Community Service Consortium for the provision of supportive services to program participants. The lead agency for the provision of outreach and recruitment, assessment and case management, child care and other services for residents under the general HOPE VI program has not yet been selected, although the RFP process is underway.
- **Five Participating Unions:** Following successful completion of the youth corps component, YAP participants will enter apprenticeships with one of the five participating unions. The HACLA YAP coordinator will coordinate this component in cooperation with the unions.

YAP Implementation Plan

As of January 1996, YAP recruitment was underway. HACLA staff expect the first class of 50 YAP participants will begin orientation by the end of January. Enrollment in the environmental

9. The standard period of participation for YouthBuild participants will be 10 months, although LACC may elect to "graduate" some of the more highly skilled participants sooner.

awareness training will occur in February, and YouthBuild enrollment will begin in April or May of 1996.

To be eligible for YAP, an applicant must be 18 to 23 years of age, be a resident of Pico Gardens or Aliso Extension, and demonstrate a desire and willingness to participate. Jobs for a Future and PARAC will conduct outreach at job fairs held regularly at the Pico-Aliso developments. PARAC will also distribute fliers and perform door-to-door outreach. Jobs For A Future will inform youth involved in their programs about YAP, and LACC will tell new and current corpsmembers about the YAP opportunity.

Interested applicants will be referred to the Community Service Consortium, where the lead agency¹⁰ will assess the applicant's academic skills, maturity, and job-readiness; determine supportive service needs; and design an individualized service plan that will detail personal and employment goals. Applicants will then be referred to the YAP Coordinator to complete a YAP application.

A selection committee composed of HACLA's YAP Coordinator, the executive director of Jobs For A Future, and the YAP director of LACC will make selection decisions. PARAC may provide input about specific applicants, but will not be involved in the actual selection of participants. This is largely due to the perceived risk of retaliation against members of PARAC if gang members believe there has been favoritism in the selection process. JFAF's director indicated his involvement is, at least in part, to keep PARAC's "hands clean." The selection committee will consider applicants' gang affiliation, as well as their level of involvement, in making final selection determinations. While gang affiliation does not preclude an individual's participation in YAP, the selection committee must determine that the individual is willing and able to keep gang issues separate from the program.

YAP participants will be based at LACC's Hammel site in East Los Angeles. They will begin their youth corps experience by attending a two-week orientation, including topics such as employment training, community participation, personal development, and leadership and environmental awareness. Participants will then enter LACC's Environmental Awareness Program, known as Project LEAP. Project LEAP is a 12-week introduction to LACC's conservation ethics, including "understanding of the natural environment and the importance of safe teamwork." It begins

10. This lead agency has not yet been selected. It is unclear who is performing these assessments for the applicants currently going through the referral process.

with a ten-day wilderness experience emphasizing collaboration, trust and support, consensus-building, community leadership, and group development while introducing corpsmembers to the importance of beauty and the natural environment. The balance of the Project LEAP curriculum consists of week-long segments on topics such as recycling, water and energy cycles, urban recreation, and community beautification.

YAP participants who successfully complete Project LEAP will move on to participate in LACC's YouthBuild Program. The participants will be assigned to one of three YAP crews. The crews will rotate through different activities in the Pico-Aliso community. For example,¹¹ one crew may work on a construction site directed by a construction supervisor. Another crew may work on human service projects such as tutoring at local schools, working with the local Head Start program, or assisting other local nonprofit organizations. The third crew will do landscaping at the HOPE VI developments or in city parks.

Corpsmembers who do not have a GED or high school diploma will alternate between one week of classroom instruction at the Hammel site and one week of service projects.¹² Corpsmembers who already have a GED will work on service projects exclusively. All participants are required to attend four morning hours of life skills classes every Friday.

It is unclear what the requirements will be for successfully completing the YAP youth corps component.

Apprenticeship and Post-Training Employment

As of early January 1996, the Los Angeles partners had not determined how apprenticeship and post-apprenticeship employment would be provided. It was anticipated that HACLA construction projects will provide participants with employment opportunities, that the agency's Section 3 requirements will increase the likelihood that residents will be hired, and that the site agreements requiring all contractors to pay prevailing wages will help union contractors compete for work. However, little progress had been made on developing this component of the program

11. The exact community service projects to be undertaken have not yet been identified. These were examples of the types of projects YAP participants might do.

12. According to the program design, participants will spend alternate weeks in educational activities; it is not clear how the education weeks will be integrated into the schedule of service projects.

since the grant was awarded. Respondents interviewed for this research were only able to describe the apprenticeship and employment components in very general terms.

HACLA's YAP coordinator will be responsible for coordinating the employment component, making sure participants have the skills and credentials necessary to enter their chosen apprenticeship, and monitoring participant progress. It is expected that the participating unions will provide training through their respective training facilities and apprenticeship programs under the agreements developed to support HACLA's Section 3 goals. These training activities will be funded, at least in part, through the YAP grant.

The unions have varied entrance requirements. Most YAP participants will not have the academic credentials to enter the electricians and plumbers unions; these unions require some advanced mathematics. However, entry into the carpenters, painters, and general laborers unions should be within reach for most YAP graduates.

Findings and Recommendations

The YAP planning experience in Los Angeles offers several lessons which may be of value to the planning of future programs. These are summarized below.

1) *Given the level of concern about gang problems described in the proposal, it is surprising that the funding and scope of work for Jobs for a Future have been substantially reduced.* HACLA initially emphasized the importance of securing Jobs For A Future to address the special gang-related recruitment issues in Pico-Aliso, yet HACLA significantly reduced the value of JFAF's subcontract during the negotiations following grant award.

2) *The lack of communication between HACLA and LACC made it difficult to finalize the corps' enrollment targets, budgets, and program design issues.* LACC staff expressed concern about the amount of time and effort they had expended in developing their corps component. Revising the inactive YouthBuild model to suit the YAP program required substantial work, and many aspects of the design are still uncertain. HACLA staff repeatedly changed the assumptions about number of participants who would enroll in the program. Each change in assumptions required that LACC revise its budgets and rethink program design issues. According to LACC, HACLA was slow to respond to the plans submitted by the corps, creating additional delays in implementation.

3) *HACLA's attempt to link the YAP apprenticeships directly to HOPE VI reconstruction may have caused unnecessary delays in YAP implementation.* HACLA's intention was to provide

YAP participants with apprenticeship and post-apprenticeship employment opportunities on the HOPE VI reconstruction project at Pico-Aliso. Unfortunately, significant delays in the HOPE VI implementation schedule have slowed YAP implementation. While linking YAP to HOPE VI has advantages, it also requires careful coordination of schedules, perhaps closer coordination than is feasible under these circumstances. Further, the delay in hiring a YAP coordinator for the HOPE VI staff has meant that existing HOPE VI staff, with their substantial responsibilities for a complex program, have had to add YAP to their duties.

4) *Abandoning JATC in favor of independent relationships with the five participating unions may increase the level of effort necessary for HACLA to manage YAP.* HACLA chose to abandon JATC as the coordinating entity for the apprenticeships, creating a significant increase in the level responsibility of HACLA's YAP Coordinator. A greater effort to retain the model of a single body to resolve conflicts, make overall program policy decisions, coordinate apprenticeships, and ensure post-apprenticeship employment may have been more beneficial to the program.

Sources

Housing Authority of the City of Los Angeles

Kevin Degon, Asst. Director of HACLA
Adrienne Merced, Urban Revitalization Demonstration Coordinator
Jorge Reyes, Community Economic Development Manager

Pico Aliso Resident Council (PARAC)

Jose Soto, President
Frederick Tellez, PARAC V.P.
Valdez, Secretary
Jacinto Trelles, Treasurer
Nicholas Estrada, Sergeant at Arms
Theresa Soto, Pico Rep.
Blanca Trejo, Aliso Rep.

Los Angeles Conservation Corps

Guillermo Hernandez, Program Coordinator
Arturo Rodriguez, Project Coordinator
Bruce Sito, new Director

Jobs for a Future

Father Gregory J. Boyle, S.J.

Joint Apprenticeship Training Committee, Union Representative

John Hall, Chairman of JATC and Apprenticeship Coordinator for plumbers union

MILWAUKEE YOUTH APPRENTICESHIP PROGRAM

Introduction

The Housing Authority of the City of Milwaukee (HACM) collaborated with the Milwaukee Community Service Corps (MCSC), Laborers' International Union of North America (LIUNA) Local 113, and the Associated General Contractors of Greater Milwaukee, Inc. (AGC) to develop the grant proposal for the Milwaukee YAP. HACM provides housing for over 12,000 residents of Milwaukee, managing five family developments, 500 scattered-site units, housing for veterans, and high-rise housing for the elderly and the disabled.

HACM was interested in YAP because the program would offer its residents an opportunity for self-sufficiency, by providing education and on-the-job training that would move them into apprenticeships with LIUNA's Local 113. Adequate training opportunities would come from HOPE VI-funded modernization projects at HACM's Hillside Terrace family development (described in Exhibit 1).

Identifying YAP Partner Organizations

Partner recruitment was simple for YAP because three of the four partner organizations involved were already working together. In addition to HACM, the YAP partners in Milwaukee are:

- MCSC, a 501(c)(3) not-for-profit corporation that has provided a youth development program combining community service, hands-on job training, and education to at-risk youth in Milwaukee since 1990;
- LIUNA Local 113, a local labor organization affiliated with the Laborers' International Union of North America and the AFL-CIO, that represents laborers working in the building and construction industry in Milwaukee; and
- AGC, a large, multi-employer group of building and construction-union contractors in Milwaukee.

HACM had established working relationships with MCSC and LIUNA Local 113 prior to YAP. The three organizations had recently worked together to implement HUD's Step-Up program, which is designed to provide public housing residents with job training and employment opportunities on public housing construction jobs. Much of the groundwork of establishing

Exhibit 1
HILLSIDE TERRACE

Hillside Terrace, constructed in the late 1940s, is HCAM's second largest and second oldest family development. An addition was completed in 1956. The development consists of 596 units on approximately 25 acres of land, making it densely populated. The physical layout of the development, designed with many poorly lit dead-end streets and cul-de-sacs, promotes crime and creates problems for the police, fire and medical units. Housing at Hillside Terrace consists of rowhouses, two- and three-story walk-ups, and an eight-story building.

As of June 30, 1995, Hillside Terrace housed 1,070 residents, most of whom were African-American (98 percent). The majority of the households at Hillside Terrace are headed by single females with young children (88 percent). Fifteen percent of the population are of pre-school age, while 39 percent are of grade school age. More than 80 percent of the households receive some form of public assistance.

In 1993, HACM received a \$40 million Urban Revitalization Demonstration (URD) grant, which will fund major reconstruction and modernization of Hillside Terrace. This grant also funds the demolition of 15 buildings and the development of 79 additional units of replacement housing to be located within three miles of Hillside Terrace. The work began in September 1994.

The goals of HACM's HOPE VI project at Hillside Terrace are to:

- Enhance the marketability of the family units at Hillside Terrace by reducing density (currently at 22.5 units per acre);
- Reduce the physical isolation of Hillside Terrace by creating public through streets; and
- Promote and encourage economic self-sufficiency among public housing residents as a welfare reform demonstration in conjunction with Milwaukee County Department of Human Services.

relationships for YAP was done during the process of obtaining a Step-Up designation. YAP is considered an extension of the Step-Up program.

Before Step-Up, MCSC had pursued fee-for-service contracts from HACM to provide community service work projects for its corpsmembers. MCSC had difficulty obtaining these contracts because the required Davis-Bacon wages were not commensurate with the skills and experience of corpsmembers. MCSC applied for exemptions to the prevailing wage rate, but this effort was often difficult and time-consuming. HUD advised HACM to apply for a Step-Up designation, which would allow HACM's public housing residents access to the jobs and training

opportunities associated with public housing modernization and maintenance projects through Step-Up apprenticeships. This newly created apprentice category provides up to a year's work and training experience on construction and housing rehabilitation projects. Step-Up apprentices are paid wages based upon a percentage of the Davis-Bacon prevailing wage rates, and Step-Up sponsors can make employment of apprentices a requirement in their procurements. Both HACM and MCSC saw this as a way to develop a wage scale that was commensurate with the skills and experience of public housing residents and to provide valuable training and opportunities for public housing residents to work on HACM projects. HACM received Step-Up designation from HUD in August of 1994.

MCSC presently has three fee-for-service contracts with HACM to perform non-routine maintenance and modernization work at HACM's veterans' developments; maintenance landscaping services for HUD-subsidized developments; and the removal/disposal of recyclable materials from HACM's 14 high-rises. MCSC crews completed a \$500,000 fee-for-service contract with HACM to remove basement windows and window wells and replace them with seal-tight concrete blocks at HACM's Berryland housing development. Corpsmembers also landscaped the area around each unit.

HACM worked with LIUNA Local 113 on the establishment of Step-Up. In addition, HACM and LIUNA were recently awarded the Milwaukee Laborers' International Grant for \$350,000. This program is still in the design stages and will provide training to public housing residents for LIUNA apprenticeships. (Unlike YAP, it does not include an educational component, such as GED attainment.)

MCSC, LIUNA and the Milwaukee Building and Construction Trades Council (representing 25 building and construction unions in Milwaukee) have also had an established relationship for several years. Building and Construction Trades Council and LIUNA Local 113 representatives have served on MCSC's Board of Directors since its creation in 1991. Originally, they monitored MCSC to make sure corpsmembers were not displacing union members. As the unions became better acquainted with MCSC, it became apparent that corpsmembers pose no threat. Currently, a representative from LIUNA serves as president of the MCSC Board of Directors and looks forward to being able to help the YAP participants become LIUNA members. LIUNA is trying to improve its "bad boy" image and wants to be perceived as more caring and concerned about problems within the community; recruiting female and minority apprentices helps achieve this goal.

LIUNA has been the union most receptive to YAP on both the national and local levels. Although LIUNA is the primary union involved with Milwaukee's YAP, corpmembers are encouraged to pursue whatever trade interests them. An advantage of LIUNA is that there is no entry test required for apprenticeships. Many specialty trades require passing an entrance exam to become an apprentice, which often limits opportunities for people who are educationally disadvantaged.

AGC was targeted as the multi-employer organization because it represents the area's largest pool of union contractors that employ LIUNA members. AGC members also tend to win the largest contracts. Since AGC had limited involvement with HACM or MCSC in the past, it was probably the most difficult partner to recruit. Although AGC appears to be committed to helping YAP participants become employed, the organization does not have the direct authority to guarantee employment. AGC can only encourage its members to hire YAP participants; however, much will depend on the economic health of the construction industry. In addition, a portion of AGC's Memorandum of Understanding with HACM is performance-based; the organization will be compensated based on its ability to place participants.

All four partner organizations also have established relationships with various community-based organizations in Milwaukee, many of which will provide YAP participants with supportive services throughout the program. Several agencies are located in or near HACM's family developments. For example, Day Care Services, Inc. is a licensed day care and Head Start provider located at Hillside Terrace.

Each partner benefits from its contribution to YAP. One of HACM's primary goals is to provide opportunities for its residents to become wage-earning citizens so that they can transition successfully to self-sufficiency. This often requires providing them with additional education. YAP allows HACM to give residents an opportunity to obtain more education, as well as job training, a union membership, and 30 months of guaranteed employment. If successful in completing the program, the participant should earn enough income (approximately \$20 per hour) to allow for self-sufficiency.

MCSC receives a substantial proportion of Milwaukee's YAP funding; this funding also allows MCSC to leverage other resources to help improve its program. In addition, YAP participation enables MCSC to further its already close ties with LIUNA and AGC, both of which can be very valuable sources of placements for MCSC's other corpmembers.

LIUNA Local 113 benefits from a needed boost in its apprentice membership, as well as its minority and female recruitment. Currently, fewer than one-third of LIUNA Local 113 members are women and/or minorities. MCSC also employs two full-time LIUNA Local 113 members to work with the YAP crews. This arrangement serves several purposes. Union members gain a better understanding of the work that MCSC does, so that the corps is perceived as less threatening to the union; and having an official LIUNA member work with the YAP crews provides a positive role model and mentor for the participants.

AGC's incentive to participate in YAP is its strong interest in winning HACM construction contracts. AGC hopes YAP will help its members win more of those contracts. Over the next few years, Milwaukee is expecting a healthy construction industry; plans include a new Milwaukee Brewers Stadium and Wisconsin Center Convention Complex. The \$44 million dollars from HUD for the HOPE VI modernization project will also contribute to the economic health of the construction industry. Currently, about 40 percent of HACM's construction projects are awarded to AGC contractors.

AGC also benefits from access to minority and female apprentices. It is important for AGC to recruit interested men and women (especially minorities) for employment in the construction trades. Minority hiring requirements are strictly enforced in large city contracts and HACM projects. Additionally, affirmative action mandates and Section 3 provisions dictate that all public housing contractors must provide opportunities for training and employment on construction projects to residents and low-income persons.

Both AGC and LIUNA are concerned about dwindling membership in the building and construction trade unions. Currently in Milwaukee, there is a labor shortage in the building and construction trades. Approximately 225 people enter the trades each year, while 300 people leave. To make matters worse, the average age for apprentices is currently 28 years, when it used to be about 20 years. This means that 8 valuable years of productivity are lost from each new apprentice. This program will produce apprentices with an average age of 21 years, which is much more desirable to the unions and contractors.

HACM's Assistant Secretary, responsible for HACM's supportive services, was the primary author of the YAP proposal, although MCSC's Executive Director was also very influential. Both were also instrumental in obtaining HUD's Step-Up designation. MCSC's Executive Director, well-connected politically on the national and local level, is a former president of the National

Association for Service and Conservation Corps (NASCC) who worked closely with the U.S. Senate to draft the language for the legislation. Each of the partners made reference to his contribution in making this program happen.

Residents' involvement in planning YAP has been primarily through resident councils' involvement with the HOPE VI project. Residents of the HOPE VI community have participated in meetings, surveys and interviews about their education, employment and career interests. The YAP program design incorporated resident suggestions and ideas based on feedback from these meetings and interviews. The officers of the Hillside Terrace Resident Council signed a letter of support for YAP.

One of the main concerns about YAP voiced by residents is MCSC's age limit of 18 to 23 years. The Hillside Terrace Residents Council felt that residents between 24 and 30 years would also benefit from the program. Residents claim they already have plenty of programs that offer opportunities to the younger age group but very few for the older age group. The council took some time to sign off on YAP due to the age restriction.

Although YAP is designed to include residents between the ages of 18 and 30, MCSC preferred to limit YAP participation to residents up to age 23. However, MCSC did agree to expand opportunities for older residents through Step-Up and subcontractors. In coordination with the PHA and resident council, MCSC assumed the role of prime contractor on a portion of the Hillside Terrace HOPE VI renovation. The corps then subcontracted with minority and women-owned business enterprises who are required by their contracts to hire Hillside residents over age 24.

The Original Milwaukee YAP Design

The main components of the Milwaukee YAP as described in the proposal include:

- Over the next three years, MCSC plans to recruit and enroll approximately 120 YAP participants, expecting approximately 60 participants to complete the youth corps component of the program. Each year, MCSC will enroll approximately 35 to 40 participants to ensure that 20 complete the program.
- To be eligible to participate in YAP's youth corps component, applicants must meet the following requirements. They must:
 - ▶ Reside in Milwaukee's public or assisted housing;
 - ▶ Be between 18 and 23 years of age;
 - ▶ Be in good physical condition;
 - ▶ Pass a drug test;
 - ▶ Have a strong interest in the building and construction trades; and

- ▶ Have the willingness and ability to work hard.
- The youth corps component of the program will typically take 12 months. Participants needing more time to complete their GED (a prerequisite to apprenticeship) will be offered an extension of up to 6 months.
- During the youth corps component, participants will work in a structured education-based environment stressing discipline and teamwork. Participants will report to MCSC Monday through Friday from 7:30 a.m. to 4:30 p.m.. They will be paid a starting stipend of \$4.75 and may earn periodic increases up to \$6.00 per hour. Participants will spend 32 hours each week working on construction-based projects located at Hillside Terrace and 8 hours in classroom education and a lifeskills curriculum that includes budgeting/financial management, resume writing, and job interview preparation.
- Participants successfully completing the youth corps component of YAP will be accepted into full membership as apprentices with LIUNA Local 113. They will also receive a certificate of completion for a Building Maintenance Repairer apprenticeship (a designation developed for HUD's Step-Up program and recognized by the Milwaukee Building and Trades Council as one of fourteen apprenticeship categories).
- Once members of LIUNA, YAP participants will be placed in jobs provided by AGC members. AGC's primary responsibility is to guarantee 30 months of employment for 30 YAP participants (10 each year) who complete the youth corps component. Jobs will be provided on contracts won by AGC members. The individual AGC contractors will be responsible for participants' wages and benefits during the apprenticeship phase.
- Throughout the program, participants will have access to a range of supportive services provided by various community-based organizations. These services include child care, counseling, transportation, health care, life skills courses, and educational and career assessments.

Negotiating the Milwaukee Partnership

MCSC's Executive Director took the lead in the negotiations with the partner organizations because he was most familiar with the program and already had strong relationships with most of the partners. The roles and responsibilities of each partner organization were established during the proposal process. Two additions to the program design were made following grant award. First, the partners agreed that YAP participants would attend two weeks of training at LIUNA's Wisconsin Laborers' Training Center in Almond. Second, the partners agreed to hire two LIUNA journeymen to provide skills training and mentorship for the YAP crews. MCSC will pay the journeymen's wages and benefits with funds generated by the corps' fee-for-service contract with HACM. These

additions were made both to enrich the participants' YAP experience and to give the unions a greater financial and programmatic stake in the program.

The agreement to participate in YAP was taken from the NOFA. As of December 1995, HACM, MCSC and AGC staff were currently developing a Memorandum of Understanding that will more specifically outline AGC's roles and responsibilities.

HACM's primary responsibility is the overall administration and monitoring of the YAP program and budget. This includes ensuring contract compliance among the partners, program accounting and auditing, assistance in data collection for HUD reporting, and preparation of reports. Because all YAP participants will be public housing residents recruited from HACM family developments (especially Hillside Terrace), HACM assists MCSC in recruitment efforts by providing resident mailing lists and coordinating program presentations with resident councils. HACM also helps participants find emergency child care, legal assistance, or other services. At this point, it appears that involvement of HACM's resident council in YAP is limited to support and assistance with recruiting participants.

HACM also agrees to enforce Section 3 requirements to ensure the hiring of YAP participants through the agency's construction contracts. HACM's Architectural and Engineering Services Manager oversees all of HACM's modernization projects and meets with all HACM contractors prior to contract award to discuss opportunities for resident employment. He makes sure contractors are aware of Section 3 requirements and are providing adequate training opportunities to YAP participants.

HACM receives \$75,000 of the YAP grant for these purposes. MCSC receives \$974,000 to run the first stage of the program—the youth corps component. LIUNA Local 113 receives \$80,000 for two weeks of training that YAP participants will receive at the LIUNA Training Center. AGC receives a nominal fee of \$25,000 for administrative purposes.

YAP Implementation

Given their ongoing relationship and their collaboration on Step-Up, HACM and MCSC were prepared to implement YAP immediately after the grant was awarded. The first group of participants were recruited in March 1995.

Outreach to public housing residents included mailing fliers, letters and postcards to over 1,000 public housing residents between the ages of 18 and 23 years, posting information at various

community-based organizations, knocking on doors, and making presentations at HACM resident council meetings. Information about YAP appears in resident council newsletters and rent statements.

In spite of all the efforts made to reach the targeted public housing youth, HACM and MCSC still had trouble recruiting and retaining YAP participants. Several factors contributed to these difficulties. First, although participation in MCSC has always been open to public housing residents, they were only a small percentage of the corps' enrollment (approximately 15 percent). Because MCSC's goal for YAP is to recruit all of the program's participants from public housing, MCSC needed to develop specific strategies to reach this population.

A general lack of interest in the building and construction trades was thought to be one factor in the recruiting difficulties. The industry has an image of being "dirty and dangerous work." Some local respondents noted that school systems often do not advocate the building and construction trades as an alternative to going to college, claiming parents do not want the counselors to encourage students to enter the trades when there is so much emphasis on higher education.

Gender issues have also been a factor. Given the physical nature of the work, YAP tends to be more appealing to male residents, but most of HACM's residents are women, many with young children. Even if the women are interested in the program, finding conveniently located child care may be a problem. On the other hand, many men who have expressed interest in the program were determined ineligible because their names did not appear on the HACM lease.

In total, MCSC has received approximately 60 YAP applications from eligible public housing residents. Of those 60 applicants, approximately 34 attended orientation and 22 enrolled in the program. Dropouts at this stage were usually due to lack of interest, or barriers such as child care. As of December 1995, there are a total of 15 YAP participants (7 from the March-May intake and 8 from the October intake) who make up the two YAP crews. The next enrollment cycle will occur during the first quarter of 1996, depending on the current attrition rate.

Interested applicants must first fill out an MCSC application. Applicants who meet the basic eligibility requirements and appear to have a strong interest in the program are scheduled for a personal interview with MCSC staff. During the interview, MCSC staff explain the program and its requirements. GED attainment must appear to be possible during the 12 months with MCSC, since a participant cannot advance to the apprentice stage without it.

MCSC conducts a two-week orientation session for all new corpsmembers. The orientation session also gives the applicants a chance to see if they are ready to make a full-time commitment and whether they enjoy this type of work. Typically, a few applicants drop out during the orientation after realizing they are not yet ready for MCSC's program. Corpsmembers are not paid for the first week of orientation, but do receive bus passes.

Orientation activities include:

- An introduction to MCSC rules and regulations, including signing a Corpsmember Contract and a Building Maintenance Repairer apprentice agreement;
- An introduction to the building trades through videos, presentations, and visits to the MCSC work sites;
- Passing a physical and drug test;
- Participation in an educational assessment and a career interest and aptitude assessment;
- Development of an educational plan designed to meet personal and career goals;
- Courses covering CPR/First Aid and basic tool safety;
- Participation in a community service project; and
- Participation in a Ropes Challenge Course.

The expected attrition rate for YAP is approximately 50 percent. For the next three years, MCSC plans to enroll approximately 40 participants every year, expecting 20 to complete the youth corps component of the program. Only 10 of these 20 are expected to complete the apprenticeship phase of the program with the LIUNA Local 113 and AGC. The other participants are expected to find another job, enter another trade, or drop out. This expected attrition rate is based on HACM's previous experience with job training programs targeted to youth from public housing.

The actual attrition rate has been higher than 50 percent for the first few cohorts of participants. MCSC has had some difficulty keeping new recruits in the program. Attrition occurs most often during the first month of participation. Most participants drop out or are involuntarily terminated due to problems with attendance. Attendance problems are often symptoms of other problems. Difficulties in finding adequate child care and transportation, unplanned pregnancies, alcohol/substance abuse, lack of definitive career goals, and wages not being high enough to cover

family expenses are said to be the most common reasons participants drop out. For some, the work is harder or more physically demanding than they expected.

After talking to the first group of corpsmembers to find out how staff could do a better job of recruiting and keeping program participants, changes were made in the recruitment and selection process. These changes included adding career and trade assessments to help participants identify their interests and aptitudes. MCSC also now emphasizes certain points during recruiting presentations, such as the expectation of working in all types of weather, and the physical nature of the job.

As a result of the difficulties encountered in recruiting and retaining YAP participants, especially at Hillside Terrace, HACM and MCSC decided early to adopt a rolling intake process and to expand recruitment efforts to all HACM public housing youth. Future plans to improve recruitment and outreach include hiring a Hillside Terrace resident as a part-time recruitment coordinator based at Hillside Terrace. The hope is that a resident will know many of the residents, and will be able to reach them in a way that HACM and MCSC cannot.

Based on interviews with Abt staff, the reason participants gave most often for joining YAP was for the education and training offered. Most had heard about the program through a friend or relative, or received a flier in the mail. A few of the participants are interested in pursuing careers in the carpentry and electrician trades after completing the YAP program.

Participant Characteristics

In October 1995, HACM and MCSC staff reported to HUD on 18 YAP participants. Unfortunately there are no data for the approximately 17 additional participants who had enrolled in the program up to that point but who dropped out before the HUD forms were available. In December 1995, at the time of the Abt site visit, 15 of the 18 participants reported were still enrolled.

According to the data submitted and consistent with HACM's overall racial distribution, all the YAP participants are African-American. The age of the participants ranges from 20 to 25 years, with an average age of 22 years. Over half of the participants reported that they did not have a high school diploma.

The data show that approximately half of the YAP participants are female, even though a large majority of HACM's residents in this age group are female. Both HACM and MCSC admit that even though females represent most of HACM's population, recruiting females for this type of

work is difficult. Not only is the work physically challenging, but many of the women are single heads-of-household with young children for whom child care issues are a factor.

Almost three-quarters of the participants indicated they lived in public housing, while the rest lived in other subsidized housing. More than half of the participants had children living with them. The mean participant income over the previous 12 months (with 15 of 18 reporting) was \$5,216, ranging from zero to \$10,560.

Almost a third of the participants reported that wages were their only source of income. One participant reported receiving only SSI, while another participant reported receiving only General Assistance. Four participants reported receiving some other type of assistance, but did not indicate the type of assistance. It is not clear whether these four participants or the ones reporting a wage as their only source of income are referring to the stipend received during the youth corps phase of the program.

According to the data, two-thirds of the participants reported previous work experience. In reporting barriers to employment, one-quarter of the participants reported no barriers. Of the participants who mentioned barriers the most common responses were lack of training (9 participants), lack of transportation (8 participants), lack of child care (5 participants) and lack of money for expenses (4 participants).

Participant Experience in the Youth Corps

Like all other MCSC corpsmembers, YAP corpsmembers work together in crews of 5 to 10 participants. The size of the crew depends on the type of activity or work to be performed. YAP crews are supervised by a crew leader (a participant promoted to leadership), a crew supervisor (MCSC staff), and a journeyman (from either the laborers' or carpenters' union).

For all MCSC corpsmembers, each day starts promptly at 7:30 a.m. at MCSC Headquarters, located at 1150 East Brady Street in Milwaukee on the #10 and #15 bus lines. Corpsmembers are fined one hour's pay if they are late. From 7:30 to 7:55 a.m., Monday through Thursday, corpsmembers participate in physical training. The balance of the day (ending at 4:30) is spent working on community service work projects. Corpsmembers are transported to and from the work sites in MCSC vans. Fridays are spent in educational activities or life skill seminars. A community meeting during which corpsmembers may raise concerns, issues, and questions is held every Friday.

For their participation in the youth corps, all YAP corpsmembers receive a stipend starting at \$4.75 per hour, and can earn periodic increases up to \$6.00 per hour. The stipend does not affect participants' rent subsidy, but may affect other benefits such as AFDC.¹ Corpsmembers also receive a tool box and tools, safety gear, work boots, uniforms and bus passes.

YAP corpsmembers primarily work on HACM's HOPE VI projects, located at the Hillside Terrace development. The types of work include foundation repair, sidewalk replacement and repair, landscaping, urban gardening, painting, sorting and hauling recyclable material, gut demolition, basic carpentry, drywalling, and masonry. MCSC uses HUD procurement regulations to contract for all work performed by YAP participants.

Part of the youth corps component includes two weeks or 80 hours of basic training for the laborer's trade at the Wisconsin Laborers' Training Center in Almond, Wisconsin. Almond is located in northern Wisconsin, a four-hour drive from Milwaukee. This is one of 75 national LIUNA Training Centers, which until this program have only been open to union members. Its purpose is continuing education to upgrade skills and emphasize safety procedures in the laborer's trade. The training covers general construction skills such as tools and materials recognition, measuring techniques, construction math, traffic control, and safety procedures.

The first group of nine YAP corpsmembers spent two weeks participating in specialized occupational training at the LIUNA Training Center. All the corpsmembers said they enjoyed the experience and it helped pull them closer together. The Center's approach of hands-on training with emphasis on safety procedures was said to be well-paced. Participants were provided with room and board, and transportation to and from the Training Center using MCSC vans.

Participants also receive hands-on job skills training from either their crew supervisor or journeyman. Crew supervisors are responsible for the daily supervision of the YAP corpsmembers; they are the teachers, trainers, counselors, and supervisors of the corpsmembers. MCSC crew supervisors are also experts in a number of building and construction skills such as landscaping, carpentry and masonry, as well as in youth development skills.

Each YAP corpsmember spends at least one day a week in an educational program tailored to meet individual needs. Educational and career assessments are administered during the orientation, to help develop education plans based on each participant's interest and career/education

1. Wisconsin's Department of Social Services does treat MCSC stipends as income.

goals. For most, the educational component includes a program geared to GED attainment and takes place at MCSC headquarters.

MCSC's educational program is designed to help the participant combine basic education with practical hands-on experience to prepare for life after the corps. Participants are expected to develop pre-employment skills, such as following instructions and the importance of punctuality, as well as marketable skills such as carpentry and masonry. Classes include occupational training, basic skills training, lifeskills education, and personal development as well as employability skills such as writing a resume, writing cover letters and preparing for a job interview.

Apprenticeship and Post-Training Employment

MCSC works with YAP corpsmembers to ensure they gain the skills necessary to become a LIUNA apprentice. After YAP participants complete the youth corps component of the program with MCSC, they will be recognized as apprentices with LIUNA Local 113, provided they have attained their GED or have a high school diploma. They will also receive a certificate of completion for the Building Maintenance Repairer apprenticeship, which is issued by the Wisconsin Department of Industry, Labor and Human Relations and is recognized by the Milwaukee Building and Trades Council.

As apprentices with LIUNA Local 113, YAP participants will be eligible to work for Milwaukee contractors who are members of AGC or for contractors who have negotiated agreements with Local 113. Participants will report to the Laborers' hiring hall for employment referrals.

Participants will receive the apprentice wage of \$7 to \$14 per hour plus benefits, depending on the amount of employed time vested with Laborers'. During the apprenticeship stage of the program, YAP participants' wages are paid by the contractor providing the employment.

In order to reach journeyman status, the apprentice must complete a total of 400 hours of instruction from the Wisconsin Laborers' Training Center. Participants employed by a contractor who contributes to the Training Fund will be eligible to earn and attend additional training at the Center. The YAP participants will have already completed the first 80 hours during the youth corps component with MCSC. It usually takes approximately three to five years to go from apprentice to journeyman status in the building and construction trades, depending on the health of the industry. Milwaukee's northern location makes availability of work susceptible to seasonal fluctuations. Participants who reach journeyman status as laborers should earn approximately \$19 to \$20 per hour

plus benefits (or the current negotiated rate for a journeyman). Depending on industry conditions, seasonal fluctuations, or choice of the apprenticeship pursued, it may take some participants longer than 30 calendar months to complete the 30 months of employment. (Some of the specialty trades such as carpenters and electricians have limited enrollment dates.)

During the apprenticeship stage, the Milwaukee Minority Apprentice Program (MMAAP), which is funded by the Wisconsin Department of Natural Resources and the Milwaukee Metropolitan Sewerage District, will provide counseling and make referrals for supportive services such as emergency child care or transportation assistance, provided by a variety of local community-based organizations, to ensure that the transition from MCSC through apprenticeship goes smoothly.

Findings and Recommendations

The success of Milwaukee's YAP can be attributed to several factors, as summarized below.

1) *The established relationships among HACM, MCSC, and LIUNA enabled the partners to organize and implement YAP quickly.* Three of the YAP partners had previously worked together to implement HACM's Step-Up program, a predecessor to YAP. HACM and LIUNA had recently been awarded a grant for another apprenticeship program for residents. Before YAP, MCSC corpsmembers had worked on several ongoing community service projects for HACM and had the endorsement of the Milwaukee Building and Construction Trades Council and LIUNA. All of these previous working relationships helped establish a strong and united YAP partnership. The partner organizations appear to be committed and clear about their contribution to YAP.

2) *The Milwaukee YAP partners are working together as a group to implement a coordinated program rather than independently as three separate organizations.* For example, LIUNA has offered its training center to YAP participants as part of the youth corps experience. This is the first time the LIUNA Training Center has opened its doors to trainees who are not union members. All YAP crew supervisors and participants are involved in the two-week residential training program at the LIUNA Training Center. This experience helps unify the YAP crews, gives them a chance to learn from professionals in the field, and gives them a better understanding of the nature of the laborer's trade. In addition, participants will have completed the first 80 hours of 400 training hours necessary to reach journeyman status. This training occurs early in the youth corps phase, providing a dose of reality concerning the laborer's trade and the first transition to the Laborers' apprenticeship.

The community services projects YAP participants work on during the youth corps component take place at Hillside Terrace, the HOPE VI development. The projects are construction-oriented, so that participants start learning building and construction skills during the youth corps experience. YAP participants are also working on projects that improve their community, which gives them a sense of pride and accomplishment. The work also gives the program visibility to other residents who may be interested in enrolling or who may refer future applicants to the program.

The hiring of union members by MCSC to work with the YAP participants helps keep the unions involved during the youth corps component and provides positive role models for the participants.

3) One final lesson learned through the implementation of Milwaukee's YAP is the necessity of having a complete understanding of the needs of the population being served.

Difficulties in recruitment were an unexpected problem for HACM and MCSC. Although HACM houses a large number of youth between age 18 and 24, not all were interested or able to participate in YAP. Most of HACM's residents in this age group are women with children. Immediately child care becomes an issue, as does the potential decrease in AFDC benefits. These problems, along with the fact that the laborer's trade is traditionally male-dominated, have created problems in recruiting and retaining participants. Future efforts to overcome these barriers may include providing participants with more child care support, working out an agreement with Wisconsin's Department of Social Services to keep AFDC benefits constant during the youth corps component, and expanding eligibility to include persons 25 to 30 years old.

Sources

Housing Authority of the City of Milwaukee

Bobbi Marsells, Assistant Secretary
Maria Rodriguez, Youth Services Manager
Bethany Fischer, Recruitment Director

Milwaukee Building and Construction Trades Council

Jim Elliott, President

LIUNA Local 113

Narcarsi Feaster, Business Representative
Steve White, Journeyman working with YAP participants

Milwaukee Community Service Corps

Narcarsi Feaster, President of Board of Directors
Tony Perez, Executive Director

Wisconsin's LIUNA Training Council

Dean Jensen

Associated General Contractors

John Feyen

Milwaukee Minority Apprentice Program

Herb Centero

YAP Program

12 YAP Participants
Enrique Kix, YAP Crew Supervisor

PHILADELPHIA YOUTH APPRENTICESHIP PROGRAM

INTRODUCTION

The Philadelphia Revitalization and Education Program (PREP), the Housing Association of Delaware Valley (HADV), The Laborers' International Union of North America (LIUNA) Local 332, Philadelphia YouthBuild for Change, the Philadelphia Housing Authority (PHA), and PHA residents are all currently participating in the operation of a Youth Apprenticeship Program (YAP). LIUNA and HADV took the lead in developing the first YAP concept, as well as in preparing the YAP grant application. Philadelphia was awarded the first YAP grant of \$1.5 million, as reflected in the Notice of Demonstration Program that appeared in the September 14, 1994 *Federal Register*.¹ Participants are to be recruited from PHA's HOPE VI development (see Exhibit 1) as well as from other PHA developments and subsidized housing. The partners anticipate a total of 50 YAP participants will enter employment as apprentices in the construction industry. It is expected that YAP participants will work on HOPE VI redevelopment activities to be initiated in PHA developments.

Background on the Demonstration

The Philadelphia grant is unique among the sites in this study because it was awarded on a sole-source basis under a separate Notice of Demonstration Program, dated September 14, 1994, one month after the YAP NOFA was issued. Representatives of four local organizations were involved in developing the concept for the Philadelphia YAP:

- **The Housing Association of Delaware Valley (HADV):** Established in 1909, HADV is the oldest citizens' advocacy group in the country. HADV provides housing advocacy support, public education, performs research, and provides technical assistance and training. HADV serves low-income people, including (but not limited to) residents of public housing.
- **The Laborers'-AGC Education and Training Fund and its local affiliate, the Laborers' District Council of Philadelphia and Vicinity Training Fund:** The

1. Local organizations had been planning a youth apprenticeship program since the spring of 1993. The Philadelphia planners approached HUD in June 1993 with their concept for creating training and employment opportunities for youth and young adults residing in public and subsidized housing. The PREP concept has evolved into Philadelphia's YAP program.

Exhibit 1
RICHARD ALLEN HOMES

Richard Allen Homes is the Philadelphia Housing Authority (PHA) development selected for comprehensive renovation through HOPE VI. The PHA is a large housing authority responsible for more than 22,000 dwellings, including 7,000 scattered sites. Richard Allen Homes was opened in 1941, and consists of 1,323 family units. It is located in North Central Philadelphia, a predominantly low-income community.

1996 PHA data indicate that Richard Allen Homes has 1,402 residents, 99 percent of whom are African-American. Data from 1993 show that 68 percent of households received public assistance, with the median income derived from that source being \$4,836. Eleven percent of households reported earned income, with a median of \$10,322. The overall median income level was reported to be \$5,694.

HOPE VI renovations will commence in August of 1996, and are being funded at a level of \$50 million. Complete modernization of all units will be undertaken within four of the eight sections at the site. Site improvements will include new streets, sidewalks, curbs, and pavement replacement. A new five-story building, with 80 one-bedroom units for the elderly, will be erected on a nearby empty lot to serve as replacement housing. In addition, 46 new replacement units will be erected within the site, and another 23 in the near vicinity.

Laborers'-AGC is a national joint labor-management trust fund sponsored by LIUNA, AFL-CIO and the Associated General Contractors of America. The national training fund was founded in 1969, and provides training through a network of 73 affiliated local training funds in the United States and Canada.

- **Laborers' International Union Local 332:** Laborers' Local 332 negotiates contracts and represents laborers on construction projects.
- **Resident Organizations:** Input on planning and design issues was solicited from representatives of the City-Wide Tenant Coalition and the Resident Advisory Board (RAB). City-Wide and RAB are the major umbrella organizations representing many tenant groups within the PHA system. Project planners and advisors met with the president of the National Tenant Organization in Washington and received her full support as well.

Laborers' Local 332 had a long-standing relationship with the Philadelphia Housing Authority and its residents through efforts such as the Model Cities Program during the 1970s, and more recently, on the Apartment Renovation Teams (ART), a rehabilitation and resident training

initiative, and on the Tasker Homes PREP project.² In particular, in planning YAP the program's developers took into consideration the earlier experience with ART. ART's outcome was disappointing; with no real work assurances developed for program participants, they did not get jobs after the end of the program.

Designers of the Philadelphia YAP placed a specific emphasis on its participants becoming union members as a way for them to increase the likelihood of long-term employment at reasonable wages. Representatives of Local 332 also acknowledged that the union was interested in using YAP to access some of the \$500 million that the City of Philadelphia was scheduled to receive as part of various construction projects.

Designers of the Philadelphia YAP took their concept directly to HUD headquarters in June 1993. Several additions to the original design were made during negotiations which spanned several months. A youth corps component was added at the encouragement of the National Association of Service and Conservation Corps (NASCC). NASCC had been working with HUD and Congress to develop the NOFA for the national YAP demonstration. The Philadelphia Youth Service Corps was added to the YAP partnership to provide the youth corps component.³

Another important element of the Philadelphia YAP model was the addition of the Laborers' Associated General Contractors' Education and Training Fund and its affiliated national training centers. LIUNA suggested the centers be added to the YAP partnership to provide basic construction and hazardous materials abatement skills to program participants. All new apprentices receive this training as part of the standard process for entering the union.

The final design for the Philadelphia YAP coincided with the creation of PREP. PREP was developed and incorporated in 1994 as a nonprofit 501(c)3 organization that includes labor, public housing resident leaders, and members of the business community. Created and initially funded by the Laborers' International Union of North America (LIUNA) and AFL-CIO, PREP operates with a special relationship to LIUNA, and its Board of Directors are appointed by the LIUNA General

2. Tasker PREP was a tenant-owned business effort, managed by a subsidiary of LIUNA, that focused on asbestos removal in the Tasker Homes development and other housing authority-owned developments. This was the first project that the PREP organization implemented.

3. Subsequently, the Philadelphia Youth Corps ceased operations and was replaced by Philadelphia Youth Build for Change, Inc.

President. PREP's mission is to implement and manage YAP in Philadelphia. The president of PREP is also the Business Manager of Laborers' Local 332.

When the Notice of Demonstration Program for the Philadelphia YAP was released, it included a couple of surprises for the program's developers. The Notice identified the Philadelphia Housing Authority (PHA) as the grant recipient. Previously, the PHA had not been involved in the development of the YAP concept. In part, this was due to HADV's preference that the funding go directly to PREP.

Although it was not involved in developing the Philadelphia design, the PHA agreed to serve as the grant recipient and play a nominal role in the program. Another surprise in the Notice was the requirement that the PHA provide YAP participants access to employment under contracts issued for the rehabilitation of 1,000 distressed and vacant public housing units owned by the PHA. Apparently the figure was included in earlier drafts of the program description and never intended by PHA to be included in the legislation. As one of the original designers commented, "No one ever really expected the thousand unit figure would ride all the way through Congress." As will be discussed later, the requirement that the PHA provide the units for YAP participants to renovate has become a problem. At the present time, the PHA does not perceive that it is able to "sole source" work on the units to the union involved in YAP.

The Original YAP Design

The key features of the YAP design developed by LIUNA, HADV, and their partners are as follows:

- Section 3 qualified residents of public housing, or of the City of Philadelphia, and who are 18-30 years of age would be eligible for participation in the YAP. Priority recruitment would be targeted to those who are named on a PHA lease (or family members residing with them), are able to pass a pre-training medical evaluation and drug screening, can provide documentation of the right to work in the U.S., are able to demonstrate a strong willingness to work, are not high school graduates or GED holders, and are registered with the "New Directions" program operated by the Pennsylvania Department of Public Welfare (local recipient of JOBS funding).
- Over the 12 month period of the program, HADV would provide outreach services to recruit 45 participants to participate in 28 weeks of Stage 1 pre-employment activities provided by the Philadelphia Youth Service Corps. An additional 45 participants would be recruited from among existing Youth Corps graduates who meet eligibility criteria.

HADV and the Youth Corps would provide 12 hours of orientation for applicants in an effort to screen out applicants not suited for participation.

- Stage 1 Youth Corps would provide a structured program of physical training, community service, personal growth and development activities, academic enhancement, career development and job readiness training. Youth Corps participants would be engaged in activities for 40 hours per week. As needed, participants would be assigned to either a remedial education or GED-preparatory level of instruction, complemented by activities, field trips, and community meetings. All participants would receive a stipend of \$200 per week during Stage 1 training.
- Participants who successfully complete Stage 1 would participate in approximately three weeks of Stage 2 construction skills training by the Laborers'-AGC Education and Training Fund and the Local Philadelphia Fund. Stage 2 training would be conducted at the Laborers'-AGC residential training facility in Exton, PA and would include 84 hours (2 weeks) of instruction in basic construction skills, followed by 40 hours of specialized training in lead abatement work. Other specialized training would be provided depending on the needs of projects being worked on. Participants would receive a stipend of \$200 per week during Stage 2 training.
- After completing Stage 2 training, YAP participants would be enrolled in the Philadelphia Training Fund's two-year registered apprenticeship program for construction craft laborers. Apprenticeships involve a comprehensive mentoring program. Trained craft journeyworkers would serve as mentors after completing 6 hours of Laborers'-AGC mentoring training. During the first 18 months of the apprenticeship, mentors and PREP would monitor participant progress, and would address any problems that may negatively affect the success of YAP participants. Appropriate social service and other support would be available through HADV or other sources.
- Following completion of Stage 1 and Stage 2 training, YAP participants would be referred to employment on the modernization and abatement projects provided by the PHA. PHA would provide 1,000 HOPE VI units for this purpose. During the period of their apprenticeship, participants would be paid the negotiated apprentice wage rates. Participants would work primarily on PHA construction projects during their 30-month period of assured employment, but would not be limited in their work opportunities to these projects only. Laborers' Local 332 would invite YAP participants into full union membership upon their entering into employment with an employer signatory to a union collective bargaining agreement.

Negotiating the Philadelphia Partnership

HADV and PREP staff took the lead in negotiating the partnerships and agreements after grant award. Some modifications were negotiated to the partners' scope of work as well as to specific budget items.

The roles of the partners participating in the Philadelphia YAP are as follows:

- **The Philadelphia Housing Authority:** The PHA is the grant recipient and has retained \$22,881 in YAP funds to pay for costs associated with general administrative oversight of the YAP. All remaining funds were a pass-through to PREP. Under the terms of the YAP legislation, the PHA will provide 1,000 units of public housing for rehabilitation to be performed by union contractors who employ YAP participants.
- **Philadelphia Revitalization and Education Program, Inc. (PREP):** PREP is the lead agency in Philadelphia's YAP. PREP is utilizing \$529,374 in YAP funds to pay for several full-time staff positions for the year of the YAP, including a Program Manager, a Director of Field Operations, a Mentor Coordinator, and a Secretary. PREP is also utilizing YAP funds to pay for costs associated with leasing office space, office equipment, and limited travel expenses. PREP staff are responsible for promotion of the program in PHA developments and elsewhere, scheduling the program's community outreach/recruitment and screening (done in conjunction with HADV's Housing Association Training Institute—HATI—and YouthBuild), interaction with YouthBuild on tracking participant performance during Stage 1 training, and coordinating the scheduling of Stage 2 construction skills training sessions in collaboration with the Laborers'-AGC training center. PREP will monitor program performance and will maintain HUD's participant tracking system. PREP will also implement a mentor program. PREP will interact with the union to ensure participants' continued good standing and access to employment opportunities.
- **Philadelphia YouthBuild for Change, Inc.:** Under subcontract to PREP, YouthBuild will provide Stage 1 pre-employment training for a single cohort of 30 YAP program participants, and will identify an additional 20 YouthBuild graduates who will enroll directly in the Stage 2 construction skills training. YouthBuild is utilizing \$539,819 in YAP funds to pay for one-half of the salaries of the Director and the Program Manager, as well as to pay for the full-time salaries of two counselors, two construction trainers, and one teacher. YAP funds are also being used to pay for participant stipends (\$140 per week per participant during Stage 1 training), some of YouthBuild's overhead costs, workmen's compensation insurance, as well as for tools and equipment. YouthBuild's primary responsibilities include: assisting in outreach/recruitment and selection, academic instruction, on-the-job training in construction, job readiness skills, personal growth and development activities, counseling and leadership development.
- **Housing Association of Delaware Valley (HADV):** Under subcontract to PREP, HADV is the lead agency for outreach and recruitment of participants for YAP Stage 1 activities in coordination with PREP and YouthBuild. HADV is utilizing \$213,038 in YAP funds to pay partially the salaries of HADV's Managing Director, a program coordinator, two resident services specialists, a resident trainer, a human services coordinator, a counselor, and an administrative assistant. These three organizations meet to review applications, determine eligibility and make final selection determinations. HADV insures that participants who receive AFDC are registered with the New Directions program so that they may access various social services. HADV's Housing Association Information

Program (HAIP), located in N. Philadelphia, will serve as the primary site for participant intake. HAIP also provides participants with a variety of other services including pre- and post-occupancy counseling, consumer education, and credit repair.

- **The Laborers'-AGC Education and Training Fund and its local affiliate the Laborers' District Council of Philadelphia and Vicinity Training Fund:** Under subcontract to PREP, the Training Fund will provide YAP participants, with 124 hours of Stage 2 construction and hazardous materials abatement skills training at their residential training facility. Laborers'-AGC and the Vicinity Training Fund are utilizing \$194,888 in YAP funds to partially pay for the salary of a project director, as well as those of various instructors at the residential training facility. YAP funds will also be used to pay for training costs. Participants will be paid a \$200 per week stipend while in Stage 2 training.
- **Laborers' International Union Local 332:** Laborers' Local 332, while not receiving any YAP funds, is committed to providing long-term employment opportunities for program participants through union membership. Participants, as new union members, will go to work on PHA construction projects under terms of the collective bargaining agreement. Participants will also be eligible to work on other non-PHA construction jobs as well, as part of the Union's job development commitment under YAP. YAP participants will be assured 30 months of "referral" to available employment following completion of the training program. Members of Local 332 will serve as mentors to YAP participants.

Partners in the Philadelphia YAP reported that they were largely satisfied with the negotiation process. This was due mainly to the fact that, with few exceptions, partners' roles and responsibilities in the YAP were clearly determined as part of the extensive planning process undertaken in Philadelphia. Negotiations with Philadelphia YouthBuild for the provision of Stage 1 pre-employment training was an exception however.

Shortly after the submission of the YAP grant proposal, the Philadelphia Youth Corps ceased operations due to financial difficulties. A representative of PREP contacted NASCC. In November 1994, NASCC referred the program to Philadelphia YouthBuild for Change, Inc., a HUD-funded, YouthBuild USA-affiliated program.⁴ YouthBuild's director indicated an interest in participating,

4. The YouthBuild program design was developed in New York City in the late 1970s and later replicated across the country by YouthBuild USA, a national organization based in Somerville, Massachusetts. YouthBuild USA has established program standards for the program's key program elements: community service (typically building or rehabilitating affordable housing or community facilities for homeless or low-income people, or building commercial facilities to enhance the local community's economy), skills training, education, employment preparation and job placement, and personal and leadership development. As of January 1996, there were 54 YouthBuild USA "affiliates" (indicating the program design has been approved by YouthBuild USA). In 1992, HUD began funding local programs using the YouthBuild model, although HUD does not require that the programs it funds be YouthBuild USA affiliates. Roughly 90 programs have been funded by HUD. Not all YouthBuild USA-affiliated programs receive HUD funding, and not all HUD-funded programs are YouthBuild USA affiliates.

and an agreement for YouthBuild's involvement was quickly negotiated. The Director of Philadelphia's YouthBuild indicated most of the negotiations around YouthBuild's role in the YAP occurred among herself, HADV, and PREP, with some involvement of Laborers'-AGC. The Director reported that the negotiation process centered around trying to develop a scope of work for her organization that was realistic given the inherent differences between the youth corps program reflected in the proposal and YouthBuild's program. There were two issues that had to be addressed during this process.

First, it was initially hoped by PREP and HADV that YouthBuild could provide Stage 1 training for 45 participants. An additional 45 participants were to be recruited from YouthBuild graduates to enter Stage 2 training. However, the Stage 1 training proposed by the Philadelphia Youth Service Corps was only 7 months long while YouthBuild is a 10½-month program. YouthBuild had agreed to enter YAP participants into their program, but to do so without a significant increase in the budget would mean that they would be able to serve fewer participants. After discussing a number of options, the partners finally determined that YouthBuild would enroll 30 participants in Stage 1. An additional 20 YouthBuild graduates will be recruited to enter Stage 2 training.

The second issue that had to be addressed was that HADV and PREP insisted on serving individuals age 18 to 30 (the target population defined in the YAP NOFA), while YouthBuild's program traditionally serves participants age 18 to 21. This required YouthBuild to modify its program to provide educational instruction for individuals in the 21 to 30 year-old age range—many of whom already hold high school diplomas or GEDs. The partners addressed this by determining that YouthBuild would hire an instructor who would teach a post-high school level course.

Another issue related to the negotiation of partnerships for the Philadelphia YAP concerned the PHA and its mandated provision of 1,000 units for the YAP. PHA staff believe that there is no mechanism by which they can guarantee the award of PHA construction projects to union contractors. This was a controversial issue throughout the negotiation process, and has not yet been resolved as of January 1996.

YAP Implementation

Thirty-one participants were enrolled in Stage 1 training at YouthBuild in September 1995, approximately eight months behind the schedule specified in the grant proposal. Several factors contributed to the delay.

First, the search for a replacement organization to operate the youth corps component caused a significant delay in the implementation of the program. Because the Stage 1 training to be provided by YouthBuild is the first activity that YAP participants would undertake, it was necessary to finalize all negotiations with the corps before recruitment could begin. The negotiation process with YouthBuild took several months.

Other delays were attributed to slow movement on the part of PREP and PHA. According to several respondents interviewed during the site visit, PREP took a great deal of time preparing YAP documents, leasing office space, and generally "getting organized." Local observers commented that PREP staff, coming from union backgrounds, were not familiar with organizing and implementing HUD programs targeted to public housing residents.

PREP and HADV staff in turn responded that delays on their part were mainly attributable to slow movement on the part of PHA. PREP staff reported that they did not receive their first YAP funds until June 15, 1995, 3 months after grant award. Some respondents indicated that PHA had "dragged their feet" during the implementation process because they still had not resolved exactly how they could provide the units for the YAP as specified in the legislation. HADV staff indicated that discussions around this issue had led them to contact HUD directly to ask what could be done. The meeting at HADV occurred in September 1995, and included representatives of HUD, HADV, PREP, LIUNA, Local 332, Laborers'-AGC, and the Executive Director of PHA. During the meeting, it was determined that PHA should submit a written request to HUD for authorization of the sole-sourcing of bids to union contractors so they could fulfill their legislated obligation of 1,000 units. HADV reported that PHA did not respond within the 30-day period given them, and had not attempted to do so at the time of the Abt site visit in November 1995. Other specific delays attributed to PHA included that paperwork sent to the PHA took an extremely long time to make it through the proper channels for review.

Finally, with regard to delays in implementation, staff of PREP and HADV admit that the original assumptions about the schedule for startup may have been unrealistic. PREP was created by LIUNA specifically to develop and implement YAP, and to continue the program after YAP

funding was exhausted. With this in mind, LIUNA fully funded all PREP positions pending the YAP grant award. It was thought that implementation could commence immediately upon grant award, if not before. In fact, according to the proposed schedule, Stage 1 training was to begin in mid-January 1995, but the grant agreement was not signed until March of that year.

None of the partners reported any specific difficulties once the issues discussed above had been resolved. Implementation of the YAP began in July 1995, when HADV's coordinator and staff conducted two presentations for tenant groups. HADV and PREP reported that recruiting was somewhat more difficult than they had expected. HADV gave initial priority to recruiting participants from Richard Allen Homes (the PHA's HOPE VI targeted development) but quickly found it necessary to expand. HADV recruited from a total of 9 PHA developments in order to attract a sufficient number of applicants.

Participants interviewed during the Abt site visit in November 1995 agreed that the outreach and application process was fairly simple. When asked what attracted them to the program, participants cited a wide variety of program features, including the promise of union membership and long-term employment opportunities, community service, on-the-job training in the building trades, resume development assistance, life skills training, high school completion and GED opportunities, workshops, and training stipends.

HADV's Housing Association Information Program site in North Philadelphia is the primary location for intake.

The intake procedure is divided into four stages:

- 1) The YAP candidate completes a self-appraisal form and a case record is created detailing the background information necessary to determine eligibility.
- 2) The candidate is interviewed by an HADV counselor and a YouthBuild program representative to determine motivation, educational history, work history, interest in construction careers and YAP, education and employment goals, potential barriers to education and employment, and supportive service needs.
- 3) HADV counselor forwards the folder of applicant materials to the HATI Coordinator, who reviews it for accuracy and completeness. If all is in order then the file is forwarded to YouthBuild.
- 4) YouthBuild invites applicant to attend 12 hours of orientation.

By August 9, 1995, recruitment was complete and some 43 applicants had been referred to the YouthBuild orientation. The YAP-specific 12-hour orientation takes place at YouthBuild and

is facilitated by their staff. The orientation is organized into two sessions. The first focuses on the history and structure of the YAP program. Presenters may include representatives of the PREP Board of Directors, PHA staff, Laborers' Local 332, Laborers' -AGC Education and Training Fund and the Local Philadelphia Training Fund, and HADV.⁵

The second orientation session provides an overview of the Stage 1 and Stage 2 training course content and the mentoring process. Applicants are then assigned an HADV Resident Services Specialist who explains their role as social service counselors for participants.

Participants reported that HADV staff have been very helpful in assisting them to access a variety of services through the Department of Public Welfare's "New Directions" program. Reimbursement of child care costs was clearly the most important service for participants. New Directions also provides bus fare and book and clothing allowances to participants in good standing at YouthBuild. Participants reported that receiving the stipend has had no effect on their receipt of welfare or housing benefits.

Participant selection is made by HADV, YouthBuild, and PREP staff in a formal meeting. Final selection does not occur until the applicant has successfully completed the three-week "mental toughness" course at YouthBuild. While participants learn some of the basics about the YouthBuild program during the YAP orientation, introductions to most of the staff and expectations of the participants are dealt with at this point. Training topics are shown in Exhibit 2. Of the 43 applicants who attended the orientation and were referred to the mental toughness training, 6 declined to participate. Of the 37 individuals who attended, 6 dropped out during the course of the training. On September 11, 1995, 31 YAP participants officially began Stage 1 pre-employment training at YouthBuild.

MENTAL TOUGHNESS TRAINING TOPICS

Week 1:

Introductions and Expectations
Labeling and Positive Self-Identity
Cultural Awareness 1
Cultural Awareness 2
Goal Setting and the YouthBuild Challenge

Week 2:

Forces of Self-Destruction
Reclaiming Our Education
Fear of Success
Roadblocks and Blockbusters
Work Ethic and Work Sites

Week 3:

Hardcore Challenge or Teambuilding
Rites of Passage

5. In the future, construction contractors employing YAP participants may also be invited.

As of January 1996, there were 29 YAP participants still enrolled in Stage 1 training. This represents a 7 percent attrition rate. YAP staff are confident that they will be able to maintain an attrition rate equal to or lower than the 12 to 13 percent that YouthBuild typically experiences.

YouthBuild has experienced some delays in receiving reimbursement for YAP expenses related to the early implementation of the Stage 1 activities. On several occasions, YouthBuild had to wait considerable lengths of time to receive reimbursement from PREP. Some of this is attributable to the logistics of submitting paperwork to PREP, which must in turn submit it to PHA, which must then submit it to HUD. These delays have put an increased financial burden on YouthBuild.

Participant Characteristics

YouthBuild staff reported to HUD⁶ on 29 of their first class of YAP participants. According to the data submitted, 75 percent of the YAP participants are male, all are African-American, and at the time of enrollment they ranged in age from 18 to 31. Approximately one-third of the participants fell in the 18-20 age range, one-third in the 21-24 age range, and one-third in the 25-30 age range. One participant was 31 years old at the time of enrollment. Although the percentage of male participants seems high compared to other YAP sites, traditionally 80 to 85 percent of YouthBuild's participants are male.

Almost all of the participants (26 of 27 reporting) indicated they lived in public housing; one indicated living in subsidized housing. The mean number of people living in the household was four, with very few (under 25 percent) having children in their households. Just under 50 percent of participants have children of their own. These participants reported they have from one to five children, with an average of two.

The mean participant income over the previous 12 months was \$1,365, ranging from a low of zero to a high of \$10,280. Of the 28 reporting, 78 percent had no income in the previous 12 months. Of those with income, there was only one wage earner; seven received AFDC, one received General Assistance, and one had income from another source.⁷ A number of participants also

6. Site staff are using HUD Form 52360 for reporting on participants.

7. Two participants indicated receiving assistance, but report \$0.00 income from it.

received non-cash assistance. Six participants reported receiving Medicaid, two receive Food Stamps, and ten receive both Food Stamps and Medicaid.

Most of the participants (75 percent) indicated that they had some previous work experience. The highest wages earned in past jobs ranged from \$4.00 per hour to \$12.00 per hour, with a mean of \$5.74. According to the data, almost all (28 of 29) of participants indicated that the lack of training or job skills was a barrier to employment. Of those participants, 17 indicated that the lack of a GED or a high school diploma was also a barrier. Levels of educational attainment varied: of the 24 reporting (5 did not respond), 13 had completed some high school, and 11 were high school graduates.

Participant Experience in the Youth Corps

For all practical purposes, YAP participants enter YouthBuild's standard youth corps curriculum. Participants of YouthBuild are divided into two groups—A and B. Group A participants work on academic and counseling-related activities for the week, while Group B participants work in the field on construction projects. The following week the groups switch. Participants are paid a \$140 per week stipend during Stage 1 training.

YouthBuild's academic component includes GED classes and high school completion courses. YouthBuild targets 16 to 24 year-olds who are often high school dropouts. Under YAP, YouthBuild modified its education component to address the needs of older individuals, some of whom already have high school diplomas. Ten, or one-third, of the YAP participants attend this class, another 10 are in remedial education, and 10 are pursuing their GED. On education days participants are based at the YouthBuild main office. Education days begin with a one-hour morning meeting, during which administrative business is addressed. The rest of the day is comprised of three academic courses, each 1.5 hours long. During the fourth and last class of the day support groups, workshops, or meetings are held.

YouthBuild provides participants with on-the-job training through community service construction projects. YouthBuild participants are expected to report to the job site at 7:30 each morning. YouthBuild places an emphasis on maintaining a clear and consistent work schedule that parallels a standard construction work schedule as closely as possible. The workday is generally 7:30 a.m. to 3:30 p.m., with a one-hour break for lunch. Participants receive 15-minute morning and afternoon breaks. Attendance is routinely taken; participants who are absent or late may receive a

stern warning, docking of pay, or suspension depending on their attendance history. The only negative comments made about the program by participants related to what they perceived to be an overly strict tardiness and absentee policy.

Work crews comprise seven to eight participants and are led by crew leaders who have extensive experience in the building trades. Described by the Executive Director of YouthBuild as the "core" of the program, these projects are "top-to-bottom" renovation of low-income housing. Participants receive experience directly relevant to a career as a general laborer. The housing units are rehabilitated using CDBG funding, and designated for sale to low-income individuals. The Director of YouthBuild indicated that, in the absence of the YouthBuild program, it is uncertain whether these houses would be rehabilitated at all. Some participants also contribute to a YouthBuild mentor and tutoring program conducted in local grade schools. Participants work with younger children to teach remedial and basic educational skills.

All participants interviewed agreed that their YAP experience has far exceeded their expectations. As one participant said, "it's not just school . . . we've been doing real work". Participants reported they have gained experience in building construction trade skills, including gutting houses, laying insulation, reconfiguring rooms, working on roofs, laying floors (beams and surfaces), and learning about building materials.

All participants are graded daily on academic progress, attitude, behavior, on-site work performance, attendance, and punctuality. Daily scores are compiled for weekly and monthly reports on students progress. These grades are reported on a regular basis to the HADV coordinator as well as to PREP.

Apprenticeship and Post-Training Employment

Following successful completion of the corps component, the Laborers' -AGC Education and Training Fund and its local affiliate the Laborers' District Council of Philadelphia and Vicinity Training Fund will provide YAP program participants with Stage 2 construction skills training. After completing Stage 2 training, participants will have the opportunity to join the union to pursue a career in the construction industry.

The Laborers' District Council of Philadelphia Training Fund will provide program participants with a two-year apprenticeship program in the construction laborer craft, registered with the Pennsylvania State Apprenticeship Council. The apprenticeship program will combine both

practical on-the-job training experiences and related classroom instruction of 144 hours per year. The related training will follow closely the Laborers'-AGC model program approved in 1994 by the Federal Bureau of Apprenticeship and Training, which consists of a general core curriculum studied by all apprentice laborers, combined with several elective courses that provide a concentrated focus on different aspects of the laborer craft. The Core Curriculum includes up to 212 hours of the following coursework and training: Blueprint Reading, Craft Orientation, First Aid/CPR, General Construction, Hazard Communication, and OSHA Safety. The Specific Skills Elective Curriculum includes 220 hours (or more) of such training as: Asbestos Abatement, Asphalt, Concrete, Foreman Preparedness, Hazardous Waste Worker, Lead Abatement, Line and Grade, Mason Tending, Pipe Laying, Radiation Remediation, and Underground Storage Tank Removal. Upon completion of each of these courses, participants will be eligible to take the certification exams from the state of Pennsylvania. Upon passing these exams, participants will be certified personnel increasing their potential value to the union and increasing their commandable wages. During the participants' period of "indenture," apprentices will receive an increasing rate of pay based on a percentage of skilled journeyworker rates, as specified in the applicable collective bargaining agreements.

Following completion of training, PREP will work closely with Laborers' Local 332 in implementing a "job development" phase of the project. This will involve the referral of participants for employment on modernization and abatement projects provided by PHA. In theory, the housing authority will provide 1,000 units at the HOPE VI-targeted Richard Allen Homes for participants to work on. However, during their 30-month period of "assured employment" participants will not be limited to work on PHA projects. Like all union members, they will also be eligible to work on other union jobs. During this 30-month period all wages paid to participants will be derived from contractors under the collective bargaining agreements. In accordance with apprenticeship standards, a ratio of at least three experienced journeyworkers to each trainee will be maintained at each worksite.

Another important part of the YAP program in Philadelphia is the Mentor Program, which will be facilitated by PREP and will begin during Stage 2 training. The mentoring program seeks to provide useful support to participant workers in an efficient and cost-effective manner through the pairing of mature experienced mentors with younger, less-experienced workers. A mentor is a "valued and experienced worker who shares his or her skills, knowledge, experience and collegiality with a new employee." Mentors will meet regularly with newly hired participants to provide

information, support and guidance. The mentor's role is to help new employees develop confidence and a positive attitude toward work and job training.

The Mentor Program has been developed by PREP. PREP has hired a Mentor Coordinator who has created a mentor training curriculum. PREP has identified 65 union members who are willing to participate in the Mentor Program. Training of mentors has begun, and presently five 3-hour mentor training sessions have occurred.

Findings and Recommendations

PREP has implemented what appears to be a promising YAP. The YAP planning and implementation experience in Philadelphia offers several lessons which may be of value to the planning of future programs. These are summarized below.

1) For the PHA to be able to provide the mandated 1,000 units for YAP participants to work on, there needs to be a mechanism for the PHA to award sole-source contracts to union contractors, or to PREP. The Philadelphia Housing Authority is required to provide 1,000 units for YAP participants to work on. The PHA is willing to sole-source some of these contracts to union contractors who employ union apprentices, but is required by law to put all construction jobs up for competitive bid. The PHA is concerned that legal action will be taken against them by non-union contractors if they award construction contracts non-competitively.

2) The housing authority's nominal role in YAP served to slow down the planning and implementation processes. The housing authority has had a modest role in all stages of the YAP. As a HUD-funded program, it is essential that the PHA be involved so that paperwork is reviewed and processed efficiently, program funds are drawn-down and distributed to the partners in a timely fashion, and communications with HUD around program issues and requirements are facilitated and expedited.

3) An organization such as PREP, with a primarily union background, could benefit from HUD technical assistance regarding the operation of a HUD-funded, public housing resident-targeted program. PREP was designed and created to implement YAP. The intent was to design an entity staffed by union members that could, by virtue of its knowledge of union issues and operational procedures, more effectively implement YAP. While there are clearly advantages to PREP managing YAP (such as increasing the strong ties to the union which may increase the likelihood of long-term employment for participants), there are also disadvantages. PREP is not

familiar with HUD regulations and reporting requirements, and lacks experience in managing a program targeted to residents of public housing.

Sources

Philadelphia Housing Authority (PHA)

Fred Purnell, Associate Director for Modernization
Errol Shorter, Program Development Specialist.

Philadelphia Revitalization and Education Program (PREP)

Sam Staten Sr., President of PREP and Business Manager of LIUNA's Local 332
Sam Staten Jr., Local 332
A. Pat Cueroni, Program Manager, Consultant with the Barrington Group in Boston, MA
Alton El, Director of Field Operations
Jenkins, Mentor Coordinator, Member of Local 332

YouthBuild

Taylor Fromme, Director

Housing Association of Delaware Valley (HADV)

Tony Lewis, Managing Director
Reymundo Reyes, HATI Coordinator
Tyrone Highsmith, Senior Housing Counselor
Corliss Grey, HATI Trainer, President of Queen Lane Tenant Management Corporation

Laborers'-AGC Training Center, Exton, PA

Anthony Delusi, Director

Residents

Nellie Reynolds, PHA Board Member, President of the City-Wide Resident Advisory Board.
Resident of Johnson Homes.

LIUNA Legal Advisor

Paul Greenberg

SAN FRANCISCO YOUTH APPRENTICESHIP PROGRAM

Introduction

The San Francisco Housing Authority's (SFHA) grant application for the San Francisco Youth Apprenticeship Program (YAP) included collaboration among SFHA, the San Francisco Conservation Corps (SFCC), thirteen labor unions¹ represented by the San Francisco Building and Construction Trades Council (SFBCTC), and the Construction Employers Association (CEA). The partners' goal is to provide education and on-the-job training opportunities to public housing youth so to enable them to gain the skills necessary to enter apprenticeships in the building and construction trades.

SFHA is the sixteenth largest housing authority in the country, managing over 6,500 units of housing in 48 developments for 30,000 low-income people in San Francisco. SFHA is also responsible for approximately 5,000 additional units of housing through Section 8 housing agreements.

SFHA was interested in YAP because it would provide residents from two (later expanded to four) developments scheduled for modernization (see description in Exhibit 1) the opportunity to participate in one of thirteen apprenticeships in the building and construction trades. In addition, SFHA's modernization projects would ensure that YAP participants would be guaranteed at least 30 months of employment during their apprenticeship.

Identifying the Partner Organizations

At the time of grant application, the San Francisco Housing Authority and its partners appeared likely to be well-positioned to implement YAP. The PHA had been granted modernization funds totaling \$147 million. The housing authority and 13 trade unions represented by the San Francisco Building and Construction Trades Council developed a Memorandum of Understanding (MOU) in 1994 to expand employment opportunities for public housing residents. The housing authority agreed to award modernization contracts to union contractors who would agree to hire

1. The thirteen labor unions include: Carpenters Local 22 and Local 2236, Painters Local 4, Laborers' Local 261, Plumbers and Pipefitters Local 38, District Council of Painters #8, Glaziers Local 718, Carpet Layers Local 12, Plasterers Local 66, BAC Local 3, Asbestos Workers Local 16, Cement Masons Local 580, and Latherers Local 68.

Exhibit 1
SFHA'S MODERNIZATION PROJECTS

SFHA will receive approximately \$147 million over the next six years for modernization of four SFHA developments. The redevelopment of two of the developments will be funded by HOPE VI funds; the remaining two developments have received funding under the Comprehensive Grant Program (HUD's modernization program for conventional public housing) and partnerships formed under HOPE VI Plus provisions. Construction at all four developments is expected to begin in 1996.

All of the developments were chosen for modernization because of their severe physical deterioration, inadequate seismic bracing, and high levels of crime. Most of the developments are densely populated, high- or mid-rise buildings constructed primarily of graffiti-scarred concrete. Three of the four developments will be demolished and redeveloped with low-rise, low-density townhouses and flats intended for mixed-income residents, a strategy that has attracted vigorous opposition from residents, city government, and at times even the housing authority's own board of commissioners (see discussion in text). The developments are:

The Sunnydale development, built in 1941, with 746 units. SFHA received \$66 million in Comprehensive Grant Program funds to completely remodel, paint, and landscape the Sunnydale development.

Hayes Valley, built in 1963, with 296 units. SFHA received \$31 million from partnerships formed under HOPE VI between HUD, the City of San Francisco, and the State of California to demolish completely and rebuild the Hayes Valley development for mixed-income residents.

Bernal Dwellings, built in 1952, a family development of 208 units housing 517 residents. SFHA has been awarded \$25 million in HOPE VI funds to demolish the present structures at Bernal Dwellings and rebuild new mixed-income dwellings.

Yerba Buena Plaza East, built in 1956, a family development of 276 units housing 642 residents. SFHA has also been awarded approximately \$25 million under HOPE VI to demolish the Yerba Buena Plaza East development completely and build mixed-income housing.

The demographic characteristics of residents of these four SFHA developments are similar. Most of the residents (80 to 90 percent) are African-American. Over 63 percent of SFHA families in these developments are headed by a single female head-of-household. Half of the residents are children. Few residents have a work history. Most receive some type of public assistance; the most common source of income is AFDC. The average annual income across the SFHA developments is approximately \$9,200.

public housing residents for the apprenticeship positions created by these contracts. The MOU was originally developed in preparation for the HUD Apprenticeship Demonstration Program (ADP), but also appeared likely to be an effective mechanism for securing employment for YAP participants.

Eager to gain favored access to the substantial modernization funds controlled by SFHA, the union signatories to the agreement and the Construction Employers Association (CEA), an organization representing 85 employers of union construction workers, both committed to hire public housing residents. In addition, hiring public housing residents would help the unions achieve affirmative action goals. Currently, only 30 percent of the unions' members are minorities.

The San Francisco Conservation Corps, an experienced youth corps founded in 1983, initially learned about the YAP NOFA from the National Association of Service and Conservation Corps (NASCC). SFCC was enthusiastic about the opportunity afforded by YAP to expand their program to public housing youth, as well as the chance to increase their program's funding substantially. The corps' commitment to developing the skill levels, employability, and leadership potential of San Francisco youth, while providing urban conservation and community services to the city of San Francisco, seemingly made them a logical choice for the YAP partnership.

Despite the promising context for a successful YAP partnership in San Francisco, program planning and implementation proved contentious because of a number of factors. Most of these are largely unrelated to YAP but all are important to a thorough understanding of the challenges the local partners have faced. The key factors are discussed below.

First, SFHA has a history of management problems and poor relations with city government. The agency spent eight years on HUD's list of troubled housing authorities before being removed from the list in 1992. The agency continues to be criticized for inadequate financial controls, a disproportionately large administrative staff, and poor performance in areas such as response to work order requests, annual inspections, and the general condition of its units. The executive director and senior staff are mayoral appointees and tend to be replaced by each newly elected mayor.

During the YAP planning period, the executive director was forced to resign and the position went unfilled for several months. The mayor's next appointee (and current executive director) was criticized by residents and political opponents because she lacked housing experience, a requirement the mayor had asked HUD to waive. In the most recent mayoral election (in December 1995), the incumbent mayor was defeated by a challenger whose campaign message included a promise to clean up the problems at SFHA.

In addition to SFHA's general management problems, the agency's HOPE VI plan to redevelop Bernal Dwellings and Yerba Buena Plaza East as mixed-income housing has become a major source of tension between residents and SFHA, and between SFHA and the city. Given San

Francisco's tight real estate market (a rental housing vacancy rate of less than 5 percent) and the fact that landlords commonly refuse to accept Section 8 rental subsidy vouchers, the fear of displacement is real. Under the HOPE VI and Comprehensive Grant plans, three of SFHA's developments are slated for demolition. Reconstruction will take three to five years and will result in fewer housing units than originally existed on the sites. Many residents still remember SFHA's Urban Renewal Project, which demolished the Yerba Buena Plaza West development. In the ten years it took to rebuild the development, the African-American population of San Francisco dropped by 20 percent.

Four of the mayor's seven appointed housing commissioners and many HOPE VI residents refused to support the HOPE VI plan, hindering progress and causing SFHA to miss submission deadlines. Meetings were described by SFHA residents as being "disorganized and hostile." Two vocal non-residents on one development's Tenants' Association had organized residents to oppose the HOPE VI plan. Although the Tenant's Association's concern over displacement is legitimate, their intimidation tactics have discouraged residents from participating in the association or the HOPE VI planning process. Most of the residents of these developments view SFHA with great suspicion and mistrust.

The Memorandum of Understanding between SFHA and the construction trade union, initially hailed as a promising show of support for resident opportunities, encountered difficulties in the fall of 1995 just as the San Francisco partners were trying to reach final YAP agreements. An initial contract for modernization work at the Sunnydale development went out to bid without the language specified in the MOU. SFCBTC filed a lawsuit and obtained a restraining order prohibiting SFHA from letting any additional contracts until the suit is resolved. As of January 1996, it appears the lawsuit will be settled in favor of the unions, but the longer-term repercussions of the apparent breach of the agreement are not clear.

The youth corps also has a history of difficult relations with both SFHA and its YAP partners. According to SFHA staff, the PHA approached SFCC about involvement in YAP because SFCC was the only NASCC-certified youth corps the PHA knew of in the area. (This certification was required by the YAP NOFA.) However, based on SFHA's past experience with the corps' performance on service projects done for the authority, SFHA staff and residents had concerns about SFCC's program design. PHA staff and residents thought the barbecue facilities constructed by SFCC corpmembers at Bernal Dwellings were of poor quality. (A corps representative acknowledged that there had been problems with this project.) Also, residents interested in YAP

criticized the low wage SFCC paid their corpsmembers. The unions disapproved of the youth corps model because they felt that SFCC took work away from the unions by taking advantage of corpsmembers and using them as "cheap labor." Both SFHA and SFBCTC had working relationships with other community-based organizations that they felt could have accomplished the same YAP objectives as the required youth corps; however, these organizations did not have the NASCC certification.

Despite the somewhat tense relations among the key players, the partners initially decided to apply for YAP funds. However, the planning process was described as poorly organized and contentious. Several meetings were held with the partner organizations to develop preliminary agreements, although rarely were all four partner organizations represented at the same time, and some meetings were canceled by SFHA without notice. According to the SFCC executive director, agendas were not prepared and the meetings frequently started late. In addition, different SFHA staff attended each meeting, so there was little continuity in the planning process. It appeared to the other partners that no one at SFHA was taking lead responsibility for the YAP initiative. The meetings thus tended to exacerbate the hostility that already existed among the partner organizations and generated little progress on the grant proposal.

Resident involvement in the YAP planning process was limited due to the "us versus them" environment resulting from the HOPE VI initiative. When SFCC and SFHA tried to make presentations to resident council meetings at the two HOPE VI developments, residents often tried to change the topic and discuss issues unrelated to YAP. According to SFCC, these typically deteriorated into "free-for-alls." Residents were interested in opportunities to enter the building and construction trades, but their strained relationship with SFHA made planning difficult. The level of hostility was not quite as high among Yerba Buena residents as at Bernal Dwellings. Members of a Yerba Buena Youth Advisory Group (formed to promote youth services in the community) supported the YAP proposal, provided constructive input, and indicated a willingness to assist in implementing the program.

The relationships among the partner organizations became so difficult that at one point SFHA decided not to apply for the YAP grant. However, three days before the grant application deadline, the decision was reversed by the executive director, who felt the program would greatly benefit residents. SFHA grant-writers from the agency's Grants/Program Development division virtually worked day and night to complete the proposal, including finalizing the agreements, obtaining

partner signatures, and submitting the proposal. As a result, the partners had limited input into the proposed program design. At the point of proposal submission, SFHA's partner organizations felt an overwhelming sense of frustration. However, the incentives for participating in YAP were substantial enough to make them overlook the difficulties encountered during the proposal process.

San Francisco's Original YAP Design

According to SFHA's grant application, San Francisco's YAP would incorporate the following features:

- Over three years, SFHA would enroll approximately 90 participants in the youth corps phase of the program, expecting approximately 45 participants to complete the youth corps phase. SFHA would enroll six cohorts of participants, two each year. The first group each year would consist of participants age 18 to 24 (the age group typically served by SFCC), and the second group would consist of participants age 25 to 30.
- Applicants would meet the following eligibility criteria:
 - ▶ Residency in one of SFHA's HOPE VI housing developments (Bernal Dwellings or Yerba Buena Plaza East);
 - ▶ Age 18 to 30 years;
 - ▶ Strong interest in the building and construction trades.
- The six-month youth corps phase would be administered by SFCC. Participants would report daily to SFCC at a location convenient to both developments. The corps phase would integrate education, life skills and job skills training in the building and construction trades. Participants would be paid a stipend of \$7.00 per hour for their participation in this phase of the program.
- Anticipating the likely differences in educational development between the older and younger age groups, the educational component of the youth corps phase would be administered by two separate agencies. SFCC staff, whose expertise is working with youth between the ages of 18 and 24, would be responsible for the educational component for the younger participants. The City College of San Francisco (CCSF), an institution with more experience than SFCC with the educational needs of the older participants, would be responsible for the educational component for participants age 25 to 30.
- The last five weeks of the youth corps component would consist of a Trades Orientation Program (TOP). This would be developed and implemented by the unions and unspecified community-based organizations. The TOP component would serve as a transition to the union apprenticeships. The proposed curriculum would include field trips and presentations to educate participants about each of the 13 trades associated with the program and to help participants decide which trade to choose for their own careers.

- Upon successful completion of the youth corps component, including attainment of a high school diploma or GED,² YAP participants would enter an apprenticeship in their chosen trade.
- SFHA would enforce Section 3 resident hiring requirements and the provisions of the 1994 MOU between SFHA and SFBCTC to guarantee 30 months of employment to successful graduates of the corps. SFHA's modernization projects would ensure employment for the participants. The primary employer of YAP participants during this stage is expected to be CEA contractors.

Negotiating the San Francisco Partnership

Given the contentious initial planning period, the hasty production of the YAP proposal, the emerging controversy surrounding the MOU, and continued changes in SFHA staff responsible for YAP, it is not surprising that the negotiation of the final program design among the San Francisco partners is still ongoing as of January 1996. The grant proposal had been developed by SFHA staff with limited input from the other partners; since the grant was awarded there has been little productive communication among the partners.

Despite the fact that SFHA and SFCC still have not reached consensus on several key program design issues (discussed below), they did sign a formal agreement in July 1995. The corps will receive \$815,858 of the \$1.178 million grant to hire three full-time staff members to operate the pre-employment training component, purchase a van, rent a facility, and provide participant stipends. The MOU (its legal status notwithstanding) stands as the agreement between the PHA and the SFCBTC. The preliminary agreement reached with CEA during the proposal process remains the only agreement between the PHA and this multi-employer organization. Neither SFCBT nor CEA will receive any funds from YAP for their participation. SFHA will retain \$198,050 of YAP funds to hire a full-time YAP coordinator and cover administrative costs. In addition, SFHA will set aside \$170,000 in YAP funds for supportive services such as child care, transportation, and counseling for participants throughout the program.

The YAP negotiation process has been characterized by a number of misinterpretations resulting from the lack of communication between SFHA and SFCC. Some of these misinterpretations occurred because SFCC continued to attempt to finalize the program design, attempting to be

2. SFCC will place heavy emphasis on diploma or GED attainment; however, participants who do not attain their GED within the six-month period may be able to enter two apprenticeships that do not require a GED or high school diploma.

as cost-effective as possible, with little or no communication with SFHA. At this point SFCC assumes that SFHA will approve these modifications when the communication resumes. Several examples of these communication difficulties are described below.

First, as noted above, SFHA proposed to recruit six cohorts of YAP participants, two each year, totaling 90 participants. They planned to recruit one younger (18 to 24 years) and one older (25 to 30 years) group each year. SFCC, however, now plans to recruit three annual cohorts totaling 50 participants. (The reduction from 90 to 50 participants was reportedly due to the decrease in the award amount.) The first two cohorts would target SFCC's traditional population of 18 to 23 year olds, and the last cohort would target 24 to 30 year olds. SFCC staff see this as more efficient, given that the two age groups will be involved in educational components administered by two separate organizations at different locations. This issue has not been discussed or resolved with the PHA.

Second, following grant award, SFHA decided to expand eligibility for YAP to residents of two additional developments, Hayes Valley and Sunnydale. This decision was made because HOPE VI implementation was delayed at Yerba Buena and Bernal Dwellings. By expanding eligibility—and by extension, the program—to two developments scheduled for modernization sooner (under the Comprehensive Grant Program), timely employment opportunities would also be ensured. SFCC was not formally informed of this decision and learned of the change after the fact.

Lack of communication regarding the participants' stipend has also occurred. SFCC preferred to start YAP participants at its standard rate of \$4.50 per hour, adding performance-based increases that would lead to \$7.00 per hour. SFHA, residents, and the unions have all insisted on a \$7.00 per hour stipend, which was included in the grant proposal. Residents insisted the higher wage is necessary to cover living expenses. The stipend level has continued to be a point of disagreement. SFCC was concerned that the large pay differential could cause resentment among its current corpsmembers, who make just \$4.50 to \$5.15 per hour. In response, the corps has proposed renting a separate facility to house YAP, adding a substantial additional cost to the program. As of January 1996, the corps and SFHA agreed on a sliding pay scale starting at \$6.00, with performance-based increases up to \$7.50. The pay differential however, is still great enough that SFCC feels it needs to place YAP in a separate facility, convenient to all the eligible residents. It is not yet clear how residents or the unions will view this compromise.

A final example of the lack of communication concerns the supportive services component of the program. According to the proposal, SFHA set aside \$170,000 to fund supportive services

such as child care and transportation assistance. SFHA planned to issue a request for proposals and award funds for this component to community-based organizations. SFCC's director suggested it would be more cost-effective to hire an individual who would refer participants to service providers. SFHA agreed to explore this option with the PHA's board of commissioners. Several months later, SFCC staff learned that this component would be bid out to four community-based organizations to be selected to coordinate the supportive services, and that SFHA had no plans to alter this decision. This left the SFCC feeling that they were deliberately being excluded from program decisions.

Pre-Implementation Activities

The status of the San Francisco partnership YAP negotiation continues to be precarious. The unions, SFCC, and SFHA residents have expressed concerns about SFHA's performance and have questioned the agency's commitment to YAP. During the Abt site visit in December 1995, it was still not clear when a YAP coordinator would be hired by SFHA, when remaining issues would be resolved, or when YAP would enroll its first participants. The program was initially supposed to start in the fall of 1995, then the winter of 1995-96, and now it is tentatively scheduled for the spring of 1996. Local observers also considered it likely that the newly elected mayor would appoint new senior managers to the housing authority, which could further delay progress.

Although many issues remain to be resolved, both the PHA and SFCC have undertaken some pre-implementation tasks. SFHA and its YAP partners began making presentations about YAP to resident groups in August 1995 despite concern by SFCC that accepting applications before the program was ready to implement may prove to be a waste of time and frustrating for residents. To obtain a general level of interest in the program and begin at least one portion of the program's implementation, SFHA has accumulated applications from approximately 140 interested residents.

SFCC's director reported that her organization began pre-implementation activities in May 1995. SFCC developed YAP program elements and a handbook and safety manual; revised the YAP budget; developed a draft request for qualifications for a supportive services consultant; solicited bids for purchase of a 12-passenger van; communicated regularly with SFBCTC and individual representatives from the Carpenters Union and Painters Union; developed draft invoice/billing forms and procedures; and compiled information packets for resident meetings.

In October 1995, the corps posted the job descriptions they had developed for YAP staff positions (project manager, work supervisor, GED/Basic Skills Instructor, and administrative assistant) in local newspapers. Due to the lack of progress in implementing the program, however, none of these positions had been filled.

By October 1995, SFCC's director felt the corps had invested significant resources in the program with limited support (financial or otherwise) from SFHA. The corps submitted a request for reimbursement of YAP-related expenditures, but received no response from the housing authority. In December, the corps' director received a letter from SFHA suggesting the corps was considering withdrawing from the partnership, a potential breach of its contract. In response, the corps sent a letter to SFHA outlining a number of concerns, including that:

- SFHA had not commented on draft documents submitted for review and in some cases had distributed the draft materials to residents as final documents;
- Meetings had been canceled without notice; and
- Minutes of meetings where decisions were made were never circulated.

At the time of the Abt site visit in December, these issues still had not been resolved, but in January 1996 the SFHA contacted SFCC to schedule a meeting to discuss concerns and next steps.

According to representatives of SFBCTC, the issues concerning the MOU between SFHA and SFBCTC remain unresolved as of January 1996. Although SFBCTC is anxious to resume communications with the YAP partners to discuss implementation, SFHA has remained unresponsive.

YAP Implementation Plan

Over the next three years, SFHA plans to enroll 50 participants in YAP, or approximately 20 participants a year. This is roughly 40 fewer participants than proposed, due to the reduced level of funding received from HUD for this grant.

Approximately 10 to 15 percent of the population from the targeted developments are between the ages of 19 and 24, and 10 percent are between the ages of 25 and 30. Outreach will be conducted primarily through presentations at resident association meetings; notices about the program are also being included in resident rent statements. The 140 applicants who had previously indicated an interest will be notified of future YAP presentations. At the resident association

meetings, partner representatives have the opportunity to describe the program, answer questions, assist eligible residents who wish to submit an application, and provide information on alternative programs for residents who are not eligible for YAP. Unfortunately, the resident meetings are often not well-attended because of the strained relationship between SFHA and the residents. Rent statement notices are a less interactive outreach strategy, but may be more successful in reaching the resident population. In addition, SFHA will post notices, distribute program brochures and hold information sessions at community-based organizations and churches located in the HOPE VI communities and other communities affected by modernization. The Yerba Buena Youth Advisory Group will also assist in YAP recruiting.

All interested public housing residents from the four targeted developments will be invited to complete an application. SFHA plans to enter the application information in a database. When the database is completed, the applications will be screened for basic eligibility requirements (age, residency, education level), and SFHA and SFCC will interview eligible applicants.³ By December 1995, SFHA had not yet hired a YAP coordinator, so no progress on this task had been made.

The selection decision process will involve both SFHA and SFCC. Selection of participants will be based on the application, the interview, and the strength of the applicant's desire to participate in the program. In addition, educational assessments will be conducted for all eligible applicants. The ability of applicants who are high school dropouts to achieve a GED/high school diploma within six months is also a strong consideration, because this is the maximum length of participation with the SFCC.

Selected YAP participants will participate in a two-week orientation provided by SFCC to all corpsmembers. The purpose of the orientation is to provide corpsmembers with the tools and knowledge necessary to succeed in SFCC and YAP. During the first week, the SFCC's rules and regulations will be reviewed and a corpsmember handbook distributed. Classes in goal setting, transition to work and safety procedures and a journal-writing program are included in the first week's activities. The corpsmembers do not get paid for the first week of orientation, but receive a daily bus pass and lunch. The second week they only receive their stipend for participation.

During the second week of orientation, initial educational and career interest assessments will be made and a "development plan" for each corpsmember will be designed. Local community-based

3. SFCC has questioned the necessity of entering the applications into a database for such a simple screening, but the PHA has indicated this is how the process will be handled.

organizations will make presentations on services available and will provide referrals. Additional classes in safety policies and proper tool use are also offered.

Each YAP corpsmember will participate in the SFCC youth corps for a period of six months. They will report daily to the YAP office Monday through Friday from approximately 7:30 a.m. to 4:00 p.m. The location of the office has not been determined, but will be convenient to all of the modernization communities and easily accessible by public transportation. YAP participants will work in a crew consisting of 8 to 10 participants under the supervision of the YAP work supervisor. Uniforms and equipment will be provided for all corpsmembers.

During the youth corps experience with SFCC, participants will be expected to perform at least 400 hours of community service work. Service projects will take place at least three days per week in various low-income communities and may include landscaping, recycling, litter abatement, graffiti removal, and community beautification. These projects will give the participants the opportunity to receive some occupational training in general construction skills.

Under the direction of the YAP GED/Basic Skills instructor, each YAP corpsmember will also participate in a minimum of 200 hours of academic instruction during the six months with SFCC. YAP corpsmembers between the ages of 18 and 24 will go to the SFCC Learning Center for the educational component of the youth corps experience. The Center offers classroom facilities, professional faculty, and a computer center. Classes are taught in English and Spanish and are designed to meet both academic and career goals. For corpsmembers preparing to take the GED exam, SFCC administers practice exams and will pay the participant's GED exam fee. Corpsmembers who attain their GED receive a \$25 bonus and participate in a graduation ceremony. The Learning Center also offers computers skills training and a computer-based training program designed to help corpsmembers identify career goals, prepare resumes and cover letters, and implement a career search.

The City College of San Francisco (CCSF) will have primary responsibility for the educational component for the older YAP participants (age 25 to 30). The CCSF will provide adult basic skills and literacy training and GED preparation. They also will provide all YAP participants access to their Labor Studies and Apprenticeship Program, which offers classes such as Health and Safety in the Workplace, Rights and Discrimination in the Workplace, and Building Trades Labor Relations. The older cohort of corpsmembers will still participate in at least 200 hours of academic

instruction during the six months with SFCC, but classes will be based at the CCSF's downtown campus.

Each participant will also attend a minimum of 100 hours in the Supportive Services program. This includes health education, work transition, conflict mediation, parenting, and goal setting. This part of the program is expected to take place one day a week during the first ten weeks of the youth corps experience. Seminars and lectures will be offered by various community-based organizations located in the area.

The final phase of the youth corps component, the Trades Orientation Program (TOP) is meant to be a transition from the youth corps to the apprenticeship. During the last five weeks (totaling 200 hours) of the youth corps experience, YAP participants will receive an orientation to the trades, assess their interests and aptitudes, and receive practical guidance on how to succeed in the trades. Topics will include an introduction to the building and construction trades industry, apprenticeship opportunities and requirements, construction math, safety policies, tools and materials identification, and field trips to construction sites. These topics will be presented by a variety of building and construction trade unions.

All corpsmembers will participate in bimonthly corpsmember performance evaluations. Corpsmembers will be evaluated on attendance and punctuality, behavior, educational progress, quality/quantity of work, safety practices, ability to work with others, and leadership and initiative.

Apprenticeship and Post-Training Employment

After successful completion of the pre-employment training or youth corps component, each YAP participant will have the opportunity to select one of the 13 apprenticeships affiliated with the program. The YAP participant will need to follow the apprenticeship program's standard application process. Some apprenticeship programs require passing a test before entering the apprenticeship and others have limited enrollment periods during the year. SFHA's YAP coordinator will work with each individual participant to ensure a smooth transition between the youth corps and union apprenticeships.

The unions have promised that they would work with CEA contractors to guarantee 30 months of employment opportunities to all apprentices who are part of this program. When available for employment, the participant will report to the appropriate hiring hall to be placed on the "out-of-work" list. The MOU between SFHA and SFBCTC states that preference will be given to public

housing residents for all SFHA projects. The MOU also promises to maintain a 3:1 ratio of journeyman to apprentices on all contracts for SFHA.

Apprenticeships in the building and construction trades usually take three to five years. Apprentices must complete a prescribed number of hours in on-the-job training and in formal training classes. External factors, such as fluctuations in work flow due to the weather and the general economic health of the industry, can also affect the length of time it takes to complete the apprenticeship.

Findings and Recommendations

Several lessons can be learned from the challenges SFHA and its partners have experienced in trying to develop and implement YAP.

1) The San Francisco Housing Authority is the logical leader for the YAP partnership, but has not taken a leadership role in the program. The turnover of SFHA staff overseeing YAP has severely delayed progress in San Francisco and has led both SFCC and SFBCTC to express concerns about SFHA's commitment to the program. Both organizations have continued to try to move the program along, with little support from SFHA. SFCC has been working on finalizing the youth corps component of the program with little feedback or involvement from SFHA. SFBCTC resorted to legal pressure to ensure SFHA will follow the provisions included in the MOU concerning resident employment opportunities. In the meantime, residents who indicated interest in YAP as early as August 1995 have yet to see the program materialize. SFHA's handling of YAP has heightened residents' already existent mistrust. So far, YAP has been a frustrating experience for all involved.

2) The NOFA requirement prescribing involvement of a NASCC-certified youth corps required SFHA and the unions to work with a youth corps with whom they did not have a positive history. SFHA selected SFCC as a partner in YAP because SFCC was the only NASCC-certified youth corps in the area. This caused problems because both SFHA and SFBCTC had experiences with SFCC that were not considered positive. Respondents from both SFHA and SFBCTC mentioned that they have established working relationships with community-based organizations that they believe could accomplish the same YAP objectives as SFCC. Clearly, the negative relationships between the SFCC and the SFHA and SFBCTC have made it difficult to work together for the good of the program.

3) *The San Francisco partnership has proposed an interesting approach to accommodating the broad age range targeted by YAP.* YAP targets a wider age range than that typically served by youth corps. In some of the YAP sites, the partners decided simply to limit eligibility to the age group traditionally served by the corps. The San Francisco partners not only expanded the age range but also sought creative solutions to meet the educational needs of the older participants. The involvement of the local community college comes at no additional cost to the program and should offer additional educational opportunities and other resources to all the YAP participants.

4) *The involvement of thirteen unions in YAP has both advantages and disadvantages.* San Francisco's YAP design offers participants the choice of apprenticeship in one of 13 unions rather than prescribing enrollment in just one union as is the case in some of the other YAP sites. This results in more choices for YAP participants, but also a more complex administrative structure for SFHA. So far, the housing authority has dealt only with one or two individuals at SFCBTC, as the representatives of the participating unions. In fact, all thirteen unions are technically partners to the program. At some point, the PHA (presumably the YAP coordinator) will have to monitor all of the unions that enroll YAP participants in their apprenticeships.

Sources

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Barbara Smith, Grant Development Division Manager

San Francisco Conservation Corps

Ann Cochran, SFCC Executive Director
Janet Gomes, SFCC Work Projects Director
Various SFCC corpsmembers and crew supervisors

San Francisco Building and Construction Trades Council

Stan Smith, President

Carpenter's Union

Donna Levitt

SEATTLE YOUTH APPRENTICESHIP PROGRAM

Introduction

The grant proposal for the Seattle YAP was developed by the Seattle Housing Authority (SHA), a \$30 million agency that provides affordable housing to 22,000 Seattle residents. SHA maintains 11,000 rental units, almost 900 of which are in Holly Park, SHA's largest public housing development and the site of its HOPE VI project. (See Exhibit 1 for a description of Holly Park.)

Overall responsibility for developing the grant application was based in SHA's Planning and Design Department, which also oversees the HOPE VI initiative. Additional support was provided by staff in SHA's Maintenance and Construction and Resident Services Departments. SHA was attracted to the YAP initiative because it offered an opportunity to "bring residents into the HOPE VI effort" by offering them jobs in the reconstruction of the development. Thus YAP afforded a comparatively rare HUD-sponsored opportunity to provide employment and training for public housing residents.

Identifying YAP Partner Organizations

In response to the requirements in HUD's NOFA for YAP, SHA sought potential partners. Four principal partner organizations were involved in developing the YAP proposal: SHA, as both grant recipient and multi-employer organization; the Seattle-King County Building and Construction Trades Council; the Washington Service Corps; and the Holly Park Resident Council. For the most part, the partner organizations were familiar to SHA from their involvement in previous collaborative efforts.

SHA already had an established relationship with the Seattle-King County Building and Construction Trades Council through an earlier small-scale apprenticeship demonstration program. The Council, represented by its Executive Director, agreed to participate in YAP and enlisted the support and commitment of other labor-related organizations.

The Council is a partner in the Office of Port JOBS, an agency funded by King County and the City of Seattle to promote employment of low-income individuals and persons of color on Port-funded projects. In particular, the Office of Port JOBS established the Apprenticeship Opportunities

Exhibit 1
THE HOLLY PARK DEVELOPMENT

Holly Park, Seattle's largest public housing development, is a garden community located on a 102-acre site in southeast Seattle. Almost 900 one- or two-family single-story frame buildings were originally constructed by the Department of Defense during World War II to serve as housing for defense workers. From the outside, apart from the large, institutional-looking address numbers, the homes in Holly Park do not appear much different from the privately owned homes in the nearby community.

Although not readily apparent from the outside, the Holly Park units' interior space is cramped; plumbing fixtures and electrical systems are outdated; and the buildings have layers of lead paint and asbestos insulation. The SHA has determined that it would not be efficient to renovate the buildings; instead all of the buildings are scheduled for demolition under the SHA's \$50 million HOPE VI grant. Demolition is scheduled to begin in mid-1996. Residents will be relocated on a phased basis to other housing within the development, or temporarily to Holly Park's nearby developments, Ranier Vista and Yesler Terrace.

The SHA estimates that, once demolition begins, it will take seven years to complete reconstruction of the development. Holly Park's current units will be replaced by 1,200 two-story units. The new units are expected to provide housing for moderate-income families as well as for low-income residents. The SHA is also considering providing home ownership opportunities for the community's residents.

The annual turnover rate of Holly Park's units is 20 percent. The development's 2,100 current residents are primarily people of color; almost half (46 percent) are from Southeast Asia and about a third (34 percent) of the residents are categorized as African-American, although many are recent immigrants from East Africa. The SHA estimates that approximately 40 percent of Holly Park's residents do not use English as their primary language. In addition to English, primary languages of Holly Park residents include Cambodian, Laotian, Vietnamese, Amharic, Oromo and Tigrinya. Over 14 percent of Holly Park's residents are disabled. The average annual household income is \$7,044.^a

^a Source for demographic information: Seattle Housing Authority, Annual Population Report, 1994.

Project (AOP), an initiative designed to increase the participation of women and minorities in the burgeoning construction activity funded by the Port.¹ The Port recently began incorporating language in contracts for port construction which requires that 15 percent of the hours of all work on projects above \$1 million be performed by participants in apprenticeship and training programs approved by

1. In addition to oversight of the Port of Seattle, the Port Authority also has responsibility for Sea-Tac International Airport. Both the airport and port are expected to undergo major expansion over the next five years, generating thousands of jobs in the construction trades.

the Washington State Apprenticeship and Training Council. Within that requirement, the Port established targets to set aside 10 percent of the apprentice hours for women apprentices, and 15 percent for minority apprentices.

The Building and Trades Council also agreed that during the youth corps component of the program, YAP participants would be referred to the Clearinghouse for Union Apprenticeships for individual counseling and assessment of training needed to meet the entrance requirements for specific apprenticeship programs. Upon completion of the service component, the Clearinghouse will refer qualified participants to apprenticeship opportunities.

During their apprenticeships, the Trades Mentor Network would provide ongoing support to YAP participants. The Network was established under the direction of the Worker Center of Seattle and the King County Labor Agency AFL-CIO to provide support to individuals, in particular to apprentices who are women and/or people of color, during their training period to encourage them to complete their apprenticeship.

SHA also searched for a youth corps to fulfill the community service requirements of the NOFA. It found that the only NASCC-certified youth corps in the Seattle area was the Washington State Service Corps (WSC). Based in the state capitol in Olympia, WSC operates approximately 20 youth corps programs statewide. The agency contracts with a variety of local community-based organizations (CBOs) for day-to-day management of corps programs. In 1994, WSC collaborated with SHA and Neighborhood House, a CBO operating within Holly Park, to conduct a survey of residents' social service needs. Information collected in that survey was used by SHA in the development of the proposal for the HOPE VI implementation grant proposal. Also, during the summer of 1994 WSC had operated a Summer of Safety program (a short-term youth corps for in-school youth) in two of SHA's other garden communities, Yesler Terrace and High Point.

At the time the YAP grant application was being developed WSC did not operate a youth corps program in the Seattle area. However, as part of the YAP grant application WSC's acting director agreed to partner with an unspecified local CBO to operate YAP's youth corps component and to develop service projects in collaboration with SHA and Holly Park's Community Services Advisory Committee. WSC committed to operate the service corps component of YAP in a manner consistent with the "Principles and Practices for High Quality Corps Programs" established by NASCC.

Holly Park's active Community Council was also involved in developing the proposal. Reflecting the Council's priority of identifying employment opportunities for its residents, the Council's president played a key role in the design of the grant proposal. The Council agreed to establish a Youth Apprenticeship Advisory Committee to review YAP policies, evaluate the effectiveness of the program, seek sustaining sources of support, and determine the potential for expansion of the program to other SHA sites.

In SHA's role as multi-employer organization, its Director of Maintenance and Construction committed to promoting apprenticeship opportunities for YAP participants. During the next eight years, SHA projected that it would undertake \$247,000,000 in construction activities. The agency committed to identifying apprenticeship opportunities within SHA in two ways:

- By hiring apprentices directly by force account through its Comprehensive Grant Program. SHA had recently begun to hire workers directly under the force account authorization, and agreed to explore opportunities for hiring YAP apprentices as carpenters and soft floor installers, under the condition that the number of workers needed for the assignment be sufficient to meet the ratio of journeymen to apprentices required by the unions. SHA acknowledged a disadvantage of hiring YAP apprentices directly: workers hired by SHA for the capital improvement activities are hired on a temporary basis; as the workforce needs change, the apprentices would either be transferred to another activity or laid off.
- Through its already existing apprenticeship program in SHA's Maintenance Operations Department. However, due to the limited number of positions available in the department and the requirement that preference in filling apprenticeship positions be given to current SHA employees, it was unlikely that a significant number of these placement opportunities would be available to YAP participants.

In its grant application, SHA acknowledged that the best potential for employment of YAP apprentices may be outside the Authority, and committed to pursuing these opportunities both by encouraging contractors bidding on SHA housing construction contracts to employ YAP participants consistent with local Section 3 provisions, and by identifying apprenticeship opportunities outside of public housing, such as the Port of Seattle projects.

Because of staffing constraints at SHA, a consultant who had previous experience working with SHA coordinated the YAP grant application effort and did much of the initial design and planning incorporated in the application, in collaboration with SHA staff. Although all of the partner organizations were involved participated in planning discussions, each operated with its own unique idea of how YAP would work if the grant were awarded.

The Original Seattle YAP Design

As described in its grant application, the Seattle YAP would enroll 40 participants² as a single cohort and begin operation approximately three months after grant award. The original program design included the following activities:

- 1) The recruitment and selection of participants would be the responsibility of SHA in collaboration with the Holly Park Community Council. Planned outreach activities included direct mailing to all Holly Park households of information about the program, broad distribution of posters and flyers describing the program, and sponsorship of a YAP Jobs Fair to be held at Holly Park.

Selection of program participants would be done by a panel of SHA staff, Holly Park residents, and a representative of WSC. Selection criteria would include:

- Verification of Holly Park residence
- Age (16-30)
- Ability to obtain a State of Washington driver's license
- Drug and alcohol screening
- Successful criminal background check
- Desire to fully participate in the youth corps component.

SHA estimated that it would take from one to three months after grant award to identify the necessary number of qualified candidates for the program.

- 2) Once participants entered YAP, SHA would continue to be responsible for developing and managing the participant case management system, identifying a case manager to provide mentoring, and tracking the progress of all participants.
- 3) The nine-month youth corps component would be operated by WSC under a subcontract to a local CBO, which would be responsible for day-to-day program operations. Participants would be organized in teams consisting of two team leaders and up to 10 corpsmembers. Corpsmembers would receive a stipend of \$4.90 per hour, with team leaders receiving a dollar more per hour. Corpsmembers were also eligible for transportation assistance, child care, work equipment, and appropriate safety gear depending upon the nature of the project.

Participants would work on their community service project four days a week and spend at least one day each week enhancing their individual knowledge, skills, attitudes, leadership and service ethic. Time would also be spent each week in service reflection—activities and experiences designed to enhance the service project and individual development of the corpsmember.

2. This figure was adjusted down from 50 participants during pre-award negotiations with HUD.

- 4) During the youth corps component, representatives from the Clearinghouse for Union Apprenticeships would help participants tailor their education, experience, and interests to meet the requirements for entry into specific apprenticeship trade programs.
- 5) Following the youth corps component, SHA staff (in collaboration with the Seattle-King County Building and Construction Trades Council, the AOP, the Clearinghouse for Union Apprenticeships, and other organizations employing apprentices) would place participants in a 30-month post-training employment apprenticeship program.
- 6) Throughout their youth corps and apprenticeship activity, participants would be eligible for an array of "as needed" supportive services, including ABE, ESL, GED and high school preparatory courses, and vocational skills building.

Negotiating the Seattle YAP Partnership

Upon grant award, SHA and its partner organizations addressed a variety of interrelated issues and problems associated with program implementation, including:

- Getting the project moving,
- Identifying additional partners to fill specific functions,
- Addressing recruitment shortfalls, and
- Finalizing the project design, including specification of the roles and responsibilities of each partner organization.

The project's responses to these issues are discussed in this section.

According to the grant proposal, YAP was scheduled to begin approximately three months after grant award. Currently, the program is scheduled to begin in mid-January 1996, well over six months behind schedule. Several factors account for the delay. SHA staff acknowledged that they were somewhat surprised to learn of the grant award, and they had no project coordinator in place. (As noted above, the original grant application and preliminary design had been developed by a consultant to SHA who had only minimal involvement with the project following grant award.) The Authority did not hire a project coordinator for the program until June 1995; and then the coordinator, newly transplanted from New York City, needed time to develop an understanding of the program and become familiar with individuals in the partner organizations.

As planning for implementation of YAP got underway, attention was focused on the initial component of the program—the youth service corps. SHA staff acknowledged that WSC was identified as the service corps partner in the grant proposal because of the NOFA requirement for

a NASCC-approved corps operator. Despite extensive research, SHA was unable to identify an alternative to WSC that would meet the NOFA's requirement. WSC's position as a partner in YAP was significantly undermined by two factors:

- WSC did not operate an existing youth corps program in the Seattle area. In addition to implementing a new YAP program, WSC would need to concurrently establish a brand new corps program, a formidable task in itself.
- WSC's previous involvement in the Holly Park development was uniformly acknowledged as unsuccessful, even by WSC itself.³

In particular, the Holly Park Community Council resisted involvement of WSC in YAP. The YAP grant application did not identify the local organization that would be responsible, under subcontract to WSC, for day-to-day operation of YAP's youth corps component. WSC had tentatively identified several local CBOs to operate the program, all of which were unacceptable to the Community Council. Instead, the Council actively promoted the involvement of the Seattle-King County Private Industry Council (PIC) in the operation of the pre-apprenticeship component of YAP.

The PIC had been involved with SHA on a program for the homeless, funded under a HUD McKinney Act grant. More recently, the PIC had operated a pre-employment program for Holly Park residents with funding from HUD's Public Housing Drug Elimination Program, and the Community Council had been pleased with that effort. At the same time, the PIC was eager to increase its role in SHA's larger HOPE VI activities, and so welcomed the opportunity to participate in YAP.

SHA staff involved in YAP had mixed responses to involving the PIC. While generally recognized as an effective agency, the PIC was perceived by some staff as being overly pro-business, and with its office in a sleek modern building near Seattle's waterfront, not particularly community-oriented. Others within SHA felt that smaller, less well positioned, but qualified CBOs should have the opportunity to be involved with YAP. The program's union partners also were reluctant to involve the PIC due to long-standing philosophical differences between employers, represented by the PIC, and unions. Nevertheless, the Community Council prevailed and the PIC was included as a partner in YAP.

3. It should be noted that WSC is nationally recognized for the caliber of its corps programs. The problems that arose in its Holly Park program were due to a variety of factors; that program is not typical of the programs operated by the WSC.

The PIC's involvement in YAP was initially intended to be limited to the provision of supportive services such as education and training on an "as-needed" basis to participants. These services were to be provided at no additional cost to YAP because the PIC could co-enroll participants in JTPA and receive funding from that source. However, around the same time that the PIC got involved in YAP, another problem arose in YAP's implementation—the program was not very successful in attracting eligible applicants despite enthusiastic effort by SHA staff.

The PIC, along with the other YAP partners, got drawn into YAP's recruitment efforts. By late summer 1995, the program had not been able to attract many applicants, despite SHA's extensive outreach efforts. Moreover, it became increasingly apparent that the basic educational level of many Holly Park residents within YAP's target age group was much lower than had been anticipated. In addition, many potentially eligible young people were not fluent in English. At the same time, union representatives involved in YAP began to articulate, in more detail, the educational levels the trades required for persons beginning apprenticeships. All involved in the program became concerned that a significant number of eligible YAP participants would not be able to achieve the educational levels needed to enter apprenticeships within the nine-month time frame for the service corps component.

The PIC's role in YAP expanded to encompass the provision of basic education, ESL, and GED and high school preparation services to all YAP participants. These services are provided at one of two Learning Centers operated by the PIC in collaboration with Renton Technical College,⁴ and are available to qualified YAP applicants prior to, and during, their enrollment in the service corps component of the program. The PIC's involvement in applicant recruitment was formalized, as was the expansion of the agency's overall responsibility for participant case management, originally designated as a function of SHA. To carry out these responsibilities, the PIC added two YAP case managers to its staff.

There is some consensus that SHA underestimated the educational needs of Holly Park's residents when developing the YAP grant proposal. As noted by the president of the Community Council, "Most people [outside the Holly Park Development] don't understand where my people are at." She commented on the high rate of learning disabilities, substance abuse, illiteracy, and reliance upon languages other than English among the development's residents. However, no concrete

4. The learning center is operated jointly by PIC, which provides space and administrative support, and Renton Technical College, which provides instructional staff.

numbers are available to document the extent of educational disadvantage or ESL requirements among Holly Park's residents.

Whatever the true extent of educational need among residents eligible for YAP, there appears to be a comparatively low level of interest in the program. The YAP partners, under the leadership of SHA and PIC staff, mounted an intensive recruitment effort during the fall of 1995. Door-to-door visits were made to all of the houses in the development to identify eligible residents. In addition, SHA sponsored another YAP Job Fair, complete with refreshments and door prizes at the development. The SHA's YAP coordinator and PIC case managers routinely walked through the Holly Park complex in an attempt to recruit residents.

However, by early December only 59 individuals had applied to the program; half of those applicants were ineligible due to age or residency outside of Holly Park. Others lost interest when they learned more about the program, or lacked the commitment to meet the program's requirements. Some applicants' child care or other personal responsibilities precluded their participation. Other applicants were screened out by the program due to significant educational disadvantages, based on their scores on a standardized test of academic skills.

Of the 59 original applicants, only 8 were still active candidates at the time of Abt's visit in mid-December. The program indicated that six of these were classified as "solid candidates" by program staff. In order to maintain their commitment to participating in YAP, these six individuals were recently enrolled in the PIC learning center in preparation for starting the pre-apprenticeship service corps component, scheduled for mid-January. During their approximately six weeks of unpaid pre-corps education, the YAP candidates participate in activities designed to improve their basic educational skills.⁵ One of the six participants also receives ESL education. The program hopes to supplement these six initial candidates with two to four additional candidates in time for the first intake cycle.

In response to the low response to outreach and recruitment efforts, the program has made two key design changes:

- At the suggestion of the WSC director, based on conversations with another youth corps involved in YAP in another state, the program will stagger intake of participants. Rather

5. The program had expected to be fully operational at this point. However, delays in the contracting process with PIC, WSC, and Parks led to a postponement in the actual start of the corps component.

than attempting to enroll all 40 participants in a single cycle, the program now expects to enroll participants over the course of three or four cycles.

- Recruitment will be extended beyond the Holly Park development. This change was made with the approval of the Community Council, usually reluctant to share opportunities targeted to their residents. In approving the expanded outreach, the council acknowledged that the program has made all reasonable attempts to recruit Holly Park residents. Recruitment will extend, in order of priority, to the Ranier Vista and High Point developments, other SHA residents, and residents of neighborhoods near Holly Park.

Despite the expansion of the target area for participant recruitment, the program does not assume its efforts in Holly Park are exhausted. Program staff hope that the positive experiences of the initial group of YAP participants will increase the interest of other Holly Park residents who hear of the program through "word of mouth."

The addition of the PIC and its partner, Renton Technical College, to the YAP team did not solve the problem of identifying an organization to operate the pre-apprenticeship service corps component. The program partners struggled to identify a qualified organization acceptable to all of the existing partners. Finally, in the early fall of 1995 the program settled on the City of Seattle's Department of Parks and Recreation (Parks). Although both SHA and the PIC had previous (but limited) involvement with Parks, and Parks itself had not undertaken a youth project as ambitious as YAP, Parks was enthusiastic and viewed YAP as an opportunity to expand its role in community and economic development. It was agreed by all partners that Parks would operate the service corps component of YAP under subcontract to WSC.

Parks did encounter some resistance from its Joint Crafts Council when members learned of the agency's intent to participate in YAP, because of concerns over displacement of existing employees. Parks staff dispelled these concerns by pointing out that the projects identified for YAP participants would not get done without YAP (because of lack of funding). The Executive Director of the Seattle-King County Building and Construction Trades Council also contacted representatives of Parks' unions to encourage their support for the agency's involvement.

Specification of the service projects to be conducted by YAP participants also required extensive negotiations among the partner organizations, many of which had strong opinions about the nature of the projects. WSC originally insisted that the projects provide services primarily intended to benefit the community, rather than the participants. It argued that the community would benefit from a variety of service projects, and that the projects should not be limited to construction-

related activities. The emphasis on the importance of community over participant benefits is consistent with that underlying AmeriCorps, the national community service program and a primary funding source for WSC. WSC backed away from this requirement as the extensive deficits in basic education and skill levels of YAP applicants became evident.

Unions stressed the importance of using the service projects to develop the stamina participants would need for jobs in the construction industry, while at the same time resisting the provision of any construction skill related training to participants prior to their placement in apprenticeships. They also discouraged the concentration of service projects in Holly Park or other SHA developments.

The Holly Park Community Council wanted the service projects to benefit residents, but not solely. They wanted to use the service projects to attract Holly Park residents outside of their developments and to attract individuals not living in the development into Holly Park.

In response to suggestions from the partner organizations, Parks developed the following criteria for service projects conducted by YAP participants. The service projects:

- Must provide a satisfactory experience for participants,
- Must be of a magnitude that will allow participants to see the project through completion, and
- Must provide visibility for the program within the community and encourage support of YAP among community members.

To the extent feasible, Parks also sought to identify projects for which partial funding was already available to supplement the resources from the YAP grant.

Parks specified two streams of projects for the initial groups of YAP participants. The first will focus on landscape construction and involve several small projects at a nearby community center and middle school as well as some work on southeast Ranier Beach. The second set of activities, emphasizing natural resource conservation, will involve participants in trail construction in several nearby public parks and expand the interpretive sections of a fish hatchery. Two other sets of service projects are under development for subsequent rounds of participants.

In addition to the Parks project, two service projects will be conducted within the Holly Park development under the supervision of SHA staff. One of these will likely be the construction of a tot lot; the other has not yet been identified. WSC will work with Parks and SHA to provide technical assistance in the areas of service learning and youth corps program design. It will also

provide participant development services in the area of conflict resolution, first aid/CPR, communication skills, team building, leadership, citizenship, and civic and community responsibility. YAP participants will be enrolled by WSC in the national AmeriCorps program; following successful completion of the YAP youth corps component, they will be eligible for a \$2,362.50 post-service educational award.

The YAP partners have made important progress in identifying and assigning responsibilities for the operation of the program, and making adjustments on an ongoing basis in response to new information about participant needs. One of the most significant recent accomplishments, from an administrative standpoint, is the development of a formal design for the program. This draft design specifies the roles and responsibilities of each partner organization. The document gives WSC and the PIC joint responsibility for implementing the project and reporting on its status to SHA. Once the design document has been approved by SHA's Board of Governors, it will be incorporated in all contracts and subcontracts negotiated between SHA and its YAP partners.⁶

As part of the design document, the eligibility criteria for YAP were made more selective. Specifically, minimum levels of education and physical preparation were added to the original requirements, as shown in Exhibit 2. These additional requirements were added primarily in response to the unions' specifications of characteristics that increase the likelihood of participants acceptance into the trade unions.

To a large extent, the design document represents a remarkable level of consensus among the partner organizations. What had already been envisioned as a complicated project, as described in the grant application, has evolved into an even more complex initiative involving no fewer than nine separate organizations. Exhibit 3 displays the relationship of the partner organizations to the program, along with the distribution of YAP funding. Each partner brings to the program a unique organizational culture and set of interests. Many of the partners did not have previous experience working together; none of them have had experience working within such a complex organizational framework. Involvement of all of the partners in key decisions has led to a protracted planning process, one that has taxed the patience of at least some partners. One frustrated partner commented, "Frankly I don't care anymore about the planning process; I just want to get started with my part—doing the best job for the participants."

6. As of Abt's visit to the program, only the agreement between the SHA and PIC had been finalized.

Exhibit 2
REVISED ELIGIBILITY REQUIREMENTS

- Age: 16 to 30, with preference given to those 18 and over, reflecting the minimum age requirements for entering apprentice programs.
- Desire for a career in the construction trades.
- Availability for, and commitment to participation in all program activities.
- Ability to progress during the program to skill levels sufficient to meet apprenticeship requirements in the trade area in which the applicant desires to work.
- Ability to progress in basic skills: minimum skill levels on standardized tests for listening, math, and reading. These skill levels are to be defined by PIC instructional staff.
- Ability to obtain a Washington state driver's license prior to entering apprenticeships.
- Ability to meet physical standards for apprenticeships, given strength and aerobic improvements that can reasonably be achieved during the program.

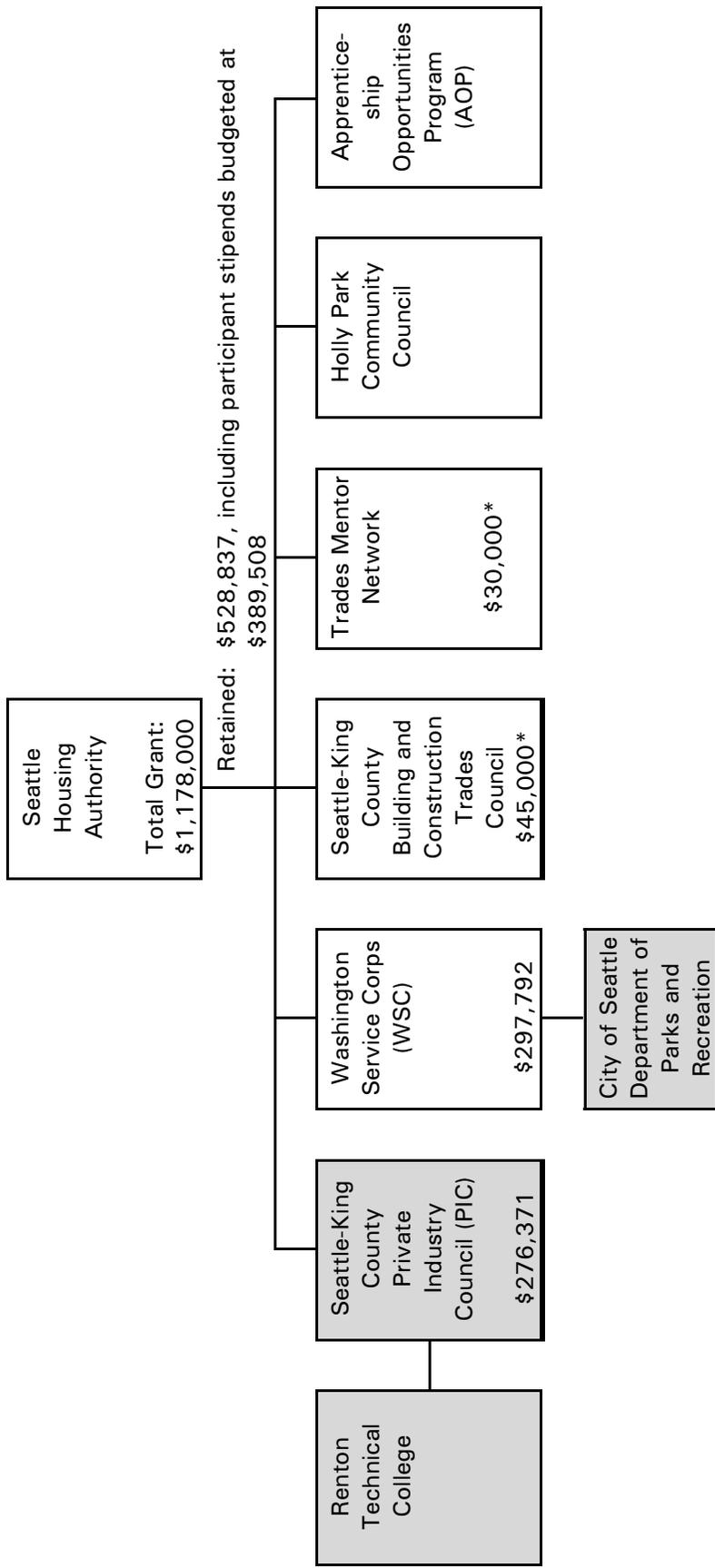
YAP Implementation Plan

The Seattle YAP had not yet started at the time of the Abt site visit. Implementation of the initial service corps component was still at least one month away. However, key features of the youth corps component had been developed in preparation for program initiation. Assuming the current understanding holds, the youth corps component will work in the following way.

Participation will begin at 8 a.m. each weekday morning at the PIC's Learning Center in downtown Seattle. (Public transportation connects the Learning Center with Holly Park via a 30 to 40 minute bus ride.⁷) At the Learning Center, participants will take part in educational services provided by staff from Renton Technical College, and on a regular basis, service learning and life skill training under the direction of Washington Service Corps staff. At 10:30, participants will board a bus leased by the Parks and Recreation Department for transportation to the worksite. Participants will stay at the worksite until 5 p.m., when they will be transported back to Holly Park.

7. Subsequent cohorts of participants may attend PIC's satellite Learning Center located in Renton, on the campus of Renton Technical College.

**Exhibit 3
HOLLY PARK APPRENTICESHIP PROGRAM
ORGANIZATION OF PROGRAM PARTNERS**



Indicates partner organization added after grant award.

* Estimated budget; final contracts have not yet been negotiated.

While at the worksite, participants will work in teams composed of six or seven corpsmembers under the supervision of staff from the Parks Department.⁸ Periodically, participants will meet with representatives of the Apprenticeship Opportunities Project (AOP) in either group or individual settings. AOP staff will provide participants with information about apprenticeship opportunities and entry requirements. Throughout the service component, participants' various activities will be coordinated by the case workers from the PIC. Participants will be paid a stipend of \$4.90 per hour. This stipend will not affect participants' receipt of housing assistance or other public assistance.

Although the YAP partners have made extensive progress in refining the initial component of the program, the apprenticeship activity seems less well defined. In part, this lack of more precise specification of program activities is a function of the implementation schedule. Participants will not enter the apprenticeship component for almost a year, and it is natural that attention be focused initially on the up-front activities. However, uncertainty about aspects of the apprenticeship component influences earlier YAP activities. Specifically, the issue of "assured employment" during the apprenticeship component, specified in the NOFA, does not appear feasible. This is largely because of the "competitive bidding requirements" which have precluded union contractors from successfully bidding on construction projects generated by SHA. (Seattle's union contractors typically pay their workers up to \$10 more per hour than their non-unionized competitors.)

SHA has little leverage it can apply to persuade unions to hire YAP apprentices. At the same time, only unionized contractors are authorized under state law to operate apprentice programs, so SHA is dependent upon the unions' cooperation. Given the uncertainty about placement in ongoing apprentice positions leading to careers in the construction industry, YAP recruiters are downplaying the potential for long-term employment in their promotional activities.

It does appear that the various unions involved with YAP are committed to providing opportunities to qualified program participants to facilitate their entry into apprenticeships. As part of its grant application, SHA has budgeted funds to pay for the "initiation fee" required to enter apprenticeship programs. In particular, the Port Jobs' AOP is committed to "doing everything feasible" to place service corps graduates in apprenticeships. However, as one respondent commented, "there are no guaranteed jobs for anyone in construction." The typical union

8. Later in the program, participants may take part in service projects at Holly Park or other public housing sites. These projects will be under the supervision of SHA staff.

construction worker in the Seattle area is employed only nine months each year. AOP and the PIC are both prepared to help unemployed participants obtain "subsistence jobs" between spells of apprenticeship employment.

Currently, the capacity of the union's Trades Mentor Network to provide mentors to meet the needs of YAP participants is also questionable. The network has not been able to recruit the target number of mentors for its next cycle of the voluntary program, scheduled to start in January 1996. The executive director of the Building and Construction Trades Council has suggested that the network rely more heavily on volunteers who themselves had mentors when they were apprentices. He also developed other recommendations designed to expand the network's outreach efforts. It is uncertain whether these efforts will be sufficient to identify mentors for the first cycle of YAP participants when they enter the apprenticeship program in the fall of 1996.

Findings and Recommendations

As discussed in this final section, the development of the Seattle YAP provides several lessons for future initiatives involving similar features.

1) The involvement of multiple partners in the design and operation of YAP had considerable implications. HUD's specifications for YAP initiatives require the involvement of at least five partner organizations. The Holly Park initiative expanded to include nine partners, each of whom has already contributed an extensive amount of senior management time to the development of the local program. Involvement of so many partners, each with divergent institutional cultures and objectives, has had both advantages and disadvantages.

From a community-building perspective, the program brought together partners who had never worked together, or who earlier may have had negative perceptions of each other. In particular, the previous relationship between the PIC and union organizations was described as "contentious at best." As a result of the YAP collaboration, the partner organizations established a mutual understanding and respect for each others' strengths. These new relationships and understandings should serve as a solid foundation for future joint initiatives.

By involving multiple partners, the program leveraged additional resources, enhancing the services it can provide to participants. For example, the PIC is providing the educational component at no direct cost to the program through its JTPA funding. WSC is co-enrolling participants in

AmeriCorps; participants completing the service component will be eligible for a \$2,362.50 post-service educational benefit.

Along with the benefits, there were disadvantages associated with the involvement of multiple partners. The extensive time devoted to collaboration and consensus-building about the program design and operation has led to considerable delays in program implementation. Moreover, from a cost-effectiveness viewpoint, the efficiency of involving so many players in a program designed to serve only 40 participants is questionable, at best. Finally, once the program is underway, it will likely be difficult to avoid fragmentation of programmatic components and/or confusion on the part of participants.

2) HUD's requirement for the involvement of a NASCC-certified youth corps made it difficult to implement YAP in an area, such as Seattle, where there was not an already existing corps. All of the initial partners agreed only reluctantly to designate WSC to operate the youth corps component. WSC was understaffed to take on the initiative; at the same time, Holly Park residents and SHA already had negative perceptions of WSC. Because WSC lacked the capacity and infrastructure to operate the local youth corps, SHA needed to add additional partners, increasing the complexity of the initiative.

3) Strong involvement of the Holly Park Community Council significantly improved the program design. Active involvement by the Council focused the project on the specific needs of Holly Park. The Council's involvement helped to ensure adequate outreach to its residents, and promoted the design of service projects intended to benefit the development directly and better integrate it into the adjacent neighborhood.

4) A more careful assessment of the match between the unions' requirements for entry into apprenticeships and the qualifications and interests of Holly Park residents may have been warranted during the development of the grant proposal. Such an assessment may have led to a more realistic recruitment plan and implementation schedule. Currently, active recruitment of participants has been ongoing for over six months; program start-up has been delayed on an almost monthly basis, largely due to the lack of sufficient eligible participants. Interested and qualified candidates may have become frustrated and lost interest while waiting for the project to start up. Timely followup with interested candidates may also help maintain interest in the program.

Sources

Seattle Housing Authority

Frederick Nicholson, YAP Coordinator
Barbara Nabors-Glass, Director of Resident Services
William Hilliard, Director of Economic Development
Fred Kay, Director, Maintenance and Construction
Ron Atkielski, Director of Planning and Design

Washington Service Corps

Nancy Pringle, Director
David Broom, Deputy Director
Eugene Suzaka, YAP Coordinator
Ellen Winiarczyk, Education Coordinator

Seattle/King County Private Industry Council

Renee Fellingner, Director
Pervis Willis, YAP Case Manager
David Spates, YAP Case Manager

Renton Technical College

Sheila McCartney, Instructor
Diane Zachary, Instructor

Holly Park Community Council

Doris Morgan, President

Seattle/King County Building and Trades Council

Jack Gilchrist, President

Seattle/King County Department of Parks and Recreation

Jeff Lewis, Acting Program Manager for South Seattle
Dwayne Penttila, Resource Manager

Appendix B

**YAP PARTICIPANT TRACKING FORM
(FORM HUD 52360)**

Instructions for the Youth Apprenticeship Reporting Form

This form is intended to collect information about the participants in the Youth Apprenticeship Program. HUD plans to use the information collected in a report to Congress on the outcome of this program. Furthermore, some of the information will be helpful to the program managers on tracking the progress of program participants. The forms are generally self-explanatory. However, if you have questions about how you should fill it out refer to these Instructions. If you still have questions after reading these Instructions, please contact Todd Richardson of HUD at (202) 708-0574.

Before the end of 1995, HUD will provide software for the respondent to directly input the data for this form. In the meantime, however, the grantee should collect the participant information for the first phase on these paper forms. After completing the form for the first phase, please submit a readable copy of page 1 of the form for each program participant to:

YAP Forms, Room 8140
Office of Policy Development and Research
U.S. Department of Housing and Urban Development
451 Seventh St., S.W.
Washington, D.C. 20410

When to fill out this form

This form has several sections intended to be completed at different times. The 5 sections are:

- 1) General: to be completed each time form is used
- 2) Phase 1: to be completed at time of enrollment in Youth Corps phase of program
- 3) Phase 2: to be completed at the end of Youth Corps and other training
- 4) Phase 3: to be completed at beginning of apprenticeship
- 5) Phase 4: to be completed annually during apprenticeship until participant completes the program

For example, when this form is initially used, only the information on the first page needs to be completed - that is the general section and the Phase 1 section.

General Section: Complete This Section Each Time Form is Completed

It is important that the first section be completed each time the form is used. The section allows tracking of the mobility of the participant and vital information on income, household formation, and health insurance. Several items such as name, date of birth, and Social Security number can be copied from a previous form. The first time this form is used, this section should be completed at the same time as the Phase 1 section. To save time, the Youth Corps or HA administrator may wish to experiment with participants in small groups completing the form for themselves with the administrator explaining the questions to fill out the form.

1. **Date form completed.** Enter the date (month/day/year).
2. **Phase.** Check phase this form is being completed. For the intake phase, check the first box.
3. **Name of PHA.** Name of the Public Housing Authority
4. **PHA Contact Person.** Name of PHA contact most familiar with the program.
5. **Phone.** Phone of the PHA contact person most familiar with the program.
6. **Last Name of Participant**
7. **First Name of Participant**
8. **Middle.** Middle name or middle initial or participant
9. **Date of Birth.** Participant date of birth, month/day/year
10. **Sex.** Participant sex, male (M) or female (F)
11. **Social Security Number.** Participant Social Security number (XXX-XX-XXXX) - this is very important for long-term tracking. See the Privacy Act statement.
12. **Street Address.** The street address where the participant lives
13. **Apt.** The apartment number or letter for where the participant lives
14. **City.** The city where the participant lives
15. **State.** The State where the participant lives (example: PA)
16. **Zip Code.** The 5 digit zip code for where the participant lives

17. **Phone.** The phone number of the participant, if any (XXX-XXXX) No area code needed.
18. **Emergency Contact Person.** The first and last names of an emergency contact person.
19. **Contact Phone.** If available, the phone number of the contact person (XXX-XXXX). No area code needed.
20. **Participant's Source(s) of Income Last 12 Months.** Check each item participant received income from in last 12 months.
21. **Participant's Approximate Total Income in Last 12 months.** Have the participant estimate the total income received for the past 12 months. Sources of income can be from a job, AFDC, unemployment benefits, SSI, etc... One method of calculating this is by asking, for example, "how many months did you work?"; "how many hours per week?"; "how much per hour?". Then calculate (months * 4.3*hours per week * dollars per hour). Similarly, "how many months did you receive AFDC?", "how much did you receive each month?".
22. **Non-cash benefits received last 12 months.** Check each non-cash item participant received in last 12 months.
23. **Number of own children.** Number of children the participant has, whether or not that child is living with the participant.
24. **Number of children that live with participant.** Number of participant's own children that live with the participant. Include adopted or step-children, but not foster children.
25. **Total number of persons in household.** Total number of people that regularly live in the same apartment or house with participant. Include parents, siblings, children, relatives, friends.
26. **Number of persons in household that work.** Total number of persons that regularly live in the same apartment or house with participant that are currently employed (full-time or part-time).
27. **Is participant head of household.** Mark yes if participant is the lease holder for where they live.
28. **Is the participant covered by Health Insurance.** Mark yes if the participant has any health insurance, including Medicaid (If Medicaid, make sure Medicaid was marked on question 22).

Who is covered? Mark who in the family is covered by the health insurance. For example, if the participant is covered by his/her parents or spouse's health insurance, then mark "self and other family members".

Phase 1: To be completed at time of enrollment in the Youth Corps Phase of Program

1. **Date Participant First Entered Youth Corps (mm/dd/yy).** Enter the date that the participant was first enrolled in Youth Corps. If the individual was in the Youth Corps prior to the YAP program, enter the date he/she started the Youth Corps initially (to the best of his/her/your knowledge).
2. **Was participant in Youth Corps before YAP?**
3. **Name of Youth Corps**
4. **Youth Corps Contact Person (Last, First):** Youth Corps staff person most familiar with the participant.
5. **Phone.** Phone of Youth Corps Contact person.
6. **How did participant learn of program.** This is to help determine what advertisement methods work to encourage youth to participate.
7. **Does the participant have any previous work experience?:** This can be paid or unpaid work. If none, skip to Item 16.
8. **Current Employment Status.** Is the participant working full-time or part-time currently? It can be paid or unpaid work.
9. **If employed, current hourly wage rate**
10. **If employed, number of months employed in current job.** If current job is seasonal or the participant has returned to work at a previous job, just enter the number of months the participant has worked at the job for his/her most recent employment.
11. **If employed, number of hours, on average, working during a week**
12. **If ever employed, longest period of time held a job.** For all jobs held in his/her lifetime, what is the longest period of time the participant has worked at the same job. This can be approximate, but try to convert into months.

13. **Highest hourly wage ever earned.** For all jobs held, what is the highest amount of money per hour a participant has received for his/her labor.
14. **Number of weeks unemployed during the prior 26 weeks.** For this purpose, unemployed means the individual was without a job, whether or not he/she is looking for employment. If an individual had three jobs in the last six months and each lasted three weeks, then you would fill in 17 weeks on this line.
15. **Unemployment compensation status.** Is the participant currently receiving unemployment benefits (claimant), was he/she claiming unemployment benefits and still did not have a job after the benefits ran out (exhausted). If neither, mark "No".
16. **Barriers to employment or higher paying job.** If the participant or the Youth Corps staff person thinks any of the listed factors has affected the participant's ability to get a job or get a better paying job, mark all that apply.
17. **Participant's race.** This information does not affect participation in the program. It is used as descriptive information in the evaluation. What race does the participant consider himself/herself?
18. **Participant's ethnicity.** What ethnicity does the participant consider himself/herself?
19. **Lives in.** Public Housing is housing built and managed by the Housing Authority. Other subsidized housing is any housing operated by a private manager but has low rents that are available only to low-income families. This includes rental assistance like Section 8.
Year moved into subsidized housing. Enter the year the participant thinks he/she moved into subsidized housing **most recently**.
20. **Education. Highest grade completed**
21. **Currently enrolled and attending school**
22. **Other Education**

Phase 2: Post Youth Corps Participation Information - To be completed at end of Youth Corps and other training

The general section about the participant's address, income, and household formation should be updated along with this section at the end of the Youth Corps/training section. It should be filled out by the administrator most familiar with the training and Youth Corps activities of the participant.

1. **Date Youth Corp component completed.** Month/day/year when participant finished program.
2. **Date pre-apprentice training completed.** If the participant is in a training program separate from the Youth Corps, when did he/she complete the training program?
3. **Primary Youth Corps Activities of Participant.** Check all activities that apply and specify any others.
4. **How many projects has this participant worked on as part of his/her Youth Corps participation?** Sum up the number of activities participated in. For example, housing rehab and recycling would be two projects.
5. **Youth Corps Stipend.** How much of a stipend did the participant receive as part of the Youth Corps.
6. **Total Number of Months in Youth Corps Program.** This will likely be the difference between the date the participant began and the date he/she ended the program. However, if the participant left for any reason and returned, to the best of your ability subtract out the months he/she was not participating.
7. **Average number of hours per week.** (approximately)
Percent of time spent in class. (approximately)
Percent of time spent working on-site. (approximately)
8. **Program Outcome.** This is very important, especially if the individual left without completing the program.
9. **Date participant left program (mm/yy).** This only needs to be completed if the individual left before completing the program.
10. **Other Training Received During Youth Corps or Before Apprenticeship.** Mark all that apply. Please note if he/she completed the program.

11. **Were any assessment tools used to indicate change in individual's academic skills?** (if known)

If yes, was any improvement shown? (if known)

12. **Supportive Services Received.** Mark all that apply

Phase 3: To be completed at beginning of apprenticeship

The section should be completed at the beginning of the apprenticeship. If the administrator completing Phase 2 is the same as the administrator of the apprenticeship program, he/she could also complete this section at the same time.

1. **Date Apprenticeship Began.** (month/day/year)
2. **Labor Organization Name.** What union or other labor organization is sponsoring this participant's apprenticeship.
3. **Contact (Last, First).** Contact person with the labor organization.
4. **Management Org. Name.** What specific company/organization is initially providing employment as part of the participant's apprenticeship.
5. **Contact (Last, First).** Contact person with that company/organization.
6. **Professional Mentor (Last, First).** Professional mentor to the program participant.
7. **Professional Mentor Trade(s).** Trade(s) of the professional mentor.
8. **Phone.** Phone number for contacting the professional mentor.
9. **Type(s) of trades to be taught.** Type of trade(s) the participant is to learn as part of the apprenticeship.
10. **What is the highest wage possible for this apprenticeship?** Be sure to indicate per hour, week, month, or year.
11. **What is the Beginning Pay?** Be sure to indicate per hour, week, month, or year.
12. **What is the length of the apprenticeship (in months)?** The expected/planned length of the apprenticeship.

Phase 4: To be completed annually during apprenticeship until participant completes program

This section is to be completed each year by the administrator most familiar with the participant in the apprenticeship until the participant leaves or completes the program. The general section about the participant's address, income, and household formation should also be updated.

1. **Is the participant still in the apprenticeship program?** (If yes, complete the top portion of the form. If no, complete the bottom portion of the form.)

If Still In Apprenticeship Program

2. **Type(s) of trades learned/practiced in the past 12 months**
3. **Did the participant demonstrate skill improvement compared with the previous year?** (in the first year, compare the first half of the year to the second)
4. **If yes, which trades did he/she show improvement?**
5. **What is current pay?**
6. **When working, average hours worked per week?**
7. **During the past 52 weeks, how many weeks was the participant without work/unemployed?**
8. **What supportive service in the last year has the participant received?**
9. **Overall Level of Participation in apprenticeship**
10. **Current Status**

If No Longer In Apprenticeship Program

11. **Reason for leaving**
12. **Date of termination (mm/yy)**
13. **Type(s) of trades learned/practiced during overall apprenticeship**
14. **Overall Level of Participation in apprenticeship**
15. **Total Number of Months in Apprenticeship**
16. **What is the participant's current employment status?**
17. **If employed, in what type of job is the participant employed?**
18. **If not employed, the reason why**

Youth Apprenticeship Program

U.S. Department of Housing and Urban Development Office of Public and Indian Housing

OMB Approval No. 2528-0173 (exp. 6/30/98)

Public reporting burden for this collection of information is estimated to average 0.5 hours per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the Reports Management Officer, Office of Information Policies and Systems, U.S. Department of Housing and Urban Development, Washington, D.C. 20410-3600 and to the Office of Management and Budget, Paperwork Reduction Project (2528-0173), Washington, D.C. 20503. Do not send this completed form to either of the above addressees.

Privacy Act Statement: The Department of Housing and Urban Development (HUD) is authorized to collect this information by the Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriation Act for 1994. The information you provide will enable HUD to evaluate the effectiveness of this program. The information requested will be used for local management and national evaluation of the program. HUD may disclose certain information to Federal, State, and local agencies when relevant to civil, criminal, or regulatory investigations and prosecutions. It will not be otherwise disclosed or released outside of HUD or the managing agencies, except as required by law. There is no penalty for not providing this information. Without this information, HUD will be unable to effectively evaluate the outcome of this program.

Complete this Section each time the form is completed				1. Date form completed (mm/dd/yy) _____	
				2. Phase: <input type="checkbox"/> 1-Intro <input type="checkbox"/> 2-End Corps <input type="checkbox"/> 3-Appr Intro <input type="checkbox"/> 4-Appr Ann	
3. Name of PHA			4. PHA Contact Person (Last, First)		5. Phone
6. Last Name of Participant		7. First Name	8. Middle	9. Date of Birth m/d/y	10. Sex (M/F)
11. Social Security Number					12. Street Address
					13. Apt
14. City		15. State	16. Zip Code	17. Phone	18. Emergency Contact Person
					19. Contact phone
20. Participant's source(s) of Income last 12 months (check all that apply)		21. Participants's approximate Total Income in last 12 months		23. Number of own children _____	
<input type="checkbox"/> Wage <input type="checkbox"/> SSI <input type="checkbox"/> Unemployment Benefit <input type="checkbox"/> AFDC <input type="checkbox"/> General Assistance <input type="checkbox"/> child support <input type="checkbox"/> Own Business <input type="checkbox"/> stipend <input type="checkbox"/> other (specify) _____		\$ _____ 22. Non-cash benefits received last 12 months (check all that apply) <input type="checkbox"/> Food Stamps <input type="checkbox"/> Medicaid <input type="checkbox"/> other (specify) _____		24. Number of children that live with participant _____ 25. Total Number of persons in household _____ 26. Number of persons in household that work _____ 27. Is participant head of household? <input type="checkbox"/> Yes <input type="checkbox"/> No 28. Is the participant covered by Health Insurance? <input type="checkbox"/> Yes <input type="checkbox"/> No Who is covered? <input type="checkbox"/> self <input type="checkbox"/> self and own children <input type="checkbox"/> self and other family members	

Phase 1: To be completed at time of enrollment in Youth Corps Phase of Program

1. Date Participant first entered Youth Corps (mm/dd/yy)			2. Was participant in Youth Corps before YAP? <input type="checkbox"/> Yes <input type="checkbox"/> No		
3. Name of Youth Corps		4. Youth Corps contact person (Last, First)		5. Phone	
6. How did participant learn of program? <input type="checkbox"/> Newspaper <input type="checkbox"/> Flyer <input type="checkbox"/> Friend/Neighbor <input type="checkbox"/> Family <input type="checkbox"/> meeting <input type="checkbox"/> other (specify) _____					
7. Does the participant have any previous work experience? <input type="checkbox"/> Yes <input type="checkbox"/> No			17. Participant's race		
8. Current Employment Status			<input type="checkbox"/> White <input type="checkbox"/> Asian/Pacific Islander <input type="checkbox"/> Black <input type="checkbox"/> American Ind/Alaska Native <input type="checkbox"/> Other (specify) _____		
<input type="checkbox"/> Employed, Full Time <input type="checkbox"/> Not employed - looking for work <input type="checkbox"/> Employed, Part Time <input type="checkbox"/> Not employed - not looking for work			18. Participant's ethnicity <input type="checkbox"/> Hispanic <input type="checkbox"/> Not Hispanic		
9. If employed, current hourly wage rate\$ _____			19. Lives in <input type="checkbox"/> Public Housing <input type="checkbox"/> Other subsidized housing Year moved into subsidized housing _____		
10. If employed, number of months employed in current job _____			20. Education - Highest grade completed (mark only 1)		
11. If employed, number of hours, on average, working during a week _____			<input type="checkbox"/> less than 9th grade <input type="checkbox"/> 9th to 12th grade, no diploma <input type="checkbox"/> High School graduate <input type="checkbox"/> GED <input type="checkbox"/> some college <input type="checkbox"/> Associates Degree <input type="checkbox"/> Bachelors Degree or above		
12. If ever employed, longest period of time held a job (months) _____			21. Currently enrolled and attending school? <input type="checkbox"/> Yes <input type="checkbox"/> No If Yes, attending <input type="checkbox"/> Full Time <input type="checkbox"/> Part Time		
13. Highest hourly wage ever earned \$ _____			22. Other Education		
14. Number of weeks unemployed during the prior 26 weeks _____			<input type="checkbox"/> vocational or job training program <input type="checkbox"/> other (specify) _____ <input type="checkbox"/> none		
15. Unemployment compensation status: <input type="checkbox"/> Claimant <input type="checkbox"/> Exhausted <input type="checkbox"/> No					
16. Barriers to employment or higher paying job (indicate all that apply):					
<input type="checkbox"/> Pregnant <input type="checkbox"/> Lack of child or dependent care <input type="checkbox"/> Lack of transportation <input type="checkbox"/> Lack of money for expenses <input type="checkbox"/> Lack of training or job skills <input type="checkbox"/> Limited English language proficiency <input type="checkbox"/> other (specify) _____		<input type="checkbox"/> Homeless <input type="checkbox"/> Ex-offender <input type="checkbox"/> Substance abuse <input type="checkbox"/> Physical disability <input type="checkbox"/> Mental disability			

Phase 2: Post Youth Corps Participation Information - To be completed at end of Youth Corps and other training

1. Date Youth Corp component completed (mm/dd/yy) _____ 2. Date pre-apprentice training completed (If applicable) (mm/dd/yy) _____

- 3. Primary Youth Corps Activities of Participant (check all that apply)**
- cut and improve trails, plant trees, other nature/landscaping related activities
 - restore recreational facilities or other activities relating to repair of community facilities
 - disaster assistance
 - housing rehabilitation
 - recycling
 - direct service to children, elderly, or other vulnerable population
 - staff for community events (blood drives, parades,...)
 - staff assistance for a community organization
 - other (specify) _____
4. How many projects has this participant worked on as part of his/her Youth Corps participation? _____

- 5. Youth Corps Stipend**
 Start \$ _____ per week End \$ _____ per week
6. Total Number of Months in Youth Corps Program _____
7. Average number of hours per week _____
 Percent of time spent in class _____ %
 Percent of time spent working on-site _____ %
8. Program Outcome
- Graduated from Youth Corps
 - Left voluntarily
 - Failed to complete related classroom instruction course(s)
 - Was asked to leave
 - Left because essential service was unavailable:(specify) _____
 - other (specify) _____
9. Date participant left program (mm/yy): _____

10. Other Training received during Youth Corps or before Apprenticeship

Mark the type of training the participant received during the time he/she was in the program

Academic completed?	Job Skills completed?	Life Skills completed?
<input type="checkbox"/> Math <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Carpentry <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Sex Education/Family Planning <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> Reading <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Plumbing <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Parenting Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> Language <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Electrical <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Leadership Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> Attended High School	<input type="checkbox"/> Landscaping <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Job Interview Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> received diploma	<input type="checkbox"/> Maintenance <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Job Search Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> GED training	<input type="checkbox"/> Management <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Job Retention Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> received GED	<input type="checkbox"/> Finance <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Financial/Budgeting Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> Post-secondary courses (e.g., college, vocational school)	<input type="checkbox"/> Computers <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> Conflict Resolution Skills <input type="checkbox"/> yes <input type="checkbox"/> no
<input type="checkbox"/> other (specify) _____	<input type="checkbox"/> Secretarial <input type="checkbox"/> yes <input type="checkbox"/> no	<input type="checkbox"/> other (specify) _____
	<input type="checkbox"/> other (specify) _____	

11. Were any assessment tools used to indicate change in individual's academic skills? Yes No
 If yes, was any improvement shown? yes no
 Explain _____

- 12. Supportive Services Received**
- Alcohol/Substance Abuse Counseling
 - Case Management/Counseling
 - Transportation
 - Mentoring
 - Health Services
 - Child Care/Dependent Care
 - other (specify) _____

Phase 3: To be completed at the beginning of Apprenticeship

1. Date Apprenticeship began (mm/dd/yy) _____

2. Labor Organization Name	3. Contact (Last, First)	4. Management Org. Name	5. Contact (Last, First)
6. Professional Mentor (Last, First)	7. Professional Mentor Trade(s)		8. Phone

- 9. Type(s) of trades to be taught**
- Carpentry
 - Management
 - Plumbing
 - Finance
 - Electrical
 - Computer Repair
 - Landscaping
 - Computer Programming
 - General Maintenance
 - Secretarial
 - Asbestos Removal
 - Lead Based Paint Removal
 - other (specify) _____

10. What is the highest wage possible for this apprenticeship?
 \$ _____ per _____
11. What is the Beginning Pay?
 \$ _____ per _____
12. What is the length of the apprenticeship (in months)? _____

1. Is the participant still in the apprenticeship program? Yes No

If Still In Apprenticeship Program

2. Type(s) of trades learned/practiced in the past 12 months:

- | | |
|--|---|
| <input type="checkbox"/> Carpentry | <input type="checkbox"/> Management |
| <input type="checkbox"/> Plumbing | <input type="checkbox"/> Finance |
| <input type="checkbox"/> Electrical | <input type="checkbox"/> Computer Repair |
| <input type="checkbox"/> Landscaping | <input type="checkbox"/> Computer Programming |
| <input type="checkbox"/> General Maintenance | <input type="checkbox"/> Secretarial |
| <input type="checkbox"/> Asbestos Removal | <input type="checkbox"/> Lead Based Paint Removal |
| <input type="checkbox"/> other (specify) | |

3. Did the participant demonstrate skill improvement compared with the previous year? Yes No

4. If yes, which trades did they show improvement?

- | | |
|--|---|
| <input type="checkbox"/> Carpentry | <input type="checkbox"/> Management |
| <input type="checkbox"/> Plumbing | <input type="checkbox"/> Finance |
| <input type="checkbox"/> Electrical | <input type="checkbox"/> Computer Repair |
| <input type="checkbox"/> Landscaping | <input type="checkbox"/> Computer Programming |
| <input type="checkbox"/> General Maintenance | <input type="checkbox"/> Secretarial |
| <input type="checkbox"/> Asbestos Removal | <input type="checkbox"/> Lead Based Paint Removal |
| <input type="checkbox"/> other (specify) | |

5. What is the Current Pay? \$ _____ per _____

6. When working, average hours worked per week? _____

7. During the past 52 weeks, how many weeks was the participant without work/unemployed? _____

8. What supportive service in the last year has the participant received?

- None
 Alcohol/Substance Abuse Counseling
 Case Management/Counseling
 Transportation
 Health Services
 Child Care/Dependent Care
 other (specify)

9. Overall Level of Participation in apprenticeship:

- High, participated in most functions
 Medium, participated in some functions
 Low, participated in few functions

10. Current Status

- Acceptably progressing
 On probation

If No Longer In Apprenticeship Program

11. Reason for leaving:

- Graduated from Apprenticeship program
 Achieved journeyman status? Yes No
- Left voluntarily
 Failed to complete related classroom instruction course(s)
 Was asked to leave (reason)
- Left because essential service was unavailable (specify)
- other (specify)

13. Type(s) of trades learned/practiced during overall apprenticeship

- | | |
|--|---|
| <input type="checkbox"/> Carpentry | <input type="checkbox"/> Management |
| <input type="checkbox"/> Plumbing | <input type="checkbox"/> Finance |
| <input type="checkbox"/> Electrical | <input type="checkbox"/> Computer Repair |
| <input type="checkbox"/> Landscaping | <input type="checkbox"/> Computer Programming |
| <input type="checkbox"/> General Maintenance | <input type="checkbox"/> Secretarial |
| <input type="checkbox"/> Asbestos Removal | <input type="checkbox"/> Lead Based Paint Removal |
| <input type="checkbox"/> other (specify) | |

14. Overall Level of Participation in apprenticeship:

- High, participated in most functions
 Medium, participated in some functions
 Low, participated in few functions

12. Date of termination (mm/yy) _____

15. Total Number of Months in Apprenticeship _____

16. What is the participant's current employment status:

- Employed Unemployed Unknown/Other

17. If employed, in what type of job is the participant employed?

- construction laborer skilled construction trade construction management property maintenance
 other (specify)

18. If not employed, the reason why:

- continuing education health lack of transportation
 other (specify)