



**Department of
Youth & Community
Development**

**NEW YORK CITY COUNCIL
COMMITTEE ON YOUTH SERVICES**

OVERSIGHT HEARING

**“Disconnected Youth:
Out of Work and Out of School”**

**ANDRE WHITE
DEPUTY CHIEF OF STAFF**

NOVEMBER 21, 2016

Good morning Chairman Eugene and members of the Youth Services Committee. I'm Andre White, Deputy Chief of Staff at the New York City Department of Youth and Community Development (DYCD). On behalf of Commissioner Chong, thank you for inviting us to testify today at this important hearing on disconnected youth.

While the commonly accepted definition of disconnected youth is young people aged 16-24 who are out of school and out of work with low skill levels, it's actually a very diverse population. An 18 year old who is reading at a 6th grade level with no work experience needs a different set of services than a 21 year old who has their high school diploma and some work experience, but is currently unemployed.

To help meet the various needs of youth who are not working and not in school, DYCD has several programs that focus this population. At the core of all these programs are the principles of youth development, which include focusing on youth strengths, prioritizing youth engagement, and including all youth. DYCD's programs include:

- The Young Adult Internship Program or YAIP promotes the social and professional skills essential to succeeding in today's competitive labor market. Developed in collaboration with the Center for Economic Opportunity, YAIP features a combination of counseling, professional development workshops, short-term paid internships, and placement services. The program operates in three 14-week cohorts each year. Participants are paid the New York State minimum wage and spend 25 hours per week in internships and workshops. After the internship ends, a minimum of nine months of follow up begins, providing youth with ongoing support.
- The federally funded Workforce Innovation and Opportunity Act (WIOA) Out of School (OSY) programs offer a combination of occupational hard skills training for in demand jobs and high school equivalency and basic skills instruction. In addition, OSY programs provide work readiness training, paid work experiences, career exploration, comprehensive case management, and supportive services. WIOA youth programs must meet Federal and State outcomes related to job placement and credential attainment of participants, and DYCD's programs have successfully done so for over ten years.
- In partnership with ACS, DYCD has partnered with ACS to implement the YAIP Plus program. Based on DYCD's successful YAIP model, YAIP Plus provides employment and education services to young adults ages 16-24 who are currently or formerly receiving foster care or juvenile justice services through ACS.
- The Young Adult Literacy Program (YALP), also developed in collaboration with CEO, targets youth who are reading at the 4th to 8th grade reading levels. YALP provides pre-HSE basic skills instruction and comprehensive support services, with the goal of improving students' literacy and mathematics skills so that they can enroll in an HSE test preparation class. Students who maintain a 70% average attendance rate can also obtain a paid internship with a public or private employer or through service learning projects, further developing their work readiness skills.
- Last fiscal year, six of the 16 YALP program sites rolled out pilot bridge programs, which contextualized literacy instruction in specific sectors. These programs integrate reading and math skills instruction with occupational training, provide college and career counseling with transition support, and offer paid internship opportunities. Contextualized curricula in the healthcare and information technology sectors are being used in the pilot. An evaluation is being

conducted to determine the effectiveness of the Bridge program in improving participant outcomes. The findings will also inform future policy and program decisions for YALP.

- In line with state and locally defined goals, the Neighborhood Development Area (NDA) Opportunity Youth: Supported Work Experience program provides young people ages 16-24 who are not in school or working with work-readiness training, counseling and paid short-term work experience in jobs that match youths' interests and provides opportunities for career exploration. Activities include education and career counseling, employment assistance, job readiness and life skills training. After their work experience, youth are placed in employment, education, advanced training or the military.
- Finally, the Summer Youth Employment Program (SYEP) also serves disconnected youth. This past summer, 4,666 of the over 60,000 enrolled SYEP youth were out of school and out of work. SYEP also has specialized services for foster care, homeless and court involved youth, some of whom may also be out of school or out of work. This past summer, 3,000 vulnerable youth were enrolled in SYEP.

In addition to this suite of services, over the past year, DYCD has increased our efforts to move participants from one program to another, providing a true continuum of services. For example, when a YAIP participant completes their 14 week cycle, they may be referred to a WIOA OSY program, depending on their goals, needs and interests. We are also working to connect 2016 SYEP applicants who indicated they were out of school and out of work at SYEP enrollment with an OSY or YAIP program. To help facilitate referrals between programs and increase coordination and collaboration, we held a convening of our program providers who serve older youth in late August, to build relationships with each other. Nearly 150 staff from providers operating YAIP, WIOA OSY, Runaway/Homeless Youth drop in centers and shelter beds, and NDA Opportunity Youth programs attended. The attendees discussed service delivery issues, how to be a resource to each other by borough, and expressed interest in future relationship building and networking sessions. We are also exploring the feasibility of technology and database system improvements to better track program participants and more easily make referrals.

To leverage the strengths of our sister agencies' programs, for the past two summers, we've worked with ACS and the Department of Probation to identify youth in their systems who are eligible for a vulnerable youth slot in SYEP. We are working with HRA to support their efforts to maximize education, training and employment services for their clients by connecting them to our adult literacy programs and OSY programs. We have also enhanced our OSY program model to serve a broader range of out of school youth by partnering with CUNY to leverage their wide array of occupational trainings. This new service component creates a pathway for OSY participants that have a high school diploma or equivalent to enter one of several CUNY trainings, such as early childhood development, culinary arts, healthcare and information technology.

As we have discussed, the disconnected youth population is diverse in terms of skill levels and needs, and requires multiple service options. The number of youth in New York City who are out of school and out of work is large and can't be served by DYCD alone. It will require continued collaboration across city agencies and with the City Council to help youth obtain the services they need. DYCD stands ready to provide these services within a youth development framework to assist out of school youth in meeting their career and life goals. Thank you again for the chance to testify today.



**Department of
Education**

Carmen Fariña, Chancellor

**Testimony of the NYC Department of Education on Disconnected Youth
Before the NYC Council Committee on Youth Services**

November 22, 2016

Good morning Chair Eugene and Members of the City Council's Committee on Youth Services. My name is Robert Zweig, and I am the Deputy Superintendent of the New York City Department of Education's (DOE) District 79 (D79), the district that oversees the City's alternative programs. I am joined today by Vanda Belusic, Senior Executive Director of the DOE's Office of Postsecondary Readiness (OPSR). Thank you for allowing us to testify on this important topic.

DOE is committed to providing high-quality educational programming and supports for all City students, including disconnected youth. Our transfer schools, Young Adult Borough Centers (YABCs), and the Pathway to Graduation program are specifically designed to help prevent students from dropping out, re-engage and transition back into the traditional educational system, when possible, or develop skills to pursue a career pathway. These programs serve students under age 21 who have struggled in traditional high-schools, are over-age and under-credited for graduating on time, and students new to the school system with limited formal education.

The DOE has 57 transfer high schools throughout the City that offer a pathway to a high school diploma for 16-21 year olds who are behind in high school or who have dropped out. They focus on a small, personalized learning environment with rigorous academic standards and a student-centered pedagogy. Students attend a transfer school for a full school day. Last school year, over 14,437 students were enrolled in a transfer school.

Our YABCs, also located throughout the five boroughs, offer evening programs designed for students who might consider dropping out due to being behind in their credit accumulation or who have adult responsibilities that make attending school during the daytime difficult. Students must be between 17.5 and 21 years old and must be in their fifth year of high school with at least 17 credits. These students graduate with a diploma from their home school.

The Learning to Work (LTW) program is a component of many Transfer Schools and YABCs. LTW was launched in 2005 to increase the number of over-age and under-credited students who earned a high school diploma. As part of this program, student receives services including: specialized supports such as assessment, individual and group counseling, attendance outreach, and tutoring; college and career exploration and readiness training; and subsidized internships and job development services. LTW services are available in 13 transfer schools and all 23 YABCs through CBO staff who are located on-site to coordinate and deliver the specialized and personalized supports needed to keep students on track for high school graduation. Last year, LTW served approximately 12,000 students.



**Department of
Education**

Carmen Fariña, Chancellor

Lastly, D79 works with students through Pathways to Graduation, The School of Cooperative Technical Education (Coop Tech), and the Living for the Young Family through Education (LYFE) program.

In partnership with community-based organizations, Pathways to Graduation offers both full- and part-time high school equivalency preparation programs and wraparound services for young adults between ages 18-21 at more than 65 sites throughout the City. It is important to note that more than 43 percent of students who enroll in Pathways to Graduation did so after completely disconnecting from school.

Coop Tech offers a half-day model where 18-21 year old students can attend their regular high school or high school equivalency program during a portion of the day and then attend one of the 17 certification courses, such as culinary arts or computer networking, offered by Coop Tech during the other portion of the day.

To ensure that student parents can have access to childcare, LYFE provides free daycare for the children of students who are between eight weeks and three years old, along with academic guidance and advocacy, to support young parents as they achieve a high school diploma or equivalency. LYFE centers are spread throughout the City.

D79 also works closely with several other City agencies and community partners. The Future Now program in the Bronx is a highly success partnership with Bronx Community College (BCC) where almost all students complete a high school equivalency and go on to attend BCC. We collaborate with the Division of Youth and Community Development on the Opportunities for a Better Tomorrow program. The New York City Department of Small Business Services and Human Resources Administration are also invaluable partners.

While we recognize that there is more that can be done, the DOE is proud of the work we do to prevent students from disconnecting and to re-integrate, and support students who had previously disconnected. Our goal is to not just help these youths obtain a high school diploma or a high school equivalency diploma, but also to help them grow as students so that they can transition successfully into college, an adult education program, or a career.

Thank you again for allowing us to testify today. I now turn to my colleagues from the Human Resources Administration, and will be happy to answer your questions once the testimony is complete.

Testimony of Gary Jenkins

The New York City Department of Social Services | Human Resources Administration

New York City Council Youth Services Committees

Oversight Hearing – Oversight - Disconnected Youth (out of school and out of work)

November 22, 2016

Good morning Chairperson Eugene and members of the Committee on Youth Services. Thank you for inviting me to discuss our programs and initiatives which are helping to give young people the skills and training that lead to sustained and meaningful participation in the workforce. My name is Gary Jenkins and I am the Executive Deputy Commissioner of the Family Independence Administration at the New York City Department of Social Services | Human Resources Administration (HRA). I am pleased to join my colleagues in government today to discuss the Administration's efforts to set clear pathways for youth to achieve long-term economic security.

HRA is the nation's largest social services agency assisting over 3 million New Yorkers annually through the administration of more than 12 major support programs. HRA also administers IDNYC, the country's most successful municipal identification program.

Among other assistance, HRA provides these key supports for low-income children and adults:

- 2.2 million New Yorkers receive Medicaid through HRA and over one million more through the State Health Insurance Exchange;
- 1.68 million New Yorkers are receiving Supplemental Nutrition Assistance Program (SNAP)/food stamps and families and individuals receive millions of meals served through food pantries and community kitchens;
- 685,000 New Yorkers receive home energy assistance every winter;
- 107,000 New Yorkers receive one-time cash assistance over the course of a year to prevent evictions and utility shutoffs or provide assistance with other emergencies; and
- 59,145 New Yorkers receive employment services, including 11,510 18 -24 year olds.
- Approximately 250,000 NYC children receive more than \$750 million dollars in child support collections each year.

Low-income New Yorkers depend on these vital supports to maintain employment and to achieve housing stability. Our benefits and entitlement programs serve both employed and

unemployed New Yorkers, and more than 28,000 of our clients receiving cash assistance are employed fulltime. However, their incomes are so low that they still qualify for cash assistance. This is why it was so critical that HRA developed an individualized approach to employment service delivery, because New Yorkers are not homogeneous and arrive at our door for many different reasons.

Moving away from a one-size-fits-all employment approach to a new, more diverse, individualized approach allows HRA to focus on improving employment and training outcomes so that more clients have an opportunity to achieve economic stability, secure employment, and move off the caseload and out of poverty. Under the prior approach, 34% of clients who were reported as receiving employment assistance ended up returning to the caseload again within 12 months.

HRA's new employment services model connects clients to individualized education, training, employment and other services that gives them the skills and training they need to compete in the job market and reach their maximum earning potential. Of the 59,145 employable clients on HRA's caseload, 44% lack a high school diploma; without a high school education it is difficult to earn even \$20,000 – and in New York City that will not take you very far. This is why we've worked with our partners in the State to provide clients with the opportunity to gain a high school diploma or college level education. As of November 18, 2016 there were 3,798 HRA clients enrolled in a college or university and 8,402 HRA clients enrolled in a high school or equivalent program.

Following the December 31, 2014 approval by the State Office of Temporary Assistance and Disability Assistance (OTDA) of the HRA Employment Plan, we began developing and implementing significant employment program reforms. Since that time we have steadily rolled out programs and initiatives that are rooted in best practices and that focus on achieving sustainable outcomes. I will briefly mention some of these improvements:

- We've implemented new employment services contracts to ensure alignment with the new vision and are no longer relying on a one-size-fits-all approach. This youth-specific approach to serving youth has been cited by the Center for Law and Social Policy (CLASP)¹: "While cash assistance under the Temporary Assistance for Needy Families block grant is not commonly thought of as a 'youth-serving' program, the reality is that one-third of adult recipients of TANF benefits are under age 25. HRA's new program, YouthPathways, represents one of the few large-scale programs nationwide to tackle this issue."

¹ <http://www.clasp.org/resources-and-publications/publication-1/Young-Adults-and-TANF.pdf>

- We've are phasing out the Work Experience Program (WEP), which provided clients with limited opportunities to engage in simulated work experience with other City agencies. WEP is being replaced with more meaningful opportunities for internships and community service that align more closely to each client's area of interest.
- We've improved assessments to address each client's actual strengths and needs.
- We've maximized education, training and employment-related services to build career pathways out of poverty.
- We've eliminated unnecessary punitive and duplicative actions that lead to preventable negative actions.

HRA has also made policy and procedure shifts that allow us to better serve our clients, including young people with Limited English Proficiency and/or low literacy. A few of these policy shifts include:

- Allowing 2 and 4-year college enrollment to count as a work activity in accordance with state law;
- Encouraging participants age 24 and under to participate in full-time Adult Basic Education (ABE), sector-based contextualized literacy training program, English as a Second Language (ESL) courses, or High School Education (HSE) prep programs; and
- Expanding services for clients with Limited English Proficiency by now allowing them to participate in full-time English as a Second Language coursework

YouthPathways

While our recent policy reforms benefit all of our clients, we recognized that there was a particular need to focus resources on better connecting low-income young people to meaningful employment and training services. YouthPathways is a new HRA program, recognized as a national model by CLASP and steeped in labor market demand and youth development principles. We anticipate that once fully ramped up the YouthPathways model will foster a more successful transition to the job market for approximately 14,550 youth age 18-24. Defining a clear career pathway for these young people is critical to interrupting patterns of generational poverty and dependence on public assistance.

On November 16, just last week, HRA selected vendors for three new employment programs. In total, more than 68,000 HRA clients are expected to benefit from these programs annually. We have full confidence that the selected vendors will advance our workforce development goals and efforts for all of our clients, including young people age 18-24. We are pleased to announce that YouthPathways contracts were awarded to 6 organizations with a proven record of success, including: ResCare Workforce Services, America Works of New York, Inc., Fedcap Rehabilitation Services, Goodwill Industries of Greater NY and Northern NJ, Inc., Maximus

Human Services Inc., and East River Development Alliance. These vendors will be working with the following subcontractors: Queens Library, Association of Community Employment, Avondale Care Group, Career & Educational Consultants, Community Service Society, Futures and Options, Hellenic-American Neighborhood Action Committee (HANAC), Project Renewal, Pro-Placement Solutions, Quality Employment Services, and StartFresh.

HRA encourages vendors to utilize innovative approaches to service delivery. We feel strongly that in order to yield successful outcomes, YouthPathways programs must be comprised of the following components:

- Frequent client engagement and a career pathway developed in accordance with the client's strengths and needs;
- One-on-one financial counseling, social capital-building and connection to high-quality youth services;
- Collaborative partnership with DOE to enhance education, training and work-readiness programming; and
- Provision of job-readiness and skill development activities for up to one year post-placement.

While it's too early to report on outcomes we are hopeful that soon we will have many positive success stories to share with this Committee.

HRA Youth Programs

The YouthPathways program does not represent the full range and scope of employment programs and services at HRA. We also offer:

- Internships related to a career pathway that meet the State Department of Labor standards (funded through a separate RFP for Internship Placement Services (IPS));
- Subsidized transitional jobs programs, including positions at the Parks Department and in the private sector (e.g., the Parks Opportunity Program (POP) and the Shelter Exit Transitional Jobs (SET) program, which has been transferred to HRA from the Department of Homeless Services, to promote shelter move-outs); and
- HireNYC a free program that connects cash assistance clients and low-income workers to jobs generated by economic development projects and also requires human services vendors to hire at least one Public Assistance recipient for every \$250,000 received in City funding.
- The Support Through Employment Program (STEP) which pairs unemployed or underemployed noncustodial parents with a vendor Child Support services through HRA's employment service contracts to help them with job readiness training,

placement services, vocational training. Most participants who find work through STEP hold jobs that pay above the minimum wage.

Other Youth Initiatives

HRA's Office of Child Support Enforcement (OCSE) is also moving from a one-size fits all approach to developing a model to help reduce income inequality for the nearly 20,000 young parents, recognizing the unique needs of young people. OCSE's efforts include:

- A Youth Policy Committee where youth development experts from the public and private sectors are meeting monthly to design a new service model that supports both custodial and noncustodial parents under the age of 25 by addressing the service needs of young parents.
- Partnerships with community-based organizations serving youth to help young noncustodial parents connect to OCSE services such as debt reduction and order modification programs and employment.
- The Early Intervention Program gives noncustodial parents under the age of 25 an extra level of support so that they can be best positioned to navigate the child support program by reaching out to each young parent with a new child support order to ensure they understand the program and how to obtain assistance if needed.
- The No Kidding Teen Pregnancy Prevention Program which uses peer educators who were teen parents to educate students on the realities and challenges of being a teen parent. The program has reached nearly 27,000 young people. We believe that this will help strengthen families and ultimately lead to better outcomes for NYC youth through public schools, youth programs, community based organizations and events since 2010.

In closing, I would like to mention some of the cross agency programs and initiatives that are lifting individuals and entire communities out of poverty. These programs are available to both clients and non-clients and include the following:

- **Jobs-Plus:** a partnership between HRA, NYCHA, CEO, Consumer Affairs, and YMI designed to increase the level of earnings and employment among residents of public housing. Services include job placement and retention as well as both community engagement and one-on-one financial counseling. Job-Plus has over 12,800 members, and services are offered to 23 developments across the 5 boroughs. This program will soon expand to 4 additional developments.
- **Work Progress Programs (WPP):** Established by CEO and HRA, the WPP is a subsidized wage program for low-income young people enrolled in youth services provided by community-based organizations.

- **West Farms Workforce1 Career Center:** a partnership between HRA, DOE and SBS targeting New Yorkers age 18-24 who are not working and not in school. The Center integrates HRA's support to access and navigate public benefits, DOE's D79 contextualized high school equivalency preparation, and SBS Workforce1 services to prepare and connect candidates to job and training opportunities.
- **Special Projects Center:** in October 2015, HRA and ACS announced a new strategic partnership. HRA has made its Special Projects Center in Manhattan, located at E. 16th Street, available to youth who are transitioning out of Foster Care. The office allows ACS to easily communicate with HRA to ensure that youth are receiving adequate and appropriate services.

Reforming and improving our employment programs and client outcomes will not happen overnight, but we feel confident that the changes we've made will promote a greater likelihood of independence and self-sufficiency for young people and indeed all of our clients. We welcome continued collaboration with the Council and look forward to answering your questions and hearing from the advocates.

Thank you and I look forward to the Committee's questions.



Testimony of Carson C. Hicks, Ph.D., Deputy Executive Director,
NYC Center for Economic Opportunity, on Intro 708
November 22, 2016

Good morning Chair Eugene and distinguished members of the Youth Services Committee. My name is Carson Hicks and I am the Deputy Executive Director of the Center for Economic Opportunity, located within the Mayor's Office of Operations. I thank you for the opportunity to be here today to testify regarding Intro 708. The proposed legislation is consistent with the Center's commitment to increasing opportunities for young people in New York City who are not in school and not working (i.e., disconnected). Today, I am joined by my colleagues from the Department of Youth and Community Development (DYCD), Department of Education (DOE), Human Resources Administration (HRA), and Department of Small Business Services (SBS).

The Center for Economic Opportunity was established in 2006 to build evidence in the field of anti-poverty efforts, with a particular focus on services for disconnected youth. The Center works closely with City agency partners – including those represented here today – to conduct research, design programs, monitor outcomes, and evaluate initiatives. Regarding Intro 708, the Center is supportive of focusing on opportunities for disconnected youth in New York City. We are very interested in talking more with this committee about how best to realize these goals.

In 2015, there were approximately 1,000,000 youth between the ages of 16 and 24, and of these, over 140,000 of them were disconnected, as estimated by the Center for Economic Opportunity Poverty Research Unit using the American Community Survey Public Use Micro Sample. These disconnected young adults are at risk of long-term economic hardship as they miss opportunities to become members of a workforce that is increasingly educated and skilled. National research shows the importance of educational attainment and early work experience for longer-term labor market outcomes. Young adults who obtain more work experience during their early years have smoother transitions to the labor market, higher starting wages, and higher



earnings 10 to 15 years after leaving high school.¹

While the overall need is great, it is also varied. As a population, disconnected youth are not homogenous. Many youth possess the basic skills needed to enter the labor market and may need only a short-term intervention to connect to sustainable employment or educational programs. However, many also struggle with low literacy skills, and a lack of job readiness or 'soft skills' and may require a longer period of engagement to obtain a high school equivalency diploma, and to work on skill development. In recognition of this diversity of needs, City agencies are currently providing a variety of targeted services which they will speak to in their testimony. The Center for Economic Opportunity has partnered to design and implement over 25 different initiatives for disconnected and at-risk youth and produced over 20 evaluations analyzing the implementation of these programs and their outcomes for young people, with additional evaluation work on many of the Center's programs currently underway.

Given these existing services and the overall scope of the problem, the Center agrees with the spirit and goals of Intro. 708 to focus on the diverse needs of disconnected youth and the City-funded services that address those needs. We further note that these goals align well with much of the recent work of the Youth Employment Task Force, which the Center has been happy to support. The Task Force was launched this fall by Mayor de Blasio and City Council Speaker Mark-Viverito to develop recommendations for two key City youth workforce initiatives – the Summer Youth Employment Program and Work Learn Grow. Any future task force should build on this and other good work underway and complement current efforts. We look forward to further discussing with you the best form for such a task force going forward.

SBS will provide feedback on Intro. 709.

Thank you for the opportunity to testify today and I would be happy to take any questions you may have after testimony from my colleagues at our sister agencies.

¹ Sum, A., Fogg, N., and Mangum, G. (2000) "Confronting the Youth Demographic Challenge: The Labor Market Prospects of Out of School Young Adults." Johns Hopkins University, Sar Levitan Center for Social Policy Studies.

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70 West 36th Street, Fifth Floor, New York, NY 10018
Tel: 212-967-0322 Fax: 212-967-0792
www.unhny.org

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**Testimony of United Neighborhood Houses
Before the New York City Council Committee on Youth Services
Honorable Mathieu Eugene, Chair
Oversight – Disconnected Youth: Out of Work and Out of School**

Submitted by Andrea Bowen, Policy Analyst

November 22, 2016

Thank you Chair Eugene and members of the Committee on Youth Services for convening this hearing, and the opportunity to testify. United Neighborhood Houses (UNH) is New York City's federation of settlement houses and community centers that collectively benefit over half a million New Yorkers with services at over 600 sites throughout the city. UNH member organizations provide a broad range of services in a neighborhood-based, multi-generational setting, including early childhood education, after-school, workforce programs for youth and adults, adult literacy, homelessness prevention, and shelter and services for older adults.

Background

Today's hearing considers two bills, Intros 708 and 709, that aim to support disconnected youth, or youth between the ages of 16 and 24 who are out of work and out of school. Intro 708 would create a disconnected youth task force, which would research the extent to which the City serves disconnected youth, and how the City could more effectively serve this population. Intro 709 would create an office of workforce development within the Department of Small Business Services, which would provide workforce preparation services, including specialty services to disconnected youth, healthcare professionals, industrial and transportation professionals, veterans and their spouses.

UNH's member organizations have long track records of providing workforce programming, including programming specifically for disconnected youth. UNH members are providers of the Young Adult Internship Program (YAIP), the Young Adult Literacy Program (YALP), and the Workforce Innovation and Opportunity Act Out of School Youth (WIOA OSY) program, among other programs. UNH members were providers of the recently-concluded Project Rise program. Our member organizations' workforce experience is extensive, and their experiences inform UNH's analysis of Intros 708 and 709.

It is worth noting that among New York City's 17 to 24 year olds, approximately 186,000 are out of school and out of work. However, we estimate that only approximately 7,000 of these disconnected

youth were served in City FY16 by City-funded programs that *specifically* serve disconnected youth. The need for programs that serve disconnected youth is staggering. UNH applauds City Council's work in furthering the conversation on expansion of services for disconnected youth.

Intro 708

Intro 708, in formulating a disconnected youth task force, recommends that the group of eleven representatives from City government, organizations that advocate and provide assistance to youth, and youth leaders meet at least quarterly for a year and issue a report to the Mayor and City Council outlining:

an analysis of existing data, evidence, and opinions; evaluations and recommendations with regard to existing programs that could be improved, changed, or eliminated to better service disconnected youth; evaluations, policy proposals and recommendations for changes to federal, state, or local laws; recommendations on initiatives to better serve disconnected youth with regard to their employment preparation and opportunities, skills training and mentoring; and recommendations on how the city could collect data reflecting the experiences and outcomes of disconnected youth regarding the following: living arrangements, level of education attainment, employment status, skills or employment training received, certifications, use of New York city workforce development centers, involvement in the criminal justice system, and involvement with mental health systems.

Members from the government would include the commissioner of the Department of Youth and Community Development or a designee, the commissioner of the Department of Small Business Services or a designee, the chancellor of the Department of Education or a designee, the commissioner of the Administration for Children's Services and/or his designee, four members from organizations that provide assistance to youth aging out of the foster care system or who are involved in the criminal justice system, three members representing organizations whose mission is to advocate for youth, and two youth leaders representing disconnected youth. The task force is supposed to meet at least quarterly for a year.

UNH supports the creation of a task force on disconnected youth, but with changes to the conception currently outlined in Intro 708. UNH thus recommends:

- **Other parties be invited, including:**
 - The commissioner and/or a designee from the Human Resources Administration (HRA), to provide expertise on how public assistance, homelessness, and HIV/AIDS benefits impact the lives of disconnected youth;
 - The commissioner and/or a designee from the Department of Health and Mental Hygiene (DOHMH), to provide expertise on physical and mental health issues, which deeply impact the disconnected youth population;
 - The Center for Youth Employment (CYE), given their mission of expanding workforce opportunities for youth in New York City;
 - The Mayor's Office of Workforce Development (WKDEV), given their expertise on coordinating workforce and economic development across the five boroughs;
 - at least four youth representatives to ensure greater youth attendance in each meeting (assuming not every youth can take part in every meeting), and empower the youth—who can utilize the strength of greater representation—to participate more

confidently, especially when working around so many adults. There should be no statutory cap on the number of youth representatives, so that the government entities establishing this task force can have discretion in the number of youth they include;

- that the representatives from nongovernmental organizations have a demonstrated track record of achieving positive outcomes for disconnected youth, and are knowledgeable about the diversity of issues faced by disconnected youth. For instance, disconnected youth of high school age have different needs and possibilities for reconnection to the educational system than those who are closer to 24 years of age. There should be no statutory cap on the number of representatives from nongovernmental organizations, so that the government entities establishing this task force can have discretion in the number of parties they include.
- **A clearer directive for the task force.** The directive outlined in Intro 708 is immense. Given that the community is underserved with workforce programs, one of the directives mentioned in Intro 708, “recommendations on initiatives to better serve disconnected youth with regard to their employment preparation and opportunities, skills training and mentoring,” would be vitally necessary and enough to occupy a task force’s attention for a year.
- **The group meet more than once a quarter, and utilize workgroups to complete in-depth work.** The current Youth Employment Task Force has delved into complex issues of youth workforce populations and how to properly serve them. This work has required at least three meetings a month, with one meeting a month focused on debate among agency principals about high-level program details, and two workgroup meetings a month frequented by expert staff of task force member organizations and agencies who discuss program and reform specifics. With this experience as a guide, UNH recommends that a disconnected youth task force meet more than once a quarter, and utilize workgroups with expert staff.

Intro 709

Intro 709 would create a “workforce development division” of the Department of Small Business Services, which would connect candidates and employers to job opportunities in New York City, including resume development, interview workshops, skills building workshops, training opportunities, and recruitment events. The division would provide services, at least, to disconnected youth, healthcare professionals, industrial and transportation professionals and veterans and their spouses.

UNH lauds the intent of creating job connection services for disconnected youth and other specialized populations. UNH argues and recommends, however, that:

- **Creating such a workforce development division of SBS would duplicate services already provided by SBS’s Workforce1 Career Centers.**
- **There are populations not listed in Intro 709 in need of career supports, including immigrants, aging workers, retail and food service workers.**
- **New or expanded services for disconnected youth should be provided through multi-service CBOs, which can provide immediate linkage to services (mental health, child care, legal services, educational supports) that meet the complex needs of disconnected youth.** Furthermore, many multi-service CBOs already have experience providing workforce

development services to disconnected youth, primarily through programs contracted by DYCD. Accordingly, these CBOs maintain expertise in supporting the various needs of disconnected youth *and* already have connections with employers in sectors where employment needs are high.

- **New or expanded employment programs for disconnected youth should be located in DYCD to avoid fragmentation of the disconnected youth workforce system.** Due to the concentration of programs for disconnected youth in DYCD, that agency has special expertise in formulating and operating programs for the population.

Again, UNH applauds City Council for its efforts in furthering dialogue and action toward support for disconnected youth. We look forward to working with the City Council to develop proposals as outlined in this testimony. Thank you for your time, and if you have any questions, you can contact me at 212-967-0322 ext 324, or abowen@unhny.org.

**TESTIMONY OF CHRISTIAN GONZÁLEZ-RIVERA, CENTER FOR AN URBAN FUTURE
BEFORE THE NEW YORK CITY COUNCIL COMMITTEE ON YOUTH SERVICES**

**OVERSIGHT HEARING
"DISCONNECTED YOUTH: OUT OF WORK AND OUT OF SCHOOL"**

November 22, 2016

My name is Christian Gonzalez-Rivera, and I am a senior researcher at the Center for an Urban Future, a non-partisan public policy think-tank based here in Manhattan that publishes studies about how New York can expand economic opportunity and grow its economy. For 20 years, we have been writing about and influencing workforce policy in New York City and the State. Thank you for the opportunity to testify.

The Center for an Urban Future supports the premise of Intro 708, which calls for a task force on disconnected youth. I would like to share with the Council via this testimony a few issues that our research suggests such a task force should look into and prioritize.

At the end of the previous mayoral administration we published a study called *Bridging the Disconnect*, which outlined the ways in which the city's workforce development system was failing to serve youth and young adults and presented a set of recommendations for the deBlasio administration could do to better serve the city's youngest workers. We thank the deBlasio administration and the Council for acting on many of these recommendations, including creating the Center for Youth Employment within the Mayor's Office of Workforce Development, expanding Ladders for Leaders and the Young Adult Internship Program, creating a separate service track at HRA for young adults on cash assistance, and starting the process of revisiting the Summer Youth Employment Program.

But there is still much to be done.

The first issue area that we recommend the task force investigate involves finding ways to create and strengthen partnerships among providers of youth development services. While New York City has many good organizations that work with youth, organizations can only provide the services that they have available, which may not be all the services they need. Yet it is difficult for organizations to cooperate with one another to serve individuals, because funding structures only give credit to the organization that generates a specific outcome—whether that is literacy attainment or a job—and does not give credit to the organizations that may have helped get a young person to the point at which they can achieve that outcome. We have a good model in the Lower East Side Employment Network (LESEN), where six organizations that serve Lower East Side youth all share a common job developer position that is supported through philanthropic dollars, allowing the organizations to share clients. This type of arrangement is a win for Lower East Side youth, because they get access to the services of six organizations instead of just one, and it's a win for the organizations, because each gets credit for their role in a

young person's success. The task force should seek to replicate LESEN in high-need neighborhoods across the city.

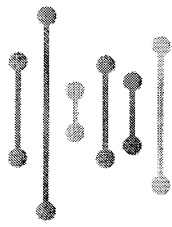
The second set of issues is around strengthening the Department of Education's (DOE) connection to the workforce system. One of the ways that the DOE could be brought into the fold is by enlisting them to connect disconnected youth to services. For such a model we can look across the country to Los Angeles' YouthSource Center model. YouthSource Centers across LA are one-stop shops where counselors from the LA Unified School District provide disconnected young people with resources on completing school, getting a high school equivalency, and job readiness skills and training, career exploration, and placement services. Here in New York the DOE can identify students who drop out and direct them to similar sets of comprehensive resources.

The DOE should also be involved in creating and piloting career exploration programs starting in middle school. Our public schools, which are funded at the tune of about \$19,000 per student, should not be standing by and waiting until young people drop out of school to teach them about careers and the world of work through a workforce development system that spends just a fraction of that amount on each client. Career and Technical Education (CTE) schools currently have a strong career component, but students in non-CTE public schools also deserve the opportunity to develop career interests at an early age and learn about the kinds of education and training pathways that can lead them to the careers of their choice. Students who understand that the goal of education is to prepare them for a future as a productive adult are more likely to succeed in school.

The task force should also be looking into how the workforce development system can better serve small businesses. Our research suggests that small businesses, especially those in immigrant neighborhoods, are more likely than larger businesses to give young people a chance at employment. Yet the city's workforce development system tends to work almost exclusively with large employers that hire many people at once. The workforce development system should partner with Business Improvement Districts (BID) and Chambers of Commerce to help meet the hiring needs of small businesses.

Finally, the task force should look into creating a deeper evidence base for youth programs by funding and supporting evaluation of programs. Programs should be funded to not only provide services, but to also generate the kind of data that would allow an entity like the Center for Economic Opportunity (CEO) to evaluate how well the program is meeting its goals. CEO was able to use this evidence-based approach to establish the success of Ladders for Leaders and YAIP—both of which the current administration has now expanded—but other programs should also be evaluated in this way.

But none of this is possible without strong support from the Mayor and from you, the City Council. You should use your influence to encourage more employers to offer internships and jobs to young people. As part of our research we talked to the workforce development folks up in Boston to understand how they are able to get so many young people into summer and year-round jobs. Boston is less than a third of the size of New York City, yet in 2013 when we did this research they were able to provide 3,000 young people with job readiness services during the academic term in preparation for placement into summer jobs at private employers. The city also subsidized the wages of an additional 7,000 young people through a program similar to our own SYEP. All the people we talked to in Boston said that their keys to their success were a strong central coordinating entity—which New York now has through the Center for Youth Employment—and strong personal support from the Mayor.



MEASURE OF AMERICA

of the Social Science Research Council

Testimony of Sarah Burd-Sharps
Committee on Youth Services, The New York City Council
November 22, 2016

Thank you for the opportunity to testify today. I want to start by applauding the Council's efforts to address youth disconnection in our city. Our work in other cities and counties has confirmed that it's a problem that is responsive to efforts to reconnect kids and also to programs and policies that prevent disconnection from happening in the first place.

I co-direct a nonpartisan project at the nonprofit Social Science Research Council based in Brooklyn called Measure of America. Our focus is on improving people's well-being and expanding their choices and opportunities. One recent area of increased data analysis and research for us is youth disconnection because of the way it stunts young people's well-being at a critical moment in their lives and can leave scars that endure years later.

In New York City, roughly 180,000 teenagers and young adults in the 16 to 24 year age range are neither working nor in school. This is far too many kids disconnected from institutions that give purpose to their days and meaning in their lives. But what our research tells us is that there are astonishing disparities within cities by race and by place. These disparities hold critical clues to the solutions. While the NYC rate is 15.8 percent, in Manhattan's 7th Community District—the Upper West Side and West Side—the rate of youth disconnection is **3 percent**, which translates to 391 kids. In the South Bronx Districts 1&2 (Hunts Point, Longwood, Mott Haven, Melrose), the rate is **33 percent**, representing 8,423 kids.

Turning to race and ethnicity, in the greater New York metro area, the white rate of youth disconnection is 9 percent, the Latino rate 17 percent and the black rate is more than double the white rate: 19 percent. Because of limitations in Census Bureau data, we could not calculate the Asian rate this year.

What becomes clear from these enormous disparities is that in order to better target efforts to address disconnection, **we need more granular data** than we have had in the past. In my written testimony, I have included more data. But with my limited time, I want to focus now on what our research tells us about the most important factors

associated with youth disconnection. I will focus on only 5 main factors:

- 1.) Disconnected youth are nearly twice as likely to **live in poverty**.
- 2.) They are three times as likely as connected youth to **have a disability**.
- 3.) While personal attributes like persistence, willingness to work hard, impulse control, etc. are critical for young adults to succeed, programs that focus only on these personal characteristics are missing a vital point: Disconnected youth overwhelmingly come from **disconnected families in disconnected communities**. These are places where parents and other adults also struggle with education or connection to the workforce. These are communities that are isolated from transportation options to where jobs are, and where schools and public institutions are chronically underfunded. And they are places where adult social networks for helping kids find jobs, internships or for acting as mentors are relatively limited.
- 4.) A fourth surprising, and somewhat disheartening, factor is that when we calculated disconnection rates across 2,000 U.S. neighborhoods 15 years ago, we found **rates of youth disconnection in 2000 were highly predictive of what they will be today**. This relationship holds true even when you control for population growth and demographic change. What does this tell us? It suggests an absence of action on a scale necessary to make meaningful change for far too many years. But it also tells us that in neighborhoods like Brownsville, Central Harlem, East Flatbush and many parts of the South Bronx where disconnection is almost the norm, it sets a poor example for younger children and shapes their own expectations about the future.
- 5.) And finally, as the data show, place matters. Race matters. But our analysis shows that the combination of the two really packs a wallop. Residential segregation has dramatic but very different consequences for young people depending on their race. In highly segregated metro areas like NYC, Chicago, Washington DC, and Detroit, black youth tend to have higher-than-average rates of disconnection, whereas white youth tend to have lower-than-average rates of disconnection. In other words, residential segregation by race disproportionately harms black teenagers and young adults. And it disproportionately advantages young white adults, who are more likely to live in neighborhoods with good schools, strong adult networks for mentorships, jobs, with convenient transport and concentrated advantage.

What the above factors show is that youth disconnection is not a spontaneously occurring phenomenon. It is a problem years in the making. Engaged young people

from middle class neighborhoods rarely drift away from the worlds of school and work. So in order to reduce disconnection, we need to support these kids in the context of their communities. There is increasing research on what works and why. Summer jobs or youth jobs programs do offer young adults valuable things: self-confidence, money in their pocket, understanding about expectations in the workplace. But evaluations four or five years later consistently show these programs don't tend to have lasting effects.

The most promising programs for addressing kids who are currently or are at risk of becoming disconnected include additional supportive interventions: **job training programs** that build in remedial numeracy and literacy programs as well as the famous soft skills everyone's always talking about; **partnerships between businesses and nonprofits** that combine paid work with wraparound services to help young adults grapple with personal and family issues or health and housing challenges; **apprenticeships** that culminate in a postsecondary credential they can take with them. And all of these programs need to include follow-up with the kids for 3 to 5 years to help youth maintain a connection to the workforce after they graduate from the program.

These programs cost more than a one-off job placement. But in the long run, they are actually far cheaper than the status quo. **We are already paying a high price for youth disconnection** through juvenile justice, incarceration, crime, higher health costs, lost tax revenues, and much more. We could instead be paying for success in the form of investing in low-income communities, in our schools, and in programs that offer lasting pathways for disconnected youth.

Thank you.

County	Youth Not in School and Not Working 2014 (% ages 16-24)	Youth Not in School and Not Working 2013 (% ages 16-24)	Youth Not in School and Not Working 2014 (total number ages 16-24)
UNITED STATES	13.2	14.2	5,252,896
Bronx	22.8	23.4	47,385
Brooklyn	18.5	19.1	59,545
Manhattan	12.9	13.4	24,525
Queens	14.8	14.5	39,435
Staten Island	14.8	14.7	8,505

Source: Measure of America calculations using U.S. Census Bureau, American Community Survey PUMS Microdata 2010–2014.



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212-947-5267
thelamp.org

My name is D.C. Vito, and I am the Executive Director of The LAMP, an educational nonprofit serving low-income New Yorkers. Our Digital Career Path program has provided digital literacy and basic technology skills training to hundreds of out-of-school, out-of-work youth citywide since early 2013, with more than 70% of our students going on to advanced training, internships and jobs.

I applaud the creation of this task force to explore ways the City of New York can open doors for young adults, and help them realize their potential as active, engaged citizens of their communities. I particularly applaud the proposed inclusion of youth leaders so that constituent voices and concerns can be represented. I am here today to offer the support and assistance of The LAMP, but also because I wish to underscore the importance of teaching critical media and digital literacy skills.

As has been demonstrated in the latest presidential election, it is imperative that young people today learn and practice critical thinking skills around media content and messaging. The recent boom in teaching coding to out-of-school, out-of-work youth does have benefits, to be sure. However, coding is not a silver bullet for solving the complex problems around poverty and marginalization. I have been dismayed to find that coding classes and academies rarely, if ever, teach young people how to decode the same media they share and disseminate with their newfound skills.

This task force will have an opportunity to make recommendations impacting the lives of young New Yorkers on the cusp of their responsibilities as eligible voters. I wish to urge in the strongest terms possible that the task force explore issues around how media influences the lives of these out-of-school, out-of-work youth; for example, how stereotypes can affect one's sense of self-worth and opportunity, how bias can change one's decisions in the voting booth, how misinformation affects the choices one makes about one's personal health and well-being, and so on.

In nearly ten years of running The LAMP, I have seen how a lack of critical thinking skills around media are impacting vulnerable populations. I have spoken with youth who in one breath claim that advertising doesn't affect them, and in virtually their next breath describe a new pair of high-end sneakers they simply must have. Many of the youth who come into The LAMP's Digital Career Path are unaware that LinkedIn exists, or if they are, treat their LinkedIn profile no different than their Facebook profile. They typically lack awareness of other online tools and resources they can use to develop their careers, and don't know how to distinguish credible information from falsehoods and half-truths. We teach them how to use the Adobe Creative Suite, wherein they learn how to use Photoshop, Premier (the video editing software) and Illustrator. But we also teach them how these tools are used to make all the media we encounter in our daily lives. Throughout the program, they are building their own, personal digital portfolios so that they can share this with prospective employers or educational institutions.

Given the trajectory of current trends in workforce development training for youth, I fully anticipate that the recommendations from the task force will include support for helping marginalized young adults join New York's growing media and technology sector. Again I urge that the task force investigate the needs for this population with regard to critical thinking about media, or what is known as media literacy: the ability to access, analyze, create and critique media in a variety of forms. The LAMP has been a leader in this field, and is internationally recognized for its work and practice with young people and educators. On behalf of The LAMP's staff and board, I once again wish to offer our support, and thank you for the opportunity to testify today.

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About The LAMP: The LAMP is a nonprofit organization bringing 21st-century survival skills directly to youth, parents and educators throughout New York City. Since 2007, The LAMP has trained nearly 4,000 New Yorkers to become active media participants. Our hands-on learning opportunities teach people to comprehend, create and challenge media, focusing on at-risk and underserved populations that cannot typically afford media programming. In its 2015 National Education Technology Plan, The US Department of Education specifically highlighted The LAMP as an exemplary organization, citing our ability to engage students with dynamic, relevant uses of media and technology.

Of more than 900 students served by The LAMP in the 2015-2016 school year, 86% identified as African-American or Hispanic/Latino. 48% were between 9 and 13 years old, and 37% were between 14 and 18; the remaining 15% were young adults and educators. 49% of students were female. The LAMP routinely serves low-income communities in public schools, settlement houses, public housing and community-based organizations throughout the five boroughs of New York City.

About D.C. Vito: D.C. Vito co-founded The LAMP (Learning About Multimedia Project) in 2007. Since that time, The LAMP has brought media literacy training to over 3,000 youth, parents and educators, transporting equipment and facilitators directly to communities in need of its services. Under Mr. Vito's leadership as Executive Director, The LAMP's programming capacity has grown tremendously from serving roughly 75 students in the 2010-2011 school year, to serving over 850 students by the 2011-2012 school year. Mr. Vito worked as a community organizer for many years prior to The LAMP, having served in the Peace Corps in Mali, managing campaigns for City Council, State Senate and Presidential candidates, and spent eight years acting as Chairman of the Youth Services and Education Committee on Brooklyn's Community Board Six. He currently sits on the Board of Directors for the National Association for Media Literacy Educators (NAMLE), is a member of the NationSwell Council and was in the 25th cohort at the Coro New York Leadership Center. He was a keynote speaker at the first Wikipedia USA conference in 2014, co-taught "Media Literacy and Activism" at Queens College in 2015, and has spoken at a number of other conferences and events. Mr. Vito holds a B.S. in International Affairs from the University of Colorado at Boulder.

Learn more about The LAMP: <http://www.thelamp.org>
Contact D.C. Vito directly: dc@thelamp.org or 917-295-6811

FOR THE RECORD

**TESTIMONY BEFORE THE
City Council**

On the Subject of
Disconnected Youth

By Tanya Krupat, LMSW, MPH
Director
Osborne Center for Justice Policy and Practice
The Osborne Association

Tuesday, November 22, 2016

Thank you for the opportunity to speak with you today. My name is Tanya Krupat and I am the Director of The Osborne Association's Center for Justice Policy and Practice. I have spent the past 20 years working with and advocating on behalf of children and youth with incarcerated parents and it is this experience, plus Osborne's decades of experience working with justice-involved youth and adults, as well as children and families affected by incarceration, that informs this testimony. Two years ago almost to the day, DYCD's Interagency Coordinating Council on Youth held a hearing on disconnected youth and I testified on the subject of the status of services to youth with incarcerated parents. Today, as then, I would like to draw attention to the reasons young people end up fitting the definition of "disconnected youth"- unfortunately, sometimes it is our systems that disconnect youth from their parents, families and institutions; they have not chosen to disconnect, we have cut them off. This is tragically often the legacy of the foster care system as well as the criminal justice system. So while we develop ways to serve disconnected youth and connect them to education and work, and to each other and supportive adults, let's also back up and try figure out where and why the disconnection happened in the first place.

Children and youth who have incarcerated parents still remain invisible to this City. As we gather here for this hearing today, Deputy Mayor Richard Buery is unveiling his *Growing Up NYC* agenda and plans for policy change to support the healthy development of NYC's children. I was thrilled to see parental incarceration mentioned in this policy paper. However, we still have **no data on children with incarcerated parents in NYC**, despite alarming national statistics and compelling new research. Nationally, it is estimated that one in 28 American children have an incarcerated parent; more starkly, one in 9 African American children (11.4%), 1 in 28 Hispanic children (3.5%) and 1 in 57 white children (1.8%) in the United States have an incarcerated parent.¹ Research published two years ago revealed that one in 3 black children born after 1990 will experience their father's incarceration and one in 30 black children have an incarcerated mother.

While identifying individual children and families is still risky due to stigma, having data on the aggregate size of the population is critical for many reasons, including: 1) resource allocation; 2)

¹ The Pew Charitable Trusts: Pew Center on the States. (2010). *Collateral Costs: Incarceration's Effect on Economic Mobility*. Washington, DC: Author. Retrieved from http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/Economic_Mobility/Collateral%20Costs%20FINAL.pdf

justification for a universal approach to this highly stigmatized issue; and, 3) creating opportunities for self-disclosure, fostering critical connections among peers and families.

A growing body of research and the Centers for Disease Control and Prevention recognizes that parental incarceration is a serious risk factor for children; it is included among the Adverse Childhood Experiences (ACEs), and research demonstrates the negative outcomes for children with an incarcerated parent, when they are not provided support. Research also demonstrates the overlap of parental incarceration with other ACEs: children with incarcerated parents are likely to also face poverty, parental substance abuse, parental unemployment, family violence, homelessness, and other factors that make it challenging to tease out specific effects of parental incarceration versus cumulative risk factors, challenges that predate the incarceration, and also the effects of stigma and systemic isolation that is explicitly and implicitly inflicted upon children with incarcerated parents. **Stigma and isolation are risk factors for disconnection** (as can be seen with homeless and LGBTQ youth).

Other forms of parent-child separation such as divorce or military deployment are accompanied by great efforts to support children's attachments—to make sure they do not blame themselves, and to facilitate the parent-child relationship during the separation. Parental incarceration, however, imposes a presumption of criminality upon the whole family, including on children. One study found that teacher's expectations were lowered for children who had an incarcerated mother once the teacher learned of this.² One young woman in our program was told by a respected adult in her school that she could never work for the government because her dad was incarcerated. These assumptions and responses serve to disconnect youth from school and work, not to mention from their parents, themselves. Many children and youth with incarcerated parents do not get to visit and maintain their relationship once a parent is incarcerated. Sometimes it is the distance, cost, and logistics of visiting and phone calls that make these too difficult to maintain; sometimes it is adults deciding that the parent is a negative influence on the child; sometimes it is adults deciding that prisons are no place for a child, without regard for the importance of the attachment and primacy of this parent-child relationship.

² Dallaire, Danielle H., Anne Ciccone, and Laura C. Wilson. 2010. "Teacher's Experiences with and Expectations of Children with Incarcerated Parents." *Journal of Applied Developmental Psychology* 31:281-290.

So while we recommend that efforts be taken to prevent disconnection among children and youth with incarcerated parents, we also **recommend that the Task Force on Disconnected Youth take up the issue of parental incarceration** and consider ways to identify, explore, and support relationships that may have been severed or previously unacknowledged. These relationships can be central to young people's successfully re-engaging in school and work.

Regarding the creation of a Workforce Development Division, I encourage the City Council to **examine the recommendations put forth last year by the Justice-Involved Youth Roundtable regarding justice-involved youth and workforce development.** Their recommendations are attached here.

I also **recommend that the Summer Youth Employment application add an additional vulnerable youth category for priority placement: having a parent incarcerated or recently returned home** (adding this to foster care, homeless, justice-involved).

Finally, in the **RFPs that DYCD and other youth-serving agencies issue, applicants should be required to demonstrate competency or how they will build competency in serving youth with incarcerated parents and justice-involved youth.**

The *Children of Incarcerated Parents' Bill of Rights* (developed by young people in San Francisco in 2005) includes the following 3 rights (among 8):

“the right to support as I struggle with my parent’s incarceration;”

“the right not to be judged, blamed, or labeled because of my parent’s incarceration;” and,

“the right to a lifelong relationship with my parent.”

As we consider how to support disconnected youth- we must ask ourselves what role we played in disconnecting them in the first place, and what role we can play in reconnecting them, not only to work and school, but to the most important relationships in any child's life: to their parents. And then to peers who have experienced this loss as well. While work and education are vital to success in life, it is relationships that provide security, and sustain us. I hope the Task Force and new division of Workforce can incorporate this into their work. Thank you.

Appendix A: The Children of Incarcerated Parents Bill of Rights*

- 1. I have the right to be kept safe and informed at the time of my parent's arrest.**
- 2. I have the right to be heard when decisions are made about me.**
- 3. I have the right to be considered when decisions are made about my parent.**
- 4. I have the right to be well cared for in my parent's absence.**
- 5. I have the right to speak with, see and touch my parent.**
- 6. I have the right to support, as I struggle with my parent's incarceration.**
- 7. I have the right not to be judged, blamed or labeled because of my parent's incarceration.**
- 8. I have the right to a lifelong relationship with my parent.**

**Developed by the San Francisco Partnership for Children of Incarcerated Parents. For more information about the Partnership or the Bill of Rights, please see www.sfcipp.org.*

Appendix B: Recommendations for Improvement³ Workforce Development System

In order to move forward, the group called for a **shift in ideology used in the traditional employment pathway models of the past**. David Fisher, Executive Director of the Center for Youth Employment, advised that programs not serve as mere band-aids for a failing system, but should instead focus on creating sustainable and effective models for long-term success. In order to ensure a greater likelihood of program adherence, **programs should be structured with flexibility to fit the needs of individual young people and help them explore a variety of options**. Services must also be comprehensive and strengths-based, with programs offering services that address the multiple challenges faced by justice involved youth.

A prime example is workforce development systems that are being developed through a career pathways framework, such as that put forth in December 2014 by Mayor Bill de Blasio and the NYC Mayor's Office of Workforce Development (WKDEV). Within its one-year progress report, WKDEV describes career pathways as "a guiding strategy and framework describing how elements of the City's workforce system should align and connect to one another. At each level, participants can gain additional skills and prepare for the next step in their career. The career pathways approach connects progressive levels of education, training, support services, and credentials, working with employers to grow a pipeline of skilled workers for in-demand occupations."

While such an approach marks a more thoughtful and connected approach to the city's overall workforce system and the hundreds of thousands of individuals that it impacts, it is important to note that **young people's pathways are nonlinear in nature and the city's systems and programs must be structured to take this into account**. As Gottesfeld noted, "Not everyone's pathway is a straight line. Teaching people to self-regulate is much more of a success. You can't expect a 16-year-old to get an internships and then be on a career path." Parise added to that, touching upon the current difficulties of turning internships into jobs, a task that in most cases does not materialize simply by virtue of having been done, but requires concerted effort from multiple parties. It was agreed that internships continue to play a vital role in the employment of disconnected youth; however, their availability as an option for young people involved with the justice system is often obstructed by legal barriers such as background checks and their failure to materialize into long-term jobs.

In addition to conceptualizing a nonlinear path of employment readiness that addresses both root causes and workforce sustainability, the group called for an additional paradigm shift: the **decriminalization of 14 to 17 year olds and the decoupling of an individual's potential as a constructive workforce member from their criminal record**. This may require a shift in how "violent" crime is defined, as the idea of "violent" vs. "nonviolent" crime is a polarizing and misleading idea that leaves thousands of young people ostracized from society. It is the responsibility of the advocating workforce development agency to, as emphasized by

³ NYC Employment and Training Coalition, *Youth Justice Roundtable White Paper*, December 9, 2015

Gottesfelf, “[Make] it clear to employers that their candidates do not pose a threat to public safety and that the organization will be there to solve any issues.” There must be a cultural shift among agencies and employers that view justice involved youth as threatening and dangerous, and instead begin recognizing and elevating the skills and opportunities these individuals represent.

Accomplishing the tasks laid out by the roundtable is undoubtedly no small feat, and will require long-lasting commitment from all parties involved. The **need for community support** of such efforts is critical, as it will be the source of many jobs, and can allow young people to build positive livelihoods in their own communities. As emphasized by Lumumba, “Communities need to view employing this population as a **shared responsibility with shared benefits and shared accountability.**” Workforce professionals must, therefore, devise ways to educate and involve employers and offer more resources. One integral component could be training for employers on how to work with someone who has had experience in the traumatic justice system. This method is another example of a nonlinear approach, addressing the root causes of youth disconnection, not merely covering them up. Another practical method of ensuring program adherence by employers that is already in place but can be expanded upon is offering wage subsidies. Wage subsidies help with employer engagement, and fulfill an agency’s need to offer employers a resource.

Below are several recommendations for the workforce development system and program design:

1. Make workforce programs and systems flexible, focused on career exploration and connected to full range of services to address rooted challenges

- Develop and strengthen programs in employment, housing, mental health, education and legal arenas, including partnerships and referral systems between organizations providing these services
- Integrate career exploration into high school education, reentry programs and workforce programs geared toward youth
- Strengthen linkages between diversion programs and workforce development organizations, especially in providing work readiness and vocational training, and move away from the rapid re-attachment model of connecting young people to jobs
- Leverage the City’s contracting process to connect young adults involved in the justice system to internship and career exploration opportunities through a process similar to the First Look process established within the City’s Career Pathways framework. The “First Look” hiring process requiring employers receiving City business to review and consider local qualified workers from workforce development programs at the front end of their hiring process.

2. Provide resources and work readiness training during jail time

Academic and vocational services are essential to the development of the knowledge, skills, and experiences incarcerated individuals will need to return successfully to society and to become productive and contributing members of their communities. Moreover, there is ample evidence that an active and engaged prison population results in safer and better run institutions. Program examples include the NYC Department of Correction's I-CAN program and the NYC panionship, confidence-building and typical academic, social or career guidance. The overarching goal the Department of Probation's Arches program.

3. Expand programming that is specifically designed to youth in the justice system, such as the NYC Justice Corps

Important program design characteristics to take into account include:

- Teach decision making, confidence, self-regulation and control, acceptance of rejection and growth through it
- Build in consequences to mistakes within programs, but not complete dismissal from program (ex. Rupture and Retain- Harlem Justice Corps)
- Legal services such as ensuring error-free criminal histories and timely sealing of records in order to reduce barriers to employment, housing and education

4. Strengthen employer and community partner education regarding:

a. Benefits of employing young people, including the skills they possess and opportunities they represent.

Successful strategies include crafting personal introduction letters geared toward employer to serve as reference and context; emphasizing the success of young people from such programs with other employers in the past; and holding discussions and trainings with employer partners on how to work with individuals with potential trauma from their experience in the justice system.

b. The laws related to youth and individuals involved in the justice system

Including the Fair Chance Act, which went into effect in October 2015 and prohibits employers from asking job seekers about a criminal record until after a conditional job offer is made. After making a conditional job offer, the employer may ask about criminal convictions and run a background check, with the applicant's permission. If a company then opts to rescind the offer, it must explain why (without violating the state law that prohibits discrimination based on a criminal record) and leave the job vacant for three days. During this time, the applicant can question inaccuracies in the background check and explain why the conviction has no bearing on the work.

c. Available training programs and incentives

These may include wage subsidy incentives such as the Work Opportunity Tax Credit.

Recommendations for Improvement Criminal Justice System

Changes to the legal system would also facilitate more viable pathways to employment, as it is acknowledged that legal barriers are often the first roadblock in a ceaseless array of social and economic barriers. While the **Fair Chance Act**, a law mandating that employers cannot ask about a criminal record until after offering a job, is a step in the right direction, it is insufficient in ensuring that justice involved youth are not negatively impacted by their criminal records. Parise noted that, "For a young person, it usually takes 6-9 months from the date of arrest for their criminal record to be sealed, and during this critical period, their likelihood of maintaining a job or getting housing drops."

Arguably the most persistent failing of the justice system in New York is the treatment of young people as adults in the court. Employment activists agree that the state must discontinue the irresponsible and traumatizing practice of treating young people as adults. Parise brought to the group's attention "**Raise the Age**," a public awareness campaign aiming to, "increase public awareness of the need to implement a comprehensive approach to raise the age of criminal responsibility in NYS so that the legal process responds to all children as children and services and placement options better meet the rehabilitative needs of all children and youth." In the meantime, Gottesfeld noted that lawyers have to work in the pre-pleading memorandum to continue to nudge to treat their clients like youthful offenders, rather than like adults, and ask to have their cases sealed after conviction.

Below are several recommendations for changes within the justice system:

1. Decrease processing time for youth in jail

The longer youth spend in a facility, the worse their adult outcomes become. A wide range of strategies should be explored, including Alternative-To-Detention and Alternative-To-Incarceration programs.

2. Raise the age of criminal responsibility in a comprehensive manner

Legal process should be designed to respond to all children as children and services and placement options must meet the rehabilitative needs of all young people.

3. Remove legal obstacles to education and training for youth involved in the justice system

Questions about involvement with the justice system should be removed from education related applications, similar to the Fair Chance Act. According to a Center for Community Alternatives study, the criminal history box on college applications and the supplemental requirements and procedures that follow create barriers to higher education for otherwise qualified applicants. An examination of the State University of New York application process showed that almost two out of every three applicants who disclosed a felony conviction were

denied access to higher education, not because of a purposeful denial of their application but because they were driven out of the application process.

4. Remove legal obstacles to essential services such as housing

Eliminate public housing sanctions in the case of youth and young adults that require NYCHA to move quickly to evict people with convictions

TESTIMONY BY
FIRST DEPUTY COMMISSIONER
JACKIE MALLON
NEW YORK CITY
DEPARTMENT OF SMALL BUSINESS SERVICES

Tuesday, November 22, 2016

Good morning Chair Eugene and members of the Youth Services Committee. My name is Jackie Mallon and I am the First Deputy Commissioner of the New York City Department of Small Business Services ("SBS"). At SBS, we are working hard to open doors for New Yorkers across the five boroughs – focusing on creating stronger businesses, connecting New Yorkers to good jobs, and fostering thriving neighborhoods. Supporting the Mayor's Career Pathways strategic plan, our agency trains New Yorkers for good-paying jobs and links jobseekers to employment in fast-growing industries with real opportunities for advancement. Specifically, we've increased our investments and support for "out of school, out of work youth."

Through our network of 20 Workforce1 Career Centers, SBS help more than 25,000 people find jobs annually and SBS is dedicated to ensuring that out of school, out work youth are connected to these services. Due to the way WOIA funding is structured SBS is limited to serving populations above the age of 18. In fact, over 25% of the clients who come into our Workforce1 Centers are between the ages of 18-24 and as such we work hard to find the best opportunities for them. In FY16, the Workforce1 Career Center system connected over 3,600 individuals who were age 18-24 and both out of school and out of work to employment. These jobs had an average wage of \$10.97/hour, and 77% worked 30+ hours per week. Along with job placement services provided at the centers, we also offer a number of trainings targeted to out of school, out of work youth.

SBS recognizes the need to serve out of school out of work youth and we have taken unprecedented steps to develop programming that meets their needs. Most recently, SBS launched a new set of services in collaboration with the Department of Education and Human Resources Administration dedicated to out of school, out of work youth. The trainings are designed to provide the necessary support for out of school, out of work youth to be successful in growing industries. One of the primary ways we align with these industries is through our Industry Partnerships, which work with industry, organized labor, non-profits, training providers, private philanthropy, and workforce organizations to build a pipeline of local talent to fill New

York City's jobs. Through these services, young adults have the ability to follow three tracks that will provide a career in the industrial, healthcare and technology industries. Initially we are connecting out of school/out work youth to careers as cable installers, certified medical assistants and web developers.

These services were launched at our new West Farms Workforce1 Career Center in the Bronx. The Center's mission is to provide integrated and seamless services customized to help 18 to 24 year-old New Yorkers connect to careers with family-sustaining wages. At the center, the City provides individualized support to connect to employment opportunities, prepare for and obtain a High School Equivalency Diploma, connect to training opportunities and post-training employment, develop skills to strengthen job candidacy and connect to HRA benefits. We plan to expand these services throughout our Workforce1 Center system over the next two years.

Regarding Intro 709, introduced by Chair Eugene, SBS agrees with the bill's intent to provide specialized trainings for specific populations in New York City and we have already begun implementing this strategy in our new Workforce1 Centers. Along with the West Farms Workforce1 Career Center, in partnership with HRA, we recently launched the Washington Heights Workforce1 Career Center, the first location to offer tailored employment, training, and supportive services to the city's vibrant immigrant workforce. That being said, we do not believe the Charter should be amended to create a division of workforce development as SBS already has this charter mandate and provides free high quality workforce development, training and job connection resources.

Through these efforts, SBS is equipping out of school, out of work youth with the in-demand skills necessary to build successful careers in the 21st century economy, and ensuring that local businesses have access to world-class talent they need right here in the five boroughs. I am happy to answer any questions you may have on the SBS programs I have discussed today. Thank you.

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**Testimony of Clayton Brooks
Director of Advocacy, Covenant House New York**

before

The Committee on Youth Services

on the subject of:

**Int. 708-2015 and the Particular Needs of
Disconnected Youth Experiencing Homelessness.**

(November 22, 2016)

Covenant House New York commends Chairman Eugene and the entire Youth Services Committee, as well as the New York City Council, for acknowledging the specific needs of disconnected youth in the City of New York. It is our firm hope that through this committee's leadership, in conjunction with city agencies, the Mayor's Office, service providers, and advocates, our city can do its part in addressing the needs of those young people who have fallen through the cracks of our city's safety net. We are hopeful that the scope and diversity of the youth population will not discourage an ambitious and comprehensive commitment from the city to the full breadth of youth disconnected from school, housing, employment, and families. We would like to highlight the particular needs of young people experiencing homelessness.

Covenant House has served the homeless youth of New York City since our formation in 1972 and since that time has grown to serve 50,000 youth entering homelessness per year in 30 cities throughout the world. The continuum of services created at Covenant House New York has served tens of thousands of young people over the last four decades. Specifically, within this last year, our crisis shelter has provided housing to 1744 unduplicated young people and our transitional housing program has housed 265 unduplicated young people for up to an 18-month stay, with 29 of those individuals being mothers with children.

The youth who enter our doors come for any number of reasons: whether a foster child who simply fell through the cracks, an LGBT young person whose parents kicked them out, a teen forced to leave a drug-addicted parent because they could no longer bear the neglect, or a young woman trafficked into the sex-trade against her will. No matter their reason for coming to Covenant House New York, the young people who enter our doors become part of a community that loves them, celebrates their courage, and works towards developing their fullest potential. There is a dedicated community of homeless youth service providers working tirelessly every year to engage this population, provide them immediate shelter, and work with them towards self-sufficiency. The City of New York has often been a helpful partner in this process, funding programs at every level of the continuum within different organizations.

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Through the strong leadership of Mayor Bill de Blasio, an additional 500 beds for homeless youth will have been brought online since the beginning of his tenure through June 2019. This is an unprecedented commitment from the City of New York and the New York City Council. However, homeless youth disconnected from school, employment, and many of the social and family supports most of us rely on, need more than just a place to lay their heads. With critical investments made into the lives of homeless youth, the City can save significant money in the long-term by helping youth achieve self-sufficiency. In addition to being a cost savings measure, this is also just the right thing to do.

Disconnected youth more broadly and homeless youth in particular are at a critical stage in their development as people. Given this, critical investments in this population now to help them achieve their educational and career goals will allow these youth to move beyond the experience of homelessness and become fully independent New Yorkers. If the City is committed to the goal of helping youth exit poverty and homelessness, systematically and broadly addressing the panoply of issues facing this population is critical. Covenant House applauds this committee and the sponsors of Int. 708-2015 (Councilmembers Eugene, Chin, Rose, and Lander) for realizing the need to better strengthen the safety net for this population and ensure a seamless coordination of services between city agencies.

We fully support the passage of Int. 708-2015 and look forward to partnering with Councilmembers Eugene, Chin, Rose, and Lander in working to convince their colleagues of the value in creating a disconnected youth task force. We would, however, like to propose the language of the bill be amended to highlight the needs of the homeless youth population. In particular, we propose:

1. Amending Section 1a to read as follows: “For the purposes of this section, “disconnected youth” means youth between the ages of sixteen and twenty-four years, who are neither connected to an educational institution, **stable housing**, or to the workforce.”
2. Amending Section 1b(v) to read as follows: “four members shall be appointed by the mayor and shall represent organizations whose mission is providing assistance to youth aging out of foster care, **youth experiencing homelessness**, or youth involved in the criminal justice system.”

Additionally, Covenant House would strongly urge that the Council advise the City of New York that upon creation of the disconnected youth task force, at least one agency housing or serving the homeless youth population be included among the Mayor’s or Speaker’s appointees. Additionally, we would like to extend ourselves as a resource to help identify at least one of the two youth representatives from among the population of youth experiencing homelessness. We thank the Committee on Youth Services for your consideration of these proposals and remain excited about this committee’s commitment to the needs of New York City’s homeless youth.



**Youth Services Committee Hearing on Oversight - Disconnected Youth: Out of Work and Out of School
Int. No. 708 and Int. No. 709**

Good afternoon, Chairman Eugene and other distinguished Council Members of the Youth Services Committee. My name is Marjorie Parker and I am the Deputy Executive Director at **JobsFirstNYC**, a **neutral intermediary focused on the issues of young adults who are out of school and out of work or underemployed.**

For several years, JobsFirstNYC has been documenting the number of out-of-school, out-of-work young adults in New York City. Today, this includes more than 184,000 New Yorkers between 16 and 24 years old. Our work as an intermediary includes convening and connecting young adults, service providers, policymakers, public officials, philanthropy leaders, businesses, and advocates to improve outcomes for young adults and develop strategies to sustain our city's future workforce.

As an organization committed to collecting data, creating and lifting up effective practices, and convening cross-system actors to benefit out-of-school, out-of-work young adults, those who serve them, and those who employ them, we support Intro 708 for the creation of a "disconnected" youth task force. **We also recommend the development of a standing Advisory Council to advise the Mayor and City Council on issues surrounding this population indefinitely.**

In addition to the stakeholders outlined in the bill's Introduction, we recommend the inclusion of the following stakeholders:

- Policy-focused intermediaries like JobsFirstNYC, United Neighborhood Houses, and Community Service Society; and, youth workforce private funders who have experience collaborating with providers to advance practice and policy for this population.
- Representatives from CUNY and the business communities, as including their voices is integral in any effort designed to propel young people towards sustainable economic prosperity.
- Young adults, community-based organizations, local and national systems-level actors both separately and together to offer feedback on the effectiveness of existing public programs for this population and to provide recommendations to guide the content and scale of any future investments.

We support the creation of any workforce development division dedicated to connecting out-of-school, out-of-work young adults to training and employment opportunities **if it is targeted at reaching those young jobseekers who are not currently being served under OSY**, as such, we conditionally support Introduction 709. Recent NY State Department of Labor data shows that DYCD WIOA contracts for Out of School Youth (OSY) programs have better education, employment, and certification outcomes than those achieved by the State overall, so clearly the agency is doing great work here with the population it serves. However, we think any effort to serve larger number of OSYs cannot be dismissed.

As such, we present the following conditional questions and recommendations:

- How would this new division be different from what Department of Small Business Services (SBS) does through its new young adult programming in the Workforce1 Centers?

We urge the city to conduct a thorough review of the wide range of existing centers designed to serve young adults and other vulnerable youth populations, as options for serving more young adults who are out of school and out of work. The current centers include, but are not limited to:

- the new SBS/HRA/DOE West Farms Workforce1 Career Center for young adults;
- the Neighborhood Opportunity Network (NeON) Centers;
- the Manhattan District Attorney's Office's CUNY proposals to develop Youth Opportunity Hubs in Harlem, Washington Heights, and the Lower Eastside.

While we were among the first advocating for these centers in our 2014 policy paper, the exponential growth of these mechanisms requires the city to evaluate and coordinate them to create efficiencies so that those with the highest needs are being served.

Furthermore, what system-level impact would result from the development of this new division – would it increase or decrease collaboration among SBS, DYCD, CYE, DOE, CUNY, and the Office of Workforce Development? The department has historically catered to older, higher-functioning, “work-ready” jobseekers. We recommend that SBS could best serve the jobseekers who still lack services through bilateral agency agreements, including some of the following examples:

- Co-enrolling students in both OSY and SBS programs, so those seeking only employment have direct access to SBS services; Uncouple penalties related to co-enrollment.
- Working with the Office of Adult and Continuing Education to serve more 21- to -24-year-olds, increasing their access to employment; and,
- Partnering with workforce unit in CUNY to direct qualified college students to employment opportunities through the SBS mechanisms.

We recommend that the Council consider these additional actions that can reach more out of school, out of work young adults.

- Explore expanding the services of Pathways to Graduation/District 79 to serve young people up to age 24; This could lead to greater amount of OSOW gaining access to education and employment services
- Enhance and expand resources to support current existing OSY programs to serve more young adults and provide additional post-program supports.

We believe that the creation of any new division should be under the purview of the department or departments with the experience and knowledge necessary to support out-of-school, out-of-work young adults at all levels who need a variety of training, education, bridging, and placement options. We also believe that any new division should target its resources towards the vast number of out-of-school, out-of-work young adults who are not currently receiving support through the array of other programs already available through DYCD and SBS.

Thank you,

Marjorie Parker
Deputy Executive Director, JobsFirstNYC
mparker@jobsfirstny.org

DEVELOPING A YOUNG ADULT WORKFORCE PARTNERSHIP ON STATEN ISLAND

A JobsFirstNYC Working Paper



TABLE OF CONTENTS

2	Foreword
2	Introduction
3	Staten Island Overview
4	The Staten Island Foundation
4	Scope of Work
4	Methodology
5	Young Adults on Staten Island
10	Service & Industry Conditions for Young Workers on Staten Island
13	Engaging the Government and Philanthropy
13	The Road to Implementation: From Development to Launch
19	Looking Ahead
20	Endnotes
21	Appendix A
21	Acknowledgments

About JobsFirstNYC

JobsFirstNYC is a neutral intermediary and a champion for the workforce needs of out-of-school, out-of-work young adults in New York City. Our mission is to improve the system for young adults by bringing together—effectively and efficiently—all available community, corporate, private, and public resources to accelerate the connection of out-of-school, out-of-work young adults with the economic life of New York City.

FOREWORD

When developing our strategic plan in 2012, JobsFirstNYC made a commitment to intentionally document the progress of our new projects as we work to positively affect out-of-school and out-of-work young adults in New York City. In service to our mission, we endeavor to support and strengthen the workforce development field and to share our effective practices, data and research, and systems-level work. This and other working papers, as well as our *Innovations in the Field* series, are among the ways we document the development and implementation of our initiatives. We believe that place-based partnership strategies are among the most promising approaches for improving the situation of jobseekers and employers alike.

This working paper chronicles the design and implementation of an unprecedented young adult workforce partnership on Staten Island. The effort, which was carried out with careful consideration of current and projected market demand and economic development, is aimed at creating thousands of job opportunities for out-of-school and out-of-work young adults on Staten Island. Known as the Youth Workforce Initiative of Staten Island, or Youth WINS, it is the first formal partnership in the borough to articulate a systemic goal of reducing the overall population of out-of-school and out-of-work 18- to 24-year-olds on Staten Island.

Like many of JobsFirstNYC's innovative efforts, the genesis of this partnership was not ours. Though our preexisting workforce models—such as the Lower East Side Employment Network—influenced the impetus for this work, credit for beginning this process is due to the leadership of The Staten Island Foundation. Upon seeing the results that we published regarding the North Shore neighborhoods of Staten Island in our *Unleashing the Economic Power of the 35%* report in 2014, the Foundation asked us to conduct a situational analysis and to offer subsequent recommendations for reducing the number of young people disconnected from school and work on Staten Island. However, it is the organizational partners themselves—which are described in this paper—that have successfully built a mechanism for addressing young adult disconnection.

This paper describes our collaboration with The Staten Island Foundation and other organizations to develop Youth WINS. We will keep the field abreast of the results and impacts of the partnership's work. We welcome your thoughts and questions about this initiative, and we hope that you find it helpful for your own practice.

INTRODUCTION

Long-term changes in the US economy—and more recently, the impact of the Great Recession of 2008—have disproportionately affected young people. Today, about 5.5 million 18- to 24-year-olds in the United States are out of school and not working.¹ According to the Center on Education and the Workforce, the overall labor force participation rate among young adults has been declining for more than two decades and is now the same as it was in 1972.²

New York City's 18- to 24-year-old population has grown nearly 10 percent in the past decade, yet there are 8 percent fewer young people employed, driven partially by a larger percentage of young people in school. While significant progress has been made in raising high school graduation rates (which climbed from 46.5 percent in 2005 to 70.5 percent in 2015³), only 42.6 percent of high school graduates in the city meet career and college readiness standards based on New York State's aspirational performance measures.⁴ High school graduation rates are also notably lower in low-income neighborhoods.

Currently, an estimated 172,000 young adults aged 18–24 are out of school and out of work in New York City.⁵ Despite the city's greater focus on workforce services, the existing set of local services for young adults is insufficient, particularly in low-income areas. New York City's current workforce development plan, documented in *Career Pathways: One City Working Together*,⁶ does not adequately address the out-of-school, out-of-work young adult population or the lack of services in many parts of the city. As the Annie E. Casey Foundation outlines in its 2012 *Kids Count* report,⁷ young people need multiple and flexible pathways to achieve credentials, employment, and economic success—pathways that combine work experience, education, training, employer engagement, and social supports.

The most promising approach for addressing the challenge of young adult unemployment in New York City is a collaborative structure that caters to both the workforce and employers by building and maintaining better pipelines into the workforce. Support for this approach is described in a McKinsey Global Institute report that states, "Instead of leaving it to government to transform education and training systems to meet their

needs, more companies will make the strategic decision to take a direct role in creating the skilled workforces and talent pipelines they need.”⁸ The key to successfully implementing such an approach is an effective intermediary that brings key players together as they develop strategies to deliver better outcomes.⁹

Over the past ten years, JobsFirstNYC has addressed this need among 18- to 24-year-old out-of-school and out-of-work young adults. As a neutral intermediary, we work to eliminate the gap between young adult jobseekers and employers. We accomplish this through collaborative initiatives that (1) identify specific problems faced by young people in the labor market and (2) implement strategies to help these young people reach their full economic potential. Our current initiatives that follow this model include the Young Adult Sectoral Employment Project,^a the Lower East Side Employment Network,^b and the Bronx Opportunity Network.^c We are currently exploring opportunities to develop similar initiatives in other neighborhoods with high rates of out-of-school, out-of-work young adults. The first of these initiatives, detailed in this working paper, is the partnership on Staten Island, Youth WINS.

STATEN ISLAND OVERVIEW

Staten Island has an estimated 468,730 residents,¹⁰ making it the least populous of New York City’s five boroughs. The island consists of three defined areas: the North Shore (Community District 1), Mid-Island, which is sometimes divided into the East and West Shores (Community District 2), and South Shore (Community District 3). It is the only borough with a non-Hispanic white majority (64 percent); the remaining demographic makeup is 17.3 percent Hispanic/Latino, 10.4 percent black, and 7.5 percent Asian. There are more than 9,000 businesses on Staten Island, and like New York City as a whole, the borough has a high concentration of jobs in the healthcare and social assistance subsectors.¹¹

This paper focuses on the education and employment conditions among Staten Island’s young adults aged 18–24, who comprise over 45,600 people, or nearly 10 percent of the island’s population. Of this group, nearly 20,000 (43 percent) live in the North Shore, an area north of the Staten Island Expressway (a portion of Interstate 278) that includes the neighborhoods of Mariners Harbor, Port Richmond, West Brighton, New Brighton, St. George, Tompkinsville, Stapleton, Clifton, and Rosebank. The North Shore has a markedly higher poverty rate than that of Mid-Island and South Shore¹² and is home to large populations of black and Latino residents—34.5 percent of North Shore residents are Latino, and 23.6 percent are black.¹³ Moreover, the North Shore—particularly the St. George, Tompkinsville, Clifton, and Stapleton neighborhoods—has the highest concentration of the island’s out-of-school and out-of-work young adults. High school graduation rates for public schools in North Shore neighborhoods are as low as 62 percent, well below the citywide average of 70.5 percent, while schools in Mid-Island and the South Shore have rates as high as 100 percent (Staten Island Tech located in the Mid-Island neighborhood of New Dorp).¹⁴

Though Staten Island has lower overall unemployment rates and higher median incomes than most of New York City, these economic indicators vary greatly by neighborhood, with wealthier neighborhoods in the South Shore and Mid-Island skewing much of the data. The disparities in educational attainment, employment, and income levels between young adults in wealthy Staten Island neighborhoods and their low-income counterparts in the North Shore are alarming. Moreover, when compared to the other four New York City boroughs, the entire island—often called “the forgotten borough”—suffers from a lack of viable public transportation, low levels of public investment, and a scarcity of high-quality jobs.¹⁵ Moreover, Staten Island has very few large employers—businesses with fewer than five employees account for two thirds of the borough’s businesses overall.¹⁶ This makes it particularly difficult for low-income young adults, who generally cannot afford the commute to other areas of the city, to find work in their communities.

^a The Young Adult Sectoral Employment Project is the first effort of its kind nationally to create effective, employer-driven programs by using a sectoral approach to improving employment outcomes for young adults.

^b The Lower East Side Employment Network is an innovative collaboration of eight workforce development agencies that strives to efficiently meet business hiring demands by preparing and supporting candidates to succeed on the job.

^c The Bronx Opportunity Network is a collaborative effort of seven leading nonprofits in the Bronx focused on systemically supporting young people who would not otherwise go to or stay in college.

THE STATEN ISLAND FOUNDATION

The Staten Island Foundation is a long-time philanthropic partner of many local community-based organizations on the island, working since 1997 to improve the quality of life on Staten Island, especially for its least advantaged residents. In addition to its robust, results-driven grantmaking, the Foundation has been deeply engaged in collective impact efforts related to healthcare and education since 2011. Fueled by concerns about the high rates of out-of-school, out-of-work 18- to 24-year-olds on Staten Island, the Foundation sought the help of JobsFirstNYC to assess the education and employment conditions of these young adults. The Foundation also set out to examine the existing service capacity, resources, and promising practices available on Staten Island to develop a community-based, demand-driven strategy that could create successful education and employment pathways that lead to economic sustainability for young adults. In doing so, it asked JobsFirstNYC to assist with conducting a situational analysis and, upon its findings, work with The Foundation and other critical actors in the borough to create a mechanism that would expressly address the educational, training, and employment needs of out-of-school and out-of-work young adults. The efforts detailed in this working paper were completed in collaboration with The Staten Island Foundation, whose strong ties to community leaders and understanding of the borough's community-based organizations proved invaluable.

SCOPE OF WORK

The primary goal of JobsFirstNYC's research, analysis, and development work with The Staten Island Foundation was to inform the design of an employer-driven workforce partnership aimed at serving non-college-bound high school graduates and high school dropouts from low-income areas of Staten Island. The mission of this partnership, known as Youth WINS, is for all young adults on Staten Island to be meaningfully employed in order to become financially secure and economically mobile. The partnership's three-year goal is to reduce the number of out-of-school and out-of-work young adults borough-wide by 3 percent (approximately 550 young adults).

METHODOLOGY

We collected data through a series of meetings, focus groups, design labs, workgroup meetings, and other convenings, as well as through a quantitative data analysis. The quantitative data was collected by the Community Service Society of New York and the NYC Labor Market Information Service at the CUNY Graduate Center from three sources: the United States Census Bureau, the NYC Department of Education, and the New York State Department of Labor. The data was organized into supply-side data (data on young adults and workforce service providers) and demand-side data (data on economic and labor market trends and opportunities) using the NYC Labor Market Information Service's internal analysis of the Quarterly Census of Employment and Wages from the New York State Department of Labor for 2011–2015.

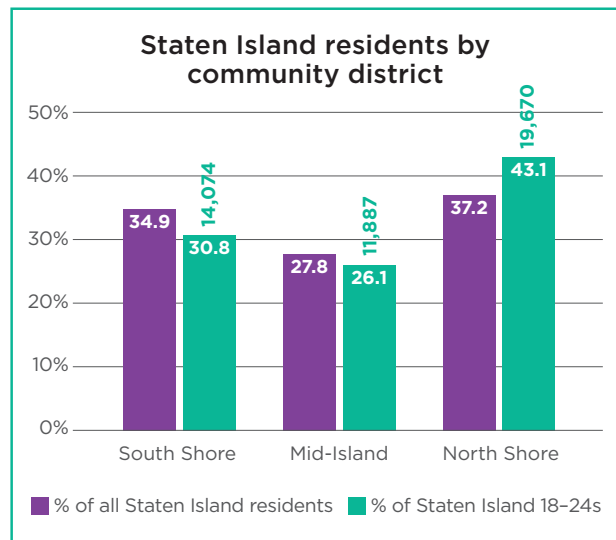
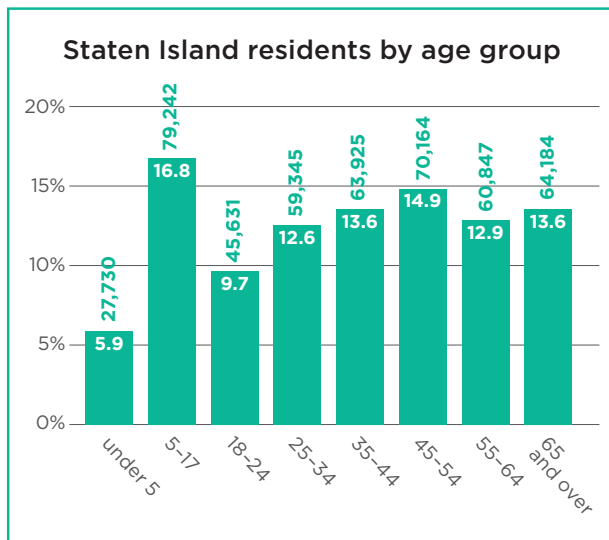
We conducted the supply-side analysis to understand the demographics of Staten Island's young adults and to locate potential labor force talent. We conducted the demand-side analysis to determine which industries employ young adults and to explore where there may be potential for career-track jobs. In our demand-side analysis, we gathered information on occupations and career tracks for young adults; identified sectors for job growth and sectors receptive to young adult workers; and identified economic development opportunities. We also conducted a focus group with local employers to gain insights into their experiences with young adults, and we worked with the Staten Island Chamber of Commerce to better understand how businesses and business organizations on the island are involved with younger workers and institutions serving young adults. In addition, we conducted analyses of public and private funding for workforce services on Staten Island and of the structure of the island's labor market, with an emphasis on the North Shore. This included gathering direct employer input and key labor market intelligence specific to occupations and jobs that may be appropriate for younger workers.

YOUNG ADULTS ON STATEN ISLAND

OVERALL DEMOGRAPHICS

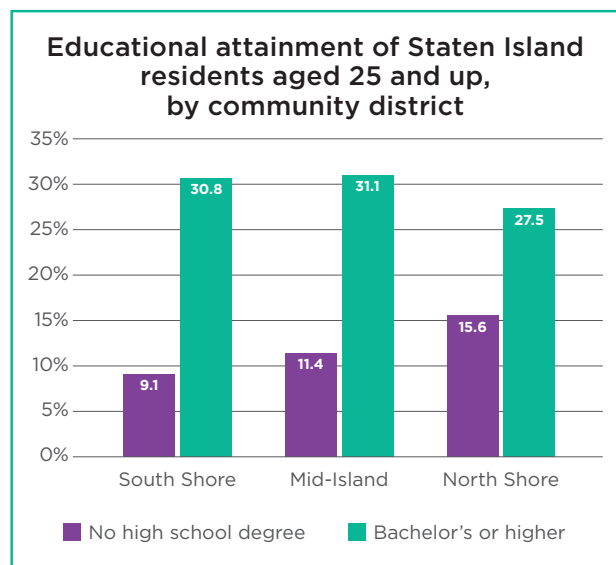
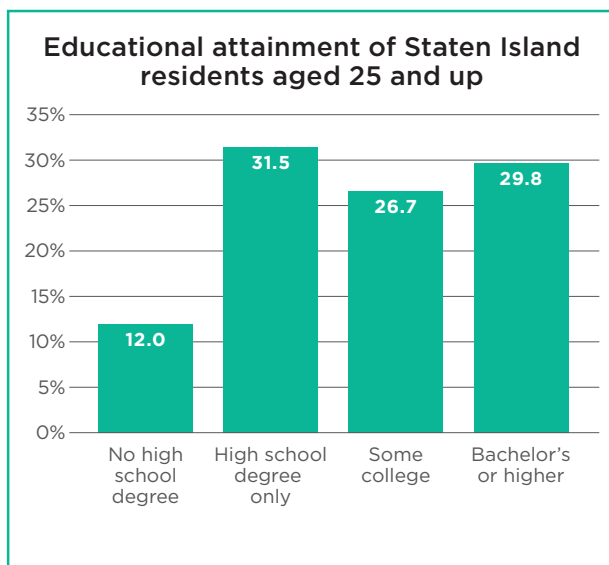
(all data is from January 2015)

Nearly one-third of Staten Island residents are 24 years of age or younger. This includes over 45,600—or nearly 10 percent—people between the ages of 18 and 24. This share of young people is roughly equal to that of other boroughs, with the exception of the Bronx, which has the highest share of young adults. Nearly 20,000—or 43 percent—of Staten Island’s 18- to 24-year-olds live in the North Shore, compared to 31 percent in the South Shore and 26 percent in Mid-Island.



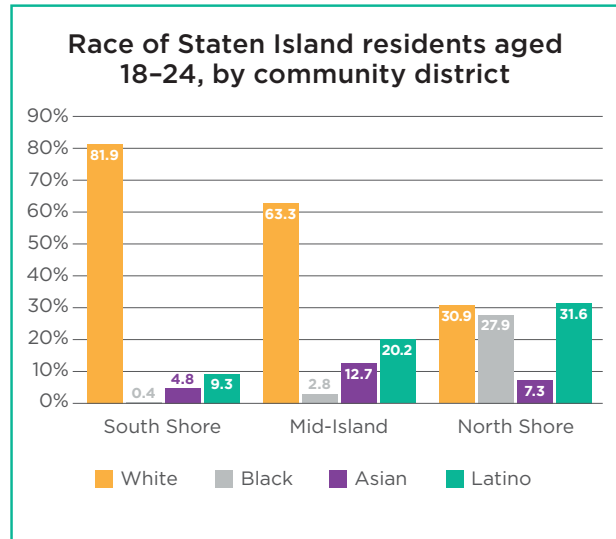
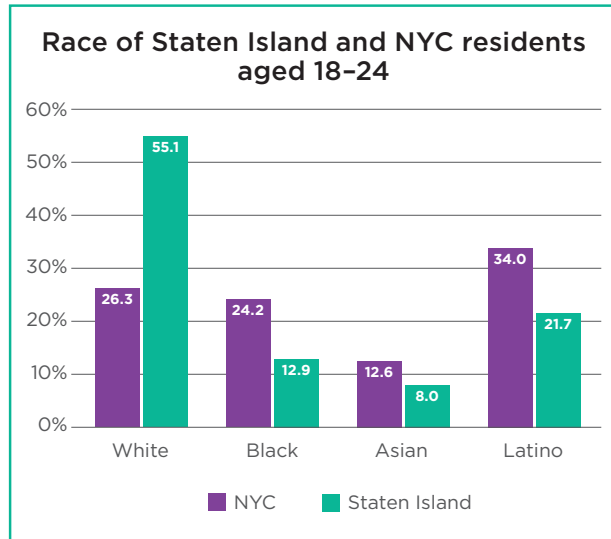
EDUCATION

More than half of Staten Island residents aged 25 and older have attended at least some college. Thirty percent have a bachelor’s degree or higher. Of all the city’s boroughs, Staten Island has a smaller share of residents who lack a high school diploma; however, it falls far below Manhattan in its share of residents with a bachelor’s degree or higher. Residents in the North Shore are less likely to have a high school degree compared to those in other Staten Island areas. However, they are still more likely to have completed high school than those in New York City as a whole. Also, Staten Island’s 18- to 24-year-olds have a higher rate of school attendance than their counterparts in the other boroughs (six out of ten are in school).



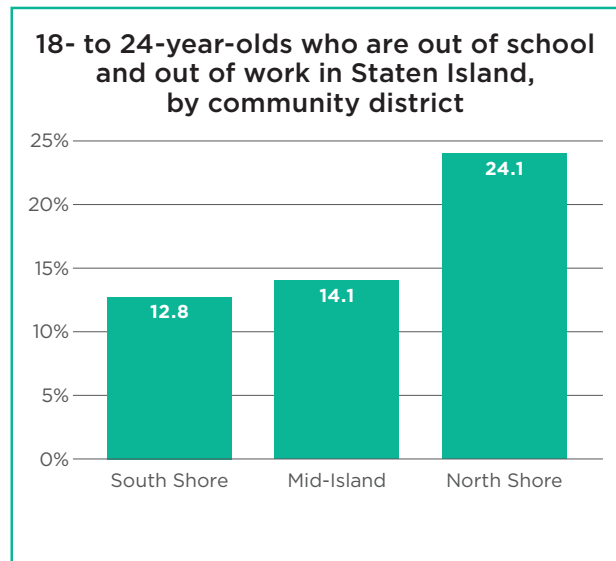
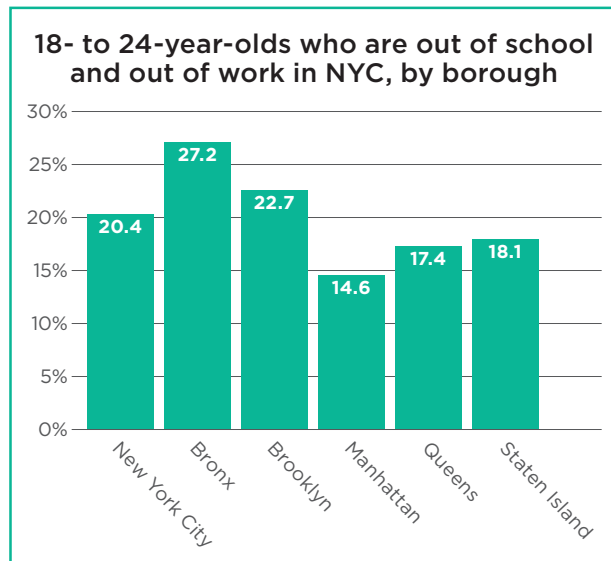
RACE AND ETHNICITY

Staten Island is predominantly white. Compared to the city as a whole, Staten Island's young adults are far more likely to be white and less likely to be black, Asian, or Latino. Over half (55 percent) of the island's young adults are white, compared to 21 and 24 percent who are black and Latino, respectively. In the South Shore, over 80 percent of young adults are white, as are nearly two-thirds in Mid-Island. The racial composition of the North Shore is closer to that of New York City as a whole, where white, black, and Latino young adults each make up about a third of the 18- to 24-year-old population. One-third of Staten Island's young adults have either Italian or Irish ancestry. There are also significant shares of Mexican and Puerto Rican young adults and smaller shares of Russian, Polish, Chinese, and Albanian young adults.

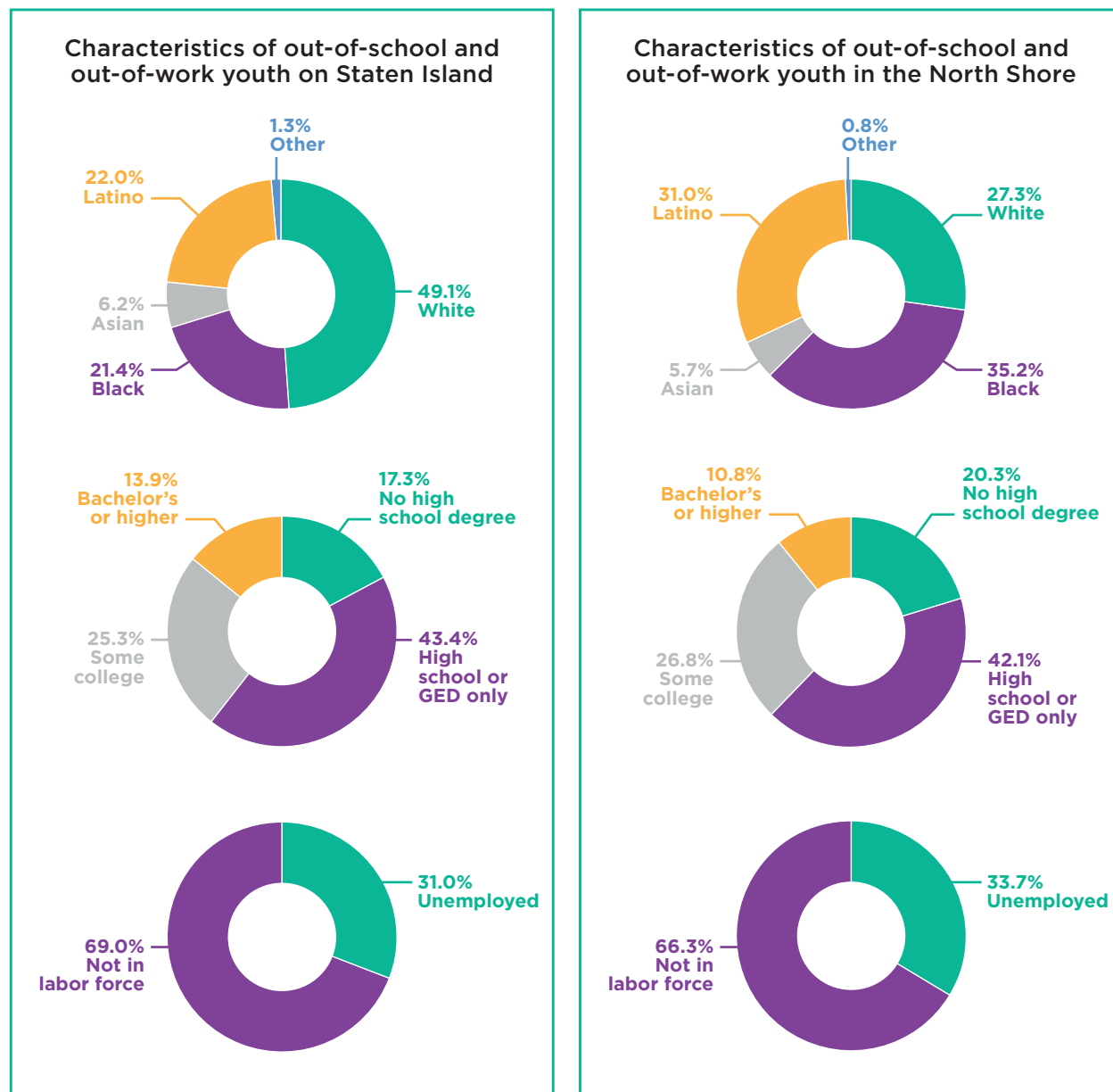


OUT OF SCHOOL AND OUT OF WORK

Nearly one in five 18- to 24-year-olds on Staten Island are out of school and out of work, close to the citywide rate. Residents in the North Shore are more likely to be out of school and out of work compared to other Staten Island areas and most of the other four boroughs. The North Shore has a higher rate of out-of-school, out-of-work young adults (just over 24 percent) than does any other borough except for the Bronx.

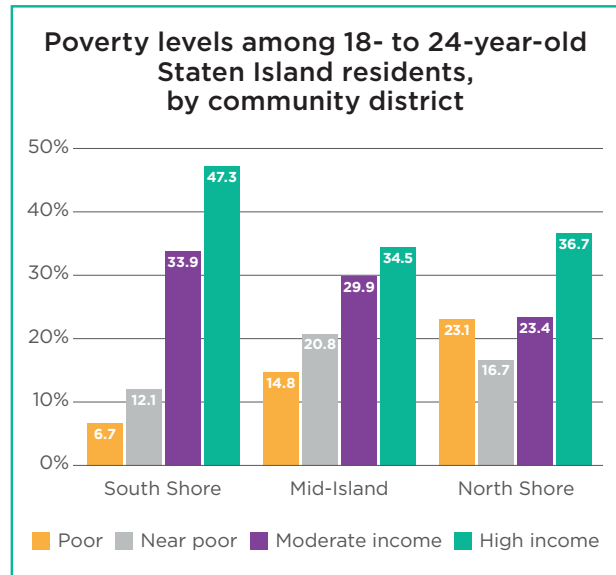
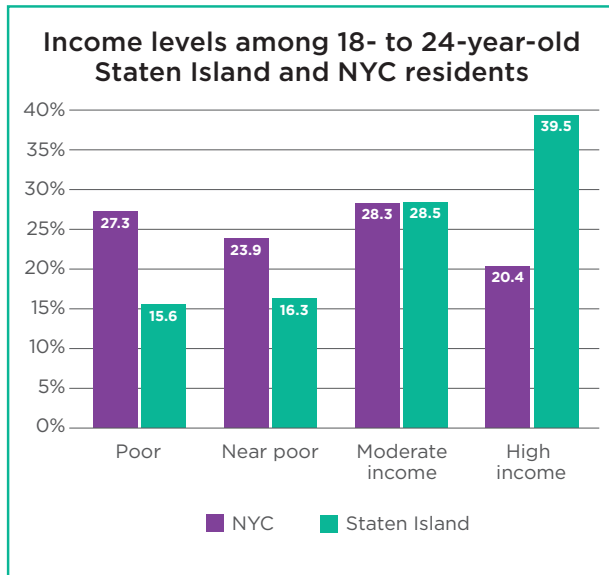


Nearly half of Staten Island’s out-of-school, out-of-work 18- to 24-year-olds are white. Although blacks make up only 13 percent of all 18- to 24-year-olds on Staten Island, they represent 21 percent of its out-of-school, out-of-work young adults. Out-of-school, out-of-work 18- to 24-year-olds in the North Shore are much more likely to be black or Latino, in line with the city’s overall young adult population. Rates of educational attainment and labor force status among North Shore residents are roughly similar to those among Staten Island’s out-of-school, out-of-work 18- to 24-year-olds overall.



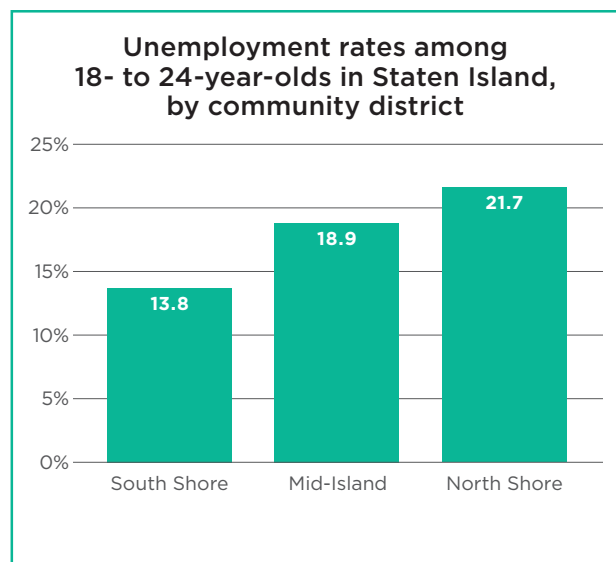
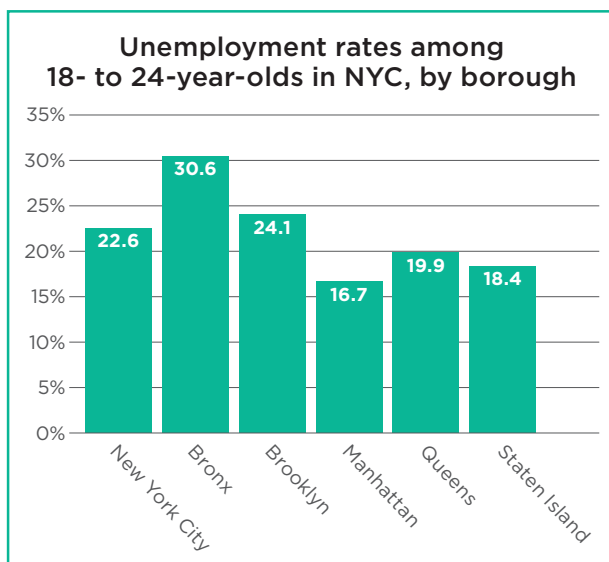
HOUSEHOLD INCOME AND POVERTY

Nearly one-third of Staten Island’s young adults live at or near the poverty level, compared to over half of young adults in the city as a whole. Staten Island’s young adults are far more likely to be in higher-income households than are young adults in the city overall. However, income levels vary among Staten Island’s areas. Young adults in the North Shore are nearly 3.5 times more likely to live in poverty than are their counterparts in the South Shore. Only 7 percent of young adults in the South Shore live in poverty, compared to 23 percent in the North Shore.

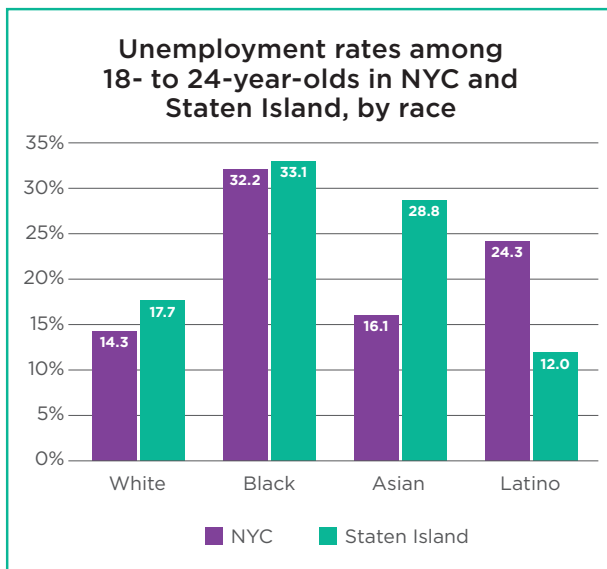


EMPLOYMENT

Nearly one out of five young people on Staten Island is unemployed. This rate is lower than that of any other borough except Manhattan. Residents in the North Shore are more likely to be unemployed compared to those in other Staten Island areas, where over 21 percent are unemployed.

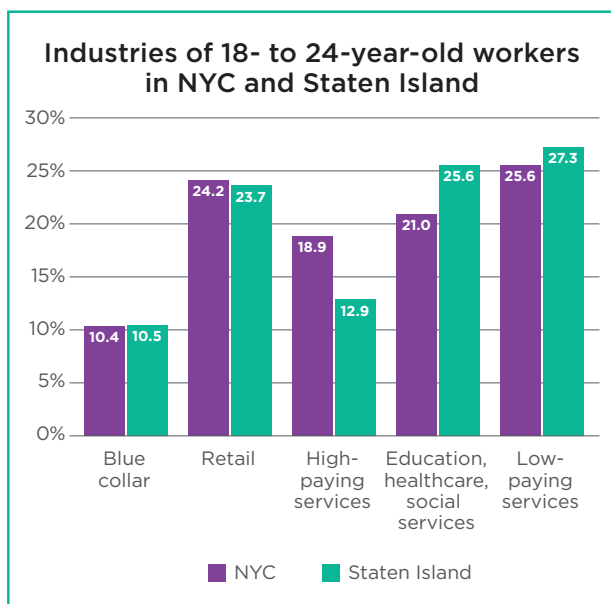


Blacks have the highest rate of unemployment on the island, at over 33 percent, which is higher than the citywide rate. For Asian young adults, the unemployment rate on Staten Island is much higher than it is citywide, and for Latino young adults, it is much lower. Compared to the city as a whole, young workers on Staten Island are less likely to work in high-paying occupations and more likely to work in education, healthcare, and social services.



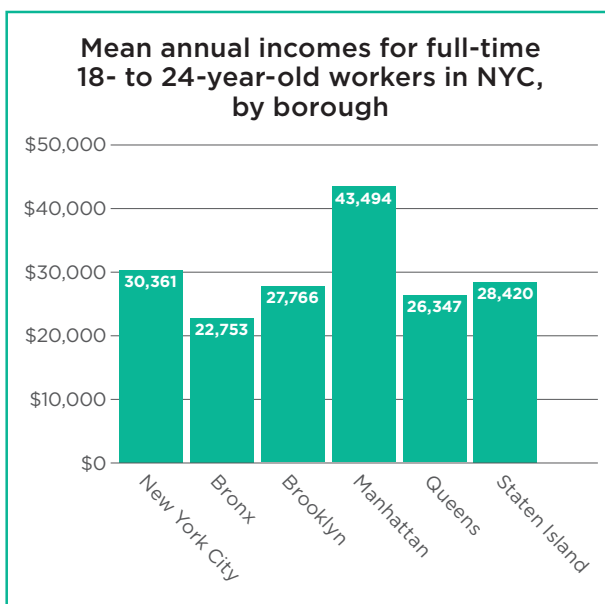
MOST COMMON INDUSTRIES FOR EMPLOYMENT

Most young adults on Staten Island work in education, healthcare, social services, and retail, similar to their counterparts across New York City.



INCOME

The mean salary on Staten Island for a full-time 18- to 24-year-old worker is higher than it is in any other borough except Manhattan. However, it is still \$15,000 less per year than in Manhattan and barely above Brooklyn and Queens.



SERVICE AND INDUSTRY CONDITIONS FOR YOUNG WORKERS ON STATEN ISLAND

JobsFirstNYC worked with The Staten Island Foundation to convene employers, community leaders, practitioners, and other stakeholders to better understand the education and employment conditions among young adults on the island. Community leaders and practitioners came together for a series of meetings throughout the first year of planning and development, and employers met for a focus group and informational session.

THE SERVICE PROVIDER CONVENING

JobsFirstNYC contacted more than 60 community-based organizations, schools, public agencies, and other institutions serving young adults on Staten Island (see appendix A). Representatives from these organizations gathered together to discuss the conditions on Staten Island and to explore their interest, capacity, and commitment to work collaboratively to find a solution for the borough's young adults. They also discussed whether there is a need—based on young people's current educational and employment conditions—to develop a young adult workforce initiative. Local experts presented demographic and employment data related to young adults on Staten Island, as well as workforce development funding and policy trends at the local, state, and federal levels.

These meetings served as a forum for Staten Island organizations to learn about one another's respective services, develop a better understanding of where services are available, and form relationships to collectively provide better service to their populations. These meetings were noteworthy in the sense that they marked the first formal gathering of young-adult-serving workforce providers to discuss the development of a plan of action to better serve young adults who are out of school and out of work.

Outcomes from the Service Provider Convening

Staten Island is underserved and underfunded.

- **Service/resource coordination:** There is a need for more services targeted toward young adults, better and more intentional coordination among these services, and a "no wrong door" approach to entry.
- **Employer connections:** Education and training providers must develop stronger connections to the business community in order to better understand the needs of employers and market demands.
- **Partnerships:** Strong partnerships should be created across service delivery systems, education, employment, and healthcare.
- **Transportation:** There is a need to improve transportation systems to increase young people's access to work and education.

Transportation challenges: The issue of unemployment due to the lack of readily available and accessible public transportation and the need for a broader discussion with public officials around improvements to the transit system is critical. Thoughtful and engaged discussions and brainstorming on this issue formed a substantial part of the early planning process, and JobsFirstNYC and The Staten Island Foundation will continue to work with the partnership to develop specific strategies to address this concern over time.

Staten Island suffers from limited public resources and limited private funding for education and training.

Staten Island lacks adequate funding opportunities. The public funding landscape has changed in recent years, and workforce funding has been cut significantly. For example:

- New York City's funding allocation under the Workforce Innovation and Opportunity Act declined from \$96.6 million in 2000 to \$65.3 million in 2016.
- New York City's youth funding under the Workforce Innovation and Opportunity Act declined from \$43.3 million in 2000 to \$24.5 million in 2015.¹⁷

- Of the 139 New York City Department of Youth and Community Development contracts for the City's main young adult workforce programs—Ladders for Leaders, Out-School-Youth Program (OSY), Summer Youth Employment Program (SYEP), Young Adult Internship Program (YAIP)—13 are on Staten Island.¹⁸

Although private workforce funding has increased notably in New York City, most of this funding is not directed toward Staten Island. According to the 2015 annual survey of private funding for workforce services conducted by the New York City Workforce Funders:

- Private funding increased from \$18.4 million in 2004 to \$71.7 million in 2015.
- Private funding for youth and young adults increased from \$4.8 million in 2004 to \$34.6 million in 2015.¹⁹

Moreover, in reviewing the results of the 2015 workforce funders survey, Bret Halverson, staff consultant for the New York City Workforce Funders, reported that with the exception of Staten Island-based foundations, Staten Island-based youth organizations have not shared in the very significant growth in private giving for youth and young adult workforce services.

According to the Online Foundation Directory (a product of the Foundation Center, a nonprofit that gathers and analyzes private foundation data), of the 1,569 grants made to New York City metro area programs for workforce, training, employment, and youth services in 2015, only nine were made to programs on Staten Island (five of which were made by The Staten Island Foundation). Grants made to Staten Island programs accounted for only 2.6% of the total dollars granted by private foundations to New York City programs in these grant areas.²⁰

Staten Island needs coordinated services for young adults.

The service provider meetings revealed a need to provide more coordinated services that offer young adults better access to educational and employment pathways. In particular, meeting participants identified four working groups to craft an inclusive strategy based on specific service needs:

1. **Customized training and education workgroup** to explore opportunities for building on-ramps to education and skills training and to identify market demands for training.
2. **Wrap-around services workgroup** to examine how to strengthen the current network and create seamless pathways of supportive services for young adults.
3. **Employer workgroup** to identify and engage with employers seeking to build their own talent pipelines and to educate employers on opportunities for hiring local, well-trained young adults.
4. **Community outreach workgroup** to locate and recruit out-of-school, out-of-work young adults who need the partnership's services and to grow the partnership by engaging additional local stakeholders.

These working groups have since been formed, and they include key representatives from community-based organizations, education and training providers, and employer organizations.

ECONOMIC DEVELOPMENT: STATEN ISLAND “RENAISSANCE” AND THE INFLUX OF DEVELOPMENT

In an effort to further evaluate employment conditions for young adults on Staten Island, the partnership's members worked with JobsFirstNYC and The Staten Island Foundation to identify economic development opportunities on the island. From the outset, the partners agreed on the need to take advantage of large development projects planned for the island. These projects will include opportunities in a variety of employment sectors, including construction, hospitality, management, retail, and technology. Examples of specific economic development opportunities on the horizon include the following^d:

- **Lighthouse Point—668 construction jobs and 374 permanent jobs.** Triangle Equities is developing a \$200 million mixed-use facility in St. George. The development will include 62,000 square feet of retail space, a restaurant and entertainment space, a 12-story residential building and 180-room hotel, a communal-style workspace, an urban beach, and a series of outdoor recreational areas.

^d All economic development project data was provided by the Staten Island Chamber of Commerce.

- **Broadway Stages—1,500 jobs within two years.** Located on 69 acres on Arthur Kill Road, this \$27 million development will tear down a former state prison to make way for a production facility for film, television, and music videos.
- **New York Wheel—350 construction jobs and 300 permanent jobs.** This 630-foot-tall observation wheel is a \$500 million project on the St. George waterfront that is expected to draw 3.5 million tourists each year and generate \$127 million in annual revenue.
- **Empire Outlets—800 construction jobs and 700 permanent jobs.** This multimillion-dollar project in St. George will include 340,000 square feet of retail space, a 1,250-space parking garage, 20,000 square feet of event space, and 40,000 square feet of food and beverage facilities.
- **Ironstate Development—1,100 construction jobs and 250 permanent jobs.** This \$150 million project will include 900 rental units in two five-story buildings with ground-floor retail, parking spaces, and a public plaza at the former US Navy homeport in Stapleton.
- **Bayonne Bridge raising²¹—6,300 jobs, including 2,500 construction jobs.** This \$1.3 billion project will raise the Bayonne Bridge by more than 60 feet to allow for larger, more modern ships to pass. The project will also widen the bridge to include bigger lanes, new road shoulders, and a 12-foot bike and pedestrian path.
- **Goethals Bridge Replacement Project²²—2,250 construction jobs.** This project will replace the original bridge, built in 1928. The new bridge will connect Staten Island to Elizabeth, New Jersey, and will include innovative technologies, such as a Road Weather Information System and a traffic detection system.
- **Corporate Park expansion—no job projection data available.** The Nicotra Group is in the final phases of constructing a three-story, 40,000-square-foot medical building on the corner of South Avenue and Lois Lane. It is also developing a 240,000-square-foot commercial space for office and medical use at the former Teleport site.
- **Staten Island Mall expansion—200 construction jobs and 1,300 permanent jobs.** Chicago-based General Growth Properties is redeveloping its 1.2-million-square-foot property in New Springville. The new development will include a 53,000-square-foot cinema, a public piazza, and an expansion of anchor store Macy's.
- **Riverside Galleria—no job projection data available.** This 457,000-square-foot retail complex on the shoreline of the Arthur Kill waterway, near the Outerbridge Crossing, will include a multiplex cinema and waterfront dining. It will also preserve the eighteenth-century Captain Abram and Ruth Dissosway Cole House.

With guidance from the Staten Island Chamber of Commerce, the partnership will continue to identify new economic development projects on the island, ensuring its ability to respond to new initiatives that promise job opportunities for young adults.

THE EMPLOYER CONVENING

JobsFirstNYC and The Staten Island Foundation hosted a focus group with executives and middle managers from Staten Island businesses. The employers represented several industries, including finance, construction, legal services, security, and the food and beverage industry. Employers shared their experiences working with younger employees and discussed their goals and concerns around engaging a future millennial workforce.

Outcomes from the Employer Convening

- **Technical training and workplace readiness.** Employers expressed their concerns about younger workers' frequent lack of technical training and workplace readiness.
- **Pros/cons of hiring younger workers with less experience.** According to employers, younger workers are usually quick learners and technologically savvy. However, employers also noted that these workers, including those with little experience, have high and often unrealistic salary expectations, which are generally related to their large amounts of student loan debt.

- **Current high-demand occupations.** Employers identified several high-demand jobs well suited for younger workers, including those of auto mechanic, construction laborer, accountant, and electrician.
- **Experience with nonprofits and educational institutions.** When recounting their experiences working with nonprofits and with career and technical education programs to hire, train, and retain workers, most employers reported positive experiences. However, *some employers noted that some of the candidates referred by nonprofits struggled with literacy.* The focus group also revealed that many employers were unaware of public and nonprofit workforce programs.
- **Required services for younger workers.** According to employers, *the services that are needed to retain and promote young people include ongoing training and professional development, coaching and mentoring from colleagues and peers, robust benefits packages, and essential skills training on workplace etiquette and communication.*

In addition to the information gathered from the employer convening, we relied on information from the Staten Island Chamber of Commerce’s 2015 Business Outlook Survey, which offers employer-centered insight into the issue of creating efficient talent pipelines on Staten Island. According to the survey, 41 percent of respondents answered yes to the question, “Have you encountered any problems finding/hiring skilled employees for open positions?” Among the reasons cited by employers were transportation challenges, applicants’ salary expectations, applicants’ low levels of experience, competition with the Manhattan and Brooklyn markets, and applicants’ lack of work readiness (including issues related to punctuality and levels of education and training).

ENGAGING THE GOVERNMENT AND PHILANTHROPY

During the first year of planning and development, JobsFirstNYC, The Staten Island Foundation, and partnership members engaged potential public and private funding sources. In particular, JobsFirstNYC and The Staten Island Foundation met with a group of funders from the local philanthropic community, hosted by the New York Community Trust, to share the early development of the partnership and cultivate relationships.

In addition, we engaged several government agencies at various stages of the partnership’s research and development. These agencies included the NYC Department of Probation, NYC Center for Economic Opportunity, NYC Department of Small Business Services, NYC Housing Authority, NYC Department of Youth and Community Development, and NYC Department of Education.

THE ROAD TO IMPLEMENTATION: FROM DEVELOPMENT TO LAUNCH

Over the last year, JobsFirstNYC has worked with the partnership to convene a series of model development design labs; results-based leadership trainings; and partnership and steering committee meetings.

PARTNERSHIP MODEL DEVELOPMENT

While the partnership puts the final touches on its development and partner commitment, member organizations have made significant progress in developing their individual roles as partners, as well as identifying the mission and goals for the partnership as a whole. The partnership has been designed with employer perspectives in mind and within the context of current and future economic development activities on Staten Island. Member organizations will continue to solicit employer input and adapt to economic shifts as the partnership is implemented and begins to grow and evolve over time.

Figure 1 below depicts an early theory-of-change model outlining the process of the partnership’s creation, and **figure 2** shows an early model developed to demonstrate the service model of the partnership.

Figure 1: **Staten Island Young Adult Workforce Partnership (Youth WINS) Theory of Change**

THE PROBLEM

- 18% of all Staten Islanders aged 18–24 are neither in school nor working.
- 24% of young people aged 18–24 living in the North Shore of Staten Island are neither in school nor working; this group accounts for 58% of out-of-school, out-of-work (OSOW) young adults on the island.
- The greatest contributor to OSOW status is unemployment. Residents of the North Shore are more likely to be unemployed than those in other parts of the island.
- Young adults with no more than a high school diploma (43%) represent the greatest share of OSOW youth.
- Within the 18–24 age group, 33% of blacks are unemployed; 17.7% of whites are unemployed; and 28.8% of Asians are unemployed.

PROPOSED SOLUTION

Develop a place-based young adult workforce initiative: the Staten Island Young Adult Workforce Partnership (Youth WINS)

PHASE I: Tasks, Convening, and Workgroups

<p>Raise consciousness</p> <ul style="list-style-type: none"> • Convene service providers, government, religious institutions, nonprofits, philanthropy, and education to discuss and develop strategies for resolving the high unemployment rate among young adults • Convene employers and employer intermediaries to assess talent development needs, their experiences with public workforce systems, and their interest in working with youth 	<p>Develop a framework and map resources</p> <ul style="list-style-type: none"> • Identify and map resources across institutions to include programs, public and private funding, and other available resources • Work with interested groups to identify education and training availability, as well as needs of OSOW young adults • Identify institutions necessary to developing and implementing a strategy to reduce OSOW rates • Identify other collaborative groups 	<p>Explore the development of a young adult workforce partnership</p> <ul style="list-style-type: none"> • Explore and create working groups by targeted areas: education, workforce, and other needs • Participate in results-based leadership training as a learning tool for the partnership and other collaboratives of providers on Staten Island
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PHASE II: Program Design Labs

<p>Workgroups, employer follow-up, and other groups</p> <ul style="list-style-type: none"> • Schedule workgroup meetings • Schedule follow-up with employer intermediary • Meet with other working collaborative groups 	<p>Mission and service</p> <ul style="list-style-type: none"> • Develop and define mission of the partnership • Identify and develop the service structure • Identify partners’ roles • Define membership criteria • Determine alignment with other collaborative groups 	<p>Partners and structure</p> <ul style="list-style-type: none"> • Identify partners • Identify lead partners for funding and reporting purposes • Finalize core services/partner structure and roles • Finalize service/program model • Draft a common partnership plan • Draft a memorandum of understanding among partners • Define marketing/website/social media
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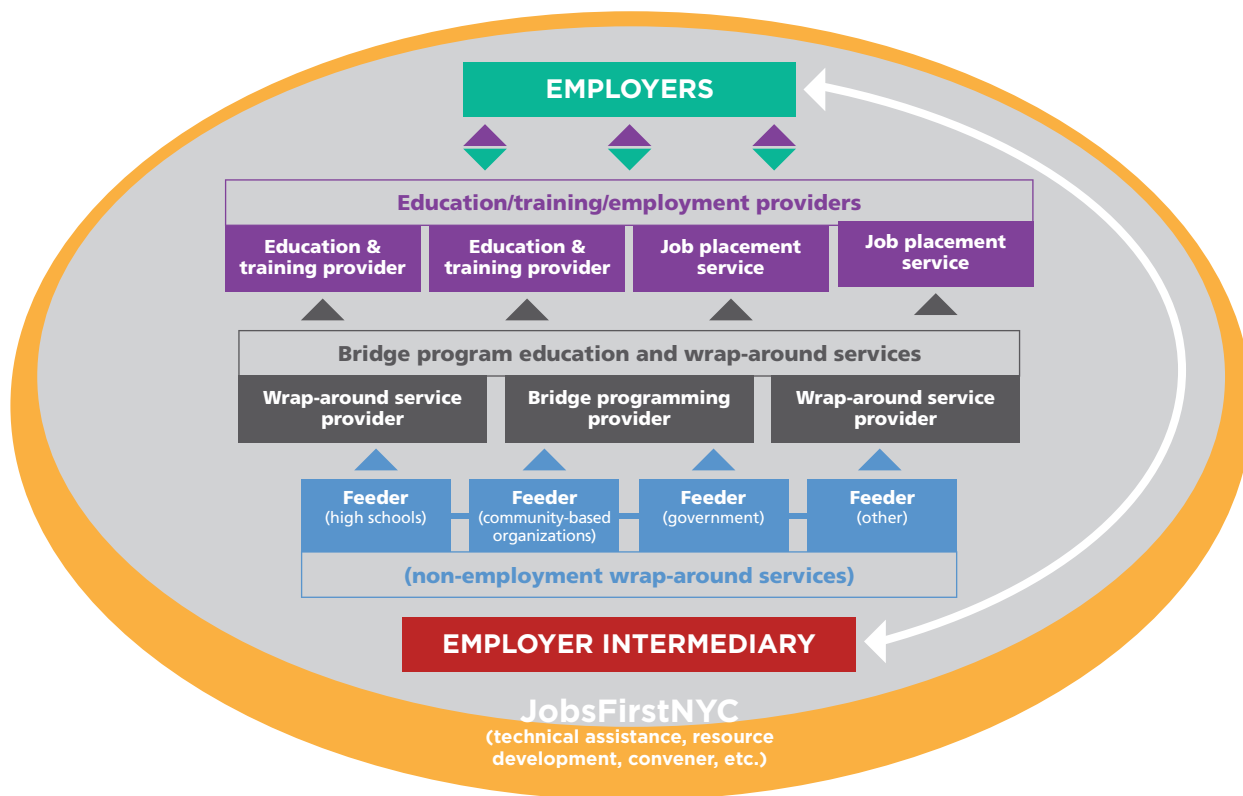
PHASE III: Funder Presentations and Project Launch

- Present the partnership to Staten Island Foundation
- Present the partnership to other funders

PHASE IV: Project Launch and Implementation

<ul style="list-style-type: none"> • Partners establish and adopt a framework and goals 	<ul style="list-style-type: none"> • Partnership launched with three critical elements: (1) community-based organizations, (2) training institutions, and (3) employers (see attached framework) 	<ul style="list-style-type: none"> • 150 young people per year receive academic and occupational training, occupational certifications, job placement, wrap-around social service support, and integrated follow-up support for one year after training
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Figure 2: **Framework for a Staten Island Young Adult Workforce Partnership (Youth WINS) Model**



RESULTS-BASED LEADERSHIP TRAINING

Throughout the first year of planning, The Staten Island Foundation invited a group of partnership members to participate in a series of results-based leadership workshops with the Annie E. Casey Foundation and NYU instructor Angela Hendrix Terry.²³ The series included several daylong workshops designed to teach participants how to develop, lead, and maintain effective, results-based partnerships. During the sessions, partnership members worked alongside leaders from The Staten Island Foundation to build valuable skills for partnering and goal development.

PARTNERSHIP AND STEERING COMMITTEE DEVELOPMENT

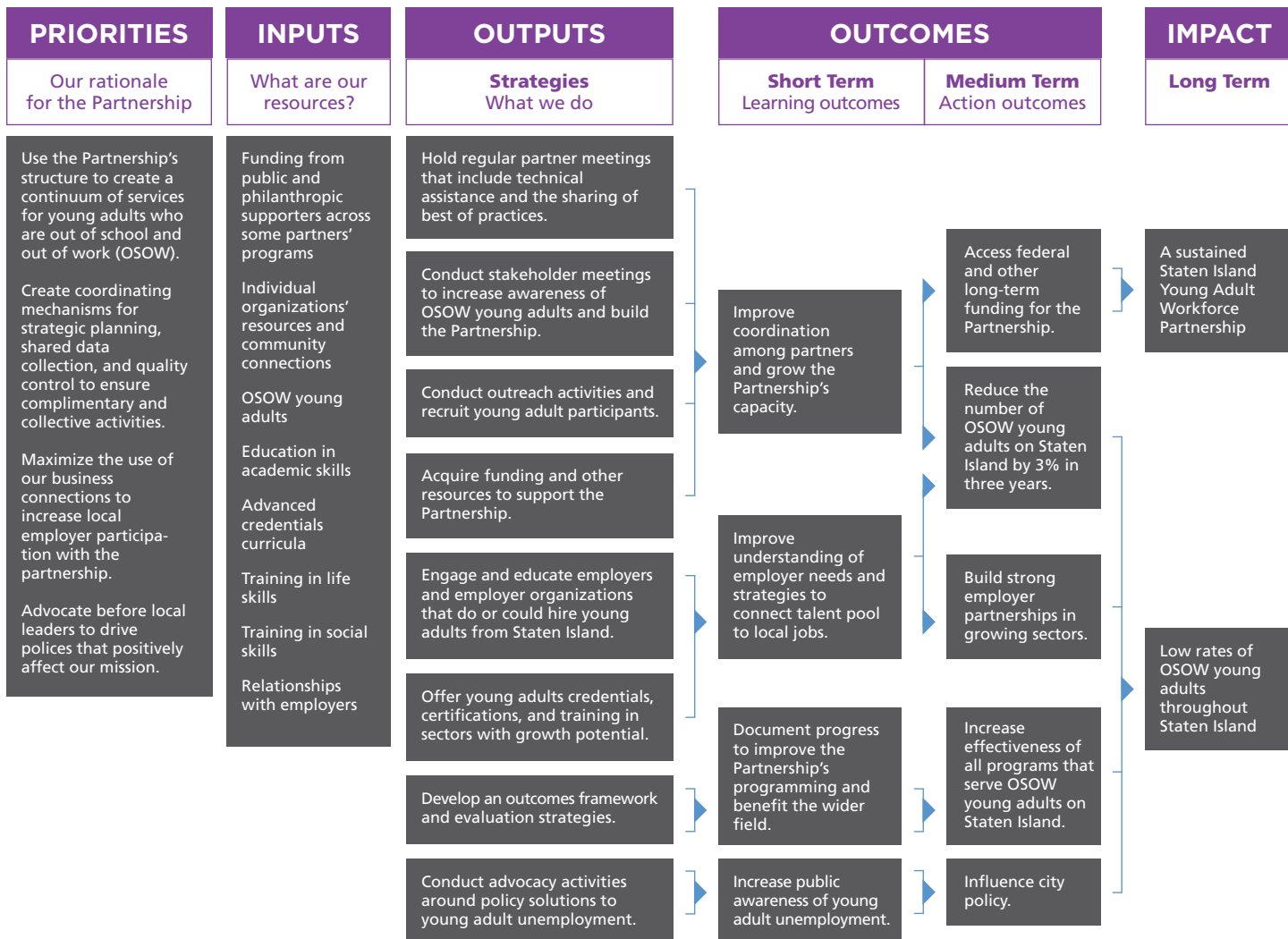
JobsFirstNYC and The Staten Island Foundation convened all interested member organizations for design labs aimed at organizing the specific activities and goals for the partnership in preparation for an October 2016 launch. At these labs, partners heard presentations from other New York City young adult workforce partnership leaders, determined the criteria for membership, developed a logic model and service delivery model, identified and refined service needs, and began creating a governance framework for the partnership.

Moreover, over the past year, a dedicated group of Staten Island service providers and community leaders emerged as leaders of the partnership to drive its development and sustainability. This group includes the College of Staten Island, the largest provider of education and training on the island; the Staten Island Chamber of Commerce, the largest business organization and the only chamber of commerce on the island; the New York Center for Interpersonal Development, one of the largest nonprofits on the island, serving thousands of young adults each year; and the following community based organizations serving out-of-school, out-of-work young adults and families on the island: African Refuge, Empowerment Zone, Parent to Parent NY, Inc., Salvation Army, Staten Island Education and Employment Consortium, Staten Island Mental Health Society, and United Activities Unlimited. Using information gathered from the design labs, this group led the development of a logic model (**figure 3**) and service model (**figure 4**) to guide the partnership's implementation and evaluation.

Figure 3: **Staten Island Young Adult Workforce Partnership (Youth WINS) Logic Model**

Mission: All young adults (ages 18–24) on Staten Island will be meaningfully employed in order to become financially secure and economically stable.

Situation: The fact that 18% of all Staten Islanders—and 24% of North Shore residents—between the ages of 18 and 24 are neither in school nor working presents a worrying socioeconomic problem. The solution requires a multipartnered approach that provides emotional and behavioral support services; essential skills training; basic and advanced credentialing; and long-term, full-time employment placements with true career pathways.



LOGIC ASSUMPTIONS

Extensive “wrap-around” services are proven to increase the success rate of OSOW youth in earning high school diplomas, high school equivalencies, and advanced certificates. Multipartnered service providers using data-driven, results-based strategies and programs enriched with employers’ input increase the likelihood of hiring.

EXTERNAL FOCUS

JobsFirstNYC’s focus on bringing Staten Island into alignment with the rest of the city. The restructuring of public workforce programs and grants suggests that innovative partnerships are more likely to succeed in addressing the obstacles faced by the OSOW population.

EVALUTION FOCUS—OUTPUTS

What needs to be evaluated?

- Employer satisfaction
- Partnership’s resource development
- Participant satisfaction
- Partnership’s policy impact

EVALUTION FOCUS—OUTCOMES AND IMPACT

Which outcomes need to be evaluated?

- Extent to which bridge program is creating a talent pool for employers
- Extent to which program implementation is having an effect on the target population
- Extent to which the Partnership is growing and sustaining resources

Figure 4: **Draft Proposed Service Model**
Staten Island Young Adult Workforce Partnership (Youth WINS)

Staten Island Young Adult Workforce Partnership		
Phase One: Recruitment, Assessment, and Referrals; Post-Secondary Education and Training		
Programming Description		Notes/Questions
<p><i>Recruitment/Assessment/Referral</i></p> <p>Leads:</p> <ul style="list-style-type: none"> • Community-based organization partners <p>Major activities:</p> <ul style="list-style-type: none"> • Marketing • Information sessions • Interviews • Initial advisement 	<p><i>Post-Secondary Education and Training</i></p> <p>Leads:</p> <ul style="list-style-type: none"> • Education provider partners <p>Major activities:</p> <ul style="list-style-type: none"> • Refine and develop curriculum in collaboration with community-based organizations, employer organization partners, and employers 	<ul style="list-style-type: none"> • Essential skills training • High school equivalency completion as needed • Initial skills assessment for customized educational and training bridge programming
Phase Two: Bridge Programming		
Programming Description		Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Community-based organization partners <p>Major activities:</p> <ul style="list-style-type: none"> • Various bridge educational and training program models to meet needs of targeted population • Transition to programs matching students with individual interest • Transition to employment 		<ul style="list-style-type: none"> • Crafted with program collaborators • Post-secondary transition • Transition to employment
Phase Three: Post-Secondary Training		
Programming Description		Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Education provider partners <p>Major activities:</p> <ul style="list-style-type: none"> • Orientation with community-based organization partners • Certificate training programs in healthcare, technology, hospitality/tourism, and others • On-site wrap-around services, including academic support, career preparation, crisis management, and external referrals as needed • Workshops and seminars with community-based organization partners, employers, and employer organizations 		<ul style="list-style-type: none"> • Community-based organizations and social service agencies for referrals and collaboration in areas such as housing, financial literacy, and food security • Workforce training opportunity in the trades? Other sector training opportunities? • Additional training providers? • Other post-secondary training providers?

Continued...

Phase Four: Internships, Supported Employment, and Job Placement	
Programming Description	Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Staten Island Chamber of Commerce and other partners with strong employer connections <p>Major activities:</p> <ul style="list-style-type: none"> • Secure internships, explore job placements, and manage feedback provided by employers 	<ul style="list-style-type: none"> • New, dedicated staff person in Chamber of Commerce as employer/program liaison • Collaborative efforts will vary depending on direct partner/role • Modified approaches depending on completion of trade-based programs or academic certificate programs
Phase Five: Retention and Evaluation	
Programming Description	Notes/Questions
<p>Leads:</p> <ul style="list-style-type: none"> • Partnership steering committee <p>Major activities:</p> <ul style="list-style-type: none"> • Follow up on student outcomes in tracking database (employment, education) • Offer employers and participants post-placement supports • Convene student focus groups regarding experiences and qualitative learning • Convene employers and hold individual meetings to obtain data on overall employer experience • Make adjustments based on data for new programming 	<ul style="list-style-type: none"> • Need common outcome indicators for enrollment, program completion, credentialing, and employment milestones

These planning documents, which will guide the implementation and evaluation for the pilot years of the partnership, emphasize the collective value proposition of the organizations that have come together in an effort to create systemic change for young adults on Staten Island. With an eye toward Staten Island’s specific issues of transportation and business capacity, as well as its unique politics and culture, partners will pursue a borough-wide effort that is inclusive and responsive to the needs of each of the island’s three geographic areas while paying special attention to the North Shore, where unemployment rates are high, educational attainment rates are low, and more young adults live in poverty than anywhere else on the island.

LOOKING AHEAD

After a full year of development, during which JobsFirstNYC conducted labor market research, convened service providers and employers, presented the model to the philanthropic community, and held several design labs in collaboration with The Staten Island Foundation, the partnership is prepared to move toward implementation. As illustrated by the logic and service models, participating community-based organizations and public partners will work with the College of Staten Island and other education and training providers to offer bridge programs, customized skills training, and wrap-around support services to out-of-school, out-of-work young adults on Staten Island. They will also work with the Chamber of Commerce to help young adults secure quality jobs in in-demand sectors on the island and elsewhere. Divided into four subgroups—customized training and education, wrap-around services, employer, and community outreach—the partners have developed a model that emphasizes the long-term career readiness needs of young adults as well as the business needs of employers by weighing educational attainment, certification, labor market intelligence, and the immediate needs of jobseekers. The partnership is scheduled to officially launch in the fall of 2016.

JobsFirstNYC will continue to work with The Staten Island Foundation and partnership members during the implementation phase. As a supportive intermediary, we will do the following:

1. Support and promote the partnership, helping strengthen its position in the workforce development field.
2. Assist with resource development to ensure that the partnership's first two years are fully funded, and help develop a sustainability strategy for the long term.
3. Work with the partnership to formalize an outcomes framework and share its results with stakeholders and the wider field. We will also help ensure that the partnership understands and uses the data it is generating to implement effective course corrections as it transitions from a pilot to a full-fledged endeavor.
4. Provide ongoing technical support and training to the partnership. We will also help connect the partnership to the wider community of practice that has been fostered by JobsFirstNYC (e.g., the Young Adult Sectoral Employment Project and the Lower East Side Employment Network), as well as to other local and national efforts in the field.
5. Work closely with the Staten Island Chamber of Commerce to refine the partnership's employer services component so that the partnership can effectively meet the demand of participating employers, while preparing for job creation and economic development opportunities that may arise.

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APPENDIX A

Organizations with Varying Levels of Participation in the Planning or Development of the Staten Island Young Adult Workforce Partnership

49 Strong Saving Lives
After School Corporation
African Refuge
Casey Family Programs
Center for Alternative Sentencing and Employment
College of Staten Island
Community Health Action of Staten Island
Community Service Society of New York
El Centro del Inmigrante
Families on the Move
First Central Baptist Church
Fund for the City of NY/Center for Court Innovation
Giant Cleaning Service and Building Maintenance
Global Kids
Historic Tappen Park Community Partnership
Island Voice
Jewish Community Center of Staten Island/Avis/South Shore
Jewish Community Center
Junior Achievement of New York
Make the Road New York
McKee Vocational and Technical High School
Neighborhood Trust Financial Partners
New York Alliance for Careers in Healthcare
New York Center for Interpersonal Development
NYC Department of Education
NYC Department of Education Office of Safety and Youth Development
NYC Department of Probation
NYC Department of Small Business Services
NYC Department of Youth and Community Development
NYC Housing Authority Office of Resident Economic Empowerment and Sustainability
NYC Human Resources Administration
NYC Labor Market Information Service
NYC Office of Workforce Development
Office of the Staten Island Borough President
Parent to Parent NY, Inc.
Police Athletic League
P.S. 14 and 78—Community Learning Schools
Salvation Army
Seamen's Society for Children and Families
Stapleton Union American Methodist Episcopal Church
Staten Island Chamber of Commerce
Staten Island Community Board Number 1
Staten Island Community Job Center
Staten Island Foundation
Staten Island Jobs Plus operated by Rescare
Staten Island Mental Health Society
Staten Island Workforce 1 Career Center; Upper Manhattan Workforce 1 Career Center; Far Rockaway Workforce 1 Career Center
Staten Island YMCA
Staten Island Youth Justice Center
United Activities Unlimited
YMCA of Greater New York
Youth Action YouthBuild

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Beyar's Market
Bret Halverson
Castellano's House of Music
College of Staten Island
David McGoy, Assist Development Consulting
Doreen M. Inserra, CPA, PC
Empowerment Zone
Lazar Treschan, Community Service Society of New York
Lesley Hirsch, NYC Labor Market Information Service at the CUNY Graduate Center
New Millennium Training Center
New York Center for Interpersonal Development
Parent to Parent NY, Inc.
Richmond County Savings Bank
Richmond Group Wealth Advisors
RPM Insurance Agency
Salvation Army
Staten Island Education and Employment Consortium
Staten Island Foundation
Staten Island Mental Health Society
Staten Island Security Services
Tekie Geek
United Activities Unlimited

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Testimony by Jesse Laymon,
Policy Director of the New York City Employment and Training Coalition (NYCETC)

To the New York City Council Committee on Youth Services

Regarding Intro 708 and Intro 709

November 22, 2016

Good morning and thank you for holding this hearing and inviting us to testify on the progress made by the Mayor's structural reforms of the City's Workforce Development Systems.

My name is Jesse Laymon, Policy Director for the New York City Employment and Training Coalition (NYCETC). NYCETC is an association representing the expertise of over 170 community-based organizations (CBOs), educational institutions, and labor unions that annually provide job training and employment services to more than 800,000 New Yorkers, including public assistance recipients, unemployed workers, low-wage workers, opportunity youth, individuals involved with the criminal justice system, immigrants, veterans, the homeless, the elderly, and individuals with disabilities. The Coalition is the only citywide association exclusively focused on workforce development and has played a key role bringing together the city's workforce community for close to 20 years, advancing policy priorities, convening to share information and best practices. The Coalition has a responsibility to give voice on what makes sense to our community to government, policy makers, researchers, the media and funders.

My testimony today is to amplify the input of other experts on these issues, as well as underline a focus on key themes that we feel are relevant to any consideration of workforce development in New York City.

With regard to Intro 708, we support the bill and recommend that the taskforce created also include:

- Representatives from CUNY who have knowledge and expertise in connecting youth to the sorts of programs which enhance their readiness to work;
- Representatives of the business community, possibly drawn from SBS's existing Industry Partnerships program;
- Representatives of policy-focused intermediaries such as JobsFirstNYC and ourselves, who have experience collaborating to advance practice and policy for this population.

We also agree with our colleagues at JobsFirstNYC that some consideration should be given to any taskforce that is created lasting beyond a one-time report, and could become instead a standing advisory group.

Finally, with regard to Intro 708, we offer our assistance in the event that such a taskforce is created, to identify organizations from amongst our service-providing members who would be appropriate participants in the taskforce. We can also assist the taskforce by collecting or disseminating information among provider organizations, sharing best practices from the provider community, etc.

With regard to Intro 709, we do not wish to offer unqualified endorsement or opposition to the bill at this time, and will wait until a final version of the bill is up for consideration to weigh its potential benefits and drawbacks.

Most importantly, we feel that if any new "workforce development division" is created within a city agency such as SBS, it should be clear that this division should follow the blueprint for workforce development citywide as laid out in the 2014 Career Pathways report. This Career Pathways report is now the official vision for workforce development under the de Blasio Administration, and more should be done at all relevant agencies to align their policies and programs with it. This new youth-focused workforce development division should be expressly instructed to help implement the promises of the Career Pathways report as they pertain to its purview.

We also feel that any new division such as this must be expressly instructed to coordinate its activities with each of the other relevant agencies, including but not limited to: DYCD, Center for Youth Employment, DOE, CUNY, and the Mayor's Office of Workforce Development. It should not add additional layers of bureaucracy and should draw on experiences of provider organizations who have strong outcomes for youth such as Opportunities for a Better Tomorrow and The Door.

We echo the testimony of our colleagues at JobsFirstNYC on this matter and encourage the city to conduct a thorough review of the wide range of existing centers designed to serve out-of-school and out-of-work young adults and other vulnerable youth populations adults.

Thank you for your time, and I would be happy to answer any questions the committee might have.



Testimony of Randolph Peers

CEO – Opportunities for a Better Tomorrow (OBT)

Testimony before - Youth Services Committee – 11/22/16

Thank you Hon. Chairperson Eugene and fellow members of Council. I am pleased to be here today to provide testimony regarding two youth & workforce bills – Intro #s 708 & 709

OBT is currently NYC's largest provider of workforce development and education services for the "Opportunity Youth" population – young adults ages 17-24 not currently working nor in school. OBT has four Workforce Investment & Opportunity Act (WIOA) Out-of-School Youth (OSY) contracts under the administration of DYCD. These four contracts combined, along with an equal amount of funding from private foundations, including the Robin Hood and Tiger Foundations, enables OBT to serve 420 youth through its full-time, 20-week, nationally recognized business skills job training with integrated High School Equivalency (HSE) model. This model provides the most comprehensive academic and vocational support needed to move these youth to self-sufficiency. In addition, OBT administers four Young Adult Internship Program (YAIP) contracts that enables us to serve an additional 360 youth in the targeted neighborhoods of Bed-Stuy & Bushwick, Brooklyn, Jamaica, Queens, and a special citywide program for foster care youth. In total, including our adult literacy portfolio for people 18-years and older, OBT serves approximately 1,300 disconnected youth annually. Throughout our 34-year history, we have continually exceeded our contractual goals, and we have been cited by NYC as one of the most successful providers of youth services programs, focusing on opportunity youth.

With respect to Intro 708, which creates a *Disconnected Youth Task Force*, OBT enthusiastically endorses this proposal. Although WIOA legislation mandates a *Youth Council* as part of the Workforce Development Board (WDB), historically this council, which is now overseen by the Mayor's Office of Workforce Development, has had little input into youth programming. If the spirit of this legislation is to give youth development providers and government an equal seat at the table, then we fully support the creation of such a task force and we would welcome the opportunity to participate.

With respect to Intro 709, which seeks to amend the City Charter to give SBS more authority of workforce programming, we are quite baffled by both the intent and the scope of the bill. To

begin with, as per the purview of the Mayor, SBS already administers adult workforce services citywide. Such a designation should remain a purview of the Mayor and not be mandated by the City Charter. Doing so would eliminate any flexibility in programming should future Mayors wish to structure such services differently. It is important to point out that federal WIOA legislation will always require local designation for workforce services, so there is no danger of NYC not providing such services as long as federal funds are driving their funding.

More concerning, however, is the language in the bill that emphasizes “disconnected youth” workforce services being part of the SBS portfolio. As this council is well aware, currently youth workforce programming is housed at DYCD, where we and most other youth providers believe it should stay. To be clear, young adults are a “special population” that historically has not been served well through Workforce 1 Career System, the primary workforce infrastructure that has been created by SBS to serve adults. In fact, SBS eliminated all *special populations contracts in 2008* in an effort to realign its programming around “brick and mortar” career centers. This had a negative impact on services specifically for youth, the formally incarcerated, low-basic-skills participants, homeless job seekers, and limited-English speakers. Why further alienate youth by aligning such workforce support in an agency that has shown little interest in working with such a population?

Second, we firmly believe that DYCD has always demonstrated that youth development principles be at the forefront of all its programming, including its workforce contracts. Such a philosophy is necessary to effectively work with this population. DYCD is also in much stronger position to identify and administer youth workforce funds through community organizations that have always had effective relationships with young adults on the ground where they live.

Lastly, DYCD administers a cadre of other youth programs that effectively align with OSY programming including the YAIP, the Young Adult Literacy Program and SYEP. By having these programs under the same roof, NYC creates an effective continuum of services for young adults. Dividing the administration of these resources can only have a long-term detrimental effect on the same young adults we hope to support.

In closing, maybe we just misunderstood the intention of this legislation. Or maybe the references to disconnected youth were an overreach? Either way, we believe Intro 709 should be amended to delete any references to serving youth. Future generations will thank you for this amendment!

Randolph Peers
CEO, Opportunities for a Better Tomorrow
718-369-0303
rpeers@obtjobs.org

www.obtjobs.org



The Door – A Center of Alternatives, Inc.
121 Avenue of the Americas, NY, NY 10013
(212) 941-9090 | www.door.org

November 22, 2016

**Testimony before the New York City Council Committee of Youth Services regarding
Int 0708-2015: Creation of a Disconnected Youth Taskforce and Int 0709-2015:
Creation of a Division of Workforce Development within the New York City
Department of Small Services.**

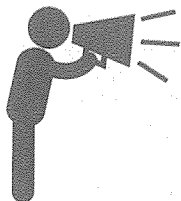
Andrea Vaghy Benyola, Managing Director of Career and Education Services

Good afternoon and thank you for the opportunity to testify regarding Int 0708-2015: Creation of a Disconnected Youth Taskforce and Int 0709-2015: Creation of a Division of Workforce Development within the New York City Department of Small Business Services. I am Andrea Vaghy Benyola, Managing Director of Career and Education Services at The Door. For over 40 years, The Door has served as an invaluable resource for New York City youth, including those facing homelessness, unemployment, poverty, and deportation. *The Door's mission remains to empower young people to reach their potential by providing comprehensive youth services in a diverse and caring environment.* Each year, The Door engages nearly 10,000 youth, ages 12-24, many of whom have one or more barrier impacting their ability to thrive. Comprehensive services are offered free of charge to adolescents including: primary and behavioral health, education and career, creative arts, food and nutrition, legal and immigration, and supportive housing.

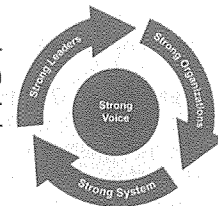
In today's testimony, we hope to contribute to the dialogue regarding best methods for supporting program development and service delivery for disconnected youth in New York City. While we applaud the efforts of the City Council to create a Disconnected Youth Taskforce, we want to ensure that the Taskforce have a very clear directive regarding what it hopes to accomplish during its existence and that the members appointed to the taskforce can speak to the full range of issues confronting disconnected youth. The Door serves nearly 10,000 young people each year with at least 80% of our members being disconnected youth who are struggling with significant education, employment, housing and mental health challenges. Each year, The Door provides career and education services to over 1,200 disconnected youth, assisting more than 300 young people to obtain unsubsidized employment, 100 youth to earn their high school equivalency degrees, and over 100 to enroll in college. Nearly 50% of the disconnected youth that The Door serves are dealing with multiple barriers to career and education success including transitioning out of the foster care system, juvenile justice backgrounds, homelessness, and/or being young parents. We strongly advocate that the newly formed Disconnected Youth Taskforce include representatives, who are able to represent and speak to the needs of the broad spectrum of disconnected youth. We would like to recommend that the taskforce include a representative from the Human Resources Administration to represent issues such as public assistance, homelessness, and HIV/AIDS benefits as they relate to disconnected youth, as well as a representative from the Department of Health and Mental Hygiene to address issues related to health and mental health as they impact disconnected youth. We advocate for selection of nonprofit appointees such as The Door who have a demonstrated track record of achieving positive outcomes for disconnected youth, as these individuals will best be able to contribute to discussions of feasibility, best practice and scale.

In regard to Int 0709-2015: Creation of a Division of Workforce Development within the New York City Department of Small Services, The Door commends the efforts of the City Council to explore ways to better address the needs of distinct populations in need of workforce services; however we have questions and concerns about the bill. First, we are unclear how this new division within the New York City Department of Small Business is different than what the Department of Small Business Services is currently offering through its Workforce1 Career Centers and its specialized Career Centers. We are also concerned how it will address the challenges that many populations such as disconnected youth face in trying to connect to and effectively navigate the Workforce1 Career Center. The bill indicates that the Division of Workforce Development would help to prepare and connect job candidates with employers and would provide career exploration and counseling, resume development, interview preparation, and training and help identify education opportunities. These are all services that are currently offered at any one of the Workforce1 Career Centers. In The Door's experience, at-risk populations such as disconnected youth tend not to access these services through the Workforce1 Career Centers, as they often need assistance navigating the initial services and they need much more individualized and intensive support than the Centers are able to effectively provide.

Moreover, given that nearly all of the federal and city tax-levy funding and programming for youth employment and career training services are currently housed at the New York City Department of Youth and Community Development, we are concerned that this new SBS division will further fragment New York City's workforce development system for young adults. The Door - through our more than a decade of experience providing a broad range of programming from literacy instruction to industry-specific bridge programs and training to internships, college, and job placement opportunities - has found that disconnected youth are served best when they are able to access a full set of options and wraparound supports in one place.



As a Coalition of more than 170 members, we are the voice of a strong and diverse community of community-based organizations, educational institutions and labor management organizations singularly focused on New York City workforce development. We showcase NYCETC member organization programs and advocate for the need for local training. We collectively work together to improve policy, practice & outcomes for the city's workforce development system.



2016 - 2017 NYCETC Advocacy Priority

Fulfill the Career Pathways Vision

Ensure Workforce Development Investments Improve Job Outcomes for all New Yorkers

In the Fall of 2014, the **Jobs for New Yorkers Task Force** published the **Career Pathways** plan as the framework for workforce development reform. Fulfilling the promise of this vision is vital for the community of workforce provider organizations and those we serve.

At the heart of the Career Pathways plan is the commitment to re-orient the City's workforce development system towards developing jobseeker skills to achieve high-quality career opportunities. The City's workforce development system must therefore serve those New Yorkers with the greatest need for education and training, those with barriers to employment, and those whom the City has ill-served previously.

This year is the mid-point of the Mayor's 5-year Career Pathways plan. The Coalition seeks the policy and funding changes needed for the plan to be on-track to meet its goals. In addition, the City must ensure that the most vulnerable New Yorkers have access to **essential education, quality training and living-wage career tracks**, to ultimately reduce inequality in New York City.

Achieving this vision will require action by the Mayor's Office, City Agencies, and the City Council:

Invest in Programs that Work

Executive Budget Priorities

Fulfill the Bridge Programs Commitment

The Career Pathways report set a goal of \$60 million in funding for Bridge Programs by FY 2020. To be on-track to achieve this target, the City must allocate **\$30 million to Bridge Programs** this year. As part of this allocation, substantial portions should be allocated through HRA for Bridge Programs that serve clients eligible for Public Assistance and through DYCD to serve out-of-school youth.

Expand Successful Initiatives

The budget should invest in existing programs that fit the Career Pathways vision. The FY 2018 City Budget should **baseline the \$12 million Adult Literacy investment** made in the FY 2017 budget, to help adults who need to **build English proficiency or earn a HS diploma**. The FY 2018 City Budget should also include **executive funding for Jobs to Build On**, a community-based network that provides incumbent workers with career development programs with a strong track record of success.

Measure what Matters

Agency Policy Priorities

Track Progress for Key Populations

In keeping with the new Federal Workforce Investment Opportunity Act (WIOA), the Department of Small Business Services should focus on the various populations who have the highest unemployment rates and need its services the most. SBS should **monitor and publish its progress** in serving and creating quality outcomes for key populations such as immigrants, individuals with disabilities, the formerly incarcerated, and individuals with limited education and experience.

Reduce the Administrative Burden

Verifying the employment status of clients served through Career Pathways saps vital resources from providers who need to deliver quality education and training. The Mayor's Office of Workforce Development must **accelerate efforts to make use of Department of Labor Wage Data** for reporting job placement and retention, and to implement common metrics standards across the City agencies that fund Workforce Development.

Break down Barriers to Employment

City Council Legislative Priorities

Support Transition Services

As part of the City Council's efforts to reduce the cycle of mass incarceration, and building on the model of the City Council's Young Men's and Young Women's Initiatives, the Council should **actively support the new Municipal Division of Transition Services for the formerly incarcerated**. This support should include grants to service providers that do the vital work of helping the formerly incarcerated.

Create more Place-based Networks

The Council should **support an expansion of the employment network model** that has been pioneered with the Lower East Side Employment Network and the East Harlem Talent Network. These networks are essential to connect quality local service providers and regional economic development.

Ongoing Advocacy Priorities

Ensure Equal Hiring Practices

Inform Employers and the Community about New Laws

The workforce development community supports equal hiring practices which reduce the barriers to employment experienced by many jobseekers, such as unfair application requirements.

In New York City, there are new laws in effect which, if properly implemented, will ensure fair hiring practices. In 2015, NYCETC worked with partner coalitions to help sign into law both Intro 261, the **Stop Credit Discrimination in Employment Act**, prohibiting employers from running a credit check on a job applicant, and Intro 318, the **Fair Chance Act**, prohibiting employers from asking job applicants about a criminal background until a conditional job offer has been made.

To ensure that the workforce community, employers, and the public are well-informed about these laws, NYCETC will continue to work with **advocates and partner organizations to educate workforce providers about these laws and how to engage with participants and employers.** We will also educate the public about the laws' impacts through media outreach.

Improve Job Quality

Pursue a "Raise the Floor" Strategy

The workforce development community supports responsible workplace practices including living wage career tracks and job benefits such as healthcare, paid sick leave and flexible schedules. Progress has been made on these fronts with the passage of the **Affordable Care Act** and the **\$15 Minimum Wage and Paid Family Leave** legislation in New York State. More can be done by fully engaging employers in pursuit of these goals.

NYCETC will be the strong voice of non-profit providers and 800,000+ annual jobseekers to engage employers on these practices. This means **celebrating high road employers** through events such as sector roundtables and promoting the utility of the **Best for NYC** campaign and the newly created **Office for Labor Standards**. We will also be **addressing issues of flexibility and predictability** in scheduling with the Women's City Club of NY.

And because not all jobseekers are prepared and ready to earn living wages, we will **advocate for income support programs**, including a TANF re-authorization that improves that vital program's effectiveness.

Connect Workforce and Economic Development

Through Collaborative Employment Initiatives and by Leveraging Untapped and Underserved Populations

To fully realize the goal of creating a more community-based, performance-driven approach to economic development across the state, workforce development needs to be connected to economic development initiatives in the planning stages.

This means New York State and New York City must embed workforce development programs in economic development initiatives, including infrastructure & capital development projects. Community benefit agreements associated with these projects must include a workforce component, and must be enforced.

NYCETC will **promote workforce development within NYS's Regional Economic Development Councils (REDCs)**, and with industry associations such as the Partnership for NYC. We will also promote **collaborative employment initiatives** that increase access of residents to jobs with local employers and developments, and we will continue to support the **First Look** and **HireNYC** initiatives.

In order to overcome an economy-wide talent shortage, employers will need to use non-traditional sources to meet market demands. Serving the wide range of New Yorkers in need of education, job training and job placement requires that employers must understand and utilize the strengths of various communities, including **Opportunity Youth, Immigrants, Veterans, the Formerly Incarcerated, and Individuals with Disabilities.** NYCETC will utilize public forums and media to highlight the talent in these non-traditional sources of labor.

NYCETC Strong Voice Strategy

Vision
Initiatives

- Compelling policy positions that advance the community of providers and clients
- Communication creates broad awareness of the community's value and success to employers, workers, policy makers and philanthropy
- Harnessed collective expertise about what works to inform policy, the media and the community
- Proactive advocacy for services and funding on behalf of our community with policy makers, philanthropy, and the public

NYCETC Advocacy Partners

#15andFunding Campaign
Consortium for Worker Education
Federation of Protestant Welfare Agencies
Human Services Council
JobsFirstNYC
National Skills Coalition

New York Association of Training & Employment Professionals
New York City Coalition for Adult Literacy
Race Forward
United Neighborhood Houses
Women's City Club of NY
Young Invincibles

For more information or to join our Legislative, Policy and Advocacy Committee, contact: jlaymon@nycetc.org

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THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____
 in favor in opposition

Date: _____

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Name: Robert C. Weir
Address: 1013 Bay Ridge Pkwy
I represent: MC DOE
Address: 52 Chambers Street

**THE COUNCIL
THE CITY OF NEW YORK**

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 in favor in opposition

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I represent: Phipps Neighborhoods
Address: 1071A East Tremont Ave

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(PLEASE PRINT)
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I represent: Opportunities for A Better Tomorrow
Address: 783 Fourth Ave, 11232

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in favor in opposition

Date: 11/22/16

(PLEASE PRINT)

Name: Andrea Vaahy Benyola

Address: 121 Avenue of the Americas NY NY 10013

I represent: The Door

Address: 121 Avenue of the Americas NY NY 10013

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Date: _____

(PLEASE PRINT)

Name: Samh Haas

Address: _____

I represent: DSS / HRA

Address: _____

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(PLEASE PRINT)

Name: Gary Jenkins

Address: _____

I represent: DSS / HRA

Address: _____

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Appearance Card

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in favor in opposition

Date: 11/22/16

(PLEASE PRINT)

Name: Sarah BURD-SHARPS

Address: _____

I represent: Measure of America

Address: One Pineport Plaza Bklyn NY

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 11/22/16

(PLEASE PRINT)

Name: Carson Hicks

Address: NYC. Center for Economic Opportunity

I represent: NYC

Address: 253 Broadway, 10th Fl.

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Andre White Deputy Chief of Staff

Address: _____

I represent: DGCD

Address: _____

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. FOR Res. No. _____

in favor in opposition

Date: 11/22/16

(PLEASE PRINT)

Name: D.C. VITO

Address: 110 WEST 34TH STREET

I represent: THE LAMP

Address: SAME

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Robert Zweig

Address: _____

I represent: NIC DOE

Address: 52 Chambers NY NY 10007

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 100 Res. No. _____

in favor in opposition

Date: 11/22

(PLEASE PRINT)

Name: Jesse Layman

Address: _____

I represent: NYC Employment and Training Coalition

Address: 121 Ave of the Americas

Please complete this card and return to the Sergeant-at-Arms

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. 709 & 709 Res. No. _____

in favor in opposition

Date: 11/22/16

(PLEASE PRINT)

Name: Andrea Bowen

Address: 70 W 36th St 3rd Floor 10018

I represent: United Neighborhood Houses

Address: see above

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: 11/21

(PLEASE PRINT)

Name: David Collins

Address: _____

I represent: Children's Village

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

O.F.P.O.M

Appearance Card

I intend to appear and speak on Int. No. 708 Res. No. _____

in favor in opposition

Date: 11/22/2016

(PLEASE PRINT)

Name: CHRISTIAN GONZÁLEZ-RIVERA

Address: 7-13 WASHINGTON SQ. N., NYC

I represent: CENTER FOR AN URBAN FUTURE

Address: 120 WALL ST, 20TH FL NYC

Please complete this card and return to the Sergeant-at-Arms

O:F

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

[]

I intend to appear and speak on Int. No. 7 Res. No. _____

in favor in opposition

Date: 11/22/16

(PLEASE PRINT)

Name: Tanya Krupat

Address: _____

I represent: The Osborne Association.

Address: _____

**THE COUNCIL
THE CITY OF NEW YORK**

OF ROOM

Appearance Card

[]

I intend to appear and speak on Int. No. 706 Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Clayton Brooks

Address: 460 W 41st St

I represent: Covenant House

Address: _____

O:F

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

[]

I intend to appear and speak on Int. No. _____ Res. No. _____

in favor in opposition

Date: _____

(PLEASE PRINT)

Name: MARJORIE PARKER

Address: 11 PARK PLACE MULLWOOD

I represent: JORSTFERNAL

Address: same as above

▶ Please complete this card and return to the Sergeant-at-Arms ◀

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

[]

I intend to appear and speak on Int. No. _____ Res. No. _____
 in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Vanda Belkovic-Kollar

Address: 52 Chambers

I represent: DOE

Address: _____

▶ Please complete this card and return to the Sergeant-at-Arms ◀

**THE COUNCIL
THE CITY OF NEW YORK**

Appearance Card

[]

I intend to appear and speak on Int. No. _____ Res. No. _____
 in favor in opposition

Date: _____

(PLEASE PRINT)

Name: Jade Motion

Address: _____

I represent: Nyc Sp

Address: _____

▶ Please complete this card and return to the Sergeant-at-Arms ◀