

Overview

YouthWorks 2007—Program Summary Statistics

- YouthWorks provided summer employment to 3,233 low-income youth across Massachusetts during the summer of 2007. This number of jobs amounted to 112% of our goal, and an increase of about 10% in the number of youth served compared to the program in the Summer of 2006 (note: the overall budget appropriation increased by 10 percent).
- Of all youth served, 88% were in-school, 5% had already graduated high school but were not enrolled in school, 1.5% were enrolled in a postsecondary program, and 4% were high school dropouts. This distribution has shifted in recent program years, with the program serving more dropouts and older youth—reflecting the state’s increased attention on disconnected youth.
- Of the 2,695 in-school youth, about 80% were either ninth, tenth, or eleventh graders. Ten percent (10%) were enrolled in middle school, and another 10% were seniors.
- Slightly more than half of all participants were female, and just under one-half were male.
- Forty-two percent (42%) of all summer job program participants were African-American, more than twice the share within the school-aged population.
- Eighty-three percent (83%) of all local funds were spent by grantees for student wages, stipends, and FICA; only 12% was used to support adults and supervisors who worked with the youth; five percent of the total was used for local administration and fiscal oversight of the program.
- The appropriation requires a minimum of 20% match from private sector sources (a goal of \$880,000). Overall, communities reported over \$3.3 million in local match—more than three times the minimum required.
- About three-fourths of all summer jobs fell into three categories of job types: 40% of all youth jobs involved direct child care or serving as a summer camp counselor or other youth leader; 15% of summer jobs were in office or administrative support, or in jobs involving customer service; 19% of jobs were involved in maintenance, janitorial, clean-up, lawn care or landscaping.
- For 2007, consistent with language contained within the appropriation, grantees were allowed to provide supported employment to youth in the months after summer. Six regions did not provide any supported employment during the fall of 2007. Seven regions provided youth jobs. There were 57 youth whose employment started in the summer and continued into the fall, and 109 placements that were new during the fall. Statewide, about 95% of all YouthWorks placements started and ended during the summer months.

Report on YouthWorks—State-funded Youth Jobs Program

Line Item No. 7002–0012 of the FY2007 budget for the Commonwealth of Massachusetts provides:

For a youth-at-risk program targeted at reducing juvenile delinquency in high risk areas of the commonwealth; provided, that \$500,000 of these funds shall be matched by private organizations; provided further that funds not expended by October 1, 2007 shall be re-allocated to existing year-round youth employment programs [. . .]
..... \$4,700,000

Background. The YouthWorks appropriation supported program activities taking place during the summer of 2007, with some continuation into the fall. YouthWorks provides funds that communities use to pay wages to low-income youth for summer jobs—usually in the public or non-profit sector. Commonwealth Corporation (CommCorp) administered the program on behalf of the Executive Office of Labor and Workforce Development (EOLWD).

Several cities within Massachusetts have a long history of operating a youth summer jobs program. Some, like the City of Boston, provide significant resources from their own local funds, including the municipal budget. Other summer job programs are funded using federal program resources—such as the Workforce Investment Act Title I Youth Program, managed by the local workforce investment areas. The General Court has appropriated state funds for a summer jobs program since 1995, although

some of these appropriations were vetoed or were subject to rescission (e.g., program rescissions took place in 2003, and appropriations were vetoed in 2004 and 2005).

Basic Features of YouthWorks

Eligibility to Apply for Funds. The YouthWorks Program was limited to the twenty-two cities in Massachusetts that exhibited the greatest incidence of juvenile detention and adjudication, cities where low-income youth are especially in need of access to summer job opportunities. These cities are all part of “workforce investment regions” represented by a local workforce investment board. Applications to design and manage local YouthWorks programs were submitted on a cooperative basis between the targeted city(ies) and the local workforce investment board where those cities are located. This partnership helped encourage local communities to coordinate the summer jobs resources with broader youth strategies. Table One lists the cities and regions that were eligible to apply for YouthWorks resources.

Application Process. Communities were invited to submit an application in order to receive an available allocation. Forty-five percent (45%) of all program funds were reserved for youth who live in the City of Boston. Remaining funds were allocated to eligible cities using a formula that reflects the relative share of youth aged 14–21 who live below the poverty level, using data from the 2000 Census.

Eligibility of Youth to Participate. In general, participation in this program is limited to youth aged 14–21 whose family income for the most recent six-month period does not exceed the annual equivalent to be eligible to receive a free lunch in the National School Lunch Program. This is equivalent to an annual income of about \$25,000 for a family of four (income thresholds vary by family size). In addition, we established that priority be given to youth who demonstrate at least one additional risk factor beyond family income level. For purposes of this program, such risk factors were defined as:

- a history of juvenile delinquency, or membership in a youth gang;
- poor academic performance or a school dropout;
- homelessness;
- having aged out of foster care, or being close to aging out of foster care;
- being the child of a single working parent;
- lack of fluency in English, or being a foreign immigrant; or
- being a teen parent.

Program Activities. The primary component of the YouthWorks program is subsidized employment at public or non-profit agencies, departments and authorities. We preferred that each participant be employed for at least thirty (30) hours per week over a six-week period during the summer. Participants could be employed in the summer component beginning as early as June 5, 2007, and ending as late as September 1, 2007. Hourly wages were required to be no less than

Table One: List of 2007 YouthWorks Cities and Regions

Workforce Area	Cities
Berkshire Workforce Investment Area	Pittsfield
Boston Workforce Investment Area	Boston
Bristol Workforce Investment Area	Fall River, Taunton
Brockton Workforce Investment Area	Brockton
Central Mass Workforce Investment Area	Worcester
Greater Lowell Workforce Investment Area	Lowell
Greater New Bedford Workforce Investment Area	New Bedford
Hampden County Workforce Investment Area	Chicopee, Springfield, Holyoke
Merrimack Valley Workforce Investment Area	Lawrence, Haverhill
Metro North Workforce Investment Area	Cambridge, Chelsea
North Central Workforce Investment Area	Fitchburg, Leominster
North Shore Workforce Investment Area	Lynn, Salem
South Coastal Workforce Investment Area	Quincy, Randolph, Weymouth

the Massachusetts minimum wage of \$7.50 per hour (the minimum wage in Massachusetts increased from \$6.75 to \$7.50 beginning on January 1, 2007).

For 2007, because of language included within the appropriation, grantees could provide supported employment to youth in the months after summer. We permitted grantees to provide employment through December 31, 2007—either for youth who were continuing their employment into the fall, or for youth who were first employed during the fall.

Program Staffing. Grant recipients were required to ensure that youth placed in job sites received adequate supervision; localities were permitted to hire and assign staff as worksite supervisors.

Supplemental Services. Grant recipients were also permitted to support certain services to youth in conjunction with subsidized employment:

- Educational services, including English-as-a-Second Language, could be offered to any or all youth in combination with subsidized employment. The hours spent receiving such services were counted as part of the 30-hour work week.
- Employment and career counseling, and career awareness activities could be offered, but only as an adjunct to work and training, and could not be provided to any youth as a sole service.

Allowable Expenditures. Not less than 70% of the total funds provided under this program were required to be spent on wages and stipends paid to eligible youth. Up to 30% of the total funds provided under this program could be spent on salaries and related personnel costs of outreach, counseling, instructional and job site supervisory staff; and instructional materials. Each grant recipient was permitted to retain no more than 5% of its grant funds for local management, oversight, reporting and record keeping, and monitoring.

Based on an analysis of program expenditures, 83% of all local funds were spent on youth wages, stipends, and FICA.

Table Two: 2007 YouthWorks Program Results

LWIA	Eligible Cities	Total Available Funds	Goal: Number of Youth Jobs	Actual Number of Youth Served	Youth Served as % of Goal
Berkshire	Pittsfield	\$52,475	31	26	84%
Boston	Boston	\$2,000,000	1,176	1,531	131%
Bristol	Fall River, Taunton	\$186,288	110	140	127%
Brockton	Brockton	\$134,562	79	72	91%
New Bedford	New Bedford	\$170,170	100	143	143%
Hampden County	Springfield, Holyoke, Chicopee	\$547,618	322	356	111%
Lower Merrimack	Lawrence, Haverhill	\$240,262	141	154	109%
Metro North	Cambridge, Chelsea	\$165,298	97	106	109%
North Central	Leominster, Fitchburg	\$96,705	57	57	100%
North Shore	Lynn, Salem	\$170,170	100	112	112%
Lowell	Lowell	\$185,913	109	115	105%
South Coastal	Weymouth, Quincy	\$70,092	41	47	115%
Worcester	Worcester	\$380,447	224	374	167%
Statewide Totals:			2,587	3,233	125%

Results of the 2007 YouthWorks Program

Table Two presents summary statewide information on the distribution of funds and on program participation by youth. The Statewide Profile on page 19 includes more specific data on the demographic background and characteristics of the YouthWorks population.

All participant data presented in the state and local profiles represent information reported by local communities through Commonwealth Corporation's YouthWorks database. Each analytical table includes all data reported for participants in the region. Not all information was reported for every youth participant.

Table Three summarizes information concerning supported employment during the fall months. We encouraged grantees to maximize spending for summer jobs, but allowed regions that did not spend their allocation fully in the summer to provide employment through December 31, 2007—either for youth who were continuing their employment into the fall, or for youth who were first employed during the fall. Six regions did not provide any supported employment during the fall of 2007. Of the seven regions that chose to provide youth jobs, there were 57 youth whose employment started in the summer and continued into the fall, and 109 placements that were new during the fall. Statewide, about 95% of all YouthWorks placements started and ended during the summer months.

Table Three: YouthWorks Placements—Summer and Fall of 2007

LWIA	Total Youth Jobs (Summer and Fall)	# Summer Jobs that Continued into Fall	# New Job Placements During Fall
Berkshire	21	2	0
Boston	1,545	0	0
Bristol	99	15	37
Brockton	67	2	17
Hampden County	118	0	0
Lowell	356	0	0
Merrimack	154	0	0
Metro North	104	0	0
New Bedford	57	0	52
North Central	112	1	0
North Shore	115	12	3
South Coastal	47	0	0
Worcester	374	25	0
Statewide Totals:	3,233	57	109