Enough is Known for Action Series

Supporting the Educational and Career Success of Out-of-School Youth under the Workforce Innovation and Opportunity Act:

Key Themes of Current Practices

With the passage of the Workforce Innovation and Opportunity Act (WIOA), Congress shifted the primary focus of the title I youth formula program to support the educational and career success of out-of-school youth (OSY). A minimum of 75 percent of WIOA title I youth formula funds must be spent on OSY. With an estimated 5.5 million 16- to 24-year-olds in this country not employed or in school, the WIOA title I youth program will provide a much-needed continuum of services to help disconnected youth navigate back into the educational and workforce systems. WIOA also places a strong focus on work experience and links services to the attainment of secondary school diplomas, high school equivalencies, or occupational credentials, and entry into postsecondary education or employment. In order to help youth attain these goals, the WIOA youth program provides all youth a menu of 14 program elements and, from these, youth receive those services that align with their individual goals. The list of those elements is on page 3.

§ 681.210 of WIOA defines an out-of-school youth (OSY) as an individual who is:
(a) Not attending any school (as defined under State law);
(b) Not younger than age 16 or older than age 24 at time of enrollment. Because age eligibility is based on age at enrollment, participants may continue to receive services beyond the age of 24 once they are enrolled in the program; and
(c) One or more of the following:
   (1) A school dropout;
   (2) A youth who is within the age of compulsory school attendance, but has not attended school for at least the most recent complete school year calendar quarter. School year calendar quarter is based on how a local school district defines its school year quarters. In cases where schools do not use quarters, local programs must use calendar year quarters;
   (3) A recipient of a secondary school diploma or its recognized equivalent who is a low-income individual and is either basic skills deficient or an English language learner;
   (4) An offender;
   (5) A homeless individual aged 16 to 24 who meets the criteria defined in sec. 41403(6) of the Violence Against Women Act of 1994 (42 U.S.C. 14043e–2(6)), a homeless child or youth aged 16 to 24 who meets the criteria defined in sec. 725(2) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a(2)) or a runaway;
   (6) An individual in foster care or who has aged out of the foster care system or who has attained 16 years of age and left foster care for kinship guardianship or adoption, a child eligible for assistance under sec. 477 of the Social Security Act (42 U.S.C. 677), or in an out-of-home placement;
   (7) An individual who is pregnant or parenting;
   (8) An individual with a disability; or
   (9) A low-income individual who requires additional assistance to enter or complete an educational program or to secure or hold employment.

Although the focus on OSY is a significant transition for many, some States and local communities around the country have already designed their services to target this population. This document presents key themes and current practices from some programs that have brought together the education and workforce systems in order to reengage young adults. The document also provides insights from organizations that have studied the field and available academic literature. The U.S. Departments of Education and Labor encourage the creation and the strengthening of partnerships between the education and youth workforce systems. These partnerships can include State or local Workforce Development Boards, local youth committees and other youth-serving organizations, State and local education agencies, and adult education programs, which reengage nearly half a million OSY every year.

Document Outline

Key Themes for Supporting the Educational and Career Success of OSY
  i. Maintain Essential Partnerships
  ii. Supply Youth with Individualized, Wraparound Supports
  iii. Provide Youth with Multiple Pathways to Success
  iv. Ensure Essential Postsecondary Education and Career Training
  v. Offer Critical Work Experience

Examples of Current Practices that Support the Educational and Career Success of OSY
  i. Gather Data and Develop Data Sharing Agreements
  ii. Recruit Youth who have become Disconnected from the System
  iii. Establish Re-engagement Centers

Supplemental Materials:
  i. Evidence-Based Practices for Serving In-School Youth (ISY)

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2 The examples and resource materials contained in this document are provided for the user’s convenience. The inclusion of these materials is not intended to reflect their importance, nor is it intended to endorse any views expressed, or products or services offered. These materials may contain the views and recommendations of various subject matter experts as well as hypertext links, contact addresses and websites to information created and maintained by other public and private organizations. The opinions expressed in any of these materials do not necessarily reflect the positions or policies of the U.S. Department of Education or the U.S. Department of Labor. The U.S. Department of Education and the U.S. Department of Labor do not control or guarantee the accuracy, relevance, timeliness, or completeness of any outside information included in these materials.
14 WIOA Youth Program Elements

1. Tutoring, study skills training, instruction, and evidence-based dropout prevention and recovery strategies that lead to completion of the requirements for a secondary school diploma or its recognized equivalent (including a recognized certificate of attendance or similar document for individuals with disabilities) or for a recognized postsecondary credential;
2. Alternative secondary school services, or dropout recovery services, as appropriate;
3. Paid and unpaid work experiences that have as a component academic and occupational education, which may include—
   (i) summer employment opportunities and other employment opportunities available throughout the school year;
   (ii) pre-apprenticeship programs;
   (iii) internships and job shadowing;
   (iv) on-the-job training opportunities;
4. Occupational skill training, which shall include priority consideration for training programs that lead to recognized postsecondary credentials that are aligned with in-demand industry sectors or occupations in the local area involved;
5. Education offered concurrently with and in the same context as workforce preparation activities and training for a specific occupation or occupational cluster;
6. Leadership development opportunities, which may include community service and peer-centered activities encouraging responsibility and other positive social and civic behaviors, as appropriate;
7. Supportive services such as transportation, child care, dependent care, and housing that are necessary to enable an individual to participate in activities;
8. Adult mentoring for the period of participation and a subsequent period, for a total of not less than 12 months;
9. Follow up services for not less than 12 months after the completion of participation, as appropriate;
10. Comprehensive guidance and counseling, which may include drug and alcohol abuse counseling and referral, as appropriate;
11. Financial literacy education;
12. Entrepreneurial skills training;
13. Services that provide labor market and employment information about in-demand industry sectors or occupations available in the local area, such as career awareness, career counseling, and career exploration services; and
14. Activities that help youth prepare for and transition to postsecondary education and training.

Section 1. Key Themes for Supporting the Educational and Career Success of OSY

i. Maintain Essential Partnerships

Helping an OSY transition successfully into school and work requires the efforts of many different entities, including workforce development boards or WDBs (previously called Workforce Investment Boards or WIBs under the Workforce Investment Act of 1998, and still referred to as such in some of the
case studies below), Vocational Rehabilitation (VR) agencies, State Educational Agencies (SEAs), Local Educational Agencies (LEAs), adult education providers, institutions of higher education (IHEs), community-based organizations (CBOs), business, and industry. While their functions may vary based on each community’s needs, every entity has a role to play, and no single entity can effectively identify and serve OSY on its own. Therefore, it is essential that programs serving OSY develop strong partnerships and a sense of shared responsibility, not only between VR, SEAs, LEAs, adult education, and WDBs, but also with local government, business and industry, CBOs, and IHEs.

In addition to their connections with the labor market that allow youth to obtain direct work experience, WDBs bring critical resources for providing OSY comprehensive services, such as case management, mentoring, and follow-up services.

Although sometimes lacking the capacity and resources to reengage students who have dropped out, LEAs have access to data that are critical for identifying OSY and their education needs and can provide support in the reengagement process (see Section 2.i for more information). In addition, LEAs can play an important role in the development of alternative pathways to high school diplomas and dual credit systems that help students and young adults transfer to postsecondary institutions or employment, and career pathway models that offer the necessary adult basic education, occupational training, postsecondary education, career and academic advising, and supportive services for students to prepare for, obtain, and progress in a career.

Example: Hartford, CT

Capital Workforce Partners, one of Connecticut’s regional Workforce Investment Boards (WIBs), and Hartford Public Schools (HPS) partner to offer the full array of supports and opportunities students need to be college- and career-ready (CCR) when they graduate from high school. The partnership brings together education, economic development, and workforce entities to better understand the current and future workforce needs and to prepare youth with needed skills. The WIB also utilizes some of its partners as worksites for their Hartford Student Internship Plan and as opportunities for year-round youth employment. Additionally, Opportunity High School (OHS), a partnership between HPS and the nonprofit, Our Piece of the Pie (OPP), serves over-age, under-credited students who are at risk of dropping out. Finally, HPS offers secondary instruction, and OPP provides specialized wraparound services including youth development, employment training, and college readiness services.

ii. Supply Youth with Individualized, Wraparound Supports

To achieve their educational and career goals, OSY need services that enable them to tackle the substantial barriers they face. Youth who have dropped out often face significant challenges to their educational success – homelessness, drug and alcohol abuse, teen pregnancy and parenting – that cause them to disconnect from school, feel inadequate, and struggle to return even after overcoming adversity.

To be successful, programs should address academic and skills development needs, as well as offer solutions to the socio-emotional, economic, health, and other barriers these young people continue to face. This means targeting services based on individual needs, creating supportive learning experiences and environments, and developing positive relationships with caring adults who can act as mentors. Such wraparound, individualized supports may include case management, counselors or social workers who focus on youth development, as well as community partners who can provide non-academic supportive

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services, such as child care and transportation. Building a strong relationship with a caring adult who can help youth navigate through the system can be particularly important in helping disconnected students re-engage.

Example: Omaha, NE

The D2 Center in Omaha, Nebraska, a re-engagement center accessible to the city’s students via public transportation, serves disconnected youth ages 15 through 21. The organization supports the notion that students must develop personal relationships with many of the center’s staff and mentors in order to be successful. The center developed Youth Academic Navigators (YANs), or caseworkers, with up to 40 assigned students. Each YAN is responsible for meeting with his or her students regularly, attending school meetings and events, going to court if needed, and supporting the student more generally throughout his or her experience. YANs and D2 Center staff all understand that “one key point is the central importance of building relationships with this population and understanding that each student is unique. Staff must understand that they [youth] are struggling, they want to succeed but need assistance.”

Example: Memphis, TN

Based in Memphis, TN, Youth Villages oversees programs benefitting youth with behavioral and emotional challenges and those around them. Youth Villages’ Transitional Living program offers nine months of support to youth who have recently aged out of state custody. Youth receive extensive case management, support, and counseling from staff, each of whom is responsible for about eight clients. Over nine months, youth also receive support for education, housing, mental and physical health, employment, and life skills either through activities or counseling opportunities, according to need. These supports impacted life outcomes of participating youth by increasing earnings as well as improving housing stability and economic well-being.

iii. Provide Youth with Multiple Pathways to Success

To meet the individual needs of OSY, programs should offer a range of customized pathways to education and employment that provide multiple entry and exit points. This includes a variety of options for recovering credits and earning a high school diploma, gaining job skills, and transitioning into postsecondary education and training. In many cases, WDBs and their partners have had to work together to develop or expand alternative pathways that go beyond traditional high school.

Individualized plans increase a youth’s chances of skill mastery and overall chances of success. Ultimately, they take into account a youth’s unique academic, career, social and emotional needs as well as their interests and guide them in reengaging with education and career opportunities.

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iv. **Ensure Essential Postsecondary Education and Career Training**

High school graduates are less likely to be unemployed, live in poverty, have poor health, and engage in criminal behavior. Ultimately, supporting an eligible OSY in earning a high school degree is just the beginning to helping them achieve a better quality of life. However, data show that a high school diploma or equivalency is not enough. Although helping youth access employment and complete secondary education is critical, it is the starting point—not the stopping point. Occupations with higher entry level educational requirements are projected to grow faster than those with lower levels of educational requirements over the next decade. For example, between 2014 and 2024, employment in occupations that require a bachelor’s degree for entry level positions are projected to grow by 8.9 percent compared to 3.9 percent employment growth in occupations that require a high school degree for entry level positions. As employers increasingly expect a greater number of employees with effective communication, collaboration, and problem-solving skills, the need for additional education and training beyond high

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school has become a necessity. With each additional year of postsecondary education comes an increased likelihood of employment and earning family-sustaining wages. Young adults with a bachelor’s degree earned more than twice as much as those without a high school credential (103 percent more), 62 percent more than young adult high school completers, and 29 percent more than associate's degree holders.

For OSY, career pathways, dual credit enrollment and community college career connection programs provide a necessary entrance into the workforce. To be most effective in terms of re-engagement, programs or re-engagement centers should provide pathways for students to obtain college credit and career training at nearby community colleges. Other re-engagement centers employ staff members that also work for community colleges that provide scholarships to youth for completing the re-engagement programs.

**Example: Pharr, TX**

The College, Career, and Technology Academy (CCTA) of South Texas has a program through which its students complete their high school credit requirements and transition immediately to South Texas College. CCTA students register for college courses and are eligible to enroll as soon as they pass the required state tests. Students also enroll in a college-sponsored success class to facilitate progress following a difficult transition.

iv. **Offer Critical Work Experience**

Youth, especially OSY, often have family and other demands that make it difficult to achieve their goals of educational advancement. Many need a paycheck to support themselves and their families. Offering employment as a key program element can be a significant incentive to reengage youth back into education and get them onto a career pathway. Employment not only can help pay the bills, but also can provide valuable opportunities to practice what students have learned in the classroom. Furthermore, employment can build occupation-specific and employability skills, such as teamwork, time management, and problem-solving. Evidence has shown that teen employment improves employment and earnings outcomes later in life and can be a critical program element for helping youth successfully progress along their educational and career pathway. A major change made by WIOA is that local areas are required to spend a minimum of 20 percent of their area’s WIOA title I youth funds on work experience. Work experiences can be paid or unpaid and might include summer employment opportunities and other

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employment opportunities available throughout the year, such as pre-apprenticeship programs, internships, job shadowing, and on-the-job training opportunities – all of which should include an academic and occupational education component.

**Example: Los Angeles, CA**

The City of Los Angeles Community Development Department administers the [L.A. Reconnections Career Academy](https://www.lacareeracademy.org) (LARCA) initiative that targets opportunity youth ages 16-24 who have dropped out of high school. LARCA youth are given a pathway into school, along with additional resources to ensure a career pathway is created through vocational skills training and access to postsecondary education. One industry LARCA focuses its vocational training on is the healthcare field. Specifically, LARCA provides subsidized training for youth to become Certified Nursing Assistants and Home Health Aides. LARCA also provides training for youth pursuing additional training and who speak multiple languages to become Medical Interpreters. The program provides internships and job placement support through established relationships with healthcare providers.

**Section 2. Examples of Practices that Support the Educational and Career Success of OSY**

WIOA fosters new opportunities for innovation and collaboration across Federal, State, and local agencies, private organizations, and employers. The law authorizes increased access to employment, education, training, and support services to assist individuals with disabilities, including youth and students with disabilities, to succeed in the competitive labor market. To that end, the VR agencies are critical components in the workforce development system, as are SEAs and LEAs. WIOA also authorizes adult education services designed to assist youth and adults to obtain a high school diploma or its equivalent and places an increased focus on rigorous academic standards that prepare them for success in postsecondary education and training. The law focuses on the use of career pathways to accomplish these objectives, a strategy emphasized in both adult education and youth services.

Workforce Development Boards direct Federal, State, and local funding to workforce development programs. They also oversee the American Job Centers, where job seekers, including youth, can get employment information, find out about career development training opportunities, and connect to various programs in their area.

i. **Gather Data and Develop Data Sharing Agreements**

Understanding the OSY population is crucial to figuring out how to best meet their needs. It is important to gather accurate, comprehensive data that show the number of disconnected youth, how near or far they are from graduation, and why students are dropping out. Analyzing these data can help to determine the proportion of young adults who have dropped out due to life events, disengagement, lack of academic preparation, or other reasons. Understanding the population in a particular location can help determine which pathways are critical to build in order to meet the needs of disconnected youth.

Another important use of data is to identify youth who have dropped out. WDBs, their contracted organizations, and the area’s schools need open lines of communication in order to quickly identify youth
who have dropped out of school or are at-risk of leaving school. They will need to develop data sharing agreements with clear and actionable data sharing protocols that comply with Federal and State regulations and are consistent with Federal guidance for such data sharing. Due to interoperability challenges, including requirements under the Family Educational Rights and Privacy Act (FERPA) and its implementing regulations, especially those regarding confidentiality of personally identifiable information contained in education records, effective protocols and agreements can help ensure that most students are accounted for in the workforce and education systems. This would help to ensure a seamless transition from the school to the resources provided by the local WDB or vice versa. Youth success is dependent on strong protocols and working relationships between these two systems.

Example: Los Angeles, CA

The Los Angeles Unified School District (LAUSD) built a strong data protocol partnership that yielded impressive results. LAUSD had 20,000 OSY who should have been enrolled, yet FERPA prohibited the release of this information. The WIB then proposed that the school district keep data and do the original outreach to OSY. Then, when an OSY reenters the system, the person sits with the school counselor first and gets the data the OSY can then share with the WIB. If under age 18, the OSY has a parent sign an agreement to share the data. This has cut down on the need to send students back to their schools to get data, which can be a barrier to accessing services.

ii. Recruit Youth Who Have Become Disconnected from the System

With approximately 5.5 million youth in the United States from 16 to 24 years old who are neither in school nor employed, connecting them to postsecondary education and career pathways is no easy task. Even when all previously discussed elements are in place, some youth will not get connected to a program after exiting the education system. In order to connect with these students, outreach is essential regardless of the form it takes. Programs have indicated that word-of-mouth is a powerful recruiting tool – program participants and alumni should be encouraged to recruit actively. When possible, programs should aim to hire youth from the community who have faced similar struggles to the OSY who are being served. A 2014 research study conducted by America’s Promise Alliance and its Center for Promise at Tufts University, which focused on the experiences and decisions of students who leave high school before graduating, reiterated this point.

Re-engaging OSY has taken many forms, including information sharing between schools as well as print and electronic media campaigns. Some districts host expos and reengagement fairs with a diverse array of schools and community resources in attendance. Community organizations can also be strong partners in reaching OSY. Utilizing multiple methods in order to reach OSY is another way of ensuring that as many OSY are contacted as possible. For example, texting has proven effective in encouraging low-

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income students to complete prerequisites for college admission\textsuperscript{17} and can be one strategy for reengaging OSY.

Example: Grand Prairie, TX

The Grand Prairie Independent School District plans a reengagement fair and invites community colleges and universities, charter schools, local businesses, social workers, counselors, and parent liaisons to attend. The district uses posters and brochures in both English and Spanish to publicize the event and school staffs personally reach out to OSY by calling and mailing letters.

Example: Lowell, MA

Programs across the country are working tirelessly to engage OSY through a variety of practices. The Streetworker Program at the United Teen Equality Center in Lowell, Massachusetts asked former OSY to go door to door in order to engage youth who would benefit from their program by using intentional outreach, a crisis intervention approach, and more. The same former OSY then play a meaningful role in the youth’s development.

\textbf{iii. Establish Re-engagement Centers}

Re-engagement centers are examples of partnership-based practices. These centers are one-stop shops where young people can enter a range of pathways to education and employment. By unifying all of the necessary services under one roof, they provide clear on-ramps and a continuum of services. Disengagement of youth is often the case due to a variety of factors, such as: socio-emotional needs, homelessness, disability, drug and alcohol use, involvement in the child welfare system, family issues, involvement in the justice system, extended absences from school, pregnancy or parenting, and the need to work and provide for themselves. As re-engagement centers cater their services after opening in order to reflect community needs and concerns, these organizations expand career pathways and the higher education opportunities of the youth they serve. Re-engagement centers should also develop partnerships of their own, identifying agencies that will offer further resources, support, and funding. Often the partnering of re-engagement centers with nearby colleges and workforce programs can promote college- and career-readiness. Because many youth that arrive at these centers are often categorized as “old and far,” meaning they are overage and in need of many credits to graduate, dual enrollment options help young adults enter career pathways and envision achievable end goals.\textsuperscript{20}

\textsuperscript{18} Ibid.
Example: Boston, MA

The Boston Re-Engagement Center (REC) provides opportunities in employment and education. Following personalized outreach and enrollment, youth receive academic options including night classes and summer school along with consistent follow-up from staff. Data collection agreements allowed for the Boston REC, a joint effort between Boston Public Schools and the Boston Private Industry Council, to become a highly effective resource for OSY youth in the area. Numbers showing a large proportion of OSY choosing alternative education suggested that the district was in need of more programs to engage young adults who have outgrown the standard high school setting. REC also utilized data to enrich its outreach practices and adjust the comprehensive services offered at certain schools around the district.

Section 3. Supplemental Materials

To learn more about U.S. Department of Labor’s programs authorized under the Workforce Innovation and Opportunity Act, visit https://www.doleta.gov/wioa/eta_default.cfm.

To learn more about U.S. Department of Education’s Adult Education programs under title II of the Workforce Innovation and Opportunity Act, visit http://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/wioa-reauthorization.html

To learn more about U.S. Department of Education’s Vocational Rehabilitation program authorized under title I of the Rehabilitation Act of 1973, as amended by title IV of the Workforce Innovation and Opportunity Act, visit http://www2.ed.gov/about/offices/list/osers/rsa/wioa-reauthorization.html

To connect with the nearest WDB, visit http://www.servicelocator.org/workforcecontacts.asp.

Additionally, the following list of resources provides guidance on how to effectively serve OSY.

- **Training and Employment Guidance Letters.** The U.S. Department of Labor has released two Training and Employment Guidance Letters (TEGLs) to provide guidance and planning information to States, local workforce areas, and other recipients of WIOA title I youth formula funds. These TEGLs can be found at: https://wdr.doleta.gov/directives/attach/TEGL/TEGL_08-15.pdf http://wdr.doleta.gov/directives/attach/TEGL/TEGL_23-14.pdf

- **The Enough Is Known for Action Webinar Series.** This monthly webinar series informs and inspires the youth community so they are positioned for implementing the requirements of WIOA. The first webinar held on February 25, 2015, which focused on OSY, can be found at: https://ion.workforcegps.org/resources/2016/01/29/22/51/Enough_Is_Known_for_Action_Youth_Webinar_Series

- **Bringing Students Back to the Center: A Resource for Implementing and Enhancing Re-Engagement Centers for Out-of-School Youth.** The U.S. Department of Education released this guide in order to help school and community leaders address the challenges of dropout recovery and establish or strengthen their own re-engagement efforts. This resource can be found here: https://www2.ed.gov/programs/dropout/re-engagement-guide121914.pdf.
Transition Activities and Resources for Serving Youth with Disabilities. The U.S. Department of Education’s Office of Special Education and Rehabilitative Services (OSERS) has compiled a number of resources to support the educational and employment success of youth with disabilities.