CENTER FOR ECONOMIC OPPORTUNITY

EARLY ACHIEVEMENTS & LESSONS LEARNED

NYC
Center for
Economic Opportunity

Michael R. Bloomberg
Mayor

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Dear Friends:

We launched the Center for Economic Opportunity (CEO) in 2006 as an innovation lab to test a diverse new generation of anti-poverty programs. CEO aims to help break cycles of intergenerational poverty, an enormous challenge that will only grow harder during the economic downturn that is upon us. But we will not abandon the promising progress we have made in rewarding personal initiative and reaffirming hope.

From the beginning, we have known that there are no short-term solutions to poverty. But over the long-term, government policies can help drive standards of living to new heights – if we confront problems traditionally associated with poverty, including: unemployment, teen pregnancy, early education difficulties, poor housing conditions, low high school graduation rates, and poor access to regular health care.

In New York City, CEO's innovative new initiatives are helping us make great strides in these important areas, and across America, other cities and states are also making progress. But the work has only just begun – not only in implementing programs, but also in rigorously evaluating their effectiveness.

By keeping our focus on innovation and accountability, we can continue making the fight against poverty more effective than ever. That is CEO's ambitious goal, and we will continue doing everything we can to help more New Yorkers break the cycle of poverty and redeem the promise of the American dream.

Sincerely,

Michael R. Bloomberg
Mayor

Since Mayor Bloomberg established the Center for Economic Opportunity, we've moved swiftly to implement an innovative anti-poverty strategy for New York City.

In partnership and consultation with countless individuals and organizations – not only here in New York City but world-wide – CEO is taking a results-driven and pragmatic approach to our goal of breaking cycles of poverty.

We've piloted a wide array of programs that maximize the power of City agencies and have broken down silos that often exist in government's traditional approach to fighting poverty.

CEO projects include rigorous monitoring and evaluation. After one full year of program implementation we are garnering valuable outcome data. This is the objective evidence that will shape our decision making going forward and tell us where we should continue, replicate or eliminate programs.

The Mayor is the champion of bringing this data driven approach to government and our anti-poverty work and CEO has brought new energy and accountability to the table. Now more than ever, as we face a downturn in the economy, it is critical to focus on outcomes and performance. We are proud of our accomplishments to date; and eager to move forward with valuable new insight, share our early successes and rethink the projects that have not met our high standards.

I offer great thanks to Veronica White and her dedicated CEO staff, to all our partner City agencies, and to the many individuals and organizations that help us each day to see the forest through the trees. Our work is far from done. But, it is only by working closely together, delving into the data and being open to the newest ideas that we will be able to reach our shared goal of making progress in the fight against poverty.

Linda I. Gibbs
Deputy Mayor for Health and Human Services

The current recession means that job insecurity and hardship threaten more New Yorkers and increase the need for effective anti-poverty programs. Two of the Center for Economic Opportunity's (CEO) key populations – the working poor and young adults at risk – are particularly vulnerable to job loss and the City's shrinking labor market. CEO's strategic focus on employment, education, and access to work supports is being put to the test in this new context. Several CEO programs are already being expanded in response to the City's economic downturn. It will be harder to demonstrate success in this economy – but CEO believes its mission and approach remain as vital as ever.

This year, we achieved several major accomplishments. Our new poverty measure is a useful tool for policy making and several programs have met ambitious performance targets and appear to be successful models. CEO initiatives have moved parents into stable careers and families out of poverty, helped young people get their GEDs and transition into college, and engaged at-risk youth in community service.

As we developed our initiatives we looked to the experience of others – such as Mexico's Oportunidades, MDRC's Work Advancement and Support Centers, and the Civic Justice Corps from Bend, Oregon. Now CEO is in position to share our program models and lessons learned so that our successes can be replicated. The poverty measure is a good example of this and new Federal legislation based on the CEO measure stands a good chance of changing how poverty is measured in the country. CEO has become a nationally recognized research and development laboratory for testing new anti-poverty strategies. We are up to the challenge and look forward to reporting our results.

Veronica White
Executive Director

Nurse Family Partnership participant and her child

Executive
Summary

Mayor Michael R. Bloomberg created the New York City Center for Economic Opportunity (CEO) in December 2006 to implement New York City's ambitious and innovative anti-poverty strategy. Since then, CEO has launched a range of new anti-poverty programs, policy proposals and research projects that represent nationwide best practices and cutting edge ideas to make an impact where traditional methods have failed.

The Center's research and development activities focus on several areas including: the design, implementation, and evaluation of innovative programs, the creation of an alternative measure of poverty for New York City, and piloting the nation's first conditional cash transfer program, Opportunity NYC.

CEO's strategic approach involves:

- Breaking the cycle of intergenerational poverty by investing in human capital development.

- Giving the working poor a toolbox of programs and supports that will help them move up the economic ladder and out of poverty for the long term.

- Offering youth who are out of school and un-employed, and those who have a history of incarceration, better chances to gain the skills and work experience they need to succeed.

- Intervening early in the lives of children age 0-5 to break cycles of poverty.

- Breaking down silos within government to promote new ways of collaborating, increasing efficiency, and making better use of limited resources.

- Using data and evaluation to improve programs and allocate resources based on measurable results.

- Sharing lessons learned and advocating on a national level for strategies shown to make a difference.

PROGRAM ACCOMPLISHMENTS

To date, CEO has implemented a diverse array of programs aimed at its three target populations: working poor, young adults, and young children. These programs are closely monitored and rigorously evaluated by a combination of City agencies, a CEO monitoring and evaluation team, and independent, external evaluation firms.

For the majority of programs it is still too soon to judge whether they are successful. For example, the random assignment evaluation of CEO's conditional cash transfer project, Opportunity NYC, will take five

" The thing that makes me most proud is the fact that my daughter can now say, 'My mom is a nurse.'"

– Vanessa McAlmon, LPN Program graduate

Our History

Mayor Bloomberg made poverty a priority early in his second term. First term accomplishments, such as the City's recovery from recession and the World Trade Center terrorist attacks, along with public education reforms and affordable housing and community development investments set the stage for a focused poverty agenda.

The Mayor appointed a Commission for Economic Opportunity in March 2006 – chaired by business and civic leaders Richard Parsons and Geoffrey Canada. The Commission's mandate was to focus on programs that reward employment and educational attainment and have demonstrable results. The Commission facilitated an inclusive process and issued its report in September 2006. The report recommended that the City focus on three populations with high degrees of poverty: the working poor, young adults, and young children. Together these groups represent approximately half of all New Yorkers in poverty.

The City established the Center for Economic Opportunity in December 2006 and the Mayor issued an Executive Order on behalf of CEO on June 13, 2008. The Center is led by Executive Director Veronica M. White.

years to complete.[1] However, some programs are structured to yield significant short-term outcomes – and we are proud to announce a few early successes.

Selected accomplishments:

Asset Development and Tax Credits are key tools in helping low income families gain the support they need to move out of poverty. Several CEO initiatives are demonstrating a positive impact in this area.

- The **Office of Financial Empowerment (OFE)** is a new and pioneering municipal office, and the first of its kind in the United States. It represents a multifaceted approach to educate, empower, and protect low-income households. OFE activities range from policy development and research to direct service programs. OFE also established the City's first Financial Empowerment Center, offering free, one-on-one financial counseling and coaching to low-income Bronx residents. The Center has had a strong positive impact on clients after just a few short months. Given the realities of the current economic climate, CEO is committed to opening five new centers in the coming months.

- The year 2008 marks the first time that eligible New Yorkers could claim the new local **Child Care Tax Credit (CCTC)**. The CCTC combines with Federal and State refundable Child and Dependent Care credits to provide low-income households with real support to work while providing young children with quality child care. The uptake of the credit in its first year exceeded goals, with over 50,000 New Yorkers receiving the credit for a total of approximately $30 million paid to low-and moderate-income families.

- In an effort to ensure that all New Yorkers who are eligible for the **Earned Income Tax Credit (EITC)** apply for and receive the credit, the City's Department of Finance (DOF) initiative sends pre-populated amended tax returns to eligible New Yorkers who failed to claim the EITC. For the 2008 mailing (2005 tax year) the City worked with the IRS to estimate who would be eligible or the credit. The mailings were narrowly targeted and the effort helped close to an estimated 4,300 households claim credits totaling approximately $3,600,000, for an average benefit of about $840.

Workforce development initiatives that support training, job retention and career advancement are essential for providing low-income workers with opportunities to improve their skills and increase earnings. CEO programs have prepared and placed participants into jobs and careers.

- In its first year, the **Community Based Organization (CBO) Outreach** initiative placed more than 2,000 people into jobs. The majority were from high-poverty neighborhoods and would not have learned of the opportunities available from the City's Workforce1 Career Centers. The project extends the reach of the Career Centers by linking clients at social service or job programs to available jobs.

- **Sector-Focused Career Centers** serve the employment needs of businesses within a single economic sector, helping low-income individuals obtain higher wage jobs with career advancement opportunities. The first Sector-Focused Career Center opened in Queens in June 2008, with a goal of placing or promoting low-wage workers in transportation sector jobs like baggage handlers, mechanics, drivers, and customer service representatives. During its first few months of operation, the Center had 210 placements and promotions. Given this early success and the challenging economic climate, additional Centers will be established in 2009.

- The **Nursing Career Ladders: Licensed Practical Nurse (LPN)** program offers an accelerated program to train students as LPNs in less than a year. In the first year of this program, 98 percent of students graduated and are currently awaiting State certification. After certification, graduates work for the Health and Hospital Corporation earning annual starting salaries of $40,300.

Disconnected youth are more likely to engage in high-risk behavior than others in their age-group, and may face serious barriers to achieving long-term economic self-sufficiency.[2] Two programs that address the needs of these youth are showing early promising results.

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[1] In the interim, select data will be released as it becomes available.

[2] Douglas J. Besharov, ed. America's Disconnected Youth: Toward a Preventive Strategy. (Washington, D.C.: CWLA Press, 1999).

- Through the **Young Adult Internship Program (YAIP)**, over 1,300 youth were connected to short-term paid internships, job placements, education and training and follow-up services during the program's first year. The program exceeded targets for internship completion, and placement in an educational or job opportunity.

- **CUNY Prep** offers out-of-school youth full-time study focusing on GED attainment and preparation for college admission. Of the full time students who took the GED, more than 75 percent passed the exam, surpassing CUNY's ambitious target for the program and vastly exceeding the Citywide average pass rate of 43 percent.[3]

OPPORTUNITY NYC

During its first year of implementation, Family Rewards distributed $6.3 million to participants for completing incentivized activities. Take up of the incentives has been remarkably high, with ninety-one percent of participants receiving at least one monetary reward for health, education, and employment-related activities; and nearly half earning monetary rewards each payment period (every two months).

CEO's Conditional Cash Transfer (CCT) program, Opportunity NYC, is a privately-funded initiative that provides monetary rewards to low-income New Yorkers for completing activities related to human capital development in three areas: education, health and workforce. The creation of Opportunity NYC was informed by CCT programs operating in more than 20 countries around the world, and is the first in the United States.

> *Mayor Michael Bloomberg of New York has presented a new formula for measuring poverty that creates a far more realistic view of life in the city. It should stand as an example to other cities—and, ultimately, the federal government.*
>
> –The New York Times, Editorial July 22, 2008

Opportunity NYC is comprised of three separate initiatives: Family Rewards, the largest and most comprehensive of the three pilot programs, Work Rewards, a workforce-focused demonstration, and Spark, which targets the educational achievements of young students.

Opportunity NYC builds on the established CCT model by adding educational achievement and workforce components. In March 2008, Mayor Bloomberg and the Rockefeller Foundation announced the formation of a new Conditional Cash Transfer Learning Network. The Learning Network allows New York City to continue to learn from CCT programs abroad as well as share the knowledge gained from Opportunity NYC with others.

POVERTY MEASUREMENT

New York City is the first local government in the nation to reformulate the 40-year old Federal poverty measure, and in August 2008, CEO published a report documenting our findings and the methodology used to create the new measure.[4]

Based on a set of recommendations made by the National Academy of Sciences, the CEO poverty measure offers a more realistic standard to assess poverty in New York City. In contrast to the existing Federal measure, the CEO measure includes a broader set of needs in determining poverty thresholds. These needs expand on the official measure's methodology of simply tripling the amount a family spends on food to factor in additional items such as clothing, shelter and utilities. Importantly, the CEO threshold is also adjusted geographically for differences in housing costs.

In measuring the amount available to a family to meet these basic needs, the CEO measure goes beyond counting only pre-tax income. The new measure includes after-tax income, in-kind benefits, such as Food Stamps, and subtracts work-related and medical out-of-pocket expenses. Factoring in these variables, the CEO poverty measure estimates that the poverty rate in New York City in 2006 was 23.0 percent. The corresponding poverty rate using the official method is 18.0 percent.

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[3] Jacqueline L. Cook. "Our Chance for Change: A Four-year Initiative for GED Testing in NYC." A study prepared for the NYC Department of Youth & Community Development. (New York, N.Y.: Department of Youth and Community Development, 2008).

[4] A copy of the report is available on the CEO website: www.nyc.gov/ceo.

The CEO poverty measure has caught the attention of policymakers nationwide. In September 2008, legislation was introduced in the House of Representatives by Congressman Jim McDermott (D-WA) proposing that the methodology used to calculate the Federal poverty measure be revised based on the same National Academy of Sciences' recommendations that inform the CEO poverty measure. A companion bill was introduced in the Senate by Christopher Dodd (D-CT) shortly thereafter.

The Center is consulting with several other localities that want to develop similar poverty measures including: Chicago, Illinois; Los Angeles, California; San Francisco, California; Washington, DC; Philadelphia, Pennsylvania; Oakland, California; San Jose California, along with the states of New York and California.

Mayor Bloomberg with MillionTrees Training Program Participants.

PUBLIC POLICY

CEO has informed the poverty debate at the national level, briefed Congressional leaders, and increased public awareness regarding the need for effective strategies to combat poverty. From testifying before Congress on the CEO poverty measure to collaborating with cities across the country, the Center has made much progress on the policy front during the past year. Additional highlights include:

- Mayor Bloomberg issued several Executive Orders based on the success of the Center's work. These include Executive Orders formalizing the roles of CEO, the Food Policy Coordinator, and the Office of Financial Empowerment, as well as a Citywide language access requirement.

- CEO continued its support of tax measures to assist low-income households including an expanded EITC marketing campaign, the Mayor's proposal to increase the EITC for single adults, and the implementation of the City's Child Care Tax Credit.

- CEO and its agency partners are contributing to national and international anti-poverty efforts. For example, CEO is participating in international learning networks on conditional cash transfers. The Department of Small Business Services plays an active role in workforce development issues. The Office of Financial Empowerment established a coalition of city governments working on financial empowerment issues.

- CEO presented early outcomes of its work at several prestigious events including the annual conferences of the Association for Public Policy Analysis and Management and the Administration for Children and Families/Office of Planning, Research and Evaluation.

MONITORING AND EVALUATION

A central tenet of CEO's mission is to hold City agencies accountable for program performance, and to evaluate interventions to ensure they are having a positive impact on participants. City agencies and CEO staff monitor programs and set performance targets, and external evaluators provide objective evaluations.

Each CEO program has a distinct evaluation strategy that reflects the availability of extant data, implementation status, the timing of expected program outcomes, and general knowledge of a particular intervention. These evaluations inform program and budget decision-making, and contribute to public policy and program development in the human service field more generally. This differentiated approach also helps CEO to best allocate its finite evaluation resources.

CEO works with four independent research organizations: MDRC, Westat, Metis Associates, and the Education Innovation Laboratory (EIL) at Harvard

University. MDRC is conducting a five-year random assignment of Opportunity NYC: Family Rewards and Work Rewards, as well as a five year random assignment study of the CUNY Performance Based Scholarship program, which aims to promote community college retention. Dr. Roland Fryer and EIL are evaluating the educational incentive program, Spark.

Westat and Metis Associates are evaluating many of the CEO initiatives. These evaluations range in scope from implementation studies of new career advancement services to a four-year random assignment evaluation of NYC Justice Corps.

LESSONS LEARNED

Several valuable lessons have emerged over CEO's two years of program planning and implementation. These lessons inform our ongoing work with City agencies and CEO's engagement with the broader world.

CEO has the advantage of strong political support from Mayor Bloomberg and Deputy Mayor Gibbs, as well as the support of over 20 City agencies that have collaborated with the Center. This support has been instrumental in helping CEO pilot new programs, conduct research, and assess which programs are having a positive impact.

The commitment of new City resources has been integral to CEO efforts. These funds ensure that innovative ideas get a fair test. New resources are critical to maintaining agency commitment and sets CEO apart from the generally unfunded anti-poverty agendas pursued elsewhere. The innovation fund encourages flexibility and creativity in fulfilling ambitious programmatic goals and reinforces those expectations with reporting and evaluation requirements.

Effective agency management and provider capacity are key to the implementation of successful programs. City agencies are taking a proactive approach to supporting and overseeing their CEO initiatives, including providing technical assistance, program monitoring, data systems, and forums for providers to exchange information.

In the coming year, CEO will continue to evaluate the impact of its programs, and share the results with policymakers and the public. In the context of an economic downtown, CEO's core focus on evidence-based approaches, accountability, and innovation positions the Center to continue to have a significant impact on New York City and beyond.

CEO Funding

CEO manages an Innovation Fund that includes new public and private resources. The annual fund includes approximately $60 million in new City funds, an estimated $42 million for the Child Care Tax Credit, over $11 million in City education funds, and approximately $7 million in State and Federal funding. The Mayor's Fund to Advance New York City and CEO are raising $25 million annually in private grants to fund Opportunity NYC, the Center's conditional cash transfer project.

Opportunity NYC funders include: The Rockefeller Foundation, The Starr Foundation, Bloomberg Philanthropies, American International Group (AIG), The Robin Hood Foundation, The Open Society Institute, The Broad Foundation, New York Community Trust, the John D. and Catherine T. MacArthur Foundation, The Annie E. Casey Foundation, and Tiger Foundation. Funders made their donations to the Mayor's Fund to Advance New York City, the not-for-profit organization established by the City in 1994 to strengthen public programs serving the needs and general welfare of New Yorkers.

CUNY ASAP Participant at Bronx Community College

Innovative
Programs

CEO targets its initiatives to young adults, the working poor, and families with young children, as recommended by the Mayor's poverty commission.[1] These programs aim to reduce poverty through education, employment, and health-based strategies. Several CEO initiatives also improve access to public services through innovative uses of technology and new work supports. This section describes the programs, presents performance data and targets, and highlights recent accomplishments.

YOUNG ADULT PROGRAMS

The Challenge:

In New York City, approximately 230,000 young adults between the ages of 16 and 24 live in poor households,[2] representing a higher proportion than the general population. This is the age when young people establish important precedents for educational attainment, family life and labor force participation, and CEO is particularly concerned with disconnected youth and teen pregnancy. An estimated 117,000 young adults are neither in school nor in the labor market.[3] Of these, approximately half have high school degrees,[4] while others struggle with basic literacy skills and face many other hurdles. Teen pregnancy, for example, is highly correlated with poverty and after a long decline, the teen birth rate in New York City appears to have flattened.

CEO Solutions:

CEO offers educational, employment, and health programs tailored to young adults. To meet the needs of this varied population, CEO programs range from basic literacy to higher education; innovative approaches to pregnancy prevention such as community service opportunities for students; and employment programs for disconnected and court-involved youth.

Education

- **Model Young Adult Literacy Programs** offer basic literacy and math instruction for young adults, with a focus on employment, incentives to sustain attendance, and support services. The programs are being implemented by the Queens, Brooklyn, and New York Public Library systems, and community based organizations.

- **CUNY Prep** offers out-of-school youth full-time study focused on GED completion and preparation for college admission. Rigorous academic standards, high quality instruction, and a supportive community distinguish CUNY Prep from other GED programs. CEO provides the program with stable funding and facilitated the expansion of an evening program for adults.

- **The Office of Multiple Pathways to Graduation** operates schools and programs to increase graduation rates and college readiness for under-credited high school age students.

- **CUNY ASAP** provides academic and economic support to help students complete Associate degrees in an accelerated manner.

- **CUNY Performance Based Scholarships** test a promising college retention strategy and are part of a larger, multi-state MDRC project.

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[1] The Commission for Economic Opportunity recommended that CEO focus on these populations, representing approximately half of New York City's poor. The Commission also made many program recommendations that are embodied in the CEO initiatives. The Commission's September 2006 report to the Mayor is available at www.nyc.gov/ceo. Detailed information on CEO's initiatives are also available on our website.

[2] U.S. Bureau of the Census. American Community Survey, 2006.

[3] U.S. Bureau of the Census. American Community Survey, 2006.

[4] U.S. Bureau of the Census. American Community Survey, 2006.

Employment and Training

- **Young Adult Internship Program** provides disconnected youth with paid internships, employment and educational placement assistance, and follow up services.

- **MillionTrees Training Program** places young adults in green-collar apprenticeships that lead to certification in composting, horticulture, or pesticide apprentice training.

- **CUNY Young Adult Employment Programs** train and place young adults in hospitality, construction, and healthcare careers.

Health

- **Teen ACTION** provides service learning programs for middle and high school students in high-poverty communities. Students develop community service projects to improve self-esteem, school performance, and reduce risky behaviors and teen pregnancy.

- **School Based Health Clinics** offer comprehensive reproductive and primary healthcare services to students in five high schools. CEO funded the clinics in recognition that these clinics are often the only place that adolescents are likely to go for such care.

Youth and Young Adults at Risk

- **LIFE Transitions Program** offers youth in secure detention facilities weekly educational and empowerment workshops and an opportunity to form a bond with program staff; young people are encouraged to continue in the program upon their return to the community where they can attend workshops and receive additional support services.

- **Youth Financial Empowerment** provides individual development accounts to youth aging out of foster care for housing, education, and employment related activities.

- **Educational Expansion on Rikers Island** provides 380 additional seats on Rikers Island, the City's jail, for educational programming. This expansion enables programs to serve inmates ages 19 to 24.

- **Model Education: Supportive Basic Skills Program** is a small project providing basic literacy classes for dischargees from Rikers Island.

- **Model Education: CUNY Catch** provides young inmates from Rikers Island with post-incarceration educational services, including GED and college preparatory classes.

- **Model Education: Getting Out & Staying Out** is a mentorship program supporting the re-entry of young inmates from Rikers Island to the community.

- **NYC Justice Corps** provides young adults involved in the criminal justice system with skills building, social support, and leadership training through meaningful service to their communities as well as internship, employment, and educational placement opportunities.

A Bronx NYC Justice Corps participant at a community benefit project site.

PROFILE: TEEN ACTION

Teen ACTION engages students from high-poverty schools and neighborhoods in service learning to increase community involvement, self-esteem, and school performance.

> *Teen ACTION has helped me finish my school work, make new friends, kept me out of trouble...*
> - Kelly Mena

At just 18 years old and recently graduated from high school, Kelly Mena projects a confidence and sense of self that belies her young age. Kelly enthusiastically describes her experiences in Teen ACTION. "It's really great," she says. "It's practically my second home—I do my school work here, work out, and hang out," she says. She describes a typical Teen ACTION evening, which runs from 6-9 PM three times a week at IS 218 Slome Ukena.[5] All Teen ACTION evenings include a community service component, usually planning a large activity that the group will carry out on a weekend or designated day. The teens have completed projects ranging from school and park clean-ups to creating a new student lounge for the junior high students at the school. Part of the evening includes organized team sports—from basketball to dodgeball—as well as SAT prep classes, homework time with tutor availability, and workshops led by staff on topics like nutrition or fitness.

"Teen ACTION has helped me finish my school work, make new friends, kept me out of trouble… we [the Teen ACTION participants] like it so much, if we get extra free time during the week, we come here anyways to hang out. "Kelly describes the program as organized and focused, with an emphasis on fostering leadership. "All year long we plan a big conference, run entirely by and for students," she says. "This year we focused on teen issues like suicide, depression, and pregnancy. We decided what panels to have, did all the research about what we should discuss, made the presentations, and led groups on the day of," she says. "We did *everything*."

Kelly started at Lehman College this fall for her first semester of college, with plans to enter a program at SUNY-Binghamton that will allow her to graduate with her B.A. and M.B.A. in five years. SUNY Binghamton is also where she had her first exposure to college: "My first college experience was through a Teen ACTION overnight trip. We took a bus upstate and did the whole experience—went to classes, slept in dorms. That's the first time that I really realized—college, yeah, it's something I want to do. It kept me focused on academics."

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[5] Teen ACTION is offered at nearly 60 sites and hours and programs vary.

PROFILE: MODEL YOUNG ADULT LITERACY PROGRAMS

A pre-GED program gives young adults with below 8th-grade math and reading skills a second chance.

> *Her whole attitude toward math, toward her own abilities, has changed. It's a complete 180.*
>
> - Simanique Moody

Simanique Moody's teenage and young adult pre-GED students have one thing in common: though they range in age from 16-24, their reading, writing, and math skills are below the 6th grade level. Since April 2008, Simanique has been working with the dozen students enrolled in the Far Rockaway Queens Library for Teens literacy classes four days a week.

Their reasons for dropping out of school vary, but now —after three, four, and in some cases as many as six years out of school— these 16 to 24 year-olds want to learn, and their chances to do so are limited. CEO's pre-GED class fills a crucial gap in the City's educational landscape, because few literacy programs are targeted to young adults, particularly those with a 4th-8th grade skill level. The program is a rare chance for these students that could mean the difference between earning a GED—or a lifetime of odd jobs, minimum wage positions, and "making money on the streets,"—something Simanique suspects several students have already experimented with.

Simanique, a Ph.D. candidate in linguistics at NYU, found herself drawn to the literacy position by the opportunity to have a lasting impact on her students' lives. "As an African-American, I'm someone who looks like them, like the people they see walking around the neighborhood," she says. "And I tell them that when I graduate from NYU, I'll be Dr. Moody. I'm proof that they have options."

Although Simanique radiates confidence in the power of learning to change lives, she acknowledges that the road is not easy for her students. "You see it in the little things students do. I have one student, who when we started—she just had no confidence when it came to math. She would literally become hostile toward me if I asked her to do a simple subtraction problem. Now, she's moved on to multiplication. In fact, she's gotten to the point where she's asking for extra math problems, because she likes the practice!" Simanique laughs. "So her whole attitude toward math, toward her own abilities, has changed. It's a complete 180."

Simanique believes that progress will continue slowly, over time. Referring to the budding math student, she says, "She's gaining a confidence with basic computation, the type of understanding you need to be able to tell whether you've gotten the right change back when you hand over a twenty. That's a confidence she never had before." When asked what she imagines her students might be doing to acquire these skills if it weren't for the class, Simanique gives a long sigh. "Well," she says, "the truth is, even if there were another pre-GED program in the City, few of these kids leaves their subway stop in Far Rockaway." A long pause ensues. "Frankly," she says, "I don't know what they would do without this class."

Accomplishments:

Several young adult programs are demonstrating strong positive early outcomes. This is remarkable given that disconnected youth have multiple complex needs and are quick to vote with their feet when programs fail to meet their needs. For example, the Young Adult Internship Program serves disconnected youth and it was initially unclear whether the program would hit its ambitious enrollment and outcome targets. The Department of Youth and Community Development set aggressive outcome targets that exceed those required by Federal programs serving disconnected youth. The first two cohorts met and surpassed the target of 75 percent of participants completing the internship, and nearly reached the target of 70 percent placed in employment or education following their internship. Fifty-eight percent of the first cohort remained engaged in education and/or employment for 9 months after internship completion.

The table below provides specific performance targets and accomplishments for each of the CEO young adult programs.

PERFORMANCE SUMMARY FOR CEO YOUNG ADULT PROGRAMS					
PROGRAM NAME	**START DATE**	**TARGET NUMBER SERVED**	**ACTUAL NUMBER SERVED**	**TARGET OUTCOMES**	**ACTUAL OUTCOMES***
CUNY ASAP	08/2007	1,000	1,132 (Year 1)	Targets based on comparison group of similar students: • >78.2% students enrolled in semester 2 • >59.7% of students enrolled in semester 3 • Credits Attempted: >12.9 for semester 1 and >12.2 semester 2 • Credits Earned: >9.6 for semesters 1 and 2 • GPA: >2.20 for semester1 and >2.43 for semester 2	• 87.3% of students re-enrolled (mean) in semester 2 • 75.2% of students re-enrolled (mean) in semester 3 • Credits Attempted: 13.9 for semester 1 and 13.4 for semester 2 (mean) • Credits Earned: 11.7 for semester 1 and 11.0 for semester 2 (mean) • GPA: 2.61 for semester 1 and 2.46 for semester 2 (mean)
CUNY Prep**	09/2003 (DAY) 09/2005 (Night)	462 (Day) 304 (Night) Based on 5 year historical average	417 (Day) 438 (Night)	• 75% of students who take the GED will pass it • 50% of students who pass the GED will enroll in college • 50% of students who enroll in college will remain for at least 2 semesters	CUNY Prep Day: • 76% of the students passed the GED • 45% of the students who passed the GED enrolled in College • 31% remained in college for at least 2 semesters CUNY Prep Night: • 63% of the students passed the GED • 10% of the students who passed the GED enrolled in College
CUNY Young Adult Employment	11/2008	100 in 3 programs	33 in first program	• 66 students placed in employment	• Outcomes expected summer 2009
LIFE Transition Program	03/2008	1,300 in detention	450 in detention	• 150 participants enrolled in post detention program at the community based organization sites	• 44 participants enrolled in post detention program.
MillionTrees Training Program	11/2008	30	32	• 24 trainees will receive certification in composting, horticulture, or pesticide apprentice training	• Outcomes expected summer 2009

PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
Model Education: CUNY Catch	11/2007	500 served while in jail 500 confirmed arrivals at program site	500+ served while in jail 386 confirmed arrivals	• 100 students will improve their literacy by one or more grade levels • 125 pass the GED predictor test. • 75 pass the GED. • 75 enroll in college • 25 enroll in vocational classes	• 56 literacy gains • 49 passed the GED predictor test • 21 passed the GED • 58 enrolled in college • 27 enrolled in vocational classes
Model Education: Supportive Basic Skills Program	11/2007	100 served while in jail 50 confirmed arrival at program site	100+ enrolled while in jail 23 confirmed arrivals	• 18 students will improve their literacy by one or more grade levels	• 4 literacy gains
Model Education: Getting Out & Staying Out	09/2007	150 served while in jail 150 confirmed arrival at program site	150 + served while in jail 185 are confirmed arrivals	• 50 enrolled the GED • 50 enroll in vocational classes • 50 enroll in college • 150 job placement (full-time or part-time)	• 8 enrolled the GED • 24 enrolled in vocational classes • 18 enrolled in college • 24 job placements
Model Young Adult Literacy Programs	07/2008	400 partici-pants	186 partici-pants	• 220 youth will increase their readings skills by at least one grade level	• 16 literacy gains
NYC Justice Corps	09/2008	273 served per program year across 9 cohorts.	Two cohorts enrolled, 66 partici-pants served (as of 12/08)	• 273 enrollment • 232 job readiness training completion • 196 community benefit services completion • 166 service completion • 141 post-corps placements • 120 post-corps retention at 6 months	• 68 enrolled • 62 completed job readiness training
Office of Multiple Pathways to Graduation	09/2007	6,000	6,859	• Improve high school graduation rate and GED attainment	• 2,663 received High School diploma • 446 received GED
Education Expansion on Rikers Island	10/2007	2,556 (Bench-mark based on Year 1 actual)	2,556	• 114 pass the GED (Year 1 Benchmark) • 125 receive vocational certification (Year 1 Benchmark)	• 114 passed the GED • 125 receive vocational certification

PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
School Based Health Clinics	09/2007	40% of Students Enrolled per High School campus in first year of operation; 70% enrolled after 2 or more years	43.7% enrolled at clinic site open for one full year	• Open five new clinics in NYC High Schools SY07-08; and one additional clinic in SY08-09. • Students receive acute care, preventive health services, and reproductive health care • Improved reproductive health knowledge of pregnancy and STI prevention • Increase contraception use • Improve management of chronic illness	• Five new clinics opened • 3730 enrolled • 4,873 total clinic visits As of 9/30/08: • 4,159 Primary care sessions conducted • 1,037 reproductive health visits • 1,071 mental health visits • 1,014 youth development visits • 220 visits for management of chronic illness • 1,232 health education visits
Teen ACTION	11/2007	3,153	3,124	• 70% Rate of Participation (ROP) per provider • Increase in civic engagement, develop life skills, encourage supportive relationship with caring adults, promote commitment to academic achievement, reduce risk behaviors, and encourage use of health and mental health services	• 75% of providers had a 70% ROP or greater Based on April 2008 pilot participant survey: • 68.1% attend school more regularly • 69.1% get better grades in school • 88.1% feel better prepared to avoid unhealthy behavior • 73.7% less likely to engage in smoking cigarettes • 74.3% less likely to engage in smoking marijuana • 66.6% less likely to engage in drinking alcohol • 77.8% less likely to engage in unprotected sex
Young Adult Internship Program	11/2007	1,359	1,358	• 75% Complete Internship • 70% Placed in Education/Employment • 60% have 9 month retention in jobs/school	• 85% internship complete (2 cohort average) • 59% placements in education/employment (2 cohort average) • 58% have 9 month retention (verification process underway)
Youth Financial Empowerment	06/2008	-	65 youth recruited for the financial literacy workshop	• 50 Individual Development Accounts (IDAs) opened per year	• 25 Individual Development Accounts opened

*Outcomes may not reflect full year of service. See the start date when comparing outcomes to targets.
Data are current as of November 2008, unless otherwise noted.
**CEO provided the CUNY Prep program with stable funding starting January 2007. Actual Outcomes represent average performance over time.

WORKING POOR

The Challenge:

In New York City, approximately 350,000 individuals are working yet remain in poverty.[6] The proportion of working poor has dramatically increased in recent years from 38 percent of all families living in poverty in 1999 to 47 percent in 2007.[7]

CEO Solutions:

CEO offers a wide range of programs for low-income workers. The initiatives involve multiple City agencies and in many cases represent the forefront of workforce development strategies. The programs:

*   Expand access to job placement and training services

*   Increase career advancement and retention opportunities

*   Expand and increase the take up of work supports

*   Protect low-income workers from exploitative financial practices

Job Placement

*   **Community Based Organization (CBO) Outreach** places residents of high-poverty communities into jobs by networking with CBOs to refer their clients to the City's Workforce1 Career Centers.

*   **Employment Works** helps individuals on probation obtain and retain jobs, build skills and receive educational training.

*   **City Hiring Initiative** helps cash assistance recipients obtain eligible, entry-level City agency and contracted positions. This project has had limited benefits because of diminished City hiring and agency staff have focused efforts on the Employer Outreach project described below.

*   **Employer Outreach Initiative** works with employers to place cash assistance recipients.

Job Training, Retention and Advancement

*   **Business Solutions Training Funds** provide grants to businesses to support customized training to retain and promote their employees.

*   **Career Advancement Program** provides individualized support to help workers improve their skills, get screened for work supports, and seek opportunities for advancement and higher earnings.

*   **Nursing Career Ladders: Licensed Practical Nurse Program** offers an accelerated program to train and certify students as LPNs in less than a year; graduates are placed in Health and Hospitals Corporation (HHC) positions earning over $40,000/year.

*   **Nursing Career Ladders: Registered Nurse Program** is a subsidized four year program leading to a Bachelor of Science in Nursing (BSN) degree.

*   **Retention and Advancement Center** aims to provide employers with support to retain and promote their workers.

*   **Sector–Focused Career Center** creates job placement and training centers focused on specific economic sectors in NYC.

Workforce1 Career Center client in her new workplace.

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[6] U.S. Bureau of the Census, American Community Survey, 2006.

[7] U.S. Bureau of the Census, 2000 Census, and U.S. Bureau of the Census, American Community Survey, 2007.

- **Food Handlers Training** certifies Rikers inmates as food handlers, providing them with a tangible employment asset for re-entry.

- **Opportunity NYC** provides incentives for job training and sustained employment participation. See the section on Opportunity NYC for a detailed description.

Access to Public Resources/Protecting Low-Wage Workers

- **ACCESS NYC Outreach and Marketing** connects low-income New Yorkers to human services benefits through the promotion and use of an on-line screening tool.

- **Earned Income Tax Credit (EITC) Campaign** distributes completed tax forms to EITC- eligible households that have not filed for the Credit, based on an examination of prior year tax records.

- **E311** promotes awareness of human services information available through 311, with a focus on limited English proficient New Yorkers. The project sponsors public advertising campaigns and community outreach.

- **Living Wage** increases oversight authority of the Mayor's Office of Contract Services to ensure the enforcement of living wage laws applicable to City Contracts.

- **Security Contracts Initiative** aims to consolidate City agencies' many security contracts into a single contract that would better ensure that security guards are paid and trained appropriately.

- **NYC Training Guide** is a web-based directory that matches job seekers to available training programs, including participant ratings and completion rates to assist in making the best selection.

- **The Office of Financial Empowerment** promotes asset building, financial education, and protection from predatory practices for low-income New Yorkers.

- **Language Access** provides City agencies with technical assistance to better serve limited English proficient New Yorkers. In July, this work contributed to an Executive Order requiring all City agencies to translate services into the City's six predominant languages.

- **Food Stamp Employment and Training** initiative aims to draw down Federal matching funds for employment training services for Food Stamp recipients. Several City agencies are collaborating to establish an effective process to access the Federal funds.

Innovation: Demand-Driven Programs

Much of the City's workforce programming is funded by the Federal Workforce Investment Act (WIA), a crucial funding source but restricted in the activities it funds. The flexibility of CEO funds has allowed the City's Department of Small Business Services to pursue innovative ideas. For example, the agency enhanced its WIA funded program that provides occupational training grants to businesses to include job readiness training, English as a second language, basic literacy and numeracy courses. These additional options, added funds, and a streamlined application process have attracted a record number of businesses and many funded projects now include both an occupational and "soft skill" component. The State recently funded an expansion of this program.

PROFILE: NURSING CAREER LADDER: LPN PROGRAM

An accelerated Licensed Practical Nursing (LPN) program places low-income participants on the pathway to a sustainable career.

Vanessa McAlmon, on right, with classmates.

> *The thing that makes me most proud is the fact that my daughter can now say, 'My mom is a nurse.'*
>
> -Vanessa McAlmon

After graduating from high school, Vanessa McAlmon worked as a medical assistant, but she dreamed of becoming a nurse. "My Mom, who was my only parent, passed away of cancer when I was 15," Vanessa says. "The nurses helped facilitate a therapeutic environment for me and my Mom to say goodbye to each other. I've always wanted to do for other people what those nurses did for me and my Mom."

After four years of working as a medical assistant, Vanessa began looking for ways to transition to nursing. She struggled to support herself and her daughter as a medical assistant (MA). "MA jobs pay $10, maybe $11 an hour," she says, "with no benefits. It's not a job you can get by on." Unfortunately, although there's a nursing shortage throughout New York City and the U.S., there's also a shortage of nursing school seats – even for academically qualified applicants. Vanessa, who maintained a 3.65 GPA at LaGuardia Community College in their pre-nursing program, applied to every licensed nursing program in the City and was turned down. "I was heartbroken," she says. "I wanted to be a nurse so bad I could taste it, but I had applied to every nursing program I'd heard of, and there were none left to apply to."

It was around this time that Vanessa spotted a tattered CEO LPN Program flyer at school, but the contact information was hard to make out. "I was not going to let anything get in the way of me and this program!" Vanessa says, laughing as she recounts what she did next. "I took the flyer off the wall and held it up to the light coming from the window—and once I did I could make out a phone number. I called the number right there, with the flyer still in my hand."

After several months in the program, Vanessa's grandmother (who served as Vanessa's caretaker after her mother died) suffered a major stroke and slipped into a coma. Vanessa credits the support she received from her friends and instructors with helping her finish the program, describing classmates who would travel to the hospital with her homework, and instructors who arranged that she receive course credit for the care she provided to her grandma. Although it was a time of great sadness, Vanessa also describes it as one of the most fulfilling experiences of her life. "Everything we were learning in the classroom, I was able to do for my grandma," she says. "I became a nurse so I could help people, and I was able to help the person I owed the most before she died."

Today, at 26, Vanessa has a new job as an LPN with the Health and Hospitals Corporation. She speaks passionately about the LPN program's importance in her own life, and the lives of her fellow students: "This program offers you a second chance," she says. "Some people who finished this program…I don't know what they would have done [otherwise]. This is their phoenix."

As for herself, Vanessa guesses that if it weren't for CEO's program, she would have had to work two MA jobs at once. "I would be miserable, just making ends meet, and never being able to see my daughter," she says. Instead, Vanessa celebrated her achievement this spring with her family. "It's an amazing feeling, knowing I've done it," she says, tears shining through her eyes. "Words can't express how much contentment this has brought me." She smiles as she adds, "The thing that makes me most proud is the fact that my daughter can now say, 'My mom is a nurse.' "

Accomplishments:

Implementation of the Department of Small Business Services' CEO initiatives fulfilled its vision for a comprehensive workforce development system that meets the range of needs of employers and job seekers. The initiatives enhance the City's Career Center services from job placement to advancement, and position the Centers as a vital resource for both experienced workers and those with limited work history. For example, the CBO Outreach project reaches deep into the CEO targeted high-poverty neighborhoods to recruit unemployed residents who would not otherwise have known about the job opportunities available through the Career Centers. Employers too are better served through qualified placement referrals and an expanded range of training opportunities for new and incumbent workers. The Sector Centers and Business Solutions Training Funds are already being expanded in response to the City's economic downturn and rising unemployment.

The following table provides specific performance targets and accomplishments for each of the CEO working poor programs.

PERFORMANCE SUMMARY FOR CEO WORKING POOR PROGRAMS					
PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
AccessNYC Outreach	09/2007	Citywide	-	• Through trainings, encourage individuals who serve the working poor to think about benefits screening holistically, centered on addressing personal or client needs • Increase usage of the ACCESS NYC web-based screening tool • Support the central goal of ACCESS NYC—promoting financial stability for NYC residents by providing better access to benefit programs	• 370 trainings were conducted, reaching 8,000 people to date Anecdotal evidence suggests that as a result of their efforts, multiple organizations have integrated ACCESS NYC into their service delivery models • Over 3,100 clients were screened through the three counselor models • 545 Access NYC terminals were given to city agencies and CBO's. It is not possible to know how many clients have used the terminals benefits • The materials and marketing campaign established a recognizable ACCESS NYC brand across the City. Use of the site increased during the campaign, but it is not clear whether this was part of due to the campaign or a general pattern of increased usage
Business Solutions Training Funds	07/2007	750 trained Year 1, FY08	Est. 1,270 trained Year 1, FY08	• 90% of current workers receive a wage gain	• First verified outcomes expected in 2009
Career Advancement Program	07/2007	Year 1: 200 (target is for outcomes only) Year 2, FY09: 1,810	Year 1, FY08: 213 Year 2, FY09: 483 served (to date)	Year 1: • 200 people receive income upgrade Year 2 (new sites opened): • 1,065 individuals receive upgrade • 267 receiving work supports • 805 Upgrades/promotions	Year 1: • 213 people received income upgrade Year 2 (as of 10/31/08): • 116 individuals received one or more upgrade • 14 are receiving work supports • 90 upgrades/ promotions

INNOVATIVE PROGRAMS

PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
Community Based Organization Outreach	07/2007	N/A	Year 1, FY08: 4,863 referrals Year 2 FY09: 2,301 referrals	Year 1, FY08: • 1,800 job placements Year 2, FY09: • 2,880 job placements	Year 1, FY08: • 2,090 job placements Year 2, FY09: • 941 job placements
E311 Marketing Campaign	09/2007	City wide	-	The primary objectives of 311 Language Access Initiative were to inform LEP New Yorkers: • Of the social service referrals available through 311 • That 311 is available in over 170 languages • That 311 calls are anonymous and do not require providing information regarding immigration status	• Data from DOITT and 311 does reflect an increase in calls to 311 following the launch of the marketing campaign • However, given the manner in which calls to 311 are accounted for, there is no way to prove a positive correlation between the marketing campaign and non-English calls to 311
Employer Outreach Initiative	03/2008	910 clients referred to job interviews	276 clients referred to job interviews	• 345 job placements	• 147 job placements
Employment Works	08/2008	3,360 enrolled over 22 months	529 enrolled (first two months)	• 1100 job placements over 22 months • 770 of the placements will have wage of $9/hr or more • 715 placed will have retention of at least six months	• 24 job placements (as of 10/31/08)
Food Stamp Employment & Training	08/2008	-	-	• City will draw down as much as $150,000 additional FSET funds in Year 1	-
Language Access	02/2007	-	-	• Ensure essential public documents are translated • Ensure interpretation services are available for the top six languages	• Mayor Signed Executive Order 120 in July 2008 requiring every City agency to provide language assistance in the top six languages spoken by New Yorkers
Nursing Career Ladders: Licensed Practical Nurse (LPN)	09/2007	40	39 Cohort 1 40 Cohort 2	• 40 graduates • 40 job placements • Income Increase: CEO participants must earn no more than 130% of FPL at program start HHC job will pay each LPN $40,300	• 39 graduates from Cohort 1 • 19 passed LPN exam to date and are in jobs • 15 additional graduates employed at a Health & Hospital Corporation facility while waiting to take test and/ or receive results
Nursing Career Ladders: Registered Nurse (RN)	09/2007	60	85	• 60 graduates • 60 job placements • Income increase: CEO participants must earn no more than 130% Federal Poverty Level (FPL) at program start. HHC jobs will pay each $61,528 per year	• First outcomes expected 2011

PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
NYC Training Guide	02/2008	120,000 visitors FY09	69,171 visitors from July to Oct. 31	• Create searchable on-line training Directory • 150 report cards on training courses • 1,600 "Zagat"-style student reviews of training courses	• Online directory created and launched • 70 courses with report cards • 437 student reviews
Office of Financial Empowerment	12/2006	-	2,500 +	• Implement an ambitious policy and research agenda and initiate pilot projects that improve the economic well-being/financial empowerment of low-income New Yorkers • Pilots include: Tax Prep Plus, $ave NYC, Opportunity NYC accounts and the Financial Empowerment Center	• Opened Financial Empowerment Center • Developed local Financial Education Network with 132 participating partners • Established a coalition of city governments, Cities for Financial Empowerment, focused on financial security • Authored Neighborhood Financial Services Survey that provides a nuanced picture of the financial status and decision-making of Jamaica and Melrose residents. The study is a model for a national survey with the Cities for Financial Empowerment • Collaborated with financial institutions to pilot safe and affordable products/services, including structured banking programs, such as the Opportunity NYC Basic Account and $aveNYC Club Account • Contributed to the City's EITC campaign, worked with DCA on national policy issues, and investigated predatory lending practices
Sector-Focused Career Center	07/2008	N/A	1333 enrolled from launch to 10/31/08	• 880 placements or promotions in year one • 75% placements at $10/hour or above	• 210 placements and promotions • 79% placements at $10/hour or above
Security Contract	Fall-2008	-	-	• Consolidate security contract for City agencies	• Concept paper released 11/08

*Outcomes may not reflect full year of service. See the start date when comparing outcomes to targets.
 Data are current as of November 2008, unless otherwise noted.

INNOVATIVE PROGRAMS

FAMILIES AND YOUNG CHILDREN

The Challenge:

Nearly four out of every ten children nationwide live in poor households, according to the official poverty measure. Since 2000 the percentage of children in poverty has increased by 15 percent and by 24 percent for children under the age of six. Of these young children, just over half live in households where at least one adult works full-time.[8] The CEO poverty measure estimates that New York City is home to 223,118 young children in poverty, similar to the 213,574 children counted under the official measure.[9] Child poverty rates in New York City are the highest in the Bronx and Brooklyn, at 38 percent and 34 percent, as measured by CEO.[10] Although poverty alone does not place children's development at risk, children living in poverty are more susceptible to risk factors that can jeopardize their well-being and life outcomes.

Teen ACTION participants from the Children's Aid Society Manhattan Center Program help prepare an area for planting.

CEO Solutions:

Many of the programs included under young adults and the working poor also benefit young children, as enhancing the earning capacity of parents is a direct strategy to support children who are age six

and below. This section includes additional programs intended to mitigate the impacts of poverty on children. Several programs increase child care and early childhood educational options for poor children. Other programs offer parenting support to young first time mothers and non-custodial parents. And several initiatives promote family health by expanding access to healthy foods in low-income communities.

- **Child Care Tax Credit** is a new local tax credit for child care expenses for low-income New Yorkers. New York is one of only two cities to offer such a credit and in its first year, more than 50,000 households received the credit.

- **Nurse- Family Partnership** is a nationally acclaimed home-visitation program for low-income first time mothers with significant positive outcomes for mothers and their children. City funds support an expansion of the program in New York City.

- **Non-Custodial Parents (NCP) Initiatives** include several programs to increase NCPs' workforce particiption, adjust and increase compliance with child support payments, and encourage parental involvement.

- **Opportunity NYC** provides incentives for healthcare and education.

- **Food Policy** initiatives promote access to healthy food and increase utilization of food support programs such as free school meals.

- **Healthy Bodegas** expands retail access to healthy foods in targeted low-income communities, including campaigns to promote low-fat milk and fresh fruits and vegetables.

- **Early Childhood Policy and Planning** is an interagency initiative to increase the effectiveness of services for young children, including coordinating the expansion of the City's Universal Pre-K programs.

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[8] Estimates by Ayana Douglas-Hall and Michelle Chau based on the U.S. Current Population Survey, Annual Social and Economic Supplement, March 2007. See The National Center for Children in Poverty. *Most Low-Income Parents are Employed*. By Ayana Douglas-Hall and Michelle Chau. (New York, N.Y.: Columbia University, November 2007).

[9] New York City Sample of the 2006 American Community Survey. See U.S. Bureau of the Census, American Community Survey 2006. CEO tabulations based on the CEO poverty measure formula and the Federal poverty measure.

[10] New York City Sample of the 2006 American Community Survey. See U.S. Bureau of the Census, American Community Survey 2006. CEO tabulations based on the CEO poverty measure.

PROFILE: CHILD CARE TAX CREDIT

A new city tax credit provides relief for working families with children in childcare.

> " *I'm not a person who doesn't understand money. I work hard—I worked very hard for 17 years. And now, my family, we're not desperate and we're not looking for a hand out, we just need assistance while we're making our own way. I'm glad this program is available even to people like me, with savings.* "
>
> - Rouchelle Glover

Rouchelle Glover, a 35-year old mother of three and a lifelong resident of the Bronx, has worked in book publishing since she began her professional career. After obtaining an Associate Degree in Business Management at Adelphi University, she spent 17 years working in contracts management at a well-known New York publishing house—but was laid off during a massive department cut in the fall of 2007.

Rouchelle used one of the City's VITA sites earlier this year, where she had her taxes prepared free of charge. With three children, and recently separated from a husband who does not offer much financial assistance, she knew that she was facing some tough times. So when she learned that she would be eligible for New York City's new Child Care Tax Credit, which started showing up on 1040s this year, it was a relief. "I was like, wait a minute!" she recalls, thinking back to when she was having her taxes prepared. "Wait just a minute! There's a credit I'm eligible for that I haven't heard of before."

The new City credit, signed into law in August of 2007, is available to low-income working parents with children under the age of four to assist with the cost of child care expenses. The credit is available to New York City parents with an adjusted gross income of $30,000 or less. Rouchelle says the credit enabled her to totally write off the costs of child care for her two year-old, Shelby, during the part of tax year 2007 that she was working (when added to the national and state child care tax credits that she is also eligible for).

Rouchelle is cautiously optimistic that she will land a new job within the next year, but in the meantime she is doing everything she can to protect her savings for as long as possible. "I've always saved, so that's what we're using now, and I filed for the tax credits to add to my savings," she says. "It's hard in this economy — it's very hard. My old job had great benefits—and now I have to pay out-of-pocket for all our medical expenses. So I would say that the Child Care Tax Credit was helpful," she says. "Very helpful. It all adds up."

Asked to describe what she is up to now, Rouchelle says "I put all my tax rebates into our savings. They went into my existing savings account, which we're drawing on now to help out with necessities like rent and food." Rouchelle, who is also baby-sitting in addition to using her savings to pay for daily expenses, says that programs like the Child Care Tax Credit are very important to keeping families like hers afloat, especially in this economy: "I'm not a person who doesn't understand money," she says. "I work hard—I worked very hard for 17 years. And now, my family, we're not desperate and we're not looking for a hand out, we just need assistance while we're making our own way." She adds, "I'm glad this program is available even to people like me, with savings."

INNOVATIVE PROGRAMS

Accomplishments:

This spring, families had their first opportunity to file for the Child Care Tax Credit. Filings surpassed expectations and more than 50,000 households received credits totaling over $30 million.[11] The Tax Credit was expected to serve 49,000 households based on the number of households applying for similar Federal and State credits. The actual value of the credits was lower than projected, $30 million compared to $42 million. This difference could be due to either relatively higher income[12] families claiming the credit and thus being entitled to lower amounts or simply that in the first year families did not know about the credit and spent less on child care or failed to properly document their expenses.

The following table lists the performance targets and accomplishments for each of the CEO family initiatives.

PERFORMANCE SUMMARY FOR CEO YOUNG CHILDREN/FAMILY PROGRAMS

PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
Child Care Tax Credit	07/2007	49,000	50,631	• Provide up to an estimated $42 million in tax credits for families	• $30.7 million in credits claimed in 2008
Food Policy: Healthy Bodegas	08/2007	1,000 bodegas for milk campaign 516 bodegas for fruit and vegetable campaign	1,002 bodegas for milk campaign 520 bodegas for fruit and vegetable campaign	Moooove to 1% Milk Campaign • 1,000 bodegas will work with DOHMH staff to improve access to 1% milk Fruits & Vegetable Campaign: • 516 bodegas will participate in fruit/vegetable campaign and make one or more improvement at the store related to providing fruits and vegetables	Moooove to 1% Milk Campaign: • Bodega owners showed greater knowledge of the health benefits of switching to 1% milk. At follow-up, bodega managers were more likely to say that lowfat milk is the healthiest compared with other milk types (Increase from 52% at baseline to 80% at follow-up) • 70% of bodega owners reported increased demand for 1% milk at follow-up • 21% of bodegas that previously sold no low-fat milk had begun selling it at follow-up Fruits & Vegetable Campaign: • Fruit and Vegetable campaign still on-going: outcomes expected 1/09
Non-Custodial Parents: Child Support Adjustment Credit Program	Fall-2008	1,000	-	• 1,250 NCPs sign waiver to participate • 1,000 get a job • 100 complete parenting class • 100 complete vocational training	-
Non-Custodial Parents: DSS Default Initiative	04/2007	-	122	• 17 stipulations signed	• 11 stipulations signed

[11] Office of Tax Policy Analysis. *New York City Child Dependent Care Credit Summary, Tax Year 2007*. (New York: NYS Department of Taxation and Finance, November 2008).

[12] The credit is available to families with incomes up to $30,000.

PROGRAM NAME	START DATE	TARGET NUMBER SERVED	ACTUAL NUMBER SERVED	TARGET OUTCOMES	ACTUAL OUTCOMES*
Non-Custodial Parents: Family Court Outreach	12/2007	1,155	744	• 751 NCPs paying child support 3 months after contact	• 173 NCPs are paying child support 3 months later
Non-Custodial Parents: On Public Assistance	11/2007	-	1,301	• 840 order amounts modified	• 68 orders modified
Non-Custodial Parents: Parenting Vouchers	03/2008	292 NCPs attend class	-	• 194 NCPs finish the class	-
Non-Custodial Parents: Rikers Island Re-entry	06/2007	-	74	• NCPs make regular child support payments post-release and modify child support orders	-
Non-Custodial Parents: STEP-Expanded Community Services	01/2008	-	22	-	1 ordered into community service
Nurse Family Partnership	07/2003	3,420	2,840	• 7.6% or less premature births • 5% or less low-weight births • Decrease maternal smoking by -20% relative change • 75% of new mothers will breastfeed infant • 90% of infants will be current with all recommended immunizations • Reduce number of emergency department visit for children • Decrease child neurological impairments and language delays • 25% or less subsequent pregnancies • Increase labor force participation among mothers in welfare	As of 9/30/08: • 11.9% of births were premature • 12.1% of births were low-birth weight • -38% relative change in maternal smoking during pregnancy • 89% of new mothers breastfeed their infant • 92.5% of infants assessed as being current with immunizations • 19% have subsequent pregnancy by 24 months postpartum • 16.3% increase in workforce participation rate of mothers over age 18
Opportunity NYC: Family Rewards	09/2007	2,400 families	2,400 families	• Increase education, health and workforce outcomes of participating households to the end of increasing their human capital and breaking the cycle of poverty	• More than $6.6 million paid to participating families for completing program activities. Impact results pending
Opportunity NYC: Spark	08/2007	59 schools served in Year 1	59 schools served in Year 1	• Increase academic achievement through student incentives	• Over $1.2 million paid to students in the first year. Impact results pending
Opportunity NYC: Work Rewards	5/2008	2,400 participants	Approx. 2,200 participants currently enrolled	• Increase employment outcomes of Section 8 recipients	• Enrollment was completed in December 2008. To date, participants have received approximately $200,000 in incentive payments

*Outcomes may not reflect full year of service. See the start date when comparing outcomes to targets.
Data are current as of November 2008, unless otherwise noted.

INNOVATIVE PROGRAMS

Opportunity NYC: Family Rewards Participant

Monitoring
and Evaluation

MEASURING PROGRAM PERFORMANCE

CEO is committed to measuring what works and holding programs accountable for participant outcomes. This is accomplished through active monitoring and management by City agencies, a CEO monitoring and evaluation team, and independent, external evaluation firms.

City agencies have developed monitoring practices that involve site visits, program reporting, and provider meetings. Some agencies have brought particular expertise or resources to these tasks. For example, the City University of New York (CUNY) used its internal research unit to conduct a comprehensive student survey of CUNY ASAP students after their first semester. The Department of Youth and Community Development (DYCD) developed an online reporting system that tracks individual and program level data. And the Department of Small Business Services (SBS) uses a survey firm to document participant wage gains.

Much of the data presented in the program chapter are drawn from agency and CEO monitoring and reporting. These data are used for day-to-day program management and to guide program improvements, such as targeting technical assistance resources to struggling programs and identifying best practices. Many agencies are attentive to data and are well-accustomed to using data to manage their programs. For some, their engagement with CEO has required them to develop new reporting and management practices. Some program outcomes are readily measured, such as job placements or educational credentials, and CEO and agencies closely monitor these results. Other outcomes are more challenging to measure and require additional data collection that is being conducted by external evaluators.

CEO staff plays an active role in the development, implementation, and evaluation of CEO initiatives. This effort is led by the Director of Program Development and Evaluation, Kristin Morse. As more programs are underway, the staff role has shifted away from planning and procurement to troubleshooting implementation challenges, performance monitoring and evaluation. CEO meets regularly with City agencies, conducts site visits, collects monthly and quarterly reports, and supports the external evaluations.

This year CEO collaborated with the City's Department of Information Technology and Telecommunications (DoITT) to develop an internal performance data system. As part of this effort, CEO developed common measures and goals to facilitate comparisons across programs. For example, major goals are to increase education and employment and common measures include number of degrees or jobs attained.

PROGRAM MONITORING SUMMARY			
Task	**Description**	**Criteria/Comments**	**Responsible Party**
Reporting	Monthly and quarterly reports collected for each CEO initiative	All programs provide monthly narrative and selected data; quarterly report includes more robust quantitative data	CEO/Agencies
Targets	Enrollment and outcome targets developed for each initiative	Progress towards targets measured by quarterly reports and evaluations	CEO/Agencies
Agency specific monitoring/admin	Varies by agency/ program	Includes additional reporting, site visits, provider meetings, technical assistance, contract management, etc.	Agencies

EVALUATION

Each CEO program has a unique evaluation strategy that reflects the availability of extant data, implementation status, the timing of expected program outcomes, and general knowledge of a particular intervention. These evaluations inform program and budget decision-making, and contribute to public policy and program development in the human service field more generally. Some programs require limited work from the external evaluators. For example, tax records enable CEO to assess the impact of the EITC mailing, without involving evaluators in additional data collection. Proven strategies such as the Nurse Family Partnership (NFP)[1] also do not require additional evaluation beyond ensuring that the program is implemented according to the high standards of the national NFP program. Other CEO programs, such as the Teen ACTION service learning program or the NYC Justice Corps are emerging ideas and evaluators are conducting rigorous studies. This differentiated approach also helps CEO to best allocate its finite evaluation resources.

CEO is working with several external research organizations including MDRC, Westat, Metis Associates and Harvard's Education Innovation Laboratory.

- **MDRC** is a nonprofit, nonpartisan education and social policy research organization that is dedicated to learning what works to improve programs and policies that affect the poor.

- **Westat** is an employee-owned research firm known for the quality of its professional staff in a broad range of research areas, including statistical design, survey research, and program evaluation.

- **Metis Associates** is a national social services research and evaluation consulting organization that has worked extensively with City agencies, including the Department of Education, the Administration for Children's Services, the Department of Health and Mental Hygiene, and the Economic Development Corporation.

CUNY Prep students.

- The **Education Innovation Laboratory at Harvard University**, led by Roland Fryer, applies a research and development model to education reform.

The gold standard of evaluation is a random assignment study[2] and several CEO programs are already being evaluated using this method. These programs include Opportunity NYC,[3] NYC Justice Corps, and the CUNY Performance Based Scholarship program. Because random assignment requires significant time and resources it is only appropriate for select innovative strategies that show real promise. Another limiting factor is that programs must have a waiting list or the potential to recruit sufficient numbers to serve as the control group and most CEO programs have not yet generated this excess demand.[4] CEO and its evaluators are developing additional rigorous studies in the coming year based on lessons learned. A small advisory group of evaluation experts periodically reviews CEO's evaluation planning and progress.

Westat and Metis Associates are evaluating many program initiatives on behalf of CEO. Their primary task to date has been to conduct *program reviews* of high priority programs.

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[1] See David L. Olds, et al. "Effects of Home Visits by Paraprofessionals and by Nurses: Age 4 Follow-Up Results of a Randomized Trial." Pediatrics 114, no. 6 (2004): 1560-1568.

[2] In a random assignment evaluation potential participants are randomly assigned to either a program or control group. The impacts of the program are the difference between what happens to the program participants versus the control group. So that, for example, a job placement program could assess its impact taking into account the number of people who would likely have found employment without the program.

[3] See the chapter on Opportunity NYC for additional evaluation information.

[4] Documented in the Westat/Metis program reviews for 16 CEO programs.

- Program reviews document implementation status, objectives, and progress to date.

- Priority was based on new CEO initiatives, operational for at least four months at the time of review.

- 16 program reviews have been completed. These 16 programs represent the majority of direct service programs that were in operation for all or most of 2008.

- The program reviews are early implementation studies and inform program improvements. Implementation questions addressed by the program reviews include whether the program is being implemented according to its theoretical model, whether the program is serving the intended population, and whether the program is on track to meet its performance targets.

- Program review reports include a short summary and a full descriptive study. (Reports are available on CEO's website).

LPN student at "Capping" ceremony, marking the halfway point in the program.

The following table summarizes program review findings related to implementation milestones.

According to the reviews most projects are being implemented with fidelity to the prescribed program model, are serving the intended target population, and are on-track to meet performance targets.[5] CEO programs that did not receive a program review are being monitored and evaluated using other mechanisms, for example job placement data is tracked for the Employer Outreach Initiative and an internal program review was conducted for the Healthy Bodegas initiative.

Westat and Metis also provided technical assistance and conducted several in-depth implementation and outcome studies:

- **Teen ACTION participant survey**
  Previous evaluations of service learning programs indicate that they have the capacity to result in short-term changes in risky behavior.[6] Westat and Metis developed a pilot survey asking participants about changes in behavior and program satisfaction. This survey was fielded at 15 program sites in spring 2008. The survey results indicate improvements in school performance; increased awareness of sexual health; and increased interest in community and civic involvement (the pilot survey report is available on the CEO website). In the coming year, evaluators will implement a revised survey to over 3,000 students in program and comparison groups.

- **SBS Career Advancement Program (CAP) non-enrollee survey**
  CAP is based on a MDRC model for work advancement services.[7] Both the SBS and MDRC programs have had low take up rates and SBS was interested in better understanding how it could increase program participation. Westat conducted a phone survey of eligible program candidates that did not enroll in program. The survey was administered to a small sample but resulted in useful information on how the program could improve its message and intake procedures to encourage participation. The survey also confirmed the challenge of working with this population, who identified employment and family responsibilities as major barriers to devoting time to career advancement.

5   Based on Westat/Metis evaluations of 16 programs, representing the majority of CEO direct service programs that were operational during FY08.
6   Joseph Allen, et al. "Preventing Teen Pregnancy and Academic Failure: Experimental Evaluation of a Developmentally Based Approach." Child Development 68, No. 4 (1997): 729-742.
7   See Jacqueline Anderson, et al. "A New Approach to Low-Wage Workers and Employers: Launching the Work Advancement and Support Center Demonstration." (New York, N.Y.: MDRC, 2006).

	IMPLEMENTATION MILESTONES ATTAINED BASED ON WESTAT/METIS PROGRAM REVIEWS					
Program Name	Implemented according to model	On track to achieve participation targets	Targets established for outcomes	Effective agency management and oversight	Data reporting systems in place	Potential for replicability
ACCESS NYC	√	√	*	√	√	
Business Solutions Training Funds	√		√	√	*	*
Career Advancement Program (CAP)	√	√	√	√	√	√
Community Based Organization Outreach	√	√	√	√	√	√
CUNY ASAP	√	√	√	√	*	√
CUNY Prep	√	√	√	√	√	√
LIFE Transition Program	√	√	√	√	*	√
Model Education: Getting Out & Staying Out	√	*	√	√	√	
Model Education: CUNY Catch		√	√	√	√	
Model Education: Supportive Basic Skills Program			√	√		
Nursing Career Ladders: Licensed Practical Nurse	√	√	√	√	*	√
Office of Financial Empowerment	√	NA	NA	√	√	√
Educational Expansion on Rikers Island	√	√	√	√	√	
School Based Health Clinics	√	*	√	√		√
Teen ACTION	√	√	√	√	√	√
Young Adult Internship Program	√	√	√	√	√	√

* Milestone achieved after program review completed.

NEXT STEPS

In the coming year as many programs reach maturity, CEO and its evaluators will focus on outcomes and broader themes. Major studies already underway include the Teen ACTION survey, the NYC Justice Corps random assignment evaluation, and Opportunity NYC. These evaluations should have some preliminary results available by the end of 2009. Additional in-depth program evaluations will be planned in the coming months. If resources permit, CEO may develop new initiatives based on lessons learned that include robust evaluation plans.

A Teen ACTION Participant at Isabella Geriatric Center works on a mural with one of the residents.

CEO and its evaluators are also developing evaluation strategies that measure findings across similar programs or for those serving specific populations. Such groupings could be based on education, economic security, disconnected youth, and CEO's role as an agent for organizational change. These studies would answer specific research questions, such as, what are the most effective strategies to engage disconnected youth? Or which approaches work best for particular sub-groups of disconnected youth? These broad scope analyses are expected to be of interest to a significant public audience and would complement the more in-depth program assessments.

For programs in the implementation phase, CEO and City agencies will systematically document program status and implementation. Internal "program reviews" and performance monitoring will preserve evaluation resources for more sophisticated products and ensure that evaluators focus on collecting new information. CEO is also leveraging the expertise and efficiency of having City agencies conduct additional data collection where feasible and appropriate. For example, CEO is funding additional research staff within CUNY Institutional Research to support the evaluation of CUNY ASAP. Much of the data required to assess this program is CUNY administrative data and this plan ensures that CEO receives the information that it needs.

The following table summarizes the current evaluation status for each CEO program. Additional evaluation plans will be developed in the coming year.

EVALUATION STATUS OF CEO PROGRAMS		
EVALUATION CATEGORY	**AGENCIES**	**EVALUATION STATUS***
Rigorous Evaluation High priority program models and those with limited administrative data		
Opportunity NYC: Family Rewards	CEO/Seedco	• MDRC random assignment evaluation
Opportunity NYC: Work Rewards	CEO/Seedco HPD/NY CHA	• MDRC random assignment evaluation
Opportunity NYC: Spark	CEO/DOE	• Education Innovation Laboratory at Harvard University
NYC Justice Corps	CUNY/DOC	• Westat/Metis random assignment evaluation
Teen ACTION	DYCD	• Program review completed • Preliminary results of the pilot participant survey for short-term outcomes completed • Ambitious year 2 survey with comparison groups to be fielded in spring 2009
CUNY Performance Based Scholarship Demonstration	CUNY	• MDRC random assignment evaluation
Substantive Evaluation Underway Priority programs that were implemented in 2007/early 2008		
CUNY ASAP	CUNY	• Program review completed • Results of the student surveys for Year 1 completed • Year 2 survey to be implemented in December 2008 and spring 2009 • Robust internal monitoring and evaluation planned
Career Advancement Program (CAP)	SBS	• Program review completed • Completed non-enrollee survey • Ongoing monitoring with a focus on quality implementation of new sites
Community Based Organization Outreach	SBS	• Program review completed
Educational Expansion on Rikers Island	DOC/DOE	• Program review completed
LIFE Transitions Program	DJJ	• Program review completed • Provided technical assistance on data collection (participant survey) • Ongoing analysis of participant surveys
ACCESS NYC	DMHHS/ DoITT	• Program review completed
Young Adult Internship Program	DYCD	• Program review completed • Developing further evaluation plans
Nursing Career Ladders: Licensed Practical Nurse	HHC/DOE	• Program review completed
Business Solutions Training Funds	SBS	• Program review completed
CUNY Prep	CUNY	• Program review completed
Office of Financial Empowerment	DCA	• Program review completed • Further evaluation planned
Model Education: Getting Out & Staying Out	DOC	• Program review completed
Model Education: CUNY Catch	DOC	• Program review completed
Model Education: Friends of Island Academy	DOC	• Program review completed
School Based Health Clinics	DOHMH	• Program review completed

EVALUATION CATEGORY	AGENCIES	EVALUATION STATUS*
Youth Financial Empowerment	ACS	• Metis evaluation through contract with the Administration of Children Services
Office of Multiple Pathways to Graduation	DOE	• Metis evaluation through Department of Education contract
Food Policy	DMHHS	• Modest CEO investment • Internal program review completed
Healthy Bodegas	DOHMH	• Modest CEO investment • Internal program review completed; strong agency data/evaluation capacity
Limited Evaluation Planned Programs to be evaluated using administrative data and/or those with limited CEO resources		
Non-Custodial Parents	HRA	• Modest CEO investment in multiple small programs • Active program monitoring
Early Childhood Policy and Planning	DMHHS (ACS/DOE)	• Modest CEO investment • Ongoing monitoring
Language Access	MOIA	• Modest CEO investment • Ongoing monitoring
E311	DMHHS	• Modest CEO investment • CEO is conducting an internal review
Living Wage	MOCS	• No CEO funds • Annual updates from the Mayor's Office of Contracts
Security Contracts	MOCS	• No CEO funds • Annual updates from the Mayor's Office of Contracts
EITC	DOF	• No CEO funds • Annual updates from the NYC Department of Finance
Child Care Tax Credit	OMB/DOF	• Annual assessment based on tax data
Employer Outreach Initiative/City Hiring Initiative	HRA	• Evolving program design • Ongoing monitoring
Not Ready for Evaluation		
Employment Works	SBS	• Program launched August 2008 • Agency actively monitoring implementation process and tracking employment outcomes
NYC Training Guide	SBS	• Monitoring with strong administrative data • Evaluation plan to be revisited early 2009
Food Stamp Employment and Training	SBS	• No funds drawn down yet • Likely to assess by monitoring number served/funding secured
Nursing Career Ladders: Registered Nurse	HHC/DOE	• Some students in pre-clinical phase; clinical starts 09 • Evaluation plan to be determined
Sector-Focused Career Center	SBS	• Program launched summer 2008 • Evaluation plan to be determined
MillionTrees Training Program	Parks	• Program launched October 2008 • Limited CEO investment (mostly privately funded) • Evaluation plan to be determined
Model Young Adult Literacy Program	DYCD/ Libraries	• Programs recently started • Monitoring attendance and reading gains • Evaluation plan to be determined
CUNY Young Adult Employment	CUNY	• New programs at three campuses • Evaluation plan to be determined
Food Handlers Training	DOC	• New program • Evaluation plan to be determined
Retention and Advancement Center	SBS	• Program to start Spring of 2009
Evaluation Completed		
Nurse Family Partnership	DOHMH	• Established national model based on random assignment and other evaluations • NYC program reports data to national program; DOHMH provides oversight • CEO collects quarterly data

*Note: Information in this chart is current as of December 2008.

CUNY ASAP Participants at Bronx Community College

Public
Policy

The Center for Economic Opportunity has become a nationally recognized research and development laboratory for testing new anti-poverty ideas.

This year, CEO released its new poverty measure based on recommendations from the National Academy of Sciences. This tool better measures the impacts of public policy and will be used to inform new strategies. The measure, described more fully below and in the Measurement chapter, won New York City wide acclaim and inspired Federal legislation. The Center is actively collaborating with policymakers, foundation leaders, providers, and experts to gain traction for new anti-poverty policies and the replication of successful programs. Two years in, the Center is documenting early positive outcomes. With CEO support, the City implemented an enhanced workforce development system that has the potential to serve as a national model. Other promising strategies include several employment and education programs for disconnected youth and CEO is hoping for Federal support to develop new programs based on these models. CEO's most controversial experiment, conditional cash transfers, is up and running and preliminary findings from the rigorous evaluation are expected in the coming year.

This chapter describes CEO's policy work at the national and local level. Many of our collaborating City agencies are established leaders in their fields, for example, the Department of Education and the Department of Youth and Community Development are known for their pioneering education and employment initiatives for youth at risk. In addition, CEO established several new policy shops, including staff at the Office for Financial Empowerment, the Department of Small Business Services, the Food Policy Coordinator, and CEO itself.

NATIONAL LEADERSHIP

Mayor Bloomberg and the Center have helped put the issue of poverty on the Federal policy agenda.

Poverty Measurement

In July, CEO unveiled an alternative to the Federal poverty measure. The 40 year old Federal poverty measure is widely discredited and CEO's measure answers the cry of national experts.

The CEO poverty measure is informed by the National Academy of Sciences' (NAS) Panel on Poverty and Family Assistance.[1] While the Federal government has yet to adopt the NAS recommendations, the NAS measure has received extensive scrutiny by government researchers and university-based scholars.[2] The NAS and CEO formulas are considered better measures of economic deprivation because they are based on a more realistic assessment of living costs and a fuller accounting of household resources (including tax credits and in-kind benefits) and expenditures (such as childcare and medical out-of-pocket expenses). The inclusion of other resources helps to assess the impacts of public policy, such as the provision of subsidized housing and tax refunds. The new measure will inform the City's anti-poverty initiatives and help the City to make smarter, more data-driven policy decisions going forward.

In July, the CEO's Director of Poverty Research, Dr. Mark Levitan, testified before the U.S. House of Representatives Ways and Means Subcommittee on Income Support, explaining the new measure and urging the Federal government to update the official poverty measure. Federal legislation proposing changes to the official measure was subsequently introduced by Rep. McDermott (D-WA) and Sen. Dodd (D-CT).

CEO's poverty measure was developed in collaboration with national experts who have been working on the issue for more than a decade. These individuals helped ensure the technical soundness of the measure and are committed to changing the Federal formula. CEO is also working with other cities that are interested in implementing similar poverty measures.

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[1] Constance F. Citro and Robert T. Michaels. Measuring Poverty: A New Approach. (Washington, D.C.: National Academy Press, 1995).
[2] Much of this research is available at http://www.census.gov/hhes/www/povmeas/nas.html.

Earned Income Tax Credit: Expansion Proposal

The Earned Income Tax Credit (EITC) is the largest anti-poverty program ever implemented by the United States government. The program provides $37 billion in tax relief annually and moves 2,500,000 children out of poverty each year. Many studies have shown that the EITC effectively incentivizes individuals to work, and it has become a mainstay of Federal, State and City government policy.[3]

The EITC primarily targets low-income, working families with children although a modest credit was established in 1994 for adults without dependent children.[4] Due to the undeniable success of the EITC program for adults with children, Mayor Bloomberg proposed that the Federal government triple the amount of the credit for working adults without dependent children. Among others, this change would help non-custodial parents and their children. Mayor Bloomberg also supports eliminating the existing marriage penalty that provides a greater EITC return for two adults who remain unmarried.

The Mayor's proposal would affect approximately 15 million individuals nationwide (married and singles with no children), of which approximately 6.5 million would be newly eligible.[5] In New York City, it would benefit approximately 415,000 individuals, roughly 100,000 of which would be newly eligible. Mayor Bloomberg, agency staff and CEO are working with national experts to advocate for the inclusion of an EITC expansion on the agenda of the incoming Presidential Administration and Congress.

LOCAL STRATEGIES

Executive Orders

CEO obtained an Executive Order (EO) in June 2008 that formally establishes the Center within the Office of the Mayor. The EO charges CEO to research poverty, manage an Innovation Fund, develop, fund and evaluate Opportunity NYC, and publish findings on program results and poverty in the City.[6] The Executive Order demonstrates the City's strong commitment to this work.
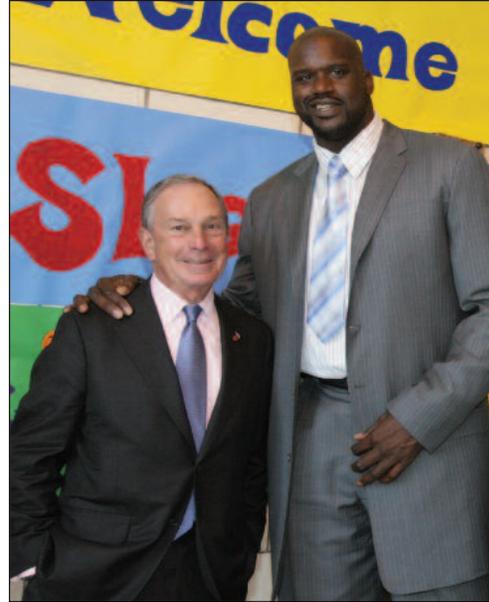
Mayor Bloomberg and Shaquille O'Neal announce new food standards for City agencies.

Several CEO initiatives have also resulted in Executive Orders.

In September 2008, Mayor Bloomberg issued EO 122 formalizing the role of the Food Policy Coordinator. Under the Executive Order, the Food Policy Coordinator will continue to develop and coordinate City initiatives that promote access to healthy food for all New Yorkers.[7]

In addition, CEO's successful work on language access with the Mayor's Office of Immigrant Affairs contributed to EO 120 that directs all public service City agencies to develop and implement language assistance plans to assist persons with limited-English proficiency.[8]

Most recently, the Mayor signed an Executive Order on behalf of the Office of Financial Empowerment that firmly establishes the unit and its mission.[9]

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[3] For a review of the literature on the EITC, see Hotz, V. Joseph and John Karl Scholz, "The Earned Income Tax Credit." In Robert A. Moffitt, ed., Means-Tested Transfer Programs in the United States. Chicago: The University of Chicago Press, 2003.

[4] The maximum EITC benefit for the 2008 tax year is $4,824 for families with two or more children and $2,917 for families with one child. In 1994, the Federal EITC was amended to permit a relatively small (a maximum of $438 in tax year 2008) credit for adults without dependent children. Note that such single adult filers may have children who are not considered dependents for tax filing purposes-such as non-custodial parents.

[5] According to estimates from the New York City Human Resources Administration.

[6] Executive Order 117, signed by Mayor Bloomberg on June 13, 2008.

[7] Executive Order 122, signed by Mayor Bloomberg on September 19, 2008.

[8] Executive Order 120 was signed by Mayor Bloomberg on July 22, 2008.

[9] Executive Order 124, signed by Mayor Bloomberg on January 12, 2009.

Earned Income Tax Credit: Increasing Uptake in New York City

Not all New York City residents eligible for the EITC claim the credit. Fortunately, the EITC program allows people to claim the credit for up to three years after the initial tax filing deadline. In an effort to ensure that all New Yorkers who can receive the credit do, the City's Department of Finance (DOF) began an initiative in January 2007 that sends pre-filled amended tax returns to New Yorkers who were eligible for, but did not receive the credit in prior years. Upon receiving the completed tax return, the recipients verify their income and dependent child information, provide their social security number, and then simply sign and mail in the return.

For the 2008 mailing, covering the 2005 tax year, the City worked with the Internal Revenue Service to determine, as best as possible, who appear to have been eligible for the credit but did not apply. The mailings were precisely targeted and it is estimated that the program helped close to 4,200 households claim credits totaling approximately $3,600,000, for an average household benefit of about $840.

As each year passes, fewer households are expected to be identified by the DOF campaign as they begin to claim the credit on their own.

Child Care Tax Credit

In its first year, over 50,000 New Yorkers claimed the Child Care Tax Credit (CCTC) for a total of nearly $31 million in benefits. With this CEO initiative, New York City became one of only two cities nationwide to offer a local child care credit. The CCTC offers a City tax credit of up to $1,700 for qualifying families. The program aligns with the already existing refundable New York State and Federal Child and Dependent Care credits and together the three credits provide low-income households with significant resources to pay for child-care thereby facilitating workforce participation.

Early Childhood Policy and Planning

In New York City more than 200,000 children attend an early childhood program either in an Administration for Children's Services contracted center, family day care home or private day care. Early care and education is a critical foundation for young children to be ready for school and ready to succeed. The Department of Education and the Administration for Children's Services collaborate to increase access and improved quality of Universal Pre-kindergarten (UPK) programs for low-income and at-risk children. CEO helps to support these efforts.

Workforce Development: Making better use of local and Federal resources

CEO funding enabled the Department of Small Business Services (SBS) to develop new programs that represent the cutting edge in workforce development. Much of the agency's programming had been supported by the Federal Workforce Investment Act (WIA) funds and those funds come with certain programmatic constraints. The CEO funds enabled the agency to provide a broader range of services to job seekers and local businesses. Now that these programs are in place, the agency is in a better position to push for changes in WIA funding and regulations.

For example, WIA prices for occupational vouchers for job training are not necessarily correlated with the outcomes for jobseekers. As a response, SBS developed a new program to maximize trainings in occupations that have the greatest demand for labor and the highest wages while continuing to invest in trainings for people with the greatest barriers to entry into the labor market.

SBS' innovative tiered pricing structure equates the price of the voucher with value for the jobseeker. The result limits investment in lower wage/lower growth opportunities and emphasizes higher growth/higher wage occupations.

WIA is expected to be reauthorized in the next Congress. SBS and the City's Workforce Investment Board helped author a white paper for the U.S. Conference of Mayors' Workforce Development Council describing the importance of this funding. SBS will continue to advocate for WIA funds, and for increased flexibility in funding in order to meet local workforce program needs.

OUTREACH AND REPLICATION

CEO's initiatives are part of nationwide and international policy discussions regarding poverty-reduction. The Center is actively collaborating and sharing ideas and outcomes with the U.S. Congress, National Governors Association, the U.S. Conference of Mayors,

Nurse from the Nurse Family Partnership Program conducting a home visit with a new first-time mother.

the World Bank, the Brookings Institution, leading foundations, several other cities, states, and countries and those who want better and more efficient ways to address poverty. CEO intends to work with the new Presidential Administration and Congress to advocate for the Federal adoption of successful CEO initiatives.

CEO has presented at several professional conferences, provided consultations to other government entities, and participated in an array of poverty-related forums. The following is a list of select recent conferences and other events where CEO has presented:

Professional Conferences

Administration for Children and Families/Office of Planning, Research and Evaluation Welfare Research and Evaluation Conference (Washington, D.C.)

National Association of Welfare Research & Statistics Annual Conference (Nashville, TN)

Association for Public Policy Analysis and Management (APPAM) Annual Conference (Los Angeles, CA) 3 CEO panels on Poverty Measurement, Disconnected Youth, and Conditional Cash Transfers

American Evaluation Association Annual Conference (Denver, CO)

Holyrood Conference: Eradicating Child Poverty in Scotland Keynote Address (Glasgow, Scotland)

Events/Forums

Poverty Measurement Briefing at The Brookings Institution (Washington, D.C.)

The Role of Philanthropy & Government Action in Effecting Social Change: The Opportunity NYC Program, Baruch College (New York, NY)

NYC Poverty Initiatives with Aspen Institute Roundtable, Federation of Protestant Welfare Agencies (New York, NY)

Aspen Institute Roundtable Leadership Seminar on Racial Equity and Youth Development (Aspen, CO)

New York City Bar Association Panel on Opportunity NYC (New York, NY)

Federal OMB delegation visits NYC to learn about CEO (New York, NY)

CCT Learning Network International Conference (Bellagio, Italy)

Opportunity NYC Woodrow Wilson International Center for Scholars (Washington, D.C.)

CCTs in New York City, International Seminar on CCTs in Urban Areas (Cartagena, Colombia)

Income Inequality Roundtable with Mayor Bloomberg at Columbia University (New York, NY)

U.S. Government Accountability Office, Forum on Children & Families (Washington, D.C.)

Spotlight on Poverty article by CEO (www.spotlightonpoverty.org)

KIDS COUNT Event with Annie E. Casey Foundation (Washington, D.C.)

CEO's Learning Networks

Learning networks provide a forum to learn from successes and challenges and to engage stakeholders with the power to strengthen and replicate these efforts. CEO is participating in learning networks on Conditional Cash Transfers and Financial Empowerment. The networks include select international experts, other government officials, and national funders.

Conditional Cash Transfers

The Conditional Cash Transfer (CCT) Learning Network is an international group that encourages information sharing among the leaders of established incentive-based programs and other American cities that are interested in developing their own CCT programs. CEO relied heavily on experts from Mexico and other countries in planning its model. CEO's early contribution to the field is the addition of workforce incentives to its program and the network is eager to learn from that innovation. Representatives from the United Kingdom are considering such a program and consulted CEO. The network is supported by the Rockefeller Foundation.

Other American cities expressing interest in CCTs include: Baltimore, Maryland; Chicago, Illinois; Miami, Florida; Philadelphia, Pennsylvania; Savannah, Georgia; and Shelby County, Tennessee.

Cities for Financial Empowerment

In March 2008, Mayor Michael R. Bloomberg and San Francisco Mayor Gavin Newsom established the Cities for Financial Empowerment (CFE), a coalition of local governments led by the CEO Office of Financial Empowerment at the Department of Consumer Affairs. The coalition is defining an enhanced role for municipal governments in improving the financial well-being of residents with low and moderate incomes. The coalition secured a $1,450,000 grant from the AIG Financial Literacy Fund to support innovative citywide financial education initiatives in the seven coalition cities. The initiatives replicate OFE's early work including: online financial education directories, enhancements to local telephone information services, financial coaching and counseling pilots, and financial education certification and standardization.

In addition to New York and San Francisco (co-chairs), CFE members include the cities of Chicago, Illinois; Miami, Florida; San Antonio, Texas; Savannah, Georgia; and Seattle, Washington.

ASSET DEVELOPMENT POLICY
Office of Financial Empowerment
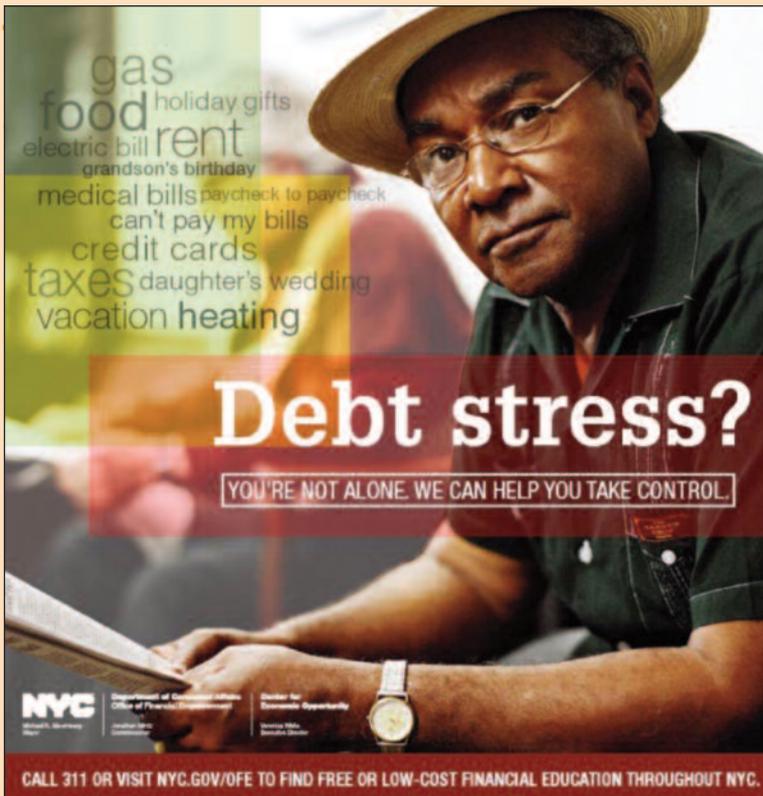
The Office of Financial Empowerment (OFE) at the Department for Consumer Affairs (DCA) helps low-income households build assets and make the best use of their financial resources. OFE has a robust research and policy agenda, and as part of the Department for Consumer Affairs, the Office can leverage DCA's authority to enforce the City's consumer protection laws and regulate certain licensed businesses, including those in the financial services arena.

OFE has executed several successful initiatives to stop predatory practices in the marketplace. This year, OFE tackled the issue of refund anticipation loans (RAL) and the misleading marketing that surrounds these products. In these predatory lending scams, tax preparers offer consumers a high-cost refund anticipation loan – a loan that is often marketed as "instant" or "24-hour" refund, but that is actually a high interest-bearing loan that consumers must pay back.

OFE, along with other divisions of the Department of Consumer Affairs, conducted a major investigation into marketing by the income tax preparation industry. This investigation led to the issuance of more than 500 violations, an increase of 75 percent from the previous tax year, for infractions such as misrepresenting RALs or placing misleading or illegal advertisements in newspapers. This campaign will continue in 2009 and target additional neighborhoods.

In comments to the Federal Trade Commission, OFE/DCA argued for improved debt collection practices to ensure individuals are not unfairly or abusively pursued for debts. In July, the agency urged the Federal Reserve's Board of Governors to significantly strengthen disclosure requirements for banks and credit card companies who market overdraft protection and other financial products to consumers. OFE used its public comments to the Fed to raise these issues with other cities. The Federal Reserve released final rules for credit cards in December 2008, but it has not yet released final rules for overdraft protection.

At the State level, DCA and OFE successfully supported legislation to ensure that financial institutions operating in New York State obey Federal laws regarding bank account freezes. Specifically, this means that banks now have to "look first" to identify whether funds in the account are Federal benefits or current wages before holding a bank account in response to a creditor. Similarly, the office urged the Office of the Comptroller of the Currency to ensure that all nationally charted banks operate in the same manner.

In response to the financial crisis, OFE launched a public awareness campaign to teach New Yorkers how to take control of their finances. The first phase of the campaign is focused on helping New Yorkers deal with debt; the second helps ensure that all low- income New Yorkers are aware of tax credits for which they are eligible, and that they are able to connect to free, safe and high-quality tax preparation.

FOOD POLICY
Supporting a Healthier New York

The Bloomberg Administration has implemented a wide-ranging public health agenda, and CEO is pleased to support access to healthy food and efforts to reduce food insecurity. In November 2006, Mayor Bloomberg and City Council Speaker Christine C. Quinn established a Food Policy Coordinator and Food Policy Task Force to focus on anti-hunger and anti-obesity campaigns and promote food policy issues throughout City government. The Task Force is led by CEO's Food Policy Coordinator, Benjamin Thomases. Recent accomplishments include:

Food Standards

New York City serves more than 225 million snacks and meals at its schools, senior centers, shelters, jails and other facilities. This year, the City established new food standards to make the food served or purchased by City agencies more healthy. The Standards were developed by the City's Food Policy Task Force and reflect the latest scientific consensus regarding the elements of a healthy diet and take into account factors such as the diverse populations served by City agencies, the regulatory constraints, and the operational challenges faced by agencies.

Access to Healthy Food

In many low-income neighborhoods, there is a dearth of supermarkets, and residents rely on bodegas, small stores, for food purchases. Often, bodegas offer only limited food options and do not stock healthy foods. The Food Policy Coordinator, the Department of Health and other agencies are working to increase both the supply and demand for healthy food at bodegas and street carts while pushing for more supermarkets in underserved communities.

Anti-hunger Efforts

The City's Department of Education (DOE) serves 860,000 meals a day and is the second largest institutional food provider in the country after the U.S. Department of Defense. This important child hunger program is now the first benefit program that families can apply for online through ACCESS NYC, New York City's web-based benefit screening tool. The Food Policy Coordinator and the Department of Education also created a pilot program to boost participation in the school breakfast program that has the potential to serve nearly all children in high-needs schools. And, utilization of the Summer Meals program increased by over five percent under a DOE pilot to serve Summer Meals to children in soup kitchens and food pantries.

In another anti-hunger effort, the City's Human Resource Administration, City Council and the Food Policy Coordinator coordinated a Food Stamp data match initiative that identified current Medicaid recipients who may be qualified for Food Stamps but are not yet enrolled. The programs have similar eligibility requirements and the data match identified over 600,000 households which may qualify for benefits. Targeted outreach campaigns are now being undertaken by HRA, the City Council and community based organizations to reach these households and enroll them in the Federal Food Stamp program.

Opportunity NYC: Family Reward Participants

Opportunity
NYC

> *If we are serious about tackling poverty, we must get serious about trying new things. Conditional cash transfer programs have proven effective in countries across the globe and New York is proud to be the first American city to experiment with the innovative idea.*
> -Mayor Michael R. Bloomberg

In September 2007, CEO launched Opportunity NYC, a groundbreaking initiative founded on the conceptual framework of Conditional Cash Transfer (CCT) programs in operation in more than 20 countries around the world. This $53.4 million privately funded initiative[1] consists of three separate pilot programs. Each pilot is being rigorously evaluated to test the effectiveness of incentive-based poverty reduction strategies.[2] Brief descriptions and general accomplishments follow below.

Opportunity NYC: Family Rewards. This family-focused model is the largest and most comprehensive of the three pilot programs. Family Rewards provides monetary incentives to approximately 2,400 participating families for achievements in three key areas: children's education, family preventive healthcare practices, and parents' workforce efforts. First year accomplishments include:

- Families received over $6.6 million for completing incentivized activities during the program's first year of operation (September 2007 to August 2008).

- Ninety-four percent of families received at least one monetary reward and 53 percent received monetary rewards every payment period (every two months).

- Early lessons learned led to revised marketing and the development of new events designed to reinforce families' efforts, helping activities to become habits.

From *Oportunidades* to Opportunity NYC

Over the past decade, Conditional Cash Transfer (CCT) programs have become a common poverty-reduction strategy for developing countries. The goal of CCT programs is to break inter-generational cycles of poverty. To this end, they aim to increase human capital and household income by providing monetary incentives to families living in poverty for completing activities related to education, health, and children's nutrition (see Figure 1).

The first CCT program, *Oportunidades*, was developed and implemented in Mexico in 1997. The program currently serves more than five million families, representing approximately 25 million individuals, or one quarter, of the country's population. The success of *Oportunidades* (and many other CCT programs around the world) has been measured by rigorous evaluations (see, for example, World Bank Report: Conditional Cash Transfers: Reducing Present and Future Poverty).

Given the promising results of CCT programs, CEO conducted extensive research and collaborated with governments, researchers, private funders, and community groups to develop Opportunity NYC, the first CCT program in an industrialized country.

Opportunity NYC innovates on the CCT model by adding incentives for job training, workforce participation, and academic achievement.

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[1] Funding for Opportunity NYC is provided by The Rockefeller Foundation, The Starr Foundation, Bloomberg Philanthropies, American International Group (AIG), The Robin Hood Foundation, The Open Society Institute, The Broad Foundation, New York Community Trust, The John D. and Catherine T. MacArthur Foundation, The Annie E. Casey Foundation, and Tiger Foundation. Contributions were made to the Mayor's Fund to Advance New York City, a not-for-profit organization established in 1994 to promote partnership between the City and the private sector.

[2] CEO has partnered with MDRC, a nationally recognized non-profit, non-partisan education and social policy research organization, to design and evaluate Family Rewards and Work Rewards. Seedco, a national non-profit intermediary development organization, is implementing these pilots.

Opportunity NYC: Work Rewards. This workforce-focused demonstration offers monetary incentives of rent subsidies to 2,400 low-income recipients to test the impact of incentives on self-sufficiency. Participants are split into three treatment groups: one is eligible to receive a CCT for completing work and training activities; the second is eligible to participate in a case management self-sufficiency program that enhances a long-standing Federal program[3]; and the third is eligible for both the CCT and participation in the self-sufficiency program. Accomplishments include:

- Completed program enrollment in December 2008. Participants were enrolled by thirteen Community Based Organizations (CBOs) citywide.

- Awarded $218,900 in incentive payments to CCT-eligible participants, to date.

- Referred 1,320 participants to case management services.

Opportunity NYC: Spark. This child-focused model promotes student achievement and effort through small monetary incentives offered directly to elementary and middle-school students.[4] Spark began at the start of the 2007-2008 school year, and is currently halfway through its second year of implementation. General accomplishments include:

- In the first year, 59 schools representing 5,900 fourth and seventh graders participated.

- For the second year, the program enrolled new cohorts of fourth and seventh graders in the same 59 schools.

- With support from the Broad Foundation, Spark continued to offer the program to half of the first year's seventh grade cohort, following them into eighth grade during the 2008-2009 school year, to test the effect of two years of program participation.

- The program has received national attention and similar initiatives are being led by the Education Innovation Laboratory at Harvard University in two additional U.S. cities.

Following are details regarding the design, implementation and evaluation of each program.

Figure 1: Conditional Cash Transfer Conceptual

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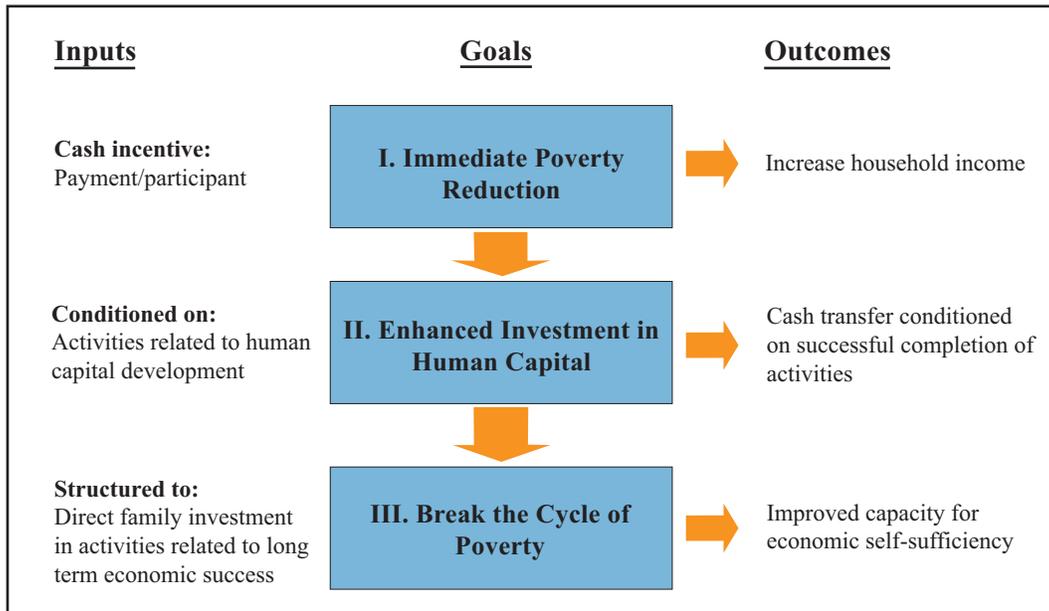
[3] The Federal Self-Sufficiency program, established by the U.S. Department of Housing and Urban Development (HUD) in 1990 to increase work participation and earnings among residents of public and subsidized housing by providing them with a savings escrow account that matches any increased rental payments and is receivable after five years.

[4] Spark was developed and is being evaluated by the Education Innovation Laboratory at Harvard University (formerly the American Inequality Lab), led by economist Dr. Roland Fryer, in collaboration with the NYC Department of Education.

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FAMILY REWARDS

Family Rewards offers families cash payments to reduce short-term material hardship, and support efforts to build human capital in order to avoid longer-term poverty.

Program Design

The two-generation incentives-based initiative offers monetary rewards in the following areas:

- **Education:** Incentives promote superior school attendance, achievement, improved performance on standardized tests, and parental engagement in children's education.

- **Preventive Health:** Incentives promote maintenance of adequate health coverage for all children and adults in participant households, as well as for age-appropriate medical and dental visits for each family member.

- **Employment and Training:** Workforce-related incentives promote employment and earnings, or a combination of work activities and approved job training or advancement activities.

See the Family Rewards Incentive Schedule on the following page for a detailed list of program activities and their corresponding incentive payments.

Program Enrollment and Participant Demographics

Family Rewards is being implemented in six of New York's most persistently disadvantaged community districts (CD). The districts are located in the central Bronx (CDs 5 and 6), East Harlem and Central Harlem in Manhattan (CDs 10 and 11), and Brownsville and East New York in Brooklyn (CDs 5 and 16).[5] Six CBOs assist in the implementation of Family Rewards.[6] The CBOs recruited and enrolled eligible families, and provided detailed orientations to participants, explaining the program's incentives offer and the procedures for making claims.

Participating families must live in one of the target community districts and have at least one parent who is a U.S. citizen or legal permanent resident.

At enrollment, all families had household incomes less than or equal to 130 percent of the Federal Poverty Level.[7] In addition, families had at least one child that entered the fourth, seventh, or ninth grade in a NYC public school in 2007. Although a family must include a child in one of these grades to qualify, once a family has enrolled in Family Rewards, all children in the family are eligible to participate.

In total, approximately 4,800 families (representing over 5,000 adults and 11,400 children) are enrolled in Family Rewards. Half of the enrolled families (about 2,400) are in the program group and are eligible to receive reward payments. The other half serves as a control group and do not receive program services, including the reward payments. More information on the experimental design and the need for a control group, is included in the Evaluation section below.

Opportunity NYC: Family Rewards Participating Family.

OPPORTUNITY NYC family rewards — activity list

Education (per child)

	Activity	Documentation	Reward	When	Maximum Reward per year
Elementary School	**Child attends school** 95% of scheduled days every two months	Automatically Verified	$50	2 months	$250
	Parent attends **Parent-Teacher Conferences**	✓ Activity Coupon	$25	Fall (once)	$25
		✓ Form signed by teacher	$25	Spring (once)	$25
	Child gets or has a **Public Library Card**	✓ Activity Coupon ✓ Copy of official library card	$50	Once during program	$50 during program
	Child progresses on tests, scores a Level 3 or 4 on the ELA and/or Math Standardized Tests, or improves score	Automatically Verified	$300	ELA Test	$300
			$300	Math Test	$300
	Parent discusses annual tests with teachers, principal, or other school official	✓ Activity Coupon ✓ Form signed by teacher	$25	Each Test	$50
Middle School	**Child attends school** 95% of scheduled days every two months	Automatically Verified	$50	2 months	$250
	Parent attends **Parent-Teacher Conferences**	✓ Activity Coupon ✓ Form signed by teacher	$25	Fall (once)	$25
			$25	Spring (once)	$25
	Child gets or has a **Public Library Card**	✓ Activity Coupon ✓ Copy of official library card	$50	Once during program	$50 during program
	Child progresses on tests, scores a Level 3 or 4 on the ELA and/or Math Standardized Tests, or improves score	Automatically Verified	$350	ELA Test	$350
			$350	Math Test	$350
	Parent discusses annual tests with teachers, principal, or other school official	✓ Activity Coupon ✓ Form signed by teacher	$25	Each Test	$50
High School	**Student attends school** 95% of scheduled days every two months*	Automatically Verified	$100	2 months	$500
	Parent attends **Parent-Teacher Conferences**	✓ Activity Coupon ✓ Form signed by teacher	$25	Fall (once)	$25
			$25	Spring (once)	$25
	Student gets or has a **Public Library Card****	✓ Activity Coupon ✓ Copy of official library card	$50	Once during program	$50 during program
	Student passes a Regents Exam (scoring 65 or above)**	Automatically Verified	$600	Each Regents Exam	$3,000 during program
	Student takes the **PSAT****	✓ Activity Coupon ✓ Copy of official ETS Record	$50	Up to 2 times	$100 during program
	Student accumulates 11 credits in school year*	Automatically Verified	$600	Each Year	$600
	Student graduates and accumulates 44 credits*	Automatically Verified	$400	Once during program	$400 during program

* 50% of Reward is paid to high school student, and 50% is paid to parent   ** 100% of Reward is paid to high school student

OPPORTUNITY NYC family rewards activity list

Health

Activity	Documentation	Family Member	Reward	When	Maximum Reward per year
Get or maintain **public health insurance** including Medicaid, Family Health Plus, and/or Child Health Plus coverage	Automatically Verified	Each Adult	**$40** per adult	**2 months**	**$240**
		All Children	**$40**	**2 months**	**$240**
Get or maintain **private health insurance**	✓ Activity Coupon ✓ Copy of premium payment or pay stub	Each Adult	**$100** per adult	**2 months**	**$600** per adult
		All Children	**$100**	**2 months**	**$600**
Complete a **yearly non-emergency medical check-up**	✓ Activity Coupon ✓ Form	Each Family Member	**$200** per family member	**Once a year**	**$200** per family member
Complete **physician-advised follow-up**	✓ Activity Coupon ✓ Form	Each Family Member	**$100** per family member	**Once a year**	**$100** per family member
Complete **pediatrician-advised Early Intervention referral and evaluation** for a child under 30 months	✓ Activity Coupon ✓ Form	Each Child under 30 months old	**$200** per child	**Once a year**	**$200** per child
Complete **two dental visits** per year for family members 6 years and older	✓ Activity Coupon ✓ Form	Each Family Member 6 years and older	**$100** per family member	**Twice a year**	**$200** per family member
Complete **one dental visit** per year for family members ages 1-5	✓ Activity Coupon ✓ Form	Each Family Member 1-5 years old	**$100** per child	**Once a year**	**$100** per child

Work

Activity	Documentation	Family Member	Reward	When	Maximum Reward per year
Full-Time Work **Work at least 30 hours per week** for 6 out of 8 weeks during the two-month activity period	✓ Activity Coupon ✓ Copy of pay stubs or employer letter	Each Parent	**$300** per adult	**2 months**	**$1,800** per adult per year
Work & Education/Training Work at least 10 hours per week, each week, during the two-month activity period, while successfully completing an approved **education or training course**	✓ Activity Coupon ✓ Copy of stubs or employer letter ✓ Proof of successful completion of course	Each Parent	**$300** per 35-70 hour course **$400** per 71-140 hour course **$600** per 141 or more hour course	**Upon successful completion of course**	**$3,000** per adult during program

Table 1 provides specific demographics of adults enrolled in Family Rewards.

Table 1: Demographics of Adult Applicants at Enrollment (self-reported)	
Female	94%
Average age	40 years
Age 35+	71%
Black/non-Hispanic	51%
Hispanic	47%
Foreign born	32%
At least a High School diploma or GED	60%
2-year or 4-year college degree	14%
Health is "fair" or "poor"	20%

Payment Delivery & Bank Accounts

Families in the program group are provided a customized coupon book in English or Spanish. The coupon book, distributed each year, highlights the activities eligible for reward payments. Program families submit coupons to verify that they completed certain activities during each two month period. For example, a family may submit a coupon signed by a teacher verifying that parents attended a parent-teacher conference. Some activities, such as school attendance, are verified automatically by Seedco using administrative data.

Seedco processes coupons and administrative data and delivers payments to families via direct deposit to bank accounts, or to a stored value card. Special savings accounts for program participants are offered by several banks and credit unions.[8] These accounts feature no minimum balances, no monthly fees, no overdraft, and an override of ChexSystems, which allows individuals with a poor checking history to open an account. Families receive an earnings statement at the end of each two month period reflecting both what the family has earned and what they could have earned.

Opportunity NYC offered a one-time $50 incentive to participants for opening or maintaining a bank account, which provides easy and safe access to deposited funds, encourages savings and budgeting, and assists in establishing and maintaining good credit for account holders. Over the first year of program operations, 3,178 bank account incentive payments were paid (for a total of $158,900)[9] and the rate of unbanked families has dropped from more than 50 percent to less than 10 percent.

Opportunity NYC: Family Rewards Participating Family.

Customer Service

Although the Family Rewards design does not include case management, Seedco and the CBOs provide ongoing customer service to participants who request help submitting coupons, have questions

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[8] Opportunity NYC accounts are available at Amalgamated Bank, Bethex Federal Credit Union, Brooklyn Cooperative Federal Credit Union, CapitalOne (formerly North Fork Bank), Carver Federal Savings Bank, CheckSpring, Lower East Side Peoples Federal Credit Union, M&T Bank, Neighborhood Trust FCU, and Union Settlement Federal Credit Union. The accounts were negotiated by the Center for Economic Opportunity's Office of Financial Empowerment (OFE), which is advocating for similar accounts to be offered by banks to other low-income households.

[9] Since some reward payments are made directly to high school students, high school youth are required to have their own bank account or stored value card. Therefore the number of one-time $50 incentive payments for opening or maintaining a bank account is higher than the number of participating households.

regarding activity verifications, need additional guidance on program rules and procedures, or request assistance in finding services that can help them meet program conditions.

CBOs also disseminate resource guides containing information on key community and Citywide services that may help families complete incentivized activities. In addition, the CBOs conduct social networking events and workshops to review the incentives offered and clarify program procedures. During the first program year, CBOs held 13 forums that focused on incentivized high school activities for students. In the second year, CBOs began conducting forums regarding work, training and financial literacy.

On the earnings statement sent to participating families, Seedco includes reminders of noteworthy upcoming dates, like scheduled Regents exams, as well as resource materials, such as debt awareness flyers developed by the Office of Financial Empowerment. Seedco also manages a Family Rewards Helpline, which provides customer service and support related to a number of topics. During the first program year, the Family Rewards Helpline received over 5,661 calls from 1,515 families. The Opportunity NYC website (www.opportunitynyc.org) continues to be an additional resource for program participants and CBO staff.

Year 1 Payments and Rates of Participation

In the first year of the program, approximately 94 percent of participating families received at least one incentive payment. The majority of incentive payments awarded during this period were related to health activities (45 percent). Education rewards account for 37 percent of reward payments and employment and training rewards account for 18 percent of reward payments.

Participant engagement in Family Rewards in the first year can be divided into three principal categories: fully engaged, less engaged, and not engaged. Fully engaged families have picked up a coupon book, submitted at least one coupon, and submitted an account for direct deposit. Less engaged families have completed one or two of the above activities. Families that are not engaged have not completed any of the above activities. Figure 3 reflects the breakdown of participating families into each of these categories at the end of the first year of implementation. Future surveys should shed light on program engagement.

Figure 3: Family Rewards Participant Engagement

Figure 2: Family Rewards Awarded, by Category
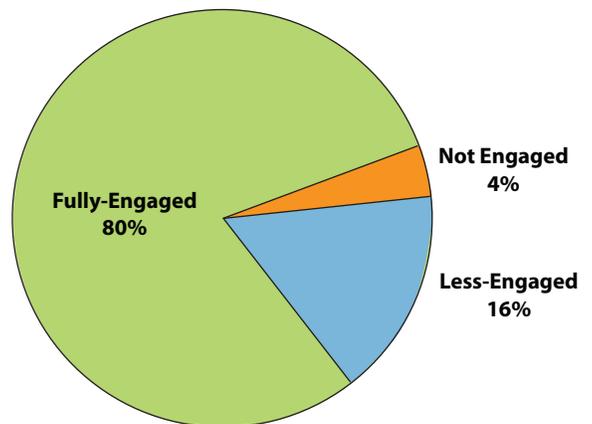
Year 2 Implementation

First year implementation research suggested that participants were seeking opportunities to connect and network with one another. Based on this feedback, second year implementation aims to increase the sense of community among program participants to motivate and reinforce families' efforts, especially those related to work and training activities. During year two, CBOs will distribute new flyers and other program materials, and host events that enable participants to further connect to the program and provide opportunities for participants to share informa-

Table 2: Family Rewards Year 1 Payments by Program Period						
	Sept/Oct 2007	Nov/Dec 2007	Jan/Feb 2008	Mar/Apr 2008	May/Jun 2008	Jul/Aug 2008
Total amount of payments	$723,226	$671,715	$910,955	$1,048,120	$2,205,680	$1,040,870
% earned payments verified by coupon	71%	60%	70%	62%	46%	60%
% earned payments auto-verified*	29%	40%	30%	38%	54%	40%
Total Rewards Paid: $6,600,566						
* The term "auto-verified" indicates that activity is verified through administrative data, rather than through coupons submitted by families.						

tion with each other about the rewards and strategies for earning them.

Family Rewards participants received more than $6.6 million during the first program year.[10] Table 2 shows rewards paid by payment period, and the proportion of incentives earned based on submitted coupons.

Evaluation

MDRC is conducting a five-year evaluation of the Family Rewards program. To conduct their analyses, MDRC is using administrative data, including school records and use of various benefit programs. In addition, in-depth qualitative data will be gathered through interviews, program observations, and focus groups. MDRC will also conduct three participant surveys.

The comprehensive research agenda includes three main components:

1. An implementation study that includes an examination of family responses and identifies operating lessons. Through interviews, MDRC staff will explore how participants and CBO

staff view the program, how well they understand the program activities, how parents talk to their children about the incentives, and, in general, how the program has become a factor in family life and how various family members respond to the rewards offered.

2. An impact study that examines various outcomes related to poverty status, health, workforce participation, and quality of life outcomes for both the program group receiving the CCT offer and the control group. MDRC will compare differences in responses between the program and control groups to begin identifying program impacts. The first of three comprehensive surveys of participants in both the program and control groups will be conducted in the spring of 2009.[11] The survey will be administered over five years to track program impacts over time. Preliminary findings from the first survey and evaluation activities are expected in the summer of 2009.

3. A benefit-cost study will be conducted from both the family and government perspectives. MDRC will conduct this analysis at the end of the program's five-year evaluation.

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[10] Participating families have earned over $6.9 million but only received $6.6 million. The difference between these amounts is due to account errors; in some cases participants close their accounts (sometimes inadvertently), change accounts without notifying ONYC, or have their accounts frozen and rewards payments cannot be distributed. Seedco and OFE work with families to resolve these issues as they arise.

[11] Survey topics include the following: participation in education and training activities; educational attainment and credentials; employment outcomes; marriage; household composition; housing subsidies and stability; health care coverage, health care practices, and health status; total income and sources of income; assets, debts, and banking behaviors; material hardship and quality of life; parental engagement in children's education and other family life outcomes; education, health, and well-being of focal child; and child outcomes for children five years old or younger. Families receiving reward payments will also be asked about their understanding, experience, and perception of the Family Rewards program, and families' use the cash rewards.

WORK REWARDS

Work Rewards offers workforce and job training incentives to adults living in subsidized housing. The initiative involves recipients of Section 8 vouchers administered by the New York City Housing Authority (NYCHA) and the New York City Department of Housing and Preservation Development (HPD). Section 8 is a means-tested Federal housing voucher program that calculates program-eligibility and rent payments based on income level, thereby creating a disincentive to increase earnings.

Efforts to counteract this disincentive led to the development of initiatives such as the Federally-funded asset development program, Family Self-Sufficiency (FSS).[12] The FSS program provides case management services and a savings escrow account, matching any increase in rental payments and is accessible to participants after five years.

Work Rewards seeks to test the power of various approaches to help Section 8 voucher holders reach self-sufficiency. To this end, the pilot includes a community-based enhancement of the FSS program, which makes case managers accessible to participants throughout the City by placing them at selected CBOs. In addition, Work Rewards offers a CCT to some participants for completing activities related to work and approved job-training activities. The CCT incentive schedule for Work Rewards is the same as the Work component of the Family Rewards Program.

Program Enrollment

As with Family Rewards, Seedco assembled a network of local organizations to assist in the implementation of Work Rewards.[13] Recruitment was conducted Citywide, but targeted primarily to communities with high concentrations of Section 8 housing, including upper Manhattan, the south Bronx, and

central Brooklyn. The program enrolled 4,100 Section 8 voucher holders with a household income equal to or lower than 130 percent of the Federal Poverty Level, and randomly divided them into four study groups:

1. **Conditional Cash Transfer (CCT):** 1,000 participants (all NYCHA Section 8 voucher holders) are eligible for bi-monthly reward payments tied to workforce and approved job training activities.

2. **Enhanced Family Self Sufficiency (FSS):**[14] 700 participants (all HPD Section 8 voucher holders) receive the enhanced FSS services and may access accrued funds in their escrow accounts after five years of program participation and achievement.

3. **CCT and FSS:** 700 participants (all HPD Section 8 voucher holders) are eligible for the conditional cash transfers and the enhanced FSS program.

4. **Control Group:** As with Family Rewards, the Work Rewards demonstration will include a control group of 700 HPD and 1,000 NYCHA Section 8 voucher holders).

Implementation

Case management and incentive support services began in May 2008. CBOs overseen by HPD provide job search and job readiness, asset building and case management services to households assigned to the Enhanced FSS group or FSS/ CCT group. Enhanced FSS services vary and depend upon the needs and goals of each participant as outlined in their needs assessment and related career plan. NYCHA participants eligible to receive CCTs can receive program assistance through CBOs overseen by Seedco.

To date, three CCT payments have been made for a total of $197,300.[15]

Evaluation

As with Family Rewards, MDRC is conducting a five-year comprehensive evaluation of Work Rewards, including an implementation, impact and benefit-cost study.

CCT participants who successfully complete work and training related activities are eligible to receive bi-monthly payments throughout the course of the pilot program, while Enhanced FSS participants receive any accrued savings in their escrow account only upon successful completion of the five-year program. Participants in the third program group, which combines the CCT and Enhanced FSS strategies, are offered both the bi-monthly rewards and the FSS services. Comparing the outcomes among participants in each of the groups will answer questions regarding the need for case management services and whether short-term or delayed compensation works best to help Section 8 voucher holders increase earnings. It is important to note that this program is the first random assignment evaluation of the FSS program in the nation.[16]

SPARK

Opportunity NYC's Spark was developed and is being evaluated by the Education Innovation Laboratory at Harvard University, led by economist Dr. Roland Fryer, in collaboration with the NYC Department of Education. This school-based strategy intends to improve the academic achievement of participating students. Spark provides small monetary incentives to public elementary and middle school students for achievement on periodic assessments offered throughout the academic year.

Students have the opportunity to earn up to $250 in elementary school and up to $500 in middle school per year based on their achievement on tests throughout the school year. As with both Family Rewards and Work Rewards, Spark includes a control group.

Implementation

Spark began at 59 New York City schools in September 2007. Approximately 34 fourth grade and 30 seventh grade classes across the City participated in the program during its first year, representing close to 5,900 students. All students in any given program classroom were eligible to receive rewards for one academic year. [17]

Rewards were distributed following each assessment test and directly to student accounts with Washington Mutual.[18] Nearly 4,200 students opened bank accounts. Participating students who did not open bank accounts received checks. As with Family Rewards, students receive periodic earnings statements. In the first year, $1.2 million in rewards were distributed to students.

Fifty-nine schools are participating in the second year of the program. New cohorts of fourth and seventh graders were enrolled, representing nearly 7,700 students. With support from the Broad Foundation, Spark also offered rewards to half of last year's seventh grade cohort (approximately 1,890 students), following them into eighth grade, in order to test the effect of two years of program participation.

The program has garnered national attention and similar initiatives are now being implemented by the Education Innovation Laboratory in Chicago and Washington D.C.

Evaluation

The Education Innovation Laboratory at Harvard University is evaluating Spark and is comparing achievement on the assessment tests between program students to students in the control groups.

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[16] There have been other significant evaluations of the FSS program, however, none has employed a random assignment design. See www.fsspartnership.org for more information.

[17] Parental consent was required for participation.

[18] Washington Mutual Bank was purchased by JPMorgan Chase Bank in September 2008. Accounts opened by Spark participants were tranferred without disruption of service.

Opportunity NYC: Family Rewards Participant

Poverty
Measurement

" *Mayor Michael Bloomberg of New York has presented a new formula for measuring poverty that creates a far more realistic view of life in the city. It should stand as an example to other cities— and, ultimately, the federal government.* **"**

-The New York Times, Editorial, July 22, 2008

Mayor Bloomberg's Commission on Economic Opportunity not only suggested programmatic innovations to fight poverty, it also recommended that the City develop new ways to measure it. CEO has responded with an ambitious research agenda. In August 2008, the Center issued its inaugural report on poverty measurement in New York City, entitled, *The CEO Poverty Measure: A Working Paper by the New York City Center for Economic Opportunity*. The study marks the first time a local government has sponsored research utilizing an alternative measure of poverty developed by the National Academy of Sciences.[1]

The need to improve upon the current method for measuring poverty becomes apparent to nearly everyone who thinks about ways to combat it. The weaknesses of the official Federal measure lie in both how it establishes a standard of income adequacy (the poverty line) and how it defines the resources available to families to meet their basic needs.

The official measure established its income thresholds in the mid-1960s based on only one of life's necessities— food. The cost of a minimally adequate diet was simply multiplied by three because, at that time, expenditures for food accounted for one-third of a typical family's budget. Since the late 1960s the thresholds have only changed to adjust for annual rises in the cost of living. The resource the official measure counts to establish whether a family is under or over the poverty line is pre-tax cash income. This includes earnings, income from government programs such as Social Security or welfare payments, but does not count the effect of tax benefits and in-kind aid. [2]

More than 40 years have passed since this poverty measure became the official methodology for the Federal government. It is now an anachronism. The thresholds no longer represent a meaningful standard for identifying needy families for the following reasons:

- They do not reflect current spending patterns; food now accounts for a little more than one-eighth of a typical family's total expenditures, while housing is by far the largest item in most families' budgets, accounting for nearly one-third of annual purchases.[3]

- They do not account for differences in the cost of living across the nation; what is "adequate" in rural Mississippi is considered to be "adequate" in New York City despite the very large differences in housing and utility costs as illustrated by the U.S. Department of Housing and Urban Development's Fair Market Rents. In 2007 the Fair Market Rent for a two-bedroom apartment in Carroll County, Mississippi was $498, while in New York City it stood at $1,318.[4]

- They do not keep pace with the increase in the American standards of living, even though they are adjusted for changes in the cost of living. The poverty threshold represents the same standard of living today as it did in the mid-1960s. In 1964 the poverty threshold equaled 50 percent of median family income.

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[1] The CEO report is available at www.nyc.gov/ceo

[2] The origins and development of the current poverty measure can be found in Gordon Fischer. "The Development and History of the Poverty Thresholds." *Social Security Bulletin 55*, no.4 (1992): 3-14. www.ssa.gov/history/fisheronpoverty.html.

[3] U.S. Bureau of Labor Statistics. *Consumer Expenditure Survey*, 2007. (Washington, D.C.: U.S. Department of Labor, 2007) http://www.bls.gov/cex.

[4] Fair Market Rents can be found at http://www.huduser.org/datasets/fmr.html

But now the threshold comes to less than 30 percent of the median.[5] This frozen-in-time poverty measure fails to recognize that what is considered an adequate standard of income reflects social norms at a particular time and place. Poverty entails not only an inability to obtain a physiologically minimum level of consumption, such as enough food to avoid malnutrition, but also the inability to obtain a level of consumption that allows people to fulfill the social roles customary to children and adults in a modern society. As society becomes wealthier and more technologically complex, the resources required to be successful at school or in the workplace, to be an able parent or an informed citizen, rise as well.[6]

The official poverty measure's definition of resources is also out of date. Pre-tax cash provides an increasingly incomplete picture of a family's level of material well-being. In particular, it fails to count much of what public programs do to improve the lives of low-income families. In the 1970s and 80s, expenditures for in-kind programs that support the ability of low-income Americans to meet their nutritional (e.g., Food Stamps), housing (e.g. Section 8 Vouchers), and medical (e.g. Medicaid) needs grew more rapidly than did public dollars for cash assistance. The 1990s witnessed an impressive expansion of tax credits (most notably the Earned Income Tax Credit) that has, in effect, created a negative income tax for low-income families with children, meaning that families can receive more from the income tax system than they pay into it. The use of pre-tax cash as the only resource available to families misses the positive effects of these programs and misjudges the extent to which public policy has alleviated poverty.[7]

Dissatisfaction with the current poverty measure spurred Congress to provide funding for a National Academy of Sciences' (NAS) report on ways to improve it.[8] Since that study was issued in 1995, the Academy's recommendations have gained wide acceptance among poverty researchers. CEO adopted the Academy's recommendations because they provide a method for creating a more realistic poverty threshold for New York City. The NAS proposal also expands the definition of resources so that they more

accurately gauge the capacity of families to meet their basic needs. As Table 1 illustrates:

- The NAS poverty measure establishes its thresholds on the basis of a broader set of needs than does the official one. Along with food, the need for clothing, shelter, utilities and "a little more" for other necessities are represented in the alternative measure. The thresholds are also adjusted to account for differences in the cost of living across the nation.

- The NAS poverty measure uses a more inclusive definition of resources available to families. Along with cash income after taxes, it accounts for the value of nutritional assistance and housing programs. It also recognizes that many families face the cost of commuting to work, paying for childcare, and paying medical out-of-pocket expenses that reduce the income available to them to meet their other needs.

IMPLEMENTING THE NAS RECOMMENDATIONS FOR NEW YORK CITY

As a first step in constructing the CEO poverty measure, we created a new poverty threshold based on the NAS recommendations. We began with nationwide data on expenditures for food, clothing, shelter, and utilities. We then selected a point that corresponded to roughly 80 percent of median expenditures for these items. To account for other necessities, such as

Deputy Mayor Linda Gibbs and CUNY Prep Director Derrick Griffith meet with students.

5   James Ziliak. "Understanding Poverty Rates and Gaps: Concepts, Trends, and Challenges." Foundations and Trends in Microeconomics 1, no. 3 (2006).

6   Adam Smith recognized this "social dimension" of poverty in The Wealth of Nations, first published in 1776.

7   This point is made forcefully by Rebecca Blank and Mark Greenberg in Improving the Measurement of Poverty, a Hamilton Project Paper. (Washington, D.C.: Brookings Institute, 2008).

8   Contance F. Citro and Robert T. Michael, eds. Measuring Poverty: A New Approach. (Washington, D.C.: National Academy Press, 1995).

Table1. Comparison Of Poverty Measures		
	CURRENT POVERTY MEASURE	**NATIONAL ACADEMY OF SCIENCES' RECOMMENDATION**
THRESHOLD	Equal to three times the cost of "Economy Food Plan".	Equal to roughly 80% of median family expenditures on food, clothing, shelter and utilities, plus "a little more" for misc. items.
	Adjust annually by change in Consumer Price Index.	Adjust annually by change in median expenditures for the items in the threshold.
	No geographic adjustment.	Adjust geographically using differences in housing costs.
RESOURCES	Total family *pre-tax* income.	Total family *after-tax* income.
		Include value of near-cash benefits such as Food Stamps and housing subsidies.
		Subtract work-related expenses such as child care and transportation costs.
		Subtract medical out-of-pocket expenses.

personal care (soap, toothpaste, etc.) or household upkeep (mops, brooms, etc.), we multiplied the percentage of the median by 1.2.[9] As reported in line one of Table 2, the broader market basket of necessities produces a national poverty line for a two-adult, two-child family of $21,818 in 2006 (the latest year for which data are available).[10]

The NAS also recommended that the poverty thresholds reflect differences in the cost of living across the U.S. Research cited by the Academy indicated that these differences were largely the result of variations in the cost of shelter and utilities. The NAS report suggested that a poverty threshold for the nation could therefore be adjusted by using housing

expenditure data from the U.S. Department of Housing and Urban Development's Fair Market Rents. This adjustment is illustrated in Table 2. It brings the New York City poverty line to $26,138. (The official threshold for a two-adult, two-child family in 2006 is $20,444).

Next, we developed a more inclusive definition of resources that accounts for cash income, the effect of taxation, and the cash-equivalent value of certain nutritional and housing assistance programs. Following the NAS recommendations, non-discretionary costs, such as work-related travel and child-care, along with medical out-of-pocket expenses, were deducted from income. Taken together, these

Table 2: CEO Poverty Threshold for a Family of Two Adults and Two Children, 2006		
1	$21,818	NAS threshold at national level
2	$9,600	Shelter & utility share of national NAS threshold (equal to 44 percent of line 1)
3	$13,920	NAS Shelter & utility share times ratio of NYC to US FMR (equal to 1.45 times line 2)
4	$12,218	Non-shelter share of threshold (equal to 56 percent of line 1)
5	$26,138	Sum of adjusted shelter and non-shelter thresholds for NYC (line 3 plus line 4)
Source: CEO calculations from U.S. Bureau of the Census and U.S. Department of Housing and Urban Development		

[9] Eighty percent of the median and the factor of 1.2 to account for miscellaneous expenditures are midpoints in ranges suggested by the Academy. See Citro and Michael (1995), 106.

[10] Expenditure data are from the U.S. Bureau of Labor Statistics' Consumer Expenditure Survey. The 2006 NAS poverty threshold for the nation is provided by the U.S. Bureau of the Census at:
http://www.census.gov/hhes/www/povmeas/altmeas06/nas_experimentalthresholdsv2.xls

adjustments created a level of "disposable income" that, for many low-income families, is greater than their pre-tax cash income.

Data Sources

Table 3 lists the surveys used in the CEO poverty measure, the data elements they provide and how often they are conducted. In instances where the survey data predate the year that we are estimating poverty for, dollar values are adjusted for inflation. When rental expenditures, for example, are taken from the 2005 Housing and Vacancy Survey, these are adjusted upward by the change in the Consumer Price Index for rental housing in the New York region.

- **Poverty Rates by Age Group.** Under the official measure of poverty, children are considerably poorer than adults. Using the CEO measure, however, the elderly are the poorest age group (with a poverty rate of 32.0 percent). By contrast, the poverty rate for children is slightly lower under the CEO poverty measure than under the official one (see Figure 1). The sharply higher poverty rate for the elderly in the CEO measure is largely a result of the high levels of medical out-of-pocket expenditures common among older people. This spending reduces the income they have to meet other basic needs. The modest reduction in child poverty demonstrates the impact of anti-

Table 3: Data Sources for CEO Poverty Estimates for 2006		
Survey and data it provides:	Survey Year	Survey Frequency
American Community Survey Pre-tax cash income Food Stamps School Lunch eligibility Journey to work	**2006**	**Annual**
New York City Housing and Vacancy Survey Participation in and value of housing assistance programs	**2005**	**Triennial**
Survey of Income and Program Participation Childcare expenses	**2001 and 2004**	**Tri or Quadrennial**
Medical Expenditure Panel Survey Out-of-pocket expenditures for healthcare	**2005**	**Annual**

THE REPORT'S KEY FINDINGS

Using both the new thresholds and the expanded definition of resources, CEO found that the poverty rate in New York City in 2006 was 23.0 percent. The corresponding poverty rate using the official method counts 18.0 percent of the City's population as poor. This was an attention-getting difference, but it became more meaningful to understanding poverty and more useful to understanding the effect of anti-poverty policies as we sifted through the data to examine how the change in methodologies affects specific groups within the City. We found that the differences between poverty rates derived from the official and NAS-proposed methods (which are labeled "CEO" in the figures below) are not evenly distributed across the City's population. As a result, the demographic and geographic characteristics of poverty in New York City changed considerably with the move from the official to the proposed method.

poverty efforts. Families with children, for example, receive tax credits that bolster earnings (the Earned Income Tax Credit) and defray the costs of childrearing (the Child and Dependent Credit).

The effect of anti-poverty policies is even more apparent when we compare poverty rates for children living in single-parent to two-parent families. As Figure 2 illustrates, although the poverty rate for children living in single-parent families remains much higher than for children living with both parents, under the CEO poverty measure the poverty rate for children in single families is lower than their poverty rate under the official measure (41.6 percent compared to 44.4 percent).

- **Poverty Rates by Race/Ethnic Group.** The CEO measure results in a notably higher poverty rate increases for Non-Hispanic Whites (a rise of 6.3 percentage points from the official rate), Asians (a rise of 7.9 percentage points from the official), and naturalized citizens (by 8.3 percentage points). The increases for Non-Hispanic Blacks and Hispanics, by contrast, are more modest: 3.2 percentage points and 3.9 percentage points respectively (see Figure 3). This pattern may reflect the relatively high age of Whites in the City compared to other groups and the very high proportion of New York's Asians who are foreign-born (see following discussion).

Figure1. Poverty Rates by Age Group

Source: CEO tabulations from New York City Sample of 2006 American Community Survey augmented with data from 2001 and 2004 Survey of Income and Program Participation, 2005 Medical Expenditures Panel Survey and 2005 New York City Housing and Vacancy Survey.

Figure 2. Poverty Rates by Presence of Parent (Children under 18)

Source: CEO tabulations from New York City Sample of 2006 American Community Survey augmented with data from 2001 and 2004 Survey of Income and Program Participation, 2005 Medical Expenditures Panel Survey and 2005 New York City Housing and Vacancy Survey.

- Poverty Rates by Nativity/Citizenship. Poverty rates are higher under the CEO poverty measure across nativity/citizenship groups. However, the increases are far from uniform. Using the CEO poverty rate for native-born citizens rises by 3.2 percentage points to 21.8 percent, and the increases for foreign-born citizens and immigrants who are not citizens are 8.3 percentage points and 7.9 percentage points, respectively. The larger increases for foreign-born New

Yorkers reflects their lower rates of participation in programs such as Food Stamps and housing assistance. A comparison of poverty rates by nativity/citizenship is given in Figure 4.

Figure 3. Poverty Rates by Race/Ethnicity

Source: CEO tabulations from New York City Sample of 2006 American Community Survey augmented with data from 2001 and 2004 Survey of Income and Program Participation, 2005 Medical Expenditures Panel Survey and 2005 New York City Housing and Vacancy Survey.
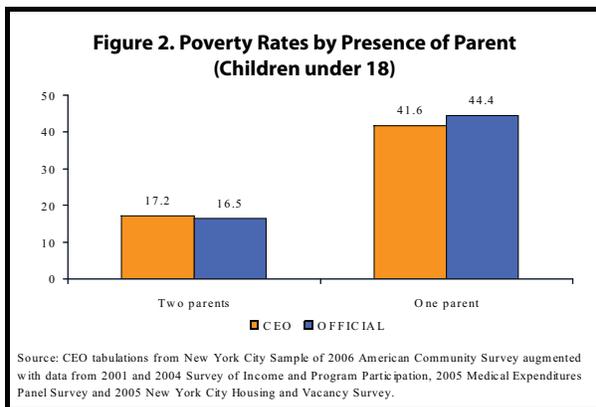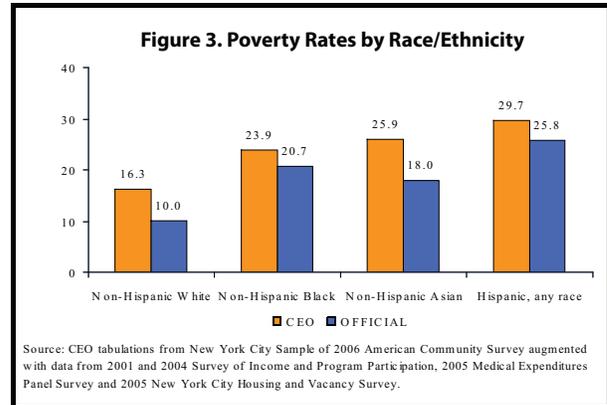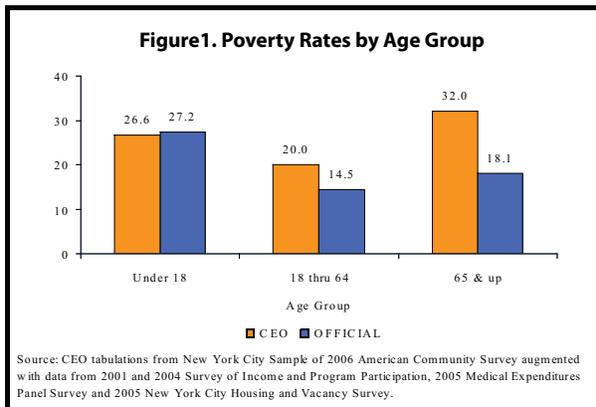
- **The geography of poverty also shifts between the CEO and official measures.** Poverty rates are higher in each borough with the CEO measure. The poverty rate for the Bronx remains the highest (at 27.9 percent), but the increases in the poverty rates for Queens (from 11.7 percent to 19.6 percent) and Brooklyn (from 21.5 percent to 27.0 percent) are larger than for the other boroughs. The particularly large increase in measured poverty in Queens is consistent with some of the demographic patterns reported above; the borough is home to many New Yorkers who are elderly, Asian, and/or foreign-born. A comparison of poverty rates by borough is given in Figure 5.

Figure 4. Poverty Rates by Nativity/Citizenship

Source: CEO tabulations from New York City Sample of 2006 American Community Survey augmented with data from 2001 and 2004 Survey of Income and Program Participation, 2005 Medical Expenditures Panel Survey and 2005 New York City Housing and Vacancy Survey.

Figure 5. Poverty Rates by Borough

Borough	CEO	OFFICIAL
Bronx	27.9	26.6
Brooklyn	27.0	21.5
Manhattan	20.4	16.8
Queens	19.6	11.7
Staten Island	13.1	8.4

Source: CEO tabulations from New York City Sample of 2006 American Community Survey augmented with data from 2001 and 2004 Survey of Income and Program Participation, 2005 Medical Expenditures Panel Survey and 2005 New York City Housing and Vacancy Survey.

IMPACT ON THE EFFORT TO IMPROVE THE FEDERAL POVERTY MEASURE

CEO's poverty measurement work has provided the Center with a voice in the national debate in Congress on improving the Federal poverty measure. Editorials and opinion pieces calling for an improved poverty measure have applauded the City's leadership and cited CEO's work as an example of the way it could be improved. These include:

Congressional Quarterly:

"(T)here's something for almost everyone in the proposal to broaden the calculation of what it means to be impoverished. Such a change should appeal to the poor, who are likely to be better served in the end. And it should benefit middle-class taxpayers who foot much of the bill for government assistance and therefore care about the proper stewardship of limited government resources."[11]

The Houston Chronicle:

"New York Mayor Michael Bloomberg proposes to tackle the poverty problem from a different angle. In mid-July, Bloomberg's office announced the city would employ a much broader method of measuring poverty than the one used since the mid-1960s by the federal government. Congress should carefully consider the merits of the New York Plan."[12]

The Economist:

"New York City, already a model in policing and an emerging one in school reform, is now tackling poverty…The mayors of Los Angeles, Miami and Cincinnati have praised New York's boldness. Congress may also be inspired to change the national poverty formula…"[13]

Federal Legislation

In July the House of Representatives' Ways and Means Subcommittee on Income Support invited CEO's Director of Poverty Measurement, Mark Levitan, to provide testimony on legislation that would mandate a change in the official poverty measure along the lines of the CEO measure.[14]

> *If we are serious about fighting poverty, we also have to start getting serious about accurately measuring poverty.*
> -Mayor Michael Bloomberg, July 13, 2008

In September, the Measuring American Poverty bill, was introduced in the House by Congressman Jim McDermott (D-WA). A companion bill was introduced in the Senate by Christopher Dodd (D-CT) shortly thereafter.[15] The legislation places responsibility for the nation's poverty measure with the Census Bureau. The bills instruct the Bureau to develop and publish a Modern Poverty Measure patterned after the NAS recommendations. For comparative purposes the Bureau would also continue to publish poverty rates based on the current method. These would become known as the "Traditional Poverty Measure." The legislation makes no changes in Federal funding formulas or eligibility to Federal benefit programs that use the official poverty rate or poverty guidelines. Any such changes would require additional legislation.

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[11] John Cranford. "Political Economy: Drawing a Finer Line." Congressional Quarterly Politics. 6 September 2008.
[12] "A Poor Measure," The Houston Chronicle, 26 July 2008.
[13] "The Big Apple Gets Poorer." The Economist.   17 July 2008.
   http://www.economist.com/world/unitedstates/displaystory.cfm?story_id=11750666
[14] See Mark Levitan. Testimony on Measuring American Poverty: Before the Subcommittee on Income and Security and Family Support of the Committee on Ways and Means, U.S. House of Representatives, July 17, 2008.
[15] For Congress member McDermott's bill, see Measuring American Poverty Act 2008, H.R. 6941, 110th Cong., 2nd Sess. (2008) available at www.access.gpo.gov. And for Senator Dodd's accompanying Senate bill, see Measuring American Poverty Act 2008, S. 3636, 110th Cong. 2nd Sess. (2008) available at www.access.gpo.gov

INTEREST FROM OTHER CITIES

One of CEO's goals has been to encourage other localities to develop similar poverty measures in light of our work. Many cities and states have expressed an interest in developing new poverty measures, including Chicago, Illinois; Los Angeles, California; San Francisco, California; Washington, DC.; Philadelphia, Pennsylvania; Oakland, California; and San Jose, California, along with the states of New York and California. All of these state and city initiatives will model their work on CEO's pioneering efforts.

BRIEFINGS FOR THE PUBLIC

CEO staff have participated in a number of public hearings, briefings, seminars, and panel discussions in response to interest in our poverty measurement work. These include the New York City Council's Committee on Community Development and Committee on Aging, the Brookings Institution, Columbia University School of Social Work, the Citizens' Committee on Aging, the Asian American Federation, the Robin Hood Foundation, the New York City Independent Budget Office, the Poverty Reduction Peer Network Quarterly Teleconference hosted by the National League of Cities, the Association for Public Policy Analysis and Management Research Conference, and the Welfare Reform Network.

USING THE CEO MEASURE

CEO's poverty measure is a social indicator; its purpose is to inform policy making. Its value lies in the extent to which it tells us something new about populations in need and the adequacy of public programs. A case in point is the ability of an hourly wage rate to lift a family out of poverty. Under the official poverty measure a full-time, year-round worker in 2006 would need an hourly wage of at least $11.23 to lift a family of two adults and two children out of poverty.[16] Under the CEO measure the same worker would need to earn $14.46. But the CEO measure would include other forms of income to determine a family's poverty status, such as the Earned Income Tax Credit or the cash-equivalent value of Food Stamps. Thus, under the CEO measure the adequacy

of an hourly wage rate would depend not just on the size of the family it supports, but also on the adequacy of the other forms of income that public programs provide to low-income working families.

The CEO measure also raises new questions about the well-being of important segments of the City's (and nation's) population and how they are affected by public programs. An example is the effect of poverty and out-of-pocket expenditures for medical care among the elderly. Payments by individuals or families to address their health needs do not factor into the official measure of poverty, but are treated as a reduction in the income available to a family to meet its other needs in the CEO measure. As noted above, medical expenses play a large role in the dramatic increase in measured poverty among older New Yorkers with the CEO method.

Much of these expenses are accounted for by the cost of prescription drugs.[17] Medicare's Part D prescription drug program was introduced in 2006. The CEO poverty measure for 2006 relied on data from the 2005 Medical Expenditure Panel Survey (MEPS), a survey sponsored by the U.S. Department of Health and Human Services' Agency for Healthcare Research and Quality, the most recent data available.[18] Because seniors began to enroll in Part D in 2006, that survey does not reflect whatever impact the new benefit might have on out-of-pocket expenditures for prescription drugs. It is not clear yet what impact this data from the 2006 MEPS will have, but it will likely provide important evidence about the degree to which Part D is protecting from poverty seniors who rely on costly prescription drugs.

It is also important to note some ways in which the CEO measure is not intended to be used. The current poverty measure plays a role in Federal government funding formulas that determine aid to the States and by all levels of government in determining eligibility for many means-tested programs.[19] The CEO measure is not intended for those purposes and has no bearing on Federal law. Eligibility requirements for almost all means-tested programs, moreover, are set by Federal or State statutes. Even where the City can establish eligibility, the CEO measure will not be used to disqualify someone from participation in a

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[16] This assumes 52 weeks of work and 35 hours of work per week.

[17] CEO tabulation is based on the 2005 Medical Expenditure Panel Survey. See U.S. Agency for Healthcare Research and Quality, Medical Expenditure Panel Survey, 2005 query. http://www.meps.ahrq.gov/mepsweb/data_stats

[18] For survey description see, U.S. Agency for Healthcare Research and Quality available at: http://www.meps.ahrq.gov/mepsweb/

[19] Thomas Gabe. "Federal Programs that use the "official" definition of poverty for determining eligibility or allocating funds." Memo from the Congressional Research Service to the House Ways and Means Subcommittee on Income Security and Family Support, October 2007. In R. Blank and M. Greenberg. *Improving the Measurement of Poverty, a Hamilton Project Paper.* (Washington, D.C.: Brookings Institute, 2008).

program because their family is receiving a public benefit that, if counted as a form of income, would put them above the Federal definition of poverty. Residence in a Public Housing development, for example, would not count against a person's ability to participate in a City-sponsored program.

This distinction between measurement for policy purposes and program eligibility can be found in other economic indicators. For example, the Federal government's unemployment calculation has no relation to how states allocate unemployment insurance benefits.[20]

It would be extremely difficult for City agencies to collect all the data needed to determine an individual's poverty status using the CEO measure for people who are applying for benefits, and the additional burden on applicants would likely discourage participation. This would run counter to the City's many efforts to encourage enrollment in programs such as Food Stamps and Medicaid.

ONGOING RESEARCH

CEO plans to issue a second report on poverty in New York City in the spring of 2009. The report will include data for 2005, 2006, and 2007, a first effort to track changes in the poverty rate over time using the new measure. Along with constructing the beginning of trend data, CEO staff is working on ways to improve the precision of the measure. On October 27, 2008, the Brookings Institution hosted a meeting where CEO staff presented our methods and findings to a group of experts in the field, including research staff from the U.S. Bureau of the Census, the U.S. Bureau of Labor Statistics, and the Office of Management and Budget, as well as university-based scholars. This discussion and others have been focused on a number of technical issues related to how CEO can better measure the impact of taxation, spending for medical care, and housing assistance on poverty status.

In addition to the refinement of our methods, future poverty rate estimates will incorporate more recent survey data in our measurement of family resources. Thus re-estimates for poverty in 2006 and new estimates of poverty in 2007 will take into account data on medical out-of-pocket expenditures from the

2006 Medical Expenditure Panel Survey (MEPS), and when data from the 2007 MEPS is available (in late 2009) CEO will re-estimate our poverty measures for 2007. Likewise, as new data become available from the New York City Housing and Vacancy Survey (which provides the information needed for estimates of the value of housing assistance) and from the Survey of Income and Program Participation (which provides data on childcare expenses), CEO will readjust its poverty estimates.

CEO is committed to continuously improving the quality of the poverty measure. Going forward, CEO will continue to refine its methods and update the data used in its work. Policymakers and the public at large need the very best data and methodology available.

Mayor Michael Bloomberg with CEO Executive Director Veronica White and Director of Poverty Research Mark Levitan in Washington, D.C.

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[20]   Stated by Rebecca M. Blank. See, The Brookings Institution. "Improving the Measurement of Poverty." 9 Dec. 2008. Transcript, 56.

CUNY Prep graduation

Lessons
Learned
and Early Outcomes

This section summarizes some of the lessons that have emerged from two years of program planning and implementation. These lessons influence our ongoing work with City agencies and CEO's engagement with interested parties. This experience also informs the replication of innovation strategies.

This chapter also highlights the early outcomes of selected programs. For the majority of programs it is still too soon to fully judge whether they are successful. However, some programs are structured to yield significant short-term outcomes – and we are proud to announce a few early successes. There are also a few programs that have not had sufficient measurable results that we are discontinuing.

LESSONS LEARNED

Committed Mayoral Leadership

Mayor Bloomberg's commitment to CEO and its prominent placement in the Mayor's Office has given CEO the stature to collaborate effectively with other City agencies and to promote its efforts with other policy-makers. The Deputy Mayor for Health and Human Services provides clear leadership and emphasizes transparency and accountability. National foundations, newspapers, and elected officials care about CEO because the Mayor of America's largest city made poverty his priority.

Mayor Bloomberg's leadership was praised by the media for the development of CEO's poverty measure. The City's release of an alternative measure of poverty gave new energy to the effort to change the way poverty is measured by the Federal government.

CEO Leadership

Placing implementation and evaluation responsibility in a small unit managed from City Hall ensured accountability in quickly establishing a range of initiatives. This is especially notable given the large number of City agencies and non-profits involved in implementation. Routine reporting and management check-ins unearthed bottlenecks and assisted in problem resolution. This also facilitated inter-agency collaboration.

Agency Leadership

During the CEO planning process, agency commissioners were given the opportunity to propose new program ideas, giving them a high level of buy-in. Many CEO programs represent lessons learned by the agencies, and commissioners have been excited to test their innovations. For example:

- CEO funding has enabled the the Department of Small Business Services (SBS) to embrace cutting edge workforce development practices, including a focus on growth sectors, career advancement, a sophisticated use of technology to improve service delivery, and training options that are responsive to both employers and employees.

- The Department of Youth and Community Development (DYCD) designed an internship program for disconnected young people that builds on its experience of offering summer youth employment programs and year long job training for out-of-school youth.

In some cases, the organizational capacity to act quickly on the resources provided was lacking. For example, the Department of Juvenile Justice has limited staff and struggled to develop and implement its program in a timely manner. In such cases, CEO staff played an active role in program development. Several agencies struggled with program design, and, in a few instances, had to re-issue Requests for Proposals due to weak responses.

New Resources

New resources can be a critical motivator of agency commitment and the investment made by the Mayor in this anti-poverty effort sets CEO apart from the generally unfunded anti-poverty discussions being pursued by other cities and states. CEO manages an annual Innovation Fund that includes new public and private resources.[1] These funds ensure that the Center's initiatives have resources to operate. CEO's control over funding allocations also helps ensure compliance with reporting and evaluation requirements.

The appropriation of a special account, isolated from agency baseline budgets, protected the new expenditures from agency budget cutting and wholesale program elimination, and leveraged higher level support from City Hall and the Office of Management and Budget in managing resources.

A lot has been accomplished in two short years. CEO has made remarkable progress implementing a range of programs, identifying appropriate performance targets and conducting early implementation evaluations. City agencies rose to the challenge and moved their projects quickly through design and procurement phases; most programs have now been implemented and are demonstrating participant outcomes.

Effective Agency Management

City agencies are taking a proactive approach to supporting and overseeing their CEO initiatives, including providing technical assistance, program monitoring, data systems, and forums for providers to exchange information.

CEO initiatives generally have the support of senior management at the agency level and qualified staff leading day-to-day program or contract management. City agencies have contracted with multiple providers to implement programs, and in a few instances, have implemented improvement strategies and terminated the contracts of troubled sites.

- For example, SBS put in place a corrective action plan for one of its sites that was failing to fulfill its job placement targets. This process resulted in significant though still insufficient program improvements and as a result the agency reduced the provider's contract.

Some agencies struggled to implement their CEO programs in an effective and timely manner. Some of the more innovative programs required extensive planning, input, and a longer procurement process. For other programs, delays and pitfalls can be more squarely attributed to agency and staff limitations. CEO staff and the Deputy Mayor for Health and Human Services often provided a troubleshooting and oversight role.

Several CEO projects are collaborations between two agencies. These joint-initiatives are breaking down barriers to promote better, more integrated services. Examples include the Department of Education and the Department of Corrections collaboration on educational programs for young adults on Rikers Island; the Human Resources Administration, the Department of Small Business Services and the Office of Management and Budget Food Stamp Employment & Training initiative; and CUNY and the Department of Corrections jointly designed NYC Justice Corps.

There has also been considerable interaction among the CEO programs and sponsoring agencies, such as OFE consulting on financial education, SBS sharing job development expertise, and many client referrals among programs. Monthly updates and quarterly meetings help facilitate interaction among the CEO programs.

Mayor Michael Bloomberg announcing the launch of the Young Adult Internship Program with Deputy Mayor Linda Gibbs, Good Shepherd Services Executive Director Sr. Paulette LoMonaco, and DYCD Commissioner Jeanne Mullgrav.

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[1] The Innovation Fund includes approximately $60 million in new City funds, up to an estimated $42 million for the Child Care Tax Credit, over $11 million in City education funds, approximately $7 million in state and federal funding, and $25 million in private grants raised by the Mayor's Fund and CEO.

Provider Capacity

CEO is pleased to be working with many exceptional Citywide and community based organizations (CBOs). These partners are implementing model programs with dedication and resourcefulness. Evaluators found strong fidelity to the program model and quality service delivery in general.[2] CEO conducts site visits that are often inspiring opportunities to witness the quality and commitment of staff, who have thoughtful recommendations of how to best engage their clients. A technical assistance provider for YAIP, for instance, uses her church network to connect participants to local employers. Doctors at school based health clinics are experts at encouraging students who present minor ailments to also seek treatment for sexually transmitted diseases or counseling for trauma issues.

Provider capacity has been an issue in many programs. Even at a pilot level, several of CEO's initiatives confronted limited provider capacity.

Some of the larger and more challenging projects drew the attention of the same small group of Citywide providers – and although such providers presented competent and competitive proposals – the small provider pool raises concerns about these groups becoming overextended or a potential challenge if the City seeks to expand and replicate these initiatives.

Some community based organizations won contracts for many CEO projects and have been essential to reaching CEO's target communities and populations. However, in some cases, such as the Teen ACTION service learning initiative, there were an insufficient number of quality providers to implement the program at the intended scale. Although approximately 60 providers were selected, they collectively had a capacity to serve fewer participants than anticipated, resulting in approximately 20 percent fewer participants. An important consideration for moving forward is how to strengthen the capacity of the non-profit community to take on new work in a manner that delivers high quality service.

On occasion, City agencies needed to re-release Requests for Proposals (RFPs), extend deadlines, or alter program specifications to attract a sufficient number of quality proposals. With some new projects, this process modified expectations of CEO or City agencies for what providers could accomplish and probably resulted in stronger, simpler program models.

Several agencies built technical assistance into their program models and are offering additional support to struggling providers.

Focused Strategies and Populations

CEO targets its efforts to three key populations: young adults, the working poor, and young children; and CEO's interventions mostly focus on education and employment.[3] This targeted approach has facilitated synergies among programs, common measures and goals, and the development of expertise in these areas among provider, agency, and CEO staff.

For example, some graduates of CUNY Prep's GED program were enrolled in CUNY ASAP and are working towards their Associate degrees. And the Department of Small Business Services shared its expertise on job placement and career development with CUNY ASAP's job developers.

Opportunity NYC: Family Rewards participant.

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[2] Based on program reviews conducted by Westat and Metis Associates of 16 programs during 2008.
[3] Several programs also address health and re-entry issues.

PROFILE: SCHOOL BASED HEALTH CLINICS

Putting comprehensive medical and counseling care where youth need it most—in their schools.
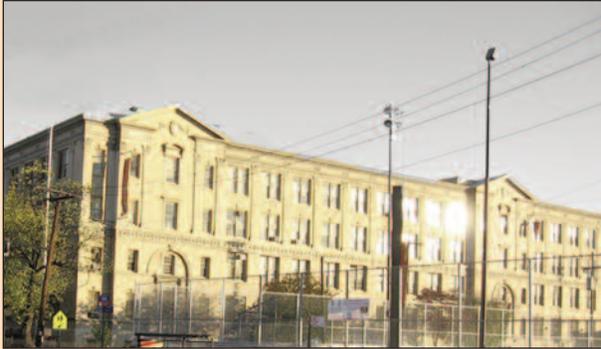
Evander Childs High School.

> *I've seen kids who are literally about to drop out of school come into our clinic, turn their lives around and end up going to a four-year college.*
>
> -Dr. David Appel

Dr. David Appel has spent much of his adult life providing health care for people in need. In 1985, when completing his medical residency, he wrote a proposal for what became the first School-Based Health Clinic (SBHC) in New York City. Today, thanks to funding from the Center for Economic Opportunity, Dr. Appel with Montefiore Medical Center recently opened two new SBHCs at high-risk high schools—the Evander Childs Educational Complex and the Herbert Lehman Educational Complex in the Bronx. Both sites provide comprehensive medical care, including counseling, pregnancy prevention and STD testing.

The Evander Childs clinic, which opened in September 2007, treated 1,000 students (some over multiple visits) in its first year of operation, and the Lehman clinic treated 800 students in its first 5 months of operation, between February and June 2008.

Dr. Appel believes that housing a clinic within a school is important because it ensures that a high-risk population receives health care, and because it allows administrators and teachers to focus on their educational mission. "It establishes some calm at the school," Dr. Appel explains, "so an administrator doesn't have to choose between counseling a troubled student, or completing staff reviews as they're supposed to." In his twenty years working in and around troubled schools, Dr. Appel attributes much of the staff burnout at high-risk schools to exactly this phenomenon: "They're overburdened," he says, "Juggling their actual jobs with acting as guidance counselors and nurses. Education can't happen unless the students are healthy," he continues. "So what SBHCs allow teachers to do is keep an eye out for troubled students—and then let the clinic know about the student, and go back to planning the day's lesson. They stay fresh."

Asked to describe the most rewarding part of his job, Dr. Appel doesn't hesitate. "By far, the most rewarding part of my job is meeting the kids—diamonds in the rough, I call them. They've had tough lives, or are facing some sort of crisis at home or in their lives as students. And they just need some help. It's amazing how resilient these teenagers are—they're extremely self-motivated," he continues. "But they have to connect with an adult they can trust who is able to offer them guidance. If they can find that, and they do find that at our health centers, then the sky's the limit. I've seen kids who are literally about to drop out of school come into our clinic, turn their lives around and end up going to a four-year college. It happens every day. We literally see them every day."

Although this targeting has been meaningful, CEO's programs are still spread thin and clearly only serve a fraction of the target populations. Hopefully, as we document what works, CEO will influence how City agencies fulfill their mandates, and CEO's work will warrant replication.

Target Communities

The majority of CEO initiatives are open to residents Citywide but CEO also made an effort to target some of its initiatives to three high-poverty communities: Bedford-Stuyvesant (Brooklyn), Jamaica (Queens), and Melrose (Bronx). For example, the NYC Justice Corps is being implemented in Bedford-Stuyvesant and the South Bronx; and the new Sector-Focused Career Center brings a new and promising job placement strategy to Jamaica, Queens. However, there is no evidence that these and others are likely to have a measureable community level impact on poverty rates or employment statistics. CEO will maintain its programming in target communities and look for further opportunities to test place-based interventions.

Recruitment and Retention

In this first full year of operation, recruiting and retaining participants was a primary focus for programs. The vast majority of programs hit their enrollment targets by employing creative strategies. Many report that word of mouth is the most effective referral mechanism, particularly for young adults, and recruitment should get easier as programs become better known in their communities.

Many programs took an active approach to retention that included intensive personal engagement, such as wake up calls, and celebrations to reward ongoing participation. Programs also identified the role of peer support in maintaining program participation.

Modest incentives were also provided by the majority of programs to foster retention. Incentives ranged from movie tickets to monetary rewards for successfully completing projects or activities.

Evolve and Re-invest

CEO continues to develop new programs based on implementation experiences and feedback from various stakeholders. For example, several groups expressed concern for disconnected youth with low literacy levels. And although CEO has many programs for disconnected youth, few served low-level

readers. This year, CEO established new literacy programs with the Queens, Brooklyn, and New York Public Library systems, and community based organizations affiliated with the New York City Department of Youth and Community Development. These model literacy programs target instruction to the needs and interests of young adults and include a focus on employment, incentives to sustain attendance, and support services.

These and other new programs are being funded out of limited reallocated CEO resources. Funds for reallocation come from programs that were not implemented at the original scale, overestimated budgets (generally based on high participation estimates), delayed implementation, or cut for performance or implementation issues. Any funds that were reallocated remained within the same target group.

Good but not Innovative

An emerging theme is that CEO's portfolio includes some programs that are not worth evaluating given the level of our investment, such as one-time investments and small programs. For example, CEO funded a multi-lingual marketing campaign for the City's 311. This effort fit into a broader re-branding of 311, as well as other language access interventions. Nevertheless, the $127,000 campaign was too modest to result in a measurable change in the volume of non-English calls to 311. Other programs with limited or no evidence are discussed in the early outcomes section of this chapter.

There are also a few initiatives that appear to be worthwhile and serving populations in need but that may not emerge as particularly innovative models. In some cases agencies may elect to continue these programs as part of their general mission. These were worthy early projects but as CEO truly carves out its role as an innovation lab with rigorous evaluation any new programs or expansions are expected to meet a higher threshold.

Evaluation Takes Time and Resources

Evaluation is one of the founding principles of CEO, yet it takes time for programs to have results and even longer to effectively measure those outcomes. And rigorous evaluation designs take yet more time. From the outset, strong interest in CEO has led to an impatience for results. CEO balances these competing pressures by sharing real-time program data and preliminary lessons learned, as offered in this report, while engaging in longer-term program assessments.

Social policy is riddled with examples of new policies or program expansions that occur well in advance of documented outcomes, and probably an equal number of programs lose funding and close out with evaluation results that years later commend the program. Economic realities have already led the City to expand some of CEO's new employment programs in response to the economic downturn, while budget pressures limit the ability to expand other promising programs. CEO will continue to seize opportunities to push its anti-poverty programs while maintaining an honest and open approach to measuring what works.

Early on, CEO recognized the need to be strategic about its evaluation resources. While all programs are being measured – not all require the same level of effort. CEO is assessing some programs with available administrative data, such as using tax records to track the impact of the Child Care Tax Credit. This enables the external evaluators to focus on programs where data is not readily available, such as understanding changes in risky behavior among teens participating in service learning programs. Other factors in evaluation planning include the amount of CEO's investment, the uniqueness of the program model, the timing of expected outcomes, and the level of knowledge regarding particular interventions or populations.

Mayor Michael Bloomberg, Deputy Mayor Linda Gibbs, and Department of Consumer Affairs Commissioner Jonathan Mintz launch the $aveNYC Account Program.

EARLY OUTCOMES

Several programs have very promising early outcomes.

These programs are generally structured to result in measurable change in a short time period or have been operational for several years. Many other programs are on-track to demonstrate significant participant benefits but either started later or are longer interventions with outcomes expected in the coming years.

For example, CEO's accelerated Licensed Practical Nurse (LPN) Program successfully graduated all of its first year students.[4] This fall, certified graduates accepted positions with the City's Health and Hospitals Corporation and earn starting salaries of $40,300. The Registered Nursing program is a longer intervention and will not have graduates for several more years.

As outcomes and evaluation findings emerge, CEO will share its results and contemplate next steps.

PROMISING PROGRAMS

A NEW ROLE FOR MUNICIPAL GOVERNMENT
Office of Financial Empowerment

The Office of Financial Empowerment (OFE) supports asset building, financial education, and protection from predatory practices for low-income New Yorkers. OFE collaborates with banks, financial education providers and other City agencies to meet the needs of "unbanked" New Yorkers and to help low-income households make the most of their resources.

Accomplishments/Why Successful? [5]

This unit within the City's Department of Consumer Affairs (DCA) has implemented an ambitious policy and research agenda and initiated several successful pilot projects that improve the economic well-being of New Yorkers and establish New York City as a leader in the field.

Notable accomplishments include:

- Developed local Financial Education Network with 132 participating partners.

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[4] The program expected to serve 40 students, however, one student dropped out in the very beginning. Of the 39 students actively participating in the program – all successfully graduated and 19 are certified as of December 2008 with more expected to pass the certification exam in the coming months. Evidence includes Westat/Metis Program Review.

[5] Evidence includes Westat/Metis Program Review and OFE data.

- Established a coalition of city governments, Cities for Financial Empowerment, focused on financial security; participating cities include San Francisco, Chicago, Miami, San Antonio, Savannah, and Seattle.
- Authored Neighborhood Financial Services Survey that provides a nuanced picture of the financial status and decision-making of Jamaica and Melrose residents. The study is a model for a national survey by Cities for Financial Empowerment.
- Collaborated with the City's many financial institutions to pilot safe and affordable products and services, including structured banking programs, such as the Opportunity NYC Basic Account and $aveNYC Club Account.
- Designed and implemented the first Financial Empowerment Center, offering individualized financial counseling to South Bronx residents.
- Contributed to the City's EITC campaign, worked with DCA on national policy issues, and investigated predatory lending practices.

Next Steps/Replication Potential

- Other cities are already following OFE's lead and implementing similar municipal entities.
- The Mayor announced an intention to establish five more Financial Empowerment Centers, through private funding, making this a core recommendation of his plan to help New Yorkers weather the economic downturn.

FROM POVERTY TO A STABLE MIDDLE-INCOME CAREER

Nursing Career Ladders: Licensed Practical Nurse Program

Nursing Career Ladders: Licensed Practical Nurse (LPN) Program offers an accelerated program to train and certify LPNs in less than a year.

Accomplishments/Why Successful? [6]

In its first year, all 39 participants successfully completed the Department of Education (DOE) and Health and Hospitals Corporation (HHC) program, which offers high-quality nursing training with an intensive clinical component. Graduates are required to pass a certification exam and guaranteed a position with HHC. Half of the graduates have already passed their exams and the majority are expected to pass in the coming months.

The program is a powerful path out of poverty. Eligibility currently is limited to HHC employees and students with incomes of less than 130 percent of the Federal poverty level. LPN wages start at just over $40,000 with benefits and job security.

Next steps/Replication Potential

Continued monitoring will track the number of graduates passing the certification exam and measure whether this year's students perform as well as the first class.

The profound economic impact of the program argues for its expansion. The current program has the capacity to serve only 40 students and any expansion would likely be incremental. Challenges to scaling up the program include the need to build additional clinical space, the difficulty in hiring instructors (nurse teachers earn less than practicing nurses), and a relatively high per participant cost. Due to the rigorous demands of the course, entering students must have an 11th grade reading level and a 10.5 grade level for math. The program includes a preparatory course that helps applicants improve their skills.

REENGAGING DISCONNECTED YOUTH

The Young Adult Internship Program places disconnected youth in short-term paid internships followed by placement into jobs, education, or training with nine months of follow up services.

Accomplishments/Why Successful? [7]

In its first year, the program placed over a thousand youth in various internships across the public, non-profit and private sectors and nearly 60 percent of participants went on to jobs or returned to school. The first cohort of participants is just now reaching its one year mark and preliminary data suggest that over half remain connected to school or work.

These are very strong early outcomes for a population that is considered very difficult to engage. The model

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[6] Evidence includes Westat/Metis Program Review.
[7] Evidence includes Westat/Metis Program Review.

CUNY Prep Students.

is based on the notion that youth are motivated by wanting to work and earn money. Participants begin paid internships after a very short orientation and job readiness course, weekly sessions foster peer support and provide an opportunity for staff to reinforce "soft skills" and teach financial literacy and other topics. After successful completion of the three-month internship, graduates are offered placement and follow up services for an additional nine months. Other keys to the program's apparent success are the quality of providers, whose staff forge real connections with participants and are resourceful in securing internships and ongoing placements. Program staff and internship providers often served as mentors and many employers went the extra mile to supervise inexperienced workers and even help address personal crises.

Next Steps/Replication Potential

CEO will continue to monitor and evaluate the outcomes of subsequent cohorts, as well as document lessons learned, and further study factors that might contribute to results, such as provider quality or participant characteristics.

The model appears to have good potential for replication. The program is neither very expensive nor does it require specialized knowledge. The cost per participant is approximately $6,500 (this includes internship wages). Providers include youth agencies, social service organizations, and employment programs, all with the core competency connecting with youth and

employers. As with any program, quality management and staffing are key.

Responses to the original RFP suggest that provider capacity may be an issue, with all strong proposers funded. However, it may be that current providers could serve more youth and that additional quality providers would step forward now that the program model is established.

EDUCATIONAL SOLUTIONS FOR YOUTH AT RISK

CUNY Prep

CUNY Prep offers out-of-school youth between the ages of 16 and 18 an opportunity for full-time study for the purposes of re-entering high school or qualifying for admission to college by obtaining a General Equivalency Diploma (GED).

Accomplishments/Why Successful? [8]

More than 75 percent of CUNY Prep students taking the GED exam passed the test, surpassing CUNY's ambitious target for the program and vastly exceeding the Citywide average pass rate of 43 percent.[9] The full-time program offers courses in humanities, math and science, extending way beyond GED test prep to instill in students a sense of academic excellence. The program prepares students for entry into, and success in college, and during their time at CUNY Prep, students have an opportunity to earn credits at Hostos Community College.

The school has a strong sense of community that provides support, sets high expectations, and delivers explicit information about what to expect and how to succeed in college. The school's founding director is a dynamic leader who has fostered this unique community. This was apparent at a forum on the school's annual performance data, where students and school security officers joined the director and others in a lively discussion on the meaning of the data.

CUNY Prep maintains an unremitting focus on school improvement by analyzing student data, offering professional development to all staff, and fine tuning curricula, scheduling, and staff roles.

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[8]   Evidence includes Westat/Metis Program Review and CUNY Prep performance data.

[9]   Jacqueline L. Cook. "Our Chance for Change: A Four-year Initiative for GED Testing in NYC." A study prepared for the NYC Department of Youth & Community Development. (New York, N.Y.: Department of Youth & community Development, 2008).

[10]   Nationally, only 17 percent of students who enroll in community college end up receiving an Associate degree within six years. CEO's CUNY ASAP program aims to increase graduation rates at the City's six community colleges through financial, academic, and social supports. Several CUNY Prep graduates are participating in ASAP.

Next Steps/Replication Potential

CUNY Prep continues to experiment with how to better prepare and support its students at college. Just under half of those who pass the GED enroll in college and approximately one-third of those attending college remain there after two semesters. Graduation rates at community colleges are low[10] and CUNY Prep students are like many others whose progress is slowed by the need to take non-credit bearing developmental courses and work and family obligations. CUNY Prep appears to be a model worth replicating and the school is well-regarded by local educators and youth services providers. Some of its practices have been adopted by other programs but it has not been fully replicated.

HEALTHY FOOD FOR ALL

Food Policy

This CEO initiative supports the position of the Food Policy Coordinator and Department of Health's Healthy Bodegas initiative. These projects aim to improve food security and increase the availability of healthy foods in low-income communities.

Accomplishments/Why Successful? [11]

The Food Policy Coordinator, an ombudsman working in the Mayor's Office, has advanced an ambitious agenda to improve access to healthy foods and increase enrollment in public food programs. The Food Policy Coordinator worked with other City agencies to implement healthy nutrition standards for the 1.1 million meals that the City serves each day, such as adding more fruits and vegetables, and reducing salt, sugar, and fried foods. The City is also streamlining the application process for public food programs, and piloting new school meals programs. The Food Policy Coordinator worked with the Department of Health and Mental Hygiene on a Healthy Bodegas initiative that increased the availability of low-fat milk and fruits and vegetables at over 1,000 markets in low-income communities. The City Council passed legislation to allow 1,000 green carts in poor neighborhoods. Representatives from City agencies and community organizations praise the Food Policy Coordinator for elevating food policy issues and fostering collaboration. An Executive Order supports the position.

Next Steps/Replication Potential

Many stakeholders stated that the position of the Food Policy Coordinator is successful because of its placement in the Mayor's Office and also because of the skills and qualities of the Food Policy Coordinator himself. Through his collaborations the Coordinator has leveraged staff from other City agencies and helped to raise more than $3 million in public and private grants.

CONNECTING RESIDENTS OF HIGH-POVERTY COMMUNITIES WITH JOB OPPORTUNITIES

Community Based Organization (CBO) Outreach

In this Department of Small Business Services' (SBS) job placement project, outreach workers from the Workforce1 Career Centers reach out to community based organizations in the CEO target communities (Bedford-Stuyvesant, Melrose, and Jamaica) with the goal of connecting residents to employment opportunities at the Career Centers.

Accomplishments/Why Successful? [12]

In its first year, the project placed into jobs more than 2,000 people who would likely never have learned of the opportunities available without this initiative. The project extends the reach of the Career Centers to serve residents of communities with high-poverty and high-unemployment. Social service and job preparation programs often lack connections to employers and the project enables them to focus on other supports for their job seeking clients. CBO Outreach also helps the Career Centers fulfill their job orders from local employers.

Next steps/Replication potential

The project initially began as a modest effort with WIA funds and CEO funds increased the staffing and developed more robust community partnerships. The Community Outreach Teams now place thousands per year. In its second year of operation, the program aims to reach a higher job placement target of 2,880. SBS believes that the project is more or less at scale with the equivalent of three full-time staff people at four of its Career Centers.

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[11] Evidence includes an internal program review, Executive Order 122, City Council Introductory Number 665-A on Green Cart permits, and City Agency Food Standards.

[12] Evidence is based on the Westat/Metis program review and placement data collected by SBS.

PROFILE: HEALTHY BODEGAS

An outreach program that helps bodega owners stock healthier food options, such as fresh fruits and vegetables.

> " *As soon as my customers saw the first apples, they're asking me 'Please bring this kind of fruit,' 'please can you bring that kind of fruit.* "
>
> -Ricardo Dolores Soriano

Two years ago, Ricardo Soriano and his brother, who emigrated from Mexico, saved enough money to realize their dream of starting their own business: El Guerrero, a bodega and small breakfast/luncheon spot on 138th Street in Mott Haven.

On a recent visit, the shop hummed with activity. The interior of the store is neatly stocked with dry goods—breads, tortillas, and packages of rice and crackers. But unlike many bodegas, particularly those in Mott Haven, a neighborhood in the South Bronx that is one of the most persistently impoverished in the U.S., the bodega also offers fresh fruits and vegetables—dozens of them. Outside the store, display cases entice passers by with melons, bananas, pineapples and quarts of strawberries. There are two shelves devoted to the bodega's most popular summer fruit, mangoes, and fresh oranges, lemons, apples, pears and grapes are available at a third stand. A sign above the tortilla maker inside advertises Ricardo's newest business venture—homemade blended fruit and vegetable juices.

El Guerrero used to have only one case of produce consisting mostly of onions and potatoes. That changed when Lisandra Lamboy, an effervescent young woman who serves as the Healthy Foods Campaign Coordinator for South Bronx, came into the store one day and introduced herself. "I go around by foot, saying, 'Hi, my name's Lisandra, can I talk to you for a couple minutes?" she says. "I approach it as, 'Hey, I work with the City, and I can give you cool ideas that will help make your business more successful and let your customers eat healthier foods."

Lisandra pauses to tell a joke to Ricardo in Spanish. Ricardo, who speaks some English, is more comfortable with Spanish, and he laughs as she says, "We approach it from a business perspective, because these stores have to make money," she says. "But the key is developing a relationship. I'll stick around an extra 15 minutes to hear about their daughter's first tooth coming in or the rising cost of plantains because in the long run forging connections helps me share ideas."

Ricardo hadn't received requests to stock produce before he began his work with Lisandra, so he was surprised to find that almost as soon as he began stocking fresh fruits and vegetables, inquiries about stocking more rolled in. "As soon as my customers saw the first apples, they're asking me "please bring this kind of fruit, please can you bring that kind of fruit," he says. "I wouldn't be making this extra money without Lisandra. She motivated me, got me excited about trying new ideas."

Two customers come in, and conversation pauses as Ricardo rings up their items—including several kinds of fruit for each customer. Lisandra, eyeing the purchases, says "We're really enthusiastic about the progress we've made, both in this store and throughout the neighborhood. We're changing perceptions about selling produce among both consumers and bodega owners." She adds, "Nothing like this has been done on a Citywide scale before. The work is so innovative and fresh and exciting."

As for El Guerrero, Ricardo is quick to report his upcoming business plans. "I'm going to be stocking even more fruit next summer" he says happily, grinning. He explains that last summer he also participated in the Healthy Foods Campaign pilot that allowed bodega owers to purchase farmers market produce at wholesale prices. As for El Guerrero, Ricardo is quick to report his upcoming business plans. "I'm going to be stocking even more fruit next summer", he says happily, grinning.

FOCUSING EMPLOYMENT SERVICES ON GROWTH INDUSTRIES

Sector-Focused Career Centers

The SBS Sector Centers offer job-placement and training centers focused on specific economic sectors in NYC.

Accomplishments/Why Successful?

A new strategy in workforce development is to focus on specific sectors of the economy. Public/Private Ventures' report, "Targeting Industries, Training Workers and Improving Opportunities" found that sector-focused workforce programs helped low-wage workers obtain higher hourly wages, increase income, secure better-quality jobs and decrease poverty by nearly 30 percent.[13] SBS adopted a similar strategy in its Workforce1 Career Centers, where job developers acquire expertise and relationships with firms in a particular industry. The agency credits this specialization with increasing job orders and improving placement rates.

With CEO funding, SBS opened the first Sector Center in June 2008 to serve the transportation industry. Its location in Jamaica, Queens near LaGuardia airport, facilitates airport related employment. The program is on-track to meet its year 1 placement target of 880 jobs and 79 percent of placements to date have been in positions earning $10/hour or more.

Next Steps/Replication Potential

Additional sector centers are already in the pipeline, with an RFP released December 2008 and programs expected to start in spring 2009. The sectors were not specified in the RFP, but the RFP does include a list of acceptable sectors drawn from SBS's research of growth industries and those expected to continue to hire even in recession, such as health care, waste management and food services. The Mayor endorsed this promising strategy in his 18-point plan to help New Yorkers weather the economic downturn.[14]

TAX CREDITS TO SUPPORT WORKING FAMILIES

Child Care Tax Credit (CCTC)

The CCTC provides income eligible families in the City with a refundable tax credit to help pay for child care expenses. The City tax credit follows the guidelines of similar State and Federal Child and Dependent Care credits, and together the tax programs help families to offset the cost of quality child care.

Accomplishments/Why Successful?

New York City is one of only two cities nation-wide to offer such a credit. The 2007 tax year marks the first time that households could apply for the local credit which offers up to $1,700 for qualifying families. Remarkably, in 2008 over 50,000 New Yorkers received the credit for a total of over $30 million paid to low-income families.

Next Steps/Replication Potential

The tax credit is available to all qualifying families. Enrollment will likely increase as more families learn about the credit.

Earned Income Tax Credit (EITC)

To ensure that all eligible New Yorkers receive the EITC, the Department of Finance (DOF) sends pre-populated amended tax returns to qualified households who failed to claim the credit.

Accomplishments/Why Successful?

Beginning in January 2007, the DOF sent pre-filled tax returns to New Yorkers who were eligible for, but did not receive the credit in prior years. In its first year, the mailing resulted in more than $15 million in EITC filings for City residents. For the 2008 mailing, covering the 2005 tax year, DOF worked with the Internal Revenue Service to identify income eligible households. Mailings were precisely targeted and it is estimated that the program helped close to 4,300 households claim credits totaling approximately $3,600,000.

Next Steps/Replication Potential

With its direct targeting, fewer households are expected to be identified by the DOF in the coming years, as families begin to claim the credit on their own.

DISAPPOINTING EFFORTS

Careful management and attention to performance data resolved many early problems. Program models

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[13] Anne Roder, Carol Clymer and Laura Wyckoff. "Targeting Industries, Training Workers and Improving Opportunities: The Final Report from the Sectoral Employment Initiative." A study prepared for The Public/Private Ventures. (New York, N.Y.: Public/Private Ventures, 2008).

[14] "Mayor Bloomberg Announces 18 Initiatives to Help New Yorkers Face Current Economic Challenges." City of New York (30 October 2008).

have evolved or have been scaled back and providers have stepped up to the plate. In a few cases, individual contracts have been terminated for failing to perform but for most program models it is still too early to say with confidence whether they work.

This year we are discontinuing several projects. These can generally be classified as either one-time investments or small experiments.

One-time Investments

One-time investments include giving away ACCESS NYC computer terminals and the e311 Marketing Campaign. The computer terminals were part of several initiatives to promote ACCESS NYC, the City's online benefits screening tool, and were distributed to high-traffic non-profits and City agencies. Unexpectedly, there was limited initial interest in the computers though there are now approximately 500 public access terminals throughout the City.

The e311 Marketing Campaign was part of other language access initiatives and efforts to promote the City's 311 phone service. Bright yellow advertisements in seven languages were placed around the City during the spring and summer of 2008.
Both initiatives were successfully implemented yet neither offered a way to reasonably measure the impacts of these efforts. We were unable to trace any increase in call volume or usage to either of the campaigns. Moreover, as one-shots rather than a robust program model – there is little reward to investing in long term evaluation. While such investments were acceptable early strategies, CEO does not intend to fund any additional single investments that cannot be more rigorously assessed.

Small Experiments

CEO has funded several small initiatives that have not shown sufficient results. For example, the Department of Correction (DOC) was interested in providing literacy services to young adults leaving Rikers Island. Unfortunately the provider selected for the Supportive Basic Skills Program was going through several transitions including a change in leadership and a loss of other City funding. In addition, the provider was poorly implementing an out of date version of a literacy curriculum that did not fit this population. DOC had concerns about the provider from the outset and its performance based contract ensured that the provider was paid little

for its weak performance. At the same time, evaluators noted, this left the cash-strapped agency few resources to invest in improvements.[15] This contract will not be renewed. CEO funded a dozen other literacy programs this year and several of those are serving formerly incarcerated students (see program section for details).

The Human Resources Administration's Office of Child Support Enforcement (OCSE) strives to ensure that children receive financial support from both parents. However, high child support orders can burden low-income non custodial parents (NCPs) who are trying to support themselves and their children. Keeping with CEO's mission of re-engaging low-income men and supporting their connection to work and to their children, HRA developed several programs to address the needs of low-income NCPs. Through these programs, HRA has learned that the barriers, or the perception of barriers facing low-income NCPs are more difficult to overcome than previously thought. As a result, only a few of these efforts have seen measurable outcomes. HRA will continue to work with this hard-to-reach population, although these initiatives will no longer be part of the CEO portfolio.

As with the computer terminals mentioned previously, CEO piloted several models to support the early implementation of ACCESS NYC. These models included supporting case management positions in selected CBOs, including ACCESS NYC screening with other benefits outreach, and a project that combined benefits screening with the provision of other services, in this case, tax preparation. Each of these projects experienced some implementation challenges and some of the models were themselves flawed. For example, Tax Prep Plus aimed to combine benefit screening with EITC outreach and low-cost tax preparation. The theory was that while waiting for tax documents to be processed, counselors could support clients in using ACCESS NYC. However, as the volume of Tax Prep customers increased – the staff and computers were not available for benefits screening. The projects were worthy experiments but now that ACCESS NYC is established, with approximately 20,000 visits each month, the outreach experiments will not be continued.

CEO will continue to measure program outcomes and document lessons learned.

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[15]   See the program review summary in the appendix and the full program review on CEO's website.

APPENDIX A:
PROGRAM REVIEW SUMMARIES

Opportunity NYC: Family Rewards participant

ACCESS NYC Outreach and Marketing
A Program of HHS-Connect and the Department of Information Technology and
Telecommunications (DoITT)

PROGRAM REVIEW SUMMARY

This overview of the ACCESS NYC Outreach and Marketing initiative is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The evaluation team collected program review data between May and September 2008 through interviews with key staff from CEO, the Office of the Deputy Mayor for Health and Human Services, HHS Connect and ACCESS NYC, and a review of program documents, monthly data reports through June 2008, and newsletters.

Sponsoring Agency: HHS-Connect, through the New York City Department of Information Technology and Telecommunications (DoITT)

Provider Agency: ACCESS NYC

Start Date: Fall 2006

CEO Budget: $2,750,000 for FY 2008

Target Population: New York City (NYC) residents, primarily with low- to moderate-incomes

Statement of Need: Over 46 percent of households in NYC living in poverty have a head of household who is working. Many of these households critically need assistance from human services programs, encompassing government benefits and human development services such as employment and workforce training. However, access to these benefits can be complicated: to apply for human service programs a city resident may be required to visit many separate providers and complete multiple application forms, many of which ask for duplicative data.[1]

Goal and Services: ACCESS NYC is a free Internet-based service that identifies and screens for 35 city, state, and Federal human service benefit programs. The staff are continually working to add more programs and increased functionality (e.g., online program applications) and site use. CEO has funded marketing and outreach efforts aimed at increasing the latter. The goal of ACCESS NYC Outreach and Marketing is to promote financial stability among NYC residents by providing greater access to human services programs. Steps to achieving this goal include increasing knowledge and use of ACCESS NYC among human service organizations and residents and changing the way people think about applying for benefits and programs.

The services provided by the program can be categorized broadly into four groups: outreach to organizations through trainings and presentations, outreach to clients through screening counselors, a marketing campaign, and the distribution of computer terminals in public locations throughout the city.

Eligibility Criteria: There are no eligibility criteria for this program. Any NYC resident can use the website to gather information and determine eligibility for other services.

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[1] Center for Economic Opportunity (December 2007), *Strategy and Implementation Report.* New York: Center for Economic Opportunity.

Targets/Outcomes: Table 1 presents the actual numbers for key outcomes of interest from October 2007 to June 2008. As can be seen from Table 1, over 19,000 visits were made to the ACCESS NYC website in June 2008, the last month for which data are available.

Table 1. ACCESS NYC: Monthly Outcomes and Activities[2]

Month	Visits to Website	People Trained in Outreach to Organization	Clients Screened by Counselors	Key Outreach Activities
Oct. 2007	9,608	286	0	
Nov. 2007	8,126	345	0	
Dec. 2007	6,359	751	0	• Outreach staff begin providing hands-on training
Jan. 2008	10,935	727	37	• "CBO on-site counselors" counselors begin screening at Union Settlement and Citizens Advice Bureau
Feb. 2008	11,834	420	205 335	• Tax Prep Plus screening begins "CBO on-site counselors" counselors begin screening at Groundwork
Mar. 2008	13,510	558		• "CBO on-site counselors" counselors begin screening at Catholic Charities
Apr. 2008	13,314	516	381	• Tax Prep Plus screening ends • 200 posters on subway platforms
May 2008	17,020	636	152	• Ads in 44 check-cashing offices and in 50% of subway cars
June 2008	19,204	248	210	

Selected Key Findings

Fidelity to the Program Model. Overall, the fidelity to the program model is excellent. Although there have been programmatic deviations from the implementation plan, these changes have been consistent with the general goals and logic of the program.

Characteristics of the Clients Served in Comparison to the Target Population. Confidentiality requirements for the ACCESS NYC screening tool make it impossible to obtain individual client data. However, because the tool is most useful to low- to moderate-income New Yorkers who may qualify for benefits, it is likely that the vast majority of website visitors fit the characteristics of the target population.

Service Delivery. Over the period of September 2007 through June 2008, ACCESS NYC staff conducted 194 training sessions and trained 4,717 individuals, primarily in CBOs and other government agencies, on how to help their clients use the screening tool on the website. In some cases, training has developed into ongoing technical assistance.

Screening for clients by counselors has been divided into three models:

1. ACCESS NYC screenings are offered to New Yorkers by mobile teams. This program, implemented by the Human Resource Administration's (HRA) Food Stamp and Nutritional Outreach Program (FSNOP), incorporated ACCESS NYC screenings for their clients beginning in August 2008.

2. ACCESS NYC screening is added to an initiative that serves the working poor who come in for some other service (Tax Prep Plus). This program accounted for more than 10 percent of all visits to the screening tool during tax season.

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[2]   June data for outreach to organizations and February-April data for clients screened by counselors are reported, but should be considered approximate because there was an inconsistency in the June training data and the data for the Tax Prep Plus initiative have not been verified.

3. ACCESS NYC adds a dedicated on-site benefits-screening counselor at CBOs that serve the target population. These counselors were trained and started seeing clients between January and March 2008. From March to June, they collectively screened an average of 9.7 people each day.

The marketing campaign was fully rolled out starting in April 2008 with ads in subway cars, on platforms and in check-cashing offices. Promotional materials with the look and feel of the marketing campaign were produced in May and June. The computer and printer distribution is underway with plans to distribute approximately 223 terminals to 146 qualifying non-profits and make 322 more terminals available to government agencies with public offices. These terminals are intended exclusively for clients to use the ACCESS NYC screening tool.

Provider Capacity. A five-person team handles the initiative, and there is consensus that this staffing level is sufficient to handle the outreach models. The program is capably collecting and reporting monthly performance monitoring data.

Agency Management. Although management within the ACCESS NYC Outreach and Marketing program has been consistent over the life of the project, oversight has evolved. Oversight initially came from the Office of the Deputy Mayor for Health and Human Services (DMHHS) and the Department of Information Technology and Telecommunications (DoITT), with funding to provide training and outreach coming from CEO. DMHHS has had an ongoing role in establishing goals for the project, and recently ACCESS NYC has come under the jurisdiction of HHS-Connect, the technology-oriented project of the Deputy Mayor for Health and Human Services, to coordinate agency practices in order to more efficiently provide Health and Human Services to New Yorkers.

Early Outcomes. Table 1 illustrates that the number of visits to the website is quite high, but only about 14 percent of these visits progress to step 2, where the screening process is completed. Thus increasing the percentage of step 2 visits is an important goal for program staff. In fact, as shown in Figure 1, over the last 5 months there has been an increase in visitors to step 2 in every month except April. The percentage of step 2 visits is presented above each bar.

Figure 1. ACCESS NYC: Visitors and Visitors to Step 2 by Month

Visits that don't reach Step 2 ▪ Visits to Step 2 □
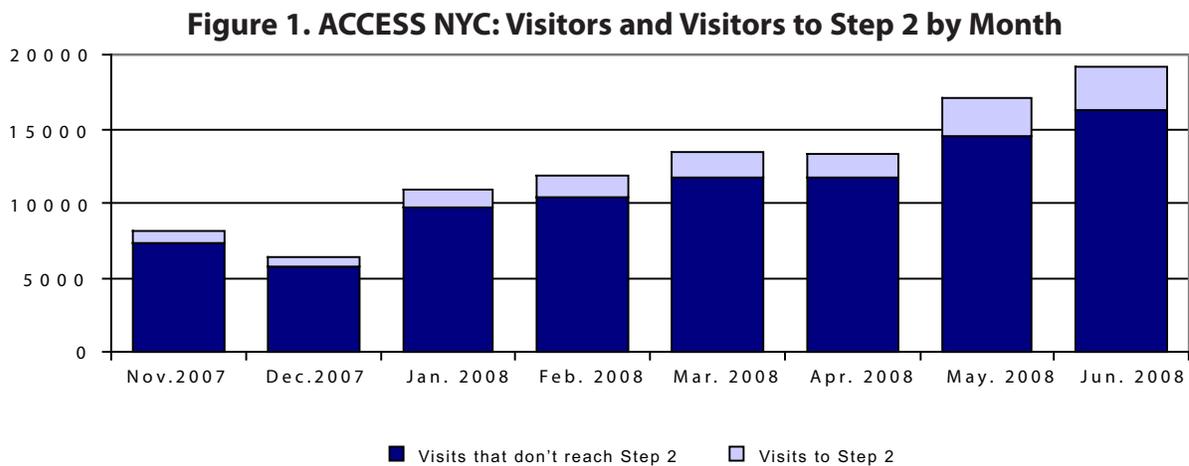
Conclusions and Recommendations.

As implemented, the ACCESS NYC Outreach and Marketing initiative is aligned with the CEO mission and is an important component of the City's broad anti-poverty strategy. The ACCESS NYC Outreach and Marketing initiative emphasizes the power of the website as a comprehensive tool to screen for all major public benefit programs. Although a causal relationship cannot be established, outcome data for this program show promise by indicating steadily increasing use of the website. The more visits there are to the site, the more NYC residents will become aware of the multiple benefits and service programs available to them.

Business Solutions Training Funds (TF)
A Program of the New York City Department of Small Business Services (SBS)

PROGRAM REVIEW SUMMARY

This overview of the Department of Small Business Services (SBS) Business Solutions Training Funds (TF)[1] is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. Information and data presented here are based on interviews conducted by Westat/Metis staff between June and July 2008 with staff of the CEO and SBS and a review of program documents and management reports from SBS through July 2008.

Sponsoring Agency: New York City (NYC) Department of Small Business Services (SBS)

Provider Agency: NYC Business Solutions (NYCBS), a unit of SBS

Start Date: CEO funding began February 2007; Customized Training Grants, a Workforce Investment Act (WIA)-funded version, has operated since 2005.

CEO Budget: Fiscal Year 08: $3,704,404 (total budget including WIA funds = $5,200,000)

Target Population: Low-skill, low-wage workers and the unemployed

Statement of Need: Approximately 350,000 individuals in New York are working, yet not earning enough to rise above the poverty level. Due to a lack of skills, including limited English proficiency and an inability to access training, many working poor cannot secure permanent well-paid jobs with growth potential. Stabilizing workers on the first rung of the career ladder will improve retention and build a strong foundation for advancement.

Goal and Services: The goal of the SBS TF is to increase the wages and build the skills of low-skill, low-wage employees through training provided directly through their current employer. By offering grants on a competitive, cost-sharing basis to businesses and firms in NYC who employ low-skill, low-wage employees, appropriate training can be conveniently delivered that will help targeted workers gain occupational and transferable skills in literacy, numeracy, English as a second language (ESL), and workplace behavior, enabling them to advance in their careers. Through the grants and technical support, participating employers gain a stronger workforce, increased retention, and enhanced productivity.

Eligibility Criteria: Eligibility refers both to eligible grantees (employers) within NYC and to eligible trainees (workers). Potential grantees must complete a two-phase application process to determine eligibility. Grants are determined based on the administrative resources of the applicant to manage the program, the feasibility of achieving targeted outcomes on time, and the potential profitability gains from the training. Trainees may include incumbent or new workers and should focus on low-income workers earning $15/hour or less. Applications take into consideration the percentage of trainees expected to receive wage increases, how training will help employees perform more effectively, and the delivery of training that is applicable across one or more industry sectors. However, no specific target for serving low-skill low-wage trainees has been specified.

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[1]   The program was formerly named Customized Training Funds Initiative.

Targets/Outcomes: The goal for fiscal year (FY) 08 is to train 750 employees, and this goal jumps to 2,500 employees to be trained in FY09. As Table 1 shows, TF is on track to exceed its FY08 goal of 750 by 826. Another goal is to increase the number of new hires that participating businesses make. Table 1 shows the total number of trainees scheduled to receive training through TF grants and the number and percentage of those trainees that are new hires.

Table 1. Business Solutions TF Trainee Enrollment

Round	Total Number of Trainees	Number of New Hires	% New Hires
December 07	565	128	23%
June 08	563	80	14%
March 08	448	33	7%
Total	1,576	241	15%

Selected Key Findings

Fidelity to the Program Model. TF is based on the pre-existing NYC Customized Training Grants model that started operation in 2005 using WIA funding. CEO funding of the program began in February of 2007, and the first full round of CEO-funded grants began in December 2007. Both models share the goal of providing training for low-skill, low-wage workers that will lead to increased job retention, promotion, and wages. In both models, training is provided through the employer. While WIA funding remained stable, the addition of CEO funding brought with it a new theoretical model. The central tenets of the new approach are to make the program more flexible for businesses and to track fewer, but more measurable, outcomes. The program has made three rounds of awards, but only seven of the 23 TF grantees have started their training programs. While the first few grantees appear to be following the new model, it is too early to assess program fidelity to the new model, particularly given a lack of sufficient data about the trainees.

CEO funding allows for a broader range of training to be covered under the grants — training specifically designed to address transferable soft skills including job readiness, basic education, and ESL. However, less than half of the employers funded thus far appear to be taking advantage of this flexibility by offering some type of soft skills training. With the CEO funding, the employer match is more flexible, changing from 50 percent to between 30 to 40 percent depending on company size. The maximum grant size was increased to $400,000 and a provision was made for small businesses to apply together as a consortium. Final payment of the award is more flexible under the TF rules because if the outcomes are below certain thresholds, the figure is pro-rated rather than lost. The program has a built-in system for making changes to grants after an award is made. The program model also calls for fewer and more measurable outcomes to reduce the strain of participation on businesses.

Characteristics of the Clients Served in Comparison to the Target Population. As a CEO program aimed toward serving low-income New Yorkers, TF set as its primary focus workers earning $15/hour or less. However, TF trainees can include those who earn significantly more than $15/hour. Table 2 presents data provided by SBS on the pre-training wages of workers in the three most recent rounds of TF awards. Taken together, over half (53%) of the incumbent workers scheduled to receive training fall within the $15/hour or under categories.[2] Over the course of the three cycles, those in the lowest earning category (less than $12/hour) have ranged

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[2] Due to a higher cut-off point of $15.99/hour used for summarizing the pre-training wages of the June 2008 cohort, it is impossible to know with certainty using the reported data how many of the 119 individuals within this category earn more than $15/hour in pre-training wages. TF and CEO will need to standardize this reporting requirement for future comparable analyses.

between one-quarter and one-third of the total. When aggregated across the three cycles, this lowest paid group makes up 30 percent of the total scheduled to receive training, the largest proportion of all four wage categories. Those in the highest wage category (earning $20 or more per hour) are the second largest category to be served with training funds. Without specific targets for the percentage of trainees with pre-training wages below $15/hour, it is difficult to state whether TF is adequately serving its target population.

Table 2. Pre-Training Wages of Incumbent Workers

	December 07		June 08		March 08		Total	
	#	%	#	%	#	%	#	%
Pre-training wage:								
Less than $12.00	180	34%	139	29%	108	26%	427	30%
$12.00 – 15.00a	114	21%	119	25%	104	25%	337	23%
$15.01 – 19.99	123	23%	117	24%	64	15%	304	21%
$20 or above	119	22%	108	22%	147	35%	374	26%
Total	536	100%	483	100%	423	100%	1,442	100%

ª NOTE: For the June 08 awards, the category of $12-$15/hour includes pre-training wages up to $15.99, as SBS summarized the data using this categorical range in response to a specific CEO request made prior to the program review.

Service Delivery. From the grantee's perspective, program services are essentially the influx of additional training resources. TF reports that NYCBS provides technical assistance to grantees that is designed to enhance the utility of the training resources.

From the trainee's perspective, program services are more direct and tangible in the form of convenient, employer-based training opportunities. The types of training are wide-ranging and may include job-specific training, literacy and numeracy skills, application of technology, workplace behavior, and English as a second language (ESL). According to a review of the NYCBS abstracts that described the current mix of 23 grantees, 13 plan to offer some type of ESL, literacy, customer service, communications, or job readiness training not eligible under WIA. Although many trainees might already possess basic job skills, or employers who need this type of training for their employees might not apply for these training funds, feedback from the employers themselves probably provides the best explanation: although soft skills are essential for initial hiring and retention, increases in soft skills rarely justify wages gains. Hence, employers focus on occupational skills.

Agency Management. SBS appears to provide strong managerial oversight of the TF program with respect to making the awards. However, at the time of the program review, only seven of the 23 TF grantees funded had started their training program, so SBS has had limited opportunities to manage fully implemented programs. Unlike many other SBS-managed programs, TF is managed internally by NYCBS, a division of SBS, rather than by an external service provider. The availability of CEO funding that started in February 2007 allowed for considerable expansion of program staffing, enabling both programmatic growth as well as programmatic management. A significant amount of additional resources are leveraged through matching contributions required from participating employer partners.

Periodic site visits to grantees provide SBS with information to help gauge fidelity to proposed training strategies. To reduce employer burden, Monthly Activity Reports (MARs) are collected bimonthly from grantees. These reports gather information on employees who are in training, what type of training is being delivered, etc. However, SBS has not yet developed mechanisms for aggregating data on training across grantees. The

lack of aggregate data makes it difficult to judge whether the program as a whole is meeting CEO goals. Although organizing aggregate data on demographic characteristics of trainees is not part of TF's current out-come analysis plan, it will rely on employer information as well as New York State Department of Labor's Wage Reporting System data to evaluate wage gains. Presumably, once these data are available, it will be possible to aggregate these data across all grantees.

Early Outcomes. TF appears to be consistent with the overall CEO mission by enabling employers to provide career advancement training to incumbent and new workers. However, the degree to which the program serves low-skill, low-wage workers is unclear. Due to the lack of aggregate data, it cannot be determined at this time whether the program is meeting CEO's goal of serving low-income workers, although data provided by TF show that over half of the trainees scheduled to receive training earn $15/hour or less. In addition, although SBS has a strong plan for collecting outcome data, only a few programs have started training, no grants have yet closed, and therefore no outcome data have been collected to date.[3]

Conclusions and Recommendations

The SBS TF program model represents an innovative and plausible approach to serving low-skill, low-wage New Yorkers through employer-based training. Some recommendations follow.

- Provide increased marketing and assistance to qualified employers in order to achieve more success-ful applications. In addition, there is a need for better tools to evaluate applications.

- Continue to explore new ways to reach out to and engage small businesses, which make up a huge proportion of NYC-based employers.

- Improve data management, especially with respect to ability to aggregate data across grantees. Efforts to transfer trainee information to Worksource1 are underway but face obstacles. In the interim, TF needs to design and implement a plan to summarize the characteristics of trainees in order to determine if the program is reaching the population the initiative is intended to serve.

- SBS and CEO should work together to set targets for serving low-skill, low-wage trainees.

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[3] Outcome data is generally not available until six months after the completion of the training.

Career Advancement Program (CAP)[1]
A Program of the New York City Department of Small Business Services (SBS)

PROGRAM REVIEW SUMMARY

This overview of the Department of Small Business Services (SBS) Career Advancement Program (CAP) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected on the Seedco *Earn*More program site between December 2007 and February 2008 through interviews with staff at CEO, SBS, Seedco, one of Seedco's partner CBOs, and MDRC researchers, and a review of program documents and monthly data reports through February 2008 and management reports from SBS through June 2008.

Sponsoring Agency: New York City Department of Small Business Services (SBS)

Provider Agency: Seedco, operator of the Upper Manhattan Workforce1 Career Center (UMWF1CC), in collaboration with three partner agencies: Citizens Advice Bureau (CAB), Gay Men's Health Crisis (GMHC), and Henry Street Settlement (HSS)

Start Date: July 2007

CEO Budget: $1,100,000 for the UMWF1CC CAP

Target Population: CAP reaches out to an underserved working poor population, as most employment and training programs have traditionally focused on the unemployed rather than on the career advancement of employed but low-wage earners.

Statement of Need: Over 350,000 working New Yorkers are living in poverty, constituting approximately 46 percent of poor households in New York City. Due to a lack of skills, including limited English and an inability to access training, many working poor cannot secure permanent well-paid jobs with growth potential. Employment opportunities for this population are often unstable, lack benefits, and offer few chances for advancement or increased income. Low-wage service workers, for example, are much less likely to receive health insurance through an employer as compared to all workers.

Goal and Services: The goal of the SBS CAP is to promote career advancement opportunities among low-wage workers and help them increase their earnings by using a career center-based model that provides them with career advancement and employment services organized around an individual career coaching and planning approach, including facilitated access to benefits and work supports (such as Earned Income Tax Credit and food stamps), training and education, and financial literacy and asset-building activities. SBS is currently developing similar CAPs at three other WF1CCs, as well as an employer-based retention and advancement model that will provide services to targeted employers in addition to their employees.

Eligibility Criteria: New Yorkers, age 18 years and older, who have been continually employed for the last 6 months, earn $14 or less an hour, work a minimum of 14 hours a week, do not receive cash public assistance, and are motivated to advance.

Targets/Outcomes: The target and actual numbers for selected outcomes, as well as the percentage of each target cumulatively obtained as of June 2008, are presented in Table 1. Targets were negotiated by Seedco, the program provider, in collaboration with SBS, based primarily on prior experience with serving the target population but also informed by the Work

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[1] Formerly named Work Advancement and Support Center (WASC), this program review focused on the Career Advancement Program located at the Upper Manhattan Workforce1 Career Center. It is known as *Earn*more

Advancement and Support Center WASC demonstration[2] and experience with prior program start-ups. Targets are set on a monthly and quarterly basis, which allows the program to gauge its progress toward yearly targets.

Table 1. Target and Actual Numbers for Selected Outcomes, as well as the Percentage of Each Target Cumulatively Obtained as of June 2008

Category	Target Numbers	Actual Numbers	Percent of Target Met
Enrolled	460	531	115%
Career Plans Established	370	372	101%
Benefits Screening	369	101	27%
New Benefit/Work Support	138	55	40%
Training Enrollment	230	140	61%
Training Completion	173	100	58%
Job Upgrades	124	189	152%
90 Day Retention Post-Upgrade	75% (56)*	56	100%
180 Day Retention Post-Upgrade	60% (14)**	9	64%

*The target number for the 90 day retention post-upgrade was 75% of the 75 participants who had received an upgrade at least 90 days before the end of the first program year and so whose status at this milestone could be measured as of June 2008.

**The target number for the 180 day retention post-upgrade was 60% of the 23 participants who had received an upgrade at least 180 days before the end of the first program year.

Selected Key Findings

Fidelity to the Program Model. The SBS CAP follows the basic features of the WASC demonstration model developed by MDRC and also incorporates best practices from other workforce development programs. Similar populations are targeted, and intensive career coaching is key. However, one of the major differences is that the MDRC demonstration sites allow participants to apply for work support benefits on-site, while the SBS CAP model allows for screening only. Another key strategy that SBS adopted at the *Earn*More site that differentiates it from the WASC model is the targeting of job development services to a few key industries that offer strong growth potential, as opposed to trying to deal with the labor market at large. This strategy allows staff to obtain more in-depth knowledge of the needs of specific industries and companies. *Earn*More is also initiating a cohort-based approach that involves businesses and other institutions. This strategy can yield significant advantages, such as allowing the program to enroll an entire cohort of individuals at one location.

Characteristics of the Clients Served in Comparison to the Target Population. The program's eligibility criteria have been met by the vast majority of enrollees in the program, according to program information provided by SBS. At the time of enrollment, 13 percent reported wages at or below minimum wage and three-fourths (76%) reported an hourly wage below $10.50. Another 16 percent reported a pre-wage of between $12.00 and $15.99 (wage data were not available for 6 percent of enrollees).

Service Delivery. The service activities provided by the program include career coaching, education, training, and employment services (such as advancement workshops and skills training), and work supports—or more specifically, screening for work-support benefits. However, screening for work-support eligibility has not occurred on a consistent or systematic basis across the four service delivery locations. During program start-up, staff felt their efforts should be focused on outreach and recruitment, and therefore have not yet fully implemented all of the program activities, which also includes peer support groups and financial counseling. In addition, the program has been tailored by each *Earn*More site. Thus, although all sites follow the same theoretical model, specific features of the program, such as recruitment strategies and the type and intensity of services offered, vary across sites to respond to the needs of the specific population being served.

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[2] WASC stands for Work Advancement and Support Center. WASC is a demonstration project developed by MDRC that served as the theoretical model for CAP and is being implemented in four communities. A large-scale evaluation of WASC is currently underway.

Provider Capacity. Seedco has a long history of successful collaboration with local partners to provide services to disadvantaged populations. The three CBOs selected to become partners in the *Earn*More program are part of Seedco's EarnFair Alliance, maintain well-developed employment programs, and have demonstrated an interest in expanding their retention services to include an advancement component.

Seedco maintains regular and ongoing communication with its CBO partners. The Job Asset Training Coach (JATC) coordinator, who is based at Seedco's offices, meets with each JATC on a weekly basis and organizes periodic meetings with all JATCs to share best practices and brainstorm ideas for program improvement. *Earn*More's program manager meets biweekly with SBS staff to review program data and discuss the program's implementation and progress toward meeting targets. Seedco has developed a broad array of program protocols, guides, brochures, and other materials designed to build program awareness, encourage client enrollment, and build capacity of program staff.

Agency Management. SBS is taking an active approach to managing this program. It has a well-designed monitoring system in place and provides technical assistance through site visits and telephone, electronic, and written feedback. SBS requires biweekly reports on recruitment and monthly reports on outputs and outcomes. SBS has prepared and delivered to Seedco at least two critical review memos and is in regular contact with Seedco leadership. The CAP model has strong prospects for stability and replicability, and SBS is replicating the model at three additional sites, although they will not provide services at CBO sites. To support the replication, SBS has developed a comprehensive *Operating Manual and Resource Guide* for the new contractors, which includes lessons from the *Earn*More pilot.

Both SBS and Seedco have demonstrated capacity to collect and report CEO performance monitoring data. However, because SBS's Worksource1 data system does not capture all of the needed data elements, Seedco established a supplemental data system and both systems are used to produce data for CEO. The program review identified discrepancies in monthly data reporting between these two systems, possibly a result of the need for separate data entry, as well as lags in data entry and verification.

Outcomes. As implemented in *Earn*More, the SBS CAP is in alignment with the CEO mission and is meeting key CEO criteria. Like the WASC demonstration sites, EarnMore struggled with recruitment during early start-up, but was able to meet annual enrollment, career plans, and, significantly, job upgrades targets. With respect to benefits screening and enrollment, and training enrollment and completion, however, the program fell short of its targets. SBS and Seedco have discussed how to address this shortfall but new data indicate that eligibility for benefits/work supports is lower than expected and that some individuals already received benefits.

Conclusions and Recommendations

The SBS CAP program model represents an innovative and plausible approach to serving underemployed, low-wage New Yorkers through career coaching and other employment advancement services.

- Initial recruitment strategies relied heavily on the existing client base of the WF1CC and the three CBOs. This suggests the potential value of exploring alternative recruitment strategies that look beyond that client base.
- Not all service components have been fully implemented. These include benefits screening, financial literacy training, and asset building. A more effective and consistent benefits screening process will lead to increased take-up rates, thereby helping to achieve one of the major objectives of the program.
- Minor discrepancies were observed between the monthly verified data provided by Seedco in the *Earn*More Monthly Management Report and the monthly report provided by SBS, which is based on Worksource1. This suggests the need for continued professional development with respect to data management in addition to tighter record-keeping and data management controls.
- Given strong program management and oversight, and once the EarnMore staff are through the pilot implementation phase (which inevitably has a steep learning curve), the program should be able to demonstrate effectiveness in all areas.

Community-Based Organization (CBO) Outreach
A Program of the New York City Department of Small Business Services (SBS)

PROGRAM REVIEW SUMMARY

This overview of the Department of Small Business Services (SBS) Community-Based Organization (CBO) Outreach program is based on a program review conducted by Westat/Metis staff for the evaluation of Center for Economic Opportunity (CEO) initiatives. The data were collected between March and May 2008 through interviews with staff at the CEO, SBS, the operators of four Workforce1 Career Centers (Wildcat, Goodwill Industries, DB Grant Associates, and LaGuardia Community College), one CBO representative, and a review of program documents and monthly data and management reports from SBS through June 2008.

Sponsoring Agency: New York City Department of Small Business Services

Provider Agency: The operators of Workforce1 Career Centers (WF1CCs) in three boroughs: Wildcat (Bronx), Goodwill Industries (Brooklyn), DB Grant Associates (Queens), and LaGuardia Community College (also in Queens, referred to as LaGuardia).

Start Date: The CEO-funded program began July 2007 at three WFICCs (all except LaGuardia), initially involving a three-person team at each. The LaGuardia program started in April 2008. A more limited version of CBO Outreach had started at all New York City WF1CCs in July 2006 under SBS direction. Plans are underway to launch a fifth program in the Hunts Point section of the Bronx in late summer/fall 2008.

CEO Budget: $1,299,800 for July 2007 through June 2008

Target Population: There are two target populations: the CBOs (Outreach partners) who refer job-ready candidates to the WF1CCs, and the unemployed or low-wage job candidates, age 18 and older. Seventy percent of job placements should involve residents from high-poverty areas (i.e., Bedford-Stuyvesant, Melrose, and Jamaica) specified by zip code.

Statement of Need: CBOs have access to a large cohort of job seekers, but lack strong employer connections and a clear linkage to the public workforce system.[1]

Goals and Services: The goal of the SBS CBO Outreach program is to expand the pipeline of job-ready candidates from high-poverty areas for placement by the WF1CCs, by reaching out to CBOs (particularly those who provide job readiness training and skills training) and encouraging them to send their job-ready clients to the WF1CC for job placement. Clients are referred in response to specific job orders sent to the CBOs by the Outreach team.

Eligibility Criteria: To be an Outreach partner, CBOs must be capable of sending job-ready candidates to the WF1CCs for job placement. Job candidates must be unemployed or low-wage New Yorkers age 18 and older who are assessed as job ready.

Targets/Outcomes: The target and actual numbers for the categories presented below in Table 1—as well as the percentage of each target obtained—are presented for the first year of the program, as of the end of June 2008.

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[1] Center for Economic Opportunity, (December 2007), *Strategy and Implementation Report*. New York: Center for Economic Opportunity, p. 86.

Table 1. Target and Actual Placement Numbers and Percentages of Targets Placed

Category	Target Numbers	Actual Numbers	Percent of Target Met
Number of clients placed in jobs	1,800	2,090	116%
Referral-to-placement ratio	3:1 or better	2.3:1	100%
Percent (number) of placements from target neighborhoods	70% (1,463)	56% (1,170)	80%
Percent (number) of placements from all high-poverty neighborhoods	70% (1,463)	68% (1,415)	97%

Selected Key Findings

Key findings of this program review include:

Fidelity to the Program Model. The program maintains fidelity to the program model developed by SBS based on the agency's previous programmatic experience and its identification of best practices in reaching out to the community. The outreach teams have evolved from three-person teams to larger teams that involve a greater number of WF1CC staff so the program is better integrated within the WF1CC system. The biggest departure from the model is at the Queens Center, which is supplementing outreach to CBOs with direct outreach to clients through distribution of fliers and other means of advertising to better reach clients living in the target neighborhoods.

Characteristics of the Clients Served in Comparison to the Target Population. The program is serving an economically disadvantaged population. The majority of clients (92%) who were placed were unemployed at the time of referral. The average pre-wage was $9.45/hour. The majority (68%) of clients placed in jobs resided in high-poverty areas with 56 percent living in one of the CEO-target neighborhoods. The CBO partners range from small organizations to large city-wide organizations that work with several WF1CCs. Some of the partners are Workforce Investment Act (WIA)-mandated organizations; others are faith-based, educational, or housing organizations.

Service Delivery. The program provides fast-track placement services to clients referred from CBOs, including a short orientation session and immediate job placement services. Announcements of job orders are sent weekly to CBOs through general "job blasts" or through a segmented strategy targeted to CBOs with clients most likely to meet specific job requirements. The outreach teams are forming partnerships with CBOs through visiting CBOs to describe the program and conducting on-site assessments and intakes; providing monthly meetings for CBOs to learn about the program and network; and providing ongoing education to CBOs about the qualities of a job-ready candidate. These activities, which clarify program goals and strategies, have resulted in increased numbers of job-ready candidates referred over the course of the program year.

Provider Capacity. Two of the three providers that CEO initially funded have demonstrated the capacity to manage and implement a strong CBO Outreach program that is well-integrated into Center operations, and the third appears to be moving in that direction after a very weak start. The program has been replicated at a fourth Center, and another is planned.

Agency Management. SBS provides strong, hands-on management of the program through regular communication with the program sites and close monitoring of program accomplishments. The agency provides extensive technical assistance to the WF1CCs, including the development of a *Partner Team Manual and Resource Guide*, a customer flow chart, an Excel-based tracking system for referrals and placements, informational materials for use by the WF1CCs in their outreach to CBOs, as well monthly meetings and regular telephone consultations with Center staff. SBS closely monitors progress toward targets, helps WF1CCs develop a corrective action plan when necessary, and ultimately enforces sanctions (reduced or eliminated funding) when key targets are not met. SBS has effective monitoring and program improvement processes in place and is continually looking at ways to strengthen the program and increase the number of clients placed in jobs.

Early Outcomes. The program has been successful at recruiting CBOs, having CBOs send job-ready candidates to the WF1CCs, and making job placements. As shown above, by the end of the first program year, the program exceeded both its job placement target and its referral-to-placement rate and came very close to meeting its target for placing residents from high-poverty areas.

Conclusions and Recommendations

The SBS CBO Outreach program proposes a plausible approach to lifting New Yorkers out of poverty through job-readiness and skills training at CBOs and job placement by the WF1CCs.

- The program is serving an economically disadvantaged population of unemployed adults, 68 percent of whom live in high-poverty areas.
- The program is resulting in stronger partnerships between government WF1CCs and community organizations to train and place low-income workers in jobs.
- SBS is providing strong oversight and technical assistance to the program.
- The program is meeting its job placement and referral to placement goals.
- The program should continue to strengthen its approach to serving residents of the high-poverty areas.

CUNY Accelerated Study in Associate Programs (CUNY ASAP)
A Program of the City University of New York

PROGRAM REVIEW SUMMARY

This overview of the City University of New York Accelerated Study in Associate Programs (CUNY ASAP) initiative is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between December 2007 and April 2008 through interviews with staff of the CEO, meetings with the director of the CUNY ASAP program, and the assistant dean for Institutional Research and Assessment at CUNY (CUNY IR); site visits during March and early April of 2008 to the six participating community colleges; and monthly data reports provided to CEO by the CUNY ASAP program through May 2008. In addition, the Westat/Metis staff received and reviewed administrative and survey data provided by CUNY IR.[1]

Sponsoring Agency: The City University of New York

Provider Agency: City University of New York provides CUNY ASAP services through its six community colleges—Borough of Manhattan Community College (BMCC), Bronx Community College (BCC), Hostos Community College (HCC), Kingsborough Community College (KCC), LaGuardia Community College (LCC), and Queensborough Community College (QCC).

Start Date: July 2007

CEO Budget: $6.5 million was provided for fiscal year 2008

Target Population: Low- and moderate-income community college students

Statement of Need: Approximately 350,000 individuals in New York City are working yet not earning enough to rise above the poverty level. A lack of skills and an inability to access education prevents many working poor from securing permanent well-paid jobs with growth potential. Low-income students are less likely to complete post-secondary education, placing them at greater risk of continued poverty.[2] At CUNY and other community colleges nationwide less than 21 percent of students complete associates degree programs within six years.

Goal and Services: The goal of CUNY ASAP is to help eligible students to complete associate's degrees in a relatively short period of time (e.g., 500 of the 1,000 or more participating students are expected to graduate within 3 years, and 750 are expected to graduate within 4 years of beginning the program)[3] and then to go on to find jobs with career potential or to transfer to a 4-year college for further academic training.

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[1] These data included responses to a CUNY ASAP-administered student survey; summaries of course grades, grade point averages (GPAs), and credit accumulation statistics for CUNY ASAP participants from the fall 2007 semester; fall-to-spring retention estimates for the current CUNY ASAP cohort; fall-to-spring retention rates and 3- and 4-year graduation rates for comparison students; and CUNY ASAP enrollment projections for fall 2008.

[2] Center for Economic Opportunity (December 2007). *Strategy and Implementation Report*, New York: Center for Economic Opportunity, p. 101.

[3] Data recently reported by the CUNY Office of Institutional Research and Assessment (March 24, 2008) showed that among a same-size cohort (1,100) of similar students who entered CUNY in fall of 2004, only 291 graduated within 3 years. Similarly, among an analogous cohort in fall of 2003, only 368 graduated within 4 years.

Eligibility Criteria: Eligibility criteria for admission to CUNY ASAP include being New York City residents who have a high school diploma or a General Educational Development (GED) high school equivalency certificate, have completed all remedial coursework (i.e., are "triple exempt"[4]) before beginning the program, and have previously acquired no more than 12 college credits.

Targets/Outcomes: The enrollment target for the CUNY ASAP initiative was initially at least 1,000 students. As shown below, budget guidelines provided by CUNY to the six campuses sought over-enrollment by 125 students. The actual fall 2007 cohort comprised 1,132 students, constituting an over-enrollment of 132 participants.

Table 1: Enrollment by Campus

Campus	Target Numbers from Budgets	Actual Numbers Enrolled	Percent of Budget Target Met
Borough of Manhattan Community College (BMCC)	200	249	125%
Bronx Community College (BCC)	150	118	79%
Hostos Community College (HCC)	100	82	82%
Kingsborough Community College (KCC)	250	247	99%
LaGuardia Community College (LCC)	225	208	92%
Queensborough Community College (QCC)	200	228	114%
TOTAL	**1,125**	**1,132**	**101%**

Source: CUNY Budget Documents and CUNY Office of Institutional Research and Assessment.

Selected Key Findings

Fidelity to the Program Model. Data obtained during the site visits suggest that, overall, programmatic services are being delivered with a relatively high degree of intensity and fidelity. There were some campus-to-campus variations noted that were attributable to local issues such as staff availability, hiring procedures, enrollment capacity, and other challenges, but each programmatic component was in evidence at each campus, and staff appeared actively and enthusiastically engaged in service delivery. In other words, each campus appeared to be implementing the concepts of block scheduling, small class size, advisement, tutoring, and job placement/preparation with fidelity. Although we are satisfied that, to date, programmatic services are being delivered with a high degree of fidelity, there are clues that new challenges will emerge over time. For example, fidelity to block scheduling will be a significant challenge as students progress through the semesters and their academic paths diverge.

Characteristics of the Clients Served in Comparison to the Target Population. It is clear from the enrollment data that CUNY ASAP has successfully recruited and serves students who meet the eligibility criteria that have been set forth—i.e., NYC residents who are high school graduates (or GED completers), are "triple exempt," enter the program with 12 or fewer college credits, and can commit to attending college on a full-time basis. In addition, they have established a cohort for the program that exceeds the minimal target of 1,000 students by more than 13 percent. We note that, although the target population was to be low- and moderate-income, CUNY ASAP

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[4] "Triple exempt" students have passed all parts of the CUNY Skills Assessment Test, or they are exempt from taking the test based on their NYS Regents, SAT, or ACT scores. Students interested in the program who were identified as needing only one area of remediation (i.e., "double exempt" students) attended a summer program in order to attain "triple exempt" status. Some students who did not qualify after the summer continued at the campus as non-ASAP students. Such students are referred to as "shadow students." Once "shadow students" attain "triple exempt" status they may be admitted to CUNY ASAP.

has not used poverty as a specific selection criterion.[5] As a result, it is possible that the CUNY ASAP cohort includes students who are not poor and, without more data, it is too early to say whether the CUNY ASAP program fully meets the CEO's mission to *reduce the number of people living in poverty in* NYC. This means that the findings from the CUNY ASAP initiative might not be generalizable beyond the participating population, which tends to be higher achieving, younger, and less likely to be working full-time than their campus peers.

Service Delivery. Students admitted to the program (as well as applicants who are still completing the entrance requirements) attend a summer orientation. Students are required to take at least 12 credits each semester. CUNY ASAP classes are intended to be small, with no more than 25 students in a class, and students are assigned by major to attend classes in blocks—that is, groups of CUNY ASAP students attend the same sets of classes together. Advisors meet with students on a regular basis to provide support and monitor student progress. Tutors are also available as needed to provide an academic boost outside of the classroom. Faculty members communicate with advisors frequently about individual student performance. Job developers help students prepare for and find employment as needed. Students receive financial support including assistance in applying for financial aid, free monthly transportation stipends (in the form of Metrocards), and free use of textbooks for their classes. In addition, students eligible for federal and/or state financial aid receive additional CUNY ASAP funding to pay for the balance of tuition and school fees.

Provider Capacity and Agency Management. CUNY Central takes an active role in managing CUNY ASAP at all six campus locations. The project director meets with the campus directors at least monthly to discuss their challenges and provide opportunities to interact with each other over a wide range of programmatic issues and concerns. The CUNY Office of Institutional Research and Assessment (CUNY IR) maintains a wide range of administrative data regarding student demographics, credit accumulation, grades, and other key indicators. However, CUNY IR reports that it currently does not have sufficient staff resources to do much more than provide the basic CUNY ASAP data that it is required to collect and report to CEO.[6]

Early Outcomes. Data obtained thus far from CUNY IR indicate that, as shown below in Table 2, 1,029 (91%) of the initial cohort re-enrolled for courses in spring 2008.[7]

Table 2. Spring Retention of CUNY ASAP Students

Campus	Initial Cohort	Re-enrolled for Spring Semester	Percent Re-enrolled for Spring Semester
BMCC	249	229	92%
BCC	118	107	91%
HCC	82	69	84%
KCC	247	228	92%
LCC	208	184	89%
QCC	228	212	93%
TOTAL	1,132	1,029	91%

Source: CUNY Office of Institutional Research and Assessment (8/28/2008).

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[5]   Though poverty is not a selection criterion, CUNY personnel report that a sizable segment of the CUNY ASAP participants have low or moderate incomes and are eligible for and receive financial aid. Specifically, data obtained from CUNY IR (11/15/07) indicate that some financial aid is received by 72 percent of the participants at BMCC, 86 percent at BCC, 84 percent at HCC, 73 percent at KCC, 81 percent at LCC, and 69 percent at QCC. Further, full financial aid is indicated for 51 percent of the participants at BMCC, 45 percent at BCC, 65 percent at HCC, and 32 percent at QCC. No data have yet been received from CUNY IR regarding the proportion of students (if any) at LCC and KCC who are receiving full financial aid.

[6]   CUNY IR was able to conduct a student survey in the fall semester that gathered data on student demographics, perceptions about the initiative, use of the CUNY ASAP offerings, and other information. CUNY IR initially provided data to the Westat/Metis team without respondent frequency counts for individual survey items. Subsequently, Westat/Metis requested and received additional data showing item response frequencies. The Westat/Metis team is currently analyzing these data.

[7]   Preliminary data provided by CUNY (9/4/2008) indicate a fall-to-fall re-enrollment rate of 81 percent.

Conclusions and Recommendations

Early findings indicate that:
- CUNY ASAP appears to have good program infrastructure, management, and agency oversight in place, and services are being implemented with enthusiasm, commitment, and a high degree of fidelity.
- Recruitment targets have been exceeded.
- Participating students meet the eligibility criteria that have been set forth.
- Sufficient progress has been made to date to suggest that it is plausible that the initiative will meet its outcome objectives with the current cohort of participants.
- To the extent that students who are not poor are being served by CUNY ASAP, the initiative may be out of full alignment with the CEO's mission.
- Specific and measurable outcomes have been articulated, and data systems are in place to capture the required information.
- CUNY has a strong interest in contributing to the base of knowledge about improving community colleges and student outcomes and, through its Office of Institutional Research and Assessment, is an active and supportive participant in the evaluation.

The Westat/Metis team recommends the following:

- During the initial academic year, each campus organizes its instructional schedules to allow CUNY ASAP students to participate in block programming. However, as students take more classes in their majors and other variations in the cohort occur (e.g., failed classes, course withdrawals, etc.), it will become increasingly more difficult to sustain block programming. We recommend that CUNY consider alternative arrangements to block scheduling that would continue to satisfy the students' needs for a high degree of interaction with their fellow students and with their instructors.
- In an effort to evaluate the impact of CUNY ASAP on participating students, CUNY IR constructed a comparison group from the fall of 2006 using only three match criteria—"triple exempt" status, full-time enrollment, and registration in the same majors as students enrolled in CUNY ASAP. We recommend that CUNY consider expanding the match criteria for subsequent comparisons, in order to better discern the relative impact of the CUNY ASAP experience on participating students.
- As a group, the current CUNY ASAP cohort may not be representative of the general CUNY community college population. If future cohorts are enrolled in the program, we recommend that consideration be given to enrolling groups that better represent the overall population. In this way, the results of the intervention would be more generalizable.

CUNY Preparatory Transitional High School Program (CUNY Prep)
A Program of the City University of New York

PROGRAM REVIEW SUMMARY

This overview of the CUNY Preparatory Transitional High School Program (CUNY Prep) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between April and August 2008 through interviews with staff of the CEO, the Director and staff at CUNY Prep, and CUNY Central administrators. Additionally, the evaluators reviewed program documents, monthly data reports, and management reports through May 2008.

Sponsoring Agency: The City University of New York (CUNY)

Provider Agency: The City University of New York (CUNY)

Start Date: Day program – September 2003[1]
Evening Program – September 2005

CEO Budget: Since January 2007, CEO has provided $3.5 million annually to be used for both the day and evening programs. CEO funds have allowed the program to strengthen and build the evening program, enhance the college preparatory emphasis, and make improvements to the space.

Goal and Services: The goals of CUNY Prep are to re-engage individuals who have not completed their high school degree in academic experiences that will encourage them to be life-long learners, with the academic, personal, and social skills necessary for higher education, expanded life opportunities, and active participation in community and civic affairs. The program aims to assist out-of-school youth and adults in earning GEDs and, after they pass the exam, prepares them to enter college and stay in college, unlike typical GED programs that end upon completion of the GED.

Statement of Need: There are approximately 165,000 New Yorkers between 16 and 24 years of age who are not in school, working, or looking for work. Half of these disconnected youth have less than a high school diploma.[2]

Target Population: The program is intended to serve on an on-going basis approximately 200 day students ages 16 to 18 and 175 evening students ages 19 and older who have dropped out of high school and have not earned a GED. Additionally, they have to demonstrate an interest in achieving goals and commitment to participate in the program according to the rules.

Eligibility Criteria: In addition to the age requirements, day students must have reading skills at least at the 8th-grade level, and evening students must pass a social studies assessment to be eligible for the program.

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[1]   The CUNY Prep program predates the Center for Economic Opportunity. With lack of stable funding and a promising yet untested model, CEO began providing full funding for the program in January 2007. Early evaluation results are made possible because of five years of data documenting outcomes.

[2]   Levitan, M., 2005. *Out of School, Out of Work…Out of Luck? New York City's Disconnected Youth*. New York: Community Service Society.

Targets/Outcomes: The program set as key targets that 75 percent of all students who take the GED exam will pass it, at least 50 percent of these students will enroll in college, and at least 50 percent of those enrolled will remain in college for at least two semesters. Table 1, based on data supplied by the program, shows the total number of students who took and passed the exam since 2003 in the day and evening programs, respectively. As the table shows, the CUNY Prep day program met the 75 percent GED pass rate target (based on number of students from the cohort who took the GED exam) across all program years. Overall, CUNY Prep pass rates have exceeded the nationwide GED pass rate average of 70 percent. As of June 2008, the evening program has an approximate 63 percent pass rate across the years.

Table 1. Number of CUNY Prep Students Attempting and Passing the GED Exam: Day and Evening Programs[3]

Program	# Students in Cohort	# Attempting GED Exam	% Attempting from Cohort	# Passing GED Exam	% Passing of Attempted
Day Program (2003-2008)	1,462	595	40.7%	454	76.3%
Evening Program (2005-2008)	693	271	39.1%	170	62.7%

Table 2 displays the number and percent of day program students who passed the GED and entered the CUNY system. As Table 2 shows, the 50-percent college enrollment target was met in 2 of the 5 years and is close to being met across the 5 years, which currently shows incomplete 2007-2008 data. In contrast, only 11.5 percent of students in the evening program (41 of the 356 students in evening cohorts C1-C4) have thus far entered the CUNY system.

Table 2. Number of CUNY Prep Students Who Passed the GED and Entered CUNY Colleges: Day Program

Cohorts[4]	# Students who Passed GED	# Students Admitted to CUNY College	% of GED Passers
C1-C3 (2003-2004)	105	60	57.1%
C3A-C6 (2004-2005)	94	66	70.2%
C7-C9 (2005-2006)	101	36	35.6%
C10-C13 (2006-2007)	97	40	41.2%
C14-C17 (2007-2008)*	57	4	7.0%
Total	**454**	**206**	**45.4%**

*Note that 2007-2008 data are incomplete and are shown through March 2008.

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[3] Note that 2007-2008 data are incomplete: day program data only go through March 2008 and evening program data go through June 2008.
[4] C=Cohort

Although the program is meeting GED pass rate outcomes and is meeting or close to meeting college enrollment outcomes, college retention outcomes are not currently on target. For example, only about a third of the CUNY Prep students from the day program who went on to enroll in CUNY colleges remained in the CUNY system for a third semester.

Selected Key Findings

Fidelity to the Program Model. Interviews with CUNY Prep administrators, teachers, and counselors indicate that the program has been implemented with fidelity, supplying resources and providing services as specified. The program is dynamic, and resources and activities are continuously being adjusted to meet the perceived needs of the students.

Characteristics of the Clients Served in Comparison to the Target Population. The clients served to date fit the characteristics of the target population. Most students come from the neighborhoods in the Bronx where the school is located. According to the director, approximately 95 percent of students so far have been eligible for free or reduced price school lunches, making them compatible with the low-income criteria set by CEO.

Service Delivery. Both day and evening programs provide supports to enable students to complete their GEDs and enter college, though the evening program has a more direct focus on meeting the requirements of the GED given the limited number of hours they attend classes. The school uses the Diploma Plus model, which is a national model that uses a competency-based approach to instruction. CUNY Prep emphasizes college preparation and readiness throughout students' tenure. After students apply to college and are accepted, CUNY Prep provides follow-up services to track students' progress and to provide support such as tutoring to ensure that they are successful.

Provider Capacity. The program appears to have the capacity to provide resources such as advisement and referrals for counseling and to maintain class sizes of 15-20 students for a student body of approximately 400 students. The CUNY Prep faculty, a key resource, is dedicated to the program's goals and to the students and provides them with personal attention. However, the students seem to need more counseling and emotional support than the program anticipated, and the program cannot meet this need with current resources. Other facilities and services seem to be available in sufficient quantities to meet basic student needs.

Agency Management. CUNY Central recognizes the importance and visibility of CUNY Prep and provides close oversight for CUNY Prep through staff members from Academic Affairs. In addition, the Chancellor is fully aware of the program and its significance.

Early Outcomes. A total of 1,462 students have been admitted to the day program since 2003. Of those, 40.7 percent have attempted the GED exam. Of those who have attempted the GED, 76.3 percent have successfully passed by March 2008. A total of 693 students have been admitted to the evening program since 2005. The GED exam was attempted by 39.1 percent and approximately 62.7 percent of these have successfully passed as of June 2008. Slightly less than half the day students who have completed the GED (45.4%) were reported to have entered college by March 2008, in contrast to only 11.5 percent of evening students, excluding from the base those who first enrolled in the program during 2007-2008. Approximately one-third of CUNY Prep students who enter the CUNY system are retained for at least two semesters.

Conclusions and Recommendations

As implemented, the CUNY Prep program is in alignment with the CEO mission and with key CEO criteria, including that a poverty-level population be served. Staff are energetic and dedicated to achieving the goals of the program. Following are programmatic recommendations.

Focus on Evening Program Improvements. Since the evening program, while still fairly new, is so far behind the day program with respect to achieving its goals, special attention should be paid to investigating the impediments to student success and making programmatic changes as needed. In addition, more data and better alignment with day program data structures should be followed so that progress may be better tracked over the years.

Focus instructional improvement on mathematics. Students tend to score lowest on the mathematics sections of the GED and are likely entering the program with weaker math than literacy skills. In order for students to be successful in college, it is essential to improve their math skills, which may require revamping the math programming to align with student needs.

Consider providing on-site counseling. On-site counseling by a mental health professional might be a valuable resource. Currently students are referred to off-site sources for mental health needs.

Continue to renovate facilities. During the summer of 2008, the school's cafeteria and adjoining space underwent a major renovation, the intent of which was not only to modernize the facilities but also to make it resemble a student center on a college campus. Although these changes have improved the space and facilities are generally adequate to meet most basic needs, faculty felt that additional enhancements (such as child care, dance studio, laboratory facilities, athletics, more computers, and a travel program) would better allow them to serve the students.

Educational Expansion Program on Rikers Island
A Program of the New York City Departments of Education (DOE) and Correction (DOC)

PROGRAM REVIEW SUMMARY

This overview of the Departments of Education (DOE) and Correction (DOC) Educational Expansion Program on Rikers Island is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between May and July 2008 through interviews with staff of the CEO, DOC, DOE, and Horizon Academy and Austin H. MacCormick Island Academy,[1] and a review of program documents and monthly and quarterly data reports through July 2008 and management reports from DOE through May 2008.

Sponsoring Agency: New York City Departments of Education (DOE) and Correction (DOC)

Provider Agency: Horizon Academy and Island Academy

Start Date: October 15, 2007

CEO Budget: $2.8 million

Target Population: Young adult inmates (male and female) ages 19 to 24 in DOC custody on Rikers Island

Statement of Need: Prison and jail inmates have been identified as the most educationally disadvantaged population in the United States.[2] In general, approximately half of the individuals housed in jails do not have a high school diploma or general educational development (GED) certificate. Rikers Island is the second largest jail in the country, and as many as 80 percent of those entering Rikers are estimated to be without a diploma or GED. On an average day in FY07, 96 percent of the eligible inmates aged 19 to 24 did not attend school while in custody on Rikers Island.[3] Nearly one-third of all 18- to 21- year old Rikers inmates read below a 5th-grade level.

Goal and Services: The goal of the Educational Expansion Program is to increase literacy levels and GED achievement of 19- to 24-year-olds housed on Rikers Island by increasing and improving the access to educational services for this target population. The program expands services already provided in the on-island school programs (English as a Second Language (ESL), basic literacy and numeracy, pre-GED, and GED) but emphasizes the use of small classes. Vocational programs—asbestos removal, horticulture, and lead removal—were also added and others—computer processing, custodial services, barbering, and cooking—were expanded. Additional counselors and attendance teachers were hired to support educational efforts and successful transition off-island.

One of the key components of the Educational Expansion Program is the introduction of a monetary incentive to support increased enrollment and participation in the educational program. This incentive is equivalent to the lowest wage paid for jobs within

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[1] Horizon Academy and Island Academy are the two high schools on Rikers Island and operate under District 79 of the New York City Department of Education. District 79 is responsible for developing alternative schools and programs for students that have difficulty with traditional high schools. District 79 is responsible for both high school programs and adult education programs in correctional facilities, including Rikers. Island Academy has three school sites and serves detained and sentenced male and female inmates ages 16-24. Horizon Academy serves detained male inmates ages 18-24 in five jails.

[2] Klein, S., Tolbert, M. Burgarin, R. Cataldi, E.F. & Tauscheck, G. (2004) Correctional education: assessing the status of prison programs and information needs. MPR Associates, Inc. Berkeley, CA. Retrieved July 3, 2008, from http://www.mpine.com/products.

[3] Lisante, T. NYC Department of Education (August 16, 2007). E-mail communication to CEO.

the prison, approximately 27 cents per hour. To receive the incentive, students must attend school 4 of 5 days (80% attendance), participate in class, complete the required work, and follow behavioral rules.

Eligibility Criteria: For the literacy and GED programs, inmates with low literacy skills and/or without a high school diploma or GED are targeted. For vocational programs, youth participation is determined based on the training requirements (GEDs or math or reading proficiency).

Targets/Outcomes: The target and actual numbers presented in Table 1, as well as the percentages, are as of June 2008.

Table 1. Educational Expansion Outputs and Outcomes Through June 2008

Category	2006-2007	2007-2008	Percent Change
Number of Inmates Enrolled	1,947	2,556	31%
Number Attaining GED	123[4]	147[5]	20%
Number Receiving Vocational Certification	86	125	45%
Number Re-admitted DOC	n/a	36	n/a%

Selected Key Findings

Fidelity to the Program Model. The program is being implemented as specified. Additional classes were added to each of the schools to keep class size small (student-to-teacher ratios of 12:1 for basic literacy and 15:1 for other programs). Summer school in Horizon Academy for inmates with special education needs was made possible by the additional CEO funding. New vocational classes were offered and others expanded in Horizon Academy and Island Academy. Classrooms were set up in the George Matochan Detention Center Annex. Five additional corrections officers were added to provide security and escort services for the expanded program.

Characteristics of the Clients Served in Comparison to the Target Population. The program added 380 seats targeting the 19- to 24-year-old population on Rikers. The increased capacity resulted in an increased enrollment of 609 or 31 percent. Island Academy reflected notable differences from the overall participant population in the higher percentage of females (27%) and higher percentage of youth ages 19 to 20 (60%).[6] However, these differences are largely a function of the residential facilities from which it draws (see discussion of jail facilities in "Program Services"). Young Hispanic inmates make up a higher percentage (46%) of the Horizon enrollees than found in the general population or Island Academy (35% each). Black inmates were the majority of enrollees in both academies as well as the population on the whole. Enrollees were most likely to come from Brooklyn or the Bronx, while the general population was more likely to come from Manhattan.

Service Delivery. Educational services provided by Horizon and Island Academies expand on those already provided on-island. The curriculum is based on an adult education model (Adult Basic Education, or ABE) for all Rikers students 16 and older. ABE is a modular curriculum that can take into account the variable lengths of sentences. Also, unlike a traditional adolescent curriculum that focuses on continuing education, the focus for the adult students is on developing skills to move into a job once they leave the island and return to their

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[4] The GED numbers reflect those from 2005-2006 because GED testing was suspended during the 2006-2007 school year.
[5] This number may be lower than expected because GED testing was also suspended in January and February of 2008.
[6] In contrast, Horizon Academy served no females, and 38% of participants were youth ages 19 to 20.

community. Students are assessed (with the same test used upon entry) after 150 hours of instruction (approximately 6 weeks or 50 days). The transition team works with inmates who opt out of school ("refusals") to encourage them to go to and stay in school. Where appropriate, the program supports participation in off-island educational programs.

Provider Capacity. Space varies from site to site, depending on the spaces that have been made available for the schools. As programs in the two schools expand, classrooms are developed where possible but space can be tight in some locations. The providers believe enrollments can be increased and that their current CEO expansion capacity or average daily attendance (ADA) has not quite been reached. Both district and school staff reported needing to see higher ADA rates on a regular basis before requesting increased funds. ADA fluctuates quite a bit (based on competition with other schedules and/or level of inmate engagement in schools), so the programs are rarely "full."

Agency Management. Requirements for monitoring the expanded educational programs are the same as the ongoing management of both Island and Horizon through District 79. Both District 79 and DOC administrators routinely visit the schools and maintain almost daily contact with on-island staff. DOC conducts a second training each year for corrections officers assigned to the two schools to underscore its support for the educational program. The new funding has improved relations and coordination between DOC and DOE. More meetings are being held between the two agencies to discuss challenges and improved case management. DOE staff members are working hard to maintain and manage the large amount of hard copy case-level and aggregate data for reporting requirements to CEO. DOC reviews the monthly and quarterly data to identify operational issues requiring administrative action and change.

Early Outcomes. The schools served 609 more students in the most recent year than in the previous year. This represents an increase of 25 percent for inmates 19 to 21 years old and 41 percent for inmates 22 to 24 years old. GEDs were awarded to 147 youth, slightly more than the 123 GEDs awarded in the 2006 year.[7] Horizon awarded 125 industry certifications for a 45 percent increase over the previous year. Recidivism rates (readmissions to DOC custody) were 1 percent of the total enrollment in the two schools.

Conclusions and Recommendations.
As implemented, the Educational Expansion Program on Rikers Island, sponsored by DOE and DOC, is in alignment with the CEO mission and is meeting key CEO criteria. Other considerations for continued implementation include:

1   The program succeeded in increasing the number of youth served above the 380-seat Expansion capacity. The increases in service were larger for the 22- to 24-year-olds than the 19- to 21-year-olds; however, this may be a reflection of the larger number of inmates in the older category.

2   Vocational courses were well received by the Rikers population, according to comments from the focus group. These inmates particularly cited their interest in vocational programs during school breaks. Additional certificate-level programs would be positively received in the environment and would provide constructive activities during stressful times.

3   To improve the hand-off between on- and off-island programs, schedule planning sessions over the next few months with educational and counseling staff from both Horizon and Island Academies in order to solidify a productive working relationship with these DOE schools for the purpose of outreach and recruitment and program planning and design.

4   Experiment with different incentives for increasing both enrollment and retention. These could be monetary incentives for achieving milestones (e.g., completing 75 hours of educational services),

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[7]   The state suspended GED testing during the 2007 school year; therefore, comparisons cannot be made to that year.

passing the predictor test (or smaller incentives for passing any section of the predictor test[8]), or being the first to finish a particularly difficult book or assignment; an award for tutoring another student; or other incentives such as movies, popcorn, cookies, or extended visitation hours.

5   Currently summer school is held only for students with special needs. Consider implementing summer classes for all target inmates, so that school is held year round. The obstacles to date have been (1) insufficient resources, and (2) the need for union approval and teacher agreement to teach during the summer months. However, the Westat/Metis team believes that given the target population's needs, and the fact that the inmates would be present and as available for classes during summer as they are the rest of the year, steps should be taken to obtain the necessary funding and teacher involvement to offer year-round classes.

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[8] Focus group participants mentioned being depressed when they did not pass the predictor test and that they just wanted to give up. Providing an incentive to students for passing any section of the test might mitigate those feelings.

Office of the Food Policy Coordinator (FPC)
A Program of the Deputy Mayor for Health & Human Services (DMHHS)

CEO INTERNAL PROGRAM REVIEW SUMMARY

This overview of the Office of the Food Policy Coordinator (OFPC) is based on an internal program review conducted by the NYC Center for Economic Opportunity (CEO). The data were collected between August and November 2008 through interviews and a review of program documents and quarterly reports through October 2008.

Sponsoring Agency: Office of the Deputy Mayor for Health & Human Services (DMHHS), Office of the Food Policy Coordinator (OFPC)

Start Date: January 2007

CEO Budget: $80,000 FY09

Target Population: Low income New Yorkers with limited access to healthy foods. The Food Policy Coordinator (FPC) works with City agencies and other stakeholders to coordinate food policy efforts.

Statement of Need: New York City has a range of needs related to health and hunger issues. These include access to healthy food, diet-related health problems, and food insecurity. NYC rates of obesity and diabetes have doubled over the past decade. Access to healthy foods is limited in low-income neighborhoods. By some estimates, nearly one third of all eligible New Yorkers are not enrolled in the Food Stamps program. The City serves approximately 217 million meals and snacks per year through its schools, hospitals, jails, etc., and to date there have not been uniform nutrition standards.[1]

Goals and Services: To coordinate food policy efforts, Mayor Bloomberg and the NYC Council established the Office of the Food Policy Coordinator in January 2007. The aim of the position is to convene the Food Policy Task Force and to coordinate the array of City agencies that are involved in hunger prevention, the promotion of health and wellness related to nutrition, and the provision of food across the City. Specific initiatives have been launched to promote collaboration, to increase Food Stamp enrollment, to increase access to City-supported meals, and to set Citywide nutrition standards. The FPC and Task Force are working toward three main goals: improving access to food support programs such as Food Stamps and School Meals; making the meals that the City provides healthier; and promoting healthy food retail access. [2]

Selected Key Findings

Fidelity to Program Model. The FPC works at the policy and management level, and does not provide a direct service to enrolled participants. In assessing program fidelity, the review has focused on the extent to which the FPC has engaged in efforts promoting inter-agency coordination on food-related issues per the position's original intent. Our review suggests that the FPC has effectively brought together the important stakeholders related to food issues in city government, and has raised the profile of food and nutrition efforts in the Office of Mayor and City government overall.

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[1] The Mayor's Management Report Fiscal Year 2007 (see section on the Human Resource Administration)
[2] NYC.GOV Press Release announcing creation of FPC position, 11/22/06

Agency Management. Data gathered for this review demonstrates that the creation of this position has already had numerous tangible benefits (some of which are described below). The FPC is actively maintaining partnerships with various stakeholders, managing inter-agency initiatives and elevating food policy on the political agenda of the City. Established with the political support of both the Mayor and the City Council Speaker, the Food Policy Coordinator has become a key figure in moving the City's food policy agenda forward. By structurally placing the FPC within the Office of the DMHHS rather than within a City agency, the Coordinator can more effectively facilitate agency partnerships and collaboration, and can lend the issues a higher profile than they may have otherwise received.

Early Outcomes:
Several outcomes have been achieved since the launch of this initiative.
1. On September 19, 2008, Mayor Bloomberg signed Executive Order No. 122 which established a permanent ombudsman position and directed the Food Policy Coordinator to develop and coordinate initiatives to promote access to healthy food for all New Yorkers, increase access to and utilization of food support programs, and develop and enforce the City Agency Food Standards.
2. The Green Carts initiative, which was signed into law on March 13, 2008, established 1,000 new permits for "Green Carts." These mobile food carts sell raw fruits and vegetables and must be located in high-risk neighborhoods that have limited access to stores providing fresh produce.
3. The Food Policy Coordinator was instrumental in the launch of The New York Supermarket Commission, formed in May 2008. The Supermarket Commission brings together approximately forty health and child advocates, City and State government representatives, and supermarket industry executives to create a set of public policy recommendations that will bring affordable, nutritious food to underserved communities across the State.
4. Efforts to expand Summer Meals program led to a 5.25% increase in utilization for 2008 over 2007; The Department of Education established a soup kitchen/food pantry summer meals pilot to provide meals for children eighteen and under; and the School Meals Program became the first benefit that people can apply for online through ACCESS NYC, New York City's online benefit screening tool.
5. The FPC has been involved in several successful efforts to bring new resources into the City to support food policy goals. Thus far nearly $3 million in private and public grants have been raised to support a diverse array of initiatives related to healthy food access and Food Stamp uptake.

Conclusions and Recommendations:
This initiative has had several measurable successes and has promoted food policy improvements both in NYC and beyond.
- The FPC is instrumental in the operation of bodies that coordinate governmental efforts around food issues, such as the Food Policy Task Force and the New York Supermarket Commission.
- Although most of the City's food programs are developed within specific agencies, the Food Policy Coordinator appears to have been able to promote coordination between different agency initiatives, reduce programmatic overlap, improve inter-agency communications, and ultimately help bring the initiatives to fruition.
- The need for an expansion of the FPC office is indicated by this review. Additional staff would allow a greater range of issues to be dealt with. In addition, because the FPC has successfully brought in new funding for projects, the increase in staff could essentially pay for itself with new revenues for important City projects that advance the health of New York City residents. Finally, implementing the recommendations of the various food-related planning bodies will require an investment of public funds to ensure credibility of the office is maintained.

Healthy Bodegas (HB)
A Program of the New York City Department of
Health & Mental Hygiene (DOHMH)

CEO INTERNAL PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Health & Mental Hygiene's (DOHMH) Healthy Bodega is based on an internal program review conducted by the NYC Center for Economic Opportunity (CEO). The data were collected between August and October 2008 through interviews with DOHMH staff, and a review of program documents, monthly reports and management reports from DOHMH.

Sponsoring Agency: New York City Department of Health & Mental Hygiene (DOHMH)

Provider Agency: Not applicable.

Start Date: July 2007

CEO Budget: $180,000 FY09

Target Population: Bodegas and residents in high-poverty District Public Health Office[1] areas (East/Central Harlem, the South Bronx and Central Brooklyn).

Statement of Need: DOHMH studies have shown that low-income NYC communities have greater difficulty accessing healthy food due to more limited availability of nutritious foods carried in local stores. In the targeted neighborhoods, bodegas represent more than 80% of food sources, but healthy food options are much less available in bodegas in comparison to supermarkets. Only 33% of bodegas sell reduced-fat milk, compared with 90% of supermarkets. About 28% of bodegas carry apples, oranges, and bananas, compared with 91% of supermarkets. Similarly, leafy green vegetables are only found in roughly 10% of all bodegas.

Goals and Services: The goal of the Healthy Bodegas Initiative is to promote healthy eating by increasing the availability, quality, and variety of healthy foods in bodegas in the target neighborhoods. The program works with bodega owners to improve provision of low-fat milk and fresh fruits and vegetables, and works with community groups to increase consumer demand for these products.

Eligibility Criteria: Bodegas that serve milk and fruits and vegetables in the target communities are eligible to participate. Community groups in target areas are partners in the effort to promote nutrition education.

Targets/Outcomes: This initiative has two major campaigns- one focused on increasing the amount of low-fat milk carried in bodegas, and one focused on increasing the amount of fruits and vegetables carried in bodegas. The program's target is to work with 1,000 bodegas in the milk campaign, and of these 516 to also participate in the produce campaign.

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[1] According to DOHMH, the mission of the District Public Health Offices (DPHOs) is to reduce health inequalities across New York City by targeting resources, programs, and attention to high-need neighborhoods in the South Bronx, East and Central Harlem, and North and Central Brooklyn. They further this mission by administering programs on priority health issues; focusing and coordinating the work of central DOHMH programs; informing, developing, and advocating for policy change; conducting research and disseminating public health information; and supporting and assisting community residents and organizations.

Selected Key Findings

Fidelity to Model. As no existing models matched the scope and scale of this initiative, DOHMH piloted two interventions to determine the feasibility of the Healthy Bodegas (HB) intervention and to learn best practices. Throughout, HB maintained fidelity to its articulated strategy, implementing all aspects of the program design. The program utilized lessons learned for the full program launch. While an intervention with bodegas of this scale has never previously been done, HB maintained fidelity to its articulated strategy, implementing all aspects of the program. HB is in line with CEO's mission, and staff effectively reached its target population of bodegas in three key high poverty neighborhoods that also had high levels of diet-related health problems.

Service Delivery. 1,002 bodegas were successfully recruited to participate in the milk initiative, and 520 of those were also recruited for the fresh fruits and vegetables campaign, exceeding both targets. The HB Initiative also conducted 211 workshops in the community with over 145 Community Based Organizations and business partners including non-profits, schools, Women, Infant and Children (WIC) centers, WIC vendor management organizations, youth groups, beauty parlors, health centers and churches.

Agency Management. Staff were hired in mid-July 2007 to start developing an outreach and evaluation plan for the project. CEO funds support a Program Coordinator, an Evaluator, and three Outreach staff (one based out of each District Public Health Office) to engage bodegas and the communities. Each of the outreach team members is bilingual and works only in their assigned target borough. The 5-member team working on the HB campaign appears to be very invested in the program, and provides strong oversight of service delivery. The DOHMH effectively uses staff resources to reach a large number of bodegas. By conducting small pilot versions of the initiatives before bringing them to scale, they were able to learn important lessons and avoid potential pitfalls, which has led to a relatively smooth implementation of the program. Strong monitoring and evaluation strategies are in place by the agency.

Early Outcomes.

- Bodega owners reported both an increased demand for and sales of 1% milk. Forty-five percent (332 out of 742) of bodega managers reported an increase in low-fat milk sales during the campaign period, and after the intervention 21% (88) of those bodegas who previously sold no low-fat milk had begun stocking low-fat milk.[2] Seventy percent of bodegas reported that their customers had started asking for low-fat milk.[3]
- Bodega owners demonstrated greater knowledge of the health benefits of switching to 1% milk. At follow-up, bodega managers were more likely to say that low-fat milk is the healthiest compared with other milk types (52%, 365 at baseline, and 80%, 554 at follow-up).[4] Forty-five percent of bodega staff also reported an increase in low fat milk sales during the campaign period.[5]
- Bodega owners reported an increase in produce sales: 32% of bodegas reported an increase in fruit sales, 26% reported an increase in vegetable sales.
- Fifty-three percent of bodega owners increased the variety of fruits and/or vegetables offered in their stores and 46% increased their quantity of fruit and/or vegetables they carried.

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[2] A total of 828 bodegas had both baseline and follow up information on quantity of low-fat milk stocked. Of the 828, 428 had no low-fat milk at baseline.

[3] "Healthy Bodegas Initiative: Project Summary and Proposal," DOHMH Report, Sept. 2008

[4] This response is limited to people who answered the question at both baseline and follow up (696). Overall, numbers are 433 out of 870 (50%) at baseline and 634 out of 800 (79%) at follow up.

[5] "Healthy Bodegas Initiative: Project Summary and Proposal," DOHMH Report, Sept. 2008

Conclusions and Recommendations

This review suggests that the Healthy Bodegas initiative is in alignment with the CEO mission of serving residents of high poverty community districts. HB has successfully met recruitment targets for its first two major initiatives. Data suggest that it is making good progress toward meeting its overall goal of promoting access to and demand for healthy foods, specifically low-fat milk and fresh fruits and vegetables in targeted bodegas. Program staff have effectively developed linkages with a wide array of diverse community organizations, businesses and schools in order to promote healthy eating. Overall, bodegas have shown a high level of willingness to engage with the DOHMH staff, as evidenced by the high percentage of bodegas that agreed to participate. The HB initiative is also currently serving as a national example to others working to improve offerings in corner stores, and HB staff serve on a variety of committees and coalitions and have offered assistance to organizations and agencies across the country. Review of lessons learned from earlier campaigns and consultation with DOHMH staff suggest that working more intensively with fewer bodegas would allow HB to tailor interventions to the specific needs of each bodega, providing an increased number of sessions with bodega staff, and promoting sustainable long-term measurable change.

Learning Independence for Empowerment (LIFE) Transitions Program
A Program of New York City Department of Juvenile Justice (DJJ)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Juvenile Justice LIFE Transitions Program (LTP) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between March and July 2008 through interviews with staff representing CEO, the two providers (Good Shepherd Services in the Bronx and the Center for Community Alternatives in Brooklyn), and Girls Incorporated (Girls Inc.) of New York City, which developed LTP curricula, as well as a review of program documents and monthly data reports through June 2008.

Sponsoring Agency: New York City Department of Juvenile Justice (DJJ)

Provider Agencies: Two community-based organizations (CBOs) provide LTP services: Good Shepherd Services (GSS), located in the Bronx, and the Center for Community Alternatives (CCA), located in Brooklyn. Girls Inc. of New York City was contracted to develop LTP curricula and provide technical assistance on its implementation.

Start Date: LTP implementation began in two DJJ secure detention centers in late March 2008.

CEO Budget: FY08 $323,690; FY09 $592,000

Target Population: The LTP serves youth and adolescents, ages 10 and older, who have been detained at DJJ's two long-term, secure detention centers—Crossroads and Horizon. LTP services are provided to youth during their detention stay and (for those who complete at least one LTP workshop while in detention) program services are offered after the youth are released back into the community.

Statement of Need: Each year in New York City, more than 3,500 youth return to their communities from youth detention and face extreme difficulty in transitioning back to school and attaching to positive, mainstream activities.[1]

Goal and Services: The goal of the LTP is to improve educational preparedness for youth involved with the juvenile justice system by improving their life skills, attitudes, and beliefs about the value of education and school attendance, and their awareness of careers and goal-setting skills. To reach this goal, LTP is structured to provide weekly life skills workshops to all youth while they are in detention. When these youth return to the community, they will continue to receive LTP workshops along with case management services to assist them in connecting to school, positive activities, and support services as needed. Throughout the program, CBO provider staff serve as caring adults with whom the youth can establish a caring bond. Continuity is also provided through CBO workshop facilitators serving as LTP case managers in the community.

Eligibility Criteria: All youth residing in Crossroads or Horizon detentions centers are offered the opportunity to participate in a weekly LTP workshop offered on-site. Youth who are released from the two detention centers back into the community are eligible for LTP community-based services, provided that they completed at least one LTP workshop while in detention and have parental consent to continue the program.

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[1] Center for Economic Opportunity, (December 2007), *Strategy and Implementation Report*, Center New York: Center for Economic Opportunity p. 33.

Targets/Outcomes: LTP implementation was in its early stages during the program review period; thus, data collection for this review focused on implementation outputs and process outcome measures. Target and actual numbers for these categories are presented below, as well as percentages of targets obtained as of June 2008.

Table 1. Target Numbers, Actual Numbers, and Percentage of Target Met (as of June 2008)

Implementation Outputs	Annual Target Numbers	Actual Numbers (March–June 2008)		Percent of Target Met[a]	
		CCA	GSS	CCA	GSS
Number of youth participating in LTP workshops	1,384	550		40%	
Number of in-detention LTP workshop groups conducted by each CBO provider per week	10 groups	15	14	150%	140%
Number of LTP workshops completed by youth while in detention	n/a	b	1-4 sessions=209 5-11 sessions=48 12 sessions=12	n/a	
Number of youth released from detention whose parents/guardians received outreach from a CBO provider*	n/a	74	13	n/a	
Number of youth "intakes" into the community-based component of LTP by each CBO per year*	75	16	1	20%	1%
Number of individual case management plans developed*	n/a	13	1	n/a	
Number of youth re-enrolled in school	n/a	5	0	n/a	
Number of LTP workshops completed by youth while in the community	n/a	6	0	n/a	
Number of baseline participant surveys completed	1,384	421		30%	
Number of Week 5 surveys completed	723	147		20%	
Number of Week 11 surveys completed	213	13		6%	
Process Outcomes	**Annual Target Numbers**	**Actual Numbers (March–June 2008)**		**Percent of Target Met[a]**	
		CCA	GSS	CCA	GSS
Percent of participating youth are re-enrolled in school within 10 days of program intake	95%	1/5	0	20%	--
Percent of youth on probation who attend all their scheduled court appointments	100%	c		--	
Number of program intakes who participate at least 90 days at each CBO per year	50	d		--	

a   These percentages are based on the LTP services that were implemented in the first quarter of the program, between March and June 2008.

b   DJJ is working with the CBO provider to collect data on this indicator and will provide it to CEO in the future.

c   Due to the voluntary nature of the LPT program, youth may not report whether they are on probation. These data may sometimes be obtained if a probation officer calls the school or CBO to obtain attendance reports.

d   The program review covered a period of LTP implementation that was not long enough to assess progress toward this process outcome.

*   The number of LTP parent/guardian outreach contacts, community program intakes and case management plans reflects implementation through July 30, 2008.

Selected Key Findings

Key findings of this program review include:

Fidelity to the Program Model. As implemented thus far, LTP has maintained fidelity to the program concept, which is to provide "inside/outside" services in a seamless manner to youth while they are in detention and upon return to the community. The LTP curricula for boys and for girls are each composed of 12 45-minute modules, with one module delivered each week within a 1-hour workshop. Information obtained through this program review indicated that the LTP curricula are being implemented with targeted youth in detention on a weekly basis. CBO providers are required to conduct at least 10 LTP workshop groups per week, and the number of workshops conducted in detention by each provider has exceeded this number. The LTP curriculum is to be delivered in small-group settings, and CBO staff reported that, in detention, the average workshop group size is between six and seven. LTP workshops in the community were just beginning at the time of the program review and thus a consistent schedule and structure for their implementation was still being formed. As identified in DJJ's LTP concept paper, individual case management plans are in place for youth who participate in the community component.

Characteristics of the Clients Served in Comparison to the Target Population. The program is designed to serve youth and adolescents, 10 years old and above, while they are in detention and when they return to the community. According to DJJ, in calendar year 2007, this population was 84 percent male; 68 percent is between the ages of 14 and 15; and Black and Hispanic youth account for 89 percent of the population. Approximately 29 percent of youth in detention read below the 4th-grade level. Demographic data collected through the LTP participant surveys suggest that the youth who complete the surveys during the LTP workshops sessions reflect the general population of youth in detention.

Service Delivery. LTP workshop facilitators began implementing the first cycle of the 12-module curriculum with youth at Crossroads and Horizon on March 22, 2008. A second cycle of workshops began in both centers in June. Although workshop facilitators varied in their facilitation style and, as needed, in their pacing of delivery, a consistent structure was used to implement the LTP curriculum by both CBOs. The biggest challenge to LTP workshop implementation during the start-up phase was the mixed support from detention center staff, in particular the Juvenile Counselors (JCs).[2] CBO provider staff perceived that the disengagement of some JCs from the program contributed to delayed start times or missed appointments for LTP workshops and/or lack of youth participation during the workshops. (It is important to note that there were also JCs who were enthusiastic about the LTP and helpful from the onset to workshop facilitators.)

At the time of this program review, the LTP community component was just beginning, although a small number of program intakes (N=15) had been achieved and LTP workshops had begun at CCA. Case management services were being provided to youth in the LTP community component at both CBO sites. In addition to case management services, participating youth are offered MetroCards (to assist with travel to and from the program site) and afternoon snacks at each session. Both CBO providers cited contextual challenges that affected program intakes and service provision for the LTP community-based component. Program intakes were affected by a significant proportion of program-eligible youth, especially youth referred to GSS, being mandated by the court to participate in other community-based programs. CCA reported that its ability to link participants to outside services was more challenging for youth who lived in boroughs (such as Staten Island) that had few local service providers available. GSS expressed concern about securing community-based mental health services for participants in a timely manner.

Provider Capacity. The two CBO providers are experienced in providing services to the targeted population of youth. Each of the CBO providers adhered to LTP staffing requirements while using unique and distinct staffing structures to deliver and manage LTP services. The workshop facilitators (and other CBO staff) have been trained in the use of the LTP curricula. The program review identified data quality issues related to how the LTP workshop participation data are compiled in monthly reports and the inconsistent manner in which case management records are maintained by the two CBO providers. DJJ's LTP Coordinator provides the CBOs with training and technical assistance on data collection procedures and does careful audits of program reports submitted by the CBOs.

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[2] JCs ensure safety and maintain order by traveling with the group of detention dorm residents to which they are assigned at all times and, therefore, are present during the LTP workshops.

Agency Management. DJJ hired two full-time agency staff (an LTP Coordinator and a Program Assistant) to manage and support day-to-day activities of LTP. These LPT staff members work closely with, and under the guidance of, four high-level DJJ administrators. The DJJ LTP Coordinator convenes monthly program stakeholder meetings that include DJJ agency staff; CBO providers, representing the full complement of LTP staff and beyond; detention center staff from Crossroads and Horizon; the Girls Inc. consultant; and a staff member from the NYC Department of Education who oversees the "Passages" schools that operate on site within each detention center. CBO providers view these stakeholder meetings as very effective in fostering communication, the exchange of ideas, and problem-solving among the LTP partners. DJJ has also engaged the broader community of juvenile justice experts and service providers to review and inform the process of LTP programming.

Early Outcomes. Between March 22 and June 30, 2008, a total of 550 youth in detention participated in the LTP workshops – 264 at Horizon and 286 at Crossroads. By serving 550 youth in its first 4 months of implementation, the program had achieved 40 percent of its target to reach 1,384 youth annually. The DJJ monthly reports to CEO indicate that an average of 227 youth participated each month in the LTP workshops conducted at Crossroads and Horizon. Given that the bed capacity across the two detention centers is 248, these preliminary data indicate that LTP is reaching most of the intended population in detention.

Among the 264 participating youth at Horizon, the majority (79%) completed between one and four workshops.[3] The number of workshop groups conducted per week was 15 at Crossroads (one group of girls and 14 groups of boys) and 15 at Horizon (two groups of girls and 13 groups of boys). The average group size was between six and eight participants. Between late March and July 2008, 56 percent of the 239 youth released from Crossroads and Horizon have been referred to the CBO providers by DJJ as eligible to participate in the LTP community-based services.

In April, the CBO providers began outreach to parents and achieved contact with the parents or guardians of 87 youth who had been released to the community – 74 at CCA and 13 at GSS. These contacts resulted in 16 program intakes, representing 12 percent of the 134 eligible youth whom DJJ referred to the CBO providers. The LTP annual target is for each CBO to achieve at least 75 intakes per year. With 15 intakes, CCA achieved 20 percent of the target, and with one intake, GSS achieved 1 percent of this target. Before the 2007-08 school year ended on June 26, 2008, CCA was able to re-enroll five of its program intakes into school. CCA had a total of six program intakes prior to the end of the school year and the re-enrollment of five of them (83%) is an early indication that this aspect of the LTP community-based component is being implemented effectively by this CBO. GSS did not have program intakes during the 2007-08 school year. Of the five youth whom CCA re-enrolled in school in 2007-08, one (20 percent) met the 10-day enrollment benchmark.

Conclusions and Recommendations

The DJJ LIFE Transitions Program is well aligned with the CEO mission. This program review covered the start-up period of the LTP. Given the early status of program implementation, it is premature to project the LTP's likelihood of meeting its performance objectives. The Westat/Metis evaluation team did obtain evidence on the following:

- The program is engaging most youth in the two detention centers.
- The majority of youth released back into the community from Crossroads and Horizon are being referred to the CBO providers.
- The LTP outreach and case management services appear to be hampered mainly by contextual factors such as the siphoning of LTP-eligible youth into court-mandated programs at GSS and the high number of youth being referred to the program at CCA from neighborhood where services are less available.
- The program should continue to engage and expand input from local leaders, juvenile justice panels, and other experts from diverse sectors (through forums and LTP stakeholder meetings) who can bring the best thinking on strategies to troubleshoot contextual challenges faced by the LTP in its outreach and program intake efforts.

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[3] At the time of the program review, data were not available that provided a breakdown on how many youth at Crossroads completed one to four, five to eleven, or twelve LTP workshops because this process measure was recently added.

Model Education Programs for Rikers Dischargees:
CUNY Catch
A Program of the New York City Department of Correction (DOC)

PROGRAM REVIEW SUMMARY

This overview of the Department of Correction's CUNY Catch program is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between March and May 2008 through interviews with staff of the CEO and Department of Correction (DOC); site visits to the three CUNY Catch sites at LaGuardia Community College (LCC) in Queens, Bronx Community College (BCC) in the Bronx, and Medgar Evers Community College (ME) in Brooklyn; a review of program documents and monthly data reports through May 2008 and management and data reports from DOC through June 2008; and observations of recruitment practices on-island at Rikers Island's Horizon Academy and Austin H. MacCormick Island Academy high schools.[1]

Sponsoring Agency:	New York City Department of Correction (DOC)
Provider Agency:	CUNY Catch at LaGuardia Community College, Bronx Community College, and Medgar Evers Community College
Start Date:	November 2007
CEO Budget:	$450,000
Target Population:	Incarcerated and formerly incarcerated youth 16 to 24 years old
Statement of Need:	Among young adults, ages 16 to 24, who are in poverty, youth exiting detention and young people returning from incarceration are at particularly high risk of becoming disconnected from school and work. About 70 percent of offenders and ex-offenders are high school dropouts. Without intervention, two-thirds of ex-offenders are likely to be re-arrested.[2]
Goal and Services:	The overall goals of CUNY Catch are to reduce recidivism, increase attainment of GEDs, increase college enrollment, increase the employment and future earnings of formerly incarcerated young adults, and increase public safety by providing outreach to youth on Rikers Island and educational and vocational services to young people after release.
Eligibility Criteria:	Rikers Island inmates 16 to 24 years old (whether sentenced or detained) who are students at the Horizon Academy, as well as sentenced individuals who do not attend the schools but reside in various dorms within the facilities that house the schools.
Targets/Outcomes:	The target and actual numbers for the categories presented in Table 1, as well as the percentage of each target obtained and the remaining targets pro-rated for the final 4 months of the contract, are as of June 2008.

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[1] Island Academy and Horizon Academy are the two high schools on Rikers Island and operate under District 79 (Alternative Schools and Programs) of the New York City Department of Education (DOE). Island Academy has three school sites and serves detained and sentenced male and female inmates ages 16-24 in three jails. Horizon Academy serves detained male inmates ages 18-24 in five jails.

[2] Center for Economic Opportunity (December 2007), *Strategy and Implementation Report*. New York: Center for Economic Opportunity.

Table 1. CUNY Catch Outputs and Outcomes Through June 2008*

Milestone Category	Target Numbers	Actual Numbers	Percent of Target Met	Monthly Targets Remaining**
Recruitment	500	500	100%	0
Confirmed Arrivals	500	193	39%	77
Gaining Literacy Level	100	15	15%	21
Passing GED Predictor Test	125	37	30%	22
Receiving GED	75	15	20%	15
Enrolled in College	75	21	28%	14
Vocational Training	25	25	100%	0

*Data provided by DOC.
**Numbers are per month based on 4 months remaining in contract; OMB spreadsheet indicates services started on Nov. 19, 2007

Selected Key Findings

Fidelity to the Program Model. The CUNY Catch model offers on-island pre-release services and off-island post-release services (described below). The model calls for LCC to serve as the administrator for all three CUNY Catch sites, providing oversight and coordination. LCC is expected to clearly communicate to all sites the nature and expectations of the performance-based contract and the milestones to be achieved, and provide any necessary start-up support and training. The administration of the program was not implemented with fidelity. LCC has deficiencies in its management capabilities and has not managed the CUNY Catch sites as intended. Program activities are being implemented with fidelity at two of the sites (LCC and BCC). ME does not yet have career counseling and job placement due to staff turnover and lack of funding, as well as poor communication and support from LCC. There is consistency and uniformity across the three sites in the pre-GED and GED classes, the location of the program within a community college, and to some extent the counseling provided off-island.

Characteristics of the Clients Served in Comparison to the Target Population. The program is specifically targeting only age-eligible inmates from the various correctional facilities on Rikers Island. The provider's demographic data also show that the program's participants fall within the target age range of 16 to 24 years old.

Service Delivery. The core components of the CUNY Catch Program include on-island pre-release services and post-release services that take place at the three off-island locations. Pre-release services provide outreach and recruitment conducted through individual and group sessions that include an assessment of educational and vocational needs and transition planning. Post-release services include pre-GED courses, GED classes, college remediation classes, career counseling, assistance with job placement, assistance with college application and enrollment, and counseling.

Provider Capacity. Interviews with DOC staff reveal that LCC has limited capacity to serve as administrator for the three sites. The communication and support provided to BCC and ME have been insufficient and have resulted in delays in implementation as well as poor outputs and outcomes. ME demonstrated problems with start-up capabilities, delays in implementation, and staff turnover, which negatively affected its ability to recruit and provide services to the target population. It is unlikely that the program has the capacity to meet its targets. The capacity to collect data and report accurately at the provider level is also limited and quite different across the three sites.

Agency Management. DOC monitors CUNY Catch's implementation progress and meets monthly with the program directors from all three sites to discuss the program's progress. DOC personnel visit individual sites to observe implementation of the program and speak with staff, and monitor progress through the milestone achievements and contact with on-island school principals.

Early Outcomes. At this point, although the provider is making progress in reaching and recruiting the target population, only slightly over one-third of those recruited on-island actually make it to the program off-island. While there has been progress in achieving outcomes such as passing the GED predictor (30% of target met), receiving GED (20% of target met), and enrolling in college (28% of target met), the program has had its most success in the number of participants enrolled in vocational training (100% of target met). Given the slow progress made toward achieving the milestones in the 8 months of program operation, it is unlikely that the program will meet the remaining milestones. In terms of client satisfaction, CUNY Catch participants revealed a high degree of satisfaction with the program and its ability to support them in attaining a GED.[3]

Conclusions and Recommendations

As implemented, the CUNY Catch program is in alignment with the CEO mission and is meeting many key CEO criteria.

- The program is providing innovative programming, as few programs exist to help post-incarcerated youth with educational and career advancement.
- Agency oversight is in place, enabling it to remain stable, make improvements, and be replicable in other sites.
- Specific and measurable outcomes have been articulated.

However, program administration provided by LCC is extremely poor and has resulted in negative effects on implementation of program activities as well as outputs and outcomes. And ME is not yet providing career counseling and job placement services and has no concrete plans in place to provide them.

Other program elements are not yet in alignment with the CEO mission and criteria.

- A change to the structure of the program's current administration is recommended. Instead of LCC, as a participating college, serving as the administrator of the three CUNY Catch sites, an independent entity could serve as the central administrator of the program which would keep the three participating colleges under one umbrella. Alternatively, each site could become self-administered.
- In order to bridge the gap between recruitment and enrollment with this challenging population, we recommend that the program dramatically increase its on-island recruitment and assessment.
- Due to the population's service needs, it is recommended that social work case management be integrated into the post-release services.
- An efficient tracking system that shows the actual level of staff effort directed at keeping participants engaged in the program would be beneficial in planning accordingly.
- The program could benefit from technical assistance in all areas of data collection, coordination, reporting, validation, and analysis, including quality assurance protocols on data entry, managing duplicate cases, and sharing data effectively across the sites.

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[3]   The interviewed participants were those who were enrolled in pre-GED or GED classes, available in the office that day, over age 18, willing to be interviewed, and not on probation (as required by the Westat Institutional Review Board, which approved the research).

Model Education Programs for Rikers Dischargees:
Supportive Basic Skills Program
A Program of the New York City Department of Correction (DOC)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Correction's (DOC's) Supportive Basic Skills Program is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between January and June 2008 through interviews with staff of CEO, staff of the sponsoring agency (DOC), staff and administrators from Horizon Academy and Austin H. MacCormick Island Academy,[1] and staff from the provider agency (including the Interim Executive Director, Director of Education, Director of Outreach, Director of Post-Release Programming, Director of Human Resources, and other program staff); a site visit to the provider agency's offices; and a review of program documents and monthly data reports through May 2008 and management reports from DOC through June 2008.

Sponsoring Agency: New York City Department of Correction (DOC)

Provider Agency: Friends of Island Academy (FoIA)

Start Date: October 2007

CEO Budget: $75,000

Target Population: Young adult inmates (male and female) ages 16 to 24 in DOC custody

Statement of Need: Studies have shown a strong connection between lack of education, unemployment, poverty, and criminal activity. According to the DOC, about 70 percent of 16- to 24-year-olds who are incarcerated at Rikers Island are high school dropouts,[2] with 50 percent of these young adults being functionally illiterate.[3] Expansion of post-release educational programs is geared toward increasing literacy, educational skills, and occupational skills and helping stem the cycle of illiteracy, poverty, unemployment, incarceration, and recidivism.

Goal and Services: The main goal of the Supportive Basic Skills Program is to reduce recidivism among young people (ages 16 to 24) who have been released from DOC custody on Rikers Island by addressing the pressing educational needs present in this target population. The basic education classes to be provided by FoIA are designed to provide a solid foundation upon which to build toward attainment of a high school or GED diploma. In order to recognize the multiple challenges that these young people face in trying to successfully reintegrate into their communities, education services are embedded within a larger comprehensive case management framework that offers counseling and work and career supports.

Eligibility Criteria: Reading and writing below the 5th-grade level

Targets/Outcomes: The target and actual numbers for the categories presented in Table 1, as well as the percentage of each target obtained, are as of June 2008.

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[1] Island Academy and Horizon Academy are the two high schools on Rikers Island and operate under District 79 (Alternative Schools and Programs) of the New York City Department of Education (DOE). Island Academy has three school sites and serves detained and sentenced male and female inmates ages 16 to 24 in three jails. Horizon Academy serves detained male inmates ages 18 to 24 in five jails.

[2] Travis, J., et al. (2001), "From Prison to Home: The Dimensions and Consequences of Prisoner Reentry." Washington D.C.: The Urban Institute. See also, Freeman, R. (1992), "Crime and the Employment of Disadvantaged Youths," in Peterson, G., and Vroman, W. (eds.), *Urban Labor Markets and Job Opportunities*. Washington, D.C.: The Urban Institute Press.

[3] Hirsch, A., et al. (2002), "Every Door Closed: Barriers Facing Parents with Criminal Records." Washington, D.C.: Center for Law and Social Policy and Community Legal Services.

Table 1. Supportive Basic Skills Program Outputs and Outcomes as of June 2008

Category	Target Numbers	Actual Numbers*	Percent of Target Met*
Recruitment/Assessment	100	64	64%
Transitional Plans	100	60	60%
Confirmed Arrivals	50	3	6%
Literacy Gains	18	0	0%

*Data provided by DOC

Selected Key Findings

Fidelity to the Program Model. The FoIA model offers pre-release services including outreach and recruitment sessions and the development of Memoranda of Agreements (MOAs) and Transitional Plans for those who indicate interest in enrolling in the program upon their discharge. Post-release services include three levels of education classes (literacy, adult basic education, and pre-GED/GED prep) and comprehensive support services (including case management and support groups, an employment program, and a youth development program). The DOC contract introduced two enhancements to the FoIA program model: a transportation program and the incorporation of the Wilson Reading Program (WRP) into the basic literacy classes. From the evidence available to the Westat/Metis team, it does not appear that the program model as it was originally conceived was implemented with fidelity. The WRP was not implemented with fidelity in terms of instructor training and ongoing support, or as part of a comprehensive approach to literacy instruction, which is how it is intended. In addition, staffing shortages and turnover at FoIA undermined the provider's ability to maintain a consistent presence at Rikers. The transportation component was not implemented as planned. Finally, based on conversations with FoIA and DOE staff from both Horizon and Island Academies, it seems that communication issues between the groups affected the recruitment process.

Characteristics of the Clients Served in Comparison to the Target Population. In the first year of the DOC contract, the provider was to have recruited a total of 100 participants, of whom approximately one-half would enroll in the program and one-quarter would attain the desired literacy gains. According to data maintained by the provider and reconciled by DOC, as of the end of June 2008, there were 60 young people who had signed MOAs and developed Transitional Plans. Of these, only three made the transition from Rikers to the off-island FoIA program (i.e., were "confirmed arrivals" and participated in a minimum of 9 program hours). None completed the program (i.e., received 75 hours of instruction), and therefore none attained the proposed literacy gains.

Service Delivery. The core components of the Supportive Basic Skills Program include pre-release services, which take place on Rikers Island, and post-release services, which take place at the provider's offices in midtown Manhattan. Pre-release services include outreach and recruitment activities – large-group presentations and one-on-one follow-up sessions with students who express interest in program services, during which initial Transitional Plans are developed. Post-release services include continued outreach to draw discharged young people to the provider's site to enroll in the program, intake and assessment (including mental health screening), education services, counseling (including substance abuse, men's and women's groups, and therapeutic treatment), and other youth development activities (e.g., Hip Hop Academy). Post-release services offered by FoIA are basically the same for all young people, including those eligible for the Supportive Basic Skills Program.

Provider Capacity and Agency Management. Data from interviews with program staff reveal that this past year has presented significant challenges to FoIA. There has been a great deal of staff turnover at all levels of the organization. Moreover, many of the staff positions are part-time, which limits the time and opportunities

available for collaboration. Finally, District 79 of the NYC Department of Education rescinded FoIA's status as an alternative education program. According to the DOE, this transpired because the program did not have enough participants to warrant the use of DOE teachers. The decision was also based on the fact that FoIA is three blocks away from a District 79 literacy site, and students could be served at the District 79 site instead of at FoIA. By all accounts, the loss of District 79 status dealt a significant blow to the provider and to the CEO program in particular. Having District 79 status rescinded has meant the loss of certified teachers, professional development resources, and instructional supplies and materials. Staff from DOC and FoIA have met monthly throughout the year on Rikers, and DOC conducted three site visits to the program. When it was apparent that FoIA was having significant difficulties meeting its enrollment targets, there were open and frank discussions to brainstorm possible approaches and solutions. When relations were strained with DOE personnel, DOC played a mediating role.

Early Outcomes. As of 9 months into the contract year, no participant attained a literacy gain of one grade level; therefore, there are no early outcomes to report. Because attendance data were not available for review by the Westat/Metis team, it is not clear if the three confirmed arrivals completed the 75 hours of instruction that should yield this literacy gain.

Conclusions and Recommendations

As DOC's Supportive Basic Skills Program is currently being implemented, it is not meeting key CEO criteria.
1   Although the program has had some success in recruiting participants to attend on-island activities,
2   Only three young people actually made the transition to the off-site program and none completed the program.
3   Communication issues have impeded an effective collaboration between staff from the provider agency and DOE staff on-island.
4   With the loss of DOE status and funding and the absence of an Education Director, the provider may not have the capacity to design and implement a research-based literacy program that meets participants' needs and keeps them engaged in the educational process. In addition, the Wilson Reading Program may not be a good fit with the educational needs of the target population.
5   Continued staff turnover has affected the provider's ability to meet all of the contract milestones.

The Westat/Metis team is not recommending any future evaluation studies for the Supportive Basic Skills Program.

Model Education Programs for Rikers Dischargees:
Getting Out and Staying Out (GO/SO) Program
A Program of the New York City Department of Correction (DOC)

PROGRAM REVIEW SUMMARY

This overview of the Department of Correction's (DOC's) Getting Out and Staying Out (GO/SO) program is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between March and June 2008 through interviews with staff of the CEO, staff of the sponsoring agency (DOC), and staff and clients of the provider agency (GO/SO), as well as observations of recruitment practices at Rikers Island's Horizon Academy and Austin H. MacCormick Island Academy.[1] Interviews and a program walkthrough were conducted in May 2008 at GO/SO's off-island center located in Harlem. In addition, the team reviewed program documents and monthly data reports from January through May 2008 and management reports from DOC from November 2007 through June 2008.

Sponsoring Agency: New York City Department of Correction (DOC)

Provider Agency: Getting Out and Staying Out (GO/SO)

Start Date: November 2007

CEO Budget: $350,000

Target Population: Young adult males 18 to 24 years old

Statement of Need: Among young adults, aged 16 to 24, who are in poverty, those exiting detention and returning from incarceration are at particularly high risk of becoming disconnected from school and work. About 70 percent of those returning to their communities are high school dropouts and, according to at least one study, about half are "functionally illiterate." This lack of literacy skills contributes to the chronic unemployment experienced by young adults discharged back to the community. Without intervention, two-thirds of ex-offenders are likely to be re-arrested.[2]

Goal and Services: The goal of GO/SO is to reduce the recidivism rate of formerly incarcerated young men by assisting them in completing their high school education (i.e., GED), acquiring job skills, finding meaningful employment, and enrolling in higher education. GO/SO employs a team-based mentoring approach off-island, where a number of key staff members closely train and counsel participants, and monitor progress made toward their individual goals. By the end of FY 2008, GO/SO hopes to enroll hundreds of individuals incarcerated at Rikers and at New York's state prison, of which 150 are expected to arrive at GO/SO's off-site center after release from incarceration. The program also expects that the majority of these arrivals will pass their GED exam, find employment, and/or enroll in a job training program.

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[1] Island Academy and Horizon Academy are the two high schools on Rikers Island and operate under District 79 (Alternative Schools and Programs) of the New York City Department of Education (DOE). Island Academy has three school sites and serves detained and sentenced male and female inmates ages 16-24 in three jails. Horizon Academy serves detained maleinmates ages 18-24 in five jails.

[2] Statement of Need taken from Center for Economic Opportunity (December 2007), *Strategy and Implementation Report*. New York: Center for Economic Opportunity.

Eligibility Criteria: Incarcerated and formerly incarcerated males ages 18 to 24 who could benefit from assistance transitioning back into their communities through counseling and coaching, educational referrals, and job training and placement.[3]

Targets/Outcomes: The target and actual numbers for the categories presented in Table 1 below, as well as the percentage of each target obtained, are as of June 2008. As a performance-based contract, these outcomes are based on CEO's payment milestones. The enrollment targets (i.e., completion of initial assessment and transitional plan) were met by June. The arrival-at-GO/SO targets were over two-thirds of the way met and should approach completion by the end of the contract's fiscal year in October, as the number of recruited inmates released from incarceration increases. Completion of GED, enrollment in college, and placement in part-time and full-time jobs were lagging as of June, with 14 percent or less of program participants meeting these payment milestones. Data from the fourth quarter will more accurately demonstrate GO/SO's progress toward the milestones, and are expected to show an improvement as the program matures and has more time to recruit participants.

Table 1. Target and Actual Placement Numbers and Percentages of Targets Met

Category	Target Numbers	Actual Numbers*	Percent of Target Met
Initial Assessment Completed	150	150	100%
Transitional Plan Completed	150	150	100%
Court Involvement	150	150	100%
Group Counseling Participation on Rikers	150	150	100%
Confirmed Arrival to GO/SO Off-Island	150	103	69%
Counseling at GO/SO Off-Island	150	103	69%
GED Passed	50	4	8%
Trade School Enrollment	50	16	32%
College Enrollment	50	7	14%
Part-Time Job Placement	150**	3	6%
Full-Time Job Placement		6	

 *Data provided by DOC.
 **The combined total of job placements may not exceed 150.

Selected Key Findings

Fidelity to the Program Model. GO/SO was developed as a response to the rising jail population and the absence of programs in NYC that assist post-incarcerated young men to transition back into the neighborhoods to which they return. In addition, it was also an opportunity to combat the high recidivism rates (approximately two-thirds)[4,5] of young adults in general. The program established an approach to the transition process that included coaching; individual and group counseling; vocational training; and referrals to educational programs, social service agencies, and employment agencies as part of a team-based mentoring model. Team-based mentoring (also known as multiple mentoring) is a contemporary model of support that uses a

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[3] The program's expertise lies in working with young adult males. It has discussed expanding the program to include young adult females, but does not have the capacity to do so at this time.
[4] Brown, David; Maxwell, Sarah; Dejesus, Edward; Schiraldi, Vincent (2002). *Barriers and Promising Approaches to Workforce and Youth Development for Young Offenders*. Baltimore, MD: Annie E. Casey Foundation.
[5] New York City Department of Correction CEO Contract (2007). *Getting Out-Staying Out FY 2008 Scope of Work*. New York.

team of individuals with complementary skills that are individually and mutually accountable for the success of its mentees.[6,7] In addition to the original model, GO/SO currently provides in-house weekly math and literacy workshops, and invites outside consultants to provide vocational workshops, health information workshops, and program-relevant forums on criminal justice and financial management. The Westat/Metis team found that programmatic services generally are being delivered with a high degree of fidelity to the program's current model.

Characteristics of the Clients Served in Comparison to the Target Population. Information gathered through various interviews and program documentation demonstrates that the program is specifically only targeting age-eligible inmates from the various correctional facilities within the Rikers Island jails. The provider's demographic data also show that the program's participants fall within the target age range of 18 to 24 years old.

Service Delivery. GO/SO's programmatic implementation is divided into various on- or off-island activities, each contributing to the program's comprehensive mentoring approach to transitioning participants to their communities and helping them gain stability in their lives. On-island activities include outreach and recruitment, transitional planning, one-on-one counseling, court involvement, and the correspondence program. Off-island, center-based activities include coach support, individual counseling, vocational training, career management, and educational referrals.

Provider Capacity. Currently, GO/SO's staff consists of the program director, a licensed social worker, two career managers, two volunteer outreach counselors, six to seven volunteer center-based coaches, a program analyst (duties include data management), job developer, and a program associate. Through June, GO/SO provided services to over 150 individuals. At full capacity, GO/SO reportedly can manage a caseload of approximately 300 participants. Assuming enrollment occurs on a steady and rolling basis, GO/SO is confident that it will be able to support the 150 "confirmed arrival" target milestone by the end of the grant's fiscal year.

Agency Management. DOC monitors GO/SO's progress in various ways. DOC meets monthly with the program director to discuss the program's progress and review any issues related to visitation practices at Rikers. DOC personnel also have visited GO/SO's Harlem location to observe implementation of the program and speak with staff. Mainly, DOC continuously monitors GO/SO progress through the milestone achievements as outlined by CEO. In addition, DOC staff are in contact with the on-island school principals, through which they learn of GO/SO's ongoing efforts on Rikers.

Early Outcomes. In addition to the targets presented in the earlier table, GO/SO strives for other outcomes that they view as indicators of participant success. These include low recidivism rate, avoidance of drug/alcohol addiction, healthy family relationships, assuming responsibility for their children, improvement in physical appearance and presentation, positive relationships with successful men, participation in activities such as physical fitness and the arts, and community volunteering. Data for some of these outcomes are available through hard copy documentation, which were too extensive to be analyzed for this report. Interviews and focus groups in future evaluation studies could also assess achievement of the outcomes.

Conclusion and Recommendations

As implemented, the GO/SO program is in alignment with the CEO mission and is meeting key CEO criteria.

1   The program is serving an underserved population, as less than a handful of programs are providing transitional services to post-incarcerated young people.

2   The program is serving a population of young adults living in poverty.

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6   Katzenbach, J. R., and Smith, D. K. (1993). *The Wisdom of Teams*. New York: HarperCollins.
7   Turk, R.L. (May 1999). "Get on the Team: An Alternative Mentoring Model." (Excerpt). *Classroom Leadership* vol. 2, no. 8.
     Association for Supervision and Curriculum Development.

3	The program is providing innovative programming, as few programs exist to help post-incarcerated young people with educational and career advancement.

4	The program appears to have a good program infrastructure and management, as well as dedicated staff.

5	Agency oversight is in place, enabling it to remain stable, make improvements, and be replicable in other sites.

6	Specific and measurable outcomes have been articulated.

Based on the program review findings, the review team recommends the following.

- The program currently employs a team-based mentoring approach off-island. The program should examine other (more traditional) mentoring models to determine if their current coaching arrangement provides participants with the most effective individualized attention.
- The program urgently needs technical assistance in various areas of data collection, coordination, recording, validation, and analysis, including quality assurance protocols for data entry, managing duplicate cases, and sharing milestone data effectively with DOC.
- Data on many of the program's projected outcomes (e.g., keeping participants off drugs/alcohol, etc.) are not currently collected in any formal way or maintained in an electronic data format. Doing so would help the program access more information about its outcomes and improve and inform decision-making.
- The program should survey longer-term participants to obtain feedback on the effectiveness of the program's components and recommendations for future implementation.

Nursing Career Ladder:
Accelerated Licensed Practical Nurse Training Program (LPN)
A Program of the Health and Hospitals Corporation (HHC) and the Department of Education (DOE)

PROGRAM REVIEW SUMMARY

This overview of the Nursing Career Ladder: Accelerated Licensed Practical Nurse Training Program (LPN) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between June and July 2008 through interviews conducted by Westat and Metis staff with staff of the CEO, the director and staff at the Health and Hospitals Corporation (HHC) and the New York City (NYC) Department of Education (DOE), and the director and faculty of the CEO LPN program and a review of program documents and monthly data reports and management reports to CEO from HHC and DOE through May 2008.

Sponsoring Agencies: Health and Hospital Corporation and New York City Department of Education

Provider Agencies: HHC and DOE

Start Date: Recruitment and preparation began in February 2007, and classes began in September 2007.

CEO Budget: Approximately $1 million annually

Target Population: The program is intended annually to serve 40 students (30 poor and low-income New Yorkers and 10 HHC workers) who aspire to become Licensed Practical Nurses (LPNs). The program began in 2007-2008, and will serve a total of 160 students by 2011. Six HHC workers met the admission criteria for the 2008-2009 program, and 34 poor and low-income New Yorkers will be admitted to the program in 2008.

Statement of Need: Limited seats available in nursing programs fail to produce enough qualified nurses to meet the demand for nurses. Current nursing programs are academically competitive, and income is not a major factor for admissions.[1]

Goal and Services: The goal of the program is to help low-income individuals obtain LPN certification in a field that is projected to offer good wages and future growth. Up to 40 participating students receive a total of 1,152 hours of instruction during an 11-month period. The program includes a mix of classroom instruction and clinical rotations at the Coler-Goldwater Specialty Hospital and Nursing Facility.

Eligibility Criteria: Eligibility for the 30 poor and low-income students is based on Federal poverty guidelines (i.e., below 130% of the Federal poverty levels). The participating HHC workers need not meet the income eligibility requirements. All students (including the HHC employees) must be legally authorized to work in the United States, reside in NYC, have a reading level of at least 11.0 (grade equivalent) and a math level of at least 10.5 on the Test of Adult Basic Education (TABE), and achieve at the 40th percentile or above on the Center for Nursing Education Test (CNET). Participants must satisfy criminal background checks and drug screening requirements before they are issued a license. The current cohort of students meets these requirements.

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[1] Center for Economic Opportunity (December 2007), *Strategy and Implementation Report.* New York: Center for Economic Opportunity, p. 71.

Targets/Outcomes: The program's key targets are for (1) all enrolled students to graduate and become certified LPNs, (2) the students to fulfill a 22-month work commitment to HHC, and (3) a second cohort of 40 to begin the program by September 2008. Target and actual numbers are presented in Table 1, as well as the percentage of each target obtained as of June 2008. Other long-term targets for this program include reducing the use of overtime and agency staff at HHC hospitals, improving the career ladder within the health industry, and developing a scalable model to address the significant nursing shortage in the City, HHC hospitals, and the country.

Table 1. LPN's Target Numbers, Actual Numbers, and Percent of Target Met

Category	Target Numbers	Actual Numbers	Percent of Target Met
Number of students who enrolled in the program	40	39[a]	98%
Number of enrolled students who graduated from the program	39 (all enrolled students are expected to graduate)	39	100%
Number of students who pass the New York State Board exam and obtain certification	39 (all students who graduate are expected to pass the New York State Board exam and obtain certification)	Not available until fall 2008	Not available until fall 2008

Number of students who are placed in employment as LPNs:[b]
    At Goldwater Hospital
    At Gouverneur Long Term Care Facility
    Waiting for placement at other facilities
	30[c]	
		
		19
		
		5
		
		5
			96%

Number of students who enrolled in prep program	60	60	100%
Number of students who successfully completed the prep program	6 out of 60 students[d]	15	250%

[a]One student enrolled but was unable to start the program.
[b]One student will not be hired due to immigration issues.
[c]The nine HHC students go back to their previous positions and will be promoted to LPN positions after they pass the Board exam.
[d]The HHC director indicated that the expectation was that at least 10 percent of the 60 students would successfully complete the prep program and be enrolled in the CEO LPN program. Having 15 students successfully complete the prep program was a very big achievement for the program.

Selected Key Findings

Fidelity to the Program Model. Interviews with the HHC director and staff, DOE staff, LPN administrators, teachers, and counselor at the CEO LPN program indicate that the program has been implemented with fidelity to the model. The program has recruited and serves the intended target population.

Characteristics of the Clients Served in Comparison to the Target Population. As reported by HHC, 27 of the 30 CEO-sponsored students were at or below 130 percent of the Federal poverty level when they applied to the LPN program. Three students earned approximately $2,000 more than the 130 percent of poverty.[2] All 39 students met all other selection criteria.[3]

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[2] This small amount over-income is not sufficient to make the students ineligible and is not considered a problem.
[3] One student who was recruited to the first cohort had not met the immigration requirements but had been admitted because the recruitment period was very short and time was insufficient to completely screen that applicant prior to admission.

Thirty of the 39 students are female. Five students are ages 21 to 24; 30 are ages 25 to 44; and four students are ages 45 to 64. Twenty-two non-HHC students are Black, four are Asian, three are Hispanic, and one is White. Six non-HHC students have a bachelor's degree, three have an associate's degree, 16 have some college, four have a GED, and one has a high school diploma. The race/ethnicity and education background of the nine HHC students is not known. Six of the 39 students live in the borough of Manhattan; nine live in the Bronx; and 12 each live in Brooklyn and Queens.

Service Delivery. The CEO LPN program is different from most traditional LPN training programs because this CEO initiative takes place in a hospital setting. LPN programs usually are based in community colleges or private schools. The students at the CEO LPN program have access to the hospital staff members and are able to interact with them. Additionally, this is an accelerated program (an 11-month program as opposed to a 2-year traditional program). The students receive 242 hours of clinical exposure. Although this program shares the same syllabus as the other two DOE-sponsored LPN programs, the quality of the clinical program differentiates this program from similar training programs because students are able to interact with hospital staff at the Coler-Goldwater hospital and learn from them. A unique feature of the CEO LPN program is that all instructors are Registered Nurses (RNs).

This year (2008) CEO funds helped DOE create an organized evening preparatory program that took place between January and May 2008 in Manhattan and Goldwater for new students who plan to join the LPN program in September 2008. Before this prep program, DOE had conducted a modified version of the current prep program for HHC employees. However, the earlier prep program had not yielded good results. There was a need among students who had passed the CNET but fell short on the TABE to raise their TABE scores in order to be eligible to apply to the LPN program (these participants had to score at least 10.0 instead of 11.0 on TABE reading and 9.5 instead of 10.5 on TABE math). The teachers for this prep program included two staff members from the CEO LPN program, the supervisor of the LPN program, and another teacher from the Manhattan program. The sessions focused on math, reading/language, and employability/responsible behaviors. CEO funding helped meet this need with the prep program.

Provider Capacity. The administrator responsible for the LPN program on a day-to-day basis is the director of nursing, who is assisted by a lead teacher, three other teachers, a staff member in charge of the labs, and a counselor. The staff members feel that they need a social worker working at least part-time with the program because they feel they are not well equipped to help some of the students who experience multiple problems. The director and all the instructors are experienced RNs. The teachers are enthusiastic about the program and are willing to step in for each other if someone is out rather than use substitute staff. It appears as though the program has the capacity to provide the basic supports, facilities, and services the students need. The nursing director and faculty are particularly impressive in their dedication to the program's goals and to the students. Faculty members seem to know the issues students face and they try to provide them with personal attention.

Agency Management. HHC and the Office of Adult and Continuing Education closely monitor the LPN program. The program sends attendance records of the students to HHC. The LPN director has a very hands-on style of management and reviews progress almost daily, fine-tuning the program to address problems and improve the likelihood of meeting program goals. She works closely with HHC staff members who provide the necessary support for the students.

Early Outcomes. The target enrollment was 40 students. Forty students were recruited and 39 enrolled. None of the 39 enrolled students dropped out and all of them graduated on time in June 2008 (100%). These students will sit for the state board exam this fall to obtain their license to practice as LPNs. The HHC students go back to their previous positions until they pass the board exam, at which time their positions will be upgraded to match their qualifications. The 30 non-HHC students had to apply to different HHC facilities – long-term care facilities – to begin work after graduation because only long-term care facilities allow students who have graduated from the LPN program to work as LPNs before they sit for the Board exam to obtain the LPN certification. Of the 30 non-HHC students in the CEO LPN program, the Coler-Goldwater hospital plans to hire 19 of the LPN students. Gouverneur Healthcare Services has hired five students, while five other students are waiting to be placed at other HHC facilities. HHC could not place one student because of his immigration status.

Additionally, by May 2008, 15 of the students who participated in the new prep program had already passed the CNET exam and obtained qualifying reading and math scores on the TABE, making them eligible for acceptance into the September 2008 LPN class. The expectation was that approximately six students who participated in the prep program would meet the eligibility requirements for the CEO LPN program, so the actual number (15) substantially exceeded the target, an important achievement for the program.

Conclusions and Recommendations

As implemented, the LPN program appears to be in alignment with the CEO mission and key CEO eligibility criteria. Data so far indicate that the program is on track to achieving its target goals—all 39 participants graduated, and data from the administration of the state board licensing exams will be available in the fall to determine how many of these graduates will qualify for their LPN licenses.

The Westat/Metis team notes that the program needs at least a part-time social worker. Although the staff members are able to help and direct students to where they can get services, a social worker would be able to deal better with some of the issues the students face. The Westat/Metis team also recommends HHC considering revising the screening process of applicants. HHC screens the applicants to determine their income eligibility (whether they meet the income eligibility criteria) as well as the applicants ability to legally work in the United States before they are admitted to the CEO LPN program. We recommend that HHC review the current screening process to make it more rigorous so that the applicants admitted to the CEO LPN program meet all the eligibility criteria.

Office of Financial Empowerment
A Program of the New York City Department of Consumer Affairs (DCA)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Consumer Affairs' Office of Financial Empowerment (OFE) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between March and August 2008 through interviews with staff of the CEO and OFE, interviews with OFE partners, and a review of program documents and monthly data reports through August 2008.

Sponsoring Agency: New York City Department of Consumer Affairs

Provider Agency: Office of Financial Empowerment (OFE)

Start Date: December 2006

CEO Budget: Approximately $2,500,000

Target Population: New Yorkers with low to moderate incomes, the working poor citywide

Statement of Need: Nearly 800,000 New York City (NYC) residents do not have bank accounts and rely on check-cashing enterprises concentrated in low-income and immigrant neighborhoods for most of their financial needs. In addition, the fees that many of these residents pay for tax-preparation services in order to receive the Earned Income Tax Credit (EITC) erode the benefit of the tax credit. Low-income families also often fall victim to predatory lenders and are subject to disproportionately higher mortgage and insurance rates.[1]

Goals and Services: OFE's overarching goal is to educate, empower, and protect New Yorkers with low incomes, enabling them to build assets and make the most of their financial resources. OFE is a new and pioneering municipal office, the first of its kind in the United States. OFE's activities are carried out in four broad areas: (1) outreach and education to individuals and financial service providers, (2) direct service pilots and programs to reach low- to moderate-income New Yorkers, (3) research, and (4) policy development, advocacy, and leadership. Examples of activities include: establishing the Financial Education Network (FEN) to disseminate information regarding financial education, conducting the EITC campaign to increase individuals' awareness and use of the EITC, establishing a financial counseling center in the Bronx, piloting innovative financial services to encourage low-income residents to become "banked," conducting studies to learn about the financial conditions of low- to moderate-income New Yorkers, co-founding and co-leading a coalition of city governments to develop comparable measures and evaluation methods, and providing policy development and advocacy within the Department of Consumer Affairs.

Eligibility Criteria: There are no eligibility criteria for this program. Any NYC resident can access information and determine eligibility for related services.

Targets/Outcomes: OFE differs significantly from other CEO programs. Given its broader mission, strategies, and the nature of its activities, OFE has not operated with specific performance measures as other CEO programs have done. Rather, OFE's targets have been related to the implementation of its broad and ambitious agenda. These activities have involved developing

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[1] Commission for Economic Opportunity (September 2006), *Increasing Opportunity and Reducing Poverty in New York City.* New York: Author.

partnerships with financial institutions, other government agencies, and community-based organizations; seeking additional funding from private funders to support its innovations and research studies; developing various pilot programs; conducting research on financial needs and financial practices of New Yorkers; evaluating its programs; providing leadership and advancing policy initiatives to empower low- to moderate-income New Yorkers; and implementing city-wide outreach and educational campaigns.

Selected Key Findings

Fidelity to the Program Model. OFE represents an innovative, strategic, multifaceted approach to educate, empower, and protect New Yorkers with low- to moderate-incomes. While contributing to some direct service programs and piloting new programs, OFE operates at a high level of inter-agency coordination, network building, policy development, and advocacy. Indeed, it seeks to provide leadership in these complex arenas. Therefore, OFE's initiatives cannot be easily categorized in the same way as other CEO programs that provide a distinct intervention to enrolled participants. Thus, the issue of program fidelity—that is, the implementation of a program maintaining adherence to a prescribed model design—does not neatly apply to OFE. Given this important distinction from other CEO programs, OFE should be looked at through the lens of systems change rather than the lens of program fidelity. Program review results are indicative of highly innovative and ground-breaking programs and research.

Characteristics of the Clients Served in Comparison to the Target Population. This office serves New Yorkers with low to moderate incomes and New Yorkers who are among the working poor. OFE targets its services to approximately 800,000 unbanked and an estimated 350,000 working poor NYC residents. There is little or no baseline citywide information on the unbanked, so an initial activity of OFE is to conduct surveys that will provide baseline estimates. OFE has already collected a significant amount of information through its pilot programs and surveys. Findings will be available in 2009.

Service Delivery. OFE has a leadership role through its productive partnerships with banks and financial education providers, working with publicity and advertising firms, presentations, hosting of events, convening of other municipalities, and legislative work in Albany. OFE co-leads the Cities for Financial Empowerment (CFE), a coalition of city governments that is developing comparable evaluation methods. Through its involvement with CFE, OFE is also exerting leadership at the national level. Partners who were interviewed by the evaluation team said that OFE is considered to be on the cutting edge of the financial empowerment field. In addition, the fact that OFE represents the first municipal office of its kind in the country has led other cities and funders to take note of OFE's work.

Provider Capacity. For a new municipal office with ambitious goals, OFE is demonstrating capacity to build relationships and networks while managing multiple programs and services—for example, the Financial Empowerment Center (FEN), $aveNYC, and the CFE. OFE has supplemented its core budget ($2.5 million in 2008) with foundation support. OFE was awarded $150,000 over 2 years by Living Cities to expand the $aveNYC pilot to a second year and provide incentives for year one participants to roll over their accounts. OFE was also awarded $50,000 for 2 years from the F.B. Heron Foundation to support $aveNYC, the Financial Empowerment Center in Melrose, and the Citywide Financial Services Study. The Insurance Industry Charitable Foundation (IICF) awarded $126,000 to the Financial Empowerment Center in Melrose. Additionally, $200,000 from American International Group, Inc. (AIG) will support financial education initiatives.

Agency Management. The management of OFE falls under the Department of Consumer Affairs (DCA). OFE's placement within DCA appears to be beneficial organizationally and operationally. Partners believe that there is strong synergy between DCA and OFE in terms of mission and strategy.

Early Outcomes. As part of its theory of change, OFE has identified the following short-term outcomes:

- Increase capacity of financial education system;
- Increase accessibility of low-cost financial education resources;

- Implement best practices gleaned from national learning about OFE programs;
- Raise national awareness of the importance of financial empowerment;
- Disseminate OFE findings for replication;
- Identify and advocate for needed policy and regulatory reforms;
- Increase investigations of predatory practices and scams within the financial services industry;
- Collaborate with banking institutions to develop innovative banking and savings products;
- Increase awareness of tax credits;
- Pilot safe, affordable tax preparation opportunities; and
- Target services to the working poor and low- to moderate-income New Yorkers city-wide.

At this point (approximately a year and a half into program operations), based on review of program materials and interviews with key stakeholders and program staff, OFE appears to be making good progress toward attaining all of these short-term outcomes.

Conclusions and Recommendations

Review of program materials and interviews with staff and key stakeholders suggest that OFE has been operating in accordance with its various strategies: developing relationships and establishing partnerships with financial institutions, developing innovative financial services, implementing and supporting financial empowerment campaigns, identifying and promoting protective legislation, and conducting groundbreaking research to guide its operations. In keeping with its educational agenda, OFE has developed a user-friendly website with information and publications about available financial services and financial education. In keeping with its agenda to test innovative strategies, pilot programs targeting low- to moderate-income residents are being implemented citywide.

OFE stakeholders and partner organizations concur that OFE is demonstrating remarkable progress for a new municipal office. Most consistently, however, observers point to OFE staff's ability to form partnerships with community organizations, financial institutions, education providers, and funders and to engage these stakeholders in a shared mission to educate, empower, and protect low- to moderate-income New Yorkers. These relationships among the public, private, and non-profit sectors set the foundation for accomplishing OFE's ambitious agenda of programmatic goals.

The current downturn in the economy and the crisis among banking institutions are likely to create strong challenges to OFE's pursuit of its goals. The economy will certainly affect the financial well-being of a large number of families. In addition, it might become difficult to get the cooperation of financial institutions, as many are likely to be struggling for survival and less inclined to provide services with small profit margins. However, these same conditions also present OFE with the opportunity to draw greater focus to its work as attention is given to the impact of the economic downturn on individuals. In balance, the current national economic upheaval highlights the importance of OFE, as it will be more critical for low- to moderate-income New Yorkers to better understand the importance of strengthening financial knowledge, protecting their assets, reducing debt and building savings, and achieving economic well-being for themselves, their families and their future. Against this backdrop, OFE will need to be flexible in setting goals and priorities in order to adapt to changing economic conditions and meet the increasing need for their services.

We provide the following specific recommendations, around the four distinct OFE goals:

Outreach and education. The EITC represents the largest cash antipoverty program in the nation. In NYC, nearly 820,000 residents filed for the EITC in 2006 and received total benefits of $1.627 billion.[2] This is, of course, a centerpiece of OFE strategies. Since it is assumed that, as of last year, actual EITC filers represented about 75 to 80 percent[3] of all of those who qualified for the EITC and given the high potential of this strategy for generating

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[2] Assuming a 5 percent increase in total returns for each successive year as a result of OFE-led campaigns, the results would be $1.708 billion in 2007, $1.793 billion in 2008, and $1.883 billion in 2009.

[3] IRS estimates; personal communication, Darrel Weinberg, August 1, 2008.

benefits, continuing to use research to identify and target neighborhoods where the EITC is being underutilized and testing out various outreach and engagement methods should be a high priority for OFE.

The FEN has been a noteworthy accomplishment this year, and the FEN Directory is a valuable resource for individuals and organizations providing services to low- to moderate-income households. However, many households may be unable to use this resource directly or use other OFE publications because of language limitations (the directory and most of the financial publications offered on the OFE website are in English only) and/or the digital divide that is prevalent among low-income households. Given the high percentage of non-English-speaking households in NYC, we recommend the translation of the FEN Directory and other publications presently posted on the OFE website into Spanish and other languages.

Again, because of the current national economic crisis, it is more important than ever for OFE to continue providing outreach to other cities through the CFE collaboration, as there is much promise in the strategy of building capacity of other cities and building a strong network of cities that will be able to influence policy at the national level.

Policy development, advocacy, and leadership. In the current NYC financial environment, it will be important for OFE to maintain relationships with existing financial institutions as well as to develop relationships with new institutions. Also, OFE should continue to exert leadership within CFE and should continue working with DCA to develop and advocate legislation that protects consumers in the areas of financial services.

Research. OFE is already undertaking important studies to learn more about the practices and needs of low to moderate income households. To the extent possible, it will be important to disaggregate research findings by race/ethnicity, income level, neighborhood of residence, and level of acculturation. These are all critical factors that are likely to influence both, financial practices and financial needs. In our interviews, providers emphasized that household needs are different in different neighborhoods. Thus, it will be important to focus on findings that can be generalized city-wide as well as on findings that can provide more nuanced descriptions of differentiated needs within the city.

Direct service pilots programs. Based on what has been already learned from the pilots, it will be important for OFE to move toward bringing these pilots to scale. Already established partnerships with CBOs who are part of the FEN should facilitate the expansion of the pilot programs.

Overall. Finally, for next year, OFE should set performance targets for each of its initiatives and pilots, taking into consideration the recent downturn of the economy and making sure that the targets are realistic. These targets should be incorporated into OFE's logic models. This will then provide a more detailed framework for OFE's program implementation and for its ongoing evaluation.

School-Based Health Centers
A Program of the New York City
Department of Health and Mental Hygiene (DOHMH)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Health and Mental Hygiene (DOHMH) CEO-funded school-based health centers (SBHC) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between January and July 2008 through interviews with relevant staff of the CEO, DOHMH, provider agencies of the SBHC sites, SBHCs, principals from the host schools, and the Mailman School of Public Health Center for Community Health and Education (CCHE)[1] at Columbia University and a review of program documents from SBHCs and program documents and monthly/quarterly data and management reports from DOHMH through June 2008.

Sponsoring Agency: New York City Department of Health and Mental Hygiene (DOHMH)

Provider Agencies: Montefiore Medical Center (provider for Evander Childs Campus and Lehman Campus); Morris Heights Health Center (provider for Health Opportunities Campus); Health and Hospital Corporation, North Brooklyn Network (provider for Acorn High School); Health and Hospital Corporation, Queens Hospital Center (provider for Springfield Gardens Campus)

Start Dates:

Evander Childs Campus	September 4, 2007
Lehman Campus	March 10, 2008
Health Opportunities Campus	May 27, 2008
Springfield Gardens Campus	September 2, 2008
Acorn High School	June 23, 2008

CEO Budget: FY08: $1.3 million (program expenses); $1 million (capital expenses)[2]

Target Population: The target population for this program is any high school student, regardless of insurance status, registered in target public school campuses in the Bronx, Brooklyn, and Queens that are serving economically disadvantaged youth. Across all campuses, the majority of students were eligible for free lunch and were Black or Hispanic/Latino.

Statement of Need: Teen pregnancy and birth continue to be serious health and poverty issues in New York City. In 2004, there were 8,415 births and 13,859 abortions to 15-19 year old females citywide. Teen pregnancy rates are highest among Black and Hispanic teenagers.[3,4] Teen mothers are also less likely to complete high school and earn an adequate living. As a result, young mothers are more likely to require public assistance to support themselves and their children.[5] In addition, increased school absenteeism has been documented in adolescents with chronic diseases including diabetes and asthma, subsequently leading to decreases in school performance.[6]

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[1] Provides technical assistance and training to DOHMH's SBHCs on the delivery of reproductive health care services.
[2] Information on funding levels for specific SBHCs was not available to the evaluators at the time of this writing.
[3] Data from DOHMH Bureau of Vital Statistics.2006
[4] Data from DOHMH Bureau of Vital Statistics. Analyses conducted by Bureau of Maternal, Infant & Reproductive Health, 2006.
[5] Sawsan, A.S., Gantt, A., and Rosenthal, M.S. (October 15, 2004). "Pregnancy Prevention in Adolescents." American Family Physician.
[6] Schwimmer, J.B., Burwinkle, T.M., & Varni, J.W. (2003). "Health-Related Quality of Life of Severely Obese Children and Adolescents." *Journal of the American Medical Association*, 289: 1813-1819.

Goal and Services: The main goal of SBHC is to reduce the incidence of teen pregnancy and birth by providing a full range of on-site confidential reproductive health care services, including risk reduction counseling, STI testing and treatment, HIV testing, family planning counseling, pregnancy testing, and dispensing of contraceptives, including emergency contraception. In addition, the program aims to improve the physical and mental health status of students enrolled in these schools by guaranteeing them access to primary and preventive care; improve student knowledge of preventive health practices in order to reduce risk-taking behaviors and encourage health-promoting behaviors; provide early detection of acute and chronic disorders; provide initial treatment of emergent conditions and make referrals when appropriate; and detect and provide counseling for emotional or psychosocial stress. Mental health services are being provided in four of the five SBHCs; mental health referrals will be made in all SBHCs.

Eligibility Criteria: Registration in the school for any program is the only eligibility requirement. In order to enroll and receive all services offered by the SBHC, students are required to submit an enrollment form signed by a parent.[7] If a student who is not enrolled needs primary care, depending on the seriousness of the condition, SBHCs usually contact a parent to obtain permission or request that the student submit a signed enrollment form. However, students do not need parental consent if they need emergency contraception or other reproductive health/confidential care based on state law. All students can receive first aid, regardless of enrollment status.

Targets/Outcomes: The target and actual numbers for the categories presented below, as well as the percentage of each target obtained, are as of June 31, 2008.

Table 1. Enrollment and Utilization in SBHCs[8]

Schools	Schools Enrollment Numbers	Target Enrollment Numbers[9]	SBHC Enrollment Numbers	Percent of Enrollment Target Met	Utilization #	Utilization Rate[a]
Evander	2,681	1,072	1,033	96%	304	29%
Lehman	4,691	1,876	836	45%	115	14%
Health Opportunities	982	393	153	39%	142	93%
Acorn	644	258	30	12%	-	-
Springfield Gardens	N/A[b]	-	-	-	-	-

[a] Utilization rate = Utilization #/SBHC enrollment number.
[b] Springfield Gardens did not provide data.
Source: For Evander, Lehman, and Health Opportunities, data from the Q2 2008 Quarterly Reports from DOHMH to CEO are reported.
Acorn's figures are based on the monthly report from DOHMH to CEO dated July 9, 2008.

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[7] Students ages 18 and over can sign up for SBHC services on their own.
[8] Information in this table is based on most recent Quarterly Reports in order to avoid duplicate counts.
[9] As noted earlier, during the first year of operation, the target numbers are based on 40% of the school enrollment.

Selected Key Findings

Fidelity to the Program Model. For the two sites (Evander and Lehman) that were in operation for much or all of the 2007-08 school year, evidence suggests that the program maintains fidelity to its theoretical model. For the remaining three sites, it is too early to assess fidelity to the theoretical model, particularly with respect to the delivery of services.[10] However, we know from interviews that these sites were beginning to recruit and enroll students, building their staff, and meeting with principals and other school staff to coordinate support for the SBHCs.

Characteristics of the Clients Served in Comparison to the Target Population. According to the CEO data from April through June 2008, at Evander more than one third of enrolled users of the SBHC were Black (37%) or Hispanic (37%). Although half (50%) of those enrolled in the SBHC were male, a higher proportion of males (55%) used the SBHC compared to females (45%). At Evander, most users (44%) did not have health insurance; more than a third (37%) had Medicaid. At Lehman, the majority of users were Hispanic (61%), followed by Black (25%). The great majority of users were female (65%). The majority did not have health insurance (54%); more than a third (38%) had Medicaid.

Service Delivery. SBHCs are open during the school year during school hours as well as immediately after school. Typically, a student can walk into the Center and receive services or schedule an appointment through the office manager or medical assistant, depending on the seriousness of the problem. The medical provider conducts physical examinations, treats chronic and acute conditions, administers immunizations, and dispenses medication. The mental health/social worker provides individualized counseling and therapy as needed. A student may also be referred to the health educator, if needed. SBHCs are required by CEO to arrange with the provider agency for its enrollees to have 24-hour-a-day access to emergency care and access, as needed.

Provider Capacity. All four provider agencies are deeply rooted in their communities, have extensive experience in running SBHCs, and can provide a network of services to participants outside of the SBHC. Montefiore operates a total of 15 SBHCs: seven on high school campuses (representing over 20 schools), two in middle schools, and six in elementary schools. Morris Heights, which began as a community development initiative in 1979, supported its first SBHC in 1982 and currently operates seven additional SBHCs. With the new CEO-funded SBHC at Acorn High School, the North Brooklyn Health Network is now operating three SBHCs. Queens Hospital Center has operated an elementary school SBHC since 1997. However, the emphasis on reproductive health was a new element for the school-based programs and some of the Center staff. Although provider agencies have demonstrated the capacity to implement their programs, first-year experience indicates that providers are not able to easily manage the processing and reporting of data.

Agency Management. DOHMH is highly committed to building the capacity of SBHCs to deliver comprehensive health care services, including reproductive health and chronic illness management. DOHMH started funding SBHCs in 1993. In addition to the five CEO-funded SBHCs, the Department supports seven additional SBHCs. The availability of CEO funding allowed it to develop a process for including comprehensive reproductive health services in the SBHCs. In order to get the SBHCs up and running for the CEO program, the Director of Special Projects and the Manager of SBHCs in the Office of School Health were required to shepherd the preparation efforts for licensing. DOHMH provided ongoing support through site visits, frequent telephone calls, and careful and thorough review of monthly and quarterly data. Because of the variation in when programs started, there have not been meetings, other than the technical assistance provided on reproductive health, where agency staff shared experiences with the implementation of the SBHCs.

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[10] Health Opportunities did provide services, but did not open until the end of the school year.

Early Outcomes. Early implementation efforts showed many positive aspects of the initiative. A well-defined reproductive health protocol has been one of the strongest elements. Other strengths include the providers' clearly defined approaches to comprehensive health services, strong support from the principals, and an understanding of auxiliary efforts needed to engage school administrators, teachers, and other key stakeholders.

It takes considerable time and effort to build enrollment. The timing of recruitment events can affect a site's ability to enroll students, and most of the SBHCs started well into the school year or at the end of the school year. Most sites experienced delays in obtaining state certification. Other hindrances to enrollment included negotiating different requirements from multiple high schools co-located in the building; getting parents to sign enrollment forms (e.g., forms may not get to the parents, students already have a provider, parents have concerns about reproductive health services), and issues associated with having both middle school and high school populations on campus (e.g., two types of consent forms).

As a result of the efforts of DOHMH to prioritize CEO-funded Centers with both DOE and NYSDOH, three of the SBHCs were serving youth during the 2007-2008 school year. Table 2 provides an overview of some of the services provided.

Table 2. SBHC Primary Health, Mental Health and Reproductive Health Care[11]

Total # Enrolled	# Utilizing Center (female/male)	# Primary Health Patients (Female/Male)	# of Mental Health Visits	# of Repro. Health Visits
2022	1624 (899/733)	1454 (853/601)	866	846

Source: Quarterly Reports

Conclusions and Recommendations.

As implemented, the CEO-funded SBHCs are in alignment with the stated goals. Early implementation efforts showed positive aspects of the program.

- Well-defined reproductive health protocol, with ongoing support, has been one of the strongest elements of the program.

- CEO funding to the five SBHCs leveraged DOHMH's ability to increase the provision of reproductive health services to other city-funded SBHCs.[14]

- Clearly defined approaches to comprehensive health services are reflective of the providers' experience in this area (identification of assessments, forms, staffing needs).

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[11] Numbers reflect totals for the quarters that schools were in operations. Data may duplicate students served in multiple quarters.
[12] Evander and Lehman reported only on enrolled users. Health Opportunities figure includes enrolled and non-enrolled users.
[13] Health Opportunities reported 41 enrolled users (34 female, seven male), and 101 non-enrolled users (95 female, five male).
[14] A grant has been recently awarded to CCHE to expand the reproductive health protocol to all 40 high school SBHCs throughout NYC over the next 3 years.

- The programs had support from the principals and an understanding of auxiliary efforts needed to engage school administrators, teachers, and other key stakeholders (Wellness/Advisory Councils, Center tours, participation in other school events and meetings).

The SBHCs had some difficulties. First, recruitment efforts proved more difficult than anticipated, primarily because recruitment was not synchronized with school opening in the fall and because recruitment cannot really begin until NYSDOH certification is received.

A number of recommendations were suggested or have resulted from the program review.

- DOHMH and/or providers may want to consider additional support/technical assistance on recruitment, fine-tuning recruitment strategies to better reach the target population (more outreach to males and grades above 9, and making enrollment packets available for students to pick up and take home anonymously).

- Determine which recruitment strategies have been most effective in getting students to enroll to date and step up efforts in these areas (for example, ask students when they enrolled how they found out about the program).

- Develop strategies to deal with any real (getting enrollment forms to parents) or perceived barriers (dispelling misconceptions about the contraceptives, the Centers themselves, and the youth's privacy rights) to seeking services in the Centers. One medical director commented on the need for additional patient information brochures (such as brochures that discuss what contraceptives work and patients rights) to circulate among youth.

- Develop a system to track students who have been seen for reproductive health issues.

- Track receipt of parents who received enrollment packet and have not yet enrolled; follow up with students and parents to urge enrollment.

- Establish better tracking of health education sessions, differentiating between individual and group sessions, and reporting what topics were covered.

- Establish better tracking of mental health services, reporting specifically what services are provided. Consider establishing targets for the provision of mental health services.

- Expand SBHC reporting requirements to include reporting of gender and race/ethnicity for users of mental health services, as is done for RH services.

- Conduct a formal assessment of the quality of service data submitted by providers. This assessment should establish that the data reported to the agency and CEO can be verified with clinic usage information that is collected by provider staff as visits occur and services are provided.

- Once programs are fully implemented, begin to examine outcomes such as changes in reproductive health knowledge, risk behaviors, school absences, and graduation rates.

- Offer technical assistance to increase the use of automation and uniformity of data collection processes.

Teen ACTION (Achieving Change Together In Our Neighborhood)
A Program of the New York City Department of Youth
and Community Development (DYCD)

PROGRAM REVIEW SUMMARY

This overview of Teen ACTION (Achieving Change Together In Our Neighborhood), a program of the Department of Youth and Community Development (DYCD), is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The data were collected between February and June 2008 through interviews with staff of CEO and DYCD, as well as site visits to six Teen ACTION program sites. Data were also collected from attendance at provider and youth meetings, a review of program documents and monthly data reports through June 2008, and management reports from DYCD through June 2008.

Sponsoring Agency: The New York City Department of Youth and Community Development (DYCD)

Provider Agencies: Thirty-eight community-based organizations, implementing the program in over 60 sites throughout New York City

Start Date: October 2007/January 2008[1]

CEO Budget: $3.88 million for FY08 and $4.48 million for FY09

Goal and Services: The goals of Teen ACTION are to reduce risk behaviors, especially for teen pregnancy; to promote positive youth development; and to promote community engagement by providing a service learning after-school program.

Statement of Need: Although the rate of teen births in New York City has been declining over the past decade, the correlation between teen pregnancy and poverty persists. In 2004, there were 8,415 live births to teenagers in New York City,[2] and the mother was unmarried and poor in an overwhelming majority of these cases. Teen pregnancy is one of several risks that young people living in poverty face during their transition into adulthood. Other risks include school suspension, sexually transmitted infections, substance abuse, and other unhealthy behaviors. Although after-school programs have been shown to reduce some of these risks, older youth are less likely than younger children to participate in these programs.[3] An enhanced intervention model that is more attractive to this population is therefore justified.

Target Population: Young adults

Eligibility Criteria: Youth attending school in the 6th through 12th grades and ranging in age from 13 to 21 years old

Targets/Outcomes: The target and actual numbers for enrollment and participation presented below, as well as the percentage of each target obtained, are as of end of the program year, June 2008. The enrollment target was met and the Rate of Participation (ROP)[4] target was exceeded. A survey was designed and fielded in 13 center-based sites to capture short-term outcomes. These results will be available in a subsequent evaluation report.

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[1] There were two rounds of program implementation in the first year. Thirty-one sites started program implementation in October 2007. Another 33 sites started program implementation in January 2008.

[2] Commission for Economic Opportunity (September 2006). *Increasing Opportunity and Reducing Poverty in New York City.* New York: Author

[3] Lauver, S., Little, P., & Weiss, H. (2004). "Moving Beyond the Barriers: Attracting and Sustaining Youth Participation in After School Programs." *The Evaluation Exchange, X(1),* Spring. See also, Little, P., & Lauver, S. (2005). "Engaging Adolescents in Out-of-School Time Programs: Learning What Works." *The Prevention Researcher*, 12(2):7-10.

[4] The ROP measures the frequency of program attendance by participants.

Table 1. Enrollment Target and Actual Numbers, Rate of Participation, and Percent of Target Met as of June 2008

Category	Target Numbers	Actual Numbers	Percent of Target Met
Overall Enrollment (participants)	3,153	3,124	99%
Overall Rate of Participation (ROP)	70%	75%	107%

Selected Key Findings

Fidelity to the Program Model. Teen ACTION was developed by DYCD staff, with input from the Department of Health and Mental Hygiene (DOHMH) and CEO. It draws heavily on, but it is not a replication of, the Teen Outreach Program (TOP), a nationally renowned youth development approach that has proven effective in increasing school success and preventing risk factors that affect teen pregnancy and other negative behaviors among program participants.[5] Although the emphasis during the first year of Teen ACTION was on program start-up and ensuring that basic program elements such as enrollment and ROP were met, for the second year it will be important for DYCD staff to consider how to further define, support, and strengthen the set of required program elements and practices that will constitute a more robust and uniform intervention across sites.

Characteristics of the Clients Served in Comparison to the Target Population. The program's eligibility criteria have been met, as the program served in-school youth ages 13 to 21 or attending grades 6 through 12. Teen ACTION was implemented as a city-wide program, with special emphasis on serving youth living in neighborhoods with high pregnancy rates. These neighborhoods also reflect high-poverty areas in New York City. Site selection was limited by interest in the program and the capacity of community-based organizations (CBOs). In spite of these limitations, DYCD was able to select sites where a majority (73%) of participants attended programs in community districts with significant poverty levels (20% and above). In addition, some programs in community districts with low poverty levels served special populations and/or poverty pockets (e.g., low-income housing complexes) within the larger community district.

Service Delivery. The Teen ACTION model calls for the integration of structured learning, service, and reflection activities. A Teen ACTION curriculum was developed by Global Kids, Inc. and The After-School Corporation (TASC) to guide implementation. However, the curriculum has been used by sites more as a resource guide than as a structured curriculum. As a result, there has been wide variability in program implementation. According to DYCD staff, reflection activities were also unevenly implemented by sites. This is one of the areas that DYCD would like to strengthen with regard to program implementation in the second year. In addition, program coordinators reported little use of health referrals, although the data system does not track these referrals.

Provider Capacity and Agency Management. Provider capacity varied a great deal for the 38 providers that implemented Teen ACTION in 60 sites during its first year of operations. Four of the original 64 sites withdrew in the middle of the year and three others will not be renewed for the second year of the initiative, as they underperformed and were unable to meet basic performance criteria after being placed under Corrective Action Plans. Seven other sites were placed under Corrective Action Plans but showed sufficient progress; they will be funded for a second year. DYCD has a well-designed monitoring system and its staff are actively involved in monitoring the program sites, providing technical assistance, and trouble-shooting. The DYCD staff conducts regular on-site visits. Staff uses an assessment form that is comprehensive and captures key information about agency capacity and program implementation. Staff provides frequent feedback to sites and responds to questions from sites to help them troubleshoot when challenges arise. The DYCD Teen ACTION online system captures basic demographic data and basic performance monitoring data, which DYCD uses to prepare monthly reports. TASC provides technical assistance to the Teen ACTION program, working directly with sites and facilitating convenings of providers.

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[5] Allen, J.P., Philliber, S., Herrling, S., et al. (1997). "Preventing Teen Pregnancy and Academic Failure: Experimental Evaluation of a Developmentally-based Approach." *Child Development*, 64:729–742.

The DYCD staff also supports sites through monthly convenings of Teen ACTION programs for exchange of program information, presentations by experts, and training exercises. DYCD staff planned and conducted the Teen ACTION Youth Forum, an opportunity for Teen ACTION youth to showcase their service learning projects and share their insights with peers and adults.

Conclusions and Recommendations

Teen ACTION is in alignment with the CEO mission and, during its first year of implementation, met its performance benchmarks. It is a promising program that will require strengthened quality of implementation and fidelity to the program model in order to reach its anticipated short-term and long-term outcomes.

- The program is serving a sizable number of youth who reside in low-income communities and who are exposed to risk factors that lead to poor individual outcomes such as school dropout and teen pregnancy.
- The program has adapted a service learning program model that has been shown to produce positive outcomes for youth.
- The program has been implemented across New York City and has attracted the interest of many local youth services providers that are developing expertise in the service-learning model.
- Teen ACTION is developing a network of service-learning practitioners, who are beginning to contribute lessons learned and are developing best practices for a service-learning, after-school program.
- The program has developed an excellent curriculum that provides a solid framework for program activities and will be enhanced in the second year.
- The agency is very proactive and thorough in its program monitoring, program management, and technical assistance functions.
- An evaluation of the Teen ACTION program will present special challenges around the development of appropriate measures to evaluate short-term outcomes. Relevant data for an evaluation are likely to include school administrative data, program administrative data, and program participant surveys. The evaluation will also need to track participants longitudinally in order to be able to evaluate long-term outcomes.

Westat/Metis recommends the following:

- For the second year, it will be important for DYCD staff to focus on program implementation that closely adheres to the Teen ACTION program design, both in terms of the amount and the quality of what is being delivered, and to consider how to further define, support, and strengthen the set of required program elements and practices that will constitute a more robust and uniform intervention across sites. It also will be important to address the need for better tracking and measuring of outcomes. A Working Group that includes DYCD staff, technical assistance providers, and Teen ACTION program providers would be best equipped to address this important ongoing implementation issue.
- There was evidence to suggest that best practices are beginning to emerge out of the monthly provider meetings. These provider exchanges should continue to be encouraged, supported, and documented during the second year. They will constitute a rich source of data for documenting program implementation and will comprise important insights for program evaluation and program replication in other cities.
- Develop a brochure describing Teen ACTION's goals, programmatic activities, and anticipated outcomes. This brochure will help describe Teen ACTION to provider agency staff, potential Teen ACTION participants and their parents, and partnering institutions. In addition, it will help develop a "branding" of the program across the city.
- Consider either expanding its online Teen ACTION system or developing a complementary data collection procedure for capturing the number of referrals made to health services from sites, an output listed on the program's logic model, as these data were not collected during the first year. This recommendation does not encompass tracking outcomes of such referrals.
- A planned program evaluation will need to be based on the program's theory of change; pay particular attention to the development of appropriate measures; and develop a research design that will provide sound scientific evidence of the program's effects on its participants.

Young Adult Internship Program (YAIP)
A Program of the New York City Department of Youth and Community Development (DYCD)

PROGRAM REVIEW SUMMARY

This overview of the New York City Department of Youth and Community Development's (DYCD's) Young Adult Internship Program (YAIP) is based on a program review conducted by Westat/Metis staff for the evaluation of the Center for Economic Opportunity (CEO) initiatives. The evaluation team collected program review data between February and July 2008 through interviews with key staff from CEO; DYCD; and TATC[1] Consulting (TATC), the technical assistance provider. Additional data collection activities included a review of program documents, monthly data reports through May 2008, the YAIP online data system, and DYCD monitoring and data reports for Cycles 2 and 3 of fiscal year (FY) 2008[2]. Site visits were also conducted at four of the 15 service provider sites to interview provider staff, observe program activities, conduct focus groups with program participants ages 18 to 24, and review program documentation.

Sponsoring Agency: New York City Department of Youth and Community Development (DYCD)

Provider Agencies: Arbor E&T, Citizens Advice Bureau, Child Center of NY, Federation Employment and Guidance Service, Good Shepherd Services, Henkels & McCoy, Henry Street Settlement, Italian American Civil Rights League, Mosholu Montefiore Community Center, New York State Association for Retarded Children, Opportunities for a Better Tomorrow, Supportive Children Advocacy Network, Southern Queens Park Association, Vannguard Urban Improvement Association, and Wildcat

Start Date: November 19, 2007

CEO Budget: The total funding for this initiative in FY 2008 was $7,434,240. Funding for FY 2009 is expected to be $9,471,900.[3]

Target Population: Disconnected young adults (out of school and out of work)

Statement of Need: There are approximately 165,000 young people ages 16 to 24 in New York City who are not in school, not working, and not looking for work.[4] Without targeted opportunities for increased education and skill development, these disconnected young adults are at risk for long-term joblessness and economic hardship. In New York City, African American and Hispanic youth have higher disconnected rates than non-Hispanic White and Asian youth. Areas with particularly high concentrations of disconnected youth and high rates of poverty include several community districts in Brooklyn, Queens, and the Bronx.

Goal and Services: The goal of the program is to reduce the risk of long-term economic hardship among disconnected youth in New York City by increasing their educational opportunities, career preparation, labor force participation, wage earnings, job retention, and educational attainment. YAIP is designed to reach young adults who are already equipped with the basic skills needed to enter the labor market and need only a short-term intervention to

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[1] TATC Consulting (TATC) is an employee-owned company that provides management consulting services to government agencies and private sector organizations. TATC's expertise includes technical assistance and training to facilitate youth program development.

[2] When fully operational, YAIP will operate with three 14-week cycles per fiscal year beginning in July of each fiscal year. However, the program had only two cycles in FY 2008.

[3] The funding estimate for FY 2009 accounts for three cycles, an increase over the two cycles included in the budget for FY 2008.

[4] Levitan, M. (2005). *Out of School, Out of Work….Out of Luck? New York City's Disconnected Youth.* New York: Community Service Society.

connect to sustainable employment or educational or training opportunities to advance their career potential. YAIP consists of three phases of services and offers job readiness workshops and activities; individual support, counseling, and assessments; paid internships (at NYC's minimum wage of $7.15/hour); case management; and follow-up.

Eligibility Criteria: The YAIP target population includes young adults ages 16 to 24 with at least a 6th-grade reading level who are not enrolled in school and not working. In addition, the program targets youth who live in CEO- and DYCD-designated communities with high rates of poverty and high concentrations of disconnected youth. Each provider is allowed to select one or two community districts from which to target recruitment.
The community districts include:

- Brooklyn: 1, 3, 4, 5, 12, 16 (Williamsburg/Greenpoint, Bedford-Stuyvesant, Bushwick, East New York, Brownsville);
- Bronx: 1, 2, 3, 4, 5, 6 (Mott Haven and Morrisania, Hunts Point/Longwood, Highbridge/Concourse, University Heights/Fordham, East Tremont/ Belmont);
- Manhattan: 3, 10, 11, 12 (Lower East Side/Chinatown, Central Harlem, East Harlem, Washington Heights/Inwood);
- Queens: 1, 3, 4, 7, 12 (Astoria/Long Island City, Jackson Heights, Elmhurst/Corona, Flushing, Jamaica); and
- Staten Island: 1 (St. George).

Targets/Outcomes: YAIP is designed to operate with three 14-week cycles per fiscal year. At full scale, the program will serve approximately 1,350 participants in a year. For FY 2008, the program met its total enrollment target of 906. Both FY 2009 and FY 2010 will have three cycles with an annual enrollment target of 1,359. The targets and actual numbers for the categories per FY 2008 cycle are presented in Table 1, as well as the percentage of each target obtained as of July 2008.

Table 1. YAIP Milestones and Outcomes for FY 2008 Cycles 2 and 3

Category	Cycle 2			Cycle 3			FY 08 Target	% of FY Target Met
	Target	Verified	% of Target Met	Target	Verified	% of Target Met		
Enrolled	453	453	100%	453	453	100%	906	100%
Placement in internship of all who complete orientation	441	435	98.6%	448	448	100%	889	99.3%
Successful completion of internship	347	340	97.9%	347	385	111%	694	104.5%
Verified post-internship placement	317	251	79.2%	317	a	Not available	634	Not available
Retention in 3rd quarter after internship	272	Not yet available	Not yet available	272	Not yet available	Not yet available	544	Not yet available

a Not yet verified by DYCD

Selected Key Findings

Fidelity to the Program Model. Program review findings indicate that YAIP providers are adhering to the program model. The YAIP model is based on DYCD's Summer Youth Employment Program (SYEP) and Out-of-School Youth (OSY) program, which offer employment preparation, educational services, and support services while teaching life and work readiness skills. In addition, both OSY and YAIP target disconnected youth. However, YAIP offers a longer internship period than SYEP, and does not require income verification for eligibility as does the OSY program. All providers started on time and implemented the orientation phase (which ranges from 2 to 4 weeks) and the internship and education phase (10 to 12 weeks), although they have initiated the 9-month follow-up phase with varying degrees of intensity and success.

Characteristics of the Clients Served in Comparison to the Target Population. As part of their contractual agreements, providers are required to enroll at least 80 percent of their participants from the community districts the providers represent. In Cycle 2, only one provider successfully met this goal, and in Cycle 3, a total of eight providers met this goal. Preliminary data for FY 2009 Cycle 1 indicated that 13 of the 15 providers were on track to meet the community district enrollment goal. Additional data should be collected to determine whether participants meet the other eligibility criteria, particularly those related to their "disconnectedness" prior to enrolling in the program.

Service Delivery. Program review findings suggest that between Cycle 2 and Cycle 3 of FY 2008, providers improved their delivery of services, including orientation activities, educational workshops, case management, and internship matching and monitoring. Key elements of effective service delivery include informative, interactive, and engaging activities and workshops; an established rapport between and among staff and participants; and compatible matches between participants and internship worksites. The follow-up phase appears to be the most challenging of the program to implement because already hard- to-retain participants become more difficult to engage once structured daily internship and program activities end. Service providers noted that in many cases participants became unresponsive, moved away, changed contact information, or just "disappeared into the streets."

Provider Capacity. The providers are 15 established community-based organizations (CBOs), many of which have had long-term relationships with the communities they serve. Program review findings indicate that provider capacity in FY 2008 has been adequate to serve Cycle 2 and Cycle 3 participants and provide CEO monitoring data. Limited physical facility space and inappropriate staffing were issues during Cycle 2 for a few providers. By the next cycle, these issues appeared to be resolved or in the process of being resolved. Some providers altered or expanded their physical space or made staffing changes, including the replacement of some project directors. Providers have the capacity to collect and report CEO performance monitoring data through the use of DYCD's online data system. To facilitate user proficiency, DYCD staff and the agency's software developer, Corporate Staffing Services (CSS), conducted group and individual training sessions for providers. One issue most relevant to follow-up data appears to be ensuring that all providers enter data consistently, completely, and in a timely manner so that DYCD can effectively monitor follow-up activity.

Agency Management. DYCD takes an active approach to managing the implementation of YAIP, and manages YAIP through a project director supported by a deputy director, three program managers, and a program assistant. The program managers are the direct points of contact between the agency and the 15 providers, and they monitor the providers. DYCD also maintains an online data system for individual-level data. DYCD staff provide training on the data system, monitor data entry, visit the providers, and review case notes and time sheets. DYCD also contracted with TATC to provide technical assistance to the 15 providers for each program phase. In addition, DYCD convenes the 15 service providers on a monthly basis to offer an opportunity to share experiences and best practices. DYCD also sends program updates to providers via weekly email correspondence.

Early Outcomes. The program is meeting its internship attendance goals; overall attendance improved in FY 2008 from 75 percent in Cycle 2 to 85 percent in Cycle 3 due in part to improved staff and participant relations and improved recruitment and selection of participants by providers. The post-internship placement performance for FY 2008 Cycle 2 was slightly below target. However, providers are taking steps to ensure better placement performance in FY 2008 Cycle 3 and FY 2009 Cycle 1, such as a more concerted effort to enroll youth who meet the eligibility criteria and require only a short-term intervention to prepare for employment, educational, or training opportunities. DYCD has also emphasized the importance of having stronger verification rates through properly documenting placements.

Conclusions and Recommendations

As implemented, DYCD's YAIP is in alignment with the CEO mission and is generally meeting key CEO criteria. With each new cycle, DYCD and the providers are gaining new insights into the operation of the program and the need to make appropriate adjustments. Based on program review findings:

- Providers are adhering to the YAIP program model.
- DYCD has an active management approach and is providing strong oversight and technical assistance to YAIP providers.
- There are challenges associated with recruiting the required percentage of eligible participants from the designated community districts, and more research is needed to determine the extent to which participants were truly disconnected prior to enrollment.
- The program needs to strengthen and standardize its approach to retaining and providing services to participants during the follow-up phase.

APPENDIX B:
PARTNERS

CUNY ASAP participants at Bronx Community College

CEO would like to thank the following organizations and individuals for participating in a dialogue on poverty in New York City and for support they have lent to our initiatives:

MEMBERS OF THE COMMISSION FOR ECONOMIC OPPORTUNITY

Larry Aber
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John Sanchez
Alan Siskind
Kevin Sullivan
Mindy Tarlow
Merryl Tisch
Maria Torres
Jeremy Travis
Terry Troia
Nancy Wackstein

COLLEGES AND UNIVERSITIES

Boricua College
Borough of Manhattan Community College (CUNY)
Bronx Community College (CUNY)
Brooklyn College (CUNY)
City College of New York (CUNY)
City University of New York
College of Mount St. Michael
College of Mount St. Vincent
College of Staten Island (CUNY)
Columbia University
Fordham University School of Law
Hostos Community College (CUNY)
John Jay College of Criminal Justice (CUNY)

Kingsborough Community College (CUNY)
LaGuardia Community College (CUNY)
Lehman College (CUNY)
Long Island University
Medgar Evers College (CUNY)
New School University
New York City Technical College (CUNY)
New York University
Queensborough Community College (CUNY)
York College (CUNY)

BUSINESSES AND ORGANIZATIONS

Abyssinian Development Corporation
Academy, The
ACCESS Miami, City of Miami
ACCION International
ACORN (Association of Community Organization for Reform Now)
Actor's Equity
Actors Fund, The
Adult Learning Center
After-School Corporation, The (TASC)
AHRC New York City
AIG (American International Group, Inc.)
AIG Financial Literacy Fund
Alianza Dominica, Inc.
Allen Health Care
Allied Plastic Holding
Alpha Animal Health DBA Bay St. Animal Hospital
Altman Foundation
Amalgamated Bank
America Works
American Association for Retired Persons (AARP)
American Federation of State, County, and Municipal Employees, DC 1707
American Indian Community House
American Mideast Leadership Network
Annie E. Casey Foundation
Arbor Education & Training
ARIVA Tax Center
Arthur Ashe Health Science Academy
Arthur Ross Foundation
Artisan Baking Center
Asian Americans for Equality (AAFE)
Aspen Institute
Aspira of New York, Inc.
Asset East Flatbush VITA
Association for a Better New York (ABNY)
Astella Development Corporation
Astoria Federal Savings Bank
Au Bon Pain Restaurant
Austin H. MacCormick Island Academy, The
Baking and Culinary Job Training Program
Bank of America
Barnes and Noble, Inc.
Baruch College VITA Site (CUNY)
Be'er Hagalah Institutes
Bedford-Stuyvesant Restoration Corporation
Benelovent Tax Professional Services
Best Care
Bethesda Missionary Baptist Church
Bethex Federal Credit Union
Black Veterans for Social Justice

Bloomberg Philanthropies
Borden Avenue Veterans Residence
Brick and Cement Apprentice Program of District Council of Cement and Concrete Workers, The
Bridge Program, The
Broad Foundation, The
Bronx Community Solutions
Bronx Defenders, The
Bronx Educational Opportunities Center
Bronx Shepherds Restoration Corporation
Bronx Veteran Affairs Hospital
Brookings Institution, The
Brooklyn Adult Learning Center
Brooklyn Bureau of Community Service
Brooklyn Center for the Urban Environment
Brooklyn College VITA (CUNY)
Brooklyn Cooperative Federal Credit Union
Brooklyn Educational Opportunity Center
Brooklyn Hospital Center
Brooklyn Housing and Family Services
Brooklyn Job Corp Academy
Brooklyn Navy Yard
Brooklyn Networks
Brooklyn Public Library
Brooklyn Renaissance Plaza Internship Program
Brooklyn STEP Canarsie
Brooklyn United for Innovative Development
Brooklyn Woods
Brooklyn Workforce Innovations
Brothers Care, Inc.
Brownsville Multi-service Family Health Center
Bushwick Family Residence
C.W.A. Local 1182
CAMBA
Camelot Counseling
CapitalOne
Career Blazers
Career Plus
Carver Federal Savings Bank
Catholic Charities of Brooklyn and Queens
Catholic Charities of New York
Center for American Progress
Center for Community Alternatives
Center for Community Capital, University of North Carolina
Center for Employment Opportunities
Center for Family Life
Center for New York City Neighborhoods
Center for the Integration & Advancement of New Americans

Center for Urban Community Services
CheckSpring
Child Center of New York, The
Children's Aid Society, The
Children's Defense Fund
Chinatown Manpower Project, Inc.
Chinese-American Planning Council, Inc.
CIANA (Center for the Integration and
    Advancement of New Americans)
Citigroup, Inc.
Citizen Advice Bureau, The
Citizens' Committee for Children
Citizens for NYC
City Harvest
City Sights
City Year, Inc.
Clara Barton High School
Claremont Neighborhood Centers
Clear Channel Communications, Inc.
Coalition of Jamaican Organizations
Colonial Glass Solutions
Commerce Bank
Common Ground
Community Association of Progressive Dominicans
Community Church of Christ
Community Health Action
Community Impact
Community Service Society
Community Tax Aid, Inc.
Community Voices Heard
Con Edison Company of New York
Coney Island Development Corporation
Consortium for Workers Education, The
Continuum Health Partners
Cooperative Home Care Associates
Cooperative Technical Education
Council of Jewish Organizations of Flatbush (COJO
    Flatbush)
Council on the Environment of New York City
Covenant House
Credit Where Credit is Due
Crossover Baptist Church Community Employment
    Service
Crown Heights Youth Collective, Inc.
Crownbrook ACC LLC, DBA American Conveyor
Culinary Training Institute
CUNY Prep
Cypress Hills Local Development Corporation
DB Grant Associates, Inc.
Deloitte & Touche LLP
Directions for Our Youth, Inc
Diversified Heat Transfer
Doe Fund, The
Dominican Republic Society of Queens

Door, The
Dress for Success
Duane Reade
Dwayne "Pearl" Washington's Advocates for
    Students
East Harlem Council for Community Improvement
East Side House Settlement
Easter Seals
Echo Star
Economic Policy Institute, The
Educational Alliance
Educational Opportunity Center
Educational Training Institute (ETI)
Edwin Gould Academy
El Diario La Prensa
El Puente Academy for Peace and Justice
Ellanet Manufacturing Corporation
Elmhurst Adult Learning Center
Employment Solutions, The Epilepsy Institute
Erasmus Neighborhood Federation
Evelyn and Walter Haas, Jr. Fund
F.B. Heron Foundation
Family Dynamics
Family Justice Center
Family Learning Center
Federation of Protestant Welfare Agencies
Felix Storch, Inc.
Fifth Avenue Committee
First Baptist Church of Corona
Fiscal Policy Institute
FOCUS Community Access Center
Food Bank for New York City
Food Industry Alliance of New York
Food Trust, The
Forestdale
Fortune Society, The
Fountain House
Fresh Start Displaced Homemakers
FreshDirect
Friends of Island Academy
Garment Industry Development Corporation
Gay Men's Health Crisis
GEMS (Girls Educational & Mentoring Services)
Genesis Transitional Housing Ministries
Getting Out & Staying Out
Girls, Inc. of New York
GM Printing
Go Direct
Good Shepherd Services
Goodwill Industries of Greater New York, Inc.
Grace Institute
Grand Street Settlement
Greater Allen AME Cathedral of New York
Greyhound Bus Lines

Groundwork, Inc.
H&R Block
Hamilton Fish Park Library VITA Site, Baruch College (CUNY)
HANAC Inc.
Harlem Children's Zone
Harlem Congregations for Community Improvement (HCCI)
Harlem Hospital Center
Heckscher Foundation for Children
Help USA
Hendrickson Custom Cabinetry, Inc.
Henkels & McCoy, Inc.
Henry Street Settlement
Herbert Van King Park Center
Highbridge Community Life Center
Holy Ghost Upper Room Filling Station Ministry
Home Base Homeless Prevention Catholic Charities
Home to Work
Homes for the Homeless
Hope Program, The
Horizon Academy
Hospital Audiences, Inc.
Hot 97 FM
Hotel Teach
Hour Children
Housing Bridge
HSBC
Human Services Council
Human Services Department, City of Seattle
Hunter College VITA (CUNY)
IBM Corporation
Imani House
Institute for Community Living
Insurance Industry Charitable Foundation
Inwood House
Isabella Geriatric Center, Inc.
Italian American Civil Rights League
Jackson Hewitt Tax Services
Jacob A. Riis Neighborhood Settlement, Inc.
Jamaica Chamber of Commerce
Jamaica Neighborhood Center
Jamaica Service Program for Older Adults
Jewish Childcare Association
Jewish Community Council of Greater Coney Island
Jewish Institute of Queens
Jim Casey Youth Opportunities Initiative
Job Corps
John D. and Catherine T. MacArthur Foundation
JP Morgan Chase
Karp Resources
Kingsbridge Heights Community Center
Kiss FM
Korean Community Services

LaGuardia Community College Adult Learning Center (CUNY)
Latino Pastoral Action Center
Laurie M. Tisch Illumination Fund
Legal Services for New York City
Lexington Vocational Services Center, Inc.
Liberty Tax Service
Lifespire
Lighthouse International
Living Cities
Lockman, Inc.
Low Income Taxpayer Clinic
Lower East Side People's Federal Credit Union
Lutheran Family Centers
M&T Bank
Mad Holding, Inc.
Madame Paulette
Made in NYC
Mana Products
MATCH Workforce Development Program
McDonald's / Lewis Foods
McDonald's / MWW Public Relations
McKinsey & Co.
MDRC
Mentoring USA
Merchants Hospitality Group
Mercy Center
Metis Associates
Metro Family Residence
Metropolitan Council on Jewish Poverty
MHRA MIC Women Services
Mid-Bronx Senior Citizens Council
Mid-Manhattan Adult Learning Center
MillionTrees NYC
Montefiore Medical Center
Morris Heights Health Center
Mosholu Montefiore Community Center, Inc.
Municipal Credit Union
NADAP
NAQ
National Council of State Legislators
National Federation of Community Development Credit Unions
National Governors Association
National League of Cities
National Multiple Sclerosis Society
National Poverty Center, University of Michigan
National Puerto Rican Forum
National Reprographics, Inc
NEDAP (Neighborhood Economic Development and Advocacy Project)
Neighborhood Coalition For Shelter
Neighborhood Housing Services of Bedford Stuyvesant
Neighborhood Housing Services of Jamaica

Neighborhood Trust Federal Credit Union
Network Plus
New Alternatives for Children, Inc.
New America Foundation
New Horizons
New Immigrant Community Empowerment (NICE)
New Settlement Apartments
New York Association for New Americans (NYANA)
New York Center for Interpersonal Development
New York Chinese Community Center, Baruch
    College (CUNY)
New York Christian Times
New York City Bar Association
New York City Coalition Against Hunger
New York City Financial Network Action
    Consortium (NYCFNAC)
New York Community Trust
New York Daily News
New York Job Partners
New York Junior Tennis League
New York Presbyterian Hospital
New York Public Library
New York Restoration Project
New York Supermarket Commission, The
New York University Hospitals Center
New York Urban League
New York Women's Foundation
New York Yankees
New Yorkers for Children
Nontraditional Employment for Women (NEW)
North American Airlines
North Brooklyn Network
North Fork Bank
Northern Manhattan Improvement Corporation
    (NMIC)
NPower NY
Nurse-Family Partnership
NYC Coalition Against Hunger
NYC EITC Coalition
NYC Workforce1 Career Center Bronx
NYC Workforce1 Career Center Brooklyn
NYC Workforce1 Career Center Hunts Point
NYC Workforce1 Career Center LaGuardia
    Community College
NYC Workforce1 Career Center Queens
NYC Workforce1 Career Center Staten Island
NYC Workforce1 Career Center Upper Manhattan
NYSARC, Inc. NYC Chapter
Ocean Bay Community Development Corporation
Office of Financial Empowerment, City of
    San Antonio
Office of the City Treasurer, City of Chicago
Office of the Treasurer and Tax Collector, City of
    San Francisco

Open Society Institute, The
Oportunidades (Mexico)
Opportunities for a Better Tomorrow
Osbourne Association, The
Paper Enterprises, Inc.
Parent Job Net
Parks Opportunity Program (POP)
Partners In Care
Partnership for Empowerment
Partnership for the Homeless, The
People Care, Inc.
Per Scholas
Peter Young Shelter
Phipps Community Development Corporation
Phipps Houses Group
Phipps West Farms Career Center
Point Community Development Corporation, The
Postgraduate Center for Mental Health
Professional Service Center for the Handicapped
    (PSCH)
Project Hospitality
Project Renewal
Project Samaritan
Promesa, Inc.
Prospect Family Inn
Providence House
Public Resources
Queens Adult Learning Center
Queens Education Opportunity Center
Queens Hospital Center
Queens Public Library
Queens Village Committee
Red Hook on the Road
Rescue One Security
Restaurant Opportunities Center (ROC)
Richmond Home Need Services, Inc.
Ridgewood Bushwick Senior Citizens Council, Inc.
Riverdale Community Center
Riverdale Mental Health Association
Riverside Language Program
Robin Hood Foundation, The
Rockaway Development & Revitalization
    Corporation. (RDRC)
Rockefeller Foundation, The
Rucci Oil Company, Inc.
Safe Space
Saint John's Recreation Center
Salvation Army
Samaritan Village, Inc.
Sanctuary for Families
Schafer Hall
SCO Family of Services
Seamen's Children Society
Seedco

Seinfeld, Jessica
SEIU 1199
SEIU 32BJ
Services for the Underserved
Sickle Cell Advocacy
Single Stop
Skill Center, The
Solco Plumbing Supply Co.
South Asian Youth Action
South Bronx Job Corps Academy
South Bronx Overall Economic Development
   Corporation (SOBRO)
South Brooklyn Legal Services
Southeast Bronx Neighborhood Centers
Southern Queens Park Association (SQPA)
Sponsors for Educational Opportunity
Sports and Arts In Schools Foundation, Inc.
St. Albans Gospel Church
St. George Library
St. John's University VITA
St. Nicholas Neighborhood Preservation
   Corporation
Stanley M. Isaacs Neighborhood Center, Inc.
Star Bright Family Residency
Starr Foundation, The
Step Up Savannah
Stockholm Family Residence
StreetWise Partners
STRIVE
Strycker's Bay Neighborhood Council, Inc.
Sullivan & Cromwell, LLP
SUNY Manhattan Educational Opportunity Center
TaxOne
TCI College
Telephone Language Companion Program
Tiffany & Company
Tiger Foundation
Times Square INK.
Time Warner, Inc.
TMI Food Group
Tri Component Products
Turning Point
Uncommon Goods
Union Settlement Association
Union Settlement Federal Credit Union
Unite Here!
United Activities Unlimited, Inc.
United Jewish Organization
United Neighborhood Houses

United States Conference of Mayors
United Way of New York City
University Behavioral Associates
Upper Room Baptist Church
Upwardly Global NY
Urban Health Plan
Urban Neighborhood Service Inc.
Urban Youth Alliance
USWU Local 74
Vanguard Direct
Vannguard Urban Improvement Association, Inc.
VATEA
Verizon
Veterans Education
VIP Community Services
Visiting Nurse Service of New York
Vocational Foundation Inc.
Vocational Services, Rusk Institute of Rehabilitation
Medicine/NYU Langone Medical Center
Voila Bakeries, Inc.
Volunteers of America
Washington Mutual
WATCH High School (World Academy for Total
   Community Health)
We Care
Wei Wei & Co., LLP
Wells Fargo & Company
Westat, Inc.
White Coffee Corp.
Wichcraft Operating, LLC
Wildcat Service Corporation
William J. Clinton Foundation, The
Williamsburg Works
Willow Ave. Family Residence
Women and Work
Women in Need
Women Prison Association
Women's Center for Education and Career
   Advancement
Women's Housing and Economic Development
   Corporation (WHEDCO)
Wonton Foods Corporation
Woodhull Medical Center
World Bank
World Hunger Year
Year Up
YMCA of Greater New York
Youth Development Institute (YDI)

NEW YORK CITY GOVERNMENT PARTNERS

Office of the Mayor
Mayor's Fund to Advance New York City
Mayor's Office of Adult Education
Mayor's Office of Contract Services
Mayor's Office of Immigrant Affairs
Mayor's Office of Legislative Affairs
Mayor's Office Community Affairs Unit
Mayor's Volunteer Center of NYC
New York City Board of Elections
New York City Council
Access NYC
Administration for Children's Services
Department for the Aging
Department of City Planning
Department of Consumer Affairs
Department of Correction
Department of Education
Department of Environmental Protection
Department of Finance
Department of Health and Mental Hygiene
Department of Homeless Services
Department of Housing Preservation and
    Development

Department of Information Technology and
    Telecommunications
Department of Juvenile Justice
Department of Parks and Recreation
Department of Probation
Department of Small Business Services
Department of Transportation
Department of Youth and Community
    Development
Economic Development Corporation
Health & Hospitals Corporation's Coler Goldwater
    Specialty Hospital
Health and Hospitals Corporation
Housing Authority (NYCHA)
Housing Development Corporation
HHS Connect
Human Resources Administration
Independent Budget Office
Law Department
Office of Financial Empowerment, NYC Department
    of Consumer Affairs
Office of Management and Budget
Office of Payroll Administration
Workforce Investment Board

NEW YORK STATE GOVERNMENT PARTNERS

New York State Banking Department
New York State Department of Agriculture and Markets
New York State Department of Correctional Services
New York State Department of Health
New York State Department of Labor
New York State Department of Taxation and Finance
New York State Division of Housing and Community
    Renewal
New York State Division of Parole

New York State Education Department
New York State Legislature
New York State Metropolitan Transit Authority
New York State Office of Children and Family Services
New York State Office of Temporary and Disability
    Assistance
New York State Office of the Governor
New York State Unified Court System, Office of Court
    Administration

FEDERAL GOVERNMENT PARTNERS

Federal Reserve Bank of New York
United States Bureau of the Census
United States Department of Agriculture
United States Department of Health & Human
    Services
United States Department of Housing and Urban
    Development

United States Department of Labor, Bureau of Labor
    Statistics
United States Department of the Treasury
United States House Committee on Ways and Means
United States Internal Revenue Service
United States Social Security Administration