TO: STATE WORKFORCE AGENCIES
    STATE WORKFORCE LIAISONS
    STATE AND LOCAL WORKFORCE BOARD CHAIRS AND DIRECTORS

FROM: JANE OATES /s/
    Assistant Secretary

SUBJECT: Announcement of the Workforce Investment Act (WIA) Youth Program Reference Tool

1. Purpose. To announce the availability of the Employment and Training Administration’s (ETA’s) WIA Youth Program Reference Tool.

2. References.
   • Workforce Investment Act of 1998, as amended (29 United States Code 2801 et seq.)
   • WIA Regulations, 20 Code of Federal Regulations parts 661, 664, and 666

3. Background. This reference tool was developed in response to workforce system professionals and local workforce investment board members’ requests for tools and resources about WIA youth services. The tool provides easy access to documents and Web sites containing information on policy advisories, tool kits, and state and local resources. It is a quick reference for youth workforce system staff where all basic information on the WIA Youth Program can be found in one place. It is also a resource to assist in training new staff and workforce investment board members on the WIA youth program.

4. Content. Major features include highlights of the WIA youth program along with information about its structure, funding, performance accountability, and service provisions for the WIA youth program. The tool is composed of nine sections; the content of each section is listed below:
   • Overview of WIA Youth Programs - provides a summary of the major features of youth services and funding provisions under WIA.
   • Governance - includes a description of the role and responsibilities of state and local workforce investment boards, youth councils and their membership composition. It also includes information on planning requirements and links to directories and Web sites to access local workforce investment boards and youth council resources.
   • Program Design - summarizes the integral components of youth program design, including case management, required program elements, and connections to One-Stop Career Centers.
• Selecting Service Providers - describes the youth council’s role in selecting service providers and addresses statutory requirements for selection of youth service providers. Links to policy interpretations are also provided for further clarification.

• Program Eligibility - identifies eligibility criteria for youth activities, and provides a brief description of youth services.

• Partnerships - identifies potential partner organizations and engagement strategies for leveraging resources.

• Performance Accountability - describes performance accountability for the WIA Youth program, lists statutory and common measures, and provides links to relevant guidance.

• Current WIA Youth Program Focus - provides links to recent issuances of youth program guidance for state and local workforce system practitioners.

• Examples of Training Resources - provides training resources designed by states and ETA to build the capacity of workforce professionals’ knowledge of WIA.

5. **Action Requested.** States are requested to share this training and employment notice with their local areas.

6. **Inquiries.** Questions should be directed to the appropriate Regional Office.

7. **Attachment.** WIA Youth Program Reference Tool.
# THE WORKFORCE INVESTMENT ACT (WIA) YOUTH PROGRAM REFERENCE TOOL

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Section 1. An Overview of the WIA Youth Program

Under Title I of WIA, funds are provided to states and local workforce areas through formula funding to deliver a comprehensive array of youth workforce development services: tutoring, alternative secondary school offerings, summer employment opportunities directly linked to academic and occupational learning, paid and unpaid work experiences, including internships and job shadowing, occupational skills training, leadership development, supportive services, adult mentoring, counseling, and follow-up services. Eligible WIA youth must be low-income, in- or out-of-school, aged 14-21 with one or more of the following barriers to employment: (1) deficient in basic literacy skills; (2) a school dropout; (3) homeless, a runaway, or in foster care; (4) pregnant, or parenting; (5) an offender; or (6) an individual (including a youth with a disability) who requires additional assistance to complete an educational program or to secure and hold employment. These youth are eligible to receive services to prepare them for post-secondary educational and employment opportunities, attain educational and/or skills training credentials, and secure employment.

This program is designed to improve the long-term job prospects of young people by providing basic skills, work readiness skills, occupational training, and citizenship skills. Local communities collaborate and establish partnerships, bringing together local workforce training providers, schools, community-based organizations, and other entities. WIA calls on local areas to create opportunities for youth that integrate key programmatic components such as preparation for post-secondary opportunities, linkages between academic and occupational learning, connections to the local job market, and appropriate follow-up services. The Act and final WIA regulations are available at: [http://www.doleta.gov/usworkforce/wia/act.cfm](http://www.doleta.gov/usworkforce/wia/act.cfm).

Program and Out-of-School Youth (OSY) Funding Provisions

Programs are funded on a formula basis, where no more than fifteen percent of the youth funds are reserved for statewide activities, and the remainder of the funds are allocated to local workforce areas. Each year the Department issues allotments to states and outlying areas for employment and training programs. Allotments to states are based on a formula which includes three factors: (1) the number of unemployed in areas of substantial unemployment; (2) the number of excess unemployed individuals; and (3) the number of economically disadvantaged youth. Allotments are published in a Federal Register notice and released in a Training and Employment Guidance Letter (TEGL) to states and outlying areas. To view an example of the allotment distributions, see TEGL 26-10 for Program Year (PY) 2011 at: [http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=3021](http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=3021). Future allotment TEGLs will be available in ETA’s advisory library at: [http://wdr.doleta.gov/directives/](http://wdr.doleta.gov/directives/).
WIA requires (with a limited exception, at WIA section 129(c)(4)(B), under which certain small states may apply to the Secretary to reduce the minimum amount that must be spent on out-of-school youth) that at least 30 percent of the local workforce area youth funds allocated locally be used to provide services or activities to out-of-school youth. To view the Code of Federal Regulations (CFR) on this requirement, see 20 CFR 664.320 and WIA section 129(c)(4), at: http://www.doleta.gov/usworkforce/wia/act.cfm.

Section 2. Governance: Designing and Managing the WIA Youth Workforce System

State Workforce Investment Boards (WIBs)

Composition: State WIBs are composed of the governor; two members of each chamber of the state legislature; and representatives appointed by the governor from businesses, chief elected officials, labor organizations, state agency heads, and other individuals with related experience. Further information can be found at 20 CFR 661.200 and 661.203.

Duties: Each state is responsible for establishing both state and local workforce investment boards. The state workforce board helps the governor develop a five-year strategic plan, designate local workforce investment areas, develop funding allocation formulas and state performance measures, prepare annual reports, develop statewide employment statistics systems, apply for incentive grants, and perform other duties. Additional information on the role of boards and board members can be found at 20 CFR 661.205 and at the National Association of Workforce Boards (NAWBs) Web site at: http://www.nawb.org.

States are required to develop and submit to the Department a five-year strategic plan that describes workforce development activities to be undertaken in the state, how the state will implement the requirements of the WIA, and how special populations, including youth, will be served. The plan also incorporates detailed state plans under the Wagner-Peyser Act relating to the delivery of employment services. To view a specific state plan or modifications, visit: http://www.doleta.gov/usworkforce/WIA/planstatus.cfm.

Submissions from states are developed in response to the Department’s planning guidance, disseminated annually, providing the national direction and strategic priorities set for the workforce investment system. To view the current state planning instructions, see TEGL 17-10 at: http://wdr.doleta.gov/directives/corr_doc.cfm?DOCN=2972. Future state plan guidance will be available through the ETA advisory library at: http://wdr.doleta.gov/directives/.
Local Workforce Investment Boards (LWIBs)

**Composition:** LWIBs are appointed by chief elected officials using criteria established by the governor and state WIB. The chair must be a private-sector business representative. LWIB membership includes representatives of businesses, local educational entities, labor organizations, community-based organizations, economic development agencies, and all One-Stop Career Center partners. Further information can be found in WIA final regulations 20 CFR 661.315 at: [http://www.doleta.gov/usworkforce/wia/act.cfm](http://www.doleta.gov/usworkforce/wia/act.cfm).

**Duties:** LWIBs, in partnership with local elected officials, are responsible for planning and overseeing the local WIA program, including youth services. The board has responsibility for developing local plans for the governor’s approval, designating local One-Stop operators, designating eligible partners of training services, negotiating local performance measures with the state workforce board and the governor, monitoring local system performance against established performance measures, and helping to develop the labor market information system for local areas. Additional functions include ensuring effective connections are available to assist employers and coordinating activities with economic development partners.

Youth Councils

**Composition:** Youth councils are a subgroup of LWIBs. Membership consists of a diverse set of stakeholders, including representatives from youth service agencies, local public housing authorities, parents of youth seeking assistance, youth, and Job Corps representatives, if a Job Corps center is located in the local area represented by the Council. Further information can be found in WIA final regulations at 20 CFR 661.335 at: [http://www.doleta.gov/usworkforce/wia/act.cfm](http://www.doleta.gov/usworkforce/wia/act.cfm).

**Duties:** Youth councils are responsible for developing parts of the local plan related to youth, as determined by the chairperson of the local board; recommending eligible youth service providers; conducting oversight of youth activities; and coordinating local youth programs and initiatives. LWIBs working with youth councils can create a One-Stop delivery system that serves as a career resource for youth by providing information on careers, educational/occupational requirements, apprenticeships, and other related information.

The following documents provide technical assistance and guidelines on youth councils:


Section 3. Program Design

Program Design
A program design framework is an essential ingredient in helping local workforce areas and youth councils develop comprehensive service strategies based upon individual needs. LWIBs and youth councils can provide direction and leadership to assist local youth programs in improving the quality and effectiveness of youth services. A program design framework consists of intake, objective assessment, individual service strategy development, and information and referrals for youth participants. A description of these key components is provided below:

• Case Management

Case management is generally provided by LWIB staff, youth service provider staff, or professionals in One-Stop Career Centers. Case managers deliver effective services to facilitate positive growth and development of youth. ETA has developed a toolkit called, “Improving Demand-Driven Services and Performance: Toolkit for Effective Front-line Services To Youth,” designed for workforce staff to assist youth in developing the knowledge and skills needed to succeed in the workforce. The toolkit is available at: http://www.doleta.gov/youth_services/pdf/TOOLKIT%202007-Manual.pdf.

Case managers are responsible for intake, assessment, and developing an Individual Service Strategy (ISS) for WIA-eligible youth. A description of each activity is provided below:

- Intake involves services such as registration, eligibility determination, and collection of information to support verification of eligibility of services. It may also include pre-screening of potential participants and general orientation to self-help services. Other activities include referrals to other services, which may include providers of the ten program elements described in the “Service Activities” section.
- Assessment is a process that identifies service needs, academic levels, goals, interests, skills levels, abilities, aptitudes, and supportive service needs; it also measures barriers and strengths. It includes a review of basic and occupational skills, prior work experience, employability potential, and developmental needs. Assessment results inform the ISS.
- The ISS is the plan that identifies the employment goals, educational objectives, and prescribed appropriate services for the participant. The ISS is essential in identifying the needs of participants and is a critical component when it comes to assisting a young person’s development.

• Service Activities

Program Elements - The ten program elements required under WIA section 129(c)(2) and 20 CFR 664.410 are:
- Tutoring, study skills training, and instruction leading to secondary school completion, including dropout prevention strategies;
- Alternative secondary school offerings;
- Summer employment opportunities linked to academic and occupational learning;
- Paid and unpaid work experiences;
- Occupational skill training;
- Leadership development opportunities;
- Supportive services;
- Mentoring;
- Follow-up services; and
- Comprehensive guidance and counseling.

Several program elements focus on providing young people assistance in achieving a secondary school diploma, or its equivalent, including: tutoring, study skills training, dropout prevention strategies, and alternative secondary school services. Other program elements outlined in the Act, such as summer employment opportunities, paid and unpaid work experiences, and occupational skill training, seek to expose youth to the world of work and allow youth to apply what they learn in school or other training settings to various workplace experiences. Local areas have the discretion to determine the specific services provided to youth participants, based on each participant’s objective assessment and individual service strategy.

- Connections to One-Stop Career Centers

One-Stop Career Centers - WIA Youth programs are required partners in the One-Stop Career Center system. There are a number of strategies identified in TEGL 18-00 that local areas may use to ensure effective connections to One Stop systems. To view TEGL 18-00, visit: [http://wdr.doleta.gov/directives/attach/TEGL18-00.pdf](http://wdr.doleta.gov/directives/attach/TEGL18-00.pdf).

Required One-Stop Partners identified by WIA section 121(b)(1)(B) include:

- Programs authorized under title I of WIA;
- Programs authorized under the Wagner-Peyser Act;
- Adult education and literacy activities authorized under title II;
- Programs authorized under title I of the Rehabilitation Act of 1973;
- Programs authorized under section 403(a)(5) of the Social Security Act;
- Activities authorized under title V of the Older American Act of 1965;
- Postsecondary vocational education activities authorized under the Carl D. Perkins Vocational and Applied Technology Education Act;
- Activities authorized under chapter 2 of title II of the Trade Act of 1974;
- Activities authorized under Chapter 41 of title 38, United States Code;
- Employment and training activities carried out under the Community Services Block Grant Act;
- Employment and training activities carried out by the Department of Housing and Urban Development; and
Programs authorized under State unemployment compensation laws.

Additional One-Stop Partners identified by WIA section 121(b)(2)(B) include:

- Programs authorized under part A of title IV of the Social Security Act;
- Programs authorized under section 6(d)(4) of the Food Stamp Act of 1977;
- Work programs authorized under section 6(o) of the Food Stamp Act of 1977;
- Programs authorized under the National and Community Service Act of 1990; and
- Other appropriate Federal, State, or local programs, including programs in the private sector.

Section 4. Selecting Service Providers

Section 123 of WIA requires that eligible providers of youth activities be selected on a competitive basis. The regulations at 20 CFR 664.405 state that when the services are provided by the grant recipient, or fiscal agent, the requirement does not apply to the design framework component which includes services for intake, objective assessment, and development of the individual service strategy.

Local areas are required to conduct a full and open competition to secure youth service providers according to the Federal procurement regulations at 29 CFR 95.43 and 97.36(c), in addition to applicable state and local procurement laws. A basic tenet of the regulations is that procurement be a process that provides for full and open competition and avoids the appearance of a conflict of interest. The requirements for competitive selection of local youth activities affect LWIBs, youth councils, and potential service providers. The requirements are:

- WIA Section 123 (29 United States Code (USC) 2843): Eligible providers of youth activities shall be identified by awarding contracts or grants on a competitive basis, based on the recommendations from the youth council and on the criteria contained in the state plan;
- WIA Section 112(b)(18)(B) (29 USC 2822): The state plan must include information identifying the criteria to be used by local boards in awarding grants for youth activities, including the criteria that the governor and the LWIBs will use to identify effective and ineffective youth activities and providers of those activities;
- WIA Section 117(d)(2)(b) (29 USC 2832): LWIBs must identify eligible providers of youth activities by awarding grants and contracts on a competitive basis; and
- WIA Section 117(h)(4)(B)(i): One of the principal duties of the youth council is to recommend eligible providers of youth activities in the local area consistent with WIA Section 123.

Policy interpretation related to the selection of service providers can be found at:

- TEGL 9-00, WIA Section 129 – Competitive and Non Competitive Procedures for Providing Youth Activities under WIA Title I
Section 5. Program Eligibility

Individuals cannot receive WIA youth services unless they have been determined eligible based on criteria listed below as identified by WIA section 101(13) and 20 CFR 664.200:

**Eligibility Criteria**
To be eligible for WIA youth services a youth must be between the ages of 14-21, low-income and have one or more of the following barriers:

- is deficient in basic literacy skills;
- is a school dropout;
- is homeless, a runaway or foster child;
- is pregnant or parenting;
- is an offender; or
- requires additional assistance to complete an educational program, or to secure and hold employment (including youth with disabilities).

The definition of “low-income individual” may be found in WIA section 101(25), at: http://www.doleta.gov/usworkforce/wia/act.cfm.

**Eligibility Exception**
Up to five percent of youth participants served by youth programs in a local area may be individuals who do not meet the income criterion for eligible youth, provided that they are within one or more of the following categories listed below as identified by WIA section 129(c)(5) and 20 CFR 664.220:

- is a school dropout;
- is deficient in basic skills, as defined in WIA section 101(4);
- is one or more levels below the grade level appropriate to the individual’s age;
- is pregnant or parenting;
- possesses one or more disabilities, including learning disabilities;
- is homeless or runaway;
- is an offender; or
- faces serious barriers to employment as identified by the LWIB.
Service Delivery
Youth service providers deliver a comprehensive array of youth services that help prepare youth for postsecondary educational and employment opportunities, attain educational and/or skills training credentials, and secure employment with career opportunities. Local workforce investment areas should keep in mind that program goals are tied to performance.

Section 6. Partnerships

Strong partnerships help to leverage resources and increase opportunities for youth. They can enhance the ability of workforce investment areas to access information and data, improve services, and increase efficiencies, with regard to recruitment processes, referrals, and case management. Creating strong partnerships is critical to providing the most effective, targeted, and appropriate services for youth to maintain progress along a successful career pathway.

Collaborations across Federal departments are taking place to develop and strengthen partnerships among youth service agencies. The Department has ongoing partnerships with Federal agencies that are not included in the One-Stop partner list. Such efforts are described in the advisory notices and descriptions referenced below. State and local areas may consider taking a similar approach to leverage support for WIA youth and enhance program outcomes.

U.S. Department of Education
Training and Employment Guidance Letter 18-11 published March 2, 2012, encourages partnerships between adult education and WIA Youth programs to maximize resources to achieve both employment related and educational outcomes, particularly literacy and numeracy gains. Program expertise can be blended to allow for more efficient case management, support services, and high quality educational interventions that will help disconnected youth to reengage in education that leads to credentials and successful careers.

U.S. Department of Housing and Urban Development
The Department of Labor (DOL) and the Department of Housing and Urban Development (HUD) formed an agreement to create a partnership that would bolster the training and employment outcomes for all low-income individuals. This partnership encourages Public Housing Authorities to work collaboratively with workforce investment boards and the One-Stop Career Center system to identify opportunities to train and place public housing residents into jobs.

U.S. Department of Health and Human Services
Training and Employment Notice (TEN) 24-09 encourages the public workforce system to partner with Temporary Assistance for Needy Families (TANF) agencies in their efforts to promote subsidized employment opportunities allowable under the American Recovery and Reinvestment Act’s (ARRAs) TANF Contingency funding for the creation and expansion of subsidized summer employment for low-income youth. The TEN also encourages co-enrollment of youth in TANF and appropriate WIA programs so individuals can benefit from WIA services, such as supportive services, occupational skills training, and other relevant services. While
ARRA funds are no longer available for use by local workforce investment areas, the partnership efforts identified in the TEN can still take place with existing resources.

U.S. Departments of Interior and Agriculture
TEN 24-10 encourages the public workforce investment system to partner with public land management agencies within the U.S. Departments of Interior and Agriculture in an effort to increase work experience opportunities for youth and young adults on public lands.

U.S. Department of Justice
The Department of Labor maintains ongoing partnerships with the Department of Justice’s Office of Justice Programs through joint efforts supported by the Department of Labor’s Reintegration of Ex-Offender and Second Chance Act appropriation. This partnership continues to provide better coordination of pre and post-release services that support adult offenders reentering local communities following a period of incarceration. http://www.ojp.usdoj.gov/

In addition, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Department of Labor are also partners at the Federal and state levels. A current example is the Department of Labor’s Civic Justice Corps (CJC) grantees. Bolstered by information, experience, and resources made available to OJJDP’s state Juvenile Justice Specialists, DOL CJC grantees are better able to indentify and serve targeted and highly at-risk youth who are retuning to their communities from both across town and across the state. http://www.ojjdp.gov/

Another resource on coordinating youth services is entitled: “Resource Note – Improving State Coordination of Youth Workforce Development Services,” by Nanette Relave and is available at: http://www.financeproject.org/publications/RN-state-coordination_8_6_08.pdf

Additional Partnerships
TEGL 30-10 provides examples on how local workforce areas can develop partnerships and improve service delivery.

Section 7. Performance Accountability

There are two sets of performance measures for the WIA Youth Program: seven statutory measures and three common measures. Each state workforce agency must negotiate expected levels of performance with the Department for WIA Youth program statutory measures, unless the state has a common measure waiver, in which case the state is only required to negotiate the three WIA Youth Program common measures. Based on performance results, states may qualify for an incentive for performance that exceeds the negotiated performance levels, or be subject to sanctions for performance that does not meet the negotiated performance levels. All states, however, are required to report performance levels for the three common measures. Currently, about two-thirds of the states have waivers to report only on common measures. To view the performance accountability section in the Act, see WIA Section 136, “Performance Accountability System,” at http://www.doleta.gov/usworkforce/wia/wialaw.htm#sec136. To
view the latest WIA Youth Program Quarterly Performance in ETA’s Quarterly Workforce System Results, see: http://www.doleta.gov/performance/results/Reports.cfm?#etaqr.

The seven statutory youth measures are:

- Older Youth Entered Employment Rate;
- Older Youth Employment Retention Rate;
- Older Youth Earnings Change;
- Older Youth Employment and Credential Rate;
- Younger Youth Skill Attainment Rate;
- Younger Youth Diploma/Equivalent Attainment; and
- Younger Youth Retention Rate.

The three youth common measures are:

- Placement in Employment or Education;
- Attainment of a Degree or Certificate; and
- Literacy and Numeracy Gains.

The following advisories provide guidance on WIA performance measures:


- TEGL 11-01, Change 1, Guidance on Revising Workforce Investment Act (WIA) State Negotiated Levels of Performance, http://wdr.doleta.gov/directives/attach/TEGL/TEGL11-01c1acc.pdf, describes criteria and procedures the Department uses when considering state requests to revise negotiated levels of performance established under title IB of WIA.

Section 8. Current Program Focus for WIA Youth Services

The Department issues program guidance and other policy related to WIA Youth services through TEGLs. TEGLs offer suggestions for state and local workforce investment areas to consider when developing strategies to enhance youth program effectiveness.

  - Strengthening partnerships to leverage resources and opportunities;
  - Building capacity to increase credential attainment and improve the quality of credentials earned, including aligning credentials with jobs in demand;
  - Developing programs that provide career pathways in high-demand sectors, such as health care and energy; and
  - Improving employability skills through paid and unpaid work experience and training during the year and summer period.


  - Building the capacity of local areas to expand summer employment opportunities and work experiences within a comprehensive service strategy based on lessons learned from PY 2009;
  - Improving participants’ employability skills through work readiness training;
  - Working with the private sector, in addition to the public sector, to provide more work experience opportunities for economically disadvantaged and disconnected youth in private sector employment; and
  - Strengthening activities that transition youth from subsidized work experiences into unsubsidized employment, educational pathways, occupational skills training, or co-enrollment into WIA Adult services.

**Section 9. Examples of Training Resources**

Many states have created resources to help workforce practitioners and others access information on individual state workforce systems. Some examples are noted below:

**State Web sites**

Georgia: To learn about Georgia’s WIA services, visit: [http://www.dol.state.ga.us/wp/wia_services.htm](http://www.dol.state.ga.us/wp/wia_services.htm). This website contains resources for youth service workforce professionals, a historical guide to WIA performance measures, and a listing of local WIA leadership.


Texas: The state provides tools to help workforce practitioners and others access information on the state’s workforce system including state plans, eligibility guidelines, local planning guidelines, and a youth activities providers list. These documents may be found at: [http://www.twc.state.tx.us/boards/wia/txwia.html](http://www.twc.state.tx.us/boards/wia/txwia.html).

Texas Workforce Commission has developed “Workforce Investment Act Eligibility Guidelines.” This guide provides local workforce development boards with criteria and documentation for establishing Title I WIA program eligibility for adults, dislocated workers, and youth. To view the guide, visit: [http://www.twc.state.tx.us/boards/wia/wia_guidelines.pdf](http://www.twc.state.tx.us/boards/wia/wia_guidelines.pdf).


**Websites for General Youth-Related Resources**

ETA/Division of Youth Services (DYS) website [http://www.doleta.gov/youth_services/](http://www.doleta.gov/youth_services/)

Youth Resource Connections (YRC) [http://www.doleta.gov/youth_services/newsletter.cfm](http://www.doleta.gov/youth_services/newsletter.cfm)

YRC is a technical assistance newsletter published monthly by the U.S. Department of Labor, Office of Youth Services. YRC provides important announcements and information for state and local practitioners, youth, and other partners interested in youth development.
Ideas for Partnering with Employers
http://www.doleta.gov/youth_services/employers_coner.cfm
This web page contains ideas for state and local workforce investment systems on developing partnerships with businesses nationwide.

Ideas for Developing Partnerships with Community Colleges
http://www.doleta.gov/youth_services/connect_community_colleges.cfm
This web page offers strategies for workforce investment systems on developing partnerships with community colleges and providing an academic bridge to out-of-school youth.

Youth Career Information
http://www.doleta.gov/jobseekers/youth.cfm
This website provides a variety of resources available specifically to help workforce professionals and youth.