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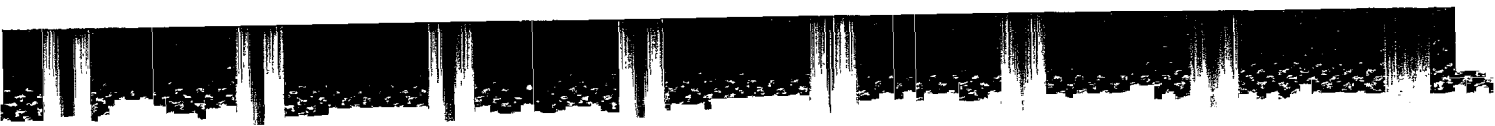
**Effectiveness And Management Of  
The Neighborhood Youth Corps  
Summer Program In The  
Washington Metropolitan Area** B-130515

Department of Labor

***UNITED STATES  
GENERAL ACCOUNTING OFFICE***

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MAY 31, 1972





UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

MANPOWER AND WELFARE  
DIVISION

B-130515

Dear Mr. Secretary:

This is our report on the effectiveness and management of the Neighborhood Youth Corps summer program in the Washington metropolitan area.

We brought those matters discussed in this report relative to the 1970 summer program to the attention of the Department in a letter dated April 16, 1971. Our follow-up on the corrective actions cited in the Department's reply indicated that many of the problems discussed in our letter continued to exist in the 1971 summer program. Therefore this report contains recommendations for further improving program operations.

Copies of this report are being sent today to the Director, Office of Management and Budget, and to the Director, Office of Economic Opportunity.

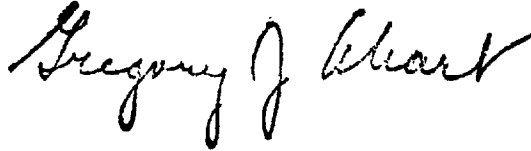
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Because of the congressional interest in federally assisted manpower programs, we are also providing copies to the Chairmen of the House and Senate Committees on Appropriations; the House <sup>< 300</sup> and Senate Committees on Government Operations; the House and <sup>< 1500</sup> Senate Committees on the District of Columbia; the House Committee on Education and Labor; the Senate Committee on Labor and Public Welfare; the Subcommittee on Labor and Health, Education, and Welfare, and Related Agencies of the Senate Committee on Appropriations; the Subcommittee on Employment, Manpower, and Poverty of the Senate Committee on Labor and Public Welfare; and the Select Subcommittee on Labor of the House Committee on Education and Labor; and Representative L. H. Fountain. H 900



B-130515

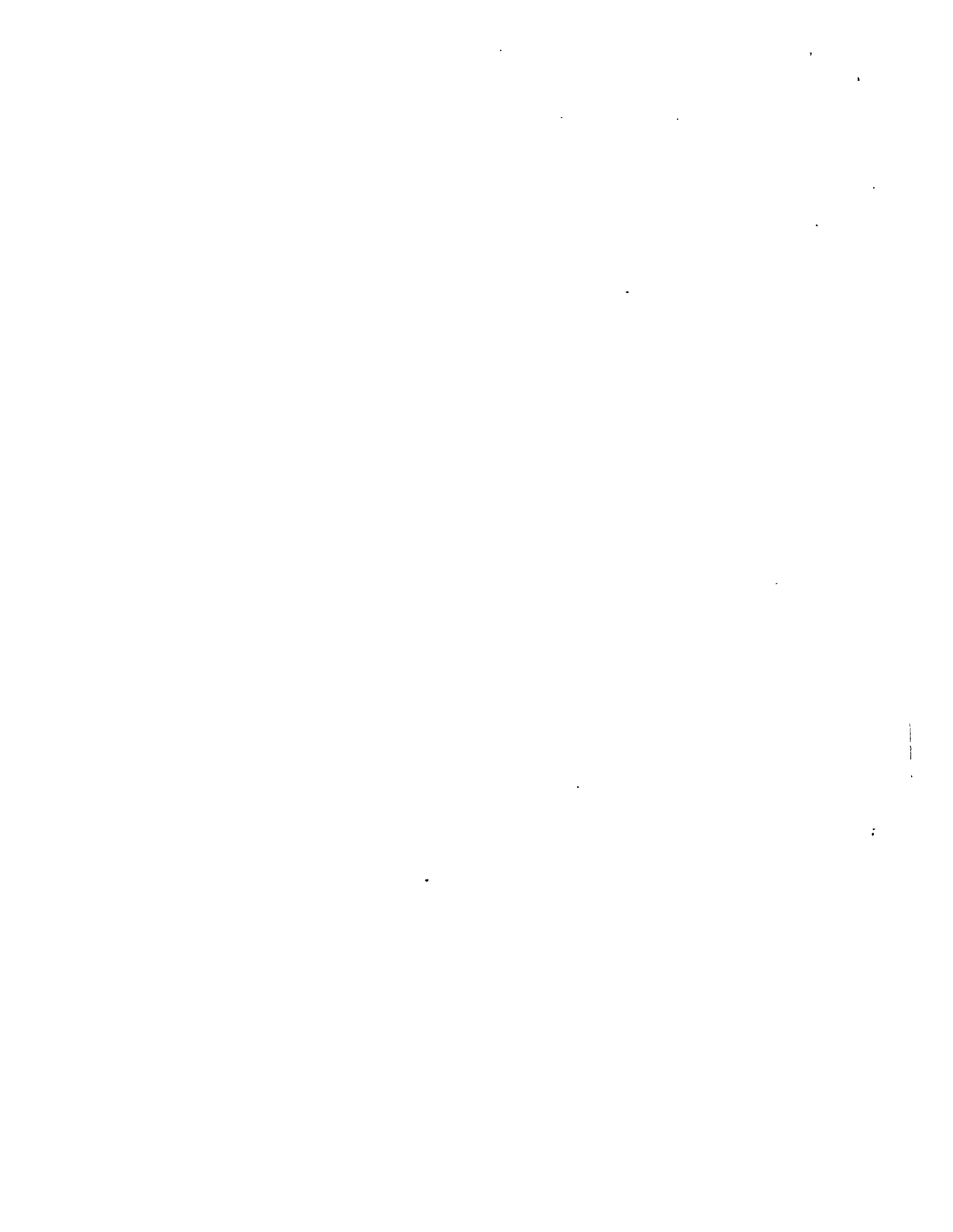
We shall appreciate being advised of actions taken or planned on the matters discussed in this report.

Sincerely yours,

A handwritten signature in cursive script that reads "Gregory J. Clark". The signature is written in black ink and is positioned above the typed name and title.

Director  
Manpower and Welfare Division

The Honorable  
The Secretary of Labor



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ABBREVIATIONS

DCMA      District of Columbia Manpower Administration  
GAO      General Accounting Office  
NYC      Neighborhood Youth Corps



D I G E S T

WHY THE REVIEW WAS MADE

The Neighborhood Youth Corps (NYC) program provides work-training experience and other services to youths from low-income families. Its purpose is to encourage these youths to stay in or return to school or to provide them with training for productive jobs.

The summer component of the NYC program, with which this report is concerned, enables disadvantaged youths to earn money during the summer recess from school.

The NYC program is carried out by community sponsors--public or private nonprofit agencies--which plan, administer, coordinate, and evaluate the program.

For fiscal years 1970 and 1971, the Department of Labor allocated about \$815.2 million for NYC programs, nationwide. Of this amount, about \$471.3 million was allocated to finance the participation of 1,034,700 youths in summer programs.

The General Accounting Office (GAO) previously reported on the NYC program in a summary report to the Congress dated March 18, 1969 (B-130515), and in several supplementary reports. Subsequently the Department announced a redesign of the NYC program to reduce school dropout rates.

GAO reviewed the 1970 summer program in the Washington, D.C., metropolitan area to see whether these changes had improved the program's effectiveness.

GAO also examined into activities of the 1971 summer program to determine whether actions had been taken to improve deficiencies GAO had noted in the 1970 program. GAO reported on problems in enrollee eligibility, selection, work experience, and supportive services in a letter to the Department's Manpower Administration on April 16, 1971.

The Department allocated about \$5.9 million to finance 10,835 enrollment opportunities in the 1970 NYC summer program in the Washington metropolitan area. For the 1971 summer program, about \$5.5 million was allocated to finance 12,988 enrollment opportunities.

FINDINGS AND CONCLUSIONS

GAO's earlier reviews of NYC programs indicated that participation in the NYC program had had no significant effect on whether a youth from a low-income family continued in or dropped out of high school. Program sponsors generally did not consider an applicant's dropout potential in determining eligibility.

The situation has not improved. Youths enrolled in the Washington metropolitan area summer program dropped out of school at about the same rate as those who were eligible for the program but who were not enrolled.

Many enrollees did not exhibit characteristics indicative of potential dropouts. The goal of the 1970 summer program was to encourage low-income potential dropouts to return to school in the fall. However, consideration was not given to a youth's dropout potential in determining his eligibility for enrollment in the summer program. (See p. 10.)

In October 1971 the Department told GAO that it planned to reassess the dropout-potential aspects of the eligibility criteria with a view to improving selection of eligible youths and that it would try to get program sponsors to follow prescribed eligibility criteria. The Department also planned to look into ways to establish closer communication between sponsors and school counselors to identify youths who most needed the summer program. (See p. 14.)

Many enrollees did not meet NYC income eligibility requirements, or their eligibility could not be determined because program records did not contain enough information. The Department needs to emphasize to responsible local agencies that youths enrolled in future summer programs should meet income eligibility requirements and that adequate records on the incomes of enrollees' families should be kept. (See p. 15.)

The Department has recognized the importance of providing meaningful work experience under the summer program. At most of the work stations GAO visited, enrollees appeared to have been provided with useful work experience and adequate supervision. At some work stations, however, enrollees did not have meaningful jobs and were inadequately supervised.

Because a large number of youths participate in the short-term summer program, it may be difficult for the Department or the sponsor to develop the full range of work stations needed to ensure that each enrollee receives a meaningful job assignment which will broaden the enrollee's experience and introduce him to possible careers or skills useful in obtaining post-high-school employment.

Because of the importance of this aspect of the program, the Department should increase its efforts to ensure that all work stations are designed to provide reasonable amounts of meaningful work and adequate supervision for the enrollees. (See p. 17.)

Although remedial education was intended to be an important part of the summer program, it was not sufficiently emphasized by the sponsor of the NYC program in the Washington metropolitan area. Remedial education activities could be made more effective if school guidance counselors were requested to identify enrollees needing this type of assistance. (See p. 21.)

RECOMMENDATIONS OR SUGGESTIONS

3 The Department's Manpower Administration should: 1156

- Reemphasize the importance of enrollees' meeting the Department's income eligibility requirements, as well as the criteria for identifying potential dropouts. (See p. 16.)
- Continue to assist the sponsor in developing work stations which provide meaningful work experience and necessary supervision so that the program will serve to promote good work habits. (See p. 20.)
- Expand its efforts to obtain the cooperation of schools in identifying the remedial education needs of the NYC enrollees, take steps to ensure that enrollees who would benefit from such education are offered the opportunity to receive it, and emphasize to the sponsor and subsponsors the objectives of the remedial education program in order to increase their acceptance and support of this element of the NYC program. (See p. 24.)

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## CHAPTER 1

### INTRODUCTION

The Neighborhood Youth Corps is a manpower program authorized by the Economic Opportunity Act of 1964, as amended (42 U.S.C. 2740), and is administered by the Department of Labor pursuant to a delegation of authority dated October 23, 1964, from the Director, Office of Economic Opportunity. The program is intended to provide paid work-training experience and supportive services needed by youths from low-income families to encourage them to resume or continue their schooling or to assist them to develop their maximum occupational potential and to obtain regular competitive employment.

### NATURE OF NYC PROGRAM

Sections 123(a)(1) and (a)(2) of title IB of the act authorize the Director, Office of Economic Opportunity, to formulate and carry out programs to provide

- part-time employment, on-the-job training, and useful work experience for students who are from low-income families, who are in the ninth through the 12th grades of school (or who are of ages equivalent to those of students in such grades), and who are in need of the earnings to permit them to resume or continue their schooling or
- useful work and training (which must include sufficient basic education and institutional or on-the-job training) designed to assist unemployed, underemployed, or low-income persons (aged 16 and over) to develop their maximum occupational potential and to obtain regular competitive employment.

To achieve the first of these objectives, the Department of Labor established the in-school and summer components of the NYC program. To achieve the second objective, the Department established the out-of-school component of the NYC program. The summer component of the program--an extension of the in-school component--was designed to enable disadvantaged youths to earn money during the period when,

according to OEO, they tend to disassociate themselves from school and are most subject to pressures to leave school. Work experience was to be provided and, as necessary, remedial education and counseling. Under the 1970 summer program, enrolled youths were to be paid a minimum of \$1.45 an hour and were authorized to work a maximum of 260 hours over the summer. For the 1971 summer program, the minimum hourly rate was increased to \$1.60 and the maximum hours of authorized work were reduced to 234.

#### PROGRAM ADMINISTRATION AND FUNDING

The NYC program is administered by the Department's Manpower Administration. Within the Manpower Administration the program is under the jurisdiction of the Office of Employment Development Programs;<sup>1</sup> the 10 Regional Manpower Administrators; and the Administrator, District of Columbia Manpower Administration (DCMA).

The Regional Manpower Administrators are responsible, within their respective regions, for contracting with sponsors for NYC projects and for administering and monitoring the contracts. The Administrator, DCMA, is responsible for carrying out these activities in the Washington metropolitan area.

The Economic Opportunity Act provides that Federal assistance to programs under sections 123(a)(1) and (a)(2) generally not exceed 90 percent of the costs of such programs, including administrative costs. Non-Federal contributions may be in cash or in kind, including, but not limited to, plant, equipment, and services. For fiscal years 1970 and 1971 nationwide NYC program activities, the Department allocated about \$815.2 million, of which about \$471.3 million was earmarked to finance the combined enrollment of 1,034,700 youths in the 1970 and 1971 summer programs.

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<sup>1</sup>Prior to December 16, 1971, the U.S. Training and Employment Service was responsible for administering the NYC program.

Sponsors are designated and are provided with funds to carry out the NYC program in given areas. The act provides that the sponsor within each community must be a public or private nonprofit agency capable of planning, administering, coordinating, and evaluating the program.

Sponsors generally submit project proposals to the office of the appropriate Regional Manpower Administrator. Representatives from these offices assist the sponsors in preparing their proposals and are also responsible for providing technical assistance and for monitoring the program.

Sponsors are generally provided with initial advances of funds. Thereafter payments are made on the basis of invoices supporting actual expenditures.

#### NYC SUMMER PROGRAM ACTIVITIES IN WASHINGTON METROPOLITAN AREA

The Department allocated Federal funds totaling about \$5.9 million to finance 10,835 enrollment opportunities in the 1970 NYC summer program in the Washington metropolitan area. For the 1971 summer program, the Department allocated Federal funds totaling about \$5.5 million to finance 12,988 enrollment opportunities. In both years the NYC summer program in the Washington metropolitan area was sponsored by the United Planning Organization under contracts with the Department. The United Planning Organization, a local nonprofit corporation organized under the laws of the District of Columbia, is the local Community Action Agency responsible for implementing various programs under the Economic Opportunity Act of 1964, as amended.

The 1970 NYC summer program in the Washington metropolitan area served the cities of Alexandria, Virginia; Takoma Park, Maryland; and Washington, D.C., and the counties of Arlington and Fairfax in Virginia and Montgomery and Prince Georges in Maryland. With the exception of Takoma Park, these cities and counties were also served by the 1971 summer program. In addition, the 1971 program served Prince William County, Virginia.

In carrying out the provisions of its contract with the Department, the United Planning Organization either

subcontracted with, or entered into other agreements with, 22 subsponsors for the delivery of specific services during the 1970 program and with 13 subsponsors for the delivery of specific services during the 1971 program. These services included the selection and enrollment of qualified youths, the provision of meaningful work experience, and supportive services, such as remedial education and counseling.

#### PRIOR GAO REVIEWS OF NYC PROGRAMS

We evaluated the NYC program at 11 locations in 1968-- pursuant to title II of the Economic Opportunity Amendments of 1967 (42 U.S.C. 2702 note). In our summary report to the Congress on the "Review of Economic Opportunity Programs" (B-130515, Mar. 18, 1969), which were supported by reports on the NYC program activities at the individual locations, we concluded that most of the youths who had been enrolled in the in-school and summer components of the NYC program would probably have remained in or dropped out of school, irrespective of their enrollment in the NYC program.

In May 1970, subsequent to the issuance of our summary report, the Department announced that the NYC program had been generally overhauled to make the program more effective in reducing dropout rates. Specifically with respect to the summer program, the Department announced that, in a shift of emphasis, it would seek project sponsors for the 1970 summer program that could provide meaningful work experience and that remedial education would be a significant program component for the first time. The Department announced also that counseling and guidance would emphasize that enrollees needed to complete high school and seek higher education to have a better future. Departmental guidelines dated March 6, 1970, emphasize the placing of enrollees in jobs that would broaden their experience and that would provide an introduction to possible careers or to skills useful in obtaining post-high-school employment.

We reviewed the 1970 summer program in the Washington metropolitan area to examine into whether these contemplated changes had resulted in improved program effectiveness. We also examined into selected activities of the 1971 summer program to ascertain whether proposed corrective actions



had been implemented on certain matters pertaining to enrollee eligibility, selection, work experience, and supportive services that we had noted in our review of the 1970 program activities and that we had brought to the attention of the Manpower Administration by letter dated April 16, 1971.

## CHAPTER 2

### PARTICIPATION IN NYC SUMMER PROGRAM

#### HAD NO SIGNIFICANT EFFECT ON

#### KEEPING YOUTHS IN SCHOOL

Our prior reviews of the NYC in-school and summer program components indicated that participation in the NYC program had no significant effect on whether a youth from a low-income family continued in or dropped out of high school and that program sponsors generally had not considered an applicant's dropout potential in determining eligibility.

Our latest review of the 1970 and 1971 summer programs in the Washington metropolitan area indicated that the impact of the summer program on dropout tendencies had not changed. Youths enrolled in the Washington metropolitan area summer program dropped out of school at about the same rate as those youths who were eligible for the program but who were not enrolled. Also many of the enrollees in the summer program did not exhibit characteristics indicative of potential dropouts.

### EVALUATION OF EFFECTIVENESS OF SUMMER PROGRAM

To evaluate the effectiveness of the NYC summer program in encouraging youths to remain in school, we compared the dropout rate for a randomly selected sample of 155 youths who had enrolled in the 1970 summer program with the dropout rate for a control group of 186 youths who, according to DCMA's Employment Service, were eligible for enrollment but who had not been selected for the program because of limitations in authorized enrollments.

On the basis of our examination of applicable school records and advice furnished to us by the Research Division of the National Education Association, we classified the samples into two categories: those students having dropout potential and those not having such potential. We considered students who had either poor scholastic achievement or poor attendance or were overage in grade as being potential dropouts.

The following schedule shows the results of our analysis.

	<u>Total</u>	Dropped <u>out</u>	<u>Percent</u>
NYC enrollees (sample group):			
Those having identified dropout potential	99	12	12.1
Those not having identified dropout potential	55	-	-
Those whose dropout potential was not determinable	<u>1</u>	<u>1<sup>a</sup></u>	-
Total	155	<u>13</u>	8.4
Those for whom information was not gathered (note b)	<u>48</u>		
Total NYC enrollees	<u>203</u>		
Nonenrollees (control group):			
Those having identified dropout potential	127	17	13.4
Those not having identified dropout potential	57	-	-
Those whose dropout potential was not determinable	<u>2</u>	<u>2<sup>a</sup></u>	-
Total	186	<u>19</u>	10.2
Those for whom information was not gathered (note b)	<u>32</u>		
Total nonenrollees	<u>218</u>		

<sup>a</sup>No records were available for these youths that would allow determination of dropout potential.

<sup>b</sup>Information about these youths was not gathered because they had graduated, were mentally retarded, had moved from the Washington metropolitan area, had been erroneously included in our sample, or could not be located.

Our tests showed no statistically significant difference between the overall dropout rate for the NYC enrollee sample and that of the control group or between the dropout rate of the enrollees having identified dropout potential and that of the control group having identified dropout potential. We found that 8.4 percent, or 13 youths, of the enrollee group and 10.2 percent, or 19 youths, of the control group had not returned to school in the fall and that, of the youths having identified dropout potential, 12.1 percent, or 12 youths, of the enrollee group and 13.4 percent, or 17 youths, of the control group had not returned to school in the fall.

We recognize that the development of fully comparable sample groups is not possible and that some differences may exist between applicants who participate in NYC programs and applicants who are determined to be eligible but who are unable to participate. However, the applicability of the use of characteristics, such as having poor scholastic achievement, having poor attendance, or being overage in grade, in determining a youth's dropout potential is evidenced by the fact that all the 112 youths--55 in the enrollee group and 57 in the control group--not exhibiting these characteristics returned to school in the fall; the 29 dropouts, whose dropout potential we could identify, exhibited one or more of these characteristics. We were unable to identify the dropout potential of three dropouts because related records were not available.

Our interviews with youths in the enrollee sample group, on whom information was gathered, revealed that approximately 9.7 percent of them had considered dropping out of school and that 8.4 percent actually had.

Consequently it appeared that, for those youths who wished to leave school, their participation in the summer program had not caused them to change their decisions.

DROPOUT POTENTIAL NOT CONSIDERED  
IN ENROLLING YOUTHS

Our review of pertinent records and discussions with responsible officials showed that consideration had not been given to a youth's dropout potential in the determination of

eligibility for enrollment in the 1970 and 1971 summer programs.

The Department issued guidelines on June 17, 1970, listing 21 characteristics which, it stated, were common to the potential dropout and should be considered by NYC sponsors--and others--for purposes of the NYC program. These characteristics listed in the guidelines, which were issued after most of the participants had been enrolled in the 1970 summer program, include the three characteristics--poor scholastic achievement, poor school attendance, and being overage in grade--that we used in identifying dropout potential, as well as additional characteristics, such as being a member of a poverty-level household, having financial problems, and having frequent transfers from one school to another.

The guidelines issued in April 1970 by the DCMA on eligibility of youths for participation in the 1970 summer program in the Washington metropolitan area provided that:

"Youth between the ages of 14 and 21, who plan to return to high school in September 1970, and whose families meet the income criteria, are eligible to participate."

DCMA guidelines for the summer program placed a youth's intention to return to school in the fall as a precondition to participation and were silent on consideration of the youth's dropout potential, even though the Department had stated in its guidelines issued in March 1970 that the goal of the summer program was to encourage low-income potential dropouts to return to school in the fall. We questioned DCMA officials as to the procedures followed to identify those youths who might be most in need of the program. These officials informed us that the prescribed age and family-income criteria were used in screening a prospective enrollee but that no determination was made as to whether a prospective enrollee was a potential dropout.

Our review of the 1971 summer program showed that family income and prescribed age continued to be the primary criteria used in determining an enrollee's eligibility.

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The Manpower Administration advised us in October 1971 that it believed that, if we reexamined the data used in our evaluation of the impact of the NYC summer program on the basis of the broader range of the 21 dropout characteristics listed in the Department's June 1970 guidelines, we probably would find marked differences in the results of our analysis. The Manpower Administration also informed us that it contemplated a reassessment of the dropout-potential aspects of the eligibility criteria with a view to improving the selection of eligible youths and that it would renew its efforts to have program sponsors follow the prescribed eligibility criteria. The Manpower Administration advised us also that the Department was exploring methods of establishing closer communication between sponsors and school counselors to facilitate identification of youths who were most in need of the summer NYC program.

In view of the establishment of the 21-characteristic criteria for identifying potential dropouts, the planned reassessment of the eligibility criteria, and the renewal of efforts to have sponsors properly apply the criteria, we are not making any recommendations. We plan, however, to review these aspects of the program after sufficient time to carry out the plans described above has elapsed.

## CHAPTER 3

### ENROLLEES DID NOT MEET

#### LOW-INCOME ELIGIBILITY CRITERIA

The NYC program requirement that enrollees be from low-income families was not being effectively implemented in all instances.

The enrollment records maintained by the sponsor for the 1970 summer program--based essentially on information furnished by the enrollees--indicated that, of the 203 enrollees selected for our test, 12, or about 6 percent, were not eligible for the program on the basis of family incomes. The records for 46 enrollees--or 23 percent--either were not available or did not show any data on family incomes. The records for 28 additional enrollees, or 14 percent, were not conclusive as to family incomes earned, and, on the basis of the information shown, it seems that verification would have been appropriate. For example, the records showed that one parent was a dentist earning only \$7,200 annually, one was a truck driver earning less than \$3,000 annually, and one was an optician earning less than \$4,000 annually.

The Manpower Administration pointed out to us in October 1971 that the responsibility for determining conformance of the income reported by enrollees or their parents to the established income criteria had been assigned to DCMA's Employment Service in Washington and to either the State employment services or the participating subsponsors in the suburban areas. The Manpower Administration pointed out also that DCMA periodically spot-checked this information during its onsite monitoring visits.

Our follow-up work at DCMA's Employment Service indicated that income eligibility had continued to be a problem in the 1971 summer program. Our analysis of the records of 100 randomly selected enrollees at one of the employment service offices showed that 14 enrollees were not members of low-income families; that, for each of 10 enrollees, the family income had not been certified by a parent or guardian

although such certification was required by the Department's guidelines for the 1971 summer program; and that, for 25 enrollees, the records were not conclusive as to family income and verification of the information shown seemed desirable.

#### CONCLUSION

We believe that the Manpower Administration needs to further emphasize to the sponsor and subsponsors and to DCMA's Employment Service and suburban employment services the importance of ensuring that youths accepted into future summer programs meet the Department's income-eligibility requirements and the importance of maintaining adequate records on the incomes of enrollees' families.

#### RECOMMENDATION

The Assistant Secretary for Manpower, in conjunction with the contemplated renewal of efforts to have program sponsors follow prescribed eligibility criteria with respect to potential dropout aspects, should reiterate to the various employment services and to the sponsor and subsponsors the need for ensuring that enrollees meet the Department's income-eligibility requirements.



## CHAPTER 4

### OPPORTUNITY FOR FURTHER IMPROVEMENT IN

#### WORK EXPERIENCE PROVIDED TO SUMMER ENROLLEES

Most of the work stations covered in our examination of the 1970 NYC summer program appeared to have provided the enrollees with useful work experience and with adequate supervision. At some work stations, however, enrollees performed little or no meaningful work and were inadequately supervised.

In announcing the 1970 summer program, the Department stated that the program would emphasize the placing of enrollees in jobs that would broaden their experience and would provide an introduction to possible careers or skills useful in obtaining post-high-school employment. The 1970 program was intended to be substantially different from summer programs of prior years that the Department had described as having provided jobs largely of the "make work" type.

To evaluate the efforts of the Department and the sponsor to improve the enrollees' work assignments, we visited the work stations of 147 selected enrollees and we obtained information after the termination of the 1970 summer program on the work assignments of 21 additional enrollees. Program officials required advance notice as to the specific work stations we planned to visit.

The work assignments of 136 of the 168 enrollees appeared to have provided the enrollees with adequate supervision; some useful work experience; and the opportunity to acquire good basic work habits, such as proper attitudes toward work, punctuality, and dependability.

Examples of such work assignments were:

--Clerical aides, library aides, and teacher-aides, engaged in typing, filing, recordkeeping, answering telephones, and operating office machines.

- Youths tutoring youths under a program operated by the Department of Pupil Personnel Services of the District of Columbia Public Schools. Under this program older youths who were scholastic underachievers were assigned duties tutoring younger youths also needing scholastic improvement.
- The assembly of elementary science study kits to be utilized by public school students.

The work assignments of the 32 other enrollees appeared to offer little or no meaningful work experience, and, on some of the assignments, the enrollees were not adequately supervised. We observed the following situations at certain work stations.

- At one park work station, we ascertained that more than 10 enrollees had been assigned as senior citizens' aides to assist elderly citizens in their enjoyment of the park facilities and to provide recreation for such citizens when it was desired. The enrollee interviewed at this work station informed us that about four senior citizens had used the park facilities during the week preceding our visit. To assure ourselves that this was not an isolated occurrence, we made several visits to the work station, and during each visit it was obvious that none of the senior citizens' aides had meaningful or productive work to perform.
- At a playground we observed a total of 23 youths, eight of whom were NYC enrollees assigned as recreation aides to organize and supervise games for children. One enrollee stated that he liked his work because it was a "nice soft job" and because it allowed him to play ball and that he "would have been here [at the playground] anyway."

We also observed instances in which enrollees were supervising other enrollees and in which enrollees were unsupervised because supervisors were on leave. We noted that Operation Clean Waters--an ecology-oriented project designed to clean up local waterways--had to be reduced in scope from 117 enrollees to 57 enrollees because the prime sponsor was

unable to provide the necessary number of competent supervisors.

The Manpower Administration advised us that the Department had recognized the consistent need to improve work stations and had directed the sponsor to evaluate work stations, giving primary concern to developing alternative and more meaningful work possibilities. The Manpower Administration advised us also that DCMA had supplemented sponsor-directed efforts with departmental suggestions for expanded work-station possibilities for the 1971 summer program activity.

To examine into the effectiveness of the Department's and the sponsor's efforts to improve upon the work stations available to enrollees in the 1971 summer program, we made unannounced visits to 27 summer work stations to which 249 enrollees were assigned and observed their operation. At 12 of the work stations--where 107 enrollees were assigned--needed work was being done and the work assignments provided some skill training and appeared to be relevant to job opportunities.

At the 15 other work stations we visited--where 142 enrollees were assigned--the work assignments did not appear to be providing meaningful work experience for the enrollees and appeared to be of questionable benefit to them. At these work stations, most of the enrollees were not productively engaged and it appeared doubtful that they were getting any meaningful experience on either the demands, challenges, or satisfactions of real-work situations. We observed enrollees assigned to duties as playground aides who outnumbered the children utilizing the playground, who were not supervising children at play, or who were otherwise not productively employed. In these and other instances, we observed enrollees classified as recreation aides, custodial aides, barber trainees, cosmetology trainees, and nurse's aides who had no work to do and who had no apparent supervision.

### CONCLUSIONS

We recognize that, because a large number of youths are enrolled in the short-term summer program, it may be difficult for the Department or the sponsor to develop the full

range of work stations needed to ensure that each enrollee receives a job assignment providing an introduction to possible careers or to skills useful in obtaining post-high-school employment. Because of the importance of this aspect of the program, however, the Department should increase its efforts to ensure that all work stations are designed to provide a reasonable amount of meaningful work and adequate supervision for the enrollees.

#### RECOMMENDATION

The Assistant Secretary for Manpower should continue to assist the sponsor in developing work stations which provide meaningful work experience and necessary supervision so that the program, as a minimum, will serve to promote good work habits among the enrollees.

## CHAPTER 5

### REMEDIAL EDUCATION ASPECTS OF PROGRAM

#### NOT ADEQUATELY EMPHASIZED

Prior to the 1970 summer program, remedial education was not emphasized by the Department in its administration of the program. Guidelines issued by the Department for the 1970 summer program provided specifically that enrollees who needed assistance with their studies could spend up to 10 hours each week, with pay, in educational programs sponsored by accredited educational agencies.

Although remedial education was intended by the Department to be a significant aspect of the 1970 summer program, we found that it was not being effectively implemented.

Our review showed that:

- Only 12 of the 22 subsponsors were aware that enrollees could be compensated for time spent in remedial education classes.
- Only seven of the 12 subsponsors that acknowledged being aware of the provision had compensated enrollees for participation in remedial education classes. One of the seven subsponsors compensated enrollees for participation in its own remedial education program covering English, mathematics, and reading but did not similarly compensate enrollees who attended remedial education classes in the public school system.

Our interviews with 168 randomly selected enrollees revealed that only eight enrollees had received remedial education; for only three of the eight enrollees could the school guidance counselors identify for us the remedial education courses taken as being needed by the enrollees.

We interviewed 93 school guidance counselors who were responsible for 153 enrollees in our sample. They indicated that more than half of these enrollees would have been

recommended for remedial education in mathematics and/or English if they had been consulted by NYC officials prior to the beginning of the summer component. Only two of the 93 school guidance counselors interviewed by us had been contacted by NYC officials.

The position of DCMA officials interviewed by us was that remedial education was more properly a responsibility of the schools than of the Department of Labor.

The Manpower Administration advised us that the Department had always viewed remedial education as being both a necessary and beneficial component of the NYC program. The Manpower Administration attributed the lack of attention given to remedial education in the Washington metropolitan area 1970 summer program to ineffective program administration and follow-up on the part of the sponsor. The Manpower Administration expressed the hope that this problem had been resolved by including the sponsor and all the subsponsors in the overall planning for the 1971 program.

To ascertain whether remedial education was being given the emphasis desired by the Department, we made follow-up visits to seven of the 13 subsponsors involved in the 1971 summer program, including three subsponsors participating in the program for the first time. One of the subsponsors having prior program experience reported that nine of its 36 enrollees had attended remedial education classes. Our visits to the six other subsponsors that had enrolled most of the participants indicated, however, that considerable improvement still was needed in the area of remedial education.

Specifically we found, for the six other subsponsors, that:

- One of the new subsponsors had refused to provide remedial education on a paid basis on the ground that to pay an enrollee to attend remedial education classes that were free to everyone through the public school system was inequitable. This subsponsor stated that those enrollees needing remedial education could receive it through the school system outside the regular program hours.

--The two other new subsponsors reported that only limited remedial education services were being provided. One of these subsponsors--having approximately 1,300 enrollees--advised us that the remedial education component was the weakest component of its summer program. The subsponsor attributed this condition to its being severely restricted in planning because of late receipt of the NYC contract. The other subsponsor advised us that only five of its 63 enrollees had received remedial education services but gave no reasons for the low participation.

--Three sponsors having prior program experience reported little change in their 1971 summer program from that of the prior year. One of these subsponsors--which was the largest in the program and which had approximately 7,825 enrollees--reported that fewer than 190 enrollees had been involved in remedial education programs; 108 additional enrollees were involved in a youth-tutoring-youth program which the subsponsor felt was a beneficial learning experience.

DCMA, in monitoring the activities of subsponsors under the 1971 summer program, noted similar inadequacies in the providing of remedial education to enrollees and reported to the sponsor on the need for improvement in this area.

The failure to provide adequate remedial education to NYC enrollees appears to have been widespread during the 1971 summer program. The U.S. Training and Employment Service reported to the Assistant Secretary for Manpower in September 1971 that remedial education was the weakest of all the summer program components and that little or no remedial education had been provided at 19 of 25 summer projects located in various parts of the Nation. The U.S. Training and Employment Service had reviewed the 25 projects' activities during the previous July.

#### CONCLUSIONS

Remedial education is a significant component of the NYC summer program for those youths whose ability to obtain maximum benefits from part-time work experience as an

entree into the world of work is hampered by weaknesses in reading and mathematics. The sponsor and subsponsors for the 1970 and 1971 summer programs in the Washington metropolitan area, however, did not give remedial education the emphasis and attention that was desired by the Department. The effectiveness of remedial education activities could be improved if school guidance counselors were requested to identify the enrollees needing this type of assistance.

#### RECOMMENDATIONS

The Assistant Secretary for Manpower should expand the Manpower Administration's efforts to enlist the cooperation of the schools in identifying the remedial education needs of the NYC program enrollees and should take steps to ensure that those enrollees who would benefit from such remedial education are offered the opportunity to receive it. The Assistant Secretary for Manpower also should further communicate to the sponsor and the subsponsors the objectives of the remedial education program in order to maximize the subsponsors' acceptance and support of this element of the NYC summer program.



## CHAPTER 6

### SCOPE OF REVIEW

We reviewed the 1970 NYC summer program conducted in the Washington metropolitan area to determine whether the contemplated changes announced by the Department in May 1970 had resulted in improved program effectiveness. We also examined into selected activities of the 1971 summer program to ascertain whether proposed corrective actions had been implemented on certain matters pertaining to enrollee eligibility, selection, work experience, and supportive services, which we had noted in our review of the 1970 program activities and that we had brought to the attention of the Department's Manpower Administration in a letter dated April 16, 1971.

We reviewed the applicable legislation and the policies established by the Department for the administration of the programs. We examined program documents, reports, correspondence, and other pertinent records and interviewed knowledgeable program officials at the offices of the sponsor, the subsponsors, and the District of Columbia and other metropolitan area school systems. We reviewed records and interviewed officials of the Manpower Administration at its headquarters office in Washington and of DCMA. We visited NYC project work stations and interviewed enrollees and their work-station supervisors. Also we discussed the matter of school dropouts with officials of the Research Division of the National Education Association.

During our review we used samples of the records of enrollees, sponsors, subsponsors, and DCMA. These samples were selected by statistical methods that ensured randomness. The methodology followed in obtaining our samples and the use made of these samples are described below.

#### METHODOLOGY USED IN SELECTING STATISTICAL SAMPLES OF PROGRAM ENROLLEES AND NONENROLLEES

At the time we initiated our review in the Washington metropolitan area, payroll listings of the sponsor and

subscribers indicated that about 7,500 youths were enrolled in the 1970 summer program. To obtain information about the enrollees and the summer program, we randomly selected a group of 203 enrollees. We interviewed the enrollees in this sample, their work supervisors, and their school guidance counselors; observed the assigned work stations of these enrollees; and examined related school and sponsor records. Because certain of the youths included in our sample could not be located or because information on them was not available, the results of our tests, as discussed in various sections of the report, generally relate to fewer than the total number of youths in the sample.

Our sample of enrollees indicated that the average age of the enrollees was 15.9 years and that they were almost equally divided by sex--about 51.5 percent were males and 48.5 percent were females; about 90 percent of the enrollees were black.

To provide ourselves with an independent measurement of the effectiveness of the 1970 summer program in encouraging youths to return to school in the fall, we also randomly selected a control group of youths for the purpose of comparing the dropout rate of the control group with the dropout rate of the sample group of enrollees. The control group consisted of 218 youths who had applied for the 1970 summer program and who were certified by DCMA's Employment Service as eligible on the basis of age and family incomes but who could not be accepted because of limitations in authorized enrollments. The control group sample was derived from data available at DCMA headquarters and from information maintained by subscribers. The control group sample was drawn from an identified total population of 4,316 youths.

Tests of significance were used in analyzing comparable information derived from the two samples. The tests of significance provide a mechanism for determining, with known risks, whether the observed difference in responses is due to chance (sampling variations) or due to some assignable cause, such as difference in populations.