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FINAL REPORT

AN OVERVIEW OF THE TEN HUD/YCCIP DEMONSTRATION PROJECTS COMPARED WITH SIXTEEN FORMULA-FUNDED YCCIP PROJECTS AND EIGHT VICI/CPPV/YCCIP PROJECTS

REPORT OF THE BOSTON UNIVERSITY

INSTITUTE FOR EMPLOYMENT POLICY

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LIST OF CHARTS

ATL = Exodus HUD/YCCIP, Atlanta

ATL 1 = Interfaith YCCIP, Atlanta

ATL 2 = Southern Area Council YCCIP, Atlanta

ATL 4 = American Postal Workers Union, Atlanta

BOS = GRDC HUD/YCCIP, Boston

BOS 1 = Tradewinds YCCIP, Boston

CHI = The Woodlawn Organization HUD/YCCIP, Chicago

CHI 1 = Puerto Rican Congress (PRC) YCCIP, Chicago

CHI 2 = Kenwood-Oakland Community Organization (KOCO) YCCIP, Chicago

LA = WLCAC HUD/YCCIP, Los Angeles

LA 1 = Bienvenidos Citizen Center YCCIP, Los Angeles

LA 2 = Casa Maravilla YCCIP, Los Angeles

LA 3 = Employment Readiness Support Center YCCIP, Los Angeles

LA 4 = Pasadena Community Services Commission YCCIP, Los Angeles

LA 5 = Pico Union Neighborhood Council YCCIP, Los Angeles

LA 6 = Harbor City Community YCCIP, Los Angeles

MISS = MACE HUD/YCCIP, Five Mississippi Counties

MISS 1 = United Community Action Committee, Ashville, Mississippi

NWK = Northward Educational and Cultural Center HUD/YCCIP, Newark

NY = People's Developemtn Corporation HUD/YCCIP, South Bronx, N.Y.

NY 1 = O.I.C. YCCIP, Manhattan, N.Y.

NY 2 = Banana Kelly YCCIP, South Bronx, N.Y.

ROAN = Southwest Virginia Community Development Fund HUD/YCCIP, Roanoal

SA = Mexican American Unity Council HUD/YCCIP, San Antonio

SA 1 = Alamo Manpower Consortium YCCIP, San Antonio

STLO = Carr Square Tenant Management Corporation HUD/YCCIP, St. Louis

STLO 1 = Midtown Medical Center Redevelopment Corporation, St. Louis

VATL and 7 other locations preceeded by a "V" are Ventures in Community Improvement (VICI/YCCIPs operated by the Corporation for Public/Private Ventures, Philadelphia: VFLA, VNRK (Newark), VCHI, VMIL (Milwalkee), VNH (New Haven), VPHL (Philadelphia) VSB (South Bronx, N.Y.).

TABLE 1. Computer Abbreviations for HUD and Comparison YCCIP Sites as Indicated in the Charts of this Report.

SUMMARY HIGHLIGHTS OF THE HUD YCCIP DEMONSTRATION PROJECT: 1978-1980

This report by the Boston University Institute for Employment Policy assesses the immediate impact of this Youth Community Improvement and Conservation Project (YCCIP) operated by the U.S. Department of Housing and Urban Development/Office of Neighborhoods Voluntary Associations and Consumer Protection (HUD/NVACP) and funded under the Youth Employment and Demonstration Projects Act of 1977. This program was created "to develop the vocational potential of jobless youth through well-supervised work of tangible benefit to the community. YCCIP is for "youth, 16 through 19 who are unemployed, with preference given to out-of-school youth with the severest problems in finding employment."[1] The HUD/YCCIP was established with discretionary funds of the Secretary of Labor who allocated 15.153 million dollars (FY 1978-80) to the Department of Housing and Urban Development (HUD/NVACP) under an Interagency Agreement for the operation of this demonstration project. HUD selected and was responsible for ten YCCIPs which were operated by non-profit Community Based Organizations (CBOs) under the oversight of HUD/NVACP. The operation of the YCCIP programs through HUD-supervised CBOs rather than through Prime Sponsor supervision was a special feature of this demonstration. A second important feature of the HUD/YCCIP demonstration was that the HUD/YCCIPs were substantially larger than Prime Sponsor YCCIP projects (see Chart S1).[2]

This evaluation assesses the immediate impact of the work experience program on youth at the time they left the program and examines the

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[1] "Program Fact Sheet," U.S. Department of Labor, Employment and Training Administration, Office of Information, January, 1978. Cf., 20 CFR Part 680.100 (Page 13193, Federal Register, March 9, 1979, Part II).

[2] The average HUD/YCCIP was funded at $667,461 per year; the average Prime Sponsor program used as a comparison site here at $191,224 per year.

	FY 1978	FY 1979	FY 1980	TOTAL
ATL	$500,000	$481,500	$320,000	$1,301,500
BOS	$800,000	$425,578[6]	---	$1,225,578
CHI	$1,180,000	$888,866	---	$2,068,766
LA	$1,800,667	(included in FY '78)	$670,000	$2,470,667
MISS	$1,100,000	$858,556	---	$1,958,556
NWRK	$500,000	$381,537[1]	---	$881,537
NY	$500,000	$374,891	---	$874,891
ROAN	$1,333,333[2]	$95,407	---	$1,428,740
SA	$800,000	$666,307	---	$1,466,307
STLO	$1,166,000[4]	$179,523	$329,533	$1,675,056

Chart S1. HUD/YCCIP Financial Allocations By Fiscal Year (1978 - 1980). Data supplied by HUD/NVACP.

Notes.
1. Includes $881,537 "Innovative Grant"
2. Includes two supplementary amounts $143,000 and $134,000.
3. $100 of the allocation was returned to HUD.
4. Includes supplementary amounts of $666,000.

association of different youth charactistics and program factors with youth outcome at the time they left the program. Data on youth in Prime Sponsor formula-funded programs and in another demonstration project the Ventures in Community Improvement (VICI) YCCIP program were obtained to compare program and outcome differences, where appropriate. Because there was no experimental design which made a probability assignment of youth to programs, or even matched the youth in the different programs, comparative inferences can only be made with extreme caution and causal inferences should be considered only suggestive wherever they are implied. Obvious differences among rural and urban sites and in the varying conditions of the different local labor markets are additional reasons which require extreme caution in comparing the impact of the different programs upon youth. The major aspects of the analysis deal with three program impacts: 1) upon the community based organizations (CBOs), 2) upon the youth, and 3) upon the local communities. Impact upon the CBOs was assessed in terms of a) mobilization of internal and external resources to implement the program, b) institutional learning, and c) organizational committment to the program. Impact upon youth was measured in terms of whether their termination from the programs was positive, neutral, or negative and the percent of youth obtaining unsubsidized jobs. Impact upon the neighborhood or region in which this community improvement demonstration project occurred was assessed by interviews with both community leaders and with beneficiaries of the projects services.

The methods used to assess the HUD/YCCIPs included intensive site visits over the course of the projects, observations of work in progress, interviews with project staff and participants, observations of samples

of work completed, and interviews with the beneficiary homeowners and community leaders. Where possible, observations and interviews were conducted at comparison sites. Five of the HUD sites were observed intensively during the first year and the other five during the second year of the project. Youth intake and termination data were supplied by the programs for analysis. Intake and termination data for the VICI projects were supplied on computer tape by the Corporation for Public/Private Ventures, which operated the VICI Projects. Site visits were made to Atlanta, St. Louis and L.A. during the third year of the demonstration and final data were collected in Atlanta and St. Louis. The L.A. site never supplied the final data.

Before summarizing the outcomes of the HUD, formula-funded, and VICI YCCIP programs, it is useful to acquire a global image of what one would see upon visiting project sites. Youth typically arrive at a project office at 8 a.m. and punch in at a time clock. Here they meet with a work supervisor who may be a craftsman skilled in one of the building trades such as carpentry, painting, drywall, masonry, etc., and head out to a work site such as the private home of a low income person, a non-profit facility, or a publically owned property such as a school, park, or public housing development. Under the eyes of the work supervisor, youth can be seen painting, plastering, replacing faucets, doing demolition, removing debris, framing windows and doorways, putting up sheetrock, or digging ditches which will later contain water and sewage pipes. Some projects engaged in complex home rehabilitation, some did minor home repair work, some did cosmetic painting, some filled pot-holes in the public streets, and some did unskilled outdoor neighborhood clean-up work.

Across 27 projects actually visited by the evaluation team, the quality of work ranged from poor to excellent. The vast majority of the work observed was at or above the standards of the community where the work was

performed. Projects undertaken by the HUD and VICI YCCIP projects were larger and usually more complex than those observed at formula-funded Prime Sponsor project sites. The quality of work performed by the youth was often up to the demanding standards of union journeymen. Indeed, some of the projects meeting those criteria were supervised by journeymen.

How did disadvantaged youth, many of whom had never before done full-time work come to be engaged in so much productive activity, and how did they learn to do the work we observed? Which programs were doing skilled and which unskilled work and why? Why were some youth in some projects engaged in skilled work at or near the level of union apprectices while other were performing custodial work?

Where the work was complex and the acheivements impressive, a visit to the worksites tells only the end of the story of how these youth work projects came to be. The site visit reports included as Appendices to this report indicate that success came about as a result of careful and elaborate planning, the leveraging of financial resources where these were not provided directly by program funds, and the linkage of the organization which was running the program to a variety of public and private community agencies which provided such social support services as counseling, and basic education.

The major focus of this study has been upon the ten HUD/YCCIPs, utilizing site visits to the VICI and formula-funded YCCIPs and outcome data from them to examine differences in work activities as well as differences among youth recruited, differences in outcome for youth and impact upon both community based organizations which operated the HUD/YCCIPs and the communities in which they existed.

Impact Upon The Community Based Organizations (CBOs)

Eight of the ten CBOs successfully implemented these HUD/YCCIP work experience programs. They either posessed or acquired the necessary administrative and financial resources. There was no evidence to indicate that CBO management of programs larger than those of the Prime Sponsors was in any way inferior to the management of formula-funded YCCIPs. Indeed, prime sponsor programs were often operated by the same or similar CBOs. Clearly, CBOs operated these programs relatively well under the supervision of a non-traditional supervisory agency, HUD/NVACP. Those CBOs which also operated Prime Sponsor YCCIPs were also judged successful, although their relationships with Prime Sponsors have sometimes been subject to more scrutiny and stress than was the case for the HUD supervised demonstration projects.

CBOs which operated HUD/YCCIP programs tended to increase their committment to both youth employment and community housing improvement. Institutional learning by the CBOs did not occur rapidly over the 24-month period of program operations, but learning was apparent and seems to have survived beyond the duration of the initial 24-month funding of the HUD/YCCIPs. Officials of the CBOs now have a better idea of the organizational oversight and organizational assistance which is required to successfully implement youth employment and community improvement projects.

The success of those organizations has become evident to both Prime Sponsors and the Department of Labor. Three of the organizations which operated HUD/YCCIPs were subsequently selected to operate Prime Sponsor projects and five operate a subsequent national YCCIP demonstration, "Economic Development Through Community Improvement" (EDTCI). Half of the organizations ran additional YCCIP efforts in parallel with the HUD or EDTCI

projects. The HUD/YCCIPs led to some important organizational developments. Two of the organizations created construction companies prior to the EDTCI demonstrations and three others have done so in response to EDTCI requirements. For most of these organizations there has been a progression from the HUD/YCCIP to expanded community development activity.

Another important result of the HUD/YCCIPs has been the development of interorganizational linkages. Three organizations developed and secured union linkages and most also strengthened their linkages to local government and other community agencies.

The two program failures were readily identifiable by the middle of the first year of the program cycle. Bureaucratic incentives of oversight agencies, Prime Sponsors and even auditors are structured to attempt to correct violations of program regulations and fiscal procedures. They rarely direct attention to general problems of program management. No federal officials interviewed could specify program or fiscal irregularities sufficiently severe to warrant abrupt termination of a program and no HUD/YCCIP programs received a "Questionable Activities Report" (QAR) during the period of this evaluation, or were terminated "for cause".

A summary assessment and ranking of organizational performance was obtained by doing a global content analysis of the site visit reports for the HUD/YCCIP CBOs. There is considerable consistency across the rankings of programs for the fall 1979 and fall 1980 site visit reports. Chicago (TWO), Mississippi (MACE), Newark (NWECC), Roanoke (SVCDF) and San Antonio (MAUC) are in the upper ranks (from 1 - 5) for both reports and the remaining six sites received ranks from 6 to 10 on both site visit

reports. L.A. (WLCAC) and St. Louis (CSTMC) are consistently at the top of this group whereas N.Y. (PDC), Atlanta (Exodus) and Boston (GRDC) are consistently at the bottom of this group. We do not wish to overestimate the importance of these rankings. They are at best only a rough indication of program ordering. Nevertheless, there is considerable consistency between the qualitative and quantitative assessments of the programs' administrative and program quality. With the exception of MACE in Mississippi, there is a positive association between these administrative and program rankings and the program rankings in terms of positive terminations and job placement rates.[3] Four programs are ranked from 1 - 5 on both percent of positive terminations and the administrative and program ranking: Newark (NWECC), Chicago (TWO), Roanoke (SVCDF) and San Antonio (MAUC). The same outcome is obtained if one compares administrative and program ranking with positive terminations controlling for youth who return to school, and also if one examines the percentage of unsubsidized jobs obtained at each program (see Chart S2).

The methods used in the content analysis are described in Appendix 1 to this report.

Impact on the Youth

It is clear that these programs recruited the youth which Congress intended to be served. These youth were overwhelmingly disadvantaged and the Community Based Organizations operating HUD/YCCIPs seem to have

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[3] We believe that the reason the youth outcome measures in Mississippi are not as high as the program input measures is due, in part, to the poor labor market for black youth in the geographical areas where these youth reside.

	Fall 1980 Report	Fall 1979 Report	Fall 1978 Report	Rank % Positive Term.	Rank % Pos. Term. Omit Ret. to School	Rank % jobs	Rank % Jobs - Omit Summer participants
MISS	1	2		9	8	8	8
NWRK	2	5		1	3	7	4
ROAN	4	3		3	2	2	2
SA	4	4		5	1	1	1
CHI	4	1		2	4	4	5
STLO	6	8		4	5	5	6
LA	7	6		6	6	3	3
NY	8	9.5		10	10	10	10
ATL	9.5	7		8	9	9	9
BOS	9.5	9.5		7	7	6	7

no meaningful distinctions found in analysis of this first report

Chart S 2. Results of Administrative and Program Quality Content Analysis for Site Visit Reports: Rank Orders of HUD Programs.

Note. Columns four and five indicate the rank order of HUD programs based upon the percent of positive terminations. Column five omits youth who returned to school. Column six indicates the rank order of HUD programs based upon the percent of youth obtaining unsubsidized jobs. Column seven omits summer youth participants from the calculation of the percent of youth who obtained unsubsidized jobs.

recruited a more disadvantaged portion of the overall disadvantaged population than the VICI and Prime Sponsor formula-funded programs. The demonstration programs had nearly twice the proportion of black youth as the non-randomly selected comparison programs. Average age of these youth was just under 18 years old, and women were seriously underrepresented (less than 25 percent of the youth).

The different degrees of selective recruitment of youth is illustrated by quantifying the program operators' perceptions of the "quality" of the youth. The "Selectivity Index" used age, offender status, and educational status to indicate perceived relative advantage of recruited program youth. Because VICI reported no family income data, this variable was omitted from the index. The variables chosen were based upon the perceptions of program operators that youth who were older (vs. younger), not offenders (vs. offenders), and high school students or graduates (vs. dropouts) are the more "promising" youth with the best prognoses for positive program terminations.[4]

Chart S3 indicates that for each of three periods during which youth entered the programs (1. to November, 1978; 2. December, 1978 to May, 1979; 3. June, 1979 to November, 1980) the VICI program consistently selected youth who were seen as more advantaged than those selected by the HUD and formula-funded programs. Only during the phase-out period of the HUD programs did HUD operators become more selective and this was only for 11 of 28 youth who entered the HUD program during this time--a trivial number when compared with the 3,191 youths who had previously entered the programs.

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[4] The age and education variables took values from one to four, where four was the most desirable status ad perceived by program operators. Offender status was four for non-offenders and one for offenders. For each youth the sum of the ratings was divided by three (three variables) to yield a Selectivity Index number for each youth who entered a program: Selectivity Index = Age value + education value + offender value/3 (see Chart S3)

		Selectivity Index					
		1.0-1.5	1.6-2.0	2.1-2.5	2.6-3.0	3.1-3.5	3.6-4.0
HUD	to 11/78	6%	12%	13%	28%	14%	27%
	N	80	181	184	409	202	389
	12/78-5/79	5%	11%	13%	35%	12%	23%
	N	17	42	49	130	45	86
	6/79-11/79	2%	8%	17%	35%	13%	25%
	N	6	29	60	122	44	89
	12/79-5/80	0%	11%	4%	30%	11%	39%
	N	0	3	1	10	3	11
Formula-funded	to 11/78	3%	9%	12%	33%	17%	26%
	N	26	77	96	272	136	210
	12/78-5/79	4%	18%	17%	28%	21%	13%
	N	6	30	29	48	35	22
	6/79-11/79	5%	19%	22%	29%	7%	18%
	N	8	29	33	44	11	27
	12/79-5/80	26%	26%	14%	23%	4%	7%
	N	15	15	8	13	2	4
VICI	to 11/78	0.2%	6%	2%	23%	23%	46%
	N	1	24	10	99	98	202
	12/78-5/79	0%	3%	3%	31%	28%	34%
	N	0	14	14	133	122	146
	6/79-11/79	1%	6%	6%	29%	21%	37%
	N	3	16	15	72	52	92
	12/79-5/80	1%	6%	5%	30%	20%	37%
	N	3	18	4	83	57	104

Chart S3. Participant Selectivity for HUD, Formula-funded, and VICI Programs, through May, 1980. Missing data = 23%. Higher index numbers indicate greater selectivity (see page 8, footnote 4).

Computations from Chart S3 indicate that 40 percent of the HUD participants, 37 percent of the formula-funded participants, and 63 percent of the VICI participants were in the two highest categories of the Selectivity Index. Conversely, 16 percent of the HUD and 17 percent of the formula-funded youth, but only 6 percent of the VICI participants were in the least selective (most disadvantaged) two categories of the Selectivity Index.

The Selectivity Index is positively associated with both positive terminations and obtaining an unsubsidized job for the HUD and formula-funded programs ($p < .002$) and was positively associated with positive terminations for VICI. Higher status on the Selectivity Index was associated with getting an unsubsidized job for HUD and formula-funded YCCIP participants, but not for VICI youth.

Youth leaving the YCCIP programs were categorized as positive, neutral or negative terminations. Positive terminations included job placements, non-CETA training, and "returned to school." Youth characteristics, labor market conditions, and other factors varied considerably across programs and geographical areas. This necessitates great caution in interpreting differences in youth outcome across programs because of initial differences among the youth and differences in local economic conditions at the time youth left the programs. The HUD and Prime Sponsor formula-funded programs recruited a higher proportion of the most disadvantaged youth than did the VICI projects. The HUD/YCCIP program had a higher positive termination rate (44 percent) than the VICI program (38 percent) but not quite as high as the formula funded programs (48 percent). Twenty-five percent of the HUD youth obtained unsubsidized

jobs at the time of their termination from the programs as compared with 23% for VICI and 26% for formula-funded youth.[4a] The quality of the jobs obtained by HUD youth was superior to the quality of jobs obtained by the formula-funded youth. VICI youth who received jobs received higher hourly wages than HUD or formula-funded youth, but it is important to note that VICI youth had received higher hourly wages before entering YCCIP than youth in the other programs and were less disadvantaged than HUD or formula-funded youth using criteria such as age, education and offender status.

Increased length of stay in the demonstration HUD and VICI programs was of positive benefit to youth, being associated with a higher positive termination rate and a higher rate of obtaining unsubsidized jobs. For youth in the program greater than six months, the unsubsidized job rates were 35% for HUD, 29% for formula-funded and 28% for VICI programs. The cost for positive terminations which occurred after the longest lengths of stay in the programs was naturally much higher than the cost of positive terminations which occcurred after briefer stays in the programs. Because more terminations occurred in the first six months of program participation than during the second six months of program participation, the cost of a positive termination for youth in the program greater than six months is triple the cost of a positive termination for youth in the program six of fewer months.

The report analyzes termination rates by participant characteristics

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[4a] These figures are based upon the 13 formula-funded projects at which at least one site visit was made. It differs from caluclations for 17 formula-funded program in the omission of four programs in L.A. about which too little is known for inclusion.

for aggregated HUD, formula-funded and VICI programs and also for each of the ten HUD programs. Maximum positive impact upon HUD youth was achieved by those HUD programs rated in the upper half of the rankings on administrative, managerial, and work supervisor skills. The programs in Roanoke and San Antonio were consistently of superior quality in positive terminations and job placements (see Chart S2).[4b]

Impact on the Target Communities

Home owners and community agencies were generally pleased with the work done for them by the HUD/YCCIP programs. This was confirmed by interviews with home owners and other clients of eight of the ten HUD/YCCIP programs. Some clients in Boston, however, asserted that they had incurred more damage than benefit. Poor work was also observed in New York and Atlanta, although the quality of work in Atlanta showed improvement toward the end of the program before declining again. Interviews and a pilot telephone survey indicated that community leaders and residents were generally aware of the HUD/YCCIP projects and pleased with them. The greater size of the HUD/YCCIPs as compared with formula-funded YCCIPs made them more salient to the surrounding community. High quality of field staff and craftsmen appears to have been a major cause of many successful projects observed in San Antonio, Roanoke, Los Angeles, Chicago, and Newark. Poorly qualified or inexperienced supervisors and craftsmen appear to account for some of the poor work performed by GRDC in Boston, PDC in New York, and Exodus in Atlanta. It is not clear what if any incentives would have caused these organizations to upgrade staff skill. Targeting of funds for this specific purpose is one possibility. The HUD

[4b] Most of the programs showed a decline in positive terminations as they were phasing out (see Chart 44, page 86, below).

project in Mississippi (MACE) did good work when judged by local community standards. The evaluators considered these the fairest criteria to apply because of the substantial differences in local conditions between Mississippi and all of the other sites. Because the need for community and housing improvement is so great in the Mississippi target areas, even work that is below professional standards may be a dramatic improvement. For this reason, the MACE program was highly rated.

There was no apparent increase in housing improvement activity following the HUD/YCCIP community improvements which could be attributed to the HUD/YCCIP stimulus. Increased committment of the HUD/CBOs to housing and other community improvements, however, led these organizations to undertake additional housing and community improvement activities which began during the later phase of the HUD/YCCIP program and continued beyond the 24-month period of the initial HUD/YCCIP programs.

The community impact of the HUD and VICI demonstration programs was generally greater than that of the formula-funded programs because they were designed as much larger projects. Comparison of the HUD and VICI projects suggests that community benefits seem more associated with the managerial skills of the organizations than with the VICI or HUD program designs.

Recommendations

1. Community Based Organizations (CBOs) should continue to be utilized as valuable community resources for the delivery of housing repair services. Disadvantaged youths can be effectively recruited and do satisfactory home

repair and rehabilitation work under the supervision of good program managers and skilled craftsmen.

2. HUD and DOL ought to fund the development of a formal Organizational Capability Rating Instrument. It would assess the record of prior achievements of potential grantee organizations and based upon a site visit, evaluate the managerial skills and standards for work supervisors. There are identifiable characteristics of CBOs which are associated with success and failure in the operation of community improvement projects. Only CBOs with demonstrated managerial skill and organizational committment should receive federal contracts for this kind of work. Substantial community improvement contracts of the HUD/YCCIP type appear to be a poor way to develop managerial and organizational skills necessary to operate projects of the $400,000 to $1,000,000 magnitude. It was fortunate that most of the CBOs chosen to operate HUD/YCCIPs posessed these organizational and managerial skills to a sufficient degree to succeed. Interviews at the Community Services Administration (CSA) which has supported community development corporations indicate that the number of community development corporations (not community based organizations) with these skills in the U.S. is under 50. The organizational coordination required to rapidly establish interagency linkages and the leveraging of money and other resources is very complex. Inexperienced organizations may be able to implement small home repair and home painting projects. It is relatively clear from this demonstration project, however, that experienced program managers and work supervisors are required to successfully implement programs of this size and task complexity. The hiring of experienced work

supervisors (e.g., qualified skilled craftsworkers such as carpenters or plasterers) was not sufficient for success in complex ambitious projects because overall coordination and supply tasks for the projects could not be organized by those doing immediate work supervision. Ambitious community improvement plans that require substantial planning, land acquisition, design work, and training programs can only be implemented within a one-year program if the parent CBO already has both the capability to get these tasks done and a pre-program head-start in implementation. CBOs without such capability and which have not begun these tasks prior to the award of these work experience projects should not be funded for complex tasks. CBOs with the appropriate prior experience but without a pre-program head start will need a funded "planning and project development grant" before they can implement complex, ambitious community improvement projects. Although this recommendation may seem obvious to anyone familiar with construction contracting, it is not necessarily understood by new organizations or, for example, by those primarily engaged in the delivery of social services.

3. An Internship for Program Operators ought to be developed in cooperation with exemplary program operators. Senior HUD/YCCIP program managers in San antonio and Roanoke would be excellent resources for the development of such a program. We recommend that such internships operate at the project sites of exemplary programs which can be found among the HUD, EDTCI, VICI, and formula-funded programs.

4. Craftsworkers hired to supervise and teach the participants of work experience programs should have both journeyman level skills and the personal flexibility to deal with economically disadvantaged people who are sometimes unfamiliar with the work contingencies imposed on working people in the private sector. Low-level supervisory skills were sometimes employed to save project funds. This was invariably a mistake that led to low morale and poor work.

5. Grant ultimate work site authority to work supervisors rather than to counselors or other social work oriented staff. Counselors were typically prepared to be more lenient in the face of work rule infractions. Many programs lost considerable time debating the authority of the work supervisors who wanted final authority over the firing of participants due to "unacceptable" performance. Because successful programs eventually but overwhelmingly chose to support the authority of the work supervisors, we would recommend that this decision be made at the beginning of program operations rather than after the loss of valuable time which can impair program accomplishments.

6. Require grantees to demonstrate that there are sufficient financial resources to hire journeyman-level work supervisors for home repair and rehabilitation work before making the final award of the grant or contract. The cost of journeyman level supervision required for complex work activities will usually require either supplementary leveraged resources or some other provision for private sector supervisor wages. A program requirement that 65 percent of program funds be expended for participant wages (as in YCCIP) typically leaves the programs unable to pay market rate supervisor wages and often results in inadequate work and supervisory skills.

7. To provide flexibility in hiring highly skilled work supervisors, the requirement that 65 percent of all grant funds be expended for participant wages should be modified to 51 percent.

8. Experienced placement officers need to be employed at the beginning of each program, and must spend the preponderance of their time in placement activities. Placement officers are typically under pressure from

the program administrators to spend time performing activities in addition to or in place of direct placement activities. Leaving placement activities to the end of the programs is naive because most youth leave the programs well before the end of the annual program cycle. Programs should also offer placement services to youth beyond the youths' last days in the program. The youth ought to be able to take advantage of the program placement activities for a reasonable period of time after leaving the program, e.g., for three to six months. Programs could also give placement assistance to youth contemplating voluntary terminations and to involuntarily terminated youth.

9. We recommend an immediate follow-up of a probability sample of HUD and formula-funded YCCIP youth to determine the longer term impact of these programs upon the labor market experiences of youth. One of the most important hypotheses surrounding this demonstration project was that because the work experience of the demonstration projects was "more meaningful" than the activities encountered in typical formula-funded projects, there would be a beneficial effect upon the future labor market experiences of youth in the demonstration projects. The only way to assess this important hypothesis is to fund, at relatively low cost, a follow-up of a random sample of HUD and formula-funded YCCIP participants.

The following section of this report (II A) presents the descriptive statistics for program participants' characteristics and participants' labor market outcomes. Aggregate participant characteristics cover the period of program operations for 1978 to 1980 when all programs were operating. Section II B presents participant characteristics for each of the HUD/YCCIPs and includes 1980-81 participants for St. Louis and Atlanta. L.A. was also funded for a third phase-out year but provided no data.

AGGREGATE PARTICIPANT CHARACTERISTICS

Sex. Women were seriously underrepresented in HUD, formula-funded and VICI/YCCIPs.[5] The HUD and formula-funded programs had 76 percent male participants; the VICI programs were 81 percent male. The previous report noted that "more rigorous enforcement of equal employment opportunity regulations and laws may help increase demand for . . . women in the labor market" (see Chart 1

Age. YCCIP programs are operated for the benefit of youth 16 to 19 years old. Chart 2 indicates that HUD, formula-funded and VICI programs generally stay within the program regulations. Interviews with youth indicate that under-age and over-age youth enter the programs with false identities in order to meet the age regulations. Thus, the quality of age data are suspect. Mean reported age of participants in HUD, formula-funded, and VICI programs is 17.7, 17.9, and 18.0 years old (see Chart 5; all of these differences are significant at $p < .01$).

Ethnicity. Chart 3 indicates the ethnic identification of the YCCIP participants in the HUD, formula-funded, and VICI programs. Most of the HUD programs tend to be predominantly of one ethnic group, although all programs have some mix of participants. Because the HUD demonstration YCCIPs were intentionally targeted to well-defined communities through local community organizations, ethnic predominance is an inherent part of the demonstration design and not a fault of the program operators. Most communities selected for the demonstration were predominantly of one ethnic group. The HUD and VICI demonstrations had almost twice the proportion of blacks as the non-randomly selected prime sponsor programs.

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[5] Abbreviations for YCCIP program names are indicated in TABLE 1 on page iii.

	Sex	
	Male	Female
HUD/YCCIPs	76% (N=2247)	24% (N=772)
FORMULA-FUNDED/YCCIPs	76% (N=1207)	24% (N=372)
VICI/YCCIPs	81% (N=1133)	19% (N=260)

CHART 1. Sex of HUD, Formula-Funded and VICI Participants, through May, 1980.

NOTE: Missing data < 1%.

	Age		
	<16	16-19	>19
HUD/YCCIPs	1% (N=29)	97% (N=3122)	2% (N=78)
FORMULA-FUNDED/YCCIPs	0% (N= 4)	96% (N= 1480)	4% (N= 60)
VICI/YCCIPs	0% (N= 2)	98% (N=1374)	1% (N= 17)

CHART 2. Age of HUD, Formula-Funded and VICI Participants, Through May, 1980.

NOTE: Missing data <1%.

Ethnicity

	White	Black	American Indian	Asian	Puerto Rican	Mexican American	Cuban	Other Spanish	Row Totals	% Miss Data
10 HUD/YCCIPs	13%	68%	0.3%	0.2%	5%	10%	1%	2%		
N	421	2173	11	6	157	322	44	67	3201	2%
17 Formula-Funded/YCCIPs	16%	39%	0.5%	1.0%	8%	30%	0.1%	6%		
N	249	598	7	16	116	463	1	93	1543	2
8 VICI/YCCIPs	5%	78%	0.6%	0%	0%	0.2%	0%	16%		
N	73	1087	9	0	0	3	0	221	1393	0

CHART 3 Ethnicity of Participants in HUD, Formula-Funded and VICI/YCCIP Programs, through May, 1980.

	Educational Status			
	High School Dropout	High School Student	High School Completed	Post High School
HUD/YCCIPs	60% (N= 1836)	19% (N= 587)	18% (N=550)	3% (N=104)
FORMULA-FUNDED/YCCIPs	64% (N= 990)	7% (N= 110)	20% (N=306)	9% (N= 135)
VICI/YCCIPs	76% (N= 1060)	0 0	23% (N=315)	1% (N= 18)

CHART 4. Educational Status of HUD, Formula-Funded and VICI Participants, through May, 1980.

NOTE: Missing data for HUD(6%), Formula-Funded(2%), and VICI(0%).

	10 HUD/ YCCIPs (N = 2989)	17 Formula-Funded YCCIPs (N = 1001)	.8 VICI/YCC (N = 1371)
ANNUAL FAMILY INCOME	$5428	$4625	Not Report
SD	$4459	$4613	--
% DATA MISSING	19	5	--
WEEKS UNEMPLOYED	23	23	18
SD	25	22	24
% DATA MISSING	50	52	0
AGE	17.7	17.9	18.0
SD	1.1	1.0	1.0
% DATA MISSING	2	2	0
HIGHEST GRADE COMPLETED	10.2	10.6	11.1
SD	1.4	1.2	.8
% DATA MISSING	27	1	0
FAMILY SIZE	5.0	5.0	4.7
SD	2.4	2.5	2.4
% DATA MISSING	10	7	0
NUMBER OF DEPENDENTS	.3	.3	.3
SD	.6	.6	.6
% DATA MISSING	0	0	0

CHART 5. Participant Characteristics Part One: Means for HUD, Formula-Funded and VICI/YCCIP Youth, Through May 1980.

Education. The HUD/YCCIP programs had a lower proportion of high school dropouts (60 percent) than did the formula-funded (64 percent) or VICI programs (76 percent, see Charts 4 and 5). This is explained, in part, by HUD sites (particularly Newark) which operated summer programs for high school youth. Chart 5 indicates that VICI participants averaged .70 years more education than HUD/YCCIP program participants. Where appropriate, subsequent analyses control for the effect of summer participants upon program outcomes.

Family Size and Number of Dependents. Chart 5 indicates a difference in family size across HUD, formula-funded, or VICI programs. HUD and formula-funded YCCIP participants came from families with greater family size (5) than families of VICI participants (4.7) HUD youth had significantly more dependents (1.3) than participants in the formula-funded (1.0) or VICI (0.3) programs ($p < .01$).

Family Income. Family income was higher for HUD participants compared with formula-funded participants (see Chart 5). The VICI data tape does not include family income. It is important to note that there is virtually no verification of these figures at the time they are collected. It is not clear whether the missing data, if supplied, would increase or decrease reported family income. Chart 7 indicates that per capita income was under $1,000 for 49 percent of the HUD participants and for 54 percent of the formula-funded/YCCIP participants. VICI projects did not request data on this item.

Weeks Unemployed. Available data indicate that HUD and formula-funded/YCCIP youth had been unemployed longer than VICI youth (23 weeks vs. 18 weeks). These are statistically significant differences ($P < .01$) assuming that the

	Family Income		
	Under $5000	$5,000 to $10,000	Over $10,000
HUD/YCCIPs	49% (N=1325)	40% (N=1079)	11% (N=285)
FORMULA-FUNDED/YCCIPs	59% (N= 872)	36% (N=527)	5% (N= 76)
VICI/YCCIPs	--	--	--

CHART 6. Family Income of HUD, Formula-Funded and VICI/YCCIP Participants, through May, 1980.

NOTE: Missing data for HUD(18%), Formula-Funded(7%), VICI (No data reported by VICI).

	Per Captita Income					
	Under $500	$501 $1,000	$1,000- $1,500	$1,500- $2,000	$2,001- $2,500	$2,500
HUD/YCCIPS	27%	22%	22%	14%	7%	9%
	(N=639)	(N=524)	(N=527)	(N=326)	(N=173)	(N=212)
FORMULA-FUNDED/YCCIPS	30%	24%	27%	12%	4%	3%
	(N=433)	(N=355)	(N=393)	(N=177)	(N=52)	(N=38)
VICI/YCCIPS	--	--	--	--	--	--

CHART 7. Per Capita Income of YCCIP Families of HUD, VICI and Formula-Funded/YCCIP Programs through May,1980.

NOTE: Missing data for HUD(25%), Formula-Funded(8%), VICI (No data reported by VICI).

non-respondent have not biased the outcome. The large amount of missing data means that the findings should be viewed with caution.

Public Assistance. The pattern of public assistance received varies across the various program types. The proportion of families receiving public assistance also varies from 39 to 51 percent (see Chart 8).

Offender Status. Offender status data was obtained by self-report, a notoriously poor measure for this kind of variable. Chart 9 indicates that formula-funded programs had the highest proportion of ex-offenders (26 percent), HUC/YCCIPs the next highest (17 percent) and VICI/YCCIPs the lowest percent of ex-offenders (11 percent).

Recruitment. Data on recruitment are not reported because the item was left blank for over 74 percent of the participants.

Interpretation of Aggregate Participant Characteristics. There are two major reasons to be concerned with the type of participant characteristics enumerated above. First, we wish to be sure that these programs reached the youth which the Congress intended to be served by the programs: 16 through 19 year old unemployed youth giving preference to out-of-school youth with the greatest difficulties in finding employment (CETA Title III, Part C, Subpart 2). All of the programs were serving disadvantaged youth (see Charts 6 through 11). Efforts to make the required 65% expenditures for participant wages led a few HUD/YCCIPs (particularly Newark) to take in-school youth for summer programs. When they return to school in the fall they increase the programs' positive termination rates, and we have often omitted these youth from data analyses which examine correlates of "length of stay in the programs."

	Public Assistance Category			
	AFDC	SSI	City/ Other	None
HUD/YCCIPs	21% (N=624)	8% (N=220)	15% (N=427)	56% (N=1649)
FORMULA-FUNDED/YCCIPs	32% (N=467)	7% (N=106)	12% (N=166)	49% (N=700)
VICI/YCCIPs	39% (N=549)	0% (N= 0)	0% (N= 0)	61% (N=843)

CHART 8. Participants' Families Receiving Public Assistance, HUD, Formula-Funded and VICI Programs, through May, 1980.

NOTE: Missing data from HUD(11%), Formula-Funded(9%), VICI(0%).

	Offenders in Program	
	Yes	No
HUD/YCCIPs	17% (N=525)	83% (N=2494)
FORMULA-FUNDED/YCCIPs	26% (N=356)	74% (N=996)
VICI/YCCIPs	11% (N=150)	89% (N=1243)

CHART 9. Offender Status of HUD, Formula-Funded and VICI/YCCIP Participants, through May, 1980.

NOTE: Data missing for HUD(8%), Formula-Funded(15%), VICI(0%).

The second reason for examining participant characteristics is to see whether there are particular types of youth best served by particular program types, and to determine how program outcomes may be improved by the differential targeting of participants. This is done later in the report.

The most important result of this review of the aggregate participant characteristics is the finding that the Community Based Organizations (CBOs) operating the HUD/YCCIPs seem to have recruited a more disadvantaged portion of the overall disadvantaged population represented by the youth in the HUD, formula-funded and VICI/YCCIP programs examined here. Conventional wisdom suggests that it should be most difficult to have positive outcomes for this disadvantaged group. The HUD/YCCIP participants were younger, had less education, larger family size, more dependents, generally a higher number of prior weeks unemployed, and lower previous wages than comparison program youth. Although there were some instances of characteristics for which HUD youth were not the most disadvantaged as compared with formula-funded and VICI youth, it seems fair to characterize the HUD youth as particularly disadvantaged.

Examination of participant characteristics over time indicates only a trivial shift in the recruitment of less disadvantaged HUD youth in the second half of some programs (see page 8 and Chart S3, above.

All programs recruited relatively few women. Interviews with participants, however, indicated that traditional stereotypes of the appropriateness of construction work for women were held by numerous women in the HUD programs. Discrimination against women in the craft unions obviously reinforced traditional sex role stereotypes in these programs.

PARTICIPANT CHARACTERISTICS: ACROSS HUD/YCCIPs

In the previous section aggregate data were reported for participants in the HUD, formula-funded and VICI/YCCIPs. Here we report the participant characteristics of the youth across the HUD/YCCIP demonstration sites. Chart 5 indicated the range of outcomes for one set of participant characteristics. Here we illustrate the sometimes substantial variance across HUD sites.

Sex. The distribution of women in the HUD/YCCIPs varied from 42% at SVCDF/Roanoke to 10% at WLCAC/Los Angeles. The proportion of women in HUD/YCCIPs was 24% (see Chart 10).

Age. Average age for HUD/YCCIP youth varied from 17.1 in Newark to 18.0 in LA and St. Louis. The average age for HUD/YCCIP youth was 17.7 (SD=1.1; see Chart 10). One percent of HUD participants were reported to be under 16, the legal age for participation, and 2.5% were above the legal age of 19 years old. Intake data forms from six sites indicated at least 5% of their participants outside the legal age limits: Boston, 5%; Atlanta, 5%, St. Louis, 5%; Mississippi, 6%; and Chicago 6%.

Ethnicity. Chart 11 indicates the ethnic distribution of HUD/YCCIP youth. The range of ethnicities for any single HUD/YCCIP program was very great, and, along with local labor market variations, is an important factor when comparing the outcomes among the HUD programs. Whites ranged from less than 1% in Chicago to 68% in Newark. Blacks ranged from 1% in San Antonio to 98% in Chicago and St. Louis; Puerto Ricans were only present in Boston (8%), Newark (14%) and NY (41%). Mexican Americans comprised 92% of San Antonio's participants, 3% in LA and less than one percent elsewhere. Other Hispanics made up 4% of all other HUD participants. American

	% Female (N)	Mean Age (S.D.)	Highest Grade Completed (S.D.)	HS Graduates (N)	HS Drop-outs (N)	HS Students	Offenders	Unemployed	Family Size
ATL	18% 17%* (48)(57)	17.9 18.0* SD=1.1 (1.1)	11.0 11.6* SD=1.1(.3) M= 40%	29% 32%* (72) (105)	44% 43%* (110) (141)	28% 32%* (70) (73)	11% 12%* (28) (40)	92% 90%* 240 289	5.4 5.3* SD=2.4(2.4)
BOS	25% (97)	17.7 SD=1.2	9.9 SD=1.3 M=3%	14% (51)	64% (224)	22% (77)	24% (79)	* M=80%	
CHI	19% (94)	17.6 SD=1.2	- - M=83%	26% (127)	39% (190)	35% (166)	14% (66)	70% 311 M=9%	5.5 SD=7.1
LA	10% (52)	18.0 SD=0.9	11.4 SD=0.6 M=37%	27% (135)	70% (347)	3% (15)	32% (156)	92% 443	5.2 SD=2.0
MISS	39% (99)	18.1 SD=1.1	10.2 SD=1.6 M=1%	29% (74)	68% (174)	2% (6)	11% (27)	86% 216	6.4 SD=2.6
NWRK	23% (97)	17.1 SD=1.1	10.6 SD=1.4 M=1%	24% (100)	24% (99)	52% (216)	8% (33)	31% 126	4.9 SD=1.8
NY	20%[1] (33)	17.4 SD=1.1	9.9 SD=1.2 M=36%	10% (17)	75% (121)	15% (24)	24% (33)	53% 80 M=32%	3.8 SD=2.5
ROAN	42% (109)	17.5 SD=1.1	10.0 SD=1.4 M=2%	17% (44)	75% (193)	7% (19)	9% (22)	80% 206	3.3 SD=2.2
SA	27% (89)	17.6 SD=0.9	9.2 SD=1.1 M=37%	2% (6)	97% (289)	0.7% (2)	22% (43)	98% 308	5.2 SD=2.5
STLO	33% 33%* (51)(67)	18.0 18.1* SD=1.0(1.0)	11.5(11.3)* SD=.9(1) M=27%	28% 37%* (42)(75)	46% 43%* (69)(87)	27% 20%* (41)(41)	5% 4%* (8) (8)	98% 98%* 148 180	5.3 5.6* SD=2.2(2.6)
HUD TOTALS MAY, 1980	24% (769)	17.7 (SD=1.1)	10.4 (SD=1.4)	21% (668)	58% (1816) 5%	20% (636)	17% (495) 10%	77% 2147 15%	5.0 (SD=2.4)

CHART 10. HUD/YCCIP Participant Characteristics: Sex, Age, Education Status, Offender Status, Unemployment Rate, Family Size, Number of Dependents, Average Length of Stay in Programs, Positive Termination Rates, Unsubsidized Job Rates.

NOTE 1. 76% of these positive terminations were "return to school."

Note 2. N = missing data when it is > 10%.

*Note 3. Data marked (*) are April, 1981 data for Atlanta (ATL) and St. Louis (STLO).

(continued on next page).....

	Number Dependents	Average Length of Stay (Months)	Average Length of Stay without Summer Participants	Percent Positive Terminations	Percent Positive without Summer Youth	Percent all unsubsidized jobs HUD/YCCIP [4]	Percent Trainees with Unsubsidized Jobs [5]
ATL [3]	0.3 (1.6)* SD=.6 (2)	5.4 (3.9)* SD= 4.8(22)	5.7 (5.3)* SD=4.9 (4.8)	26% (30 %)* 61 95	22% (25%)* 47 74	3.5% 23	10% 23/231
BOS	0.3 SD=.5	5.6 SD=5.6	5.6 SD=5.6	28% 88	28% 85	9.1% 59	19% 59/311
CHI	N.A.	5.9 SD=4.8	6.2 SD=4.8	59% 274	56% 246	16.4% 107	2 % 111/465
LA	0.7 SD=.5	8.2 SD=5.4	8.2 SD=5.4	34% 111	34% 111	13.7% 89	28% 89/323
MISS	0.7 SD=.7	9.3 SD=6.4	9.3 SD=6.4	24% 51	24% 51	5.5% 36	17% 36/208
NWRK	0.04 SD=.2	3.9 SD=3.8	4.7 SD=4.4	77% 312	66% 180	11.4% 74	18% 74/406
NY	0.2 SD=0.4	6.2 SD=5.7	6.2 SD=5.7	16% 31	16% 31	2.8% 18	9% 18/190
ROAN	0.2 SD=0.6	10.3 SD=6.0	10.3 SD=6.0	55% 113	55% 112	12.4% 81	% 8 /206
SA	0.6 SD=0.8	6.5 SD=4.5	6.5 SD=4.5	45% 140	45% 140	20.7% 135	44% 135/310
STLO [3]	.2 (.8)* SD=.5(1.7)	7.4 (4.2)* SD=6.3(2.7)	7.6 (7.2)* SD=6.3(5.6)	49% (41%)* 66 83	48% (40%)* 63 80	4.5% 29	21% 29/135

Chart 10 (continued)

Note 4. Three and one-half percent of all jobs obtaineed in all 10 cities (N=663) were in Atlanta). Data through May, 1980.

Note 5. Data through May, 1980.

ETHNICITY [1]

	Black	White	Puerto Rican	Chicano	Other Spanish	Other
ATL	94% (93%)*	0.4% (.3%)*	0% (0%)*	0.4% (.3%)*	5% (6%)*	.4% (.3%)*
	247	1	0	1	12	1
BOS	77%	10%	8%	0.5%	4%	0.5%
	294	41	33	2	17	2
CHI	98%	0.4%	0%	0.4%	0.4%	1%
	474	2	0	2	2	3
LA	90%	1%	0%	3%	6%	1%
	444	6	0	13	29	4
MISS	96%	2%	0%	0%	2%	0.4%
	244	4	0	0	4	1
NWRK	12%	68%	14%	0.2%	6%	0.2%
	50	282	59	1	23	1
NY	51%	3%	41%	0%	3%	2%
	81	5	65	0	5	3
ROAN	56%	42%	0%	1%	2%	0%
	146	109	0	2	5	0
SA	1%	2%	0%	92%	6%	0%
	4	5	0	300	19	0
STLO	98% (98%)*	0% (0%)*	0% (0%)*	1% (.5%)*	1% (1%)*	0% (0%)*
	150 185	0 0	0 0	1 1	2 2	0 0
Column Totals May, 1980	67% 2134	14% 455	5% 157	10% 322	4% 118	

CHART 11. Ethnic Distribution within 10 HUD/YCCIPs through May, 1980.

Two percent of the data on ethnicity were missing and excluded from the calculation of percentages.

NOTE 1. Data marked (*) are April, 1981 data for Atlanta (ATL) and St. Louis (STLO).

Indians comprised less than 1% of the HUD/YCCIP population at any site. Asian Americans were 2% of the population in New York and less than 0.4% in all other locations.

Education. Education also varied greatly across the HUD/YCCIP sites. High school graduates ranged from a high of 29% in Atlanta and LA to 2% in San Antonio, where 97% of the youth were high school dropouts. Newark, on the other hand had only 24% high school dropouts (see Chart 10). Fifty-two percent of the Newark youth were high school students.

Family Status and Size. Youth who were heads of households varied considerably from 20% in Roanoke and 14% in Boston, down to 3% in Mississippi and LA and 1% in Newark. Overall, 7% of HUD/YCCIP participants reported that they were heads of households. The largest families were in Mississippi, Chicago, Atlanta and San Antonio (see Chart 10).

Residential Pattern. This item was completely omitted in Chicago, Newark, and St. Louis. Most youth lived with their mothers although the variation across cities was great: 59% in LA, 58% in Mississippi, 54% in Atlanta, 48% in the South Bronx, 37% San Antonio, 32% Roanake, 16% Boston. Boston had the highest percentage of youth living with both parents, 38%. Twenty-one percent of all HUD/YCCIP youth lived with both parents. Six percent were married.

Family Income. The range of family incomes across programs was great. Over 70% of the youth in Roanoke, Mississippi, and South Bronx had family incomes under $5,000 a year; Chicago 22% and Newark (18%) had far fewer. Seventy-three percent of the Chicago youth had family incomes between $5,000-10,000. Forty percent of the youth in Newark had family incomes over $10,000 (see Chart 1 Examination of per capita income indicates the poor economic conditions of the youth in Roanoke, Mississippi, South Bronx, and San Antonio and the relative advantage of youth in Chicago and Newark.

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FAMILY INCOME

	Under $5,000	$5,000-$10,000	Over $10,000	% Missing Data [1]
ATL [2]	62% (61%)*	31% (31%)*	8% (8%)*	45% (50%)*
	89 101	44 51	11 14	
BOS	53%	34%	13%	38%
	132	84	31	
CHI	22%	73%	5%	8%
	99	331	22	
LA	61%	35%	4%	17%
	255	146	15	
MISS	71%	26%	3%	10%
	161	60	7	
NWRK	18%	42%	40%	2%
	73	172	162	
NY	73%	27%	1%	47%
	120	44	1	
ROAN	74%	22%	4%	1%
	191	57	11	
SA	68%	29%	2%	31%
	138	59	5	
STLO [2]	61% (58%)*	35% (36%)*	4% (7%)*	8% (8%)*
	85 109	49 65	6 13	
Column Totals May, 1980	51% 1343	39% 1046	10% 271	19% 623

CHART 12. Family Income Distributions within 10 HUD/YCCIPs through May, 1980.

Note 1. There were large amounts of missing data for this item. These were excluded from the calculation of the three income distribution categories.

Note 2. Data marked (*) are April, 1981 data for Atlanta and St. Louis.

Weeks Unemployed. HUD/YCCIP data varied substantially around a mean of 23 weeks unemployed, ranging from 10 weeks in the South Bronx and 13 weeks in Roanoke to 34 weeks in St. Louis. Some youth had never found work before the HUD/YCCIP program (see Chart 13). Cross-tabulations of educational status data with labor force data indicates that many in-school youth were seeking but unable to find work. In Newark, for example, 39 percent of the youth attending high school or post-high school considered themselves unemployed.

Offender Status. Offender status data were obtained by self-report, a poor measure for this kind of variable. Chart 10 indicates that reports across the HUD sites range from a high of 32 percent in Los Angeles to a low of 5 percent in St. Louis.

Recruitment. The recruitment item was left blank for 65 percent of the HUD participants. Of those responding, 48 percent reported that they learned about the HUD/YCCIP program from a community agency, and 24 percent cited friends and relatives. All other referral sources accounted for 5 percent or less of the participants.

Labor Force Status. Three percent of the HUD/YCCIP youth were employed at the time they entered the program and 4 percent were underemployed. Eleven percent of the youth in Chicago were employed, the highest of any HUD site. Fifty-six percent of the Newark youth were not in the labor force when they entered the program. (Forty-two percent of these youth were in school). With the exception of Newark and New York (which reported 22% underemployed), more than 70% of the youth in all other programs reported that they were unemployed. This was true for over 90% of the youth in Atlanta (92%),

	MEAN WEEKS UNEMPLOYED	SD	% MISSING DATA
BOS	20	24	32
NY	10	19	47
ATL[1]	19 (15)*	22 (23)*	37 (40)*
MISS	29	26	36
SA	25	23	43
LA	30	28	54
NWRK	24	24	65
ROAN	13	18	61
CHI	26	27	63
STLO[1]	35 (23)*	27 (29)*	47 (38)*

CHART 13. Weeks Unemployed for HUD/YCCIP Youth, through May, 1980

Note 1. Data marked (*) are April, 1981 data for Atlanta and St. Louis.

LA (92%), San Antonio (98%) and St. Louis (98%; see Chart 10).

Economically Disadvantaged. This item was typically filled out on the applicants intake forms without any numerical calculations. In some cities e.g., Boston, it was usually omitted. It seems worth noting, however, that Chicago reported 39% and Newark 46% not economically disadvantaged. The rates for all other sites were substantially lower (over 80% disadvantaged). Chart 43 (p. 85) shows that programs in Chicago, St. Louis, Atlanta and Los Angeles were the most selective in their recruitment.

II. PARTICIPANT IMPACT

Length of Stay in Programs

Because we wish to deemphasize the short-term youth outcomes and point out the greater importance of longer-term outcomes for the participants of these programs, the major reports have dealt with the program inputs. Although it seems reasonable to expect the participant impact of a work experience program to have both short- and longer-term effects, the most important effects desired are longer-term effects. The short-term outcome for youth in Federal jobs program is almost always measured as positive terminations from the program and job placements. Yet, we know that the employment status of youth on the day they terminate from a program is transitory and does not reflect the longer term objectives of DOL/OYP work experience programs; Learning about the world of work, assimilation of good work habits such as coming to work on time, following instructions, meeting supervisor standards and learning how to look for work in the primary labor market sector of the economy.

Although there is good reason to hypothesize that the length of stay

	Total Number of Participants	Mean Months in Program	Standard Deviation	Missing Observations
10 HUD/YCCIPs	1545	7.0	5.6	64
13 FORMULA-FUNDED/YCCIPs[1]	1302	5.1	4.4	31
8 VICI/YCCIPs	1313	7.3	4.5	80

CHART 14. Average length of Stay in YCCIP Programs Through May,1980, excluding summer program for in-school youth.

NOTE: [1] Omits four formula-funded programs for which termination data were not supplied.

in a good work experience program should be positively related to successful development of job-ready characteristics, there is less reason to expect that the program's quality will have a strong relationship with participant' labor market status on the day the youth leaves the program or the day the program terminates. There are important reasons for this assertion:

1) HUD programs focused on craftsmen-supervised work experience but did not, for the most part, develop professional job placement programs.

2) The most important impacts of work experience are not likely to be apparent in the participants' job termination categories (positive, neutral, or negative). Instead, the meaning of the work experience for these youth may be mediated by new attitudes and behaviors which only become apparent as the youth continue to mature. The program experience can then serve as a reference point for both their search for work and job performance. Those youth who engaged in meaningful community work in the construction trades have had an experience in the world of work generally viewed as positive, both by their own reports and by the reports of their supervisors (Cf., CPPV, Third Interim Report, Winter, 1980). Whether or not a seven-month experience in this programs will be more beneficial than two months of work experience is an empirical question which is in critical need of examination in follow-up studies. One assumption of the Congress, however, is that work experience may benefit the disadvantaged youth beyond the preliminary effects of providing credentials in the form of an initial work history, potential work references and income from work performed.

3) The third reason for focusing upon longer-term program effects is that the labor market for youth, particularly disadvantaged and minority youth, is known to be extremely weak in many areas in which these programs were conducted (e.g. South Bronx, rural Mississippi). A follow-up survey of a random sample of HUD/YCCIP youth is planned for spring, 1981.

Length of Stay in Programs

	< 3 months	3 - 6 months	7 - 9 months	10 - 12 months	13 + months	Total
HUD/YCCIPs	41%	23%	14%	8%	13%	
N	1135	636	395	226	351	2743
Formula-Funded/YCCIPs	44%	30%	18%	4%	3%	
N	494	338	204	44	38	1118
VICI/YCCIPs	22%	23%	18%	17%	20%	
N	286	303	237	225	260	1311

CHART 15. Length of Stay Categorized for HUD, Formula-Funded and VICI Programs Through May, 1980.

NOTE: Missing data < 1%.

Charts 14 and 15 indicate that there are some differences in average length of stay in the HUD (7.0 months), formula-funded (5.1 months)and VICI (7.3 months) YCCIP programs. Data in Chart 14 reported here excluded summer participants, i.e., which recruited in-school youth who then returned to school. Thi is an important finding because it was hypothesized that the higher demands upon youth in HUD and VICI programs, and the greater reluctance of formula-funded programs to fire youth, would lead to briefer stays in the demonstration programs. This is not the case for the programs we have examined. Youth stayed longer in the more demanding program types. Chart 15 combines data on terminated participants with the amount of time spent in the program as of May 30, 1980. Data reported by the programs indicate that numerous participants were in the program longer than the limit of twelve months.

Chart 16, discussed in the next section of this report, indicates that youth in the formula-funded and HUD programs for six months or less had nearly the same positive termination rate as those in the program for six to 12 months. Youth in the HUD and Formula-funded programs less than six months had 43% and 55% positive termination rates respectively as compared with 25% for VICI. The HUD-VICI differences can be explained, in part, by the HUD in-school summer youth who returned to school in the fall as positive terminations (N=177, mostly in Newark) giving the HUD programs a higher short-term positive termination rate than the VICI programs. Omitting these youth reduces the short-term HUD termination rate to 36% and also yields a positive relationship for the HUD programs between length of stay and the termination categories. Participants in the HUD demonstration programs longer had a higher rate of positive terminatic than those in for a shorter time. But even excluding the HUD in-school summer youth who returned to school, the HUD programs had an 11% higher short term posit termination rate than did the VICI programs. This can be constrasted with the outcomes for the formula-funded programs included in this analysis where there w

	Time in Program					
	< 6 months		> 6 - 12 months		> 12[1] months	
	%	Positive Termination	%	Positive Termination	%	Positive Termination
HUD/YCCIPs	64%[3] (1771/2743)	43%[2] (759/1771)	23% (621/2743)	46% (285/621)	13% (351/2743)	49% (171/351)
Formula-Funded/YCCIPs	74% (832/1118)	55% (461/832)	22% (248/1118)	55% (136/248)	3% (38/1118)	26% (10/38)
VICI/YCCIPs	45% 589/1311	25% (150/589)	35% (462/1311)	48% (224/462)	20% (260/1311)	48% (124/260)

CHART 16. Impact of Length of Stay in YCCIP Programs Upon Positive Termination Rate, through May 1980.

NOTE:
1. Lengths of stay > 12 months exceed the minimum legal time in the programs
2. 36% (582/1594) excluding in-school summer youth participants.
3. 58% (1594/2745) excluding in-school summer youth.

no simple relationship between length of stay in the programs and the type of termination (positive, neutral or negative). HUD youth in the programs six to twelve months had a 46% positive termination rate and VICI youth a 48% positive termination rate. Formula-funded programs had a 55% positive termination rate for the same length of stay. Examination of Charts A1 - A35 (in Appendix 2) and reports by field investigators indicate some increased enrollment for LA comparison programs during the summer but the aggregate percent of in-school youth was only 10% of all formula-funded terminated participants. VICI data do not indicate any in-school youth in the program. We conclude that increasing the length of the work experience for out-of-school youth does have a positive effect in the demonstration programs. Brief work experience encountered by in-school youth was followed by overwhelmingly positive outcomes in the form of "returned to school" positive terminations.

Cost implications of the relationship between the proportion of positive terminations and length of stay. A high proportion of all program participants were in the programs for less than half of the maximum allowable time. Sixty-four percent of the HUD, 74% of the formula-funded and 45% of the VICI participants were in these programs less than six months (see Chart 15). The HUD figure is reduced to 58% if in-school summer participants are omitted. Formula-funded and VICI programs were substantially unaffected by this summer program factor. Most youth with positive program terminations were in the programs for six months or less. This is even true if in-school youth who were summer participants and returned to school are excluded from consideration. This produces a large difference in the cost of short-term and longer-term positive terminations. Using a standard cost of $10,000 per participant per year, it costs HUD/YCCIP $5984 per short term ($\leq$ 6 months) positive termination and $18,657. per longter term ($>$ 6 months) positive termination. Social policy

implications of these figures are discussed below after disaggregating positive terminations to examine the proportion of youth obtaining unsubsidized jobs at the time of program termination (see below, page 50).

Termination Categories and Outcomes: Aggregate Data for HUD, Formula-Funded and VICI Programs.

Chart 17 indicates the termination categories which have been classified as POSITIVE, NEUTRAL, AND NEGATIVE. Not all programs used the same terminations forms with the same categories. Raw data from HUD, formula-funded and VICI/YCCIP programs were all put into a single format, based upon the HUD/YCCIP categories. There are a number of discrepancies in data collected by different programs. VICI requested neither family financial data nor census category data on the nature of the jobs obtained by youth at the end of the YCCIP program. VICI used a broad category "construction-related", which was difficult to compare with the HUD categories. HUD/YCCIP termination forms did not ask whether a youth entered a union position, although subsequently the programs submitted a list of union placements (see Chart 45). Because the HUD programs had no required education program, there was no termination form question as to whether youth obtained GED diplomas during the course of the programs. These data were collected after programs terminated. Some HUD/YCCIPs operated GED programs or required enrollment in an educational program and program operators were asked for supplementary information on this item as well (see Chart 45).

Reasons for Termination Categorized		
Positive	Neutral	Negative
Direct Placement	Too old/young	Quit
Indirect Placement	I-Title Transfer	Fired
Found Own Job	Laid Off	Poor Attendance
Non-Ceta Training	Health, Pregnant	Fighting
Returned to School[1]	Family Care	Crime
	Transportation Problems	Poor Work
	Moved from Area	Drugs
	Cannot Locate	
	Other	
	Other Subsidized	

CHART 17 . Reasons for Termination Categorized. See Chart 18.

[1]NOTE: The text also indicates a recomputation of positive terminations omiting "Returned to School", because some HUD/YCCIP sites ran large summer programs for in-school youth who returned to school in the fall. This may distort the meaning of "positive termination."

Termination Rates

Chart 18 indicates the positive, neutral and negative termination rates for HUD, formula-funded and VICI programs. HUD youth had a 44% positive termination rate, VICI youth 38% and formula-funded youth, 43%. (Excluding HUD in-school participants reduces the overall positive termination rate by 3%). The difference between the programs in these aggregate rates are consistent with previous project reports. There was no difference between the HUD and VICI programs in their negative termination rate (37%). The 43% positive termination rate of the formula-funded programs represents a select group of formula-funded programs and is not a representative sample of such programs. In the next section we examine the sources of the differences in positive termination rates between the formula funded and demonstration programs and the differences within the positive termination categories of the HUD, VICI and formula-funded programs.

Percent Unsubsidized Job Placements

What proportion of HUD, VICI and Formula-funded youth had unsubsidized jobs on the date of termination? Chart 19 indicates that 25% of HUD, 23% of VICI and 26% of Formula youth receive unsubsidized jobs at the end of their participation in the programs as of May, 1980. Considerable termination data for the HUD/YCCIP in L.A., WLCAC, were supplied too late to be included in this analysis.

Field interviews at one VICI site indicated that some youth are placed in a non-terminated "job-ready" holding category until jobs can be found. This offers the advantage of avoiding a negative termination and may increase the prospects of a positive termination for these youth. It also increases

	Termination Category		
	Positive	Neutral	Negative
HUD/YCCIPs	44% (N= 1236)	19% (N= 540)	37% (N=1023
13 FORMULA-FUNDED/ YCCIPs [1]	48% (N=370)	27 (N=210)	25 (N=194)
VICI/YCCIPs	38% (N=498)	25% (N=333)	37% (N= 480)

CHART 18 . Reasons for Termination Categorized as Positive, Neutral and Negative, through May, 1980. Exclusion of in-school summer participants reduces the HUD positive termination rate to 41% and increases Neutral to 21% and Negative to 39%.

Note 1. LA 1, 2, and 4 not included here.

the reported positive termination rates. HUD/YCCIP programs did not use this category. HUD youth who did not have positive terminations at the conclusion of their time in the program, or at the time the program ended were categorized as neutral terminations (see Chart 18).

Quality of Job Placements

Perhaps as important as the percent of youth who obtained jobs in the different programs is the kind of jobs obtained by the youth. As noted above, VICI did not code the type of jobs obtained by youth on its data tape. All jobs obtained by youth in the HUD and formula funded programs were classified into one of twelve 1979 census job categories (see Chart 20). Examination of Charts 19 and 20 indicates that although about the same proportion of formula-funded and HUD/YCCIP youth received unsubsidized jobs the HUD YCCIP participants obtained jobs usually considered "better" than those obtained by formula-funded program youth. Thirty-seven percent of the HUD youth obtaining jobs, obtained "craftsmen" jobs as compared with 19% of the formula-funded youth. Formula-funded youth had a higher probability of obtaining jobs in the "clerical" area than did HUD youth. Given the construction work orientation of all of these programs, the HUD youth who obtained jobs had a more program-related outcome (see Chart 20).

Combining the "craftsmen" and "laborer" categories for the HUD and formula-funded youth indicates the 54% of the HUD youth who obtained jobs received program related jobs. This was true for 38% of the formula-funded youth.

	Terminated Participants Taking Unsubsidized Jobs[1]	
	N	%[2]
HUD/YCCIPs	654	25 (654/2620)
13 FORMULA-FUNDED/ YCCIPs[3]	201	26 (201/766)
VICI/YCCIPs	298	23 (298/1311)

CHART 19. Terminated Participants Taking Unsubsidized Jobs, Through May, 1980.

NOTES:

[1] "Unsubsidized Job" category includes only "direct placement," "indirect placement" and "found own job."

[2] Data exclude in-school summer participants.

[3] LA 1, 2, and 4 not included here.

Job Category	10 HUD/YCCIPs	17 Formula-Funded/YCCIPs[2]
1. Professional[1] (001-196)	3% (N= 19/688	6% (N=17/325)
2. Managers (201-246)	0% (N= 2/ 668	0% (N= 1/325)
3. Sales Workers (260-296)	2% (N= 13/668)	2% (N= 8/ 325)
4. Clerical (301-396)	6% (N= 43/668)	15% (N=49/325)
5. Craftsmen & Kindred Workers[3] (401-586)	37% (N= 245/668)	19% (N=63/325)
6. Operatives Except Transport (601-696)	2% (N= 79/668)	18% (N=57/325)
7. Transport Equip. Operators (701-726)	4% (N= 26/668)	4% (N=12/325)
8. Laborers, Except Farm (740-796)	17% (N= 112/668)	9% (N=61/325)
9. Farmers (801-806)	0% (N=0)	0% (N=0)
10. Farm Laborers (821-846)	1% (N= 7/668)	0% (N=0)
11. Service Workers Excl. Private Household (901-976)	4% (N= 9/668)	11% (N= 36/325)
12. Other	5% (N= 31/668)	6% (N= 19/325)

CHART 20 . Job Placements of 10 HUD and 17 Formula-Funded/YCCIP Youth, Through May, 1980. Using 1970 Census Category Codes.

NOTES:
1. See Appendix B for a full list of the jobs listed under each code and the full title of these categories.
2. VICI Termination Forms did not ask for participants' job titles if terminated to a job.
3. This category includes brick masons, carpenters, cement finishers, painters, plumbers and all associated apprenticeships. Participants who entered the Army were also included in this category which accounts for 7% of HUD and 3% of Formula-funded participants.

Participant Wages for New Jobs and Previous Jobs

Chart 21 indicates the distribution of wages received by youth terminated from the HUD, VICI and formula-funded programs. VICI youth who received jobs received higher wages than did comparable youth in either the HUD or formula-funded programs: 78% of these VICI youth received wages of $4.00 per hour or more. This was true of 36% of the HUD and 30% of the formula-funded youth and is a socially significant difference. "Job ready" youth who have not yet received jobs may or may not do as well as those who have already obtained jobs. Subsequent data will supply the evidence.

It is clear that VICI youth were considerably more advantaged than HUD or formula-funded youth with regard to wage rates received before entering the programs. Twenty-nine percent of VICI youth had earned $4.00 per hour or more before entering the program. This was true for only 5% of the HUD youth and 8% of the formula-funded youth. This finding is mirrored at the lower end of the wage scale where 54% of the HUD and 52% of the formula-funded youth with prior jobs had prior wages below $2.65 per hour. This was only true for 34% of comparable VICI youth.

Obtaining Jobs and Length of Stay in Program

For HUD/YCCIP participants in the program through May, 1980, there was a striking advantage to being in the program six or more months. Thirty-five percent of these youth obtained jobs at the end of their stay in the program as constrasted with 19% who did after less than six months in the program (see Chart 22). Comparable figures for formula-funded program were 25% and 29%. Thus, gross analysis indicates no significant difference in job placement rate for being in the formula-funded programs for the longer period of time. The HUD program had the highest unsubsidized job placement rate of

	NONE		>0-$2.30		$2.30-$2.99		$3.00-$3.49		$3.50-$3.99		≥ $4.00		% MISSING DATA	
	LAST WAGE	NEW WAGE	LAST WAGE	NEW WAGE	LAST WAGE	NEW WAGE	LAST WAGE	NEW WAGE	LAST WAGE	NEW WAGE	LAST WAGE	NEW WAGE	LAST WAGE	NEW WAGE
10 HUD/YCCIPs	4%	--[1]	10%	1%	58%	35%	18%	23%	6%	18%	5%	36%	6%	0%
N	54	--	149	5	825	198	252	130	80	103	76	203	(1847/3283)	0
17 Formula/YCCIPs	0.3%	--	6%	4%	61%	23%	18	26%	8%	17%	8%	30%	50%	0%
N	2	--	46	10	479	65	142	73	59	48	61	86	(795/1582)	
8 VICI/YCCIPs	0%	--	5%	0.4%	48%	4%	13%	9%	5%	8%	29%	78%	0%	0%
N	0	--	65	3	670	27	185	63	64	59	409	545		

CHART 21. Wages for Last Job and New Jobs for HUD, Formula, and VICI/YCCIP Terminated Participants, through May, 1980.

Notes: 1. New wages only calculated for participants terminated to jobs.

Time in Program	Obtained Jobs at Termination[1]		
	HUD	FORMULA-FUNDED (N=17)	VICI
< 6 months	19%[2] (297/1771)	25% (210/832)	17% (98/589)
≥ 6 months	35% (344/972)	29% (82/286)	28% (200/722)

CHART 22 . Obtaining a Job and Length of Stay in Program. HUD and Formula-Funded/YCCIP data through May, 1980. VICI data through October, 1980.

NOTE: [1] Percentages obtained by dividing N by the total terminations for each time period.

[2] Excludes in-school summer participants. 17% percent including in-school summerparticipants.

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(continued...)

these program types, 35% as of May, 1980. Twenty-eight percent of the VICI participants obtained unsubsidized jobs at the end of their stay in the program for six or more months as contrasted with 17% for those in the program for less than six months.

Relationships Between Participant Characteristics and Termination Categories: Aggregate Data for HUD, Formula-funded and VICI Programs.

Data are presented here for positive, neutral and negative termination categories for the aggregated HUD, formula-funded and VICI programs. The positive termination categories will also be disaggregated in the following section to focus upon the proportion of youth obtaining unsubsidized jobs, and to examine the effect of youth reported to have returned to school upon the positive termination rates.

Sex. In the HUD/YCCIPs there was no important difference in the positive termination rates of men and women (45% and 44%). Males, however, had higher negative termination rates (40% vs. 28%), and females a higher rate of neutral terminations (29% vs. 16%). Findings were in the same direction for formula-funded youth. VICI men had a much higher positive termination rate than VICI women (40% vs. 28%). VICI men and women had a similar negative termination rate (37% and 36%; see Charts 23, 24 and 25).

Age. HUD youth ages 16-17 had a higher positive termination rate (50%) than those 18-19 years old (40%). This can be explained, in part, by the younger in-school HUD youth who returned to school at termination (see Chart 26). Formula-funded youth ages 16 and 17 also did better than 18-19 year olds (60% vs. 45% positive termination rates; see Chart 27). VICI youth 18 and 19 years old had higher positive termination rates than 16 and 17 year old youth (40% vs. 32%), and 68% of VICI's terminees were older youth (18-19; see Chart 28). Thus, HUD and VICI programs made "appropriate," although different, selections of youth by age. Younger HUD youth did better than older youth and HUD had the highest proportion of younger youth across the

Sex	Termination Category (HUD) Positive	Neutral	Negative	Row Total
Male	943 45% 77%	327 16% 64%	833 40% 83%	2103 77%
Female	280 44% 23%	185 29% 36%	176 28% 17%	641 23%
	1223 45%	512 19%	1009 37%	2744 100%

CHI Square = 67 , $p < .001$

Chart 23. Participants' Sex and Termination Category for HUD Participants, through May, 1980. Cells in table indicate from top to bottom: frequency, row %, column %. Missing data < 1%.

Sex	Termination Category (17 Formula-funded Programs) Positive	Neutral	Negative	Row Total
Male	457 54% 74%	196 23% 67%	189 22% 81%	842 74%
Female	164 54% 26%	95 31% 33%	45 15% 19%	304 26%
	621 54%	291 25%	234 20%	1146 100%

CHI Square = 12, $p < .01$
Missing data = 0%

Chart 24. Participants' Sex and Termination Category For Formula-Funded Participants, through May, 1980. Cells in table indicate from top to bottom: frequency, row %, column %.

Sex	Termination Category (VICI) Positive	Neutral	Negative	Row Total
Male	428 40% 86%	244 23% 73%	390 37% 81%	1062 81%
Female	70 28% 14%	89 36% 27%	80 36% 19%	279 19%
	298 40%	166 22%	280 38%	1311 100%

CHI square = 11, $p < .001$
Missing data = 0%

Chart 25. Participants' Sex and Termination Category for VICI Participants, through May, 1980. Cells in table indicate from top to bottom: frequency, row %, column %.

Termination Category (HUD)

		Positive	Neutral	Negative	Row Total
AGE	< 16	54%	23%	23%	1%
	N	14	6	6	26
	16	56%	16%	28%	17%
	N	269	75	135	479
	17	46%	18%	36%	26%
	N	338	133	259	730
	18	41%	19%	40%	30%
	N	342	158	335	835
	19	38%	22%	41%	22%
	N	233	134	253	620
	≥ 20	37%	36%	27%	2%
	N	22	21	16	59
Column Total		44%	19%	36%	
	N	1218	527	1004	2749

CHART 26. Age and Termination Category for HUD Participants, Through May, 1980. Cells in table indicate from top to bottom: row%, frequency. Missing data < 1%.

three program types. Older VICI youth did better than younger youth and VICI had the highest proportion of older youth across the three program types (see Chart 28). It is unclear why the oldest Formula-Funded youth did so much worse than younger youth (see Chart 27).

Although HUD program operators regularly reported how difficult it was to place younger youth in jobs, they did well with their younger youth because such a large proportion came from, and returned to, school.

Offenders. Youth who reported that they were convicted offenders had a consistently poorer positive termination rate than did "non-offenders." In these terms, offenders did best in formula-funded programs (40% positive) as compared with VICI (35% positive) and HUD (25% positive). The formula-funded programs also had the highest proportion of offenders (24% vs. 17% for HUD and 10% for VICI; see Charts 29, 30 and 31).

Educational Level. High school students had the highest percent of positive terminations in the HUD programs (72% vs. 51% for formula-funded programs). This is largely explained by the high proportion who returned to school (86%). Fifty-three percent of HUD high school graduates had positive terminations (37% returned to school). Thirty-three percent of the HUD and VICI dropouts had positive terminations (21% returned to school), as compared with 54% for the formula-funded program (see Charts 32, 33, and 34)

For the formula-funded programs, high school students had the lowest positive termination rate (51%, of whom 62% returned to school) but they comprised only 9% of the population. Fifty-eight percent of the high school graduate had positive terminations (46% returned to school) and 54% of the dropouts had positive terminations (43% returned to school).

Family Income. Family income is positively related to positive termination rates for both HUD and formula-funded programs. The relationship is consistent

Termination Category (17 Formula-funded programs)

AGE		Positive	Neutral	Negative	Row Total
	< 16	75%	0%	25%	0.2%
	N	3	0	1	4
	16	63%	19%	18%	8%
	N	72	22	21	115
	17	59%	18%	23%	19%
	N	162	48	64	274
	18	57%	25%	18%	26%
	N	219	95	71	385
	19	38%	22%	41%	42%
	N	233	134	253	620
	≥ 20	37%	36%	27%	4%
	N	22	21	16	59
Column Total		49%	22%	29%	
	N	711	320	426	1457

CHART 27. Age and Termination Category for Formula-Funded Participants, Through May, 1980. Cells in table indicate from top to bottom: row%, frequency. Missing data < 1%.

Termination Category (VICI)

AGE		Positive	Neutral	Negative	Row Total
	< 16	0%	50%	50%	0.1%
	N	0	1	1	2
	16	25%	24%	51%	8%
	N	25	24	50	99
	17	35%	28%	37%	22%
	N	103	84	109	296
	18	39%	25%	36%	36%
	N	187	117	171	475
	19	41%	24%	35%	32%
	N	173	103	146	422
	≥ 20	59%	24%	18%	1%
	N	10	4	3	17
Column Total		38%	25%	37%	
	N	498	333	480	1311

CHART 28. Age and Termination Category for VICI Participants, Through May, 1980. Cells in table indicate from top to bottom: row %, frequency. Missing data = 0%.

Offender	Termination Category (HUD) Positive	Neutral	Negative	Row Total
Yes	110 25% 10%	68 16% 15%	261 60% 27%	439 17%
No	1035 49% 90%	390 18% 85%	693 33% 73%	2118 83%
	1145 45%	458 18%	954 37%	2557 100%

CHI Square = 97, p<.001
Missing Data =

Chart 29 . Offender Status and Termination Category for HUD Participants, through May, 1980. Cells in table indicate from top to bottom: freguency, row %, column %.

Offender	Termination Category (Formula - Funded) Positive	Neutral	Negative	Row Total
Yes	98 40% 18%	45 19% 18%	99 41% 52%	242 24%
No	460 51% 81%	200 27% 76%	93 12% 55%	753 76%
	558 56%	245 25%	192 19%	995 100%

CHI Square = 96, $p < .001$
Missing data = < 1%

Chart 30. Offender Status and Termination Category for 17 Formula - Funded Participants through May, 1980. Cells in table indicate from top to bottom: frequency, row %, column %.

Offender	Termination Category (VICI) Positive	Neutral	Negative	Row Total
Yes	47 35% 9%	37 28% 11%	50 37% 11%	134 10%
No	451 38% 91%	296 25% 89%	430 36% 90%	1177 89%
	498 40%	333 22%	480 38%	1311 100%

CHI Square = 0.6 , Not significant
Missing data = 0%

Chart 31. Offender Status and Termination Category for VICI Participants through May, 1980. Cells in table indicate from top to bottom: frequency, row %, column %.

Termination Category (HUD)

EDUCATIONAL STATUS		Positive	Neutral	Negative	Row Total
	Dropout	33%	22%	44%	57%
	N	505	333	676	1514
	High School Student	72%	11%	17%	21%
		398	61	94	553
	High School Completed	53%	20%	27%	17%
		238	87	122	447
	Attending Post High School	52%	16%	31%	4%
		52	16	31	99
	Column Total	46%	19%	35%	
		1193	497	923	2613

CHART 32: Educational Status and Termination Category for HUD YCCIP Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency and row percent. Missing data < 2%.

Termination Category (Formula-Funded)

EDUCATIONAL STATUS		Positive	Neutral	Negative	Row Total
	Dropout	54%	24%	22%	62%
	N	381	170	155	706
	High School Student	51%	24%	25%	9%
		53	25	26	104
	High School Completed	61%	25%	14%	24%
		162	67	36	265
	Attending Post High School	40%	46%	12%	4%
		19	22	6	47
	Column Total	54%	25%	20%	
		615	284	223	1122

CHART 33: Educational Status and Termination Category of Formula-Funded Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency and row percent. Missing data < 1%.

Termination Category (VICI YCCIPs)

EDUCATIONAL STATUS		Positive	Neutral	Negative	Row Total
	Dropout N	32% 329	27% 275	40% 399	76% 1003
	High School Student	--	--	--	--
	High School Completed	54% 156	18% 54	28% 80	22% 290
	Attending Post High School	72% 13	22% 4	6% 1	1% 18
	Column Total	38% 498	25% 333	36% 480	 1311

CHART 34: Educational Status and Termination Category of VICI Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency, and row percent. Missing data < 6%.

and statistically significant but does not explain a large proportion of the variance for the two variables. For the HUD programs, the upper fifth of the family income distribution contributes 26% of the positive terminations, the lower fifth contributes 17% of the positive terminations in the program. R^2, however, is only .01. VICI did not report family income data (see Charts 35-36).

Relationships Between Participant Characteristics and Termination Categories: Data for HUD Sites

Sex. For the aggregate HUD/YCCIPs there was no important difference in the positive termination rates of men and women (46% and 44%). Males, however, had a higher negative termination rate (39% vs. 27%) and females a higher neutral termination rate (29% vs. 16%). Examination of the data for the individual HUD programs must be viewed in light of the fact that 76% of all HUD participants were male and 24% were female. Males made up 78% of the total of all HUD positive terminations and females, 22% of the positive terminations. Chart 39 indicates that males and females had similar positive termination rates at many of the HUD sites. Exceptions were Chicago and LA, where women did better than men and in San Antonio and St. Louis, where women did much worse than men. The high positive termination rate for women in Newark (75%) is almost entirely explained by females who returned to school. Omitting them from the analysis gives a female positive termination rate in Newark of only 12% (N = 3). A similar finding applies to Chicago where the 76% positive termination rate for women is reduced to 40% if women who returned to school are omitted from the analysis (see Chart 39).

Age. Despite program operators' beliefs to the contrary, younger HUD youth often had higher positive termination rates than older youth. These differences, however, in positive termination rates for the different age groups were not statistically significant for nine of the ten HUD/YCCIPs

Termination Category (HUD)

FAMILY INCOME		Positive	Neutral	Negative	Row Total
	Under $5,000	37%	24%	38%	62%
	N	398	267	410	1075
	$5,000 - $10,000	52%	15%	32%	70%
		485	141	304	930
	Over $10,000	62%	10%	27%	82%
	N	163	26	70	259
	Column Total	46%	19%	34%	
		1046	434	784	2264

CHART 35. Family Income and Termination Category for HUD Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency and row percent. Missing data < 3%.

Termination Category (17 Formula-funded programs)

FAMILY INCOME		Positive	Neutral	Negative	Row Total
	Under $5,000 N	50% 322	28% 186	22% 140	59% 648
	$5,000 - $10,000	62% 240	20% 78	18% 72	36% 390
	Over $10,000 N	61% 35	28% 16	10% 6	.5% 57
	Column Total	54% 597	25% 280	20% 218	 1095

CHART 36. Family Income and Termination Category for Formula-Funded Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency and row percent. Missing data < 1%.

Termination Category (HUD)

PER CAPITA INCOME	Positive	Neutral	Negative	Row Total
$500 or less	34%	30%	36%	24%
N	172	151	178	501
$501 - $1,000	40%	21%	38%	22%
N	187	98	173	458
$1,001 - $1,500	50%	16%	34%	22%
N	224	69	150	443
$1,501 - $2,000	57%	15%	27%	14%
N	164	43	78	285
$2,001 - $2,500	70%	9%	21%	8%
N	109	14	33	156
$2,501 - $3,000	72%	13%	15%	4%
N	66	12	14	92
$3,001 - and up	68%	14%	18%	5%
N	71	15	19	105
Column Total	48% 993	20% 402	32% 645	2040

CHART 37. Per Capita Income and Termination Category for HUD Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency and row percent. Missing data = 2%.

Termination Category (17 Formula-funded programs)

PER CAPITA INCOME		Positive	Neutral	Negative	Row Total
	$500 or less	42%	30%	27%	30%
	N	134	96	87	317
	$501 - $1,000	53%	28%	18%	24%
	N	141	74	50	265
	$1,001 - $1,500	66%	18%	15%	28%
	N	200	55	45	300
	$1,501 - $2,000	65%	21%	14%	12%
	N	86	28	18	132
	$2,001 - $2,500	52%	18%	30%	3%
	N	17	6	10	33
	$2,501 - $3,000	40%	40%	20%	.9%
	N	4	4	2	10
	$3,001 - and up	43%	31%	25%	1%
	N	7	5	4	16
	Column	54%	24%	20%	
	Total	589	268	216	1073

CHART 38. Per Capita Income and Termination Category for Formula-Funded Participants, Through May, 1980. Cells in table indicate from top to bottom: frequency and row percent. Missing data < 1%.

	POSITIVE TERMINATIONS		NEGATIVE TERMINATIONS[1]		POSITIVE TERMINATIONS ETHNICITY[2]				POSITIVE TERMINATIONS EDUCATIONAL STATUS		POSITIVE TERMINATIONS OFFENDER STATUS		POSITIVE TERMINATIONS FAMILY INCOME		
	Male	Female	Male	Female	White	Black	Chicano	Puerto Rican	HS Drop-out	HS Completed	Offender	Not Offender	Under $5,000	$5,000-$10,000	Over $10,000
ATL	27%	22%	45%	37%	-	26%	0%	-	16%	27%*	23%	27%	22%	28%	22%
N	52	9	86	15	1	58	0	-	16	14	5	56	18	10	2
BOS	29%	25%	61%	56%	45%	24%	-	33%	24%	49%*	23%	27%	34%	23%	9%
N	70	18	146	40	15	55	1	10	38	21	14	51	33	14	2
CHI	55%	76%**	37%	8%	-	59%	-	-	38%	65%**	39%	62%**	53%	61%	70%
N	205	69	139	7	2	265	1	-	69	49	24	237	49	194	14
LA	33%	53%	56%	33%	-	36%	-	-	30%	49%	19%	44%**	36%	36%	25%
N	95	16	163	10	1	102	2	-	68	40	22	87	55	33	2
MISS	28%	20%	42%	30%	0	25%	-	-	16%	40%**	14%	26%*	20%	36%	17%
N	35	16	54	24	0	49	-	-	23	24	3	48	26	18	1
NWRK	77%	76%	14%	10%	80%	67%	-	67%	53%	81%**	53%	79%**	62%	77%	82%
N	239	73	42	10	221	33	-	38	51	51	17	295	44	130	130
NY	14%	10%	46%	28%	-	5%	-	19%	11%	20%*	10%	14%	20%	9%	0
N	15	3	50	8	2	4	-	10	11	2	3	13	21	3	0
ROAN	57%	52%	37%	30%	57%	51%	-	-	49%	68%	22%	58%**	54%	59%	55%
N	76	37	50	21	54	54	1	-	75	21	4	108	79	27	6
SA	52%	26%	23%	28%	-	-	45%	-	45%	0%	37%	46%	40%	41%	60%
N	119	21	53	23	2	2	128	-	126	0	15	67	54	24	3
STLO	56%	36%	30%	31%	0	48%	-	-	38%	44%*	29%	50%*	35%	63%	100%
N	50	16	27	14	0	64	1	-	22	20	2	63	27	26	3
Totals	45%	44%	40%	28%	71% 298/420	39% 686/1744	44% 134/304	42% 58/139	39% 499	53% 242	27% 109	49% 1025	38% 406	53% 479	67% 163

CHART. 39 HUD Program Termination Rates by Sex, Ethnicity, Educational Status, Offender Status and Family Income.

NOTES:
1. Neutral Terminations omitted here to save space. Neutrals are obtained by subtraction of positive plus negative from 100%.
2. Whites were 13% of all HUD participants and 24% of all positive terminations. Blacks were 64% of all HUD participants and 56% of all positive terminations.
3. ** = $P < .01$
   * = $P < .05$

(see Chart 40). Most important is to dispell the belief that younger participan have poorer termination outcomes. In three programs, older youth had higher positive termination rates, but again the differences were not statistically significant. Only in Chicago did younger youth have consistently higher positive termination rates and was the population large enough to show statistic significance ($p. < 001$; see Chart 40).

Ethnicity. Most HUD program participants were black (68%), and blacks had a positive termination rate of 39%, close to the overall 44% positive termination rate for all HUD participants. Whites, comprised 13% of all HUD participants and had a 71% positive termination rate. Chicanos and Puerto Ricans comprised 10% and 5% of the HUD participants and had positive termination rates of 44% and 42%, respectively. Eight of the ten HUD programs were directed by minority group members.

In some HUD sites minority groups did substantially better than the aggregate HUD rate. This occurred in Chicago (TWO), Newark (NWECC), and Roanoke (SVCDF; see Chart 39).

Education. Chart 39 indicates that increased education is positively related to positive termination rate. Thirty-four percent of the dropouts but 53% of participants who completed high school had positive terminations. HUD programs in Newark, Roanoke and San Antonio did particularly well with dropouts in comparison with the other sites.

Family Status. Family status did not have any substantial variation within the HUD programs. Ninety-one percent of the participants were family members, 6% were heads of households and 3% lived in unrelated units. Positive termination rates for the family members group paralleled that of the overall distribution.

POSITIVE TERMINATION RATES

BY AGE

	13 - 15	16	17	18	19	20 & Up
ATL	0%	33%	23%	20%	20%	20%
N	0	7	10	15	14	1
BOS	50%	25%	17%	35%	32%	33%
N	1	15	12	28	23	5
CHI [2]	67%	72%	63%	51%	43%	27%
N	4	55	69	68	37	4
LA	0%	41%	32%	31%	41%	0%
N	0	7	22	41	41	0
MISS	0%	21%	26%	22%	25%	33%
N	0	4	9	16	16	4
NWRK	100%	60%	64%	68%	71%	50%
N	3	35	56	50	35	1
NY	33%	21%	17%	11%	13%	0%
N	2	8	10	5	4	0
ROAN	0%	42%	54%	61%	58%	0%
N	0	18	32	35	24	0
SA	0%	33%	46%	52%	36%	100%
N	0	10	55	51	20	4
STLO	0%	50%	54%	46%	42%	60%
N	0	6	14	20	19	3

CHART. 40 Percent of Each Age Group with Positive Terminations at HUD/YCCIPs, Through May, 1980.

Note 1. Only 16 - 19 year old youth were eligible to participate in YCCIP

Note 2. Significance of Chi Square for Termination categories by age, $p < .001$.

Family Income. Family income was positively related to positive termination rates for the HUD programs. Chart 39 indicates that participants with family incomes under $5,000 had a 38% positive termination rate, (N = 406); for those $5,000 - 10,000, 53% (N = 479); for those over $10,000, 67% (N = 163). The negative impact of severe economic disadvantage was most salient in St. Louis where the termination rate disparity between the bottom two groups was 28% (see Chart 39).

Per Capita Income. Chart 37 indicates that there is a strong positive relationship between per capita income and positive termination rates for the HUD participants. There was no inversion of this finding at any HUD site. The weakest relationships were found at those sites with the lowest incomes and the smallest dispersion of incomes such as Mississippi, San Antonio, and the South Bronx (see Chart 42).

Offender Status. HUD participants reported as non-offenders had a positive termination rate nearly double that of offenders (49% vs. 27%, see Chart 39). Newark was the only site where the positive termination rate for offenders (53%) exceeded the rate for the aggregate HUD/YCCIP participants. Thirty-five percent of these positive terminees were in-school summer participants who returned to school in the fall, but the residual 42% positive termination rate obtained by omitting these youth is still relatively high.

Unsubsidized Jobs and Wages. Chart 10 indicates that HUD/YCCIP participants in Roanoke and San Antonio found the highest percentage of unsubsidized jobs of all the HUD programs, 44% and 41% respectively. Youth in the South Bronx and Atlanta found the lowest percentage of jobs, 9% and 10% respectively. Youth at the other programs were clustered around the aggregate percentage of 24% receiving unsubsidized jobs (see Chart 10).

Chart 41 indicates the reported pre-program wages for HUD youth and the post-program wages for HUD youth who received unsubsidized jobs. It is clear that post-program jobs paid a higher hourly wage and the increase appears too large to have been caused entirely by inflation (e.g., 10% per year over two years). Forty-seven percent of the HUD youth made more than $2.66 per hour at the time of program entry but 78% earned more than $3.00 per hour when they left the program. Thirty-seven percent received jobs paying more than $4.00 per hour.

Interpretations. The HUD programs were not at all uniform in either the characteristics of youth recruited or in the process of and substance of program implementation. Operations were highly decentralized as compared to the VICI programs. Central oversight of the administrative and fiscal aspects of the HUD programs from Washington was generally less than that encountered by formula-funded programs from the prime sponsors. Thus, the HUD programs had a large degree of local autonomy and the discretion to set within program priorities.

There is no consistent descriptive model of the HUD programs. Some programs operated for summer youth, others for drop-outs. Some community based organizations were experienced operators of these types of programs while others were not. Programs placed different emphases upon housing repair or rehabilitation. Within the pool of disadvantaged youth there was considerable variation in the characteristics of youth recruited.

Interactions among youth characteristics, program variables, and labor market variables are associated with the outcome measures we have examined, such as "length of stay in the programs", "positive terminations" and "getting jobs". We believe, however, that these are relatively poor proxies for long-term post-program labor market outcome for these youth. Follow-up of these youth to assess their labor market experiences should yield good rewards in

the form of basic information valuable for the improvement of both government and private sector employment policy. The most valid follow-up information available under the auspices of this evaluation will probably be from the two year in-person youth follow-ups being completed during spring, 1981, because the attrition in this youth sample appears to be only about 10%. Telephone follow-ups with disadvantaged youth typically have a very high attrition rate, both because of the mobility of disadvantaged youth, and because of the reluctance of family and friends to help contact them. This reluctance reportedly arises out of fear that the caller may represent potential legal or financial difficulties.

	PREVIOUS WAGES							NEW WAGES FOR THOSE GETTING JOBS					
	None	< $2.30	$2.30-2.65	$2.66-2.99	$3.00-3.49	$3.50-3.99	$4.00 & up	$2.30	$2.30-2.65	$2.66-2.99	$3.00-3.49	$3.50-3.99	$4.00 $ up
ATL	13%	2%	50%	15%	2%	3%	5%	0%	0%	25%	0%	12%	63%
N	22	3	84	25	4	4	8	0	0	2	0	1	5
BOS	0%	8%	31	20%	28%	8%	6%	3%	8%	14%	22%	11%	42%
N	0	19	79	52	70	20	14	1	3	5	8	4	15
CHI	4%	6%	40%	17%	15%	11%	9%	0%	10%	7%	8%	22%	53%
N	7	11	74	33	30	22	18	0	8	6	7	18	44
LA	3%	6%	40%	20%	20%	4%	9%	0%	1%	2%	22%	21%	53%
N	6	12	65	40	38	7	17	0	1	2	20	19	48
MISS	12%	21%	50%	8%	7%	2%	0%	3%	17%	38%	21%	14%	7%
N	13	24	56	9	8	2	0	1	5	11	6	4	2
NWRK	2%	10%	38	17%	18%	9%	5%	0%	10%	3%	27%	28%	32%
N	3	12	45	20	21	11	6	0	6	2	16	17	19
NY	0%	10%	33%	10%	45%	2%	0%	0%	0%	0%	0%	0%	0%
N	0	4	14	4	19	1	0	0	0	0	0	0	0
ROAN	2%	10%	50%	16%	15%	5%	2%	1%	7%	35%	35%	13%	8%
N	2	8	41	13	12	4	2	1	6	29	29	11	7
SA	0%	26%	34%	19%	12%	4%	4%	1%	15%	4%	31%	13%	17%
N	0	54	69	40	25	9	9	1	22	5	44	18	53
STLO	1%	8%	43%	25%	14%	5%	2%	0%	3%	15%	3%	30%	48%
N	1	7	36	21	12	4	2	0	1	5	1	10	16
Column totals	4%	11%	39%	18%	18%	6%	5%	9%	1%	12%	23%	18%	37%
Raw Data	54	154	574	257	258	84	76	4	52	67	131	102	209

CHART. 41. Previous Wages of Youth with Record of Some Pre-YCCIP Wage, and Wages for (not necessarily the same) Post-YCCIP Youth.

	PER CAPITA INCOME						
	Under $500	$501-$1,000	$1,000-$1,500	$1,501-$2,000	$2,001-$2,500	$2,501-$3,000	$3,001 & Up
ATL	20%	25%	7%	18%	43%	0	50%
	7	11	1	2	3	0	4
BOS	33%	39%	46%	50%	60%	0	25%
	8	9	6	4	3	0	1
CHI	50%	59%	60%	64%	58%	73%	44%
	13	52	80	65	24	8	7
LA	29%	32%	40%	20%	50%	67%	83%
	19	23	28	4	4	2	5
MISS	20%	29%	35%	20%	100%	0	0
	15	16	8	2	2	0	0
NWRK	62%	62%	69%	78%	89%	80%	79%
	28	16	34	61	62	51	49
NY	21%	8%	17%	12%	100%	0	0
	15	2	5	1	1	0	0
ROAN	46%	53%	65%	71%	42%	100%	40%
	32	19	31	17	8	3	2
SA	39%	49%	42%	31%	0	33%	100%
	33	21	18	5	0	1	2
STLO	32%	41%	58%	46%	80%	100%	50%
	7	23	14	5	4	1	1
TOTAL	34%	41%	50%	58%	69%	71%	66%
	177	192	225	166	111	66	71

CHART 42. Positive Termination Rates by Per Capita Income of Youth at the 10 HUD/YCCIP sites, through May 1980.

PERCENTAGES AND RANKS FOR HIGHEST OF FOUR "SELECTIVITY INDEX" CATEGORIES [4]

	to Nov. '78		Dec. '78-May '79		Jun. '79-Nov. '79		Dec.'79-May '80
	percent	rank	percent	rank	percent	rank	
CHI	88%	1	69%	2	78%	1	NA[2]
N	52		9		7		
STLO	87%	2	100%	1	67%	3	33%
N	27		6		2		7
ATL	50%	3	29%	5	53%	4	NA[3]
N	56		7		9		
LA	33%	4	54%	3	70%	2	NA[3]
N	70		25		32		
MISS	32%	5	35%	4	18%	6	NA[3]
N	63		8		3		
NWRK	20%	6	24%	6	12%	8	NA[3]
N	59		8		11		
ROAN	15%	7	0%	10	16%	7	NA[3]
N	30		0		5		
NY	12%	8	9%	8	NA[3]	NA	NA[3]
N	12		2				
BOS	10%	9	15%	7	23%	5	47%
N	11		18		17		8
SA	3%	10	7%	9	4%	9	0%
	2		4		3		0

Chart 43. Participant Selectivity for HUD/YCCIPs. Chart indicates percent of participants in the most desireable category of the "Participant Selectivity Index", composed of participants' age, offender status, educational status, and family income.

NOTES:
1. Population taken into program was small during this period.
2. Program took in no participants during this period.
3. Two participants in other categories entered the program.
4. Explanation and definition of the Selectivity Index is given in the text on page 4 (below; cf., footnote 4 on page 4). The index in this chart differs slightly in the addition of family income to the index. This was not possible for the index described earlier because the VICI data tape did not include family income information.

Positive Termination For Successive
Program Periods

	To Nov 1978	Dec. 1978 May 1979	June 1979 Nov. 1979	Dec. 1979 May 1980
Atlanta	43% 35	8% 8	44% 10	40% 4 *
Boston	19% 16	23% 18	35% 40	40% 12*
Chicago	57% 107	62% 56	66% 89	43%* 21
LA	28% 32	44% 18	36% 27	36% 33
MISS	19% 16	19% 8	44% 20	20% 7
Newark	73% 158	84% 51	89% 97	30%* 6
NEW YORK	14% 10	9% 5	24% 11	24% 5
ROANOKE	47% 42	59% 37	66% 33	25%* 1
SAN ANTONIO	30% 20	38% 37	64% 48	49% 35
ST. LOUIS	42% 13	33% 8	56% 18	17%* 3

Chart 44. HUD/YCCIP Positive Termination Rates for Successive Program Periods: Nov., 1978 - May, 1980, For Each Site.

* Note. The programs were nearly over at this point and the numbers appear to be small and unrepresentative of the prior periods.

	Union Apprentice-ships	Pre-Apprentice-ships	Received GEDs	Entered College
ATL N=231	NA	NA	NA	NA
BOS N=311	0	NA	0	NA
CHI N=465	19 (4%)	11 (2%)	4 (1%)	20
LA N=23	NA	NA	NA	NA
MISS N=208	0	15[1] (7%)	12 (6%)	9
NWRK N=406	2 (1%)	2 (0.4%)	8 (7%)	40
NY N=190	NA	NA	NA	NA
ROAN N=206	0	11[1] (5%)	6 (3%)	8
SA N=310	12 (4%)	35[2] (11%)	20 (6%)	1
STLO N=135	6 (4%)	7 (5%)	1 (1%)	3 (2%)

CHART 45. HUD/YCCIP Union Placements, Pre-apprenticeships, GEDs, and Youth Entering College. Through May, 1980.

Note 1. Includes youth in Rural Youth Housing Partnership Demonstration Project.

2. Includes EDTCI program participants.

APPENDIX 1

Methods and Procedures for the Content Analysis of Administrative and Program Quality of HUD/YCCIPs

Nine categories of administrative and program factors were identified by the project principal investigators as hypothesized predictors of youth obtaining positive program terminations and obtaining unsubsidized jobs at the time they terminate from the program. These were:

1. Construction experience of the organization
2. Youth employment experience of the organization
3. Work crew cohesiveness
4. Availability of work
5. Skill and experience of supervisors
6. Evidence of a program's placement efforts
7. Administrative stability (vs. turnover)
8. Good record keeping
9. Rater's global assessment of skill level of the youths' work

Three sets of site visit reports were read by a specialist in labor economics who had not taken part in any of the site visits. Each time a reference was made to one of the above topics, the reference was coded as high (3), medium (2), low (1), or missing (M). All site visit reports were read and coded for fall, 1978; fall, 1979; and fall, 1980. The numerical scores were summed for each program for each site visit report and these numbers used to rank order the programs for each of the three reports.

The three rankings produced in this manner are indicated in Chart A1. For the fall, 1978 report site visits were made to five sites (New York,

Los Angeles, Atlanta, Mississippi, and San Antonio). The coded record does not indicate meaningful distinctions among programs. We believe this indicates a reluctance on the part of the site visitors to make early judgments about fledgling programs. There is considerable consistency across the subsequent ratings and rankings of programs for the fall, 1979, and fall, 1980, site visit reports. Chicago (TWO), Mississippi (MACE), Newark (NWECC), Roanoke (SVCDF), and San Antonio (MAUC) are in the upper ranks (1-5) for both reports, and the remaining six sites receive ranks from 6-10 on both reports. Los Angeles (WLCAC) and St. Louis (CSTMC) are consistently at the top of this group whereas New York (PDC), Atlanta (Exodus), and Boston (GRDC) are consistently at the bottom of the lower 50 percent of the groups. We do not wish to overestimate the importance of these rankings except to note that there is considerable consistency between the qualitative and quantitative assessments of the programs' administrative and programatic quality. As noted in the text of the report, with the exception of MACE in Mississippi, there is a positive association between these administrative and program rankings and the program rankings in terms of positive terminations and job placement rates.[1] Four programs are ranked from 1-5 on both percent of positive terminations and the administrative and program ranking: Newark, Chicago, Roanoke, and San Antonio. The same outcome is obtained if one compares administrative and program ranking with positive terminations considering youth who returned to school as neutral terminations, and also if one examined the percentage of unsubsidized jobs obtained at each program. Although

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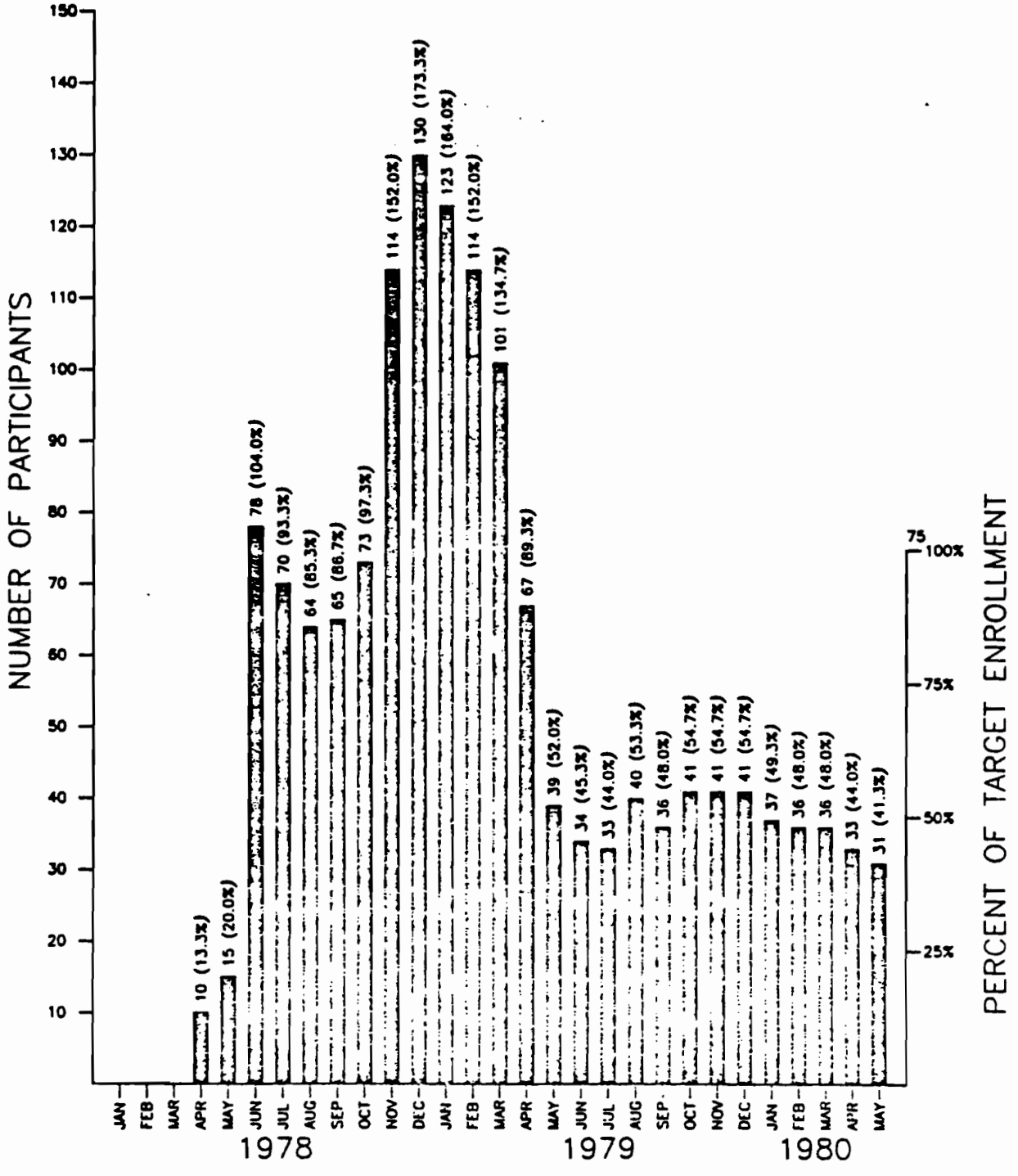
[1]We believe that the reason the youth outcome measures in Mississippi are not as high as the program input measures is due, in consideraple part, to the poor labor market for black youth in the residence areas of these youth.

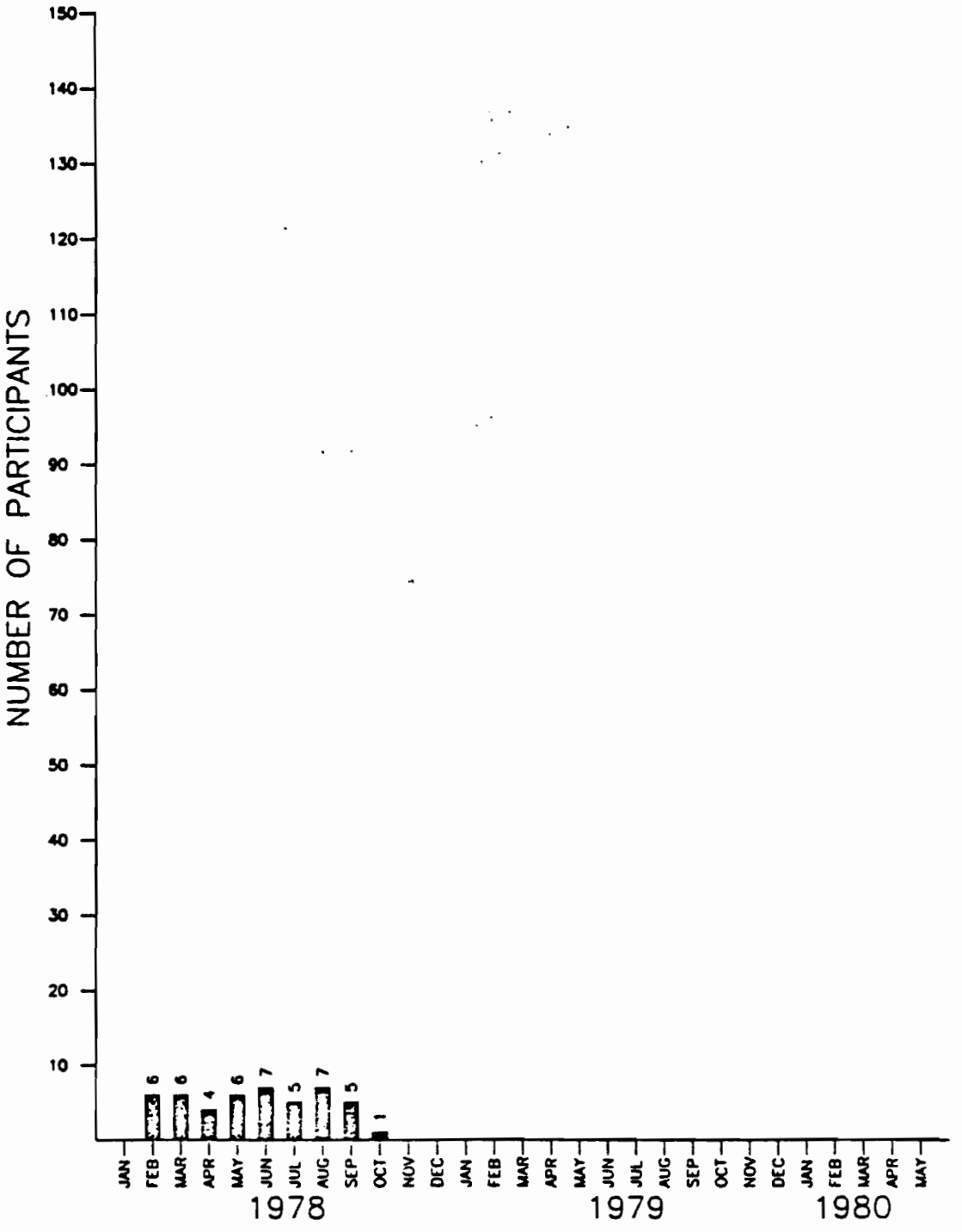
the group of ten programs is not large enough a group to yield a statistically significant correlation using Spearman's Rank Order correlation measure, the fact that the same groups are ranked high or low using a variety of youth outcome measures and controlling for youth who return to school, strongly suggests that the associations reported are real ones indicating meaningful associations between program inputs and youth outcomes.

APPENDIX 2.

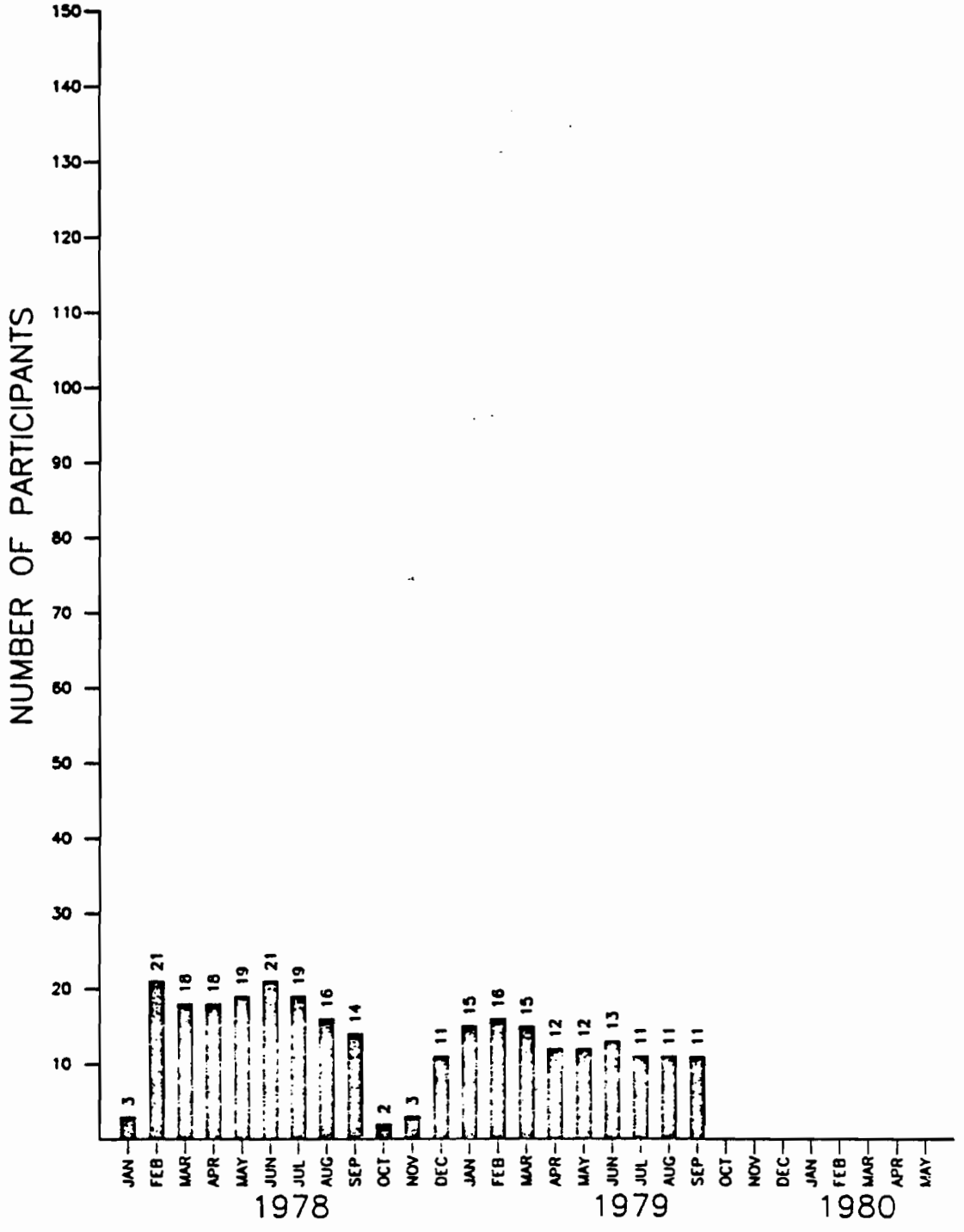
Participants Active Per Month for All HUD, Formula-Funded and VICI Programs for Which Data were Available (Through May, 1980)



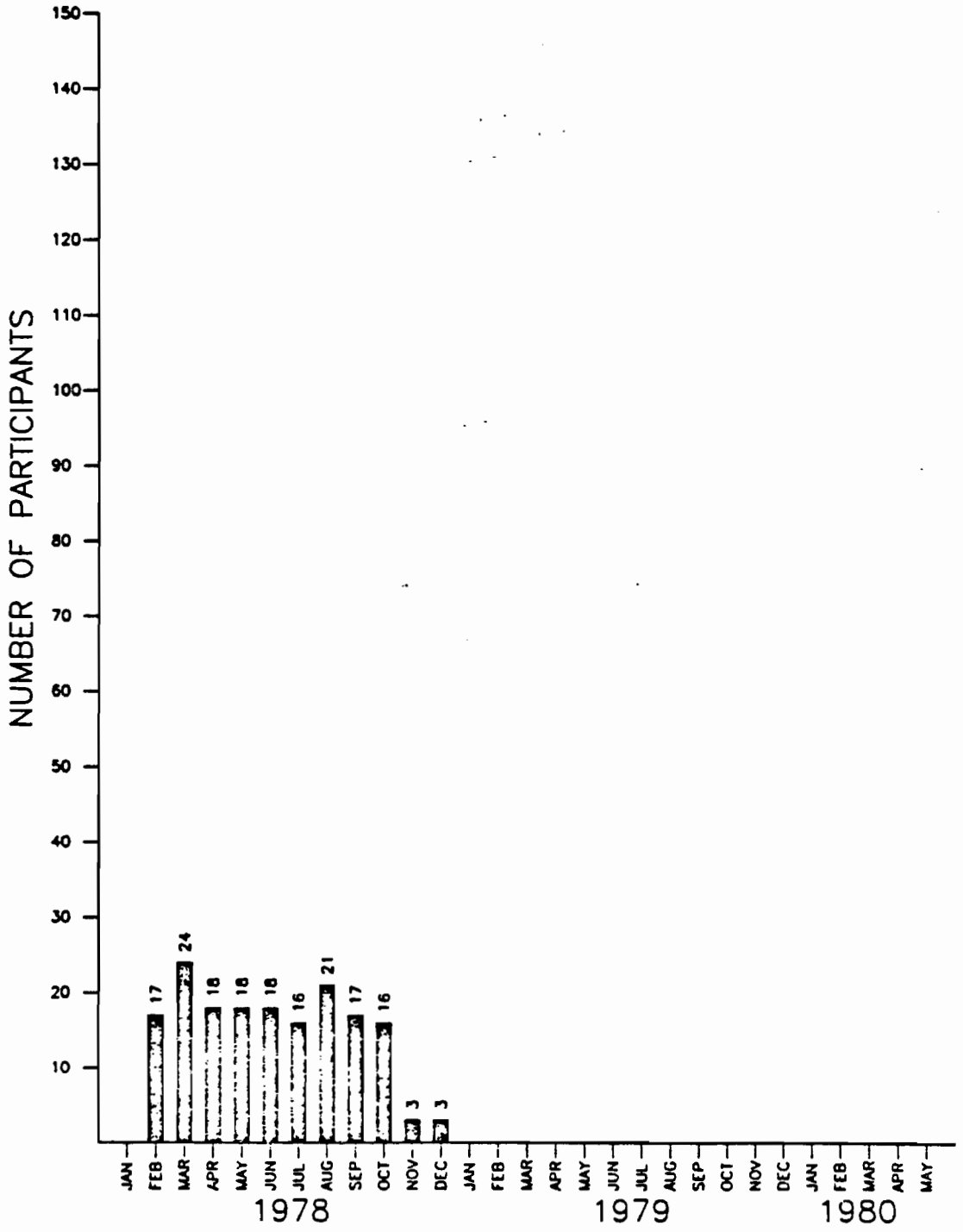
1 PARTICIPANTS ACTIVE PER MONTH, ATL (EXODUS)



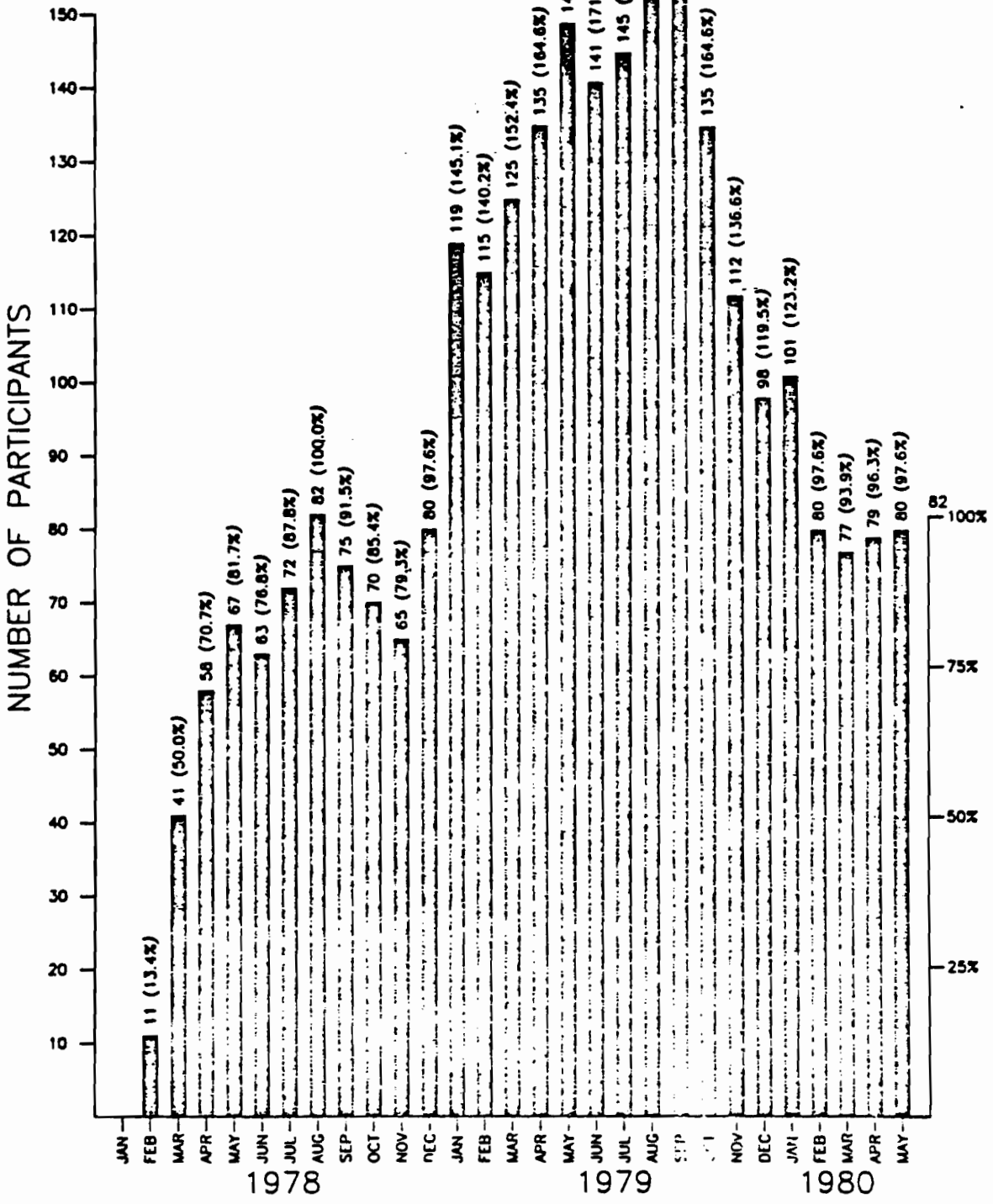
2 PARTICIPANTS ACTIVE PER MONTH, ATL1 (INTFAITH)



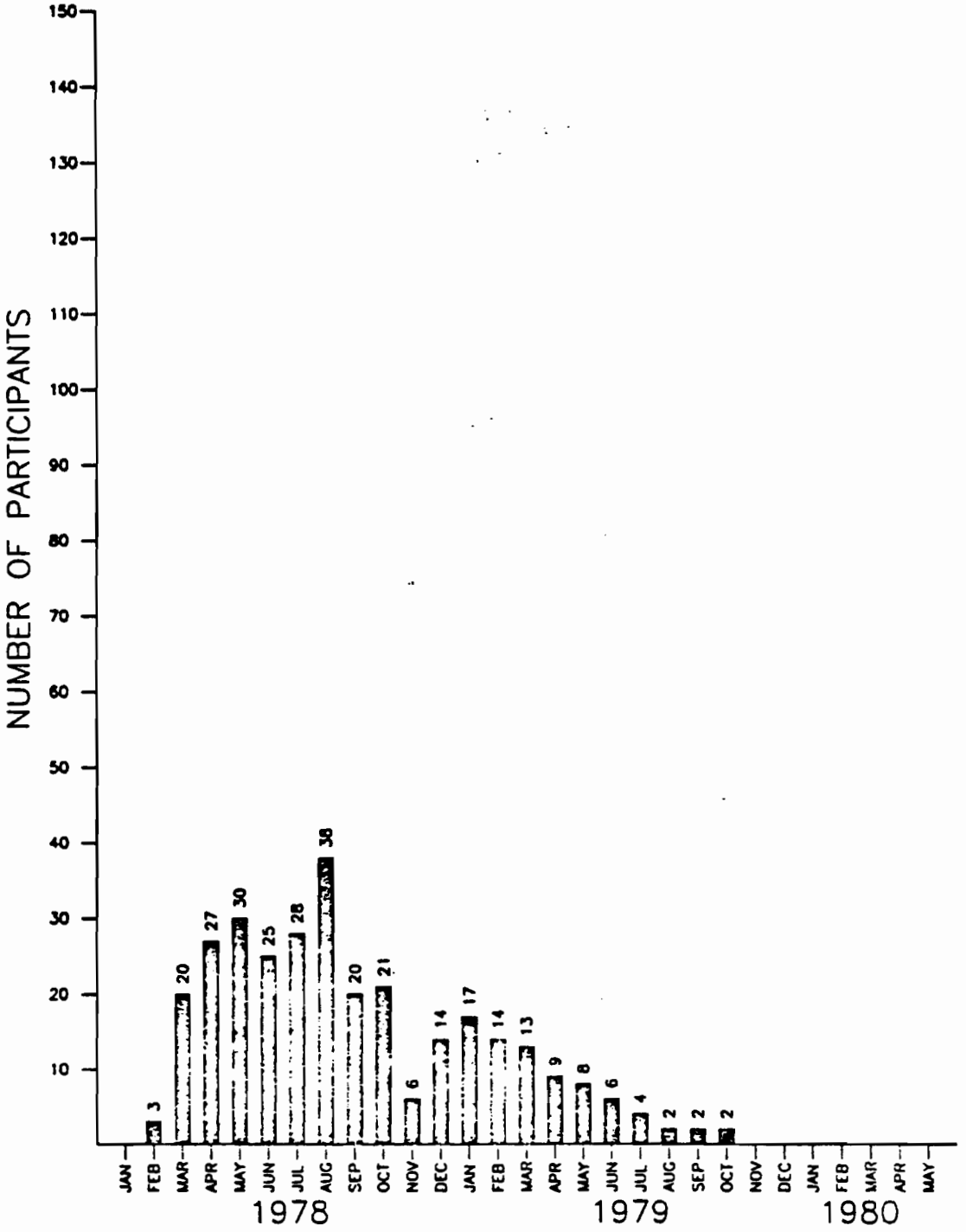
3 PARTICIPANTS ACTIVE PER MONTH, ATL2 (S. AREA)



4 PARTICIPANTS ACTIVE PER MONTH, ATL4 (PM-APWU)



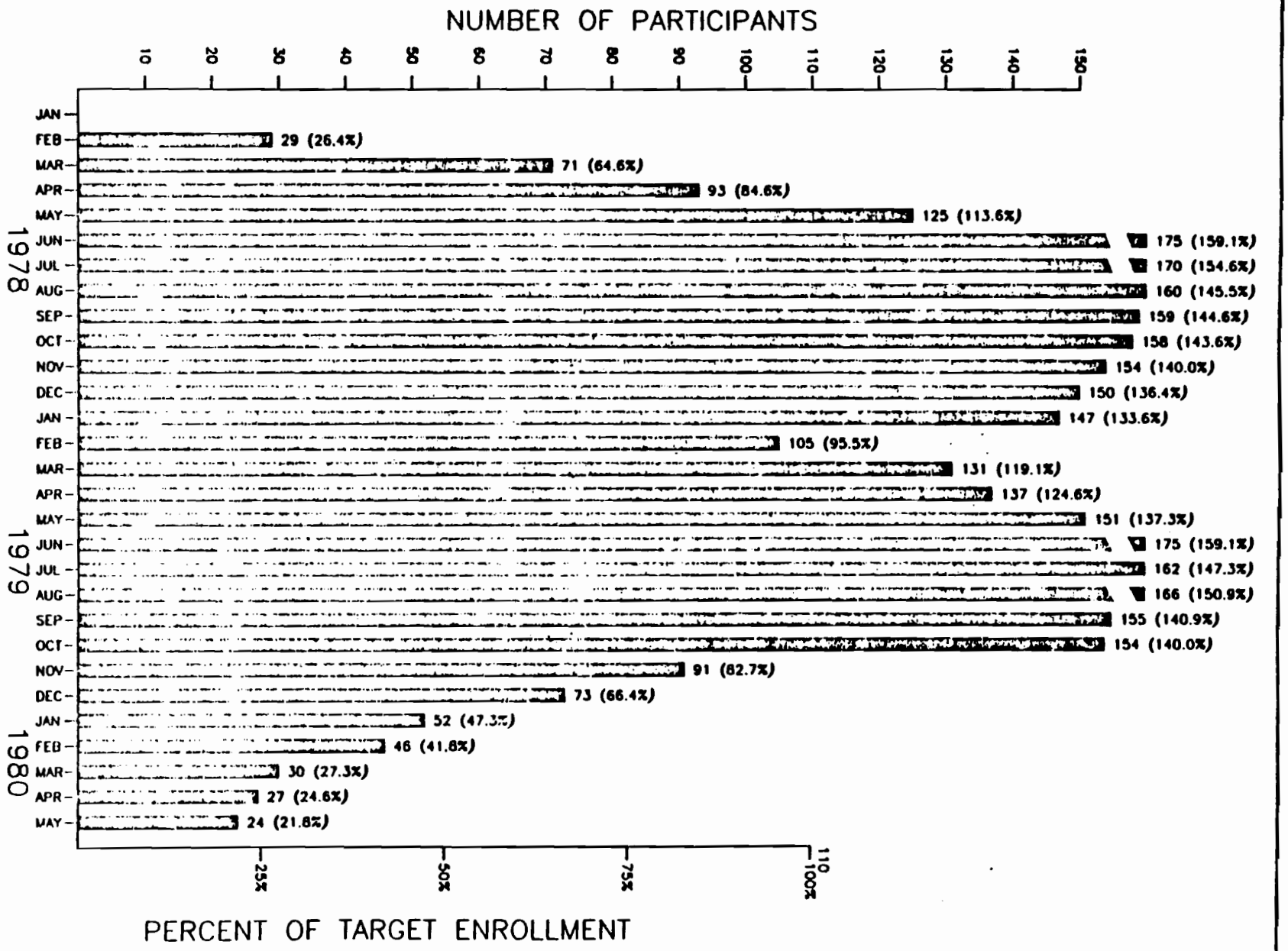
5 PARTICIPANTS ACTIVE PER MONTH, BOS (GRDC)

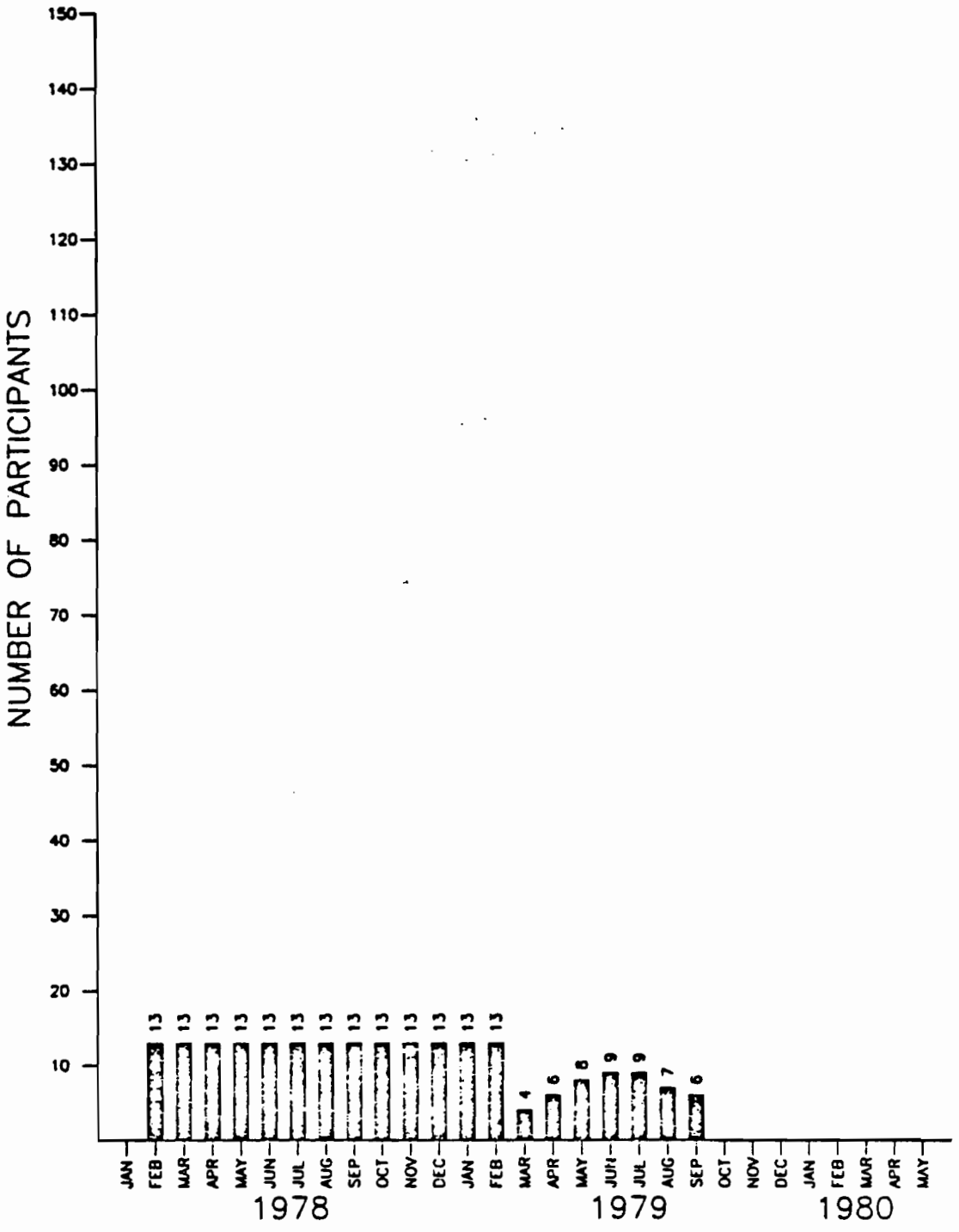


6 PARTICIPANTS ACTIVE PER MONTH, BOS1 (ESAC)

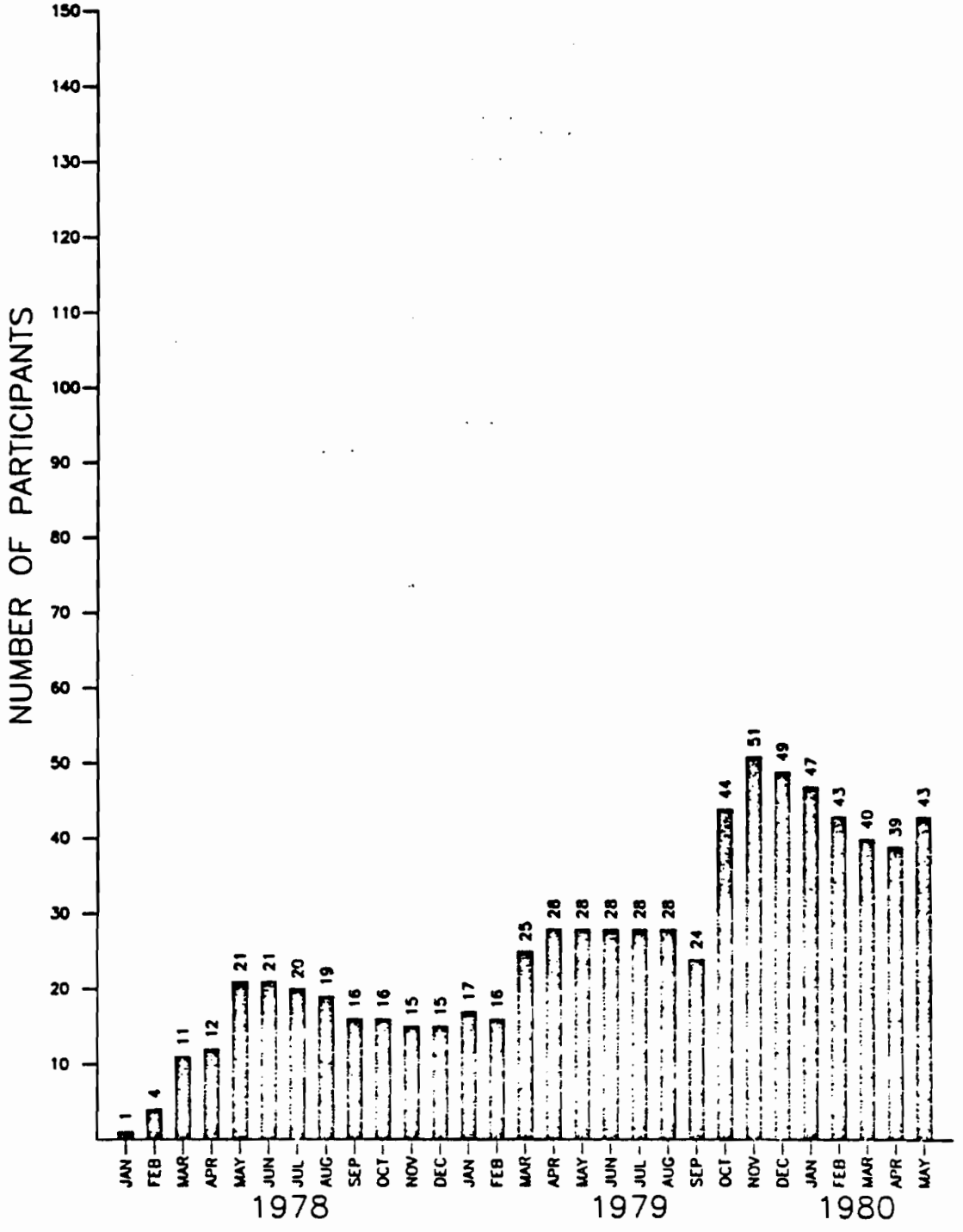
7

PARTICIPANTS ACTIVE PER MONTH, CHI (TWO)

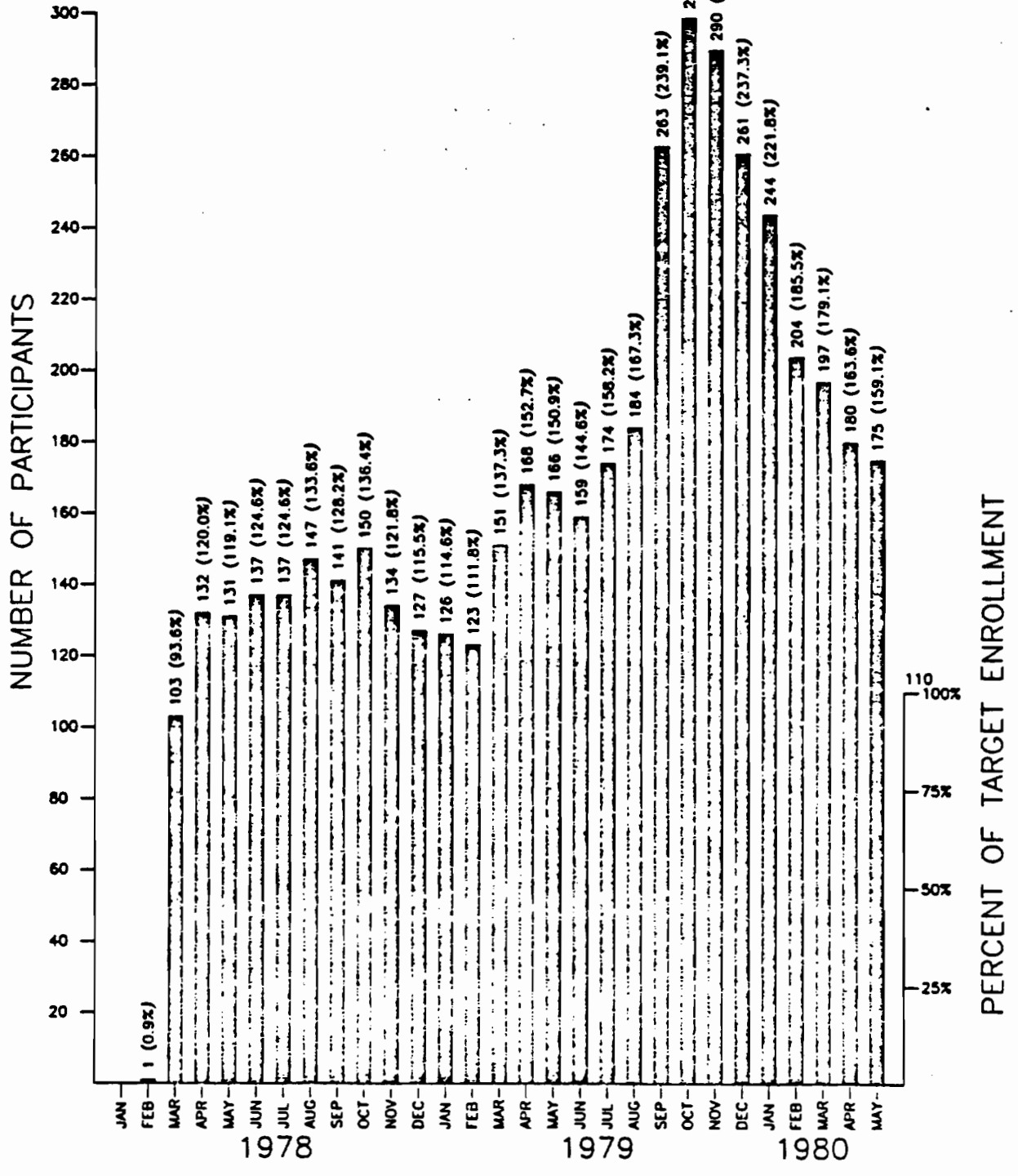




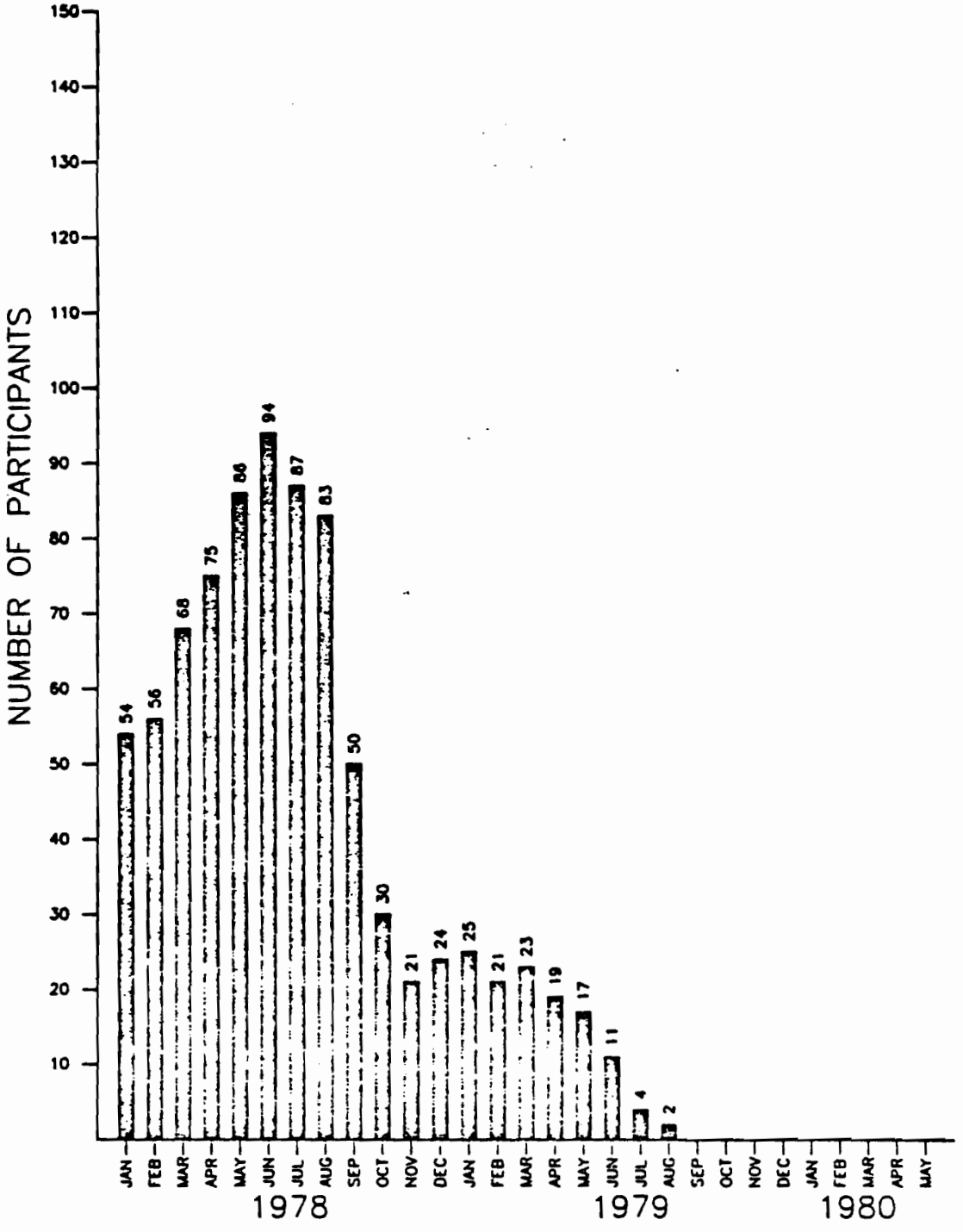
8 PARTICIPANTS ACTIVE PER MONTH, CHI1 (PRC)



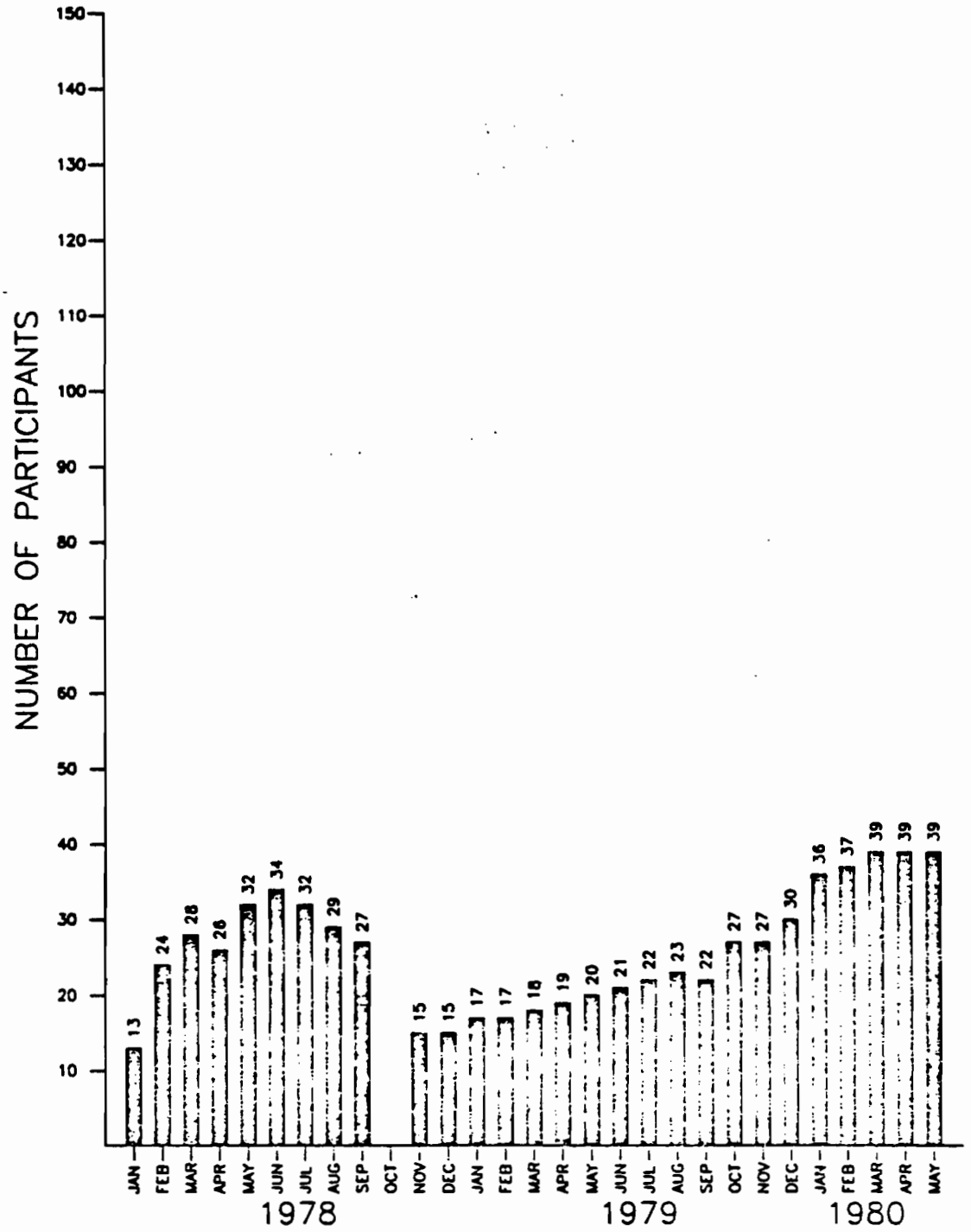
9 PARTICIPANTS ACTIVE PER MONTH, CHI2 (KOCO)



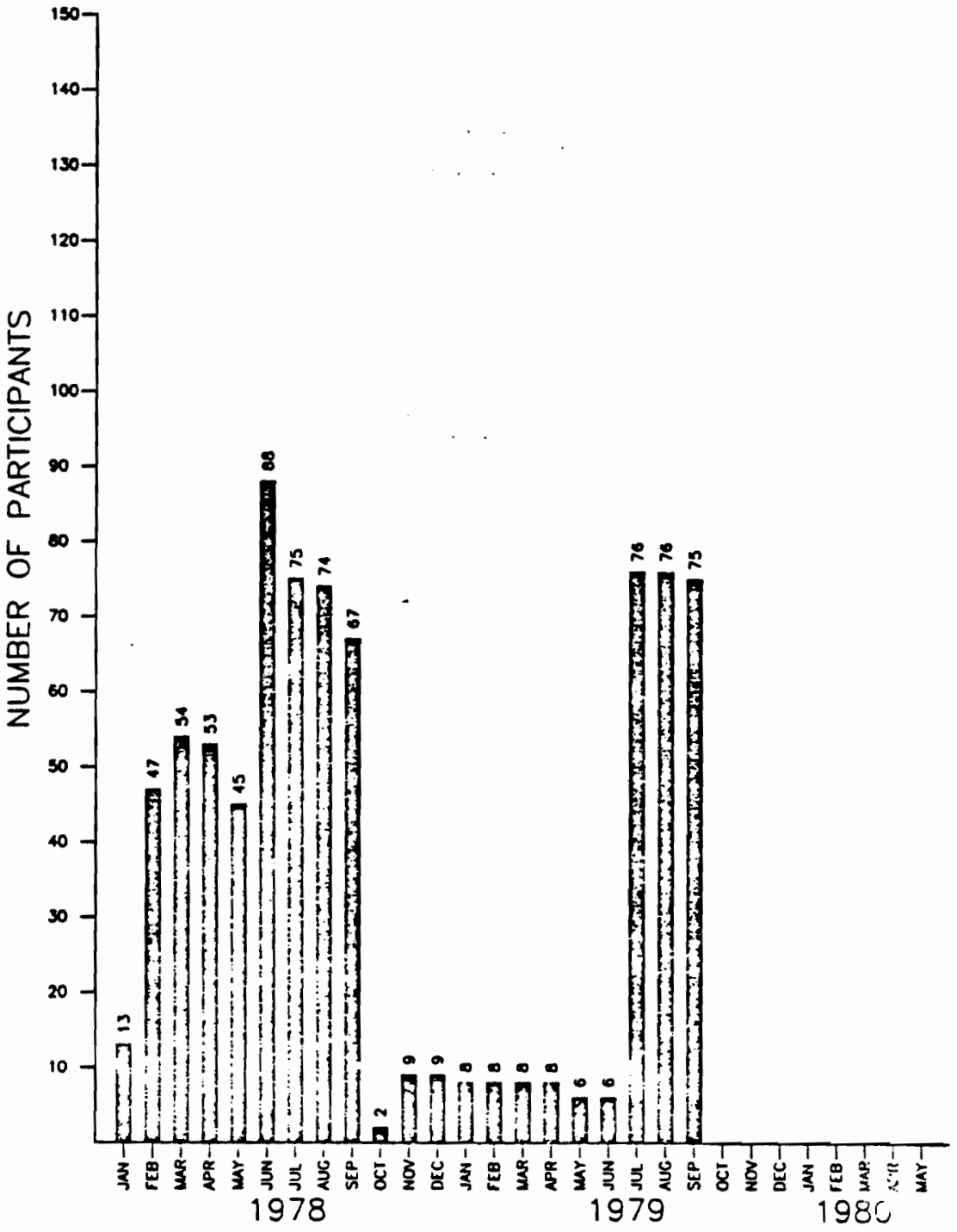
10 PARTICIPANTS ACTIVE PER MONTH, LA (WLCAC)



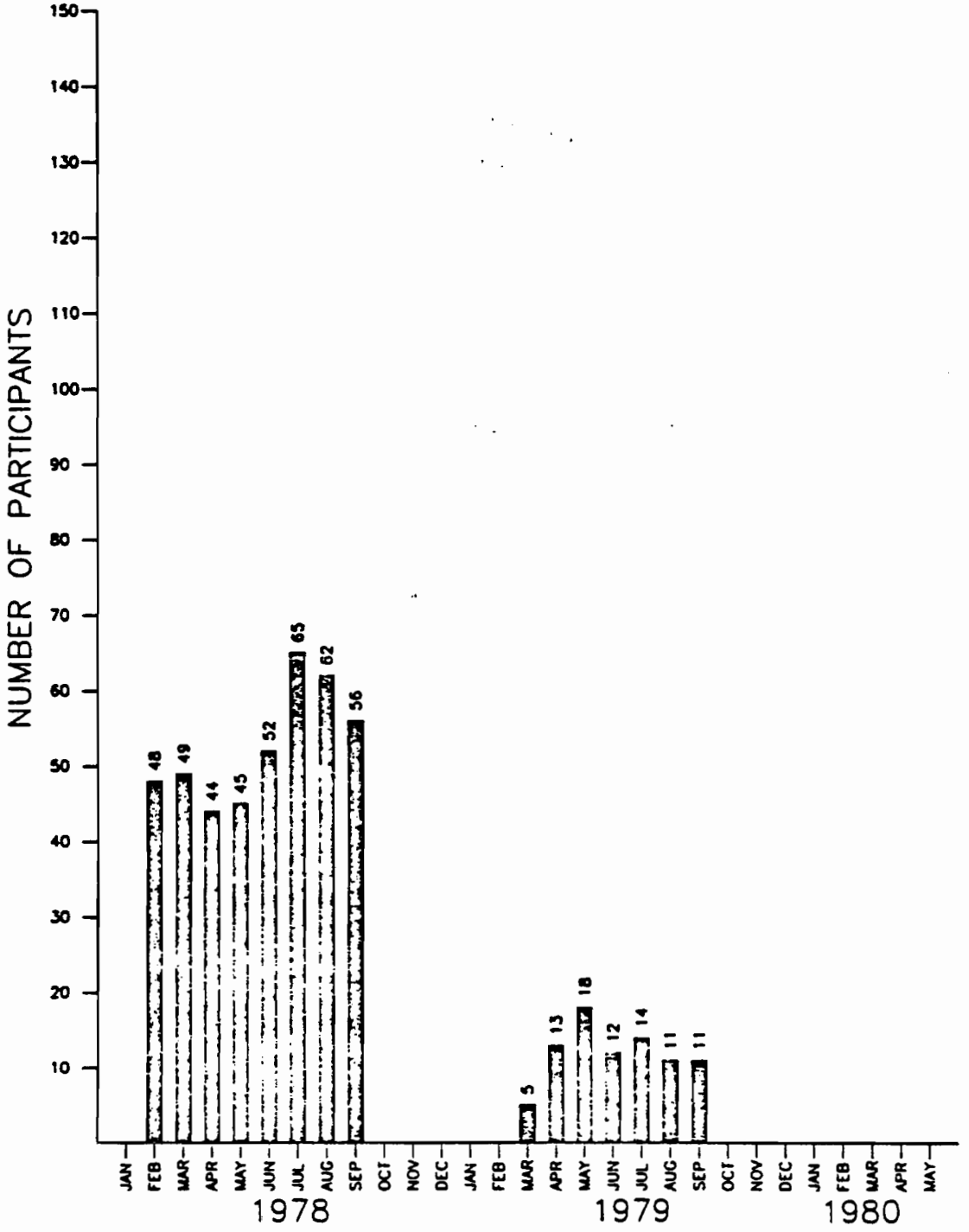
11 PARTICIPANTS ACTIVE PER MONTH, LA1 (BIEN)



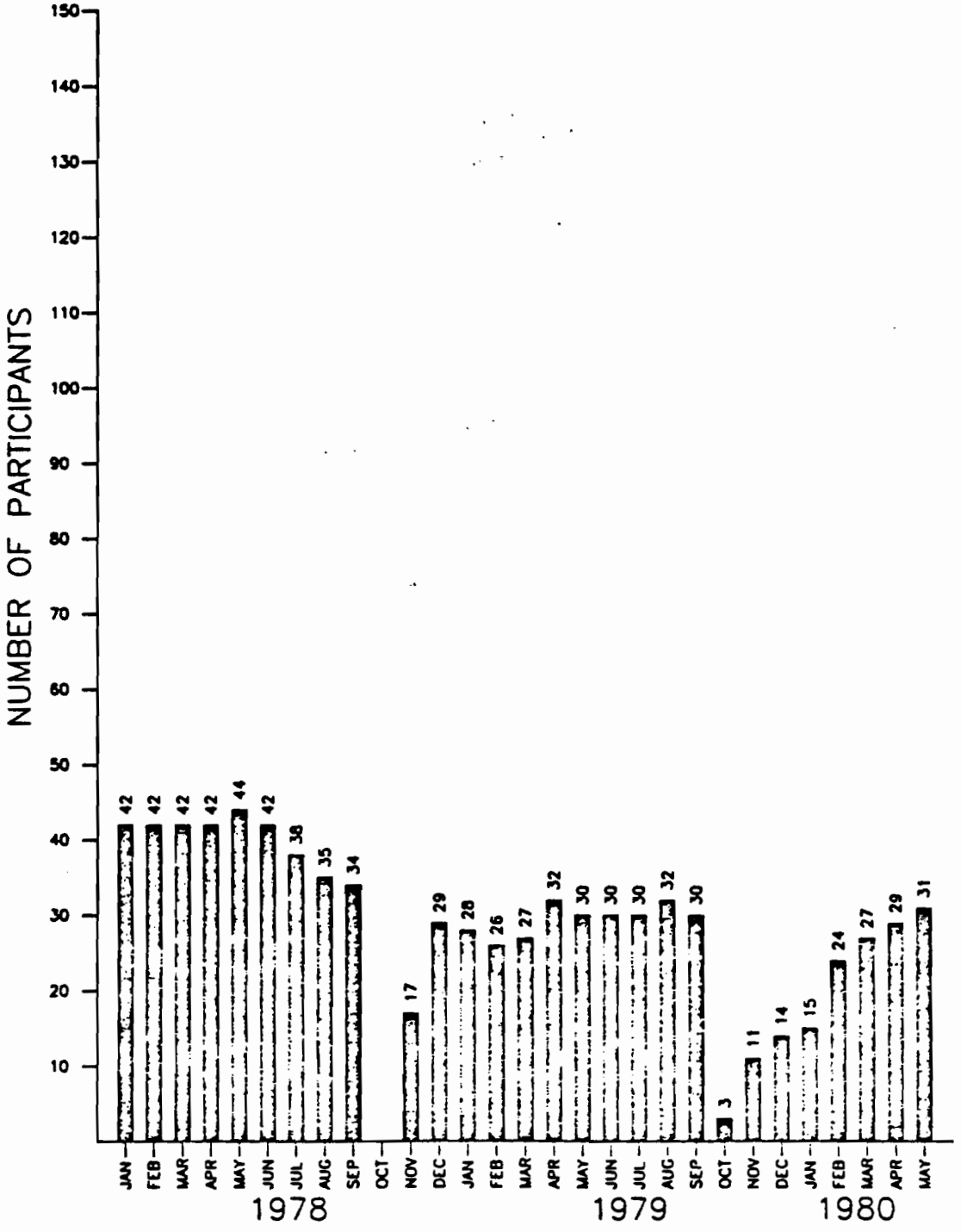
12 PARTICIPANTS ACTIVE PER MONTH, LA2 (CASA MARA)



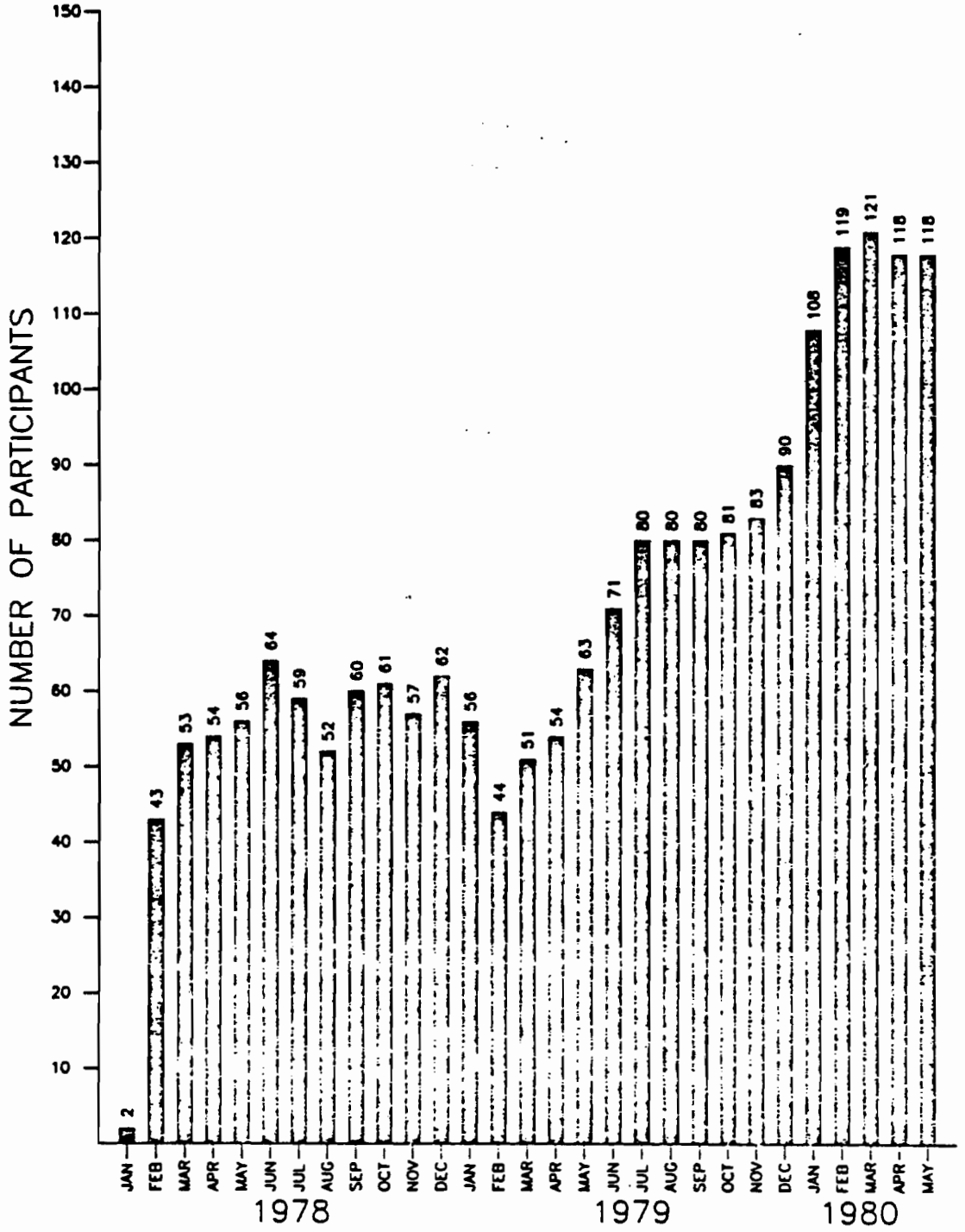
13 PARTICIPANTS ACTIVE PER MONTH, LA3 (E. READY)



14 PARTICIPANTS ACTIVE PER MONTH, LA4 (PASADENA)



15 PARTICIPANTS ACTIVE PER MONTH, LA5 (PICO U.)



16 PARTICIPANTS ACTIVE PER MONTH, LA6 (HARBOR)