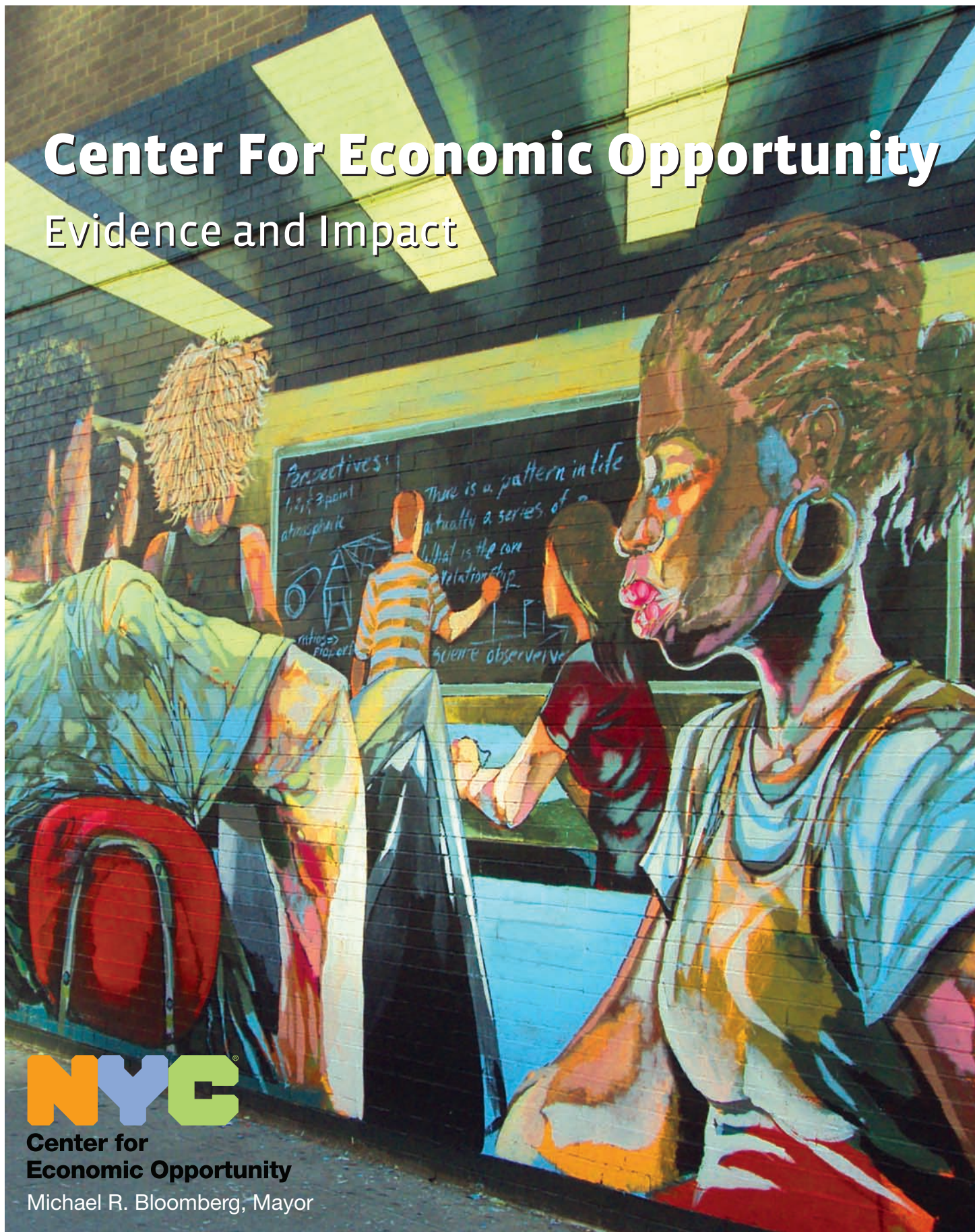


# Center For Economic Opportunity

Evidence and Impact



Center for  
Economic Opportunity

Michael R. Bloomberg, Mayor





Cover: Mural created by NYC Justice Corps program participants

Above: Teen ACTION participants turning an empty lot in the Bronx into a garden



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*Workforce1 Healthcare Career Center trainees*



THE CITY OF NEW YORK  
OFFICE OF THE MAYOR  
NEW YORK, NY 10007

Poverty is one of the most complicated and troubling challenges facing our cities, our nation and our world. We cannot continue to do the same old things in the same old ways if we truly want to break cycles of intergenerational poverty over the long term – and in New York City, we are not.

Over the past three years, the Center for Economic Opportunity (CEO) has become a nationally recognized research and development laboratory for testing new anti-poverty strategies. As we face the fallout from the most severe economic downturn in decades, CEO's work to identify and evaluate new and innovative anti-poverty programs is more important than ever.

During 2009, CEO made major progress in moving the City's anti-poverty strategy forward while also ensuring transparency and accountability. More than a dozen programs proved successful or promising, while several were discontinued. Too often in government, making hard decisions to end programs is considered politically risky or unfavorable. The Center's focus on evaluation allows us to make our decisions based on data.

Many of the Center's programs have a national impact and are being explored or replicated in other localities, which is encouraging. But we know there is much more work to be done. We will continue to couple innovative strategies with rigorous evaluation, and we will document our findings in reports such as this and share our lessons learned with others.

We look forward to working closely with our partners – not only here in New York City but across the nation – to reach our shared goal of reducing poverty and identifying the most promising and evidence-based solutions.

A handwritten signature in black ink that reads "Michael R. Bloomberg".

**Michael R. Bloomberg**  
Mayor

When the Center for Economic Opportunity was established in 2006, we knew that creating and implementing over 40 new anti-poverty programs that cut across the work of more than 20 different city agencies would not be an easy task. We also knew that attaching thorough evaluation was an investment in the future which would pay dividends in the long-term. The fruit of this labor became so clear when the economy faltered in late 2008. The Center's early investments in innovation and evaluation when times were good greatly helped shape the City's response in assisting New Yorkers through a tough recession.

For instance, when new stimulus funds were ready to hit the streets this year, we knew with great certainty where to most effectively dedicate these precious new resources in a time of greater need. Due to stringent evaluation of our efforts, we understood that initiatives such as the Sector-Focused Career Centers, which place unemployed and low wage workers in emerging industries, and the Young Adult Internship Program, which links disconnected youth to jobs and training opportunities, were already showing successful outcomes for participants. As a result, we were able to quickly and confidently direct new resources into these successful program models.

Over the past several years, CEO has become a national leader in the fight against poverty and other jurisdictions. The decision makers nationwide are not only looking closely at what we've built here in New York City, but also replicating our work. Our strong and results-driven track record is also allowing us to build new partnerships, and in 2009, the Center was able to leverage nearly \$50 million new dollars to serve thousands more New Yorkers.

I am thankful to Mayor Bloomberg who has given tremendous support to the Center's efforts and for the fortitude, energy and enthusiasm of the entire CEO staff. As we move into the fourth year of the Center, I look forward to continuing our work and making sure that our lessons learned translate into real change in the lives of low-income individuals and families in New York and elsewhere.



**Linda I. Gibbs**

Deputy Mayor for Health and Human Services

**There are some who say we can't afford to innovate.** Particularly during times of declining state and local budgets, high unemployment, and tremendous strains on safety net services, conventional wisdom suggests that innovation is a luxury. Here in New York City at the Center for Economic Opportunity (CEO), we're proving quite the opposite.

CEO's great strength is our ability to seek out new, innovative ideas, break down silos that inhibit results, and carefully measure the impacts of our programs. We tackle issues that matter: disconnected youth, unemployment and low wages, intergenerational poverty, and measuring poverty in a more accurate way that can better shape public policy. Our programs help people put food on their tables, and build skills and earning potential.

This report shares the results of several recent evaluations. Our workforce innovations, for example, outperform comparison programs and new practices – such as focusing on specific economic sectors – are being integrated throughout city employment services. Our CUNY ASAP program nearly tripled the graduation rate for participating students; and is now a beacon for the nation as it seeks to increase community college graduation rates.

Three years ago, Mayor Bloomberg showed his commitment to fighting poverty and his belief in the value of innovation by creating CEO. The approach has paid off. The City's financial investment has leveraged millions of new private and federal dollars and our programs are making a real difference in the lives of New Yorkers.

As we look ahead to next year and beyond, we are excited to continue working with the growing number of local and national partners who believe in innovation. As President Obama stated in June 2009, “instead of wasting taxpayer money on programs that are obsolete or ineffective, government should be seeking out creative, results-oriented programs...”

I am pleased to share this latest report on our accomplishments. In these tough times we'll continue to focus on results and disseminate our lessons learned.



**Veronica M. White**  
Executive Director



# Foreword





# Reducing Poverty in the 21st Century: Lessons from New York City

**Maria Cancian and Sheldon Danziger<sup>1</sup>**

Even before the current economic downturn, the need for innovative policy approaches to address poverty was evident. Since the early 1970s, important changes in the way economic growth benefits workers, in family organization, and in public policies have combined to increase poverty. As a result, economic growth is necessary, but not sufficient to significantly reduce poverty. Anti-poverty policies must be adapted to a labor market that provides limited opportunities for those with no more than a high school education even when unemployment is low. Policies must also adapt to changes in family living situations and support the growing work hours of parents, especially single parents of young children. In the absence of expanded anti-poverty policies, there is little reason to expect substantial progress in reducing poverty in the near term, even though the “great recession” now seems to have ended.

It is against this background of economic, family structure and national policy changes that we are pleased to endorse the mission and accomplishments of New York City’s Center for Economic Opportunity. We commend Mayor Bloomberg for his leadership in first appointing the Commission for Economic Opportunity and then establishing the Center for Economic Opportunity (CEO). In just a few years, CEO has not only implemented a broad range of anti-poverty policies and developed an alternative poverty measure for New York City, but has also committed itself to rigorous evaluation of its programs. We hope that the City’s example will influence policymakers at all levels of government to learn what works and what does not and move forward with initiatives that are as innovative as those described in CEO’s third annual report.

Our own thinking about anti-poverty policies is based on three fundamental assumptions about trends in work effort, patterns of family formation, and continuing changes in how the globalized economy affects the employment and earnings prospects of less-educated workers. First, we assume that wages, and not government cash benefits, will remain the primary source of family income for most adults who are not elderly and not disabled. Since the early 1980s, and especially in the aftermath of the 1996 welfare reform, public policy changes have increased the extent of income support for the working poor and reduced cash benefits for the nonworking poor who are not elderly or disabled. Because we expect that exemptions from the work requirement will continue to be restricted, we prioritize anti-poverty policies that target the working poor. The working poor are one of CEO’s three target populations.

Our second assumption relates to changes in societal attitudes about marriage and childbearing and the changes in family structure that have occurred since the 1960s. We assume that many children will continue to be born to unmarried parents or will spend part of their childhood living with a divorced parent. Children who spend all or most of their childhood living with only one biological parent (usually their mother) have a much higher risk of poverty than children living with two parents. However, there is little evidence that public policies can substantially change family formation patterns, and even if they were to have

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<sup>1</sup>Maria Cancian is Professor of Social Work and Public Affairs at the University of Wisconsin-Madison; Sheldon Danziger is H. J. Meyer Distinguished University Professor of Public Policy at the University of Michigan. They are the co-editors of *Changing Poverty, Changing Policies* (New York, NY: Russell Sage Foundation, 2009).



*Nurse-Family Partnership mother and daughter*

effects that are significant, we would expect that, at best, they will only modestly reduce child poverty. In part, this is because the noncustodial fathers of unmarried mothers tend to have poor labor market prospects and low annual earnings, so even if these parents marry they are much more likely to be poor than currently married couples. Young children and their families are the second CEO target population.

Our third assumption deals with the labor market prospects of workers with no more than a high school degree. Even before the recent recession, the inflation-adjusted wages of the least-educated workers, especially men, were no higher than in 1973 and their employment rates were lower. Thus, we assume that for the foreseeable future many less-educated workers will continue to have difficulty earning enough on their own to support a family. We also assume that the uneven economic growth of the past thirty-five years will continue, and hence, on its own, will not significantly reduce poverty. The third CEO target group includes young adults ages 16 and 24 who have entered or will enter this labor market.

Given these three assumptions about trends in work, family structure, and the anti-poverty effects of economic growth, we conclude that an anti-poverty policy agenda for the twenty-first century should pursue three fundamental goals. The first is “to make work pay.” The second is to support parents so that those in both one-parent and two-parent families can work not only steadily, but also flexibly, with sufficient time for parenting and care-giving. Finally, we need to increase investments in education and training

over the life course to raise employment and earnings for this generation and the next. In [Changing Poverty](#), [Changing Policies](#), we discuss several anti-poverty policies to address each of these goals. Here, we focus on innovative examples that CEO has undertaken in each domain.

### **Making Work Pay**

Making work pay for today’s adult workers requires policy changes to increase the proportion of jobs with wages sufficient to support a family, and larger wage supplements and expanded work supports to “make work pay” for those who earn low wages.

Expanded income supplements for low-wage workers are needed. The Earned Income Tax Credit (EITC) provides substantial support for low-income families with children, without reducing work incentives. CEO and the NYC Department of Finance have creatively found a way to get the EITC to families that were eligible, but had not applied for the credit. Also, NYC is one of only two cities to offer its own child care tax credit for low-income working families. The Work Rewards component of Opportunity NYC provides up to \$150 per month to participating parents who work at least 30 hours a week for at least 6 out of 8 weeks in each two-month period.

Even before the recent recession, there was a need for policies to increase the employment of those who want to work, but cannot find steady employment. In addition to those affected by unemployment fluctuations over the business cycle, applicants for these jobs are likely to include those who have exhausted eligibility for cash welfare or who have difficulty getting and keeping jobs because of low skills or other employment barriers, such as a criminal record or physical health or mental health problems. CEO’s Employment Works which helps probationers obtain and retain jobs and improve their skills represents a model program.

### **Supporting Parents on the Job and at Home**

An anti-poverty strategy that assumes that most nonelderly, non-disabled adults will work must consider programs that enable working parents to properly care for their children and sick or disabled family members. Examples include access to affordable child care and to jobs that allow enough flexibility for workers to meet their family obligations. Single parents are more likely to need subsidized child care and workplace flexibility than married couples, as they are generally less able to rely on another adult for financial or logistical support. Also needed are policies that strengthen the incentives for, and capacity of, non-resident parents (typically fathers) to earn enough so that they can pay child support. Transitional jobs of last resort and “second chance” training programs are two



such programs that would help both custodial and noncustodial parents.

Public funding for child care increased substantially following the 1996 welfare reform, but many low-income parents still have difficulty finding adequate child care, especially for very young children. Because such care is expensive, it is notable that New York offers its own child care tax credit for low-income working families.

Working parents also need flexibility at work so that they do not have to choose between keeping their job and adequately parenting their children. For example, many low-income workers have limited sick leave and inflexible work hours, making it difficult for them to deal with the unexpected demands of child-rearing.

Most low-income children will spend a substantial part of their childhood in a single-parent family. This highlights the importance of child support system reforms that raise the support received by resident parents. Child support enforcement policies have been strengthened over the past several decades and most children living with only one parent have a legally established non-resident parent who has been ordered to pay child support. However, most poor single mothers do not receive the amount of child support that the courts have ordered. Because non-resident parents cannot pay support if they do not have income, efforts to raise their employment and earnings are needed. If the CEO's efforts to raise the employment and earnings of disconnected youth and ex-offenders, many of whom owe child support, are successful, they may lead to increased child support payments.

### Investing over the Life-Course

Given today's labor market, the best way to reduce poverty among future labor force entrants is to raise the educational attainment and skills of youth. Because the current education system falls well short of providing low-income students the skills they need to succeed in the twenty-first century labor market, a number of policies should be implemented. The importance of early childhood education for low-income children is well documented, yet many poor pre-school children do not participate. And, given the increased employer demand for labor market skills, it is important to expand financial assistance for low-income college students and to expand workforce development programs.

Many CEO programs address these issues by developing human capital. These include expanding the Nurse-Family Partnership program, providing conditional cash transfers to reward educational success for K-12 students and the CUNY ASAP program which supports community college completion with financial and academic supports.

### Conclusion

In the absence of a comprehensive anti-poverty strategy, there is little reason to expect substantial progress in reducing poverty in the next decade. We need policies that can raise the employment and earnings of low-income parents, help parents balance their work and family obligations, and raise the educational attainment and skills of the next generation. Examples of these policies are not lacking; what has been lacking is the willingness to move forward with innovative policies and conduct experiments to see what works and what does not. Policymakers would do well to emulate the efforts underway in New York City.



*The Bay Street Animal Hospital in Staten Island received support from the Business Solutions Training Fund program to provide on-the-job and classroom-based training for employees.*

## Executive Summary

Since its creation by Mayor Bloomberg in 2006, the Center for Economic Opportunity (CEO) has implemented more than 40 initiatives which represent new ideas, best practices, and expansions of successful program models. The programs focus on three distinct populations: the working poor, young adults aged 16 to 24, and families with young children.

During its first two years, CEO was largely focused on program development, implementation, and early evaluation. Throughout 2009, with strong evidence in hand, CEO advocated for, and witnessed, the replication of its successful initiatives throughout New York City and beyond. To mark its third anniversary, CEO is proud to share the accumulation of knowledge developed and direction for the future.

### Overview of CEO

CEO represents a fundamentally different approach to combating poverty. With a mission to reduce poverty in New York City, the Center works collaboratively with 20 City agencies to design, implement, and advocate for a range of new anti-poverty programs, policy proposals, and research projects that represent nationwide best practices and cutting-edge ideas.

CEO supports dozens of anti-poverty interventions that build on the strengths and assets of individuals and communities. These initiatives fill service gaps, meet the needs of underserved populations, and improve opportunities for New Yorkers.

CEO is committed to monitoring and evaluating all of its projects to determine which are successful. CEO's in-house evaluation team works with nationally recognized, independent evaluation firms and City agencies to rigorously measure program impacts and to provide objective evidence to inform decisions of whether to continue, replicate, or eliminate programs.

CEO utilizes a broad array of strategies. Some aim to produce quick results, while others make deeper investments with the expectation of seeing results in the long term. A number of initiatives test bold, new ways of fighting poverty. Others represent adaptations of evidence-based programs from outside of New York. All of these strategies share a common commitment to build human capital and end the cyclical nature of poverty.

### Populations and Strategies

#### Young Adults

- **Employment** Early work experience leads to positive labor market outcomes for youth
- **Education** Each educational degree decreases one's chance of living in poverty

#### Working Poor

- **Asset Development** Through education and receipt of benefits, many low-income individuals can achieve financial stability
- **Workforce Development** Stable employment and career advancement provide a clear pathway out of poverty

#### Families with Young Children

- **Early Childhood** Investing early improves life outcomes and ultimately decreases government costs
- **Conditional Cash Transfers** Monetary incentives can promote positive health, education and employment outcomes

#### Poverty Research

- Poverty can be addressed most effectively when using an accurate measurement tool

### Evidence

Three years following its launch, CEO has solid results to share. Last year, CEO presented promising performance and early lessons learned. This year, the Center is thrilled to present measurable impacts. Several programs have reached the stage of evaluation where, based on control or comparison group data, it is clear that these strategies work, and can be brought more fully into mainstream practice.

#### Some CEO program highlights include:

**CUNY ASAP** is designed to increase community college graduation rates by providing participating students at the City's community colleges with academic, social, and financial supports. After two years, an impressive **31% of ASAP students earned their Associate degrees, compared with only 11% of the comparison group.**

The **Advance at Work** program helps employed low-wage workers advance in their careers. Based on a comparison group study, **participants are 3.5 times more likely to be placed in jobs, on average earn about \$.50 more per hour in those jobs, and work a greater number of hours than their counterparts.**



**Community Partners**, which helps community based organizations connect low-income workers to the City's Workforce1 Career Centers, is meeting its goal of bringing new and more disadvantaged participants into the workforce system – clients are significantly more likely to have lower levels of education, and a higher percent are African-American. **Community Partners clients are 4.3 times more likely to be placed in jobs** than the comparison group.

Through the **\$ave NYC** initiative, low-income tax filers are offered matching funds if they save a portion of their tax return. **Sixty-one percent of the first year participants, who on average had an annual household income of \$15,000, contributed at least \$500 to their \$aveNYC Accounts**, totaling more than \$73,000 in savings.

The **Opportunity NYC: Family Rewards** program offers families cash payments as a reward for completing specific activities related to health, education and employment or training. The goal is to reduce short-term material hardship and support efforts to build human capital in the long term. The first report with preliminary impacts of the program showed some very promising early impacts for high school students, including a **12% increase in high school attendance and a 9% increase in passing at least one New York State Regents exam**, compared to the control group.

## Scaling Up Promising Programs and Practices

CEO's influence now extends far beyond the pilot initiatives begun in 2007. Over the past year, many programs have been expanded and many of its best practices have been incorporated into the day-to-day work of City government. In 2009, due to the investments in innovative programs and evidence building over the past three years, CEO was able to leverage nearly \$50 million in Federal and philanthropic resources to serve approximately 65,000 additional New Yorkers.

Beyond the five boroughs, CEO's experience has attracted the attention of other cities, states, and countries as well as key policy makers in President Obama's Administration and the United States Congress.

### Examples of scaled up programs include:

Based on the success of the CEO-funded Transportation Career Center, the Department of Small Business Services (SBS) directed funding to open two additional **Sector-Focused Career Centers**, and incorporate the sector-focused approach into its **Advance at Work** initiative.

The Department of Youth and Community Development (DYCD) is replicating aspects of the **Young Adult Internship Program** (YAIP) in a variety of ways using

over \$14 million of American Recovery and Reinvestment Act funds to serve new populations and provide paid internships in new settings. The new funds will provide paid internships to in-school and out-of-school youth and expand YAIP to serve court-involved, non-custodial fathers age 25 and older.

The City University of New York's (CUNY) new community college, scheduled to open in 2012, will be largely modeled on lessons learned from **CUNY ASAP** and **CUNY Prep**.

The Department of Consumer Affairs' **Office of Financial Empowerment** (OFE) launched its first Financial Empowerment Center (FEC) in the Bronx in 2009 with private funding, providing free, one-on-one financial education and counseling to low-income New Yorkers. This investment leveraged \$800,000 in private funding which allowed for the creation of three additional Centers in 2009. OFE also spearheaded the establishment of FECs in a number of cities that participate in their national coalition, Cities for Financial Empowerment.

CEO is actively encouraging passage of the Federal Measuring American Poverty Act, which would revise the existing poverty measure based on the same National Academy of Sciences (NAS) methodology that informs the **CEO poverty measure**. To build momentum for passage of this legislation, CEO is working with other cities and states to help them create their own local NAS measures.

## Looking Forward

In the years ahead, CEO will continue to identify and build support for successful programs, to base future funding decisions on program performance, and to pilot new initiatives. Equipped with program data and analysis, the Center seeks to incorporate lessons learned into the City's ongoing anti-poverty efforts, and to share findings with policy makers and experts. By building a body of evidence to support changes to local and Federal programs and policies, New York City will remain a national leader in anti-poverty efforts.

# CEO: An Overview





*NYC Justice Corps participants engaged in a community benefit project*



**“[Among several of the administration’s major achievements], the Mayor opened the City’s Center for Economic Opportunity, a laboratory for innovative approaches to fighting poverty...”**

—New York Times, 11/1/09

## CEO: An Overview

The NYC Center for Economic Opportunity (CEO) represents a fundamentally different approach to combating poverty. Created by Mayor Michael R. Bloomberg in 2006, the Center works collaboratively with 20 City agencies to create, implement, and advocate for a range of new anti-poverty programs, policy proposals, and research projects that represent nationwide best practices and cutting-edge ideas. The Center’s position in the Mayor’s Office, under the supervision of Deputy Mayor for Health and Human Services Linda I. Gibbs, gives the Center a unique vantage point and ability to drive innovation, evaluation and accountability across City government.

Led by Executive Director Veronica M. White, CEO supports dozens of anti-poverty interventions that build on the strengths and assets of individuals and communities. These initiatives fill service gaps, meet the needs of underserved populations, and improve education, skills, and job opportunities for low-income New Yorkers.

CEO closely monitors and evaluates all of its projects to determine which are successful. CEO’s in-house evaluation team works with nationally recognized, independent evaluation firms and city agencies to rigorously measure program impacts. This objective evidence informs decisions of whether to continue, replicate, or eliminate programs.

CEO’s first few years were spent largely on program development, implementation, and early evaluation efforts. Over the past year, CEO has used its evaluation and impact findings to successfully advocate for the replication of initiatives in New York City (NYC) and beyond.

## How CEO Makes a Difference

CEO's initiatives focus on three populations: the working poor, young adults aged 16 to 24, and families with young children. Together, these groups represent nearly half of New York City's poor.

CEO utilizes a broad array of anti-poverty strategies. Some aim to produce quick results, while others make deeper investments with the expectation of seeing results in the long term. A number of initiatives test bold, new ways of fighting poverty, while others represent adaptations of evidence-based programs from outside of New York. All of these strategies share a common commitment to build human capital and end the cyclical nature of poverty.

### Populations and Strategies

#### Working Poor

According to the CEO poverty measure, approximately 530,000 New York City residents are working, yet remain in poverty.<sup>2</sup> The economic downturn has made the job market even more competitive, especially for low-wage workers, who are now finding it even harder to make ends meet. The resources and innovative ideas that CEO brings to the table are essential to helping New Yorkers through the recession and giving them the skills necessary to compete and advance.

To improve the lives of low-wage workers, CEO focuses on workforce and asset development. Its workforce initiatives build the skills of low-wage workers, meet the needs of employers, and facilitate connections to work supports and tax credits. In addition, a variety of pioneering programs help low-income New Yorkers increase their assets and make the most of their financial resources.

#### Young Adults

Over 260,000 young adults in New York City between the ages of 16 and 24 live in poverty.<sup>3</sup> This is the age when young people establish important foundations for educational attainment, family life, and labor force participation. CEO is particularly concerned with disconnected youth – the nearly 110,000 young adults who are neither in school nor in the labor market.<sup>4</sup>

CEO offers educational, employment, and health programs tailored to young adults. To meet the needs of this

diverse population, CEO offers a range of programs 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.

#### Families and Young Children

In New York City, each year over 63,000 children, more than half of all births, are born into poverty.<sup>5</sup> 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 health, education, and life outcomes.

Research shows that interventions made during the early years of life increase children's chances to become self-sufficient adults and dramatically reduce dependency on public benefits and services later in life. Through initiatives that increase the availability and access to quality health and childcare, as well as innovative incentive programs that seek to build human capital, CEO invests in the lives of New Yorkers from birth.

### Poverty Measure

For over two decades, there has been widespread consensus that the current Federal poverty measure does not accurately reflect the realities of poverty in New York City, or elsewhere in the country. By using a highly regarded methodology recommended by the National Academy of Sciences (NAS), CEO became the nation's first locality to develop an alternative to the Federal measure. Among other improvements, this measure captures the impact of government programs such as food stamps and tax credits on poverty, and accounts for regional cost of living differences.

The new measure gives NYC a more useful tool for developing poverty-related policies and allows City agencies to base future plans on more accurate data. Using the new data, CEO will be able to follow the impacts of national and local policies – and taxpayer money – in a way that the Federal government has never been able to do. The new measure also offers a more accurate means to assess poverty and trends among different populations and communities.

<sup>2</sup> Tabulated from the 2008 American Community Survey Public Use Microsample as augmented by CEO. Estimate is based on CEO poverty measure.

<sup>3</sup> Ibid.

<sup>4</sup> Tabulated from the 2008 American Community Survey Public Use Microsample.

<sup>5</sup> NYC Commission for Economic Opportunity. *Increasing Opportunity and Reducing Poverty in New York City*. (New York, NY: Commission for Economic Opportunity, 2006).



# CEO Initiatives

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">YOUNG ADULTS</p>	<p><b>High-Risk Youth &amp; Education:</b> Every effort to graduate a child to the next level is an investment in moving them out of poverty</p> <ul style="list-style-type: none"> <li>· CUNY ASAP</li> <li>· CUNY Catch</li> <li>· CUNY Preparatory High School (CUNY Prep)</li> <li>· CUNY Performance Based Scholarships</li> <li>· Expansion of Educational Opportunities on Rikers Island</li> <li>· Getting Out and Staying Out</li> <li>· School-Based Health Centers</li> <li>· Teen ACTION (Service Learning)</li> <li>· Young Adult Literacy Program</li> <li>· Youth Financial Empowerment</li> </ul> <p><b>High-Risk Youth &amp; Employment:</b> Efforts to engage youth who have disconnected from the mainstream systems</p> <ul style="list-style-type: none"> <li>· MillionTreesNYC Training Program</li> <li>· Learning Independence for Empowerment (LIFE) Transitions Program</li> <li>· NYC Justice Corps</li> <li>· Young Adult Internship Program</li> </ul>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">WORKING POOR</p>	<p><b>Asset Development:</b> Asset building and saving strategies promote self sufficiency and long-term economic success</p> <ul style="list-style-type: none"> <li>· Office of Financial Empowerment</li> <li>· Financial Empowerment Centers</li> <li>· \$ave NYC</li> <li>· Tax Prep Plus</li> <li>· EITC Mailing</li> <li>· Language Access</li> </ul> <p><b>Workforce Development:</b> Stable employment and career advancement provide a clear pathway out of poverty</p> <ul style="list-style-type: none"> <li>· Business Solutions Training Funds</li> <li>· Advance at Work (Career Advancement Program)</li> <li>· Community Partners (CBO Outreach)</li> <li>· Employment Works</li> <li>· Nursing Career Ladder: LPN &amp; RN</li> <li>· Opportunity NYC: Work Rewards</li> <li>· Food Handlers Certification Program</li> <li>· Increase FSET for Workforce Development</li> <li>· Jobs-Plus</li> <li>· NYC Training Guide</li> <li>· Sector-Focused Career Centers</li> </ul>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">FAMILIES WITH YOUNG CHILDREN</p>	<p><b>Early Childhood:</b> Investments in improving the life chances of young children are critical to breaking the cycle of poverty</p> <ul style="list-style-type: none"> <li>· Child Care Tax Credit</li> <li>· Nurse-Family Partnership</li> <li>· Food Policy Coordinator</li> <li>· Healthy Bodegas</li> </ul> <p><b>Conditional Cash Transfers:</b> Monetary incentives to households living in poverty can increase human capital development and break the cycle of poverty</p> <ul style="list-style-type: none"> <li>· Opportunity NYC: Family Rewards</li> <li>· Opportunity NYC: Spark</li> </ul>



*Residents of Thomas Jefferson Houses at the Jobs-Plus office*

In New York City, the new measure is being used in the strategic planning of the many City agencies whose work addresses the needs of low-income New Yorkers. For example, the new measure revealed a much higher elderly poverty rate than previously known, so the Center is now working with the Department for the Aging and the Human Resources Administration to find opportunities to reduce senior poverty.

### **A National Leader**

While the research and analysis behind the CEO measure is specific to NYC, the potential of the work is much greater. CEO has become a model for other jurisdictions, a valued collaborator, and a key force in advancing the conversation within the Federal government.

As a result of CEO's efforts, the momentum is building. Both chambers of Congress have introduced legislation proposing that the Federal measure be revised based on the same methodology that guides the CEO poverty measure. In addition to working closely with the bill sponsors, CEO is helping catalyze change by actively encouraging other state and local governments to adopt the NAS method to their own jurisdictions. For example, CEO poverty research staff have partnered with researchers at the State of New York's Office of Temporary and Disability Assistance and the University of Pennsylvania to help them both complete reports on poverty in their regions. By building support across the country, CEO hopes that the Federal government will be motivated to act and revise the official Federal poverty measure.

## **New Programs**

Over the past year, CEO has continued its tradition of adapting successful and innovative programs from outside of NYC and implementing them within the five boroughs. Similar to modeling Opportunity NYC on *Oportunidades* in Mexico and crafting the NYC Justice Corps from the Civic Justice Corps in Bend, Oregon, this year, CEO played a critical role in designing, funding and implementing a program called "Jobs-Plus" at Thomas Jefferson Houses in East Harlem.

From 1998 to 2003, the research organization MDRC, in partnership with The Rockefeller Foundation and the U.S. Department of Housing and Urban Development, implemented and evaluated Jobs-Plus in six cities. The program was successful – based on a random assignment evaluation, the program increased public housing residents' earnings by \$1,300 per year (or 16% relative to the comparison group) over seven years of follow-up. Perhaps most remarkably, earnings gains were sustained – and even grew larger – during the three years after the demonstration ended.

This initiative, which saturates a housing development with job and career support to help public housing residents increase their earnings, represents CEO's first investment in a place-based initiative. The program is open to all residents of the housing development and uses a three-part approach: on-site access to employment-related services, rent-based work incentives that allow residents to keep more of their earnings, and activities that promote neighbor-to-neighbor support for work.



Jobs-Plus at Jefferson Houses opened in October 2009 and represents an inter-agency collaboration among CEO, the Human Resources Administration, the New York City Housing Authority, and the City University of New York. Based on the prior pilot's success, and successful early implementation in NYC, CEO is advocating for the Federal government to fund Jobs-Plus on a larger scale at public housing developments across the City and the country.

Jobs-Plus has also become a vehicle for bringing stimulus funds to New York City. In 2010 the program is offering 100 subsidized jobs to participants with funding from the Federal Temporary Assistance for Needy Families Emergency Contingency Fund (TANF ECF), a funding

stream dedicated to delivering economic support to families in need. CEO led an inter-agency effort to develop programs that would be eligible for dollars available to New York through this stream.

In addition to the subsidized jobs program for public housing residents, the TANF ECF will also fund a subsidized jobs program for youth and a one-time debt consolidation loan grant for clients of the City's Financial Empowerment Centers. These programs will deliver immediate economic benefits to New York City communities while enabling recipients to make long-term improvements in their lives.

## *Profile: Jobs-Plus*

One of the benefits of the place-based Jobs-Plus program is the extensive impact it can have on a family.

Jefferson Houses resident Sarah was frustrated that her unemployed son Jose was not financially contributing to their household. After learning about Jobs-Plus program services, conveniently located in their housing complex, Sarah brought her son to meet with a Resource Coordinator.

José said he was interested in obtaining employment in order to assist his mother and to better provide for his young son and son's mother, but could not secure a meaningful job due to his spotty work history.

His Resource Coordinator worked with him to develop a Career Improvement Plan. After just a few weeks of training and support at Jobs-Plus, José was referred to a Workforce1 Career Center. With assistance from the Center, he quickly secured a job in the stockroom of a local business.

Impressed by the services he was receiving, José brought his son's mother Maria to Jobs-Plus. Her

Resource Coordinator thought her skills would make her a good candidate for clerical job openings with the United States Census Bureau. Within one month, she took and passed the qualifying exam for employment and began work as an Office Assistant with the Bureau.

**"I'm so glad I got this job. I was really starting to feel discouraged, and then I got the call from Census. I really want to thank you for helping me; I would have never taken the test if you hadn't helped me. I'm also very grateful for they way you guys are helping my community."**

—Maria

**"I am so happy right now. I went to work and loved it. The employer was so impressed with my work that they immediately moved me from part-time to full-time hours. I am so grateful for Jobs-Plus!"**

—José



*Business Solutions Training Funds co-invested with Kyotofu, a Japanese restaurant, to train new hires and incumbent kitchen staff to move from unskilled laborers to full-time pastry/savory cooks and receive wage gains of 75% upon successful completion of the training. In this picture, staff are learning the basics of knife skills and working with vegetables.*

## Innovative Collaboration

CEO programming tackles poverty through a comprehensive approach that coordinates the City's many anti-poverty efforts to ensure that they complement and enhance each other. The result has been the formation of unique partnerships throughout City government.

Besides working with City agencies that traditionally work with low-income New Yorkers, CEO has partnered with a number of agencies that have never before considered themselves as part of the City's anti-poverty agenda, greatly expanding the time and attention devoted to anti-poverty efforts.

For example, the City University of New York and the NYC Department of Correction have teamed up to help formerly incarcerated youth successfully reengage in their communities, and the Department of Consumer Affairs' Office of Financial Empowerment works with the Department of Small Business Services to help low-wage workers open savings accounts, learn about savings strategies, and obtain work-related tax credits.

## Profile: Employment Works



Theodore Woods was skeptical when he first began as an Employment Works participant.

Theodore had been to other programs that all seemed to have the same message and same promises, but nothing had ever happened for him.

This innovative collaboration between the Department of Small Business Services and the Department of Probation directly connects probationers to tailored job training and placement services. Job retention is a major focus of the program, which targets wages of at least \$9/hour to promote retention and thereby reduce

recidivism. The program coordinates with both employers and participants; jobseekers are trained around employers' specific needs and for available jobs in growing sectors.

The benefits of this partnership have quickly become apparent for Theodore and hundreds more. Woods elected to take the program's Warehousing Workshop, and within 2 weeks, was placed at MBC, a skilled labor company, doing basic electrical work at \$9.75/hour. Theodore was then promoted to Field Manager, where he became responsible for supervising staff. Recently, he was promoted again to Site Supervisor, earning \$15/hour and gaining the authority to make new hires. Theodore remains focused on developing his skills to advance in his career, and hopes to begin school part-time to earn new credentials that can lead to even better jobs.

## Accountability and Evaluation

CEO's foundation is its commitment to measuring what works and holding programs accountable for participant outcomes. This is accomplished through active monitoring and management by the CEO monitoring and evaluation team and City agencies. In addition, independent, external evaluation firms conduct in-depth program assessments. CEO and partner agencies use performance data and evaluation findings to manage and improve programs, to refine program models, to inform public policy, and to allocate resources. CEO works with several external evaluation firms, 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.
- The *Education Innovation Laboratory* at Harvard University, applies a research and development model to education reform.



*Participants at the Workforce1 Healthcare Career Center are connected to promising careers and higher paying jobs in professions such as patient care technicians, emergency medical technicians, paramedics, and nurses, among other health-related occupations.*

“The Department of Small Business Services has been able to expand and greatly diversify the depth and quality of services to jobseekers through its Center for Economic Opportunity investments.

We have made investments in sectoral and worker upgrade strategies that have received local, state and national recognition for innovation and responsiveness to the needs of those who are working but still in poverty. We have integrated all of the CEO programs into the Workforce1 Career Center system in different ways making these programs widely available to New Yorkers. By leveraging other investments and blending funding, we have made our CEO funding go farther and have continued to expand successful CEO pilot programs well past our initial vision.

The CEO has helped us to reshape how we deliver services – sectoral approaches and career advancement are two approaches that are now completely embedded in our system which would not have been piloted without the support of CEO.”

—Angie Kamath, Deputy Commissioner, Department of Small Business Services



# Evidence



*Opportunity NYC: Family Rewards participant*

*Bodega owners who participate in the Healthy Bodegas program*



## Evidence

Last year, CEO presented promising performance and early lessons learned. This year, the Center can demonstrate measurable impacts. Several programs have reached the stage of evaluation where, based on control or comparison group data, it is clear that CEO programming is making a difference. This section presents highlights of evaluation findings, with an emphasis on impacts. A number of other evaluations examined participant satisfaction, implementation issues, and how participant characteristics influenced specific program outcomes. CEO's external evaluators also conducted interviews with key stakeholders to document how CEO has influenced City government at large.

Each CEO program has a unique evaluation strategy that reflects prior evidence of a particular intervention, the program's implementation status, the availability of data and the timing of expected program outcomes. This differentiated approach helps CEO to best allocate its finite evaluation resources and to produce evaluations that truly inform program and policy development.

CEO oversees the evaluation effort in collaboration with City agencies and the four external evaluators: Westat, Metis Associates, MDRC, and the Education Innovation Laboratory at Harvard University.

CEO is pleased to present impact studies that illustrate how CEO is making a difference. These are the products of rigorous evaluations that compare CEO program performance to that of a control or comparison group.

The following section highlights key findings from selected reports. For a full list of evaluation reports please see Appendix B and for additional program performance data, please see Appendix C. All reports are also available online at [nyc.gov/ceo](http://nyc.gov/ceo).

## Young Adults Education

Education is undeniably one of the most effective means of decreasing poverty – high school dropouts are four times more likely to live in poverty than college graduates.<sup>6</sup>

High school completion has effectively become a prerequisite for life as a self-sufficient adult. The statistics for high school dropouts are alarming – for example, according to recent data from the U.S. Census Bureau, young female dropouts are nine times more likely to be single mothers than their counterparts with bachelor degrees, and one in every ten young male high school dropouts is in jail or juvenile detention, compared with one in 35 young male high school graduates.<sup>7</sup> Beyond the individual hardship that most high school dropouts will face, the costs to the taxpayer are startling as well – the average high school dropout will cost taxpayers over \$292,000 in lower tax revenues, higher cash and in-kind transfer costs, and incarceration costs relative to an average high school graduate.<sup>8</sup>

For all of these reasons, CEO invests in a number of programs targeted to increasing the educational attainment of low-income individuals.

### Young Adult Literacy (YAL) Program

Last year, CEO established a new literacy program for young adults based on feedback from providers and advocates that many disconnected youth needed additional reading skills to qualify for most General Educational Development (GED) programs.

The Young Adult Literacy Program offers intensive literacy and math instruction tailored to the unique needs and interests of its participants: disconnected young adults who read at a 4-6 grade reading level. The program, which is among the few that specifically address the literacy needs of this population, is offered at 12 different libraries and community based organizations to over 600 youth annually. Beyond the Pre-GED level literacy and numeracy instruction, the program offers job readiness training or internship experience, modest participant incentives, and case management services to support sustained participation.

**Evaluation** The evaluation of this program sought to assess not only the program's primary purpose – literacy gains – but also the impacts of a paid internship on attendance and educational gains. Program staff noticed early on that one of their biggest hurdles was retaining students long enough for them to graduate to the next reading level. Maintaining attendance and preventing dropouts over the summer was identified as a particular challenge, as students' friends are on summer break, and many leave educational programs to obtain short-term employment.

In response, CEO, Westat and Metis, the Department of Youth and Community Development, and the Youth Development Institute designed a paid summer internship program aimed at promoting class attendance while providing meaningful work experience and much needed income for students. To be

**“This internship has really encouraged me to do better, look higher in life and become a better person.”**

—Octavia Smith, Age 18, Young Adult Literacy Program Participant

<sup>6</sup> New York City sample of the 2008 American Community Survey. See U.S. Bureau of the Census, American Community Survey 2008. CEO tabulations based on CEO poverty measure.

<sup>7</sup> Sum, Andrew, et al. “The Consequences of Dropping Out of High School: Joblessness and Jailing for High School Dropouts and the High Cost for Taxpayers.” (Boston, MA: Center for Labor Market Studies, 2009).

<sup>8</sup> Sum, et al. (2009)





CUNY Prep students at graduation

“I now realize that I have to do what I have to do in school in order to give my girlfriend and daughter the best life that I can. I know that all I have to do is to stay in school, work towards getting my GED and find a job, so they can enjoy their life with me. The last time I was in jail, I realized how much I needed my daughter and girlfriend in my life, in fact I need them more than they need me. Staying in school will help me in the future, not jail! School will ensure a better life for me and my family. [The program] has shown me a better way to solve my problems, like thinking about my daughter before I react to stress. The first step is getting my GED.”

—Michael Duran, Age 17, Young Adult Literacy Program Participant

eligible to participate in the internship, students were required to maintain good attendance in the literacy program.

Westat and Metis developed a rigorous experimental evaluation design where participating program sites were randomly assigned to either the treatment (including an internship component) or control (no internship) groups. The evaluation consisted of a mixed-methods study combining quantitative and qualitative data to measure the impacts of the internship on students’ literacy and numeracy skills and classroom attendance.

**Results** The evaluation found that classroom attendance was 32% higher for treatment students than control students, demonstrating that offering paid internships helped keep students engaged in education. On average, students who participated in the Young Adult Literacy Program during the summer session, regardless of whether they participated in the internship program or not, improved their literacy skills by approximately half of a grade level. This gain was driven by female students, who gained a full grade level on average. There were no differences in literacy gains between the internship and control sites. However, students in the internship sites had a math gain one full grade level higher than that of control group sites.<sup>9</sup>

Interviews and focus groups with students and staff revealed that students in the internship felt a strong sense of pride, job readiness, and responsibility after completing their projects. These “intangible” skills, in addition to practical application of math during the internships, may have contributed to the students’ quantitative gains in math skills, as well as their increased attendance.

The evaluation concluded that gains in math skills and increases in student engagement seen after a relatively short intervention merit a longer internship intervention.

**Next Steps** The evaluation is continuing and findings on fall re-enrollment and performance will be released in spring 2010. CEO is hoping to extend the internship component of the program with Federal funding.

<sup>9</sup> Evaluators are looking more closely at outcomes by demographics and other participant characteristics.

## CUNY ASAP (Accelerated Study in Associate Programs)

With the increasing economic necessity to attain a college degree or post-secondary credential, community college enrollment has grown steadily over several decades.

Unfortunately, as college access has grown, graduation rates have not. In NYC, only 26% of community college students graduate with an Associate degree in six years.<sup>10</sup>

CEO's CUNY ASAP program is designed to remove major impediments to graduation, and does so by incorporating several promising strategies: financial supports, advisement and tutoring, peer cohorts and convenient block scheduling, and a requirement for full-time study.

The program began in fall 2007 with 1,132 students, nearly a third of whom completed a remediation course in the summer prior to entry.

**Evaluation** CEO worked with the CUNY Office of Institutional Research and Assessment to evaluate the program by comparing ASAP program participant performance to a similar group of non-ASAP CUNY students. Metis Associates provided technical assistance to CUNY and recommended several statistical methods to improve the matching of the comparison group. Metis also provided an external review of the evaluation.<sup>11</sup>

For this evaluation, CEO funds a data and evaluation position at CUNY whose full-time job is to monitor performance, conduct student surveys, analyze CUNY administrative data and provide stakeholders with impact analyses each semester. This evaluation model is remarkably efficient because it makes use of agency expertise, deepens a culture of evaluation at the agency, and provides impacts in real time.

**Results** After two years, an impressive 31% of ASAP students earned their Associate degrees, compared to only 11% of the comparison group.<sup>12</sup> The program is on track to meet its target of graduating at least 50% of students within three years.

Overwhelmingly, students reported that advisement and financial supports were key to their success in the program. Approximately, 90% of ASAP graduates plan to attend four-year colleges.

**After two years, 31% of ASAP students earned their Associate degrees, compared to only 11% of the comparison group.**

**Next Steps** Based on the program's very strong early results, the Helmsley Charitable Trust and Robin Hood Foundation are funding new cohorts of students and a random assignment evaluation. The random assignment evaluation will measure whether the program is as effective with a more disadvantaged group of students. New cohorts funded by CEO and the private funders will include students that still need a remediation course and that live in households earning less than 200% of the Federal poverty level.<sup>13</sup> The new cohorts are still expected to have a graduation rate of 50% within three years.

## Teen ACTION

Teen ACTION is a service learning program for middle and high school students at 57 sites in low-income and high teen pregnancy neighborhoods. The program is structured so that youth identify a community need, take action, and reflect upon their accomplishments. This type of service learning program is credited with reducing risky behavior and teen pregnancy by helping young people to increase their self-efficacy.

**Evaluation** Westat and Metis Associates conducted an impact study that included a survey of high school age Teen ACTION participants and a group of similar students not enrolled in after-school programming. The evaluators also used Department of Education performance data to examine the number of credits attempted and completed, and attendance rates.

**Results** Findings from the survey show that Teen ACTION participants who were in sites that followed the program model closely self-reported better academic outcomes in terms of grades and college plans. The Department of Education analysis found that there was a significant impact on academic credits attempted and earned for Teen ACTION participants, especially for those who fully attended the program. There was no discernable effect on attendance rates.

<sup>10</sup> According to analyses conducted by the CUNY Office of Institutional Research and Assessment.

<sup>11</sup> See Linderman, Donna. "Early Outcomes Report for City University of New York (CUNY) Accelerated Study in Associate Programs." (New York, NY: City University of New York, 2009).

<sup>12</sup> The comparison group was comprised of students who had the same level of academic preparedness and background characteristics.

<sup>13</sup> Approximately a third of the original ASAP cohort was in need of remediation prior to beginning the program. Students completed coursework over the summer in order to begin the ASAP program without any developmental needs.



Teen ACTION program in Staten Island

## Evidence of Organizational Change

In spring 2009, CEO contracted its external evaluators, Westat and Metis Associates, to undertake a study of CEO's impact within City government. The evaluators interviewed agency staff, external service providers, and other key stakeholders. They found that CEO's presence and flexible funding foster innovation and experimentation in a way that no other government funding permits, and that its efforts lead to more and higher quality services for low-income New Yorkers.

Several other rigorous evaluations have shown service learning programs to have impacts on risky behaviors, teen pregnancy, and school performance.<sup>14</sup> The CEO evaluation ran into several pitfalls, and while documenting good educational impacts, did not measure expected changes in risky behavior. Students were asked to provide identifying information so that survey responses could be linked to educational data. There is reason to believe that the lack of anonymity may have contributed to less than candid responses. In addition, obtaining parental consent for students to participate, coordinating survey administration with school principals, and site closures due to the H1N1 flu virus in the spring of 2009 also diminished the sample size.

**Next Steps** Due to the promising, yet inconclusive results of this study, CEO is planning additional program analyses.

### Employment

National research shows that early work experience during the teenage years leads to positive labor market outcomes for youth. Young adults who obtain more work experience during these years have smoother transitions to the labor market, higher beginning wages and higher earnings 10 to 15 years after leaving high school.<sup>15</sup> One study shows that lifetime earnings are diminished with each missed year of work equating to 2-3% less earnings each year thereafter.<sup>16</sup>

CEO has several programs which offer paid work experience and training to disconnected young adults. These programs vary in length and target population, but all share a similar core model of using a subsidized job as the first step towards longer educational or workforce attachment.

<sup>14</sup> Allen, Joseph P., Susan Philliber, Scott Herrling, and Gabriel P. Kuperminc. "Preventing Teen Pregnancy and Academic Failure: Experimental Evaluation of a Developmentally Based Approach" *Child Developments*, Vol. 68, No. 4. (Aug, 1997), pp. 729-742. Billig, Shelley H. "Heads, Hearts and Hands: The Research on K-12 Service Learning." (Denver, CO: RMC Research Corporation, 2004).

<sup>15</sup> Sum, Andrew, Neeta Fogg, and Garth Mangum. "Confronting the Youth Demographic Challenge: The Labor Market Prospects of Out of School Young Adults." (Baltimore, MD: Sar Levitan Center for Social Policy Studies, 2000).

<sup>16</sup> Boteach, Melissa, Joy Moses, Shirley Sagawa. "National Service and Youth Unemployment Strategies for Job Creation Amid Economic Recovery." (Washington, DC: Center for American Progress, 2009).



## Young Adult Internship Program

The Young Adult Internship Program (YAIP) provides short-term paid internships, placements into jobs, education or advanced training, and follow-up services to disconnected youth ages 16 to 24 years. Based on its two years of performance data, the program consistently meets its performance targets. Approximately 80% of participating youth complete their internships, 70% are placed in unsubsidized employment or education, and 60% are retained in employment or education nine months later. Post-internship placements have been nearly evenly split between employment and education, and as hoped for, the younger participants are more likely to be placed in education.

**Evaluation** Research shows that young men have higher disconnected rates than women and that African-American and Latino youth are more likely to be disconnected than Whites and Asians.<sup>17</sup> To see if this program was affecting all disconnected youth equally, Westat and Metis Associates analyzed YAIP participant data to assess whether the positive program outcomes are shared across participants with different demographic characteristics and levels of academic preparedness.

**Results** The evaluation found that, in general, program outcomes, such as internship completion and likelihood of being placed, were not influenced by gender, race, or age. The study demonstrated that the program is serving all participants well and maintaining strong outcomes across all sites.

**Next Steps** CEO and the external evaluators are currently designing an impact study. Based on early promising results, YAIP has been replicated in New York City and Washington, DC. CEO is hoping to further expand YAIP with Federal funding.

## Working Poor Workforce Development

The Department of Small Business Services (SBS) established several workforce development programs with their CEO resources. CEO funding enabled the agency to experiment in ways that Federal workforce funding generally does not facilitate, such as sector and employer focused approaches and advancement and retention services.

**Evaluation** Westat conducted an outcome evaluation of several CEO/SBS programs using administrative data. The research looked specifically at three programs – Advance at Work, Community Partners, and the Workforce1 Transportation Center – and compared the programs to



*Advance at Work job coach advising program participant*

appropriate comparison groups in the City's Federally-funded Workforce1 Career Center (WF1CC) system. Data on approximately 14,750 participants in the CEO programs were compared with 148,803 clients in the City's general workforce system.

**Results** After taking into account differences in participant characteristics and the services received, Westat found that clients in all three of these CEO programs have higher rates of placement in new jobs or promotions than clients served through the traditional WF1CC model.

**Advance at Work participants are 3.5 times more likely to be placed in jobs than similar participants in the Federally-funded workforce program.**

**Advance at Work** helps employed low-wage workers (earning less than \$14/hour) advance in their careers. The program offers personalized coaching and training services to help working individuals earn more, get promotions, and access benefits. Customers and their career coaches plan for long-term career advancement and higher paying positions in healthcare, retail, security, and other high-growth occupations. The analysis found that participants are 3.5 times more likely to be placed in jobs than the comparison sample of similarly employed low-wage workers, on average earn about \$.50 more per hour wages in those jobs (controlling for previous wages) and

<sup>17</sup> Levitan, Mark. "Out of School, Out of Work...Out of Luck? New York City's Disconnected Youth." (New York, NY: Community Service Society, 2005).

work a greater number of hours than their counterparts. Advance at Work participants also spend a longer time in the program before placement (an average of 68 days more), consistent with the program’s model which seeks to engage participants for one year.

The **Workforce1 Transportation Center** is a sector-focused employment center that assists unemployed and employed low-wage workers in obtaining well-paying jobs in the transportation industry. The program helps individuals to prepare for a job or advance their career in aviation, ground passenger transit, truck transportation, and support services for air transportation, while working closely with employers in the sector to align the training with their hiring needs. The analysis found that Transportation Center participants are 3 times more likely to be placed in jobs than the comparison group, and on average earn \$1.70 more per hour in those jobs.

The **Community Partners** initiative helps community based organizations connect job-ready low-income workers to job opportunities at the WF1CC. The evaluation demonstrated that the program is meeting its goal of bringing new and more disadvantaged participants into the City’s workforce system — clients are significantly more likely to have lower levels of education and a higher

percentage are African-American. Community Partners clients are 4.3 times more likely to be placed in jobs than the comparison; however, they tend to earn approximately \$.60 less per hour.

**Next Steps** Based on the positive impacts of the programs, SBS is directing additional funding to expand all three programs. CEO is sharing the evaluation results with key policy makers to shape national workforce legislation and funding. In 2010, the external evaluators will conduct an impact analysis of a fourth CEO/SBS workforce program, Employment Works.

**Asset Development**

All levels of government offer assistance to low-income households that can make a huge difference in the quality of life for eligible individuals and families. Conversely, the financial marketplace is rife with deceptive services and products that often end up stripping households of the few resources that they have. In response, CEO works with several City agencies to implement programs that increase access to and availability of public benefits and tax credits as well as initiatives that support asset development and financial education to help low-income families protect and stretch their dollars.

**Money Worries?**

**We can help you take control.**

Call 311 and ask for a **Financial Empowerment Center**





**CALL 311 OR VISIT NYC.GOV/OFE TO FIND FREE COUNSELING AT A FINANCIAL EMPOWERMENT CENTER NEAR YOU.**

Office of Financial Empowerment advertisement for the Financial Empowerment Centers



*Opportunity NYC:  
Family Rewards participants*

## Save NYC

CEO's Office of Financial Empowerment, located in the Department of Consumer Affairs, has a staff research team that has conducted several important studies. One of the most notable is of the pilot project \$aveNYC. Through this initiative, low-income tax filers are offered matching funds if they save a portion of their tax return.

**Evaluation** The project sought to determine whether low-income households would save if offered an incentive and convenient opportunity. With private funding, the program offered a 50% match for up to \$500 (maximum match of \$250) and required depositors to maintain the full deposit in the account for one year to collect the match.

**Results** The pilot proved that when given the right opportunity, low-income individuals can and will save. In the first year, 151 accounts were opened by households with an average income of \$15,530. Sixty-one percent of participants contributed the \$500 for the full match; the average contribution was \$400, or 11% of tax returns. Sixty-six percent kept accounts open for more than one year. Approximately one-third of participants were not employed full-time and nearly as many were unbanked at the start of the project.

**Next Steps** Based on the pilot study, OFE secured funding from the Ford Foundation to support 1,000 new accounts in year two, and partnered with the Center for Community Capital at UNC-Chapel Hill to conduct a quasi-experimental evaluation.

## Families with Young Children Conditional Cash Transfers

CEO's conditional cash transfer (CCT) initiative, Opportunity NYC, consists of three distinct programs: Family Rewards, Work Rewards and Spark.<sup>18</sup> The CCT approach, which offers families financial rewards for completing actions that will help raise them out of poverty, is highly regarded worldwide but had never been implemented in the United States.

**“I’m very proud that it’s New York City which is pioneering [conditional cash transfers] in our country.”**

—Secretary of State Hillary Rodham Clinton, Remarks at the Launch of Inter-American Social Protection Network, 9/22/09

<sup>18</sup> The three privately-funded Opportunity NYC pilots are supported by The Rockefeller Foundation, The Starr Foundation, Bloomberg Philanthropies, Robin Hood Foundation, Open Society Institute (OSI), American International Group (AIG), The Broad Foundation, New York Community Trust, The John D. and Catherine T. MacArthur Foundation, The Annie E. Casey Foundation, Tiger Foundation, and other donors.



As of October 2009, thousands of participating families, adults, and children residing in the City's highest-need neighborhoods had earned more than \$18 million in reward payments through these three programs. A long-term evaluation of all three programs is currently underway, but localities and government agencies are observing the New York City experience closely – and some program features have already been adapted by CCT programs worldwide.

### Family Rewards

The Opportunity NYC: Family Rewards pilot, the most comprehensive of the three initiatives, offers families cash payments to reduce short-term material hardship and to support efforts to build human capital in the long term.

This family-focused program offers rewards for activities in the following areas:

- **Education:** Incentives promote superior school attendance, achievement, improved performance on standardized tests, and parental engagement in children's education
- **Preventive Healthcare:** Incentives promote health for all children and adults in participant households, including age-appropriate medical and dental visits for each family member
- **Employment and Training:** Workforce-related incentives promote employment and earnings through work activities and approved job training or advancement activities

**Evaluation** This program is undergoing a five-year random assignment evaluation by MDRC, allowing researchers and policy makers to see how the program affects participants in contrast to a control group. The research agenda includes implementation, impact and cost-benefit studies.

**Results** In September 2009, MDRC released its first report detailing preliminary impacts. This report showed some very promising early results for high school students, including a 12% increase in high school attendance and a 9% increase in passing at least one New York State Regents exam, compared to the control group.

These early impacts are among the first educational achievement effects of any CCT program.

**Next Steps** MDRC will release a comprehensive report on first year program operations and impacts in early 2010. Additional reports will be released in the coming years.

Based on lessons learned from implementation, early outcomes, and an eye towards CCT replication throughout the U.S., year three of Opportunity NYC: Family Rewards features a revised incentive list and program model.

CEO plans to advocate for Federal policy changes that reflect lessons learned from the Opportunity NYC experiment.

## CCT Learning Network

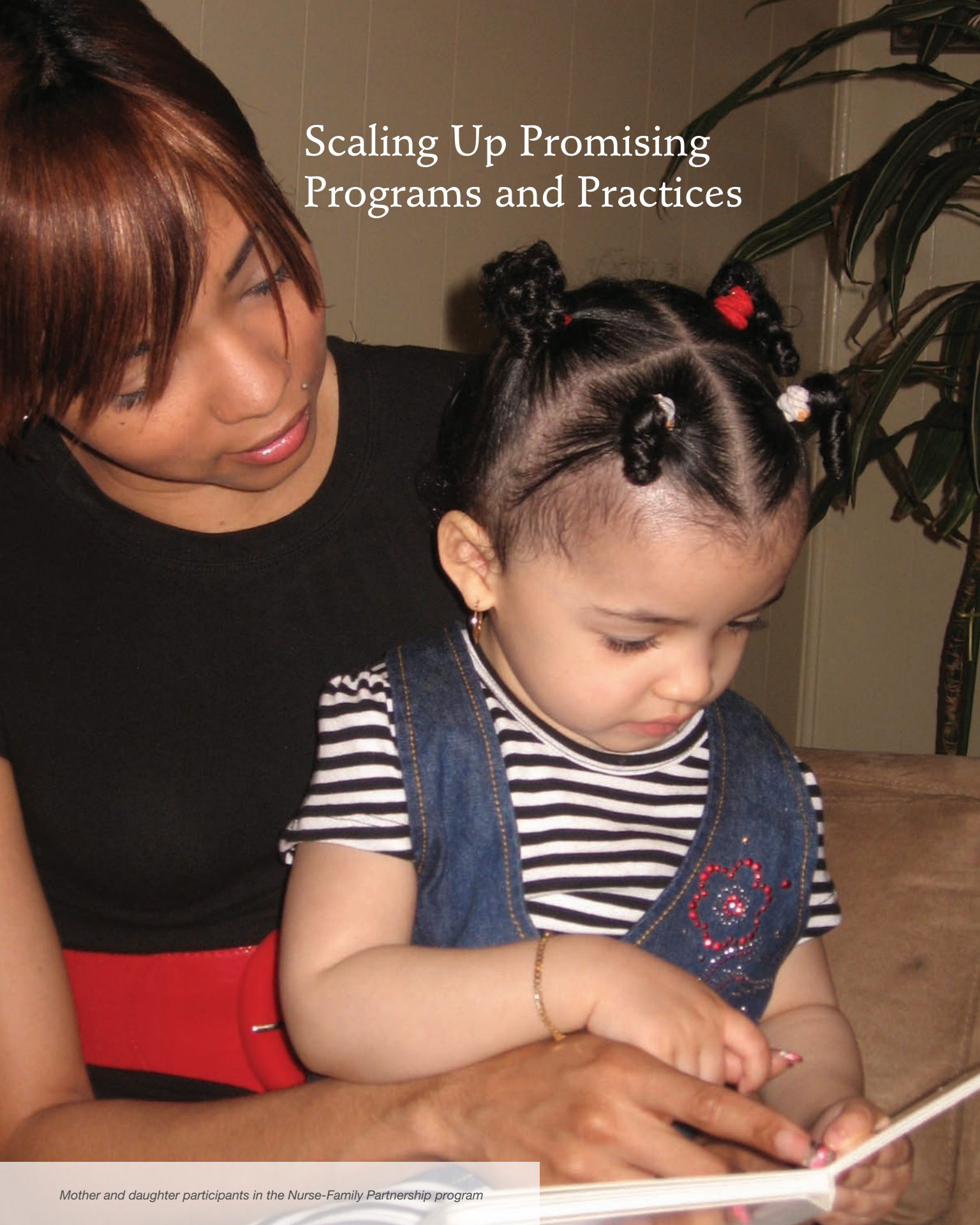
With the support of the Rockefeller Foundation, CEO and MDRC lead an international CCT Learning Network. The Network is an opportunity for cities and countries to share CCT design, implementation strategies, and research findings.

Opportunity NYC has been featured at a number of national and international conferences on poverty, including a June 2009 meeting with the World Bank and representatives from Mexico, Chile, Columbia and Brazil.

Opportunity NYC has an important place in the discussion not only because it is the first CCT program in the nation, but because it is the first CCT program to address children's academic achievement and adults' employment and training efforts.

Opportunity NYC is an important new piece in the puzzle to address poverty, and is being closely watched by a number of Federal agencies, the White House, international organizations, and CCT programs.

# Scaling Up Promising Programs and Practices



*Mother and daughter participants in the Nurse-Family Partnership program*



*NYC Mayor Bloomberg, U.S. Secretary of Labor Hilda L. Solis, and NYC Councilman Thomas White, Jr. at the Queens Workforce1 Career Center in Jamaica, Queens where they toured CEO programs*



The National League of Cities' Institute for Youth, Education, and Families recognized CEO as one of the nation's 32 most cutting-edge city innovations to help children and families.

## Scaling Up Promising Programs and Practices

CEO's influence and impact extend far beyond its pilot initiatives. Over the past year, many of its innovations have been expanded, and many of its anti-poverty best practices have been incorporated into the day-to-day work of City government. Beyond the five boroughs, CEO's experience has attracted the attention of other cities, states, and countries, as well as key policy makers in President Obama's Administration and the United States Congress. CEO's efforts to disseminate its lessons learned both in New York and beyond have allowed its programs and research to have broad implications in the larger public efforts to fight poverty.

As the pool of evidence illustrating that CEO program success has grown, so has investment in the programs from both the private and public sectors. Many of CEO's most promising programs have been replicated over the past year. These program expansions can largely be attributed to partnerships and funding from the Federal government and philanthropic sector. Over the past year, due to CEO's innovative models and corresponding evaluation, CEO and agency partners were able to leverage nearly \$50 million and serve approximately 65,000 additional New Yorkers.

### Workforce Development

- In 2008, CEO funds allowed SBS to open New York City's first **Sector-Focused Career Center**. The sector-focused approach is an evidence-based strategy that concentrates its services on a single economic sector. Due to the early outcomes from the initial Center devoted to transportation, and with the support of CEO and Federal stimulus funding, SBS opened a Healthcare Center in October 2009 in partnership with the City University of New York, and opened a Manufacturing Center in December 2009.



“Bloomberg’s CEO program is like an innovation lab for government services, and it’s a model the White House is currently looking at.”

—Stephen Goldsmith, Harvard University, in “How the Government Can Do Good with Less,” *Business Week*, 5/27/09

- Based on the positive results from the Workforce1 Transportation Career Center, SBS is applying a **Sector-Focus** to the Advance at Work program by offering training and employment opportunities in fields with high demand for workers – security guards, home health care workers, and retail workers.
- With Federal funding SBS expanded CEO’s **Advance at Work** program from four to six of its Workforce1 Career Centers. This program helps low-wage workers to obtain and retain higher-paying jobs and advance in their careers.
- CEO funding helped SBS improve its strategy of connecting job ready clients from local community organizations with employment opportunities available at the Career Centers through the **Community Partners** initiative. SBS expanded this improved and more formalized outreach approach into the standard operations of all Centers.
- SBS demonstrated its belief in, and commitment to, the **Community Partners** initiative and the **NYC Training Guide** by fully covering program costs with traditional Federal workforce funding.
- CEO’s early investment in one of the City’s first green jobs training program – the Parks Department’s **MillionTreesNYC Training Program** – has attracted an array of government and private support. The program was awarded \$2 million from the U.S. Department of Agriculture to provide employment to 20 program graduates and a grant from New York State for FY10 to support an additional cohort of program participants. The program also raised additional private funds for general operations.
- The Health and Hospitals Corporation obtained over \$1.5 million from the Federal Health Resources and Services Administration for a three-year grant to support the **Nursing Career Ladder: RN Program**. The Nursing Workforce Diversity funds will be used to increase student retention by offering financial and other supports, including stipends, a pre-entry preparation course, a laptop loan program, and extra case management services.

### At-risk Youth

- The City University of New York’s newest community college, which is scheduled to open in 2012, will incorporate lessons learned from **CUNY ASAP**. The program, and the college, represent a significant departure from the traditional community college model and have the power to transform the community college system throughout and beyond NYC. CEO staff has briefed the White House, U.S. Congress and U.S. Department of Education on the ASAP program design and results with the goal of influencing Federal policy, particularly at this time of great Federal interest in the power of community college.
- The Department of Youth and Community Development is replicating aspects of the **Young Adult Internship Program** (YAIP) with over \$14 million of American Recovery and Reinvestment Act (ARRA) funds to serve new populations and provide paid internships in new settings. The new funds will provide paid internships for In-School and Out-of-School program participants and expand YAIP to serve court-involved, non-custodial fathers age 25 and older.
- **YAIP** is also being replicated by Washington DC’s Office of Youth Services in the Department of Employment Services. The new program, funded by a \$3.9 million ARRA grant, will help approximately 500 young adults gain practical work experience. At least 25 local employers are partnering with the

Department of Employment Services on this initiative.

- The City’s Department of Health and Mental Hygiene obtained a three-year, \$8 million grant from a private funder to expand pregnancy prevention and reproductive health services in all of the City’s **School-Based Health Centers** serving high school students. CEO-funded clinics were among the first to add comprehensive reproductive health services to high school clinics and to demonstrate the value of this service.
- Phipps CDC, a **NYC Justice Corps** program provider, obtained two competitively-awarded stimulus grants through the New York State Department of Labor to enhance the program by expanding career planning services, occupational training and GED-preparation classes, as well as to create a green jobs training component.

### Asset Development

- The **Office of Financial Empowerment** (OFE) at the Department of Consumer Affairs established its first Financial Empowerment Center in the Bronx in 2009 with private funding, providing free, one-on-one financial education and counseling to low-income New Yorkers. This investment leveraged \$800,000 in private funding which allowed for the creation of three additional Centers in 2009.
- The **Cities for Financial Empowerment** coalition, co-founded and co-chaired by the Office of Financial Empowerment, is actively promoting policies and programs that support financial stability. Each of the nine other member cities has created its own OFE or is replicating components appropriate to its jurisdiction.
- CEO’s model for an **Earned Income Tax Credit mailing** has been adopted by New York State and Maryland, both of which are conducting similar mailings state-wide. Other cities, such as Los Angeles, and states, such as Virginia, Texas and Kentucky, are actively exploring the possibility of doing the same. The Internal Revenue Service has fully embraced this practice and is providing assistance to those localities who want to replicate CEO’s model.

“We have done something no tax agency in this country had ever done before, as far as we know. Just as importantly, we have raised the expectations of the public – and also our own employees and colleagues in government – for what a tax agency can and should do for the people we serve.”

—Sam Miller, Assistant Commissioner, New York City Department of Finance, testifying before the Los Angeles City Council about the EITC mailing.

### *Harvard Innovation Award Finalist*

CEO was one of 16 finalists for Harvard University’s 2009 Innovations in American Government Awards. The 16 programs were selected from a pool of over 600 initial applicants after rigorous rounds of evaluation. The competition is run by The Ash Institute for Democratic Governance and Innovation at the John F. Kennedy School of Government.

Two CEO programs – the Earned Income Tax Credit Mailing and the Office of Financial Empowerment – were named semi-finalists.

# Appendices



*Jobs-Plus participants who were successfully placed in jobs at a local supermarket showing their appreciation*



# Appendix A — Program Descriptions\*

## Working Poor Programs

### Advance at Work (formerly Career Advancement Program)

A program administered by the Department of Small Business Services (SBS)

**CEO FY09 Budget:** \$1,820,000

Advance at Work develops the skills of working poor adults to help them advance in the labor market while helping businesses to strengthen their workforce. The program seeks to assist participants in finding higher paying jobs in targeted growth occupations, by offering an array of services including individual advancement coaching, access to training and education programs, enrollment in work supports, income and asset building information, peer support groups, financial incentives, and workshops.

### Business Solutions Training Funds

A program administered by the Department of Small Business Services

**CEO FY09 Budget:** \$3,360,000

NYC Business Solutions Training Funds provide New York City employers with funding and support to develop the skills of their workers and promote career advancement for their incumbent employees. CEO funding expands the Business Solutions Training Funds program to help more businesses train, retain, and promote their low-wage employees. The expanded program gives businesses the opportunity to apply for grants to provide a range of soft and hard skills training to their employees, including contextualized literacy, English as a Second Language, job readiness, and occupational training.

### Community Partners (formerly Community-Based Organization Outreach)

A program administered by the Department of Small Business Services

**CEO FY09 Budget:** \$1,100,000

Community-based organizations and other stakeholders assist large numbers of jobseekers, but may lack strong employer connections and a clear linkage to the public workforce system. The Community Partners initiative established teams in each of the City's seven Workforce1 Career Centers to rapidly connect job-ready clients of community organizations to specific job openings at the City's Career Centers.

### EITC Mailing

A program administered by the Department of Finance (DOF)

**CEO FY09 Budget:** N/A – now fully funded by New York State

To ensure that all eligible New Yorkers receive the Earned Income Tax Credit (EITC), the City's Finance Department (DOF), mails pre-populated amended tax returns to qualified households who failed to claim the benefit in their previous tax returns. Recipients are asked to simply verify their income and dependent child information, provide their social security number, and sign and mail the amended returns to the Internal Revenue Services (IRS) in order to receive their missed credits.

### Employment Works

A program administered by the Department of Small Business Services

**CEO FY09 Budget:** \$3,300,000

The Employment Works initiative coordinates programming among the public workforce system, the City's Department of Probation, and workforce development providers to increase the number of probationers connected to jobs that ultimately lead to economic self-sufficiency. Employment Works provides educational, training, and supportive services tailored to prepare probationers for employment with the goal of retaining participants in employment, promoting career advancement and reducing recidivism.

### Food Handlers Certification Program

A program administered by the Department of Correction (DOC)

**CEO FY09 Budget:** \$24,000

The Food Handlers Certification Program offers Food Protection certification courses to individuals currently detained or sentenced to Rikers Island. In partnership with the Department of Health and Mental Hygiene, certificates are awarded to individuals who have completed a fifteen-hour training course and scored a 70% or better on a test administered immediately thereafter.

\*Budget figures represent City Tax Levy FY09 allocations as of July 1, 2008, except where noted.

## **Increase Food Stamp Employment and Training Funds (FSET) for Workforce Development**

A program administered by the Department of Small Business Services

**CEO FY09 Budget:** \$50,000

The FSET strategy uses selected CEO employment programs to claim additional Federal FSET funds for New York City. By providing workforce preparation services to Food Stamp recipients in targeted CEO programs administered by the Department of Small Business Services' (SBS), the City is able to draw down Federal workforce development funds that were previously under-utilized.

## **Jobs-Plus**

A program administered by the City University of New York (CUNY)

**CEO FY09 Budget:** \$327,000

Jobs-Plus is a place-based comprehensive employment services program located in a New York City Housing Authority development in East Harlem. The primary objective of Jobs-Plus is to transform public housing developments into communities that help residents enter, sustain, and advance in work. The program serves all working aged residents of the targeted housing development using a three-part strategy: on-site access to employment-related services, rent-based and other work incentives that allow residents to keep more of their earnings, and activities that promote community support for work through neighbor-to-neighbor outreach. New York City is the first city in the nation to replicate Jobs-Plus after it was developed by MDRC and piloted in six sites with support from HUD and the Rockefeller Foundation.

## **Language Access<sup>19</sup>**

A program administered by the Mayor's Office of Immigrant Affairs

**CEO FY09 Budget:** \$80,000

The Language Access Program provides City agencies with technical assistance and guidance to more effectively serve the 600,000 low-income New Yorkers who have Limited English Proficiency (LEP). Assistance includes staff training, translation and interpretation, quality assurance, data collection, outreach and plain language communication strategies. The initiative aims to improve access to public services for LEP residents in compliance with Local Law 73, and privacy laws established by Executive Order 41.

## **Nursing Career Ladder: Licensed Practical Nurse Program**

A program administered by the Health and Hospitals Corporation (HHC) and Department of Education (DOE)

**CEO FY09 Budget:** \$1,070,000

The Nursing Career Ladder initiative prepares individuals who are currently living at or below the 130% of the Federal poverty-level for sustainable careers in nursing. The Licensed Practical Nurse (LPN) program expands the Department of Education's eleven-month training course at a newly renovated space at Goldwater Hospital on Roosevelt Island. Participants are placed in an LPN position at an HHC hospital upon completing the program and obtaining their professional license, earning approximately \$40,000 annually. Program enrollees receive full tuition and support services as needed.

## **Nursing Career Ladder: Registered Nurse Program**

A program administered by the Health and Hospitals Corporation

**CEO FY09 Budget:** \$677,000

The Nursing Career Ladder initiative prepares individuals who are currently living at or below 130% of the Federal poverty-level for sustainable careers in nursing. As with the LPN program, enrollees in the RN program will receive full tuition and counseling services as needed. For the first two years of the program, participants take pre-clinical coursework required for the Bachelor of Science in Nursing (BSN) degree. Participants who maintain a 2.75 GPA are then eligible to transfer to the HHC/Long Island University Nursing School to complete the two-year clinical program required for the BSN degree.

## **NYC Training Guide**

A program administered by the Department of Small Business Services

**CEO FY09 Budget:** \$290,000

The NYC Training Guide is a web-based research tool that matches jobseekers with appropriate training programs to promote skills development and career advancement. The Guide provides detailed information about training courses and providers, enabling individuals to fully consider their training options and decide how a course meets their needs. The guide promotes transparency amongst training providers, incorporating information on course outcomes, and customer satisfaction through participant reviews.

<sup>19</sup> Project is overseen by the Mayor's Office of Operations as of FY2010.

## The Office of Financial Empowerment

A program administered by the Department of Consumer Affairs (DCA)

**CEO FY09 Budget:** \$2,730,000

The Office of Financial Empowerment (OFE) is the nation's first municipal office whose central mission is to educate, empower, and protect City residents with low to moderate incomes, enabling them to build assets and make the most of their financial resources. OFE's strategies include: increasing access to high quality, low-cost financial education, improving access to income-boosting tax credits, connecting low-income households to safe and affordable banking and asset building products and services, and enforcing and improving protections in the financial services marketplace.

OFE manages multiple programs, including the three highlighted below:

**Financial Empowerment Centers:** Financial Empowerment Centers offer free, one-on-one financial education and counseling to low-income New York City residents.

**Tax Prep Plus:** Tax Prep Plus sites offer quick and easy tax preparation at a dramatically reduced rate to ensure working New Yorkers receive the tax credits they deserve.

**Save NYC:** SaveNYC Accounts offer a unique opportunity to eligible low-income tax filers to use a portion of their Earned Income Tax Credit refund to build savings.

## Opportunity NYC: Work Rewards

A program administered by CEO in partnership with the Department of Housing Preservation and Development (HPD), the New York City Housing Authority (NYCHA), Seedco, and MDRC

**CEO FY09 Budget:** \$5,059,000 (includes privately-funded actual expenses)

The Work Rewards program provides work and job training incentives to adults living in subsidized housing. Participants are recipients of housing vouchers (Section 8) administered by the New York City Housing Authority and the New York City Department of Housing and Preservation Development. The initiative is testing alternative strategies involving employment assistance and financial work and training incentives in different combinations. It is also the first random assignment test of the Federal Family Self-Sufficiency Program.

## Sector-Focused Career Centers

A program administered by the Department of Small Business Services

**CEO FY09 Budget:** \$4,350,000

The Sector-Focused Career Centers utilize an innovative strategy that focuses workforce development services on a single economic sector. The Centers meet the needs specific to businesses within the sector as well as provide low-income workers with access to good jobs with career advancement opportunities. Since the opening of the Transportation Center, the program has opened additional Centers targeting the manufacturing and health care sectors.

## Young Adult Programs

### CUNY Accelerated Study in Associate Programs (ASAP)

A program administered by the City University of New York

**CEO FY09 Budget:** \$6,500,000

CUNY ASAP assists students in earning an Associate Degree within three years by increasing the availability of academic and financial support services for young adults and the working poor. Supports include advisement and tutoring, tuition waivers, free text-books and Metrocards for travel to and from campus. In addition, the program offers block-scheduling to accommodate student work schedules, and job developers to help students with job placement and career development.

### CUNY Performance Based Scholarships

A program administered by the City University of New York

**CEO FY09 Budget:** \$130,000

CUNY Performance Based Scholarships offer monetary rewards to students for successful course completion while enrolled at the Borough of Manhattan Community College and Hostos Community College. The program targets low-income community college students between the ages of 22 and 35 who are eligible to receive the Federal Pell Grant, taking at least one developmental course, and who are enrolled for at least six credits for the semester. The initiative is part of a larger multi-state MDRC project.



### **CUNY Preparatory High School (CUNY Prep)**

A program administered by the City University of New York

**CEO FY09 Budget:** \$3,500,000

CUNY Prep is a model program that offers out-of-school youth between the ages of 16 and 18 an opportunity for full-time study in order to obtain a GED and enroll in college. While enrolled in the program, students may also earn college credit at CUNY's Hostos Community College. A separate evening program caters to older students and working adults.

### **Expansion of Educational Opportunities on Rikers Island**

A program administered by the Departments of Education and Correction

**CEO FY09 Budget:** \$2,570,000

The Expansion of Educational Programs on Rikers Island initiative expands basic literacy, numeracy, GED preparation and testing, and vocational training, combined with a small monetary incentive, for inmates ages 19 to 24. In addition, the Departments of Correction and Education have launched an outreach campaign on Rikers Island to ensure that non-readers and those with low literacy skills are identified and recruited for services.

### **Learning Independence for Empowerment (LIFE) Transitions Program**

A program administered by the Department of Juvenile Justice (DJJ)

**CEO FY09 Budget:** \$470,000

The LIFE Transitions Program provides transitional services for youth leaving juvenile detention to return to their communities. Community-based organizations provide workshops to youth in secure detention, then continue and expand the services after youth return to the community. The curriculum is designed to build positive attitudes toward educational achievement, encourage pro-social activities, and teach youth about careers and economic independence. The program also helps connect participants to education, internships, or employment.

### **Model Education: CUNY Catch<sup>20</sup>**

A program administered by the Department of Correction

**CEO FY09 Budget:** \$300,000

In partnership with three City University Community Colleges, the CUNY Catch program provides young inmates with post-incarceration educational services, including pre-GED, GED and college preparatory classes. CUNY Catch is one of two CEO model education programs, designed to expand educational opportunities available to youth upon their release from the City's correctional facilities.

### **Model Education: Getting Out and Staying Out**

A program administered by the Department of Correction

**CEO FY09 Budget:** \$350,000

Getting Out and Staying out (Go/So) provides young, male inmates on Rikers Island with mentoring services, including representation by mentors at court appearances to provide testimony on individual achievements. The program also provides post-discharge transitional services leading to educational and/or job training opportunities. Go/So is one of two CEO model education programs, designed to expand educational opportunities available to youth upon their release from the City's correctional facilities.

### **MillionTreesNYC Training Program**

A program administered by the Department of Parks and Recreation (DPR)

**CEO FY09 Budget:** \$250,000

The MillionTreesNYC Training Program is an eight-month paid training program that prepares unemployed out-of-school youth for green collar positions. Trainees choose one of the programs three tracks: arboriculture, ecological restoration, or community forestry/landscape design, to develop marketable skills in climbing and pruning, as well as tree planting, re-forestation techniques, and horticulture. The training exposes the participants to a wide-range of urban forestry career opportunities that qualifies them to work in the growing field of green collar jobs in the public or private sectors.

<sup>20</sup> The Department of Education began overseeing the CUNY Catch contract as of FY2010.

## NYC Justice Corps

A program administered by the City University of New York, John Jay College of Criminal Justice and Department of Correction

**CEO FY09 Budget:** \$4,460,000

The NYC Justice Corps brings young adults involved with the criminal justice system together with their communities to identify and address unmet community needs. Through meaningful and reparative service to their communities, internships, and job and educational opportunities, the program provides members with practical skills, social support and leadership training. By actively partnering with the NYC Justice Corps, communities own the success and reintegration of their young people as contributing members of society. The program aims to improve the education and employment outcomes of Corps members, reduce recidivism, and support community development in specific New York City neighborhoods.

## School-Based Health Centers

A program administered by the Department of Health and Mental Hygiene (DOHMH)

**CEO FY09 Budget:** \$1,360,000

With CEO funding, School-Based Health Centers (SBHC) were established in six high-need high school sites in low-income neighborhoods. These SBHCs provide a comprehensive range of services including primary care, acute care, health education, vaccinations, and chronic disease management and also offer a non-stigmatized environment for obtaining reproductive and mental health services. CEO clinics provide an array of reproductive health services on-site including screening and treatment for sexually transmitted infections and dispensing of hormonal contraception. SBHCs provide free care to students regardless of their insurance status.

## Teen ACTION

A program administered by the Department of Youth and Community Development (DYCD)

**CEO FY09 Budget:** \$4,480,000

Teen ACTION, an after-school program, is designed to help youth develop positive life skills, self-worth, and social responsibility. Teen ACTION participants have the opportunity to work with staff to research problems affecting their schools or communities and brainstorm potential solutions. Participants then generate, develop, and undertake their own projects designed to address these issues. The service experience is combined with reflection activities. The program includes a comprehensive curriculum that emphasizes the development of leadership skills and healthy behaviors.

## Young Adult Internship Program

A program administered by the Department of Youth and Community Development

**CEO FY09 Budget:** \$9,470,000

The Young Adult Internship Program offers youth who are out of school and out of work the opportunity to develop essential skills for today's workforce through a combination of educational workshops, counseling, and short-term paid internships. After completing the program, participants receive help in finding the most appropriate next step – whether school, advanced training, or employment.

## Young Adult Literacy Program

A program administered by the Department of Youth and Community Development and the City's Public Libraries

**CEO FY09 Budget:** \$1,460,000

The Young Adult Literacy Program targets curriculum and instructional approaches to the needs and interests of disconnected young adults (17-24) who read at Pre-GED levels. The program offers literacy and numeracy classes, work readiness skills, assistance transitioning to GED classes and/or employment, modest participant incentives, and support services to promote sustained participation. The program includes five community-based organizations, and works with the New York, Brooklyn and Queens public libraries to operate seven additional sites.

## Youth Financial Empowerment

A program administered by the Administration for Children's Services (ACS)

**CEO FY09 Budget:** \$210,000

The Youth Financial Empowerment (YFE) program teaches essential financial literacy skills to youth aging out of the foster care system. The program also provides matching funds to contributions made by youth into Individual Development Accounts (IDAs). Program participants in the program receive matching funds of up to \$2,000 by saving \$1,000 in the IDA.

These savings can be applied to secure and maintain stable housing, to pursue educational opportunities, and to obtain vocational training.

## Families with Young Children Programs

### Child Care Tax Credit

A program administered by the Department of Finance in collaboration with New York State.

**CEO FY09 Budget:** \$30,000,000

The Child Care Tax Credit provides low-income eligible families with a refundable tax credit to help pay for child-care expenses. When combined with the Federal and State childcare tax credits, a New York City family can receive over \$6,100 yearly to help offset the cost of child-care. New York City is one of the only two cities nationwide that offers this local credit.

### Food Policy Coordinator

A program administered by the Office of the Deputy Mayor for Health and Human Services

**CEO FY09 Budget:** \$80,000

Established through a joint effort by Mayor Michael R. Bloomberg and the NYC Council, the Food Policy Coordinator is an ombudsman working in the Mayor's Office to improve food security and increase the availability of healthy food in low-income neighborhoods. The Coordinator pursues an integrated multi-agency strategy to promote access to, and utilization of food support programs such as the Food Stamp Program and the School Meals Program; improve the healthfulness of meals served by City agencies; and promote healthy food retail access and demand.

### Healthy Bodegas Initiative

A program administered by the Department of Health and Mental Hygiene

**CEO FY09 Budget:** \$180,000

The Healthy Bodegas Initiative aims to promote healthy eating by increasing the availability, quality, and variety of healthy foods in bodegas in targeted low-income neighborhoods. The program works with bodega owners to improve provision of many healthy items, including low-fat milk, fresh fruits and vegetables, and whole grains, and works with community groups to increase consumer demand for these products.

### Nurse-Family Partnership

A program administered by the Department of Health and Mental Hygiene

**CEO FY09 Budget:** N/A

CEO supports the Nurse-Family Partnership (NFP) initiative in its efforts to obtain sustainable funding. The program is a nationally recognized home visitation model designed to provide low-income, first-time mothers with support by bachelors-prepared nurses during pregnancy until the child turns two. Nurses follow guidelines established by the NFP National Service Office, focusing on the mother's personal health, quality of care-giving, and life-course development, as well as the child's growth and development. This evidence-based community program has proven results, including long-term family improvements in health, education, and economic self-sufficiency, as well as increased spacing between births.

### Opportunity NYC: Family Rewards

A program administered by the Center for Economic Opportunity in partnership with Seedco and MDRC

**CEO FY09 Budget:** \$13,264,000 (privately-funded actual expenses)

The Opportunity NYC: Family Rewards pilot, the most comprehensive of the three conditional cash transfer initiatives, offers families cash payments to reduce short-term material hardship and to support efforts to build human capital in the long term. This family-focused program offers rewards for activities in the education, preventative health and employment and training areas.

### Opportunity NYC: Spark

A program administered by the Department of Education in partnership with the Education Innovation Laboratory at Harvard University

**CEO FY09 Budget:** \$2,000,000 (privately funded)

The Spark program was developed and is being evaluated by the Education Innovation Laboratory at Harvard University, in collaboration with the NYC Department of Education. This school-based strategy aims to improve academic achievement by providing small monetary incentives directly to public elementary and middle school students for achievement on periodic assessment tests.



## Discontinued Programs

In 2009, CEO announced that the following programs were discontinued.

### **ACCESS NYC Marketing and Outreach**

A program administered by Health and Human Services Connect and the Department of Information Technology and Telecommunications

The Center for Economic Opportunity supported several strategies to help launch and promote the City's on-line benefit screening program. The programs included trainings, ad campaigns, staffing, and computer giveaways. These programs ran their course and some were more successful than others. Users were helped by staff to use the screening tool but none were particularly more effective than users of self-guided applications. Over 500 computers were distributed to non-profits and City agencies to be used for benefit screening, but there is no reasonable way to measure benefits. Additionally, benefits could not be readily measured and increased site usage could not be attributed to the marketing program.

### **The City Hiring Initiative**

A program administered by the Human Resources Administration

The program sought to increase the number of cash assistance recipients placed into entry level positions with City agencies and their contractors. The program model was insufficiently developed, and City hiring practices were negatively impacted by reduced City revenues. As a result, the program attained few job placements.

### **e311 Language Access Campaign**

A program administered by the Office of the Deputy Mayor for Health and Human Services

The e311 Marketing Campaign was part of other language access initiatives and efforts to promote social services available through the City's 311 phone service. The campaign was successfully implemented and there was an increase in 311 call volume during the campaign. There was also a modest increase in non-English calls. The time-limited, single-year campaign ended leaving little justification for CEO's investment in long-term evaluation.

### **Early Childhood Policy and Planning Positions**

A program administered by the Department of Education and the Administration for Children's Services

CEO funded staff positions in two City agencies to work on early childhood planning. These individuals were well-regarded by their agencies and contributed to an expansion of pre-kindergarten slots. However, they did not have the authority required to be a robust, measurable program model. For this reason the program was terminated.

### **Model Education: Supportive Basic Skills**

A program administered by the Department of Correction

This program was one of several education and employment programs developed for court-involved young adults. The initiative offered basic literacy instruction and case management to youth exiting Rikers Island. This is a difficult-to-serve population, with few programs to help their re-entry. The Center for Economic Opportunity cut this program because the provider failed to serve and improve the reading skills of a sufficient number of participants.

### **Non-Custodial Parents Initiatives**

A program administered by the Human Resources Administration

The City's child support enforcement unit developed several new outreach strategies to engage low-income non-custodial parents in the child support enforcement system. The programs had limited impacts and as a result are no longer considered part of the Center for Economic Opportunity's portfolio. The City's Human Resources Administration's Office of Child Support Enforcement (OCSE) continues to work with this hard-to-reach population as part of its basic mission.

## Appendix B — Evaluation Reports

All reports can be found online at [www.nyc.gov/ceo](http://www.nyc.gov/ceo)

### **ACCESS NYC**

*Early Implementation Report: ACCESS NYC.* Westat and Metis Associates, 2008.

### **Advance at Work**

*Employment Evaluation: An Analysis of Community Partners, Advance at Work, and the Sector Center.* Westat and Metis Associates, 2010.

*Early Implementation Report: Career Advancement Program (EarnMore).* Westat and Metis Associates, 2008.

### **Business Solutions Training Funds**

*Early Implementation Report: Business Solutions Training Funds.* Westat and Metis Associates, 2008.

### **Center for Economic Opportunity**

*Evidence of Organizational Change: Qualitative Assessment of the NYC Economic Opportunity's Impact on New York City Agencies and Provider Organizations.* Metis Associates, 2009.

### **Community Partners**

*Employment Evaluation: An Analysis of Community Partners, Advance at Work, and the Sector Center.* Westat, Inc and Metis Associates, 2010.

*Early Implementation Report: Community-Based Organization Outreach.* Westat and Metis Associates, 2008.

### **CUNY ASAP**

*Early Outcome Report for the City University of New York (CUNY) Accelerated Study in Associate Programs (ASAP).* City University of New York, 2009.

*Early Implementation Report: CUNY ASAP (Accelerated Study in Associate Programs).* Westat and Metis Associates, 2008.

### **CUNY Preparatory High School**

*Early Implementation Report: CUNY Preparatory High School.* Westat and Metis Associates, 2008.

### **Expansion of Educational Opportunities on Rikers Island**

*Early Implementation Report: Educational Expansion on Rikers Island.* Westat and Metis Associates, 2008.

### **Food Policy Coordinator**

*Early Implementation Report: Food Policy Coordinator.* NYC Center for Economic Opportunity, 2008.

### **Healthy Bodegas**

*Early Implementation Report: Healthy Bodegas.* NYC Center for Economic Opportunity, 2008.

### **LIFE Transitions Program**

*Learning Independence for Empowerment (LIFE) Transitions Program Community Component: Final Assessment Report.* Westat and Metis Associates, 2010.

*Early Implementation Report: Learning Independence for Empowerment (LIFE) Transitions Program.* Westat and Metis Associates, 2008.

**Model Education Programs**

*Early Implementation Report: Model Education – CUNY Catch.* Westat and Metis Associates, 2008.

*Early Implementation Report: Model Education–Getting Out & Staying Out.* Westat and Metis Associates, 2008.

*Early Implementation Report: Model Education– Supportive Basic Skills Program.* Westat and Metis Associates, 2008.

**MillionTreesNYC Training Program**

*MillionTreesNYC Training Program Participant Focus Group Summary Report.* Metis Associates, 2009.

**Nurse Career Ladders: LPN Program**

*Early Implementation Report: Nurse Career Ladders: Licensed Practical Nurse Program.* Westat and Metis Associates, 2008.

*Evaluation of the NYC CEO LPN Program: Report on Focus Group Session.* Westat and Metis Associates, 2009.

**Nurse Career Ladders: RN Program**

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**NYC Justice Corps**

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## Appendix C — Performance Data

<b>WORKING POOR PROGRAMS</b>	<b>FY09 TARGET</b>	<b>FY09 ACTUAL</b>	<b>% OF FY09 GOAL</b>
<b>ADVANCE AT WORK (SBS)</b>			
Number Enrolled	1,810	1,871	103%
Number of Unique Individuals Receiving Upgrades	1,065	1,062	100%
Number Received New Work Support/Benefit	267	407	152%
Number of Career Upgrades/Promotions	805	749	93%
<b>BUSINESS SOLUTIONS TRAINING FUNDS (SBS)</b>			
Number of Awards	44	32	73%
Number of Trainees*	2,500	1,399	56%
Average Wage Gain for Incumbent Trainees*	8%	14%	170%
Percent of Incumbent Trainees Receiving Wage Gain*	90%	84%	94%
Percent of Low-income Incumbent Trainees (<\$15.00)*	70%	70%	100%
Amount of Dollars Awarded (\$ in Millions)	-	1.69	-
Amount of Employer Contribution (\$ in Millions)	-	1.10	-
<b>COMMUNITY PARTNERS (SBS)</b>			
Number of Referrals	-	6,851	-
Number of Job Placements	2,880	2,912	101%
<b>EARNED INCOME TAX CREDIT MAILING (DOF)†</b>			
Households Claiming Credit	-	4,293	-
Total Amount Received by Families (\$ in Millions)	-	2.75	-
Mean Amount Claimed	-	\$641	-
<b>EMPLOYMENT WORKS (SBS/DOP)</b>			
Number Served	1,831	2,194	120%
Number of Job Placements	610	666	109%
Number Placed in Employment at \$9/hr or More	420	302	72%
Number Confirmed Reaching 6-months Retention	106	105**	99%**
<b>FINANCIAL EMPOWERMENT CENTER (OFE/DCA)</b>			
Number of Clients Intake	515	614	119%
Number of Counseling Sessions	850	985	116%

\*These outcome numbers are projected based on awards given in FY09. Some training and wage gains may happen after FY09 though award was given in FY09.

†Data reflects Tax Year 2005

\*\*Data undergoing verification at time of publication

	FY09 TARGET	FY09 ACTUAL	% OF FY09 GOAL
<b>FOOD HANDLERS CERTIFICATION PROGRAM (DOC)</b>			
Number of Test Takers	500	551	110%
Number Certified in Food Protection	500	550	110%
<b>NURSING CAREER LADDER: LPN PROGRAM (HHC/DOE)</b>			
Number Served	40	41	103%
Number of Program Graduates	40	39	98%
Number Passed the LPN Exam	40	31	78%
Number Job Placements as LPNs	40	23	58%
<b>NURSING CAREER LADDER: RN PROGRAM (HHC)</b>			
Number Served	-	117	-
Number of New Enrollees	-	83	-
Number in Pre-clinical Coursework	-	94	-
Number of Dropouts	-	59	-
<b>NYC TRAINING GUIDE (SBS)</b>			
Number of Site Visitors	120,000	309,162	258%
Number of Report Cards (Provider Outcomes)	150	173	115%
Number of Student Reviews	1,600	2,166	135%
<b>OPPORTUNITY NYC: WORK REWARDS (CEO/HPD/NYCHA/MDRC/SEEDCO)</b>			
Total Rewards Earned	-	\$809,500	-
Percent of Eligible Participants to Earn Reward	-	37%	-
Average Total Amount of Awards earned by a Family	-	\$1,456	-
Percent of Eligible Participants to Earn Work- or Education-Related Milestone	-	18.4%	-
Average Amount of Escrow Earned by a Family that has Started Employment/Increased Earnings	-	\$1,236	-
<b>SAVE NYC (OFF/DCA)</b>			
Number of Accounts Opened	1,000	1,056	106%

	FY09 TARGET	FY09 ACTUAL	% OF FY09 GOAL
<b>SECTOR-FOCUSED CAREER CENTERS–TRANSPORTATION (SBS)</b>			
Number Enrolled	-	3,901	-
Number of Placements or Promotions	880	1,077	122%
Number of Job Placements	717	822	115%
Number of Job Promotions	163	254	156%
Number Placements at \$10/hr or Above	538	617	115%
Number Enrolled in Training	100	318	318%
Number Completed Training	80	125	156%
Number Obtained Work-Related Credentials	80	125	156%
<b>TAX CAMPAIGN (OFE/DCA)</b>			
Tax Prep Plus	4,000	3,925	98%
Number of 311 Inquiries	30,000	37,324	124%
Number of Site Visitors	25,000	44,430	178%
<b>YOUNG ADULT PROGRAMS</b>			
<b>CUNY ASAP (CUNY)</b>			
Number Served	1,000	850	85%
Semester Three Retention	> 676	909	135%
Semester Four Retention	> 549	827	151%
Graduation Rate	> 129	374	290%
<b>CUNY CATCH (DOC)</b>			
Number of Confirmed Arrivals (Served)	500	359	72%
Number of Literacy Gains	100	49	49%
Number Passed Predictor Test	125	41	33%
Number Passed GED Test	75	14	19%
Number Enrolled in Vocational Training	25	15	60%
Number Enrolled in College	75	60	80%
<b>CUNY PREPARATORY SCHOOL: DAY PROGRAM (CUNY)*</b>			
Number of New Students Served	292	311	107%
Number of Continuing Students Served	-	179	-
Number of Students who Took the GED	-	178	-
Number of Students who Took and Passed the GED	134	121	91%

\*Data reflect participants from school year 2008-2009



	FY09 TARGET	FY09 ACTUAL	% OF FY09 GOAL
Number Enrolled in College	61	60	-
Number of College Enrollees who Remained for 2 Semesters†	34	42	124%
<b>CUNY PREPARATORY SCHOOL: EVENING PROGRAM (CUNY)</b>			
Number of New Students Served	304	231	76%
Number of Continuing Students Served	-	223	-
Number of Students who Took the GED	-	201	-
Number of Students who Took and Passed the GED	151	100	66%
Number Enrolled in College	50	22	44%
<b>EXPANSION OF EDUCATIONAL OPPORTUNITIES ON RIKERS ISLAND (DOE/DOC)</b>			
Number of Total Enrolled	4,000	1,870	47%
Number Passed the GED	125	47	38%
Number Received Vocational Certification	125	149	119%
Number Enrolled in Basic Education (ESL, ELL)	-	1,015	-
<b>GETTING OUT AND STAYING OUT (DOC)</b>			
Number of Confirmed Arrivals (Served)	150	175	117%
Number Enrolled in GED	50	15	30%
Number Enrolled in Vocational Classes	50	28	56%
Number Enrolled in College	50	23	46%
Number of Job Placements (Part Time)	75	17	23%
Number of Job Placements (Full Time)	75	19	25%
<b>LIFE TRANSITIONS PROGRAM (DJJ)</b>			
Number of New Enrollees (in Detention)	1,300	1,148	88%
Number Enrolled in Post Detention Program	150	122	81%
Number Reached 90-Day Retention Milestone in the Community	100	78	78%
Number Reached 90-Day Milestone of School Re-Enrollment	100	78	78%
<b>MILLIONTREESNYC TRAINING PROGRAM (DPR)</b>			
Number Served	30	32	107%
Number Received Certifications	24	25	104%
Number of Job Placements	-	20	-

†Data is based on 2007-2008 participants

	FY09 TARGET	FY09 ACTUAL	% OF FY09 GOAL
<b>NYC JUSTICE CORPS (CUNY/DOC)</b>			
Number Recruited	476	479	101%
Number Enrolled	242	275	114%
Number Completed Job Readiness Training	154	267	173%
Number Completed Community Benefit Service	130	137	105%
Number of Program Graduates	109	84	77%
Number of Post-Corps Placements	94	46	49%
Number of Post-Corps Retention at Six Months	-	-	-
<b>SCHOOL-BASED HEALTH CENTERS (DOHMH)</b>			
Number Enrolled	8,377	5,695	68%
Number of Total Clinic Visits	-	20,150	-
Number of Health Education Visits	-	2,273	-
Number of Mental Health Visits	-	2,093	-
Number of Reproductive Health Visits	-	5,474	-
<b>TEEN ACTION (DYCD)</b>			
Number Served	3,153	3,637	115%
Rate of Participation per Provider	70%	74%	105%
<b>YOUNG ADULT INTERNSHIP PROGRAM (DYCD)</b>			
Number Enrolled	1,359	1,359	100%
Number Completed Internship	1,019	1,242	122%
Number Placed in Education/Employment	951	888	93%
9-Month Retention	815	704	86%
<b>YOUNG ADULT LITERACY PROGRAM (DYCD/PUBLIC LIBRARIES)</b>			
Number Enrolled	480	619	129%
Number of Literacy Gains	240	258	108%
Number Enrolled in GED Class	-	147	-
Number Referred to Employment or Job Training	-	256	-
<b>YOUTH FINANCIAL EMPOWERMENT (ACS)</b>			
Number Recruited for the Financial Literacy Workshop	65	102	157%
Number of Opened IDAs	50	60	120%

<b>FAMILIES WITH YOUNG CHILDREN PROGRAMS</b>	<b>FY09 TARGET</b>	<b>FY09 ACTUAL</b>	<b>% OF FY09 GOAL</b>
<b>CHILD CARE TAX CREDIT (DOF)*</b>			
Households Claiming Credit	-	40,398	-
Total Amount Received by Families (\$ in Millions)	-	23.13	-
Mean Amount Claimed	-	\$573	-
<b>HEALTHY BODEGAS (DOHMH)</b>			
Number of Bodegas Served – Fruit and Vegetable Campaign	516	520	101%
Number of Star Bodegas Recruited	60	60	100%
Number of Star Bodegas that Completed Campaign	60	55	92%
Average Positive Outcomes Achieved per Store	-	4	-
<b>NURSE-FAMILY PARTNERSHIPS (DOHMH)</b>			
Number Served	2,882	2,065	72%
Percent of relative change in maternal smoking during pregnancy	-20%	-29.0%	145%
Percent of mothers will initiate breastfeeding	75%	89.4%	119%
Percent of mothers will have a subsequent pregnancy by 24 months postpartum	≤25%	23.0%	100+%
Increase workforce participation among mothers on welfare	-	45.2%	-
Percent of infants will be up-to date with immunizations at 2 years of age	90%	93.7%	104%
<b>OPPORTUNITY NYC: FAMILY REWARDS (CEO/MDRC/SEEDCO)</b>			
Total Rewards Earned (\$ in Millions)	-	7.38	-
Percent of Eligible Families to Earn Reward	-	98%	-
Average Amount Earned by a Family	-	\$3,072	-
<b>OPPORTUNITY NYC: SPARK</b>			
Total Rewards Earned (\$ in Millions)	-	1.6	-
Number of Eligible Participants to Earn Reward	-	8,000	-

\*Data reflects Tax Year 2008



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