

# Center for Economic Opportunity

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## **2010 NYCETC Workforce Development Summit & Expo**

Deputy Mayor Linda Gibbs

May 14, 2010



**Center for  
Economic Opportunity**

[www.nyc.gov/ceo](http://www.nyc.gov/ceo)

# CEO's Anti-Poverty Agenda

## ■ Center for Economic Opportunity

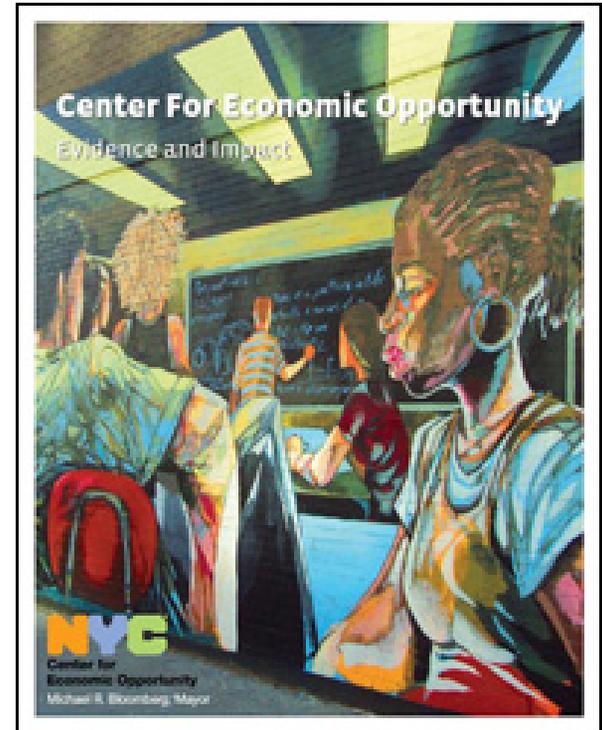
- CEO was established to implement, monitor, and evaluate the City's ambitious anti-poverty agenda
- Programs fulfill Poverty Commission recommendations

## ■ Innovation Fund

- \$100 million public-private partnership
- Supports the implementation of CEO's anti-poverty initiatives and pilot programs
- Funds the monitoring and evaluation of programs

## ■ Commitment to Evaluation

- All program outcomes tracked
- Program-specific evaluation strategies developed
- Evaluation products include early implementation reviews, analyses by program area, and several long-term evaluations
- CEO's evaluation partners include City agencies and external organizations including MDRC, Westat and Metis



*CEO releases annual reports on program and policy initiatives.*

# Youth Strategies

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**Heavy touch programs seem to be the most effective for disconnected youth.**

## ■ **Education**

- Expanded model GED-to-college program (**CUNY Prep**)
- Supports to help community college students graduate within 3 years (**CUNY ASAP**)
- Pre-GED literacy program for low-level readers (**Young Adult Literacy Program**)

## ■ **Employment**

- Paid internships and job/education placements (**Young Adult Internship Program**)
- Service learning and job training for court involved youth (**NYC Justice Corps**)
- Apprenticeships and training in green collar-jobs (**MillionTrees Training Program**)

## ■ **Prevention**

- Service learning programs (**Teen ACTION**)
- School Based Health Clinics

# Youth Strategies: Results & Replication

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## ■ Results

- **CUNY ASAP:** 2.5 year graduation rate is 46% versus 16% of the comparison group.
- **Young Adult Literacy Program:** Over 8 weeks, gains of half a grade level in reading; paid internship led to higher attendance and a 1 grade level increase in math
- **Teen ACTION:** Significant rise in credits attempted and earned v. comparison group
- **Young Adult Internship Program:** High attendance during internship associated with greater retention in education or a job 9 months after program completion
- **CUNY Prep:** 75% pass-rate on the GED compared to citywide average of 44%

## ■ Replication & Additional Funding

*Lessons learned being incorporated citywide.*

- **CUNY ASAP:** Greatly impacting design of new community college and brought in \$4.8 Million in private funds for new cohorts
- **School Based Health Clinics:** Being expanded using \$8 Million in private funds
- **MillionTrees Training Program:** Received \$2 Million Dept. of Agriculture grant for job placements and additional evaluation
- **Overall:** \$14 Million in stimulus funds directed to youth programs based on CEO models

# Workforce Strategies

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**Coordination is key to successful workforce development strategies**

- **Targeting Range of Populations**

- Spectrum of skills, work histories, and target groups (i.e., re-entry population, communities, disconnected youth)
- Work with unemployed and employed (advancement)

- **Provide Multiple Program Strategies**

- Sector-focused approach (**Nursing Programs, Sector Career Centers**), incentives (**Opportunity NYC**), career advancement services (**Advance at Work**), place-based (**Jobs-Plus**), partnerships with career centers (**Community Partners**)
- Programs differ in length and intensity
- CEO funding more flexible than federal WIA funding

- **Working with Multiple City Agencies**

- Collaborations between agencies (**Jobs-Plus, Employment Works**), breaking down silos within government
- Convening a Mayoral Taskforce on Workforce Development Collaboration lead by 3 Deputy Mayors

# Workforce Strategies Results & Replication

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## ■ Results

*External evaluation of 3 CEO programs found them more successful in placements than traditional WF1CC programs.*

- **Advance at Work:** 3.5 x more likely to be placed/promoted; earn \$.50 more/hour
- **Transportation Sector Center:** 3 x more likely to be placed; earn \$1.70 more/hour, work 4 x more hours/week
- **Community Partners:** 4.3 x more likely to be placed; reaching people with lower incomes, more African-Americans

## ■ Replication & Additional Funding

*Evidence has been used to expand successful programs with WIA and stimulus funds.*

- **Advance at Work:** Expanded services to 5 Centers
- **Sector-Focused Career Centers:** Opened 2 additional Centers
- **Community Partners:** Incorporated into standard operations of all Centers
- **Overall:** Over \$9 Million in federal funds directed to workforce programs based on CEO models

# Re-Entry Strategies & Next Steps

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**Challenge: Low-literacy levels coupled with the need to make a living.**

## ■ **Existing Programs: Focus on Education, Training & Employment**

- **NYC Justice Corps:** Service learning and job training for court involved youth; exceeded performance targets for Program Year 1
- **Employment Works:** Placing probationers in jobs earning \$9.00/hr; exceeding placement targets, despite economic downturn, with median wages equal to WF1CC (\$9.00/hour)
- **Food Handlers:** Food handlers certification; 99.9% pass the certification course

## ■ **New Programs & Replication**

- **Justice Scholars:** After-jail educational program for adolescents on Rikers Island
- **Justice Community:** Place-based job training, education, and case management for court involved youth
- **NYC Justice Corps replication**
- **Employment Works replication**

## ■ **Need for Additional Funding**

- **NYC Justice Corps:** Raised \$250,000 in private funding and \$280,000 in state funding
- **Seeking federal and private funding for new programs and replication**

# Next Steps in Anti-Poverty Work

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- **Maintain & Initiate New Anti-Poverty Innovations**
  - Make smart, informed investments based on data and evaluations
  - For successful programs, turn funding and control over to agencies
  - Continue to innovate using city tax levy, federal, and philanthropic funds
- **Replicate CEO & Encourage Additional Investments**
  - Use the Federal Social Innovation Fund to implement multi-city pilots
  - Raise private funding for new NYC-based pilots
- **Become a Leader in Federal Innovation**
  - Disseminate research and lessons learned through participation in conferences and forums, and through the release of program evaluations

# Center for Economic Opportunity

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## Workforce Evaluation Findings

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**May 2010**



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# The Center for Economic Opportunity

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## NYC's anti-poverty initiative

- Established December 2006 to implement, monitor, and evaluate the City's ambitious anti-poverty agenda
- CEO programs fulfill all of the recommendations issued by the Mayor's Poverty Commission in September 2006



## Innovation Fund

- \$100 million public/private partnership
- Supports the implementation of CEO's anti-poverty pilots and initiatives
- Funds the monitoring & evaluation of programs

# CEO Program Strategies

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- **Workforce development:** Supporting training, job retention and career advancement for low-income workers
- **Disconnected youth:** Re-engaging at-risk adolescents, most who are not working or in school
- **Financial empowerment and asset development:** Helping low-income individuals maximize their resources
- **Conditional Cash Transfers:** Incentive-based strategies that provide rewards when individuals meet targets

# Employment Overview

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- Collaborate with multiple City agencies
- Mix of employment and education programs
  - Internship/job placement programs
  - Advanced training
  - Education – basic literacy to BSN
  - Work supports/public benefits/financial literacy
- Diverse target populations
- Experiment, evaluate, replicate

# CEO Employment Programs

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- **Adult**

- Sector Centers
- Career Advancement
- Training Directory
- Community Partners
- Employment Works
- Licensed Practical Nurse Training
- Registered Nurse Training
- Food Handlers Certification
- Opportunity NYC
- Jobs-Plus

- **Young Adults**

- Young Adult Internship Program
- NYC Justice Corps
- MillionTrees Training Program
- NEW: Subsidized Jobs
- Education w/ employment component:
  - CUNY ASAP
  - Young Adult Literacy Programs
  - Youth Financial Empowerment
  - *NEW Re-Entry program*

# Evaluation

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- All programs assessed
- Program-specific eval. strategies based on
  - Availability of data
  - Implementation status
  - Timing of expected outcomes
  - Knowledge of intervention
  - Strength of program model
  - Level of investment
- Types of Assessment
  - Routine monitoring
  - Early Implementation / outcome studies (program reviews)
  - Program / topic-specific studies (generally short-term)
  - Rigorous evaluations (long-term)
- Evaluation partners
  - External evaluators (MDRC, Westat, Metis Associates)
  - City agencies
  - In-house team

# Study Overview

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**Purpose:** To examine how the targeted approaches of three CEO workforce development programs at SBS compare to the services offered through the general WIA supported Workforce1 Career Centers (WF1CC)

## **3 SBS/CEO PROGRAMS IN STUDY:**

- *Advance at Work (AAW)*
- *Workforce1 Transportation Career Center (TCC)*
- *Community Partners (CP)*

**Data Source:** Existing administrative data: SBS electronic record system

**Sample:** All participants who enrolled in one of the three programs or the WF1CCs between July 1, 2007 and June 30, 2009.

**Data Analysis:** Conducted by team at Westat, led by Kathryn Henderson

# Research Questions

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How do the SBS-CEO programs compare with the Workforce1 Career Centers on:

- Participants served?
- Services received by participants and how do they related to outcomes?
- Rates of placement in a job?
- Amount of wages, hours of employment, and the timing to placement, among those who are placed?

## **Control Variables:**

- Year of program enrollment
- Age
- Sex
- Race
- Disability status
- Education level
- Enrolled in school
- Employment status at program entry
- Wages and hours at current or most recent job

# Participant Characteristics, by Program

	Advance at Work (AAW)	Transp. Center (TCC)	Comm. Partners (CPP)	WF1CC
<b>Sample Size</b>	2,277	4,013	8,457	148,803
<b>Average Age</b>	37	36	33	37
<b>Female</b>	58%	19%	56%	57%
<b>White</b>	5%	10%	4%	10%
<b>African-American</b>	52%	43%	57%	40%
<b>Hispanic</b>	26%	26%	23%	30%
<b>Other/multi-racial</b>	8%	9%	7%	8%
<b>No race designation</b>	8%	13%	10%	12%
<b>Disability</b>	3%	1%	4%	3%

# Participant Characteristics, by Program, cont.

	<b>AAW</b>	<b>TCC</b>	<b>CPP</b>	<b>WF1CC</b>
<b><i>Less than high school</i></b>	14%	6%	22%	18%
<b><i>High school diploma</i></b>	37%	44%	39%	33%
<b><i>Associates/Vocational degree</i></b>	37%	39%	30%	32%
<b><i>College degree, 4 year</i></b>	11%	9%	7%	13%
<b><i>Graduate school</i></b>	2%	2%	1%	3%
<b><i>Enrolled in school</i></b>	18%	13%	23%	16%
<b><i>Employed at program entry</i></b>	100%	29%	15%	13%
<b><i>Wages at program entry or most recent job</i></b>	\$9.90	\$13.10	\$10.50	\$13.70
<b><i>Hours at program entry or most recent job</i></b>	32 hours	38 hours	34 hours	36 hours

# Number of Services, by Program

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	<b># of Different Services</b>	<b># of Total Services</b>
<b>Advance at Work</b>	6.6	19.3
<b>Workforce1 Transportation Career Center</b>	5.5	10.3
<b>Community Partners Program</b>	3.5	7.1
<b>Workforce1 Career Centers</b>	3.0	5.5

# Services Positively Correlated to Placement

	AAW vs. WF1	TC vs. WF1	CPP vs. WF1
Assessment	✓		✓
Computer skills	✓		✓
Counseling	✓	✓	✓
Facilities			✓
Financial services			
Interview skills	✓	✓	✓
ITG receipt	✓	✓	✓
Job readiness			
Job search	✓	✓	✓
Orientation	✓	✓	✓
Referrals	✓	✓	✓
Resume preparation			
Workshops/Education		✓	

# Employment Outcomes, by Program

	AAW	TC	CPP	WF1CC
<b>Placed/ Promoted</b>	<b>43%</b>	<b>27%</b>	<b>42%</b>	<b>11%</b>

*Among those who are placed:*

<b>Average wages</b>	<b>\$10.50</b>	<b>\$12.10</b>	<b>\$9.10</b>	<b>\$9.90</b>
<b>Average hours</b>	<b>34 hours</b>	<b>39 hours</b>	<b>33 hours</b>	<b>34 hours</b>
<b>Average time to placement</b>	<b>191 days</b>	<b>95 days</b>	<b>118 days</b>	<b>105 days</b>

# Advance at Work vs. Employed WF1CCs (earning less than \$14/hour)

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## Advance at Work participants:

- are 3.5 times as likely to be placed in a job or receive a promotion
- earn about \$.50 more per hour
- work more hours per week
- spend a longer time in the program before placement in a new job or promotion (about 68 days)

# Workforce1 Transportation Career Center Compared to WF1CCs

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## For Unemployed: Workforce1 Transportation Career Center participants

- are 2.7 times as likely to be placed in a job
- earn about \$1.70 more per hour
- work almost 4 more hours per week
- there is no difference in time to placement.

## For Employed: Workforce1 Transportation Career Center participants

- are 3.5 times as likely to be placed in a job or receive a promotion
- earn about \$2.20 more per hour
- work almost 5 more hours per week
- spend fewer days in the program before placement (about 21)

# Community Partners Program (CPP) Compared to WF1CCs

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## For Unemployed: CPP participants

- are 4 times as likely to be placed in a job
- earn about \$.60 less per hour
- no difference in weekly hours or in time to placement.

## For Employed: CPP participants

- are 3 times as likely to be placed in a job
- earn about \$.60 less per hour
- no difference in weekly hours or in time to placement.

# Conclusion

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- SBS-CEO programs have consistently higher placement rates
- Advance at Work and Workforce1 Transportation Career Center Programs have higher wages and weekly hours worked
- Differences among the participant populations limit the ability to attribute differences in outcomes to the program
- Using admin data allows for relatively quick turnaround and lower cost evaluation