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A COMPARATIVE ANALYSIS OF TWO YOUTH EMPLOYMENT PROGRAMS IN
DETROIT, MICHIGAN: THE DETROIT YOUTH INCENTIVE ENTITLEMENT
PILOT PROJECT AND THE SUMMER YOUTH EMPLOYMENT PROGRAM

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YOUTH INCENTIVE ENTITLEMENT PILOT PROJECT
AND THE SUMMER YOUTH EMPLOYMENT PROGRAM

By
Loman R. Gardner

A THESIS

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ABSTRACT

A COMPARATIVE ANALYSIS OF TWO YOUTH EMPLOYMENT PROGRAMS IN DETROIT, MICHIGAN: THE DETROIT YOUTH INCENTIVE ENTITLEMENT PILOT PROJECT AND THE SUMMER YOUTH EMPLOYMENT PROGRAM

By
Loman R. Gardner

Purpose of the Study

The purpose of this study was to compare the implementation and the recruitment and placement results of the Youth Incentive Entitlement Pilot Project (YIEPP) and the Summer Youth Employment Program (SYEP) in Detroit, Michigan. The study covered the 1980 year of implementation of both programs. The study attempted to answer the following specific questions:

1. Is there a difference between the YIEPP program's recruitment and placement of in-school youth on jobs and the SYEP program's recruitment and placement of in-school youth on jobs?
2. Is there a difference between the YIEPP program's recruitment and placement of out-of-school youth on jobs and the SYEP program's recruitment and placement of

out-of-school youth on jobs?

3. Is there a difference between the YIEPP program's number of contacts made for enrollment with in-school and out-of-school youth and the SYEP program's number of contacts made for enrollment with in-school and out-of-school youth?

4. Is there a difference between the YIEPP program's recruitment of in-school and out-of-school youth for program participation and the SYEP program's recruitment of in-school and out-of-school youth for program participation?

5. Is there a difference between the YIEPP program's placement of in-school youth and out-of-school youth on jobs and the SYEP program's placement of in-school youth and out-of-school youth on jobs.

6. Is there a difference between the YIEPP program's number of male and female youth recruited for participation and the SYEP program's number of male and female youth recruited for participation?

7. Is there a difference between the YIEPP program's enrollment of in-school youth by ethnicity and the SYEP program's enrollment of in-school youth by ethnicity?

8. Is there a difference between the YIEPP program's enrollment of out-of-school youth by ethnicity and the SYEP program's enrollment of out-of-school youth by ethnicity?

Procedure

The summary data for both programs were used for the 1980 year of implementation. The actual number of youth contacted, recruited, and placed on jobs were compared.

Each hypothesis was tested using the Chi-square (X^2) analysis. The significant level of rejection of the hypothesis was established at .05.

Findings

1. There was a significant difference between the numbers of in-school youth recruited and placed by the Youth Incentive Entitlement Pilot Project and the Summer Youth Employment Programs.

2. There was no significant difference between the numbers of out-of-school youth recruited and placed by the YIEPP and SYEP programs.

3. There was a significant difference between the number of contacts made with in-school and out-of-school youth by the YIEPP and SYEP programs.

4. There was a significant difference between the numbers of in-school and out-of-school youth recruited for participation in the YIEPP and SYEP programs.

5. There was no significant difference between the numbers of in-school and out-of-school youth placed on jobs from the YIEPP and SYEP programs.

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6. There was a significant difference between the numbers of male and female youth recruited for participation in the YIEPP and SYEP programs.

7. There was no significant difference between the numbers of in-school youth, by ethnicity, enrolled for participation in the YIEPP and SYEP programs.

8. There was no significant difference between the numbers of out-of-school youth, by ethnicity, enrolled for participation in the YIEPP and SYEP programs.

The conclusion relative to the comparison of the two programs was that in the recruitment and placement of in-school youth on jobs, contacts with in-school and out-of-school youth, recruitment of in-school and out-of-school youth for program participation and recruitment of both male and female youth, the SYEP proved to be more effective. Both programs were found to be equally effective in the recruitment and placement of out-of-school youth, placement of in-school youth on jobs, recruitment of in-school youth by ethnicity for participation and recruitment of out-of-school youth by ethnicity for program participation.

This researcher recommends that agencies that plan and implement youth employment programs involve persons from every facet affected in the planning, implementing and assessing of the programs. It is also recommended that more interfacing

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with school administrators, counselors and vocational teachers be done to more effectively implement the youth employment programs planned.

DEDICATION

To mother, who constantly told me I could do anything
I wanted to do if I worked hard enough and long enough.

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The author wishes to thank the many people who in so many ways contributed to his many years of education. The persons in the education field are too numerous to name because there are principals and many teachers who have supported him.

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CHAPTER I

INTRODUCTION

Introduction to the Study

In the United States, youth between the ages of fourteen and twenty-one have traditionally had a higher rate of unemployment than other age groups. In Detroit, Michigan, like other large cities, attempts have been made to decrease the unemployment rate of youth through employment projects funded by the city, state or federal government. Two of the youth employment projects implemented by the city of Detroit were, "The Detroit Youth Entitlement Pilot Project" and "The Summer Youth Employment Program."

Current data specifically indicate that annual unemployment rates of youth in the United States have not decreased below the level of eleven percent since 1954. The annual average unemployment rates have, in fact, continued to rise. Unemployment rates of teenagers averaged 16.8 percent between 1970 and 1978 as compared with 14.3 percent in 1961 and 11.4 percent in the 1950's (Butler, 1980). While unemployment rates of all youth have consistently risen, unemployment among minority youth in the United States, has consistently been about double that of white youth until 1977 when the interval widened even more. At the national level, the jobless rate for non-white youth was 38.5 percent

in 1977 or 2.5 times the white race, (Johnson, Miriam and Sugarman, 1977).

The unemployment rates of youth who resided in the Detroit, Michigan area were similar to the national rates. The Michigan Employment Security Commission, Research and Statistics Division (MESC) indicated that the Detroit, Michigan's unemployment rate for white youth ages 16-19 was 18.3 percent while the unemployment rate for Black youth in the same age group was 37.2 percent. Non-white females in the 16-19 age group had the highest unemployment rate of any group (49.4 percent) (MESC, 1979).

Youth unemployment problems stem from an early acceptance of child labor in the United States. One of the most important reasons for child labor in the 1800's was the scarcity of laborers as the United States entered the age of industrialization. During that time, most adult males were involved in agriculture; therefore, women and children made up the bulk of the work force in the first factories. Economic conditions also served to promote the acceptance of child labor. Although many states as well as the Federal Government attempted to ratify legislation eliminating child labor, little was accomplished until the passage of the First Child Labor Law in 1836 by Massachusetts. Gradually other states began to follow suit. In 1848, Pennsylvania became the first state to establish a minimum age for employment in

the cotton, woolen and flax factories. By 1855 three other states established minimum wages for factory work: New Jersey, Rhode Island and Connecticut. Although the good intent was there, early state laws were basically ineffective because the legislators did not provide the means of enforcement, (Adams, Mangum, Seninger and Stevenson, 1978).

Federally-funded programs to decrease the jobless rates of youth have been plentiful, beginning with the 1962 Manpower Development and Training Act (MDTA) and culminating with the Comprehensive Employment and Training Act (CETA) of 1973 and the Youth Employment and Demonstration Act (YEDPA) of 1977. As a means of attacking its problem of unemployment among youth, Detroit, Michigan used two of these funding sources to implement two youth employment programs. The Detroit Youth Incentive Entitlement Pilot Project was funded by the Manpower Development and Training Act while the Detroit Summer Youth Employment Program was funded through the Comprehensive Employment and Training Act.

Need for the Study

In an effort to alleviate the youth unemployment problem in the United States, Congress has provided experimental employment and training programs for youth since 1962.

Congress legislated activities and programs aimed at discovering the underlying cause of youth unemployment and possible solutions. The Youth Employment and Demonstration Project Act (YEDPA) programs were similar, if not the same youth programs implemented over the past twenty-four years, i.e., conservation projects, institutional and on-the-job training work experience, counseling, placement and other kinds of support services, (Adams, Mangum, Seninger and Stevenson, 1978).

Mangum and Walsh (1978) stated that youth employment and training programs varied based upon the emphasis of society. In the mid 1960's, particular programs were measured a failure if enrollment of hard core disadvantaged youth were at a minimum. The program was criticised for enrolling only the best of the disadvantaged. The emerging of the dual labor market theory led to wholesale condemnation of employment and training programs for preparing enrollees for placement in the secondary labor market low paying, deadend jobs which most enrollees could obtain without program enrollment.

In 1976, with the unemployment rate among all youth nationally at 16.9 percent, and the YEDPA passed, the national black youth unemployment rate was 37.1 percent.

A rate of 43.3 percent unemployment for Metropolitan poverty areas was the extreme of that trend with much higher rates for specific central cities and neighborhoods, (U.S. Department of Labor, 1977).

All of this might have been only of passing difficulty for each youth if unemployment as a teenager had no long term consequences. However, in tracking employment patterns of 1,500 young men and women, it was found that early labor market experiences are related to subsequent measure of labor market success, (Adams, Mangum, Seninger, Stevenson 1978).

The use of the Youth Incentive Entitlement Pilot Program and the Summer Youth Employment Program in Detroit, Michigan was an attempt to have an impact on the youth unemployment problems in that city, and based upon historical information, (Chapter II), Congress will continue to address youth unemployment problems nationwide. This study is, therefore, needed because it will provide data in analyzing the effectiveness of two youth unemployment programs. The information gained will be helpful in determining target populations for youth unemployment programs, determining effective strategies for reaching "in-school" and "out-of-

school" unemployed youth and determining which type of youth unemployment program is more effective, if either is, in identifying and placing unemployed youth on jobs. This study is also needed because while there is much descriptive information available on youth unemployment, a data search of literature revealed very little statistical analysis of data on youth unemployment programs.

Assumptions

The implementation of the Youth Incentive Entitlement Pilot Project (YIEPP) and the Summer Youth Employment Program (SYEP) emphasized the recruitment and placement of female as well as male participants. The researcher, therefore, assumes that the participation requirements for female and male youth in youth employment programs were the same.

The implementation of the YIEPP and the SYEP required plans for management of the total program although the YIEPP was a program operated for the entire year and SYEP was a program operated only during the summer months. The researcher, therefore, assumes that the management of a full-year youth employment program was as efficient as a summer youth employment program.

The implementation of the youth unemployment programs requires plans for recruitment and placement of unemployed youth on jobs. Both the Youth Incentive Entitlement Pilot Project and the Summer Youth Employment Program included plans for the recruitment and placement of "in-school" and "out-of-school" youth on jobs. The researcher, therefore, assumes that the in-school youth were as capable and trainable for participation in youth employment programs as out-of-school youth.

Limitations of the Problem

There are many factors that could be studied about the two youth unemployment programs: the Youth Incentive Entitlement Pilot Program and the Summer Youth Employment Program. This study was limited in that it utilized the two youth unemployment programs implemented in Detroit, Michigan, during the year 1980. It utilized the nominal data available from both programs on the youth contacted, enrolled, recruited and placed on jobs.

Sources of the data were the City of Detroit file data on both the Youth Incentive Entitlement Pilot Project and the Summer Youth Employment Program (YIEPP and SYEP). The nominal data for the YIEPP, prior to September 1, 1979

through August 31, 1980, were not available. The City of Detroit file data on the Summer Youth Employment Program (SYEP) were available for the summer of 1979 and 1980. However, this study was limited to the 1980 year of operation for both the YIEPP and SYEP.

Statement of the Problem

Implementation of the Youth Incentive Entitlement Pilot Project and the Summer Youth Employment Program during 1980 in Detroit, Michigan, required the development of contact, recruitment and placement strategies for "in-school" and "out-of-school" youth. Both programs also had to utilize training sessions for participants. Each program had the responsibility of identifying and negotiating employment contracts with employers.

The implementation required not only the contact, recruitment and placement of "in-school" and "out-of-school" unemployed youth in Detroit, Michigan, but it also required the management of these youth on their jobs.

The major purpose of this study was to analyze two federally-funded youth employment programs implemented in Detroit, Michigan, and compare the effectiveness of the programs in management, enrollment, recruitment and job assignment.

Specifically the study included:

1. a review of the Federal laws pertaining to youth employment;
2. a comparison of the management of the two programs;
3. a comparison of the two programs' outreach/recruitment/intake procedures for in-school and out-of-school youth;
4. a comparison of the job placement rates for in-school and out-of-school youth of the two programs and
5. a comparison of the populations of in-school and out-of-school youth contacted, recruited and placed on jobs by the two programs.

Research Questions

1. Is there a difference between the YIEPP program's recruitment and placement of in-school youth on jobs and the SYEP program's recruitment and placement of in-school youth on jobs?
2. Is there a difference between the YIEPP program's recruitment and placement of out-of-school youth on jobs and the SYEP program's recruitment and placement of out-of-school youth on jobs?

3. Is there a difference between the YIEPP program's number of contacts made for enrollment with in-school and out-of-school youth and the SYEP program's number of contacts made for enrollment with in-school and out-of-school youth?

4. Is there a difference between the YIEPP program's recruitment of in-school and out-of-school youth for program participation and the SYEP program's recruitment of in-school and out-of-school youth for program participation?

5. Is there a difference between the YIEPP program's placement of in-school youth and out-of-school youth on jobs and the SYEP program's placement of in-school youth and out-of-school youth on jobs?

6. Is there a difference between the YIEPP program's number of male and female youth recruited for participation and the SYEP program's number of male and female youth recruited for participation?

7. Is there a difference between the YIEPP program's enrollment of in-school youth by ethnicity and the SYEP program's enrollment of in-school youth by ethnicity?

8. Is there a difference between the YIEPP program's enrollment of out-of-school youth by ethnicity and the SYEP program's enrollment of out-of-school youth by ethnicity?

Definition of Terms

Balance of State - The area which consists of all areas within a State which are not within the jurisdictions of local Prime Sponsors and, therefore, are served by the State acting as the Prime Sponsor. In Michigan 46 rural counties are in the Balance of the State.

CETA - Comprehensive Employment and Training Act, the Federal Legislation which authorized funding for a wide range of employment and training services to youth and adults.

Classroom Training - Any training normally conducted in an institutional setting, including vocational education, which is designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. It may also include training designed to enhance the employability of individuals by upgrading basic skills, through the provisions of courses such as remedial education, training in the primary language proficiency, or English-as-a-second language training.

Governor's Grant - Refers to discretionary monies made available by the U.S. Department of Labor to Governors through Title II of CETA. In Michigan these monies are administered by the State Operations Division of the Bureau of Employment and Training.

Governor's Youth Grant - Refers to discretionary monies made available by the U.S. Department of Labor to Governors through Title IV of CETA. In Michigan these monies are administered by the State Operations Division of the Bureau of Employment and Training.

On-the-Job Training (OJT) - Training to the public or private sector given to an individual who has been hired by the employer, while he or she is engaged in productive work which provides knowledge or skills essential to the full and adequate performance of the job.

Prime Sponsor - A unit of general local government which has a population of 100,000 or more persons on the basis of the most satisfactory current date available to the Secretary of Labor. Also any consortium of units of local government which include a unit with a population of 100,000 or more persons. A recipient of financial assistance designated pursuant to appropriate sections of the CETA regulations.

Region V - The U.S. Department of Labor administers CETA programs through ten regional offices. Michigan is in Region V along with Ohio, Illinois, Indiana, Wisconsin and Minnesota. The Regional Offices are in Chicago.

Supportive Services - Services which are de-

signed to contribute to availability of participants, enhance their employment opportunities, assist them to retain employment or to participate in other employment and training activities funded under CETA, and training activities funded under CETA, and facilitate their movement into permanent employment not subsidized under CETA. Such services include but are not limited to: health care and medical services, child care, transportation, temporary shelter, assistance in securing bonds, family planning services and financial counseling and assistance.

SYEP - Summer Youth Employment Program provided productive work experience and vocational exploration during the summer months.

Title II B/C - Established programs to provide comprehensive employment and training services in order to ease barriers to labor force participation encountered by economically disadvantaged persons to enable such persons to secure and retain employment at their maximum capacity, and to enhance the potential for individuals to increase their earned income. These programs include the development and creation of training, upgrading and re-training-education and other services needed to enable individuals to secure and retain employment. A Title of CETA.

Vocational Exploration Program (VEP) - A pro-

gram designed for the purpose of exposing youth to the operation and types of jobs available in the private sector through observation of such jobs and instruction including, where appropriate, limited practical experience.

Young Adult Conservation Corps. (YACC) - This organization provided opportunities for those ready to tackle structured, supervised work in an outdoor setting.

Youth Community Conservation and Improvement Projects (YCCIP) - These projects aimed mostly at out-of-school youth who needed work in their own communities.

Youth Employment and Demonstration Projects Act of 1977 (YEDPA) - This Act (Public Law 95-93) amended the Comprehensive Employment and Training Act by adding several new programs for youth.

Youth Employment and Training Program (YEPT) - This program concentrated on both in-school and out-of-school youth, with an emphasis on linking education and work.

Youth Incentive Entitlement Pilot Projects (YIEPP) - An experimental project in Detroit that guaranteed jobs to all in-school youth or those who agree to return to school in a five high school region of the city. YIEPP tested what a job guarantee would do to encourage youth to complete their education.

Job Corps - An established program that served the most needy with comprehensive human resource development services and residential support. A national system of residential centers in the United States and Puerto Rico provided basic education, vocational training, counseling, health care and similar renewal services to help disadvantaged young men and women, sixteen through twenty-one, prepare for jobs and for responsible citizenship. Enrollees in Job Corps residential centers received room and board, clothing for work and dress, books and other learning supplies, and a cash allowance, part of which was paid on leaving the program after satisfactory participation.

Knowledge Development - A broad scale approach to learning which employment and training programs work best for whom. Most of the knowledge development activities are research and demonstration programs funded under discretionary monies from the Office of Youth Program, U.S. Department of Labor.

Overview of the Dissertation Organization

In this Chapter the introduction provided the background for the study. The need for the study and certain assumptions were discussed in detail. The limitations of the study were explained and a statement of the problem was presented. Research questions and definitions of terms

concluded the Chapter. Chapter II will contain a review of the literature which is relevant to the study. Chapter III will present a description of the organization of the Youth Incentive Entitlement Pilot Program and the Summer Youth Employment Program; it will also explore the method of investigation. Chapter IV will present the analysis and discussion of the data with respect to the research questions. Chapter V will present a summary of conclusions, implications and recommendations for future research.

CHAPTER II

REVIEW OF THE LITERATURE

The attempt to reform child labor had an impact, not only on legislative action, but also the high rates of joblessness. A historical review is necessary to ensure that the extent to which child labor reform and high rates of joblessness have influenced legislative action and the overall job market in the United States is understood.

Youth Employment Prior to World War II

In the late 1800s and early 1900s child labor reform became prominent. The U.S. Congress made its first attempt at Federal Legislation by passing the Keating Owen Bill in 1916. This law was to establish minimum age, maximum working hours and to prohibit foreign or interstate commerce of goods by establishments employing children in violation of the law. The law was in effect 273 days when the U. S. Supreme Court declared it unconstitutional on the grounds that Congress did not have the authority to regulate interstate commerce. In 1919, Congress passed a law to levy a ten percent tax on the annual net profits of companies employing children in violation of standards very similar to those of the previous legislation. This law also was declared unconstitutional in 1922 by the U. S. Supreme Court, with the argument that child labor was a mat-

ter to be regulated by the individual states. In 1924 Congress attempted to amend the Constitution as a means of overcoming the legal barriers prohibiting earlier legislation, but the amendment met with opposition and did not receive the necessary votes from the states to pass. During the 1930s another attempt was made to legislate child labor through a comprehensive reform program known as the National Industrial Recovery Act. The intent of this law was to eliminate unfair business competition by establishing minimum labor standards to assist in stabilizing the economy. This law was also invalidated by the U.S. Supreme Court. In 1936, the first Federal Child Labor Law to successfully withstand the test of constitutionality was the Walsh-Healty Public Contracts Act. In 1937, provisions were added to a newly adopted Sugar Act, requiring growers to comply with minimum age standards in order for them to be eligible for subsidies. The following year, a major breakthrough occurred in Child Labor reform legislation with the passage of the Fair Labor Standard Act (FLSA), (Adams, Mangum, Seninger, Stevenson, 1978).

Mangum and Walsh, 1978, stated that included within the Fair Labor Standard Act were provisions to protect the well-being, health and educational opportunities of working minors. Since then amendments have strengthen-

ed its powers and broadened its coverage making it the law applying to companies directly engaged in interstate commerce. It prohibits the use of oppressive child labor, defined as Employment of Children under the legal minimum ages. According to the law, youth eighteen (18) years or older can work any job; 16, 17 year-olds can work non-hazardous jobs for unlimited hours and 14 and 15 year-olds can work nonhazardous jobs outside of school for no more than three hours on a school day, eighteen hours in a school week, eight hours on a non-school day or forty hours in a non-school week. Under this law, the Secretary of Labor determines which occupations are dangerous for minors. The minimum wage that employers pay workers, including minors, comes under the purview of the Fair Labor Standards Act.

Youth Employment After World War II

In the post World War II era, youth suffered from high rates of joblessness even when the Labor force as a whole experienced relatively low levels of unemployment. In 1943, teenage unemployment averaged 9.2 percent in the United States as compared with an overall rate of 3.8. In no year since 1948 has youth employment fallen below 7.5 percent which was approached in 1953. By the year 1975 youth unemployment had soared to 19.9 percent, (Levitan and Taggart, 1976).

Legislated Youth Employment Programs

In 1962 the Manpower Development and Training Act (MDTA) was enacted. Since then the U.S. Department of Labor had administered many kinds of training and employment programs designed to assist unemployed, low income individuals find jobs. Initially the focus of these efforts was on adult family heads threatened with job loss because of automation within the industry. The high rate of unemployment among youth had the effect of redirecting MDTA efforts to youth programs. From 1963 onward, amendments to MDTA increased the proportion of funds available for Youth Training and Allowances. At the same time, new programs were proposed and enacted for the purpose of serving economically disadvantaged young people both in and out of school, (U.S. Department of Labor, Manpower Administration, 1971).

The Neighborhood Youth Corps (NYC) was one of two programs authorized by the Economic Opportunity Act (EOA) of 1964. The NYC offered subsidized work experience in the Public and Private Agencies to youth between the ages of fourteen and twenty-one. For those youth attempting to complete their high school education, the in-school program provided up to fifteen hours a week of paid work experiences during the school year to students in the ninth through twelfth grades from low-income fami-

lies. In addition the NYC Summer Program provided nine-week, part-time jobs in hospitals, libraries, schools and other public agencies, or within local summer recreation programs. Although the NYC out-of-school program encouraged participants to return to school, it was recognized that drop-outs would need special attention to qualify for jobs with advancement potential. Therefore these early projects offered mainly work experience. By 1970, the Department of Labor had reorganized the program component of NYC, thereafter calling it NYC-2. The emphasis became skill training, remedial education, and supporting services and efforts were redirected to the sixteen to seventeen year-old drop-outs, (Taggart, 1976).

The Job Corps Training Program, also authorized by the 1964 Economic Opportunity Act, was administered through 1969 by the Office of Economic Opportunity and then transferred to the U.S. Department of Labor. Presently the program serves approximately 44,000 disadvantaged youth, ages sixteen to twenty-one, who receive remedial education, skill training and on-the-job work experience, coupled with counseling and health services, (U.S. General Accounting Office, 1977).

Riegelson, 1972, stated that Public Employment (PEP), a public service employment effort which was authorized by the Emergency Employment Act (EEA) of 1971 was not

exclusively a youth program. The legislature did name youth as one of several groups needing special consideration for Federally-funded public service jobs.

In 1973, Congress enacted the Comprehensive Employment and Training Act (CETA). The objectives of the Legislation, which was authorized in 1978, were to bring together fragmented categorical programs serving many groups into a broad training and employment effort and to transfer responsibility for planning and operating these programs from the Federal Government to State and Geographical localities. Under CETA Prime Sponsors are mostly governmental units in areas with populations of 10,000 or more, and are responsible for locally tailored comprehensive programs of training, employment, and related services supported with Federal Funds. Today as in 1973, youth are served in activities authorized by most titles of the Act., i.e., Title IIB and Comprehensive Services, upgrading and retraining; IID - Public Service Employment (PSE) Programs for economically disadvantaged. Titles III, IV and VII also authorize youth activities. (U.S. Department of Labor, 1977).

In 1977, the Youth Employment and Demonstration Act (YEDPA) was enacted which added four youth employment programs to the U. S. Department of Labor's Summer Program for Economically Disadvantaged Youth (SPEDY)

and Job Corps program; this was an effort to broaden the Federal Government's attack on youth unemployment, with emphasis on disadvantaged youth. The CETA youth programs were established to combat the high rate of unemployment among disadvantaged youth, (Bruno, 1978).

Youth Employment Studies

Several studies addressed the problems of youth unemployment and related factors.

Gibson, 1981, studied the scores attained by Coordinated Vocational Academic Education (CVAE) completers on the six subtests of the Program for Assessing Youth Employment Skills and compared these scores with those attained by newly enrolled CVAE students. Gibson found that participation in the CVAE program for one year enhanced the attitudes of disadvantaged CVAE students. Gibson also found that there was an increase in these students' cognitive knowledge of basic employment skills. It was recommended by the researcher that appropriate activities be implemented to improve job-seeking and job-holding skills and that the work experience component of the CVAE programs be broadened.

Butler, 1980, reviewed the problems, programs and policies of youth employment in the United States and found that the problem was not simply an unemployment

problem, but rather a youth problem. Butler, 1980, further examined the implementation of the Youth Employment and Demonstration Projects Act (YEDPA) in Boston and found that it was difficult to develop a coordinated local strategy in Boston. Boston was able to make progress in reforming the delivery system for youth employment; in developing new institutional relationships among CETA programs; and in quadrupling the number of young people receiving employment services.

Yarusso, 1979, studied the assumptions on which Youth Employment and Demonstration Projects Act (YEDPA) and Youth Employment and Training Programs (YETP) were based. Yarusso also examined the goals of the two programs. He found that there were serious flaws in the assumptions on which the YETP was based. He also found that all goals of the YEDPA were impossible to achieve since some goals were in total conflict with others. To ascertain these conclusions, Yarusso conducted the study in four separate but inter-related stages. In the first stage, historical methodology was applied to determine the assumptions that led to YEDPA and to establish the legislative and administrative requirements of YETP. The second stage sought to determine the content of typical YETP submissions from prime sponsors. The third stage identified potential outcomes. The fourth stage applied conceptual

analysis to five assumptions that were specific to YEDPA. This conceptual analysis permitted the researcher to identify assumptions that were inconsistent with other assumptions. The integration of the four stages allowed the researcher to show the complete effect the YETP would have on the schools.

Lapinski, 1976, studied thirty-one Cooperative-Work Experience students, thirty-one employers and thirty-one parents through the responses on an instrument "Transition from school to work." The researcher found that the major problem had to do with the youth's perception of job satisfaction. This perception of youth was often the determinant in whether a student was successful on a job and ultimately retained the job on which he or she had been placed. It was also found that many students had unrealistic perceptions about the employer-employee relationship and ultimately the performance and attitude of the student toward work in general and the actual job on which he or she worked specifically.

Summary

Review of the previously cited literature revealed that youth employment problems have been prevalent enough for Congress to address these concerns since 1916. These first congressional laws were designed to regulate.

and limit the hiring of youth. However, since the post World War II years, the labor market in the United States has been characterized by high rates of joblessness among youth. As a result of the high rates of joblessness, congressional action since the post World War II years has focused on the problems of unemployment among youth. Most of the congressional action since 1962 and the enactment of the Manpower Development and Training Act has been enacted to administer employment programs designed to assist low income youth in finding jobs. The literature located by the researcher emphasized the historical, administrative or attitudinal aspect of the youth employment problem.

CHAPTER III

DESIGN AND METHODOLOGY

Introduction

It should be recalled that the researcher's major purpose of this study was to analyze the two federally-funded youth employment programs implemented in Detroit, Michigan and compare the effectiveness of the programs in management, recruitment and job assignment. To compare the effectiveness of the two programs in management, a detailed description of the operations of both the Youth Incentive Entitlement Pilot Project and Summer Youth Employment Program is presented.

Program Management - YIEPP

The Youth Incentive Entitlement Pilot Project (YIEPP) was implemented in Detroit, Michigan in 1979 - 1980 to guarantee quality work experiences to all youth who "met the eligibility criteria and who also agreed to remain in or return to school." (McKinney, 1979). Youth between the ages of fourteen and twenty-one from homes whose family income was at or below the poverty level were eligible to participate. The City of Detroit Manpower Department was given full operational control of the project.

To ensure effective operation of the project,

the Manpower Department sub-contracted with the Chrysler Learning, Inc. to assume responsibility for the recruitment, job assignment and job retention of "out-of-school" youth. The Manpower Department also sub-contracted with Chrysler Learning, Inc. to provide all non-educational services for the "out-of-school" youth. The contract with Chrysler Learning, Inc. was a performance-based contract. Additionally, YIEPP maintained a non-financial agreement with Michigan Employment Security Commission (MESC) to provide job matching services and to maintain the job bank for the program. Under this agreement, six MESC Placement Specialists were stationed at six YIEPP Intake Centers.

The Manpower Department sub-contracted with the Detroit Public School (DPS) to provide the outreach and recruitment services for all "in-school" youth.

The major functions of the Manpower Department for YIEPP were those of worksite operations, work coordination, intake and contract services (worksite development) and monitoring and analysis. The Manpower Department was responsible for receiving all participant performance data from the Detroit Public Schools and Chrysler Learning, Inc. The Department also negotiated all contracts. A second contract was negotiated with Chrysler Learning, Inc. to provide all non-educational

services for the "out-of-school" population. This contract also authorized Chrysler Learning to develop a detailed work plan. YIEPP management expected Chrysler to mirror the intake, job development, placement, and worksite coordination functions as YIEPP staff. The Chrysler contract was a performance-based contract, and YIEPP assigned monitors from the Monitoring and Analysis Unit to assure quality performance for both this contract and the one with the Detroit Public Schools. The Project Manager met with Chrysler representatives on a monthly basis to review progress and devise solutions to problems which arose.

Under re-organization YIEPP maintained its non-financial agreement with the Michigan Employment Security Commission (MESC) to provide job matching services and to maintain the job bank for the program. Under this agreement, six (6) MESC Placement Specialist were stationed at the YIEPP Intake Centers. Their performance was monitored by the six (6) supervisors at the Intake Center.

Worksite Operations

Worksite Operations was the largest functional division within YIEPP. This staff assumed responsibility for participants after they received their work assignment. The Division was composed of three (3) units:

Work Coordination, Work Supervision, and Participants' Services.

The Work Coordination unit had the responsibility for maintaining regularly scheduled meetings with participants and employers at the more than six-hundred (600) worksites. The staff of participant coordinators addressed problems as they arose, reported all enrollee status changes, assured that standards were met for evaluation of participant work performance and submitted regularly scheduled weekly performance reports to the management unit. Participant Coordinators were expected to spend at least one-half hour per month with each of the participants for whom they were responsible. At full staff, there were six (6) supervisors and forty-three (43) participant coordinators. The supervisors were responsible for supervision at large not-for-profit and public worksites where they were responsible for general supervision, worker support and picking up time sheets. Each sub-unit had one Coordinator, five Supervisors and forty-four Worksite Supervisors. Worksite Supervisors maintained the weekly pick-up routes and accounted for each enrollee.

"Worksite Operations" also contained a "Participant Services." The payroll portion of this unit de-

veloped time sheets routine, assigned worksite supervisors to them, logged in time sheets when they were delivered from the field, verified time sheets for correct information and answered participants' questions about payroll. Participant Services prepared information for the Manpower Department's Payroll Unit. The Work Confirmation and Participant Information Office of this unit recorded the sites and the participants as they became active, maintained records on temporarily inactive participants and handled questions for youth whose Participant Coordinators were not present. The "Participant Services" Unit had nine employees. "Worksite Operations" were under the directions of the Assistant Manager for operations. The assistant manager was responsible for the day-to-day performance of his staff. He held weekly staff meetings and met more frequently with unit coordinators to exchange information, review progress and discuss problems.

Intake and Contract Services (Worksite Development)

An Assistant Manager for Intake and Contract Services was responsible for operating two intake units to bring in new participants and to develop and maintain all job related information. An intake Coordinator supervised the operation of six Intake Center, although each center had a Supervisor of its own to monitor day-to-day

tasks. There were fourteen Intake Workers located throughout the Centers.

The Contract Services Division (Worksite Development) identified potential worksites, developed and clarified all job descriptions, reviewed facilities and confirmed worksites. There were eight Central Service Representatives responsible for worksite development.

The Supervisor of the Intake Center was responsible for assuring that sufficient quality worksites existed to accommodate all participants, maintaining accurate sponsor description cards and worksite master lists, and negotiating shared-cost agreements with private employers to reduce subsidies.

Monitoring and Analysis

There was an Assistant Manager for Monitoring and Analysis who managed a unit which systematically examined project performance in meeting programmatic and fiscal objectives, established monitoring standards, supervised the use of Management Information System, supervised special analytical studies, and served as a liaison with educational agencies.

Two monitoring units reported to the Assistant Manager. Each unit had a Supervisor and nine monitors.

The first sub-unit assessed the performance of sub-contractors such as Chrysler Learning, Inc., MESCO, Payroll Group, Inc. The second sub-unit monitored all worksites, with more attention given to the sites where there was a high risk of employee substitution. The monitoring units also focused on internal program operations, such as contract services, intake, job placement and payroll to ensure quality operation. Criteria was developed for internal operations based on planned goals generated by the staff. The Monitoring sub-units monitored deviations from plans and reported problems to the top management of YIEPP.

The Planning and Educational Liaison Sub-unit included a Program Specialist who identified and resolved deficiencies within the Management Information System, provided technical monitoring assistance, designed data collection instruments and developed procedures.

The Sub-unit also included an Educational Liaison Specialist who was the liaison with public, private and non-profit educational contractors. The Specialists' responsibilities included assuring the maintenance of educational standards and achieving the enrollment targets, negotiating and evaluating performance of alternative education programs and enrichment projects, monitoring performance against educational standards, and resolving

problems involving the Prime Sponsor and education institutions.

The outreach and recruitment of the "out-of-school" youth conducted by Chrysler Learning, Inc., and other contractual obligations of the company were monitored on a weekly basis by the YIEPP monitoring unit.

The procedures used for outreach and recruitment by Chrysler Learning, Inc., were:

- advertising in local and community papers,
- contacting possible employers,
- reviewing student records
- contacting churches and other organizations and
- placing flyers in public places.

The "out-of-school youth" had to be more accurately defined since there were youth who had completed high school who were eligible based on the criteria. As a result "out-of-school youth" was defined to mean any student who was not in high school who was between the ages of fourteen and twenty-one and who also met the eligibility criteria.

Program Management - SYEP

The Summer Youth Employment Program (SYEP) was implemented in Detroit, Michigan during the Summer of 1980 to provide eligible youth with "useful work" and sufficient basic education and institutional or vocational training to assist the youth to develop their maximum occupational potential and to obtain employment under CETA (McKinney, Hall, 1981). The Employment and Training Department, planning division of the city of Detroit, Michigan was authorized to plan and administer the Summer Youth Employment Program. As a part of its responsibility, the Employment and Training Department assigned the participants to subgrantees and subcontractors for employment and training activities and supportive services. These subgrantees and subcontractors were acquired through the request for proposal (RFP) process. RFP's were solicited for the following activities:

- classroom training
- work experiences
- vocational exploration
- labor market exploration

RFP's for supportive services were solicited in the following areas:

- outreach

counseling

orientation to the world
of work job search tech-
niques training

job development and place-
ment

In the request for proposals (RFP), the eligibility for youth was established. The eligibility criteria for participation were evident that each person, at the time of enrollment, would be fourteen through twenty-one years of age inclusive and a resident of the City of Detroit. The final eligibility for participation was determined by the Employment and Training Department's staff. The services to be sub-contracted were defined in the RFP as follows:

1. Classroom Training

This program activity included any training conducted in an institutional setting designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. It also included training designed to enhance the employability of individuals by upgrading basic skills, through the provision of courses in, for example, remedial education training in the primary language of persons of limited English-speaking ability, or English-As-A-Second-Language training. For

qualified applicants, it also included pre-college classroom preparation (reading comprehension, improvement of study habits, use of library facilities, orientation to college life, test-taking skills, etc.) to eligible high school graduates who intended to continue on to college.

2. Work Experience (In School)

This activity was only subcontracted to a major institution with a demonstrated capacity to manage the payment of participant wages.

Work experience participants were placed at worksites sponsored by public and private non-profit agencies or community based organizations. This activity was designed to enhance opportunities for developing occupational skills, desirable work habits, and exposure to the general world of work.

Agreements were made with worksites specifying the work activities and worksite arrangements. Where applicable, concurrence was obtained from collective bargaining agents.

3. Vocational Exploration

This program activity was designed to help participants choose careers by classroom instruction, use of microfiche information systems or other aids, and exposure to a variety of occupations. Activities included spending time at work-places and participating in work activities with the provision that no more than 49% of the participant's time was spent outside the classroom.

4. Labor Market Orientation

This activity referred to training activities designed to prepare youth for successful entry into the "unsubsidized labor market" and included such training areas as career exploration and decision making, job seeking skills, grooming and personal appearances, what jobs were available to youth in the area, and exposure to their community resources.

5. Supportive Services

Supportive services were not defined in the RFP.

Program Recruitment - YIEPP and SYEP

Both the YIEPP and SYEP used the Detroit Public School to recruit in-school youth. The methods used for recruitment and enrollment of out-of-school youth for the two programs were city-wide advertisement through the media. Handbills and posters were placed in areas where out-of-school youth were thought to congregate. Announcements were sent to local churches, community centers, recreational places and local civic organizations.

The Population and Program Data

Summary data were available for the number of in-school and out-of-school youth in both the YIEPP and SYEP. The number of in-school youth contacted for the YIEPP was 7,241 while the total number of in-school youth contacted for the SYEP was 20,351. Out-of-school youth contacted for participation in the YIEPP and SYEP were 567 and 672 respectively. Nominal data presented were only available in summary form for each of the federally-funded program. Consequently all available summary data for 1980 were used for this investigation.

The data for the YIEPP prior to the September 1, 1979 - August 31, 1980 period were not available. Summary data for the SYEP were available for the summers of

1979, 1980 and 1981. Because of the disparity in the data available during specific years, the analysis of data in this study involved participant information in the YIEPP for the 1979-1980 year of operation and participant information in the SYEP for the 1980 year of operation.

Table 1. Total number of In-School Youth Recruited for Participation in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980

Male	Female	TOTAL
2,023	1,979	4,002

Table 1 gives the total number of in-school youth recruited for participation in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan during 1980. Table 1 shows that there were 2,023 in-school males recruited for participation in the YIEPP while there were a total of 1,979 in-school females recruited for participation in YIEPP. There were a total of 4,002 in-school youth recruited for participation in YIEPP.

Table 2 shows the number of in-school youth, by ethnicity, recruited for participation in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980. Table 2

shows that there was a total number of ninety-eight (98) white in-school youth recruited for participation in the Youth Incentive Entitlement Pilot Project, while the total number of Black in-school youth recruited for participation in YIEPP was 3,768. Additionally, American Indians, Asians

Table 2. Total number of In-School Youth, by Ethnicity Recruited for participation in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980.

Ethnicity	Total
White	98
Black	3,768
American Indian	5
Asian	11
Hispanic	120
Total	4,002

and Hispanics in-school youth recruited for participation in the YIEPP were 5, 11, and 120 respectively.

Table 3 shows that there were a total of 567 youth contacted for enrollment in the YIEPP in Detroit, Michigan during 1980. Of the 567 out-of-school youth, 169 were males and 398 were females.

Table 3. Total number of Out-of School Youth contacted for enrollment in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980.

Male	Female	Total
169	398	567

Table 4 gives the number of Out-of-School youth, by ethnicity, contacted for enrollment in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980. Data presented in Table 4 also show that there was a total of 18 white Out-of-School youth contacted for enrollment in the Youth Incentive Entitlement Pilot Project, while the total number of Black Out-of-School youth contacted for enrollment in YIEPP was five-hundred and six (506). Additionally, Asians and Hispanics Out-of-School youth contacted for enrollment in YIEPP were nine (9) and thirty-four (34) respectively.

Table 4. Total number of Out-of-School Youth, by Ethnicity, contacted for enrollment in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980.

Ethnicity	Total
Anglo	18
Black	506
Asian	9
Hispanic	34
Total	567

The Youth Incentive Entitlement Pilot Project identified worksites and the work activities of the participants prior to their being placed on the jobs. Table 5 shows that the total number of YIEPP in-school youth actually placed on jobs was 3,740. Of that number, 1,871 were males and 1,869 were females. Table 5 also gives the percentage of the total placement that was male and female. The percentage of male in-school youth placed on jobs was 50.02, while 49.98 percent of the total in-school youth placed on jobs were female.

Table 5. Total number and percentage of In-School Youth placed on jobs in Detroit, Michigan in 1980 through the Youth Incentive Entitlement Pilot Project.

	Number Placed	Percentage Placed
Male	1,871	50.02
Female	1,869	49.98
Total	3,740	

Table 6 shows the number of out-of-school youth placed on jobs through the SYEP. The number placed was 57; of the 57, 31 were males and 26 were females. The percentages of the total number placed were 54.39 and 45.61 for males and females respectively.

Table 6. Total number and percentage of Out-of-School Youth placed on jobs in Detroit, Michigan in 1980 through the Youth Incentive Entitlement Pilot Project.

	Number Placed	Percentage Placed
Male	31	54.39
Female	26	45.61
Total	57	

Table 7. Total Number of In-School Youth Contacted for Enrollment in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan in 1980.

Male	Female	Total
4,061	3,180	7,241

Table 7 shows the total number of in-school youth contacted for enrollment in the YIEPP in Detroit, Michigan during 1980. Of the 7,241 youth contacted, 4,016 were male and 3,180 were female.

Table 8. Total Number of In-School Youth Recruited for Participation in the Summer Youth Employment Program in Detroit, Michigan in 1980.

Male	Female	Total
6,623	7,672	14,295

Table 8 shows that the number of in-school youth recruited for participation by the Summer Youth Employment Program was 14,295. Of that number, 6,623 were males and 7,672 were females.

Table 9. Total Number of In-School Youth, by Ethnicity, Recruited for Participation in the Summer Youth Employment Program in Detroit, Michigan in 1980.

Ethnicity	Total
Anglo	258
Black	13,561
American Indian	5
Asian	27
Hispanic	426
Total	14,295

Table 9 shows that the total number of youth recruited for participation in the Summer Youth Employment Program was 14,295. Of this number, 258 were Anglo, 13,561 were Black, 5 were American Indian, 27 were Asian and 426 were Hispanic youth.

Table 10. Total Number of Out-of-School Youth Contacted for Enrollment in the Summer Youth Employment Program in Detroit, Michigan in 1980.

Male	Female	Total
334	338	672

In Table 10, the data show there were a total of 672 out-of-school youth contacted for enrollment in the SYEP. Of the 672 youth, 334 were males and 338 were females.

Table 11. Total Number of Out-of-School Youth by Ethnicity, Contacted for Participation in the Summer Youth Employment Program in Detroit, Michigan in 1980.

Ethnicity	Total
Anglo	156
Black	435
American Indian	20
Asian	12
Hispanic	49
Total	672

Table 11 shows that 672 out-of-school youth were contacted for participation in the SYEP. Of this number, 156 were Anglo, 435 were Black, 20 were American Indians, 12 were Asian and 49 were Hispanic.

Table 12. Total Number and Percentage of In-School Youth Placed on Jobs in Detroit, Michigan in 1980 Through the Summer Youth Employment Program.

	Number Placed	Percentage Placed
Male	5,291	41.68
Female	7,403	58.32
Total	12,694	

Table 12 shows that there were 12,694 in-school youth placed on jobs by the SYEP. Of this number, 5,291 were males and 7,403 were females. The percentage of males and females placed on jobs were 41.68 and 58.32 of the total number placed, respectively.

Table 13. Total Number and Percentage of Out-of-School Youth Placed on Jobs in Detroit, Michigan in 1980 Through the Summer Youth Employment Program.

	Number Placed	Percentage Placed
Male	86	41.75
Female	120	58.25
Total	206	

In Table 13, the data show that there were 206 out-of-school youth placed on jobs by the SYEP. Of these youth, 86 were males and 120 were females. The percentages of males and females were 41.75 and 58.25 respectively, of the total number placed.

Table 14. Total Number of In-School Youth Contacted for Enrollment in the Summer Youth Employment Program in Detroit, Michigan in 1980.

Male	Female	Total
9,732	10,619	20,351

Table 14 shows that 20,351 in-school youth were contacted for enrollment in the SYEP. Of these 20,351 youth, 9,732 were males and 10,619 were females.

Statistical Procedure

Initially, the investigator projected to use Analysis of Variance (ANOV); however, only nominal data were available and the statistical analysis of chi-square (X^2) had to be used. The .05 level of confidence was utilized in retaining or not retaining the null-hypotheses. The critical values of chi-square were used to examine the null-hypothesis based on the degrees of freedom and the specified level of significance.

Summary

The implementation of the YIEPP program in Detroit, Michigan during 1980 involved extensive planning, contract negotiations and worksites location, prior to its implementation. The YIEPP program utilized the Detroit Public Schools to identify, recruit and enroll in-school youth. YIEPP planned and implemented training programs designed to give youth enrolled specific skills to make their placement on jobs easier.

The Youth Incentive Entitlement Pilot Project utilized city wide advertisement as outreach techniques to which these methods for outreach, recruitment, and enrollment and placement are revealed through the number of out-of-school youth who participated in the Youth Incentive Entitlement Pilot Project in Detroit, Michigan during 1980.

CHAPTER IV

ANALYSIS OF DATA

Introduction

This chapter contains the results of the statistical analysis of data. Each research question is restated as a null hypothesis and is accompanied by the results of the Chi-Square (X^2) analysis. The .05 level was set for statistical tests used in this study. This is the typical level of significance for alpha error used in most social science studies. (Springthall, 1982)

It should be recalled that the major purpose of this study was to analyze the two federally-funded youth employment programs implemented in Detroit, Michigan, and compare the effectiveness of the programs in management, recruitment and job assignment. The determination of the effectiveness of management strategies of both programs is based on the quantitative analysis of data and is found in the summary of this chapter, Results of the Analysis of YIEPP and SYEP Data.

Testing of Hypotheses

The hypothesis which tested the difference between the recruitment and placement of in-school youth on jobs by both the YIEPP and SYEP programs was:

Hypothesis One

There is no significant difference between the YIEPP

program's recruitment and placement of in-school youth on jobs and the SYEP program's recruitment and placement of in-school youth on jobs.

Table 15. Comparison Between the Number of In-School Youth Recruited and Placed on Jobs in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

Frequency	Recruited	Placed on Jobs
YIEPP's Actual Number of Youth	4,002	3,740
Expected Number of Youth	4,078.64	3,663.36
SYEP's Actual Number of Youth	14,295	12,694
Expected Number of Youth	14,218.36	12,770.64
$df = 1$ Critical $\chi^2 = 3.84$ $\chi^2 = 3.87$		

Table 15 gives the actual number of in-school youth recruited in the YIEPP and SYEP programs. These numbers were 4,002 and 14,295 respectively. It also gives the expected numbers of in-school youth recruited by the YIEPP and SYEP programs. These numbers were 4,078.64 and 14,218.36 respectively. The actual placement of in-school youth on jobs by the YIEPP and SYEP were 3,740.00 and 12,694.00 respectively. The null

hypothesis was not retained because the 3.87 value of chi-square (X^2) test statistic exceeds the 3.84 critical value of X^2 . Therefore, at the five percent level of significance, the null hypothesis is not retained. It can then be concluded that the recruitment and placement of in-school youth of the YIEPP program and the SYEP program are not equal or uniform. Table 16. Data Calculations for Null Hypothesis One.

Observed Value	Expected Value	Chi-Square (X^2)
4,002	4078.64369	1.42151705
3,740	3663.35631	1.58266383
14,295	14218.3563	.407772961
12,694	12770.6437	.45399914
	$X^2 = 3.86595299$	
	$df = 1$	

The hypothesis which tested the difference between the recruitment and placement of out-of-school youth on jobs by both the YIEPP and SYEP programs was:

Hypothesis Two

There is no significant difference between the YIEPP program's recruitment and placement of out-of-school youth on jobs and the SYEP program's recruitment and placement of out-of-school youth on jobs.

Table 17. Comparison Between the Number of Out-of-School Youth Recruited and Placed on Jobs in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

Frequency	Recruited	Placed on Jobs
YIEPP's Actual Number of Youth	108	57
Expected Number of Youth	97.20	67.80
SYEP's Actual Number of Youth	269	206
Expected Number of Youth	279.80	195.20
$df = 1$ Critical $\chi^2 = 3.84$ $\chi^2 = 3.58$		

Table 17 shows that the null hypothesis was accepted because the 3.58 value of the χ^2 test statistic is less than the 3.84 critical value of χ^2 . Therefore, at the five percent level of significance, the null hypothesis is accepted, and it can be concluded that the recruitment and placement of out-of-school youth of the YIEPP program and the SYEP program are equal or uniform. Table 17 also shows that the actual numbers of out-of-school youth recruited by the YIEPP and the SYEP programs were 108 and 269 respectively, while the expected numbers of out-of-school youth for recruitment by the YIEPP and SYEP were 97.20 and 279.80 respectively. The numbers of actual out-of-school youth

placed on the jobs by the YIEPP and SYEP were 57 and 206 respectively, while the expected numbers were 67.80 and 195.20 respectively.

Table 18. Data Calculations for Hypothesis Two

Observed Value	Expected Value	Chi-Square (χ^2)
.108	97.1953125	1.09250726
57	67.8046875	1.56606554
269	279.804688	.379502522
206	195.195313	.54400171
$\chi^2 = 3.58207704$.
df = 1		

The hypothesis which tested the difference between the number of contacts made by the YIEPP and SYEP to in-school and out-of-school youth was:

Hypothesis Three

There is no significant difference between the YIEPP program's number of contacts made with in-school and out-of-school youth and the SYEP program's number of contacts made with in-school and out-of-school youth.

Table 19 shows that the null hypothesis was not retained because the 227.79 value of the χ^2 test statistic exceeds the 3.84 critical value of χ^2 . Therefore, at the

five percent level of significance, the null hypothesis is not retained, and it can be concluded that the number of contacts with in-school and out-of-school youth of the YIEPP program and that of the SYEP program are not equal or uniform.

Table 19. Comparison Between the Number of Contacts Made With In-School and Out-of-School Youth for Enrollment in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

Frequency	In-School Youth	Out-of-School Youth
YIEPP's Actual Number of Contacts	7,241	567
Expected Number of Contacts	7,472.45	335.55
SYEP's Actual Number of Contacts	20,351	672
Expected Number of Contacts	20,119.55	907.45
	df = 1	
Critical	$\chi^2 = 3.84$	
	$\chi^2 = 227.79$	

Table 19 also shows that the actual numbers of contacts of in-school and out-of-school youth made by the YIEPP program were 7,241 and 567 respectively, while the expected numbers of contacts were 7,472.45 and 335.55 respectively. The actual numbers of contacts of in-school and out-of-

school youth made by the SYEP were 20,351 and 672 respectively, while the expected numbers were 20,119.55 and 907.45 respectively.

Table 20. Data Calculations for Hypothesis Three

Observed Value	Expected Value	Chi-Square (χ^2)
7,241	7472.45451	7.13821495
567	335.54589	158.964992
20,351	20119.5455	2.6511527
672	903.454511	59.0400351
	$\chi^2 = 227.794395$	
	df = 1	

The hypothesis which tested the difference between the recruitment of in-school and out-of-school youth by the YIEPP and SYEP was:

Hypothesis Four

There is no significant difference between the YIEPP program's recruitment of in-school and out-of-school youth for program participation and the SYEP's program's recruitment of in-school and out-of-school youth for program participation.

Table 21 shows that null hypothesis four was not retained because the 9.49 value of the χ^2 test statistic ex-

ceeds the 3.84 critical value of χ^2 . Therefore, at the five percent level of significance, the null hypothesis is not retained. It can, therefore, be concluded that the recruitment of in-school and out-of-school youth for participation in the YIEPP program and in the SYEP program are not equal.

Table 21. Comparison Between the Number of In-School and Out-of-School Youth Recruited for Participation in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

Frequency	In-School Youth	Out-of-School Youth
YIEPP's Actual Number of Recruits	4,002	108
Expected Number of Recruits	4,027.03	82.97
SYEP's Actual Number of Recruits	14,295	269
Expected Number of Recruits	14,269.97	294.03
df = 1		
Critical $\chi^2 = 3.84$		
$\chi^2 = 9.49$		

Table 21 also shows that YIEPP's actual numbers of recruits of in-school and out-of-school youth were 4,002 and 108 respectively, while the expected numbers of youth were 4,027.03 and 82.97 respectively. The SYEP's actual number of recruits

of in-school and out-of-school youths were 14,295 and 269 respectively, while the expected number were 14,269.97 and 294.03 respectively.

Table 22. Data Calculations for Hypothesis Four

Observed Value	Expected Value	Chi-Square (X^2)
4,002	4027.02528	.14936148
108	82.9747242	7.24906482
14,295	14269.9747	.0421506824
269	294.025276	2.04570561
	$X^2 = 9.48628425$	
	$df = 1$	

The hypothesis which tested the difference between the placement of in-school and out-of-school youth by the YIEPP and SYEP was:

Hypothesis Five

There is no significant difference between the YIEPP program's placement of in-school youth and out-of-school youth on jobs and the SYEP program's placement of in-school youth and out-of-school youth on jobs.

Table 23 shows that null hypothesis five was retained because the .117 value of the X^2 test statistic is less than the 3.84 critical value of X^2 . Therefore, at

the five percent level of significance, the null hypothesis is retained. It can then be concluded that the placement of in-school and out-of-school youth on jobs from the YIEPP and the SYEP programs is equal.

Table 23. Comparison Between the Number of In-School and Out-of-School Youth Placed on Jobs From the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

Frequency	In-School Youth	Out-Of-School Youth
YIEPP's Actual Number of Placements	3,740	57
Expected Number of Placements	3,737.19	59.81
SYEP's Actual Number of Placements	12,694	206
Expected Number of Placements	12,696.81	203.19
$df = 1$ $\chi^2 = 3.84$ $\chi^2 = .117$		

Table 23 also shows that YIEPP's actual numbers of placements for in-school and out-of-school youths were 3,740 and 57 respectively, while the expected numbers were 3737.19 and 59.81 respectively. The SYEP's actual numbers of placements of in-school and out-of-school youths were 12,694 and 206 respectively, while the expected numbers

were 12,696.8 and 203.19 respectively.

Table 24. Data Calculations for Hypothesis Five:

Observed Value	Expected Value	Chi-Square (X^2)
3,740	3737.19219	.0014251304
57	59.8078098	.0890316811
12,694	12696.8078	.000419473736
206	203.19219	10262115681.
$X^2 = .1171078553$		
df = 1		

The hypotheses which tested the difference between the number of male and female youth recruited for participation by the YIEPP and SYEP was :

Hypothesis Six

There is no significant difference between the YIEPP program's number of male and female youth recruited for participation and the SYEP program's number of male and female youth recruited for participation.

Table 25 shows that null hypothesis six was not retained because the 22.16 value of the X^2 test statistic exceeds the 3.84 critical value of X^2 . Therefore, at the five percent level of significance, the null hypothesis was not retained. It can then be concluded that the recruitment

of male and female youth for participation in the YIEPP and SYEP programs is not uniform.

Table 25. Comparison Between the Number of Male and Female Youth Recruited for Participation in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

	YIEPP	SYEP
Actual Number of Males	2,023	6,623
Expected Number of Males	1,891.09	6,754.91
Actual Number of Females	1,979	7,672
Expected Number of Females	2,110.91	7,540.09
Critical $\chi^2 = 3.84$ $df = 1$ $\chi^2 = 22.16$		

Table 25 also shows that the actual numbers of males recruited for participation by the YIEPP and SYEP programs were 2,023 and 6,623 respectively, while the expected numbers were 1,891.09 and 6,754.91 respectively. The actual numbers of females recruited for participation by the YIEPP and SYEP programs were 1,979 and 7,672 respectively, while the expected numbers were 2,110.91 and 7,540.09 respectively.

Table 26 will show the data calculations for hypothesis six.

Table 26. Data Calculations for Hypothesis Six

Observed Value	Expected Value	Chi-Square (X ²)
2,023	1891.091	9.13140915
6,623	6754.909	2.55641133
1,979	2110.909	8.18051638
7,672	7540.091	2.29020126
$\chi^2 = 22.1585381$		
df = 1		

The hypothesis which tested the difference between the two programs' recruitment of in-school youth by ethnicity was:

Hypothesis Seven

There is no significant difference between the YIEPP program's enrollment of in-school youth by ethnicity and the SYEP program's enrollment of in-school youth by ethnicity.

Table 27 shows that null hypothesis seven was retained because the 7.05 value of the χ^2 test statistic is less than the 7.81 critical value of χ^2 . Therefore, at the five percent level of significance, the null hypothesis is retained. It can then be concluded that the recruitment of in-school youth by ethnicity in both the YIEPP and the SYEP programs is uniform.

Table 27. Comparison Between the Number of In-School Youth by Ethnicity, Enrolled for Participation in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

	YIEPP	SYEP
Actual recruitment of Anglo	98	258
Expected recruitment of Anglo	77.87	278.13
Actual recruitment of Black	3,768	13,561
Expected recruitment of Black	3,790.27	13,538.73
Actual recruitment of Hispanic	120	426
Expected recruitment of Hispanic	119.42	426.58
Actual recruitment of Other	16	50
Expected recruitment of Other	14.44	51.56

$df = 3$
 Critical $\chi^2 = 7.81$
 $\chi^2 = 7.05$

Table 27 also shows that the numbers of Anglo, Black, Hispanic and other youth recruited for participation in the YIEPP were 98, 3,768, 120 and 16 respectively, while the expected numbers were 77.87, 3,790.27, 119.42 and 14.44 respectively. The numbers recruited by SYEP of Anglo, Black, Hispanic and other youth for participation were 258, 13,561, 426 and 50 respectively, while the expected numbers were 278.13, 13,538.73, 426.58 and 51.56 respectively.

Table 28. Data Calculations for Hypothesis Seven

Observed Value	Expected Value	Chi-Square (X^2)
98	77.8658797	5.20616738
258	278.13412	1.45750835
3,768	3790.2748	.130905202
13,561	13538.7252	.036647962
120	119.423512	.00278285541
16	14.4358092	.169487764
50	51.5641908	.0474494601
426	426.576488	.000779082549
$X^2 = 7.05172805$		
df = 3		

The hypothesis which tested the difference between the two programs' recruitment of out-of-school youth by ethnicity was:

Hypothesis Eight

There is no significant difference between the YIEPP program's enrollment of out-of-school youth by ethnicity and the SYEP program's enrollment of out-of-school youth by ethnicity.

Table 29 shows that null hypothesis eight is retained because the 2.38 value of the X^2 test statistic is less than the 7.81 critical value of X^2 . Therefore,

at the five percent level of significance, the null hypothesis is retained. It can then be concluded that the recruitment of out-of-school youth by ethnicity in both the YIEPP and the SYEP programs is uniform or equal.

Table 29. Comparison Between the Number of Out-of-School Youth by Ethnicity, Enrolled for participation in the YIEPP and SYEP Programs in Detroit, Michigan in 1980.

Frequency	YIEPP	SYEP
Actual number of Anglo	18	31
Expected number of Anglo	14.85	14.15
Actual number of Black	67	151
Expected number of Black	66.08	151.92
Actual number of Hispanics	25	74
Expected number of Hispanics	30.01	68.99
Actual recruitment of Other	7	13
Expected recruitment of Other	6.06	13.94
Critical $df = 3$ $\chi^2 = 7.81$ $\chi^2 = 2.38$		

Table 29 also shows that the numbers recruited by YIEPP of Anglo, Black, Hispanic and other out-of-school youth for participation were 18, 67, 25 and 7 respectively, while the expected numbers were 14.85, 66.08, 30.01 and 6.06 respectively. For the SYEP these actual numbers were 31,

151, 74 and 13 respectively, while the expected numbers were 34.15, 151.92, 68.99 and 13.94 respectively.

Table 30. Data Calculations for Hypothesis Eight

Observed Value	Expected Value	Chi-Square (χ^2)
18	14.8523316	.667088279
25	30.007772	.835709516
67	66.0777202	.0128727207
7	6.06217617	.145082149
31	34.1476684	.290146202
151	151.92228	.00559891535
74	68.992228	.363487039
13	13.9378238	.0631026448
$\chi^2 = 2.38308747$		
df = 3		

Summary - Results of the Analysis
of YIEPP and SYEP Data

As indicated in the descriptive operational information, each program utilized different management strategies for the contacting, recruitment and placement of in-school and out-of-school youth. The determination of effectiveness is measured in the results of the strategies used and not in the strategies themselves. A comparison of the results shows that there were differences in

the results achieved by both programs in some areas.

In the recruitment and placement of in-school youth on jobs, the Summer Youth Employment Program proved to be more effective than the Youth Incentive Entitlement Pilot Project during 1980. This determination is based on the SYEP's recruitment and placement of 14,295 and 12,694 youth respectively compared to the YIEPP's recruitment and placement of 4,002 and 3,740 youth respectively.

In the recruitment and placement of out-of-school youth, both programs proved to be equally effective. This determination is based upon the fact that the YIEPP program recruited and placed 108 and 47 youth respectively, and the SYEP program recruited and placed 269 and 206 youth respectively.

In the area of contacts of in-school and out-of-school youth, the SYEP program was more effective than the YIEPP PROGRAM. This determination is based on the number of contacts of in-school and out-of-school youth of the SYEP in 1980 of 20,351 and 672 respectively. This is compared to the number of contacts of the YIEPP of in-school and out-of-school youth of 7,241 and 567 respectively.

The SYEP program proved to be more effective in the recruitment of in-school and out-of-school youth for

program participation. This determination is based upon the 14,295 and 269 in-school and out-of-school youth respectively recruited for participation. This is compared to the YIEPP's recruitment for participation of in-school and out-of-school youth of 4,002 and 108 respectively.

Both programs proved to be equally effective in the placement of in-school youth and out-of-school youth on jobs.

The SYEP program proved to be more effective in the recruitment of both male and female for participation. This determination is based upon the fact the SYEP's recruitment of 6,623 males and 7,672 females compared to YIEPP's recruitment of 2,023 males and 1,979 females for participation.

Both programs proved to be equally effective in the recruitment of in-school youth by ethnicity for program participation.

Both programs proved to be equally effective in the recruitment of out-of-school youth by ethnicity for program participation. Overall analysis of data revealed that the SYEP proved to be generally more effective than the YIEPP. This is based on the fact that in the testing of null hypotheses, the SYEP proved to be more effective than YIEPP in four areas. In the remaining four areas,

the programs proved to be equally effective. In no areas did YIEPP prove to be more effective than SYEP.

CHAPTER V
SUMMARY, DISCUSSION, IMPLICATIONS,
RECOMMENDATIONS AND CONCLUSIONS

Summary

The effective implementation of the Youth Incentive Entitlement Pilot Project and the Summer Youth Employment Program in 1980 in Detroit, Michigan necessitated that each program provide an extensive plan for management of the multi-functions of these programs.

To ensure effective operation, the Youth Incentive Entitlement Pilot Project utilized a sub-contract with the Chrysler Learning, Inc. to assume the direct responsibility of recruitment, placement and job retention of out-of-school youth. To accomplish this end the sub-contractors utilized city-wide advertisement through the media. Additionally handbills and posters were placed in areas where out-of-school youth were thought to congregate, and announcements, handbills and posters were also sent to local churches, community centers, recreational places and local civic organizations. These efforts resulted in 567 out-of-school youth being contacted, 117 out-of-school youth being enrolled for participation. Of this number, 108 were recruited for placement on jobs. Of the 108 youth recruited, 57 out-

of-school youth were actually placed on jobs.

The Youth Incentive Entitlement Pilot Project utilized the Detroit Public School as its source of contact for in-school youth. These efforts resulted in the 7,241 youth being contacted for enrollment and 4,002 youth actually were enrolled and recruited for job placement. There was a total of 3,740 in-school youth placed on jobs by the YIEPP.

The YIEPP not only sub-contracted with Chrysler and the Detroit Public Schools to advertise, contact, enroll, recruit and place youth on jobs, but it also sub-contracted with these sub-contractors to provide basic skills and technical skills instruction for participants. Participants also received training in applying for and keeping a job. This phase of training also included personal grooming and personal hygiene assistance.

The Summer Youth Employment Program was similar to the Youth Incentive Entitlement Pilot Project in that it also utilized subcontracting with other companies and the Detroit Public Schools to advertise for the contact, enrollment, recruitment and placement of in-school and out-of-school youth on jobs. As a result of these efforts, there were 672 out-of-school youth contacted, 269 youth enrolled and recruited and 206 out-of-school youth placed on jobs. As a result of the

efforts to contact, enroll, recruit and place in-school youth on jobs, there were 20,351 youth contacted. Of this number, 14,295 were enrolled and recruited for participation and 12,694 in-school youth were placed on jobs.

The Summer Youth Employment Program also utilized sub-contractors to provide technical and basic skills instruction for participants. Emphasis was also placed on assisting participants in their appearance for job interviews and on the job itself.

The investigation of the Youth Incentive Entitlement Pilot Program and the Summer Youth Employment Program implemented in Detroit, Michigan in 1980 indicated that the programs were alike in many ways.

The Youth Incentive Entitlement Pilot Program (YIEPP) and the Summer Youth Employment Program (SYEP) both targeted in-school youth for placement on jobs. Each program provided occupational training and were designed to place in-school youth on meaningful jobs. Each program provided basic skills training for participants and career or vocational exploration. Both programs utilized sub-contractors to provide some of the experiences for the in-school youth, and both programs utilized the Detroit Public Schools as their major source of contact for in-school youth.

Both the YIEPP and SYEP utilized monitoring sys-

tems to determine the extent to which the contracts were being carried out and to identify and correct any problems in implementation. Both programs were operated under the auspices of the City of Detroit, Michigan. The YIEPP program was operated under the Manpower Department of the City of Detroit. The Employment and Training Department of the City of Detroit operated the SYEP.

While the YIEPP and SYEP programs were similar in many ways, they were also dissimilar in other ways.

The intent of working with out-of-school youth was different. The YIEPP focused on out-of-school with the intent of getting them to return to school. In fact, out-of-school youth who were recruited and placed on jobs by the YIEPP agreed to return to school. The SYEP, on the other hand, simply focused on the contact, recruitment and job placement of out-of-school youth.

The YIEPP was a year-long program operated with the intent of longer placement of in-school and out-of-school youth. Consequently, the basic skills training of this program was designed for longer-lasting effect on the youth that were contacted, recruited and placed on jobs. The SYEP was operated with a "short-term" purpose. The emphasis was the three-month placement of both in-school and out-of-school youth. The basic skills and vocational training of this pro-

gram was designed for immediate and short-term placement of the youth contacted, recruited and placed on jobs. Because of the difference in "long-term" and "short-term" placement of the two programs, the companies and potential places of employment were different.

Population

The in-school youth contacted, enrolled, recruited and placed on jobs in both the Youth Incentive Entitlement Pilot Project and the Summer Youth Employment Program were between the ages of fourteen and twenty-one. These youth also had to be from homes whose family income was at or below the poverty level to be eligible for participation. Out-of-school youth were those students who were not in high school, including high school graduates, who were between the ages of fourteen and twenty-one and who also met the eligibility criteria.

In-school and out-of-school youth had to be placed in four different categories:

Contacted youth were those youth who either inquired about participation by returning an inquiry card or who talked to a recruiter about participation. These youth included those youth who did not meet the eligibility criteria.

Enrolled youth were those youth who qualified based on their age. These youth also completed an application for participation.

Recruited youth were those youth who applied and were eligible for participation in all categories. These youth also attended at least one session indicating they wanted to work.

Placed youth were those youth who were actually placed on jobs.

Data were not available on the length of time youth actually held the jobs on which they were placed.

Discussion of Findings

Based on the data analyzed, the YIEPP and SYEP were equally effective in enrolling, recruiting and placing out-of-school youth. There was no significant difference in the numbers of out-of-school youth enrolled, recruited and placed on jobs by both programs. The programs were also equally effective in the recruitment for participation of in-school youth by ethnic groups. There was no significant difference in the recruitment of in-school youth by ethnicity by both groups. The YIEPP and SYEP programs were also equally effective in the recruitment for partici-

pation of out-of-school youth by ethnicity. There was no significant difference in the number of out-of-school youth recruited by ethnicity in both programs.

It can then be concluded that despite the differences in management strategies and the number of months each program was in operation during the year of 1980, there was no significant difference in their enrollment, recruitment and placement outcomes of out-of-school youth.

There was a significant difference in the contacting of both out-of-school youth as well as in-school youth. Based on the data, the Summer Youth Employment Program was more effective in the area of contacting youth. The Summer Youth Employment Program also proved to be more effective in the contacting, enrollment, recruitment and placement of in-school youth on jobs. This is concluded because there was a significant difference in each of these areas tested.

It can be concluded that the Summer Youth Employment Program was more effective overall in 1980 in management outcomes than the Youth Incentive Entitlement Pilot Project. This is concluded because the SYEP showed a significant difference in four of the eight areas tested.

The findings of this study are such that there are implications for those who implement youth employment programs, for the youth who participate in employment programs and the schools from which these in-school or out-of-school youth come. There are also implications for the agencies who plan these programs and for the federal government which often funds these youth employment programs.

The recruitment and placement of in-school youth on jobs by the SYEP program proved to be more effective than the recruitment and placement of these youth by the YIEPP program. The extent to which the SYEP program was more successful in the recruitment and placement may be due, to a large extent, to the time of the year the programs were implemented. The YIEPP program was a year-long program and its recruitment and placement of youth could have been affected by the vocational programs in public schools which place youth on jobs during the school year. The YIEPP program's recruitment and placement also were possibly affected by the numbers of youth who are actually not available for work during the school year. During the school year, involvement in school activities and in studies often limit the number of youth who are available for work.

The SYEP and the YIEPP programs had limited success with the recruitment and placement of out-of-school youth on jobs. This limited success could have been partially affected by the number of out-of-school youth actually unemployed. The recruitment and placement could also have been affected by the methods used to notify out-of-school youth about the program and by the follow-up data available for the out-of-school youth at the local schools.

The SYEP program was more effective than the YIEPP program in contacting both in-school and out-of-school youth. This difference might again be attributed to the time of year of implementation, and the fact that more youth are available for employment during the summer months than during the months when school is in session. The time factor also could have influenced the discrepancy between the number of male and female youth recruited for participation in the SYEP as compared to the fewer numbers of male and female recruited by the YIEPP program.

Both the SYEP and YIEPP programs enrolled large numbers of Black youth for participation compared to the numbers of youth from other ethnic groups. These large numbers simply reflect greater portion of Black youth in Detroit, Michigan whose families are low income.

The larger number is also reflective of the student population within the public schools in Detroit, Michigan.

Recommendations

Based on the findings of this study, as well as the literature and research reviewed, the following recommendations are offered to the planners and those who implement youth employment programs:

1. Provide a broad-based planning committee for the initial planning of such programs. This committee should include persons from local schools, in-school and out-of-school youth as well as representatives from the corporate world. This broad-based committee should provide in-put on the methods to be used to contact and recruit in-school and out-of-school youth.

2. Interface with vocational personnel within local schools if youth employment programs are to be implemented during school months. This interfacing can eliminate duplication and can ensure that the most in-school youth can be reached.

3. Use high school records for follow-up data on out-of-school youth. These data, if current, can provide

a basis for personal contact with the out-of-school youth for program participation. This personal contact will possibly increase the number of out-of-school youth involved in employment programs.

The following recommendations are offered to public school personnel:

1. Maintain as much up-to-date information on out-of-school youth as possible. This information would allow out-of-school youth to be contacted for participation in programs that are designed to assist them in employment.

2. Utilize present in-school youth to assist in locating out-of-school youth who are not employed or underemployed. In-school youth can be given information for the out-of-school youth they might know. This could possibly increase the number of out-of-school as participants for the employment programs.

Finally, the recommendations to the federal government and other possible funding agencies are as follows:

1. Be sure the planning for youth employment include persons from every facet of life that will be involved in the implementation of the youth employment programs. This broad-based planning will not only improve program planning, but will also ensure "buy-in" for such programs.

2. Utilize the broad-based committee to assess program implementation. This assessment will allow programmatic adjustments based on the in-put. This utilization should increase the numbers of youth contacted, recruited and actually placed on jobs.

Recommendations for Further Study

The findings of this study indicate a need for further study of youth employment programs. This is especially true since this study only involved one year (1980) of the implementation of the two programs.

An interesting study would be a follow-up of the 1980 participants to determine their employment status five years later.

The extent to which employment as a youth affects employment as an adult would also provide information for planning future unemployment programs.

Another study recommended would be one that focused solely on the outreach methods for out-of-school youth. This study should be undertaken with the intent of providing program planners with specifically tested strategies for reaching this difficult-to-reach category

of youth.

One additional study recommended would identify the specific social, academic and technical areas needed by out-of-school youth that would make these youth competitive in today's job market

The investigator also recommends that more effort be made in compiling and maintaining individual participant data to allow adequate follow-up. Retention information will help to determine the extent to which participants are successful on the jobs on which they are initially placed.

Finally, this investigator recommends that individual assessments be made of participants to determine their social, academic and/or technical skills needs. This will allow participants to obtain the skills needed and prevent their having to go to classes designed to provide skills they already have.

Conclusions

The findings of this study itself have led this investigator to conclusions about the planning and operation of both the YIEPP and SYEP programs. Although these conclusions are subjective, the investigator believes these conclusions are, however, supported by the information presented in this study.

The methods planned to secure the participation of out-of-school youth in the programs were not effective. The ineffectiveness of the methods used and consequently the number of out-of-school youth who subsequently enrolled and were placed on jobs by the programs cause this investigator to question the feasibility of including out-of-school youth in programs of this type. At least, the investigator believes that much more study needs to be made to determine more effective ways of contacting, recruiting, enrolling and placing out-of-school youth on jobs. The actual number of out-of-school youth placed on jobs, as reported in this study, led this investigator to conclude that the basic skills training for out-of-school youth was not effective.

The recruitment of in-school youth was not as effective as it could have been. This conclusion, by the investigator, is based on the number of in-school youth en-

rolled and subsequently placed on jobs during the operation of the programs.

This investigator further concludes that the record-keeping procedures for the two programs on individual participants were inadequate. This conclusion is based upon the lack of follow-up information available on individual participants.

Finally, this investigator concludes that while the YIEPP and the SYEP programs were successful in some areas, there were many areas where effectiveness was not evident. As a result the placement of youth on jobs, both in-school and out-of-school, was not as effective as it could have been for both the YIEPP and the SYEP program.

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APPENDIX

INTAKE AND APPLICATION PROCESSING - WORK FLOW CHART
1980 SYEP

OUTREACH AND RECEIVE APPLICATIONS (MAIN OFFICE)*

1. Distribute 1980 SYEP Application to community outlets
2. Log in applications returned
3. Quick-screen applications for completeness
4. Group applications in batches and prepare Application Tracking Log

SCREEN FOR DISPOSITION

1. Screen applications for eligibility by checking for residency, age and income
2. If applicant not eligible for SYEP but eligible for some other CETA program, send out a CETA Intake Letter
3. If applicant not eligible for any CETA program send out ineligible CETA Letter

PREPARE FOLDER AND SCHEDULE
INTAKE INTERVIEW

1. Set up Area Applicant File
2. Schedule interview
3. Send out Interview Appointment Letter

PREPARE FOR INTERVIEW APPOINTMENT AT CENTER

1. Determine if special eligibility interview will be required
2. Prepare list of all appointments scheduled

* This activity carried out at the main office of the SYEP. All other activities presented in this chart are carried out at the area offices.

INTERVIEW APPOINTMENT AT CENTER--
FRONT DESK AND XEROX

1. Quick-screen applicant's documents
2. Xerox all documents
3. If documents are missing, send applicant home to get better documentation, and schedule a new appointment

INITIAL APPOINTMENT AT CENTER--
Station 1: Documents

1. Review the original documents and check to make sure everything has been copied clearly
2. Fill in the Document Screening record part of the Eligibility Summary

INITIAL APPOINTMENT AT CENTER--
Station 2: Eligibility Determination

1. Thoroughly review the application, the eligibility summary and the income worksheet
2. If applicant is determined not eligible for SYEP, but is eligible for another CETA program, refer him/her to CETA Intake
3. If applicant is not eligible for any CETA program follow procedure in "Screen for Disposition"
4. Send applicant to Station 3--Work Permit--if he/she is under 18. If over 18, send applicant to Station 4--Job Placement Interview.

INITIAL APPOINTMENT AT CENTER--
Station 3: Work Permit

1. If applicant is under 18 fill in following forms:
 - . Work Permit
 - . Offer of Employment & Request for work permit
 - . Transcript of Birth Record
2. Applicant signs work permit

INITIAL APPOINTMENT AT CENTER--
Station 4: Job Placement Interview

1. Discuss worksite preference with applicant
2. Fill in worksite placement Interview
3. Explain the Participant Agreement, Equal Opportunity form and CETA Complaint form to the applicant

INITIAL APPOINTMENT AT CENTER --
Station 5: Worksite Assignment

1. Match applicant to worksite openings
2. Complete Worksite Assignment Sheet
3. Assign pension number
4. Fill in payroll forms and payroll Certification Paper.

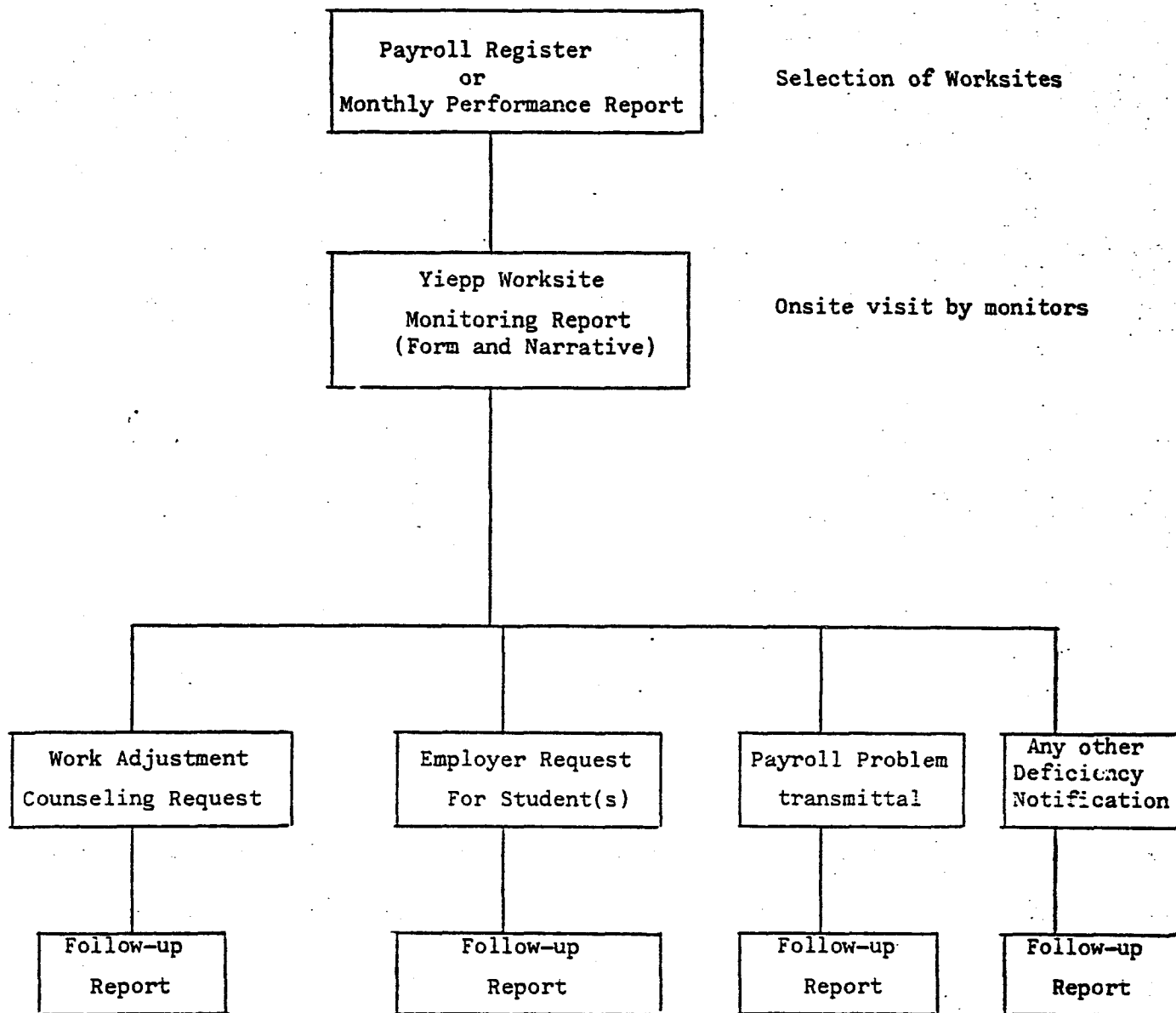
INITIAL APPOINTMENT AT CENTER--
Station 6: Photographer and Typist

1. Take applicant's picture
2. Give applicant I.D. card
3. Tell applicant he/she is finished for the day.

WRAP-UP INITIAL INTERVIEW AT CENTER--
Activities After Applicant Has Left Area Office

1. Clear up Incomplete Visit notations
2. Double-check changed or new appointments
3. Return all forms and documents to proper place
4. Contact Did Not Report List to make new appointments.

PAPER FLOW - WORKSITE MONITORING



PROJECT ACTIVITY SUMMARY

APPLICANT AGENCY _____

PROPOSAL NUMBER _____

	CLASSROOM TRAINING	WORK EXPERIENCE (IN SCHOOL)	VOCATIONAL EXPLORATION	LABOR MARKET ORIENTATION
	() Included () Not Included in This Proposal	() Included () Not Included in This Proposal	() Included () Not Included in This Proposal	() Included () Not Included in This Proposal
DURATION (Give start and end dates)	FROM _____ TO _____	FROM _____ TO _____	FROM _____ TO _____	FROM _____ TO _____
TOTAL NUMBER PARTICIPANTS	Age 14-17 _____ Age 18-21 _____	Age 14-17 _____ Age 18-21 _____	Age 14-17 _____ Age 18-21 _____	Age 14-17 _____ Age 18-21 _____
NUMBER OF GROUPS	# classes _____	# worksites _____	# groups _____	Maximum number of classes per day _____
TOTAL NUMBER OF HOURS OF WORK OR CLASS FOR EACH PARTICIPANT	Age 14-17 _____ Age 18-21 _____	Age 14-17 _____ Age 18-21 _____	Age 14-17 _____ Age 18-21 _____	Age 14-17 _____ Age 18-21 _____
TOTAL COST (not including allowances or wages)	\$ _____	\$ _____	\$ _____	\$ _____
COST PER PARTICIPANT	\$ _____	\$ _____	\$ _____	\$ _____
NUMBER TO BE PLACED IN UNSUBSIDIZED EMPLOYMENT	_____	Not Applicable	_____	Not Applicable

PARTICIPANT PERFORMANCE STANDARDS

Participant Category: Regular High School Student

Functional Areas: Academic Performance, Attendance, Conduct

STANDARD OR MEASURE OF PERFORMANCE	MONITORING TECHNIQUES
1. <u>Academic</u> . To maintain eligibility for participation in the Entitlement Program, each student-participant must maintain passing grades in at least three subjects.	Obtain and review regular monthly progress reports that will contain all grades and will be prepared for each student.
2. <u>Attendance</u> . To maintain continuing eligibility for participation in the Entitlement Program, unless excused, each student-participant must not be absent more than five days in a monthly period.	Obtain and review regular monthly progress reports. Interview officials responsible for granting excused absences; review records of reasons given for excused absences.
3. <u>Conduct</u> . To maintain eligibility, a student-participant, in the event of exclusions and/or suspensions due to violations of the Uniform Code of Student Conduct, must not accumulate more than ten days during any one semester.	Obtain and review monthly progress reports; review other regular and special reports on disciplinary actions taken by school officials; interview affected student-participants, instructors, and counselors.

PARTICIPANT PERFORMANCE STANDARDS

Participant Category: Other than Regular High School Student

Functional Areas: Academic Performance, Attendance

STANDARD OR MEASURE OF PERFORMANCE	MONITORING TECHNIQUES
1. <u>Academic.</u> To maintain eligibility for continued participation in the Entitlement Program, each student-participant must either, depending on the structure of the educational program, (a) not be failing more than one subject or class, or (b) be achieving at least a satisfactory level of progress as defined in Reporting Format "B" (Exhibit 2B).	Obtain and review regular monthly progress reports and other such reports providing achievement information.
2. <u>Attendance.</u> To maintain continuing eligibility for participation in Entitlement, unless excused, each participant must be in attendance at least <u>80%</u> of the total number of class days scheduled during monthly periods.	Obtain and review regular monthly progress reports. Interview officials responsible for granting excuses; review records of reasons given for excused absences.

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DATE: _____

COUNSELOR: _____

EXCUSED ABSENCES: Illness, death in family, bad weather conditions (causing schools to close)
religious holiday, note from parent/guardian indicating any other reason for absenteeism.