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Center for  
Community  
Performance  
Measurement



W O R C E S T E R  
R E G I O N A L  
R E S E A R C H  
B U R E A U

Benchmarking  
Municipal  
Youth Services  
in Worcester:  
2004

CCPM-04-02

# Benchmarking Municipal Youth Services in Worcester: 2004



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Dear Citizen,

The Center for Community Performance Measurement (CCPM) is pleased to publish its first report on *Benchmarking Municipal Youth Services in Worcester*. The CCPM was established to measure municipal and community performance for the five goals of the City's Strategic Plan: economic development, public education, municipal and neighborhood services, public safety, and youth services. In addition, the CCPM leads neighborhood groups in recording physical problems in their neighborhoods through its ComNET (Computerized Neighborhood Environment Tracking) project and generates two annual surveys: a Citizen Satisfaction Survey that documents resident perception of city services and a Downtown Office Occupancy Survey.

Performance measurement has been defined as "measurement on a regular basis of the results (outcomes) and efficiency of services or programs."<sup>1</sup> Thus performance measures are quantifiable indicators that, when analyzed, determine what a particular program or service is achieving. Performance measures come in many different forms, including inputs (such as financial resources), outputs (the number of customers served), and outcomes (the quantifiable results of the program). Regardless of their form, performance measures should relate to a particular initiative or strategy of an organization.

This report will be less complete and comprehensive in its performance measurement and analysis than others the CCPM has issued on the other goals for several reasons. Much of the data sought were not currently available, and what data were available provide an incomplete picture. Additionally, while our charge is to benchmark youth services provided by municipal government, most youth services are provided by nonprofit organizations such as the YMCA and Girls, Inc., and are funded primarily by state, Federal, and private donations.

There are also questions about what constitutes the age range of "youth," and definitions vary from agency to agency. There are grouping issues insofar as many services that affect youth are managed under "family services." Furthermore, many municipal youth services cover only one segment of the youth population in the City; many subgroups (e.g., out-of-school youth, youth enrolled in private schools, and post-graduate youth) are absent from an analysis that focuses primarily on public school-based information. There are also documentation and informational problems. Because of confidentiality issues protecting individuals under 18, information that could be used in constructing some benchmarking points is not publicly available; furthermore, because of staffing shortages, the documentation necessary to track useful benchmarking trends has sometimes not been collected.

<sup>1</sup> Harry Hatry *Performance Measurement: Getting Results* (Washington, D.C.: Urban Institute Press, 1999), 3.

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Finally, there are problems with categorizing programs according to the source of their funding: it is not unusual for a single program to receive funding from two or more government sources (different levels of government or different departments – some of which may have received their own funding from yet another government source) as well as from a variety of corporations or foundations. Does a program that receives funding from the City, but is managed by a nonprofit agency, belong in a report that benchmarks municipal services? How about a program that is managed by the public schools, but receives its funding from the Federal government? Finally, what about programs managed by nonprofit organizations, and funded by non-municipal sources, but whose participants are almost exclusively public school students?

What is presented here is the first step in our benchmarking of youth services. We have chosen to outline a series of indicators that represent four broad areas: health and safety, college and employment preparation, extracurricular involvement, and civic participation. These indicators were formulated with the assistance of an advisory committee comprised of youth and youth service leaders representing a wide spectrum of government and nonprofit programs. Under each indicator we discuss what would constitute effective municipal benchmarking standards for the issues involved and give examples of local programs that collect and make available data that can be used toward these ends. In addition, we suggest that this report be viewed in conjunction with our *Benchmarking Public Education in Worcester* series which addresses numerous other measures of youth development including academic achievement, student mobility, and family involvement in students' education.

As our research into youth services progresses, we look forward to working with service providers to gather more effective data. We welcome suggestions from the community that will help us refine our indicators.

We wish to thank the Sloan Foundation for its support of the CCPM and the Fred Harris Daniels Foundation for its sponsorship of the *Benchmarking Municipal Youth Services in Worcester* report.

Thank you for taking the time to read this report. We look forward to hearing your comments and suggestions on the project.

Sincerely,

*Philip R. Morgan*   *Roberta R. Schaefer*   *Jean M. Supel*

Philip R. Morgan - President

Roberta R. Schaefer, Ph.D. - Executive Director

Jean M. Supel - CCPM Manager

# Scope of Report

Three years ago the City of Worcester initiated a new strategic plan that, for the first time, included improving Youth Services as one of its goals. Under this plan the City's objective is "to have strong, healthy, supported, engaged, educated and trained youth."<sup>1</sup> The mission of the Worcester Public Schools (WPS) is to provide students "with a quality education in a safe and healthy environment." They aim to enable all students to "achieve at high levels as they prepare to become productive citizens in our changing technological world" and to support "students, parents, educators, and citizens in their pursuit of learning."<sup>2</sup> The ability of today's youth to become productive and responsible citizens will be heavily affected by the success of WPS and other City programs aimed at assisting them.

## Profile of Worcester Youth

As already noted, various agencies and programs define "youth" differently. The age ranges for this group can be as wide as 8-25 or as narrow as 9-13. For the purpose of this study, we have chosen to define youth as individuals between the ages of 12 and 19. The majority of direct municipal youth funding and programming, particularly in the areas of college and employment preparation and extracurricular involvement, is connected to WPS and these ages correspond with the usual age limits for the middle and high school years (grades 7 through 12).<sup>3</sup> In gathering data for this report we have tried to remain consistent with regard to age references. However, data from some sources could not be broken down and reorganized to match our limits. In such cases, the closest reported age range is utilized and the information is labeled as covering a modified range.

One problem we found in collecting youth demographic data is that there is no local, annual updating of basic census information. We have decided on a compromise for presenting youth demographic data. First, we present a selection of Census 2000 variables. While offering a more inclusive picture of Worcester youth, this information will become progressively out-of-date. Second, we outline youth data from WPS. This covers a limited subset of Worcester youth, but is updated yearly to reflect changes among the WPS student population.

<sup>1</sup> Source: *Benchmarking Worcester's Future: 2001-2006 Strategic Plan*, Worcester City Manager's Office.

<sup>2</sup> Source: Worcester Public Schools web site <http://www.wpsweb.com/administration/supt/mission.htm>.

## Youth Services Highlights:

- Municipal spending and programming for youth services constitutes only a fraction of total spending on youth services by Federal and state government, foundations, private donations, and nonprofit agencies. For example, monetary grants from Worcester's municipal government for youth programs were less than half those distributed by United Way of Central Massachusetts.
- Between 1997 and 2002, arrests of youth (ages 8 to 19) decreased by 35%; juvenile arrests (ages 8 to 16) decreased by 44%.
- According to a 2001 survey, the percentage of WPS high school students drinking, smoking, and using marijuana is lower than the statewide average.
- In 2003, 98% of students who participated in the Federally funded Educational Talent Search program for "educationally and economically disadvantaged" students in WPS were admitted to college.
- About 41% of WPS high school students participate in sports, significantly lower than the 66% average among the schools registered with the Massachusetts Interscholastic Athletic Association and the 55% national average estimate among National Federation of State High School Association programs.

## Census 2000<sup>4</sup> information:

- There were approximately 20,346 youth aged 12-19 in Worcester, constituting 11.8% of the City's total population.
- Of the general Worcester youth population, approximately 64.1% were Caucasian, 20.0% were Hispanic or Latino, 6.8% were African-American, 5.3% were Asian, and 3.8% were of other minority or mixed heritage.
- About 22.3% of youth 12 to 17 lived below the poverty line (at that time, approximately \$17,000 for a family of four, including transfer payments).
- 28.6% of youth between 12 and 17 lived in households headed by a single mother.
- 6.6% of 16-to-19-year-olds (approximately 766) were not enrolled in school and were not high school graduates.

<sup>3</sup> Worcester Public Schools organize grade groupings as follows: K through 6 in neighborhood-based elementary schools, grades 7 and 8 in quadrant-based middle schools, and grades 9 through 12 in quadrant-based high schools. Two schools, the Accelerated Learning Lab (inclusive elementary, middle and high school) and the University Park Campus School (inclusive middle and high school), span more than one grade grouping, but still define their students as either elementary, middle or high school level in accordance with the standards for single-group schools.

<sup>4</sup> [http://factfinder.census.gov/servlet/DatasetMainPageServlet?\\_program=DEC&\\_lang=en&\\_ts=](http://factfinder.census.gov/servlet/DatasetMainPageServlet?_program=DEC&_lang=en&_ts=)

# Benchmarking Municipal Youth Services in Worcester: 2004

## Worcester Public Schools

### 2002-2003<sup>5</sup> information:

- 10,486 students were enrolled in grades 7 through 12 at the 11 middle, high, vocational and comprehensive schools.
- Of these students, 49.7% were Caucasian, 29.4% were Hispanic, 12.4% were African-American, and 8.0% were Asian.
- Overall 8.8%, or approximately 1,004, of these students had limited English proficiency.
- 52.9%, or 5,840, of these students were eligible for free or reduced price lunch.<sup>6</sup>
- 18.0%, or 1,988, of these students were special education students.
- WPS estimated that about 10%, or 2,583 students, were homeless out of a total of 25,712 enrolled across all grades, including students identified as living in shelters and emergency housing.<sup>7</sup>

<sup>5</sup> Massachusetts Department of Education School Profiles (<http://profiles.doe.mass.edu/>) and the WPS Superintendent's Office.

<sup>6</sup> The U.S. Department of Agriculture controls public school food and nutrition services. It sets the income eligibility for reduced price lunch at 185% of the federal income poverty guidelines and at 130% for free lunch eligibility. Schools are reimbursed for program costs by the Federal government.

<sup>7</sup> WPS Superintendent's Office.

## Municipal Spending on Youth

Currently, municipal programs that directly affect youth in Worcester fall under several different City departments, including the Executive Office of Employment and Training, the Executive Office of Neighborhood Services, the Parks and Recreation Department, the Police Department, the Worcester Public Library, and WPS. It is difficult to isolate these agencies' spending on youth from their overall budgets (except WPS).

**Table A** outlines direct youth services spending on after-school and supplemental services provided to all students of WPS.<sup>8</sup> Overall, spending in this area increased 11.1% from FY02 to FY03. However, this increase was due entirely to WPS assuming the cost for school nurses – something that had previously been covered in Worcester's municipal budget.<sup>9</sup> If one removes nursing costs from consideration, WPS spending on its traditional youth services decreased by 2.2% from FY02 to FY03. Counseling services

<sup>8</sup> Examples of services include after-school academic and recreation programs, programs which engage students in community service, health care and counseling for students, athletics, and career development programming.

<sup>9</sup> When WPS assumed the cost of nurses that had previously been covered by the City, the total spending on nurses decreased from \$2 million in FY02 to \$1.3 million in FY03, a reduction in the overall nursing budget.

**Table A: Worcester Public Schools Youth Services Spending  
(After-School and Supplemental Services)**

Continued on  
next page ➔

Spending Category	FY02 K-12 Total	FY03 K-12 Total	Change
Athletics	\$883,241	\$865,397	-2.0%
Children's Friend Society	\$50,000	\$50,000	0.0%
Community Schools	\$417,233	\$413,658	-0.9%
Community Service Program	\$270,649	\$128,403	-52.6%
Guidance Counselors	\$2,932,837	\$3,030,202	3.3%
JROTC (approx 50% of total cost)	\$143,196	\$159,029	11.1%
Junior Achievement	\$15,000	\$10,000	-33.3%
Marching Band	\$7,333	\$7,333	0.0%
New Citizens School	\$102,857	\$118,347	15.1%
School Adjustment Counselors	\$2,393,275	\$2,341,570	-2.2%
School Psychologists	\$1,386,058	\$1,374,380	-0.8%
SCORE Program (Conflict Resolution)	\$20,000	\$20,000	0.0%
Spartacus Program	\$36,000	\$18,000	-50.0%
Truancy Center	\$66,871	\$61,475	-8.1%
Worcester Future Teachers Academy	\$39,000	\$20,000	-48.7%
Worcester Juvenile Court Liaison	\$111,074	\$57,710	-48.0%
Worcester Police Services	\$120,000	\$120,000	0.0%
School Nurses*	\$160,000	\$1,374,034	758.8%
<b>TOTAL -- with school nurses</b>	<b>\$9,154,624</b>	<b>\$10,169,538</b>	<b>11.1%</b>
<b>TOTAL -- without school nurses</b>	<b>\$8,994,624</b>	<b>\$8,795,504</b>	<b>-2.2%</b>

Source: Worcester Public Schools Budget Office

Note:

This does not include state or federal grant sources that provide a substantial amount of youth services support/programming for WPS

\* Prior to FY03 School Nurses were funded through the City of Worcester budget except for an offset of \$160,000 from WPS.

The increase in WPS spending does not represent an increase in services, simply a transfer of the costs.



# Scope of Report (cont.)

make up the majority of WPS's youth services budget each year, accounting for 75% of non-nursing spending in FY02 and 77% in FY03. School nurses accounted for 14% of spending in FY03 (up from less than 2% of the WPS-only budget the previous year). During the FY03 school year, WPS had a total enrollment of 25,712 students. WPS per-pupil expenditure on after-school and supplemental services for FY03 was less than \$400. In addition, however, significant amounts of WPS youth services programming are covered by state and Federal grants (and administered by a mix of WPS, nonprofit and state agencies) and are not incorporated into what WPS defines as its own youth services budget.

As noted above, non-WPS municipal department budgets are not broken out in a manner that allows us to estimate what percentage of their expenditures are allocated to youth alone (e.g., in the case of the Worcester Public Library, what percentage of their staff time, books and operations serves youth as opposed to children or adults). In addition to its own budgeted departmental spending on youth, the City channels funds from numerous state and Federal grants to both municipal and non-municipal groups. Some of these funds become incorporated into departmental budgets. Others do not appear in the overall municipal budget because the City serves as the conduit for funds for services provided by non-municipal agencies.

As a starting point for measuring municipal spending on youth services, we will look at programs serving youth that are funded through Worcester's allocations from the Community Development Block Grant (CDBG), Local Law Enforcement Block Grant (LLEBG), and Emergency Services Grant (ESG) allocations. While the Federal government distributes these funds according to a formula based on local demographics, the City determines local distribution and programming. CDBG, LLEBG, and ESG funds are used to provide a mix of ongoing, temporary, and one-time support to a wide array of programs through a variety of City departments and nonprofit agencies. **Table B** lists programs that have been funded through the City's CDBG, LLEBG, and ESG allocations for FY02 and FY03.<sup>10</sup>

**Chart A** shows the distribution of CDBG, LLEBG and ESG funding for FY03 across three programming areas: education and recreation, facilities, and health and safety. As mentioned above, this does not include City budget amounts such as the salaries of police officers who organize youth boxing or the

percentage of public library resources devoted to youth.

Parks improvements received the greatest share of these funds in both FY03 (70%) and FY02 (50%). From FY02 to FY03 the City's total allocation for CDBG decreased by 1.5% (from \$5.9 million to \$5.8 million), LLEBG decreased by 2.6% (from about \$390,000 to about \$290,000) and ESG had no change (or a 2.9% decrease for all three together). Non-parks youth services spending during this period decreased by 45% from \$305,145 in FY02 to \$168,842 in FY03. On the other hand, the amount of funding directed towards the Parks and Recreation Department increased by 33% from \$300,000 to \$400,000 between FY02 and FY03.

Above and beyond what is supported by both municipal departments and Worcester Public Schools, many important youth service programs are provided by a myriad of nonprofit and state/Federally-funded agencies throughout the City such as the Great Brook Valley Health Center, the Boys & Girls Club of Worcester, Junior Achievement of Central Massachusetts, and YOU Inc. In fact, spending by both WPS and other municipal departments makes up only a small fraction of youth services support in Worcester. State agencies such as the Department of Mental Health and the Department of Youth Services, as well as numerous private foundations, all support programs that are independent of municipal government (and the public schools).

In order to provide some perspective on municipal spending, we can compare it with spending by selected area nonprofit groups. **Table C** compares municipal spending on youth (WPS youth services, CDBG/LLEBG/ESG youth services) with the spending of selected private agencies in Worcester: Greater Worcester Community Foundation, United Way of Central Massachusetts, Boys & Girls Club of Worcester, and YOU Inc. While WPS represents the highest concentration of municipal youth services spending, some local nonprofit agencies spend amounts on youth services equal to or greater than WPS' youth services budget. YOU Inc.'s budget is more than twice as large as that of WPS youth programs. In 2003 the Greater Worcester Community Foundation issued grants to youth-serving programs that totaled only 15% less than the City did through CDBG/LLEBG/ESG. In 2003, United Way of Central Massachusetts disbursed over twice as much money as the City to youth services programs.

<sup>10</sup> Source: Executive Office of Neighborhood Services.

# Benchmarking Municipal Youth Services in Worcester: 2004



**Table B: Worcester Municipal Youth Funding (Ages 12 to 19)  
From CDBG, ESG, and LLEBG Funds FY02 and FY03**

Program	Area	FY02	FY03	% Change
Black FBI	Educ & Rec	\$40,000	\$0	-100%
Comm. Schs/Mock Trial	Educ & Rec	\$25,000	\$0	-100%
Community Schools	Educ & Rec	\$50,000	\$0	-100%
Friendly House	Educ & Rec	\$39,478	\$37,478	-5%
Worcester Youth Center	Educ & Rec	\$5,000	\$7,000	40%
YMCA	Educ & Rec	\$3,682	\$3,682	0%
Youthnet	Educ & Rec	\$26,914	\$24,914	-7%
Park Improvements	Facilities	\$300,000	\$400,000	33%
GBV Health Ctr	Health & Safety	\$32,594	\$30,594	-6%
HLW Community Ctr	Health & Safety	\$17,474	\$15,474	-11%
Juvenile Firesetters	Health & Safety	\$15,000	\$0	-100%
Project Light	Health & Safety	\$35,303	\$35,000	-1%
Project Safe Place	Health & Safety	\$7,700	\$7,700	0%
Rachel's Table	Health & Safety	\$7,000	\$7,000	0%
<b>Youth Services Funding</b>		<b>\$605,145</b>	<b>\$568,842</b>	<b>-6%</b>

CDBG: Community Development Block Grant; LLEBG: Local Law Enforcement Block Grant; ESG: Emergency Services Grant

Source: Executive Office of Neighborhood Services, City of Worcester

**Table C: Youth Services Funding and Spending Comparisons**

### Spending Comparisons

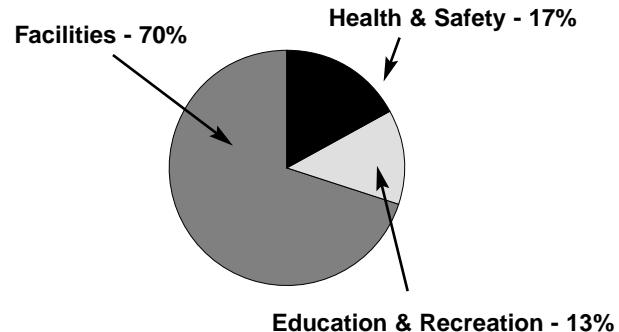
Worcester Public Schools FY03	
Youth Services Spending (all grades)	\$10,169,538
Boys & Girls Club of Worcester FY03 Budget	\$1,100,000
You Inc. FY03 Combined Statement	\$26,546,877

### Grants for Youth Programs

City of Worcester FY03 CDBG/LLEBG/ESG	
Youth Services Allocations	\$568,842
Greater Worcester Community Foundation	
FY03 Youth Services Grants Issued (Est.)	\$487,028
United Way of Central Massachusetts	
FY03 Youth Services Program Support	\$1,245,157

Sources: GWCF FY03 Annual Report, YOU Inc. FY03 Financial Report,  
UWCM FY03 internal calculation

**Chart A: FY03 Worcester CDBG, LLEBG & ESG  
Youth Services Funding**



Source: Executive Office of Neighborhood Services, City of Worcester

# 1 Health and Safety

## Why is it important?

Health and safety are important components of the well-being of Worcester's youth. Young people's health can affect their physical, emotional, intellectual, and social development. Furthermore, health status affects young people's ability not just to attend school and participate in extracurricular activities, but to focus and learn while they are there. The safety of youth also affects their development. Youth who are victims of crime or violence often need more services than those who are not. As a recent study observes, "...victimization has enormous consequences for children, derailing normal and healthy development trajectories. It can affect personality formation, have major health consequences, impact on academic performance, and also is strongly implicated in the development of delinquent and antisocial behavior."<sup>1</sup> Youths who commit crimes also require extensive and costly services.

## How does Worcester perform?

Youth health information generally is not readily available. Individual medical records are confidential, and most institutions that are authorized to collect data do so irregularly, use information that is already several years old, make their aggregations at state or national levels, or do not make their aggregations publicly available. For this report, we sought local, reliable data sources where youth statistics could be disaggregated. We were not able to find a data source that could provide this kind of information for the Worcester youth population in general. We were, however, able to find a data source that covered a subset of the WPS middle and high school population that was large enough to give a substantive initial outline of youth health issues.

The Worcester Public Schools, in collaboration with the Great Brook Valley Health Center, the Family Health Center of Worcester, and UMass Memorial, hosts school-based health centers (SBHCs) at all WPS middle and high schools except Forest Grove Middle School. The SBHCs are all licensed by the MA Department of Public Health and provide services beyond those covered by the School Nurse or School Adjustment Counselor. The School Nurse shares space with the SBHCs and is generally the first point of contact for all students (both SBHC

**Table 1.1:**

School	HS Enrollment	2003 Total School Enrollment	Students Signed up to Use Health Center	Students Signed up who visited Health Center at Least Once
Burncoat HS & MS	2023	904	406	
Doherty HS	1535	400	300	
North HS*	1189	180	136	
South HS	1382	1101	565	
Sullivan MS	1089	568	411	
Worcester East MS	840	467	353	
Worcester Vocational HS	1033	473	327	
<b>Total</b>	<b>9,091</b>	<b>4,093</b>	<b>2,498</b>	

\*Note: Health Center opened in March 2003

Source: Great Brook Valley Health Center, Family Health Center of Worcester, Doherty SBHC

enrollees and non-enrollees) needing attention. **Table 1.1** shows 8 of the 10 schools involved (data for the ALL School and the University Park Campus School were not included because they included elementary school students), the number of students at these schools who are signed up<sup>2</sup> to use the health centers, and the number of those students signed up who made at least one visit.<sup>3</sup>

Overall, almost 4,100, or 45%, of the students enrolled at schools with health centers were signed up to use that service. Of those registered, approximately 2,500, or 60%, used them at least once. The top ten reasons for health center visits were (in alphabetical order, as the number for each diagnosis was unavailable) asthma, abdominal pain/GI upset, cold, headache, Hepatitis B vaccine, menstrual problems, muscular problems (including sprains and strains), sore throat, tetanus vaccine, and upper respiratory infection. Staff at the centers also diagnosed numerous other health problems for which they referred students to other facilities. These included dental health, family planning, mental health, and orthopedic services. Among students registered with the SBHCs, approximately 40% had private insurance, 33% had MassHealth,<sup>4</sup> and 27% were uninsured.

<sup>2</sup> Even though the SBHCs are open to all, students are not enrolled without parental consent.

<sup>3</sup> While the University Park Campus School (in conjunction with Goddard Elementary School) and the ALL School also maintain school-based health centers, enrollment numbers for middle and high school students could not be separated from those for elementary students. The enrollment in SBHCs for grades K-12 for these two schools is as follows: UPCS/Goddard = 672 students enrolled in SBHC (out of 767 or 88%), 322 of whom used services at least once (48%); ALL School = 602 students enrolled in SBHC (out of 823 or 73%), 392 of whom used services at least once (65%).

<sup>4</sup> MassHealth is the state public insurance system that "pays for health care for certain low- and medium-income people living in Massachusetts who are under age 65 and who are not living in nursing homes or other long-term-care facilities." ([http://www.state.ma.us/dma/masshealthinfo/appmemb\\_IDX.htm](http://www.state.ma.us/dma/masshealthinfo/appmemb_IDX.htm))

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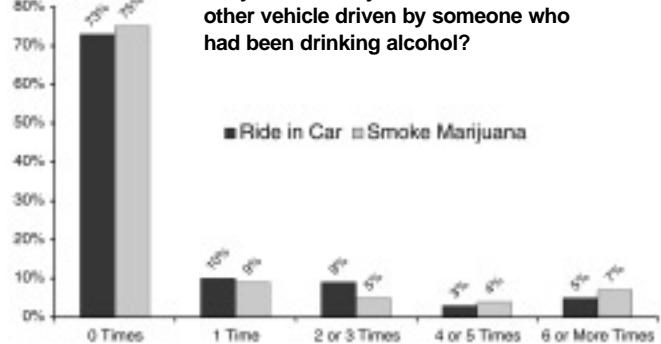
An intersection of youth health and safety issues occurs in the area of controlled substance usage. No youth within our age range are legally allowed to consume alcohol, and most cannot legally purchase cigarettes. Marijuana is illegal for all persons regardless of age. These substances can have detrimental health effects in both the short and long term. Every two years many Massachusetts public school systems, including the Worcester Public Schools, administer questions from the Youth Risk Behavior Survey (YRBS)<sup>5</sup> as a means of examining student participation in high-risk behavior. The YRBS is designed to gather information from students in grade 9 through 12 on a range of issues including alcohol, drug and tobacco use, sexual behavior, eating, and physical activity. The latest results available are from 2001. **Charts 1.1 and 1.2** show the responses from Worcester high school students who participated in the YRBS for alcohol, marijuana, and tobacco use (the size of the sample is not indicated). 40% indicated that they had consumed at least one alcoholic drink on one or more days during the preceding month, in contrast with 53% statewide. 27% had ridden at least once in a car that was driven by someone who had been drinking. 25% of students reported smoking marijuana at least once during the preceding 30 days (compared with 30% statewide), while only 23% claimed to have smoked cigarettes (compared with 26% statewide).

As reported in our *Benchmarking Public Safety in Worcester 2003*, crime in general in Worcester has been decreasing since the mid 1990s, and the subset of youth crime is no exception. **Chart 1.3** shows juvenile (ages 8 to 16) arrests and charges filed on arrests in Worcester from 1997 to 2002. Arrests of youth (for police statistics: ages 8 to 19) have decreased by 35%, while arrests of adults (age 20 and over) decreased by only 17%. Juvenile arrests (ages 8-16) have seen the greatest decrease at 44%. The number of juvenile charges<sup>6</sup> has had a greater decrease (40%) than the number of charges for individuals 17 and over (6%). In fact, from 2001 to 2002, while charges filed on arrests for juveniles decreased by 2.5%, they increased by 7.3% for those 17 and older. The top five charges for juveniles have remained fairly consistent over time

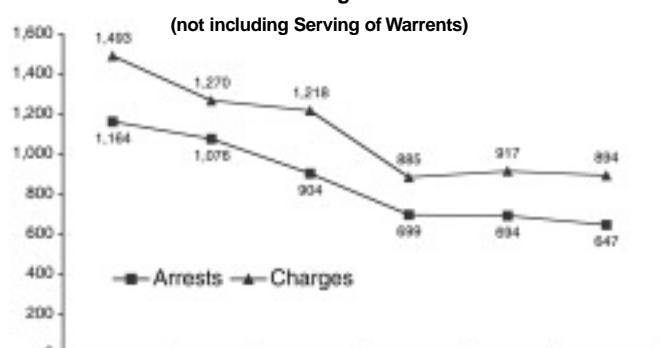
**Chart 1.1:** During the past 30 days, on how many days did you have at least one drink of alcohol? Smoke cigarettes?



**Chart 1.2:** During the past 30 days, how many times did you use marijuana? Ride in a car or other vehicle driven by someone who had been drinking alcohol?



**Chart 1.3:** Worcester Juvenile (ages 8-16) Arrests and Charges Filed on Arrests (not including Serving of Warrents)



<sup>5</sup> For more information see <http://www.doe.mass.edu/hssss/program/youthrisk.html>

<sup>6</sup> Charges are the various violations for which an individual might be arrested. Multiple charges might be attached to a single arrest. For example an individual might be arrested and charged with disorderly conduct, drug possession, and illegally carrying a gun. The resulting statistical count would show 1 arrest and 3 charges (filed on arrest).

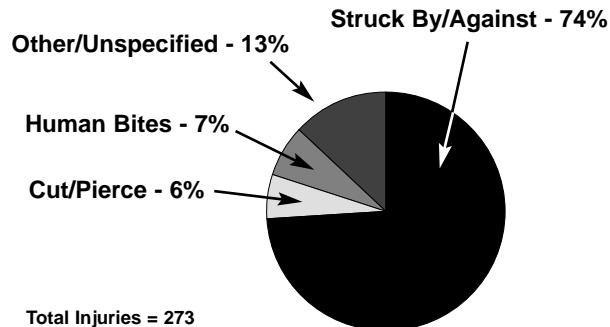
# 1 Health and Safety (cont.)

and include disorderly conduct/disturbing the peace, motor vehicle operating violations, shoplifting, non-domestic assault and battery, and trespassing.<sup>7</sup>

No national or local agency tracks crime victimization rates at the local level for Worcester. If national rates held for Worcester, approximately 1,775 12-to-19-year-olds in the City (8.7%) would have been victims of violent crime based on the 2000 Census. The most accurate local data we could find to reflect City violent crime victimization came from the Injury Surveillance Program. In 2002, the Massachusetts Department of Public Health recorded 273 Worcester youth ages 12 to 19 as having received hospital care for assault-related injuries. **Chart 1.4** shows the four dominant injury categories. Only 20 incidents were recorded via the Weapon Related Injury Surveillance System (WRISS) as having involved a gun or sharp instrument.<sup>8</sup>

**Table 1.2** indicates that the majority of WPS middle and high school students feel safe or very safe at school. According to survey questions that were administered with the spring 2003 MCAS, 79.3% of 8th graders and 88.3% of 10th graders who responded to the question “On a *typical* day, how safe do you feel in school?” said safe or very safe. Among 8th graders, those who did less well on the MCAS (i.e., received “warning” or “needs improvement” ratings for the math portion) had a higher percentage who reported feeling not too safe or very unsafe (24.3% for “warning”-level students and 18.9% for students scoring “needs improvement”-level) than those who did better on the test (10.3% for “proficient”-level students and 11.9% for “advanced”-level students). A similar pattern exists among 10th graders, but is not nearly as pronounced. Unfortunately, as the data are not correlated to student demographic data, we do not know whether this difference is related to academic achievement or some other variable.

**Chart 1.4: Worcester Youth Assault Related Injuries 2002**



Source: Injury Surveillance Program, Massachusetts Department of Public Health



<sup>7</sup> Source: Worcester Police Department, Crime Analysis Unit, Summary of Arrests and Charges Filed on Arrests, 1997 to 2002.

<sup>8</sup> Source: Injury Surveillance Program, Massachusetts Department of Public Health, summaries generated January, 2004.

# Benchmarking Municipal Youth Services in Worcester: 2004



**Table 1.2:** 2003 MCAS School Safety Responses

**Question: On a *typical* day, how safe do you feel *in school*?**

Math Standing	8th Grade				10th Grade				Total
	Number	%	Number	%	Number	%	Number	%	
Warning	772	75.7%	248	24.3%	399	87.7%	56	12.3%	1,475
Needs Improvement	400	81.1%	93	18.9%	395	86.6%	61	13.4%	949
Proficient	200	89.7%	23	10.3%	273	91.0%	27	9.0%	523
Advanced	52	88.1%	7	11.9%	159	89.3%	19	10.7%	237
<b>Total</b>	<b>1424</b>	<b>79.3%</b>	<b>371</b>	<b>20.7%</b>	<b>1226</b>	<b>88.3%</b>	<b>163</b>	<b>11.7%</b>	<b>3,185</b>

Source: Spring 2003 MCAS Student Questionnaire

## What does this mean for Worcester?

*Data on Worcester's youth show some positive movement over the last few years. Youth crime is down and Worcester youth are less likely to engage in high-risk behavior than their peers across the state. Additional data collection and correlation would make existing data in these categories more useful to the City; for instance, geographic data might reveal that high risk behaviors are more common in certain neighborhoods, and City or school officials could direct resources to those areas for specific reasons.*

*Heightened feelings of insecurity among middle-school students point to another area for further study.*

*With regard to student health services, data are limited and a complete analysis is not possible. It is clear that students are enrolling in and using School Based Health Centers, but it is not clear if they are accessing the outside services to which they may be referred. The Department of Public Health should establish measurable objectives for these centers (i.e. 85% enrollment of students without health insurance).*



# 2 Employment & College Preparation

## Why is it important?

According to multiple studies, the U.S. economy is facing a substantial disconnect between the level of preparedness of its workforce and the actual skill needs of its employers. Careers for which employee shortages are predicted include auto mechanics, nurses, and teachers. In addition, the current college graduation rate is not high enough to meet projected general demand for new college graduates.<sup>1</sup> The end result of this skills gap is increased costs to employers. The Employment Policy Foundation estimates that nationally companies spend approximately \$300 billion each year addressing the formal and informal training needs of employees.<sup>2</sup>

The onus of preparing individuals to enter the world of work either directly, with specific job-training programs, or indirectly, through general pre-employment skill-building and preparation for more extensive education, falls on our school systems. Above and beyond offering industry-specific, vocational programming designed to prepare students to go directly into a career after graduation, schools provide a variety of “school-to-work” initiatives. These consist of in- and out-of-class learning experiences through which students are expected to gain an understanding of the demands of various careers, general pre-employment skills (e.g., how to write a résumé, engage in an interview, and dress appropriately), and knowledge of the kind of educational path they need to follow to enter the career of their choice.

<sup>1</sup> “Help Wanted: Workforce Development and the New Economy,” Public Forum Institute, January 2002; *The American Workplace 2003: Realities, Challenges and Opportunities*, Employment Policy Foundation, 2003.

<sup>2</sup> “Upgrading Workplace Skills,” *Issue Backgrounder: Contemporary Issues in Employment and Workplace Policy*, Employment Policy Foundation, April 10, 2000.

<sup>3</sup> Worcester Vocational High School provides the most direct means of preparing students for future careers. For data on post-secondary education and career plans, see Benchmarking Public Education in Worcester: 2003 at [www.wrrb.org](http://www.wrrb.org).

<sup>4</sup> MA DOE School District Profile for 2002-2003 at <http://profiles.doe.mass.edu/home.asp?mode=o&so=-&ot=5&o=1906&view=all>. The remaining 12.3% indicated “other” or information was not available for them.

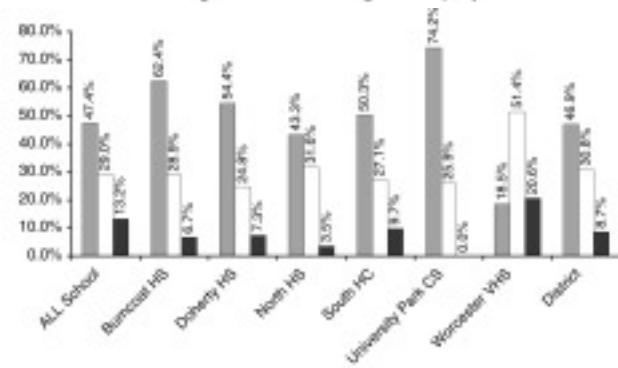
## How does Worcester perform?

Two of the Worcester Public Schools’ major providers of college and employment preparation programming (the Colleges of Worcester Consortium and Junior Achievement of Central Massachusetts) are non-municipal, nonprofit organizations, one of which receives funding for its program from the Federal government, and the other of which receives the bulk of its support from private corporations and foundations.<sup>3</sup> Even those programs which are operated by WPS itself are based on state or Federal grants, the priorities for which, or even continued funding of, depend on decisions by higher levels of government. Furthermore, because all WPS employment programs report to different agencies (various state and/or Federal departments, private service providers), they all track information and calculate performance outcomes differently.

Additionally, in order to effectively benchmark performance in this area we thought it important to address not just how many students participate in relevant programs, but how that number compares to the number of students in need of these programs. One general determinant of the need for supplemental college and employment preparation programming is the students’ personal goals (i.e., how many want to go to college or enter a particular career). On average, for the district in 2003, 47.0% of WPS high school students planned to attend a four-year college after graduation, while another 30.8% planned to attend a two-year college. Only 8.7% planned on directly entering the workforce.<sup>4</sup> **Chart 2.1** shows post-high school planning results for

**Chart 2.1: Worcester High School Student Post Graduation Plans 2003**

■ 4-Year college □ 2-Year college ■ Employment

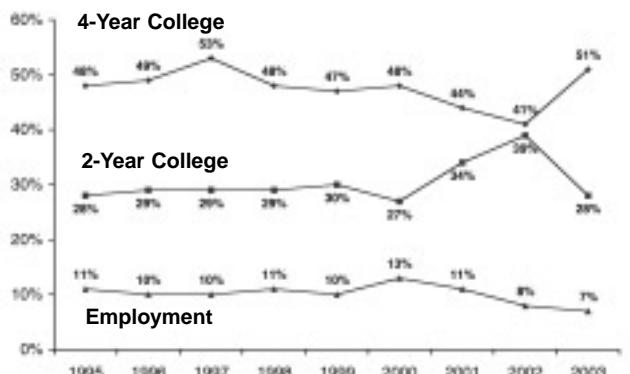


Source: Massachusetts Department of Education School District Profile for WPS

# Benchmarking Municipal Youth Services in Worcester: 2004



**Chart 2.2:** WPS Non-Vocational High School Seniors' Post-Graduation Plans



Source: MA Department of Education (<http://www.doe.mass.edu/infoservices/reports/hsg/>)

**Table 2.1:** High School Student Enrollment in College and Employment Programs: 2003

Program	College Prep	Employment Prep
AVID	527	-
ETS - Federal	269	-
ETS - WPS	300	-
GEAR UP	1,534	-
ALL School	-	161
JACM	-	400
WPS Internships	-	2,341
<b>Total</b>	<b>2,630</b>	<b>2,902</b>

Source: AVID website, COWC, JACM, ALL School, and WPS Superintendent's Office

individual schools while **Chart 2.2** shows the trend in post-high school planning among WPS non-vocational school seniors since 1995. **Table 2.1** shows 2003 enrollment in the programs discussed here.

One college preparation program that is administered by the public schools itself is Advancement Via Individual Determination (AVID), which was first implemented during the 2001-2002 school year. AVID is a college preparatory program "designed to help students in the middle increase their level of academic achievement."<sup>5</sup> This program was designed to ensure that average students who have the potential to attend college receive intensive in-school support to help them do well in advanced-level courses they need for entry into higher education. During the 2002-2003 school year, 8.2% or 857 WPS students in grades 7 through 12 participated in AVID. According to the FY03 AVID District Report (<http://www.aviddata.org/reports/>) 527 participants were high school students (8.0% of the grade 9 through 12 population), 526 of whom were "on track for 4-year college admissions." 295 (or 56%) were enrolled "in college-prep courses." 231 (or 44%) were engaged in modified programming at the Comprehensive Skills Center (which does not offer college-prep courses)<sup>6</sup> in which AVID principles are applied to general post-secondary and employment preparation.

Gaining Early Awareness and Readiness for Undergraduate Programs or GEAR UP at Worcester East Middle School (WEMS) and North High School (NHS) is a college-prep program run by the Colleges of Worcester Consortium (COWC). GEAR UP aims to "promote and increase college awareness and readiness."<sup>7</sup>

<sup>5</sup> Worcester Public School, Federal Programs, Pathways to Success website (<http://www.wpsweb.com/federal/Community%20Service.htm>)

<sup>6</sup> While the Comprehensive Skills Center itself does not offer college-prep classes, since student assignments to this alternative school are usually temporary, it is the intention of the AVID program to provide these students with programming that will assist them in accessing college-prep classes once they return to their traditional high school.

<sup>7</sup> Colleges of Worcester Consortium, GEAR UP website (<http://www.cowc.org/GUWorcester.html>)

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### How does Worcester perform? (cont.)

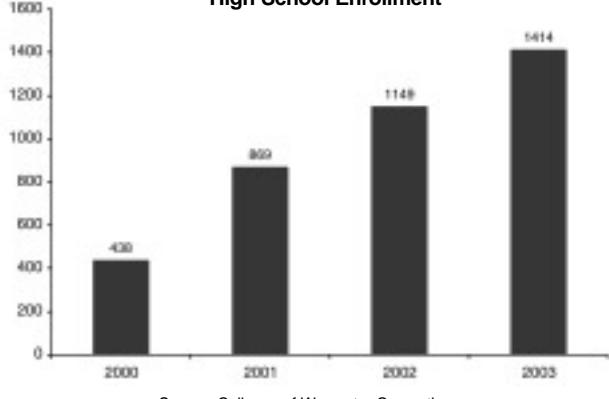
Started in 1999 with 7th and 8th graders at WEMS, GEAR UP provides services to students, parents and guidance counselors such as workshops on college and career awareness, MCAS tutoring, financial planning for college, field trips to colleges, and summer enrichment activities. Beginning in 2001, GEAR UP offered continuing services to those WEMS students who went on to North High School, in conjunction with the Educational Talent Search program described below. Since the first cohorts of AVID and GEAR UP students have not yet graduated from high school, there are no outcome measures showing how many of the participants actually go on to college. **Chart 2.3** shows the growth in GEAR UP's participation since its inception.<sup>8</sup>

The COWC runs a second Federally funded program in the public schools called Educational Talent Search (ETS). It enrolled 269 students at Burncoat Senior High School and South High Community School during the 2002-2003 school year in formal programming and offered similar general college counseling to approximately 300 students at other schools (through a contract directly with WPS as distinguished from the Federal grant activities). ETS focuses on students who are "educationally and economically disadvantaged" and operates with the goal that participating students "graduate from high school and successfully enroll in a postsecondary program appropriate to

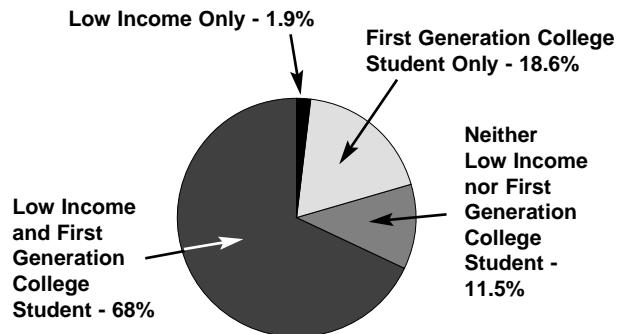
their interests and abilities."<sup>9</sup> The program follows students from grade 9 through 12 and engages them in a variety of career awareness, academic assistance, and college advising activities. **Chart 2.4** shows extent to which the program served "educationally and economically disadvantaged" students in 2002-2003. For that year,<sup>10</sup> one of COWC's outcome measures for ETS was that a minimum of 90% of ETS graduating seniors be admitted to a college. In 2003, 98% of the 269 WPS seniors participating in the Federally funded ETS program were admitted.

The WPS also contracts with Junior Achievement of Central Massachusetts (JACM) to assist with pre-employment preparedness. Junior Achievement is a national organization that provides economic literacy and pre-employment skills curricula, and trains volunteers to deliver the programs. These programs are designed to support components of the Massachusetts mathematics and social science curriculum frameworks, educate students about various aspects of our economy and job market, and bring adult role models from the local workforce into the classroom. During the 2002-2003 school year, JACM provided approximately 600 middle and high school students in 30 classes with trained volunteers who led the students in 6-10 hours of learning activities. In addition, JACM organizes an annual Groundhog Job Shadow Day during which middle school students spend a morning observing a mentor from a local employer "on the job." Groundhog Job

**Chart 2.3:** GEAR UP Total Middle and High School Enrollment



**Chart 2.4:** ETS Demographic Distribution 2003



Source: Colleges of Worcester Consortium

# Benchmarking Municipal Youth Services in Worcester: 2004



Shadow Day 2003 connected 475 students to on-the-job learning experiences.

In addition to providing programs to students to help educate them about the world of work, WPS also helps students obtain paid and unpaid internships. The Accelerated Learning Lab (ALL School) requires all of its 9th through 12th graders (161 in FY2003) to serve three hours per week in an unpaid internship assignment. (This program is also mentioned under the Community and Civic Participation indicator, as most of these internship placements are with local nonprofit groups.) The assignments are rotated on a regular basis so that students are able to experience a variety of job types and duties before they graduate. Outside of the ALL School's program, the WPS connected 90 students to school-year paid internships, 445 to school-year unpaid internships, and 1,806 to summer paid internships during FY03. Of these, half of the paid internships, and almost all of the unpaid internships, included both a work-based learning plan and integration of the learning plan into the students' classroom work. A total of 316 employers were involved, over 80% of which were private companies.<sup>11</sup>

## What does this mean for Worcester?

*The programs in place to increase college and job readiness in WPS are promising, if limited in scope. Some have shown real results—note ETS's 98% college admission rate. Other programs are too new or lack sufficient data for effective analysis. WPS data from 2003 show that 46.9% of Worcester seniors were planning to attend four-year colleges, which suggests that there still may be a sizeable group of additional students who could benefit from programs similar to the ones already described. As these programs move forward, they should monitor progress by tracking not only student success in college admissions and job placement but also employer satisfaction with Worcester graduates. Paid summer internship programs were one area that received large cuts under recent budget reductions. The resulting decrease in these programs affects our ability to evaluate the success of these internships, since the best measure of the success of career preparation programs is not the number of participants but rather employer satisfaction with the graduates.<sup>12</sup>*

<sup>8</sup> Note that some students who receive GEAR UP services in 7th and 8th grade do not receive them in high school as they attend schools other than North High.

<sup>9</sup> Colleges of Worcester Consortium, Educational Talent Search website (at <http://www.cowc.org/> under College Planning and Access)

<sup>10</sup> ETS operates on distinct four-year long cycles, for which the Federally defined outcomes measures may vary. For this reason we have chosen only to present data from 2002-2003, which is the beginning of a new cycle.

<sup>11</sup> Worcester Public Schools, School to Career Connecting Activities Report.

<sup>12</sup> A survey of employers was included in *Benchmarking Public Education: 2002*, but could not be repeated in 2003 because WPS were forced to cut paid internships and summer jobs programs. The pool of participating employers and students that remained was too small for a survey.



# 3 Extracurricular Participation

## Why is it important?

Just as participation in pre-employment training programs, internships, and mentoring programs can help prepare youth for the world of work, so too can participation in after-school activities help prepare students for the world of wider community involvement. By engaging in programs, some school-based, some non-school-based, that connect to people, issues and community life beyond the standard scope of academic classes, youth learn a variety of communication and organizational skills and gain access to alternative educational experiences that can facilitate their physical, emotional and intellectual development.<sup>1</sup> In addition, as the majority of these programs occur weekday afternoons, they shelter youth from participation in, or becoming victims of, youth crime which peaks sharply on school days between 2 and 6pm.<sup>2</sup>

<sup>1</sup> Beth Miller, "Critical Hours: After school Programs and Educational Success," Sponsored by the Nellie Mae Education Foundation.

<sup>2</sup> Office of Juvenile Justice and Delinquency Prevention, FAQ sheet on when juveniles are most likely to commit violent crime, <http://ojjdp.ncjrs.org/ojstatbb/html/qa122.html>.

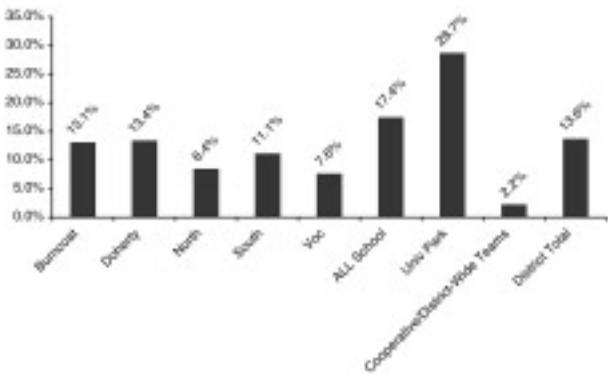
## How does Worcester perform?

Extracurricular, organized sports are one route through which youth are able to participate in activities that promote physical, psychological, and social health. Well-run teams enable youth to gain athletic skill, develop healthy peer and adult relationships, and engage in regular exercise. **Chart 3.1** shows how the percentages of students participating in sports teams compare among schools. According to Worcester Public Schools' regulations, students may not participate in more than one sport per season, but they may participate in multiple sports over the course of the school year. The system currently used by WPS only tracks students within each individual season. As a result, if one adds up participation rates for each season (to obtain a total participation rate for the school year) one will end up with an inflated number due to double-counting of students who play more than one sport, in this case 41%. If double-counts were eliminated, it appears that somewhere between 7.6% and 28.9% of students at each school engaged in organized sports activities each term. This comes to about 900 students participating in school sports from the entire district each term.<sup>3</sup>

As with programming in all areas of youth services, many more, if not most, athletic opportunities occur outside the purview of WPS and municipal government. According to a survey attached to the 2003 Spring MCAS exams, 49% of 8th graders and 55% of 10th graders<sup>4</sup> who responded to the question "Do you participate in any of the following activities **after school?** (*Choose all that apply*)" indicated that they participated in dance or sports. This amounts to just under 1,800 students. If one subtracts the average number of students participating in school-sponsored sports each term (about 900), there remain an equal number of students engaging in non-municipal sponsored activities.

Students participate in many non-athletic school-based and non-school-based extracurricular activities as well. Other activities listed that students could choose as a part of the MCAS question described above were the following: community groups (boys' and girls' clubs, scouts, etc.), music (instrument or voice), and art (painting, drawing, ceramics, etc.). **Chart 3.2** shows that about half of 8th and about 45% of 10th graders reported

**Chart 3.1:** Average Percentage of Students Participating in WPS Sports Teams per Term 2003



Source: Worcester Public Schools Department of Athletics

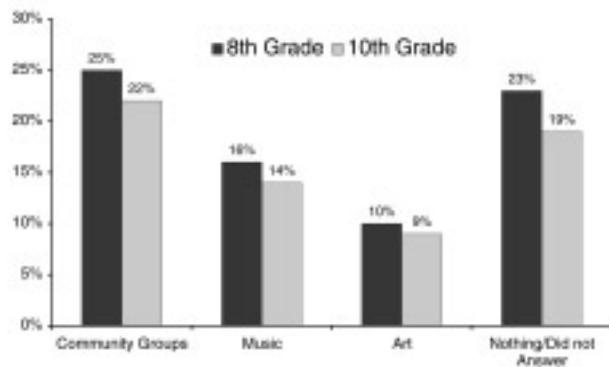
# Benchmarking Municipal Youth Services in Worcester: 2004



participating in these activities. However, since some students participate in more than one activity, the actual total number of students who engage in after-school activities is probably less than what is depicted in the chart. But since these responses do not include participation in school-based extracurricular activities such as yearbook, newspaper and theater, the number of participants could be greater than recorded here.

Many students who participate in WPS after-school programs are evaluated by classroom teachers to determine whether their academic performance improves as a consequence of this participation. The Survey of After-School Youth Outcomes (SAYO) consists of pre- and post-participation ratings of students in targeted after-school programs. According to results from the 2002-2003 school year, 783 students participated in programs funded through the 21st Century Community Learning Centers and After-School and Out-of-School Time grants. Of these students, 506 were evaluated on homework performance, 539 on MCAS English Language Arts performance, and 366 on MCAS Mathematics performance. Within each of these groups, there existed a positive, statistically significant relationship between program participation and performance.<sup>5</sup> In other words, the more hours a student attends after-school programming, the more likely it is that the student will improve academically.<sup>6</sup>

**Chart 3.2: Non-Athletic Activity Participation Rates 2003**



## What does this mean for Worcester?

*The full-year (three-term) total of participants in WPS-sponsored sports reflected about 41% of the total student population. This was significantly lower than the 66% average among the schools registered with the Massachusetts Interscholastic Athletic Association<sup>7</sup> and the 55% national average estimate among National Federation of State High School Associations programs.<sup>8</sup> As the MCAS survey results reported above are not integrated with individual student information, we do not know how many students fall into the category of students who participate in multiple activities each term, or to what degree participation rates correlate to certain demographic or geographic characteristics. If the two bodies of information were integrated, school officials would be able to obtain a more detailed profile of individual students, and, consequently, their service needs. One also needs to be careful in reading the percentage of students who did not answer/did not participate; a number of constructive activities in which students might spend time after school were not listed as options, including employment, religious activities, caring for younger siblings, assisting with housework, or volunteering.*

*The Survey of After-School Youth Outcomes (SAYO) can provide valuable data concerning the effects of student participation in extracurricular programming in multiple areas. However, more detailed information, such as the exact questions to which teachers respond to measure academic improvement, and the distribution of individual student scores across these questions, would produce a more effective picture of performance than the aggregate statistical summary.*

<sup>3</sup> Worcester Public Schools Department of Athletics

<sup>4</sup> Respondent sample sizes were 1,904 eighth graders and 1,559 tenth graders.

<sup>5</sup> Worcester 2003 SAYO Data Analysis from the Massachusetts Department of Education.

<sup>6</sup> *Building an Outcome Evaluation System, 21st Century Community Learning Centers After-school and Out-of-School Time Programs: Report on Outcomes for FY 2003*, MA Department of Education, [http://www.doe.mass.edu/as/reports/asost\\_03.pdf](http://www.doe.mass.edu/as/reports/asost_03.pdf)

<sup>7</sup> <http://www.miaa.net/participation-survey-results-02-03.pdf>

<sup>8</sup> [http://www.nfhs.org/Participation/2003/2002\\_2003\\_Participation\\_Summary.pdf](http://www.nfhs.org/Participation/2003/2002_2003_Participation_Summary.pdf). All three percentages multi-count students who participate in more than one sport and are parallel in their calculation.

# 4 Civic Participation

## Why is it important?

A fundamental purpose of public education is to prepare an educated citizenry that can participate in and perpetuate our democratic way of life. The degree to which students choose to volunteer or sign up for formal civic activities is one reflection of the citizen-building efforts of public education. Furthermore, with regard to 18- and 19-year old youth, participation in the public election process is often considered an indicator of an individual's level of civic commitment in general. People who vote, especially in local elections where the voter turnout is generally lower than in presidential or state elections, show a higher level of commitment to civic responsibilities.

<sup>1</sup> As reported by staff at each individual school.

<sup>2</sup> The Current Population Survey (CPS) is a monthly survey of about 50,000 households conducted by the Bureau of the Census for the Bureau of Labor Statistics.

## How does Worcester perform?

**Table 4.1** shows the number of students who engage in community service programs that are managed by WPS at the high school level. Community service programs include both junior ROTC and volunteer service opportunities that are organized, managed, and tracked by the schools. One of the areas in which budget cuts occurred for the 2002-2003 school year was community service. All of the schools reported losing or reducing staff positions that had been devoted to organizing community service opportunities for students. The WPS Superintendent's Office reported that 3,300 high school students (about 50%) engaged in school-sponsored community service during the 2001-2002 school year. During the 2002-2003 school year, only 466 students (7%) were a part of school-directed community service<sup>1</sup> - a reduction of 86%. According to Current Population Survey<sup>2</sup> data collected in a supplement to the September 2002 survey, teens nationally volunteer at a rate of approximately 26.9%. The number of Worcester students who initiate their own service opportunities outside of school is unknown.

**Table 4.2** provides data from the Worcester Elections Commission listing the number and percentage of 18- and 19-year olds who voted in the November 2003 local election by ward, and **Chart 4.1** outlines the areas of the City covered by each ward. A total of 79

**Table 4.1:** HighSchool ROTC and School-Organized Community Service Participation, 2002-2003

School		Students Participating	Service Hours
ALL School	ROTC		
	CS	161	19,320
Burncoat HS	ROTC	131	2,000
	CS		
Doherty HS	ROTC	N/A	N/A
	CS	N/A	N/A
North HS	ROTC	134	7,300
	*CS	40	7,200
South HS	ROTC	86	650
	CS		
<b>Total</b>		<b>466</b>	<b>35,820</b>

Source: Community Service and ROTC liaisons at each school

\*Approximate

**Table 4.2:** Worcester 2003 Election (18 & 19 Year Old Participants)

Ward	Total Registered	Voted	%
1	134	12	9.0%
2	155	4	2.6%
3	148	5	3.4%
4	131	11	8.4%
5	90	2	2.2%
6	97	5	5.2%
7	148	12	8.1%
8	185	6	3.2%
9	140	11	7.9%
10	133	11	8.3%
<b>Total</b>	<b>1361</b>	<b>79</b>	<b>5.8%</b>

Source: Worcester Election Commission

# Benchmarking Municipal Youth Services in Worcester: 2004



youth voted in the election, or 5.8% of the 1,361 who were registered. Among residents 20 and over, a total of 93,354 were registered to vote at the time of the election, of whom 15,426, or 16.5% actually cast ballots.

With regard to voting, Worcester's rate for 18- and 19-year olds in November 2003 was disproportionately low, even taking into consideration the overall low turnout for this municipal election. Based on Elections Commission data, we estimate that over 1,100 18- and 19-year olds voted in the 2000 presidential election, totaling approximately 2.3% of voters. In 2003, 18- and 19-year old voters totaled only 0.5% of voters. Overall voter turnout decreased by 71.3% between 2000 and 2003. Turnout for 18- and 19-year olds decreased by an estimated 93%.<sup>3</sup> This decrease in youth voter turnout may be related to the lack of candidates and the amount of attention municipal versus presidential elections receive on local college campuses. However, even when one compares municipal elections only, there is a measurable decrease in youth participation. Approximately 280 18- and 19-year olds voted in the 2001 municipal election out of 23,792 total voters, making up about 1.2% of that year's voter pool. Overall voter turnout decreased by 38.1% between the two municipal elections while youth voter turnout decreased by 71.7%.<sup>4</sup>

<sup>3</sup> Estimates based on partial data. Only 89% of full voter records were available for the 2000 election.

<sup>4</sup> Estimates based on partial data. Only 95% of full voter records were available for the 2001 election.

## What does this mean for Worcester?

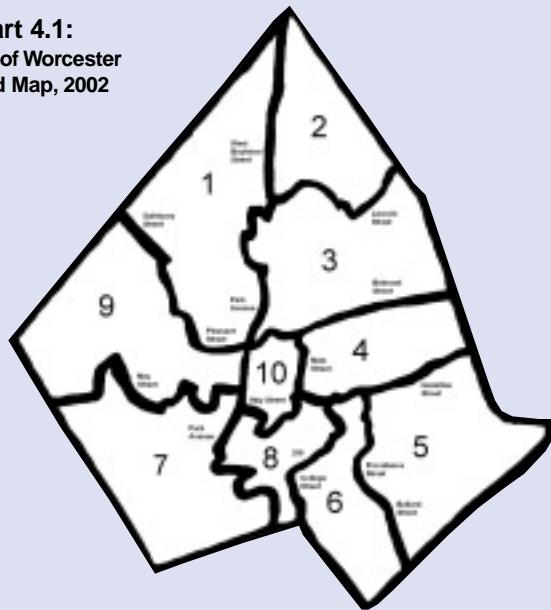
*During the 2001-2002 school year, when staff were still designated to facilitate opportunities, over 50% of Worcester high school students engaged in school-organized volunteer service.*

*With cuts to community service staff beginning with the 2002-2003 school year, the percentage of students who engage in school-organized service has dropped to under 10%. It is anticipated that participation in community service will increase during the 2003-2004 school year with the addition of the Academy of Education, Service, and Government, a new "small learning community" formed within South High Community School because community service is a requirement for all of its students.*

*Given that the election for 2004 is a Presidential one, the voting rate for 18- and 19-year olds should go up (as well as for the general population). One problem in calculating voting rates for 18- and 19-year olds in Worcester has to do with the college student population. It is unknown how many college students who come from other areas in Massachusetts and even from other states maintain their voter registration and vote in their home town/city. In addition, some students from out-of-town do become year-round Worcester residents, and switch their registrations.*

*Another problem is that many 18- and 19-year olds never register to vote. Until we have a means of updating the census count for this segment of the population on a yearly basis, we cannot reliably calculate the size of the eligible voter pool for the age group.*

**Chart 4.1:**  
**City of Worcester**  
**Ward Map, 2002**



# MISSION STATEMENT

*The Worcester Regional Research Bureau is a private, non-profit organization dedicated to conducting independent, non-partisan research on financial, administrative, management and community issues facing Worcester's municipal government and the surrounding region.*

## CCPM Youth Services Advisory Committee

*The Research Bureau gratefully acknowledges the following individuals for their advice and assistance during the development of this project:*

### **Community-at-Large**

<b>Ms. Nassarine Farhoody</b>	Director of Community Youth Development, United Way of Central MA
<b>Mr. Jack Foley</b>	Executive Assistant to the President, Clark University
<b>Ms. Phyllis Goldstein</b>	AVID Tutor
<b>Mr. Ron Hadorn</b>	Executive Director, Boys & Girls Club of Worcester
<b>Mr. Joe Hungler</b>	Director of Operations, Boys & Girls Club of Worcester
<b>Ms. Patsy Lewis</b>	Executive Director, Worcester Community Action Council
<b>Mr. Jason Perez</b>	Youth Program Coordinator, Centro Las Americas
<b>Fr. Richard Reidy</b>	St. Paul's Parish
<b>Dr. Laurie Ross</b>	Department of International Development and Social Change, Clark University
<b>Ms. Dodi Swope</b>	Director, Central MA Regional Center for Healthy Communities
<b>Dr. Janice Yost</b>	President, The Health Foundation of Central MA

### **Public Officials**

<b>Mr. Dennis Ferrante</b>	Director, Occupational Education, Worcester Public Schools
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### **Youth Representatives**

<b>John Kearney</b>	Student
<b>Monique Mercado</b>	HOPE Coalition



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