

# One System for One City

## The State of the New York City Workforce System Fiscal Year 2010

A CITYWIDE INITIATIVE: PREPARED MAY 2011



**NYC**<sup>TM</sup>

# One System for One City





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

Spring 2011

Dear Friends:

New York has emerged from the national recession faster and stronger than any other major American city. But for many of our residents, these are still very difficult times. Too many New Yorkers are struggling to find work. Creating jobs now remains a top priority for our Administration, and a key part of our efforts involves taking a comprehensive and coordinated approach to workforce development that will ensure our long-term economic competitiveness and growth.

Over the next three years, we will reinforce the efforts of every City agency involved in work-related education, job training, and employment services. Together, agencies will break down bureaucratic obstacles and concentrate workforce services and funding in areas of greatest need.

This first annual State of the NYC Workforce Report will help provide the City with the data it needs to better serve employers and jobseekers in today's economy. By collecting information across workforce programs, this report provides policymakers and the public with a useful tool to match training with high-demand jobs, attract new industries to New York, and increase the accountability of City agencies. This is the most complete picture of our efforts to date, highlighting our successes as well as areas in which we face challenges.

This report will serve as the foundation for even more progress toward our immediate goal of connecting New Yorkers to the jobs they need now, and our long-term goal of ensuring the City's economic strength and vitality.

Sincerely,

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

Michael R. Bloomberg  
Mayor

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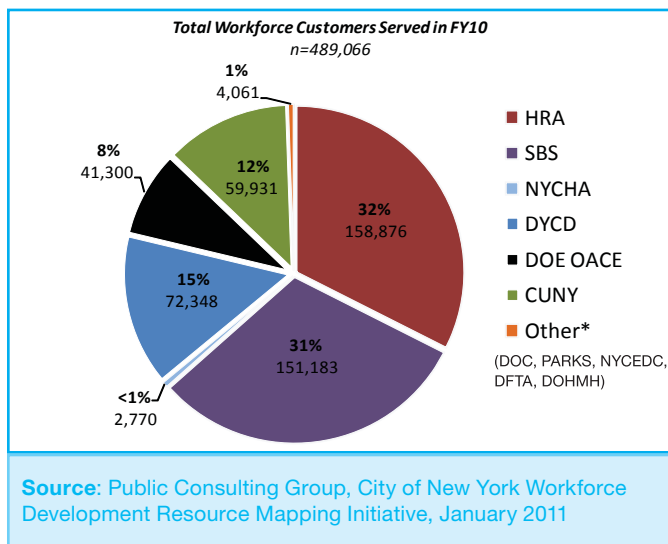
# EXECUTIVE SUMMARY

## What is this report?

This report presents information on workforce activities supported with public funds (federal, state and local), as well as certain privately and philanthropically-funded workforce initiatives in New York City. It is designed to serve as an information resource and compendium of performance outcomes for City and State policymakers, funders, agency staff and the general public. This report offers, for the first time, a comprehensive picture of our workforce system's customers — a key element in understanding and improving the services we offer to them.

## Why did we develop this report?

New York City's agencies that deliver workforce services report to three Deputy Mayors: Linda Gibbs (Health and Human Services), Robert Steel (Economic Development) and Dennis Walcott (Education and Community Development).<sup>1</sup> Recognizing the value of improved service coordination, the three Deputy Mayors have spent the last year working together with their respective agency leaders to develop a strategy for unlocking the potential of an effective and integrated system. Their efforts have included convening interagency working groups, interviewing local and national experts, and hiring a consulting firm, Public Consulting Group, to conduct an inventory of the current services and offer recommendations for improvement. This report is one among several products of this ongoing collaboration.



## What does this report help us understand?

While the City offers an array of programs and supports for jobseekers and employers, many of which are nationally renowned and replicated, it is difficult to argue that the totality of its efforts comprise a “system” per se. City agencies pursue their own objectives, often driven primarily by the availability and requirements of funding sources. Many customers access services from multiple agencies; however, referrals, data-sharing, and other forms of cross-agency collaboration are not systematized, and there is no overarching City goal or mission. By more fully understanding what is currently in place, we can gain a clearer sense of what changes are needed to create a whole that at least equals the sum of its parts.



<sup>1</sup> Dennis Walcott is now New York City's Schools Chancellor.

## Who receives workforce services?

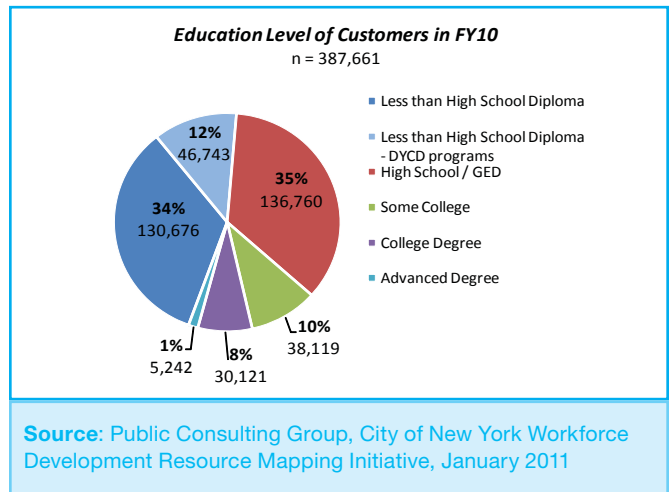
Section 3 of this report describes the demographic characteristics of the people we serve. Approximately a dozen agencies provide workforce services to more than 400,000 people in New York City every year.

**Age:** About two-thirds of customers in the publicly funded workforce system are age 35 or younger.

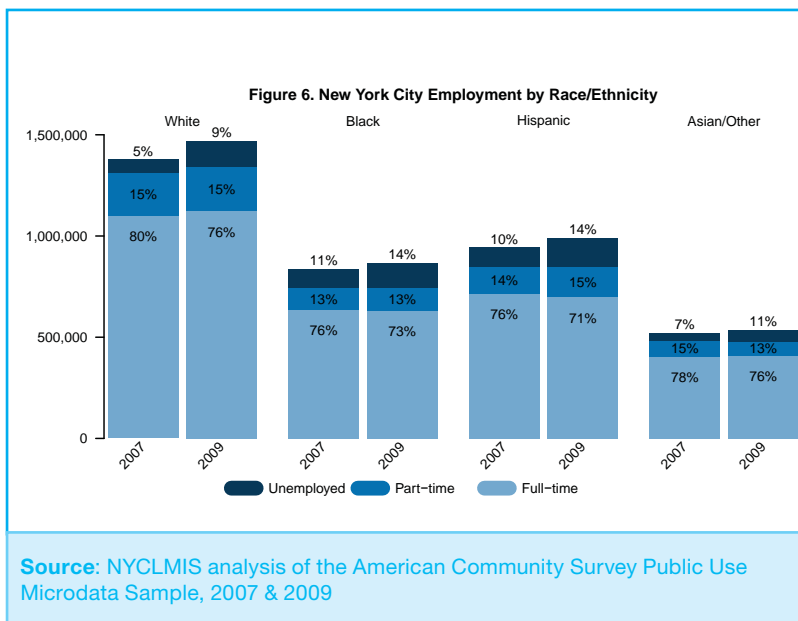
**Education:** The customer population is less educated than the City's overall population, with about a third of individuals reporting less than a high school degree, compared to about one-fifth of New Yorkers over age 25.

**Employment Status:** The vast majority of all customers were not working at the time they registered for services in the public system.

**Funding:** The City's workforce programs are funded by a combination of federal, state, local, and private sources. The federal government is the largest investor in services, spending a total of more than \$250 million in Fiscal Year 2010 (FY10) — though this amount has fallen dramatically over the course of the past decade. The City has also begun to allocate significant resources into workforce programming, particularly through the Center for Economic Opportunity, which continues to incubate programs described throughout this report.



## What is the overall state of NYC's labor market?



Section 2 of the report examines labor supply and demand trends during the recession and its aftermath through 2010. As a consequence of the recession, several long-term trends in the city's labor force have intensified and accelerated:

*The recession widened previously existing disparities in unemployment and wages between younger workers, the least educated, and Black and Hispanic New Yorkers and their counterparts.*

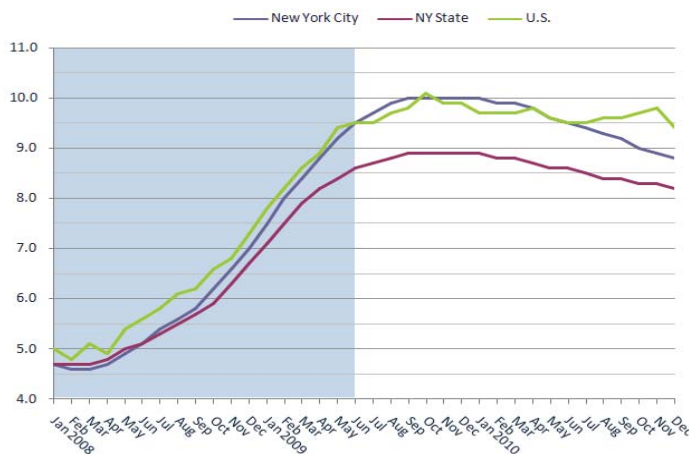
*While the groups that were worse off prior to the downturn struggled the most during the recession in absolute terms, better-educated workers and Whites suffered the largest proportional increase in joblessness.*

*Earnings gaps widened between the sexes and between the youngest workers and all other age groups between 2007 and 2009. Compared to men and older workers, women and youth (16-to 24-year-olds) earned less and experienced less wage growth over the two-year period.*

*Older adults (age 65+) who worked full-time earned less than all other adults between the ages of 35 and 64 in both 2007 and 2009. They also experienced less salary growth, thus widening the earnings gap between them and their younger counterparts.*

*New York City's long-term shift to a post-production service economy accelerated during the recession, with 24,800*

**New York City Monthly Unemployment Rates, January 2008-December 2010**  
(seasonally adjusted - recession period shaded in blue)



Source: New York State Department of Labor, LAUS Monthly Unemployment; Bureau of Labor Statistics, Current Population Survey Monthly Unemployment

manufacturing jobs and 13,300 jobs in wholesale trade lost between 2007 and 2010.

As a tentative recovery began in 2010, employment growth occurred both in high-paying sectors like finance and insurance and professional services, and in typically low-paying sectors like health care, retail, and accommodation and food services.

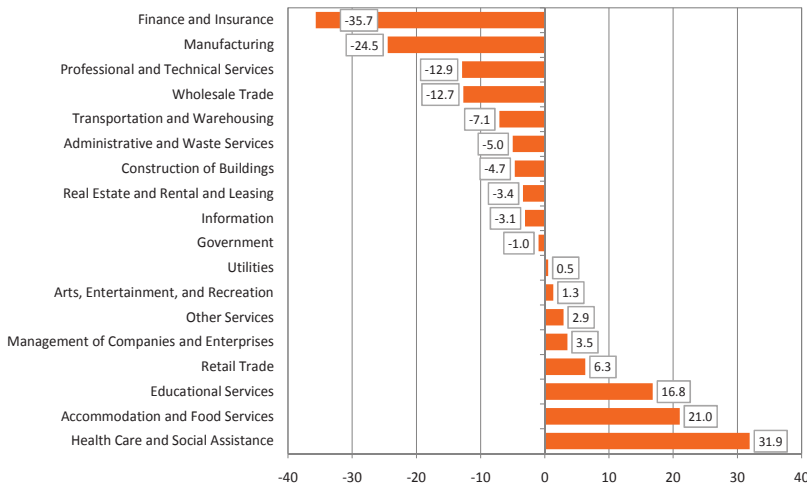
The business cycle downturn and structural changes brought about by the collapse of the housing markets had a number of additional effects worth noting:

During the recession, several strategic, revenue-generating sectors in New York City's economy suffered sizable employment losses. Finance lost 40,000 jobs; professional and technical services lost 16,800. Although hard-hit, the financial sector lost fewer jobs than had been expected by most regional economists toward the start of the downturn. Even as financial sector employment fell between 2007 and 2010, annual average wages increased by about 3 percent.

The number of people in the workforce aged 65 and older increased between 2007 and 2009. Some of this growth is a result of the aging of the baby boom generation; additionally, it is likely that older adults may have put off retirement or re-entered the workforce in response to the declining value of their assets and savings.

The recession years signaled a small but notable shift in the relative positions of men and women in the labor force, with men becoming somewhat more likely to be unemployed. Among those employed,

**Change in New York City Employment, 2007-2010**



Source: NYCLMIS analysis of the Quarterly Census of Employment and Wages, 2007 & 2010 annual average employment

however, women earned less than men and experienced less wage growth between 2007 and 2009.

## What workforce services does New York City provide?

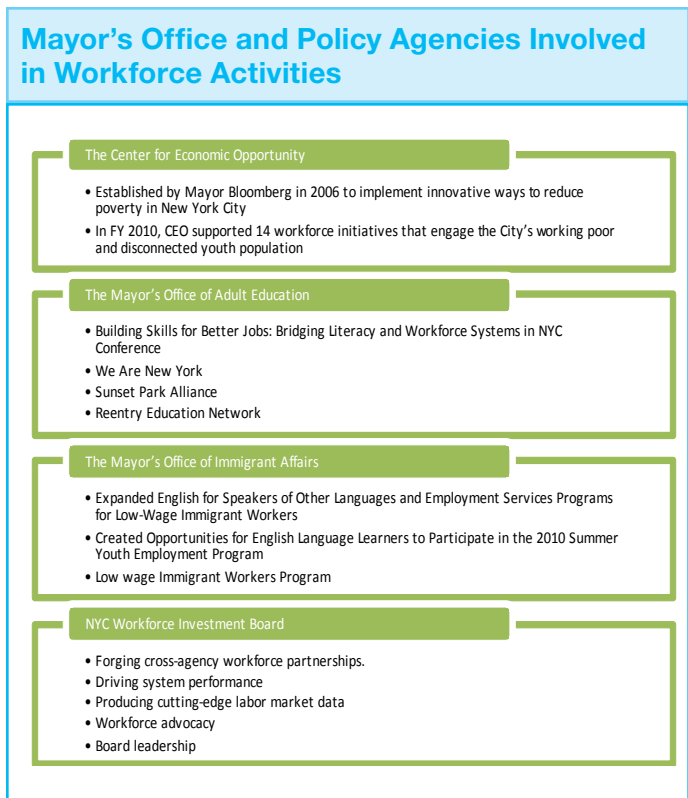
### Program-Operating Agencies:

These programs are described in depth in Section 4 of this report. As the chart to the following page shows, nine City agencies offer 24 programs in education and literacy, job training, and employment. In most cases, the agencies contract these programs to non-profit or for-profit providers rather than administering them directly.

**Education and literacy programs** serve New Yorkers looking to acquire basic knowledge and skills that can bolster their employment prospects. Approximately \$70 million in FY10 funding, from a combination of federal, state, local, and private sources, supported this type of programming.

**Job training programs** focus on providing pre-employment services, skills upgrades, and work experience. In FY10, a mixture of federal, state, local, and private sources supported City-run job training programs with approximately \$170 million in funding.

**Employment programs** predominantly focus on job search activities, job placement and job retention. While some programs also offer education and training, the ultimate objective of these programs is placement into paid employment. A combination of federal, state, local, and private sources funded City-run employment programs with approximately \$250 million in FY10.



### Mayor's Office and Policy Agencies Involved in Workforce Activities

As listed in the green chart above, several entities within City government do not directly administer programs, but provide crucial workforce coordination, funding, advocacy, and evaluation roles.

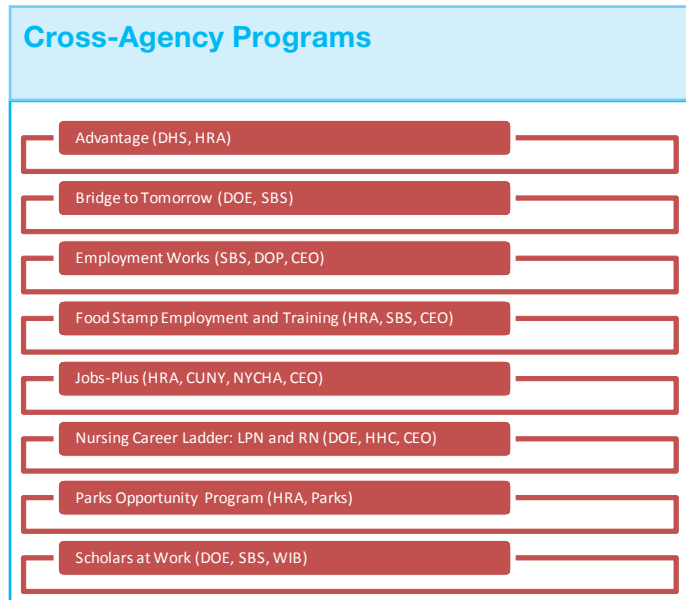
The Center for Economic Opportunity (CEO) works with City agencies to design and implement evidence-based initiatives aimed at poverty reduction. In FY10, CEO provided design, resource and evaluation support for 14 workforce initiatives across nine agencies that engage the City's working poor and disconnected youth populations. These programs are described throughout the report within the sections that detail the activities of agencies that implement CEO-funded initiatives. Additionally, CEO has taken a lead design and support role in a number of the cross-agency programs detailed in Section 4 of this report.

The Mayor's Office of Adult Education (MOAE) plays a coordinating and priority-setting role for the City's adult education system, which is unique in both its diversity and its sheer size. Four sets of providers — the New York City Department of Education, City University of New York, community-based organizations, and the public libraries — served over 60,000 adult students last year, with offerings that include Adult Basic Education, English

for Speakers of Other Languages (ESOL), GED preparation, and Career and Technical Education.

The Mayor’s Office of Immigrant Affairs (MOIA) fosters cooperation and connections between City agencies and immigrant communities. MOIA’s workforce development efforts reflect the fact that 43 percent of the City’s workforce is foreign-born; improved workforce development outcomes will lead to fuller participation and integration of immigrants living and working in New York City.

The NYC Workforce Investment Board (WIB) is a volunteer board appointed by the Mayor to drive, coordinate and oversee workforce development services for adults and youth in New York City. The Board, comprised of leaders from the private sector, public agencies, and labor unions, advances the Mayor’s economic development agenda through oversight of the City’s workforce system. It helps to ensure that it can deliver the skilled workers local businesses need to grow, compete and prosper in the 21st century economy.



### Cross-Agency Programs

Cross-agency programs are workforce initiatives that deliver one or more of education/literacy, training, and employment services that involve more than one agency, many of which were developed with the involvement of CEO. The programs listed in the red chart, to the left, and described in more detail in Section 3 of this report, exemplify this collaborative work.

In many ways, these collaborative programs provide a key model for how a more coordinated system — one that is responsive to the needs of customers who seek services from more than one agency — can effectively operate.

## What additional systems and stakeholders offer workforce development services?

The focus of this report is on publicly funded workforce systems administered by New York City agencies; however, the City is only one among many stakeholders that provide employment and training services to the public. A number of others play an indispensable role in New York’s workforce “ecosystem,” delivering services at the neighborhood level and helping to set and refine the City’s policy agenda in this area. They include:

### New York State Department of Labor

The New York State Department of Labor (NYSDOL) serves two primary missions: vigorous enforcement of state labor laws in support of law-abiding employers and all workers, and assistance to unemployed New Yorkers through temporary financial assistance and connections to employers seeking workers who can help New York’s businesses compete effectively in a global economy. During the period between July 1, 2009 and June 30, 2010, NYSDOL dedicated over \$80 million to programs in New York City.

### New York State Education Department

The mission of the New York State Education Department (NYSED) is to raise the knowledge, skills, and opportunities of all the people in New York. Among its departments is the Office of Adult Career and Continuing Education Services (ACCES), which focuses on the education and employment needs of adult New Yorkers. NYSED is responsible for the allocation and administration of funds under Title II of the Workforce Investment Act (WIA), which funds adult education and family literacy programs. In FY10, NYC expenditures totaled \$20.9 million.

## **New York State Office of Temporary and Disability Assistance**

The New York State Office of Temporary and Disability Assistance (OTDA) administers social services programs in New York. Specific to employment and job training programs, OTDA is responsible for programming funds appropriated each year for welfare-to-work initiatives. The agency contracts with non-profit organizations in New York City to engage public assistance recipients and other low-income individuals and families in activities that will lead to employment and independence. During the period between July 1, 2009 and June 30, 2010, OTDA expended \$25.1 million on programs in New York City.

## **New York City Council**

The New York City Council (the Council) plays a key oversight and funding role for the City's workforce development system. Each year, the Council funds a variety of initiatives focused on workforce and adult basic education services. Total funding provided by the Council for workforce development exceeds \$20 million in FY11. The primary workforce initiative funded by the Council is Jobs to Build On (JTBO) which works with community based organizations to train and place New Yorkers into employment. In FY10, the Council provided \$5 million for Jobs to Build On, aiming to serve 5,000 participants through training, job placement, and retention. Other Council workforce initiatives include support for Bridge to Tomorrow (see page 26) and the GED Compass, an online tool to assist GED candidates preparing the for the exam.

## **Public Libraries**

The three public library systems in New York serve nearly 23 million visitors each year, through a combined 210 branches. Beyond their function as a resource for leisure reading and research, public libraries often serve as the first stop for New Yorkers looking to access social services and search for a job. In particular, they are a trusted resource for the City's highest-need populations, including children and adults from low-income families, immigrants, the unemployed, the disabled, and the elderly. Many branches offer English language instruction and pre-GED classes, as well as Job Information Centers, which provide a range of services for unemployed and underemployed individuals.

## **Proprietary Schools**

New York State is home to 475 licensed proprietary schools, 300 of which are located in New York City. These non-degree-granting, private, for-profit institutions include trade and business schools, computer training facilities, and English for Speakers of Other Languages (ESOL) schools. It is believed that New York City residents spend hundreds of millions of dollars, from their own pockets as well as through federal and state aid, on tuition at proprietary schools. As the return on these investments varies widely, New York City is currently working with NYSED and the legislature to develop appropriate regulation and enforcement measures that will raise the standards to which proprietary schools are held and guarantee that working students receive the quality of services they need to achieve their career goals.

## **Union-Affiliated Training**

Workforce services provided by organized labor in New York City virtually comprise a system unto itself. Among the most prominent labor entities that offer education, training and career advancement are DC37, which represents 125,000 New York City municipal employees; SEIU32BJ, which represents 70,000 property services workers in the City; 1199/SEIU, representing 200,000 healthcare workers in New York City and Long Island; and the New York City Central Labor Council, a confederation of 400 local unions from industries stretching across the City's and region's economy.

## **NYC Workforce Funders**

The New York City Workforce Funders (NYCWF) is a group of New York City foundations and corporate funders that conduct grant-making in workforce development and work with key local stakeholders to develop an effective New York City workforce development system. Membership is open to any private funder interested and involved in workforce development. The Funders collectively have given more than \$40 million in each of the last four calendar years, including \$40.3 million in 2010, for direct and intermediary services.

## What's next?

### Moving from identification to implementation

Over the last year, New York City has begun to align and coordinate its workforce development programs. We are identifying inefficiencies in the current program menu and exploring ways to offer better services for businesses and jobseekers. The work of implementing the vision now under development — which includes changing practice to eliminate inefficiencies, close gaps in service and improve customer service — presents a greater challenge.

### Strengthening capacity and increasing quality

While we have many strengths and achievements to be proud of, the system as a whole has yet to fully cohere. Jobseekers and businesses looking for employment-related assistance ultimately don't care which among several agencies delivers services; they simply want to be served effectively. We will clarify roles within the system to work in a more collaborative way for just that purpose.

### Finding support in difficult times

Political and budgetary circumstances at the federal level add urgency to our efforts to build a workforce system which functions as a system. As we face severe and ongoing reductions to federal spending for workforce services, we will need to extract maximum value from every dollar. The City will continue to make the argument in Albany and Washington, DC for robust investments in workforce programming. But we also will require stronger partnerships with private and philanthropic actors in supporting education, job training and employment services.

### Setting the goal

We see two overall goals for New York's publicly funded workforce system: to help every individual customer move toward self-sufficiency in the labor market, and to assist employers in the City to find and retain workers with the right skills for their enterprises to prosper. The City will work toward these objectives through partnerships with non-government stakeholders in the development of new funding models. We will emphasize work-oriented educational attainment and support those looking to balance education with employment.

### Addressing the needs of high-need groups

We will develop unified strategies to address the unique circumstances of high-need groups such as older youth/young adults, individuals with past criminal justice system involvement, and immigrants. The outcomes for each of these groups, with respect to work and careers, carry significant public finance implications, justifying particular focus in a moment when communities at all levels are trying to determine how best to invest very limited resources. The next edition of this report will include a much more in-depth look at these groups, including plans for raising both the quality and quantity of services they receive.

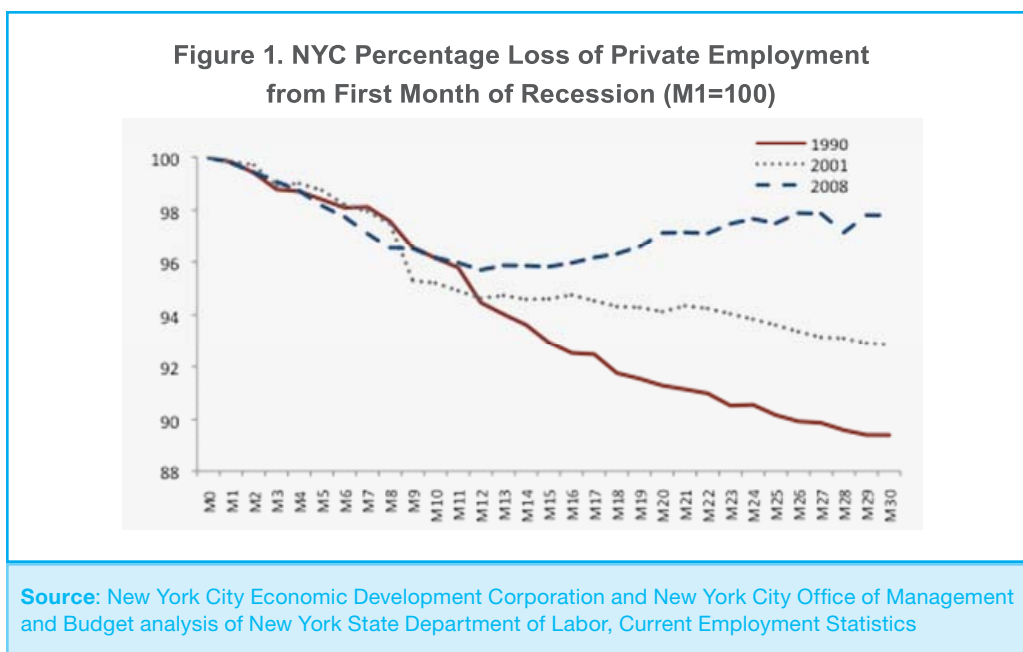


## SECTION 2: NEW YORK CITY LABOR MARKET TRENDS

### Introduction

While the recession of 2008-2009 hit New York City and the rest of the country hard, and many New Yorkers are still feeling its effect, this economic downturn differed from its two most recent predecessors in that the City entered the recession later than the rest of the country, recovered more quickly, and as of December 2010 was creating jobs at twice the national rate.

As Figure 1 below shows, New York City suffered fewer jobs lost in the private sector than had been the case in the previous two downturns in 1990 and 2001, and began to recover more quickly. But while the total of about 90,000 jobs lost in the City between December 2007 and June 2009 (the official beginning and end of the national recession) was considerably lower than had been feared, the City still faces a significant employment challenge. The unemployment rate hit 10 percent in September 2009 and stayed at that level through January 2010.



Unemployment is one indicator of how the City's labor market is faring, but the overall employment picture is far more complex and nuanced than that one measure alone can convey. Factors like underemployment and the duration of unemployment help provide a fuller picture, as does usage of city services. During and since the downturn, walk-in traffic at the City's nine Workforce1 Career Centers reached previously unseen levels, CUNY's 23 campuses received a record number of applications for the Summer Youth Employment Program, and demand for instruction for literacy, English language, and GED preparation all sharply increased. In addition, receipt of food stamps and other income support programs surged.<sup>1</sup> With expanded support from City Tax Levy funds as well as from the American Recovery and Reinvestment Act of 2009, New York City's workforce programs raised their performance in responding to the recession, providing crucial assistance to large numbers of newly underemployed and unemployed. While there are many positive signs in New York's economy and the capacity of its workforce system, there are too many New Yorkers still suffering for whom talk of recovery is premature.

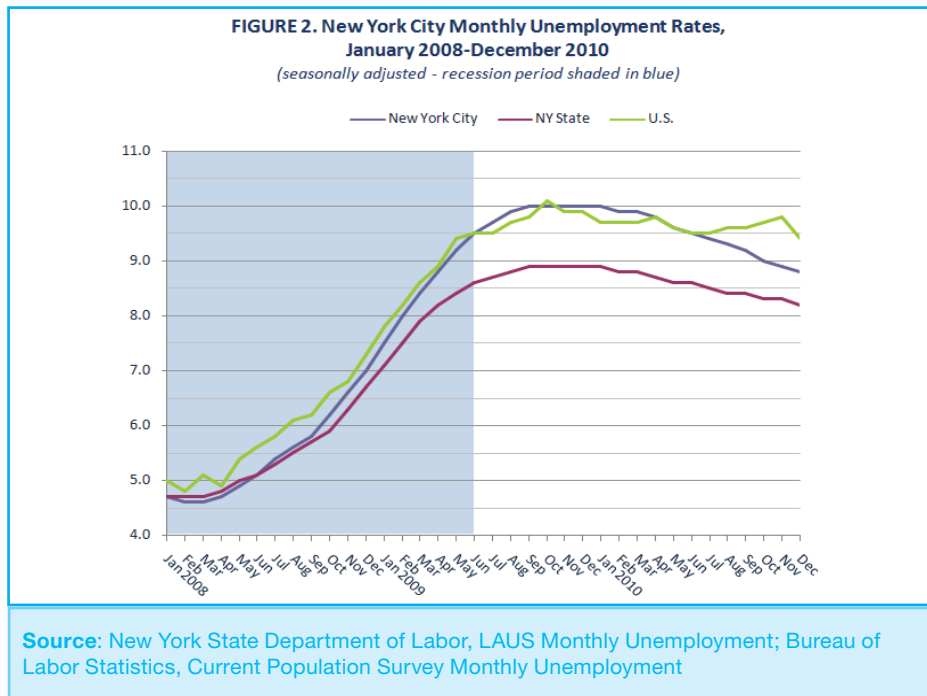
<sup>1</sup> New York City Center for Economic Opportunity, March 2011. Policy Affects Poverty, 2005-2009: A Working Paper.

This section of the report examines labor supply and demand trends during the recession and its aftermath through 2010. The **Executive Summary** of this report contains key findings in brief. **Part A** of this section presents unemployment and labor force participation trends for the City’s workforce. **Part B** examines how these trends vary by geography and demography within the City and includes information about wage trends. **Part C** shows employment and wage trends by industry.

## A. Unemployment, Labor Force Participation, and Labor Underutilization

In December 2010, the City’s seasonally adjusted unemployment rate was 8.8 percent, considerably down from a high of 10 percent one year earlier, but still nearly twice the pre-recession rate of 4.7 percent (Figure 2). Figure 2 shows that, since hitting a high of 10 percent unemployment in September 2009 through January 2010, there has been a steady decrease in unemployment in New York. Nationally, unemployment reached a high of 10.2 percent in October 2009 and remained between 9.5 and 10 percent until December 2010.<sup>2</sup>

The official unemployment rate issued by the federal Bureau of Labor Statistics (BLS) tells only a part of the story. First, the BLS derives the unemployment number by comparing the number of unemployed with the number of adults considered to be in the labor force. This latter number does not capture two important segments of the labor market: the under-employed (part-time workers who would prefer to be working full-time), and those unemployed who are not



<sup>2</sup> These and all other unemployment and labor underutilization statistics presented in this section do not include the unregulated (“informal”) sector of the workforce for whom, by definition, data are difficult to find. A recent study of unregulated work estimates that there are almost 600,000 unregulated workers in New York City. Concentrations of informal sectors are found in several industries in New York City including groceries, supermarkets, retail, restaurants, child-care, domestic work, home health care, and ground transportation. Bernhardt, A., N. Theodore, et al., 2010, Working without laws: A survey of employment and labor law violations in New York City. New York: National Employment Law Project.

actively looking for employment and therefore are not counted as part of the labor force.<sup>3</sup> Tracking the number of adults in the labor force is important because the unemployment rate may drop not as a function of improving employment opportunities but as a consequence of decreasing labor force participation.

New York City’s labor force has grown by an annual average of about 25,000 since 1976. In 2007 through 2009, the labor force grew more than expected based on historical patterns. In 2010, however, the labor force actually declined by 29,000, suggesting that thousands of New Yorkers stopped actively looking for work. This suggests that the drop in the unemployment rate was driven at least in part by fewer people in the job market as well as by the job growth the City enjoyed in 2010.

The BLS also provides alternate measures of labor underutilization, including one known as “U-6” which includes both underemployed and discouraged workers. On average in 2010, 15.6 percent of New York City’s population was unemployed or marginally attached to the labor market according to the U-6 measure, unchanged from the 2009 average (Table 1). This is almost double the official unemployment rate, and about 6.5 percentage points higher than it was in 2007.

**TABLE 1. Labor underutilization in New York City, New York State and the Nation, 2007-2010.**

		2007	2008	2009	2010
<b>U-3</b> - Total unemployed, as a percent of the civilian labor force (official unemployment rate).	<b>NYC</b>	5.2%	5.6%	9.5%	9.3%
	<b>NYS</b>	4.6%	5.5%	8.3%	8.5%
	<b>US</b>	4.6%	5.8%	9.3%	9.6%
<b>U-4</b> - Total unemployed plus discouraged workers, as a percent of the civilian labor force plus discouraged workers.	<b>NYC</b>	5.7%	6.1%	10.4%	10.3%
	<b>NYS</b>	5.0%	5.9%	8.9%	9.4%
	<b>US</b>	4.9%	6.1%	9.7%	10.3%
<b>U-5</b> - Total unemployed, plus discouraged workers, plus all other marginally attached workers, as a percent of the civilian labor force plus all marginally attached workers.	<b>NYC</b>	6.5%	6.9%	11.4%	11.1%
	<b>NYS</b>	5.6%	6.6%	9.9%	10.2%
	<b>US</b>	5.5%	6.8%	10.5%	11.1%
<b>U-6</b> - Total unemployed, plus all marginally attached workers, plus total employed part-time for economic reasons, as a percent of the civilian labor force plus all marginally attached workers.	<b>NYC</b>	8.9%	9.7%	15.6%	15.6%
	<b>NYS</b>	8.1%	9.6%	14.3%	14.8%
	<b>US</b>	8.3%	10.5%	16.2%	16.7%

**Source:** Bureau of Labor Statistics, Labor Underutilization analyses

BLS also issues other alternate measures (defined in Table 1). By comparing these rates, one can estimate the relative sizes of other marginally attached segments of the workforce.<sup>4</sup> For example, subtracting U-3 from U-4 implies that discouraged workers made up 1 percent of the New York City workforce in 2010; subtracting U-5 from U-6 indicates that 4.5 percent were working, but underemployed, up from 4.2 percent in the previous year.

According to the narrowest measure of underutilization (U-3), New York City’s unemployment rate was about the same as or slightly lower than the nation’s both during and since the recession, but higher than the state’s as a whole.<sup>5</sup> In all years, however, New York City had equivalent or higher rates of labor underutilization than did the nation when discouraged and marginally attached workers are included (U-4 and U-5 respectively). New York City had lower rates of

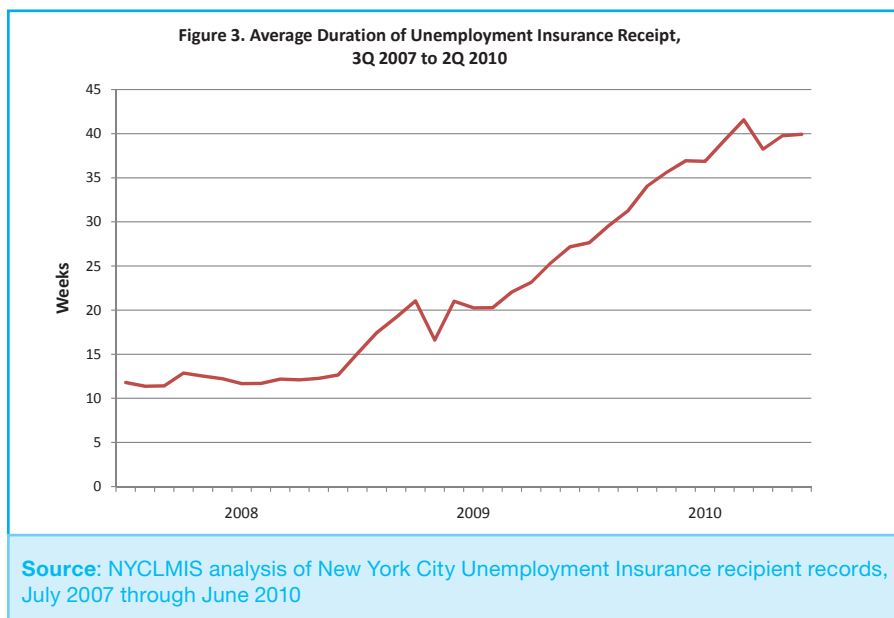
<sup>3</sup> BLS defines the “labor force” as the sum of employed and unemployed people. Employed people include everyone ages 16 and over in the civilian noninstitutionalized population who, during the week prior to their interview: a) worked at all; b) were on temporary leave due to vacation, illness, bad weather, etc. whether they were paid or not. The unemployed population includes everyone ages 16 and over who had no employment, were available for work, and had tried to find employment sometime in the previous four weeks (plus those who had been laid off and were awaiting recall by their employers).

<sup>4</sup> “Marginally attached” workers are neither working nor looking for work, but indicate that they want and are available for a job and have looked for work in the recent past. Discouraged workers, a subset of this group, are not currently seeking work for job market-related reasons. Persons employed part time for economic reasons would prefer full-time work but have had to settle for a part-time schedule.

<sup>5</sup> The U-3 rates in this table differ from monthly unemployment rates because they are annual averages.

underutilization than the nation when the under-employed are included in all years since the recession began (U-6).

Recent research demonstrates that the longer one remains unemployed, the less likely he or she is to find work.<sup>6</sup> Nationwide, the duration of unemployment is currently longer than in any year since the information has been collected back in the 1940s. This suggests that the effects of the recession linger for many of those who lost their jobs in the downturn. Figure 3 shows that in New York City, the length of time people are on unemployment insurance has increased from just above 10 weeks to 40 weeks. Even if we include only those who qualify for unemployment insurance, there is an unprecedented number of New Yorkers who currently confront worsening chances of returning to employment.<sup>7</sup>



## B. Differential Effects of the Recession on New Yorkers

By definition, overall unemployment rates are aggregate numbers which often mask important differences in the experiences of sub-populations of New York City. Historically, unemployment in the Bronx is higher than in other boroughs; youth are more likely to be unemployed than adults in their prime working years (usually defined as ages 25 to 54); and Black and Hispanic New Yorkers are more likely to be unemployed than are White and Asian New Yorkers.

As with most downturns, the Recession affected New Yorkers differently depending on their residence, educational attainment, sex, and age. What made this recession somewhat unique is that while worse-off groups were hit the hardest in absolute terms, several of the most advantaged groups—such as adults in their prime working years, the more educated, White New Yorkers and Manhattan residents—suffered among the largest proportionate increases in joblessness.

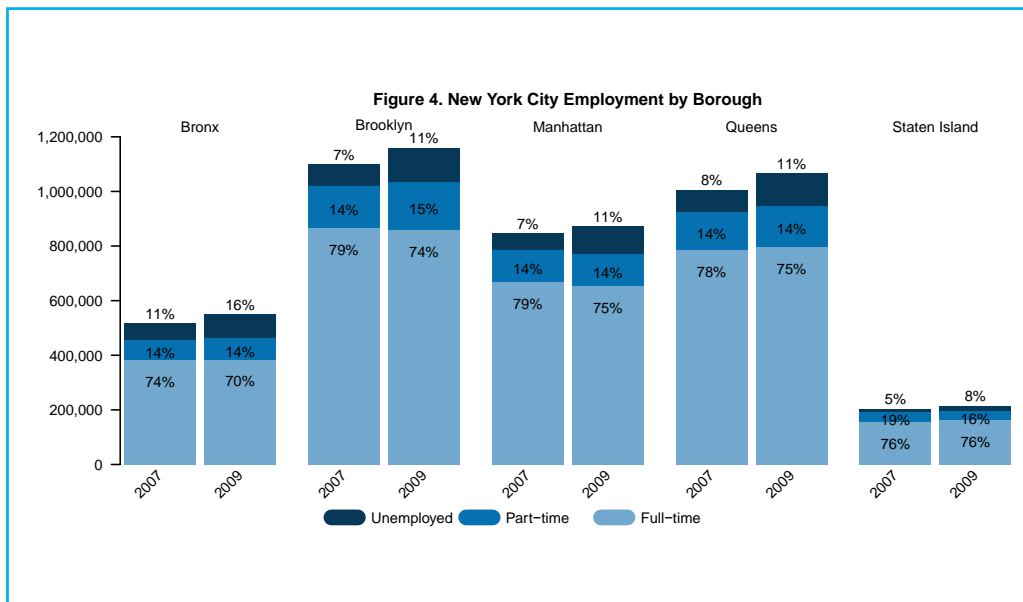
Figures 4 through 8 below contain statistics showing labor force outcomes in 2007 (the last year of strong growth) and 2009 (the midst of the recession) by borough, educational attainment, sex, and race/ethnicity respectively. The size of each bar is determined by the size of the labor force; as noted earlier, the overall labor force grew each year between 2007 and 2009. Stacks within bars show the percentages of the labor force that were: a) employed full-time (lightest); b) employed part-time; and c) unemployed<sup>8,9</sup> Tables 2 through 6 show the median salary of full-time workers – again, by subgroup – in 2007 and 2009 as well as the percentage growth over time. Employment and wage information contained in this section include the unincorporated self-employed, which make up about 7 percent of the overall workforce.

<sup>6</sup> Shimer, R., 2008. The probability of finding a job. *American Economic Review*, 98:2, 268-273.

<sup>7</sup> A 2011 study by the Federal Reserve Bank of Cleveland also shows that nationally, the average duration of unemployment has been nearly equal across every level of educational attainment over the last few years. This stands in sharp contrast to other labor force outcomes that disproportionately affect the less educated. (Aliprantis, D. and M. Zenker, 2011, Educational attainment and employment outcomes, Federal Reserve Bank of Cleveland Economic Trends, 10-12.)

**Borough.** Figure 4 shows that unemployment (the top, darkest segment) increased in all boroughs between 2007 and 2009. Unemployment was a great deal higher in the Bronx than in other boroughs during both periods. (For example, unemployment rates in 2009 were 11 percent in Queens, Brooklyn, and Manhattan compared to 16 percent in the Bronx.) Among the employed, 70 percent of Bronx residents were employed full-time, compared to 76 percent in Staten Island, 75 percent in Manhattan and Queens, and 74 percent in Brooklyn.

In both 2007 and 2009, Bronx residents who worked full-time (regardless of place of work) earned about half that of Manhattan residents and less than workers in any other borough. Despite the job loss over that period, real median salaries (adjusted for inflation) increased in all boroughs except Staten Island, with strongest percentage growth in Brooklyn.



**Source:** NYCLMIS analysis of the American Community Survey, Public Use Microdata Sample, 2007 & 2009

BOROUGH	REAL MEDIAN SALARY*		
	2007	2009	CHANGE
Bronx	\$31,020	\$33,000	6%
Brooklyn	\$36,190	\$40,000	11%
Queens	\$37,224	\$40,000	7%
Staten Island	\$51,700	\$48,000	-7%
Manhattan	\$62,040	\$65,000	5%

\*In 2009 dollars; CPI-U for the New York Metropolitan Area.

**Source:** NYCLMIS analysis of the American Community Survey Public Use Microdata Sample, 2007 & 2009

<sup>8</sup> In general, labor force participation numbers grow over time. However, according to the discussion above, we expect to see a drop in the absolute number of people in the labor force in 2010. 2010 data were not yet available at the time of this writing.

<sup>9</sup> Note that the unemployment percentages in Figures 4 through 8 are higher than those commonly cited by the Bureau of Labor Statistics in its state and national reports. Because of the geographic and demographic detail needed for this report, these figures are derived from the Census and American Community Survey. Question format and sampling differences account for the differences in rates. These differences are currently unreconciled between the two agencies [“Guidance on differences in employment and unemployment estimates,” no date, Bureau of the Census; Rodriguez, N., E. Wurzelman, et al., 2010, Statistical discrepancies among sources: Unemployment, 2010; Vroman, W., 2003. Comparing labor market indicators from the CPS and ACS, Urban Institute].

**Education.** With education level, the pattern is unambiguous. Figure 5 shows employment trends by educational attainment in New York City. In both years, there is a positive correlation between higher educational attainment and most positive labor market outcomes in New York City, as is true nationally.<sup>10</sup> In 2009, 74 percent of New York City residents in the labor force ages 25 and older who had a high school diploma, GED or fewer years of education had worked full-time, compared to 77 percent of those with some college or an Associate’s Degree, and 82 percent with a Bachelor’s Degree or higher. In 2007, New Yorkers with a high school diploma, GED, or less education were twice as likely as those with a four-year college degree or more to be unemployed (8 percent compared to 4 percent). In 2009, unemployment increased across all categories: the higher-educated groups experienced proportionately larger jumps in joblessness (a doubling of the unemployment rate for those with a Bachelor’s degree or more), although the least educated still had the highest absolute rate of unemployment. Further, the number of people in the labor force with a high school diploma, GED or less education declined between 2007 and 2009; this was not the case for the higher educational attainment categories (not shown).

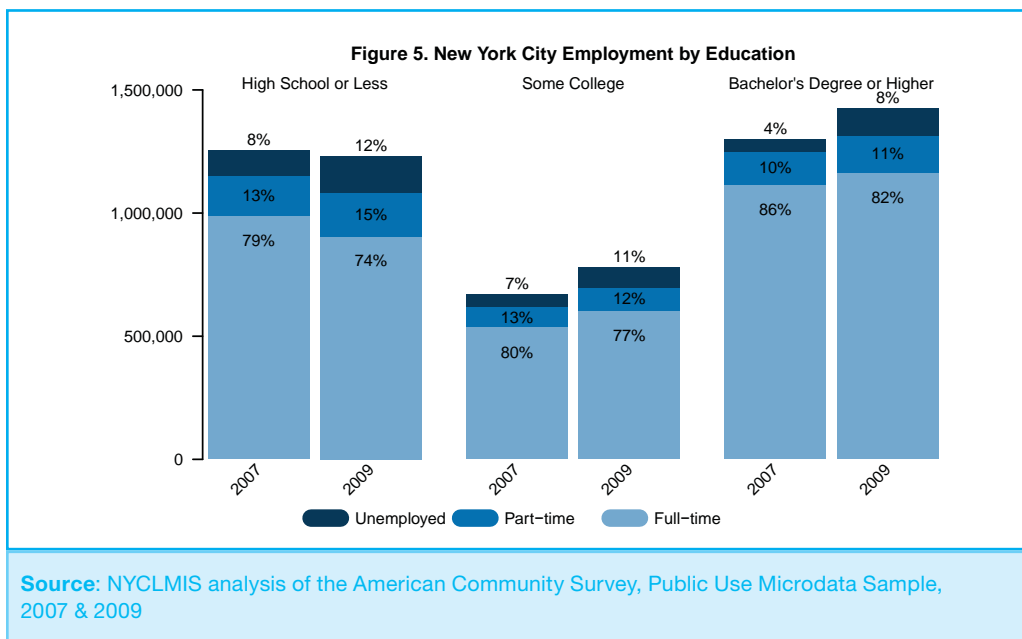


Table 3 shows the strong positive association between educational attainment and income persisting through the recession. At the median, full-time workers with a high school diploma/GED or less earned less than half of what workers with four-year degrees earned in both years. There was little association between full-time salary growth and education, however: in fact, between 2007 and 2009, median salaries increased the most, in both absolute and relative terms, for New Yorkers who had earned a high school diploma or GED or less education; salaries increased somewhat less for those with some college; and salaries decreased slightly for those with at least a four-year degree.

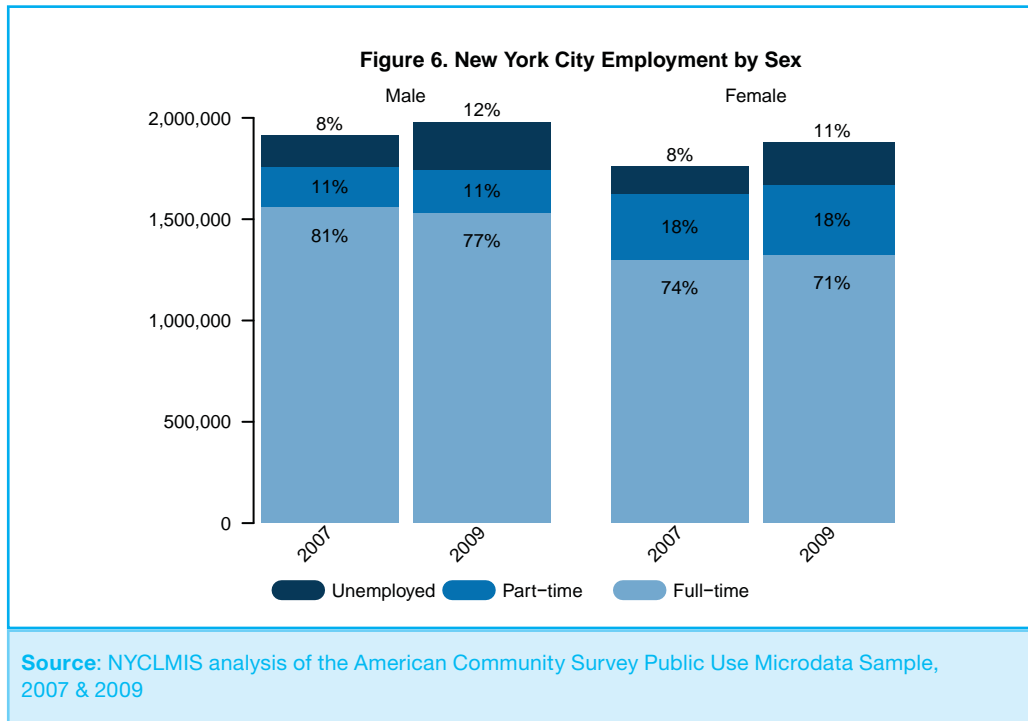
EDUCATION	REAL MEDIAN SALARY*		
	2007	2009	CHANGE
Less than HS	\$21,714	\$22,000	1%
High School/GED	\$29,572	\$32,000	8%
Some College	\$36,190	\$38,000	5%
Associate's Degree	\$40,326	\$41,200	2%
Bachelor's Degree	\$55,836	\$56,000	<1%
Advanced Degree	\$72,380	\$75,000	4%

\*In 2009 dollars; CPI-U for the New York Metropolitan Area

**Source:** NYCLMIS analysis of the American Community Survey, Public Use Microdata Sample, 2007 & 2009

<sup>10</sup> Aliprantis, D. and M. Zenker, 2011, Educational attainment and employment outcomes, Federal Reserve Bank of Cleveland Economic Trends, 10-12; Pai, K. 2008, The impact of educational attainment on labor market outcomes, Luxembourg Income Study Working Paper No. 475.

**Sex.** In 2007, females were about as likely as males to be employed (Figure 6). In 2009, males were slightly more likely to be unemployed (12 percent) than females (11 percent), up from 8 percent for both men and women in 2007. Employed females were still less likely to be employed full time (71 percent) than were males (77 percent) in 2009.



Women were less likely to be unemployed, those that worked full-time earned less than men did at the median in both years (Table 4). In addition, men’s median salary increased by 7 percent compared to women’s 1 percent gain, further widening the gender earnings gap.

**Table 4. Real Median Salary by Sex, 2007-2009**

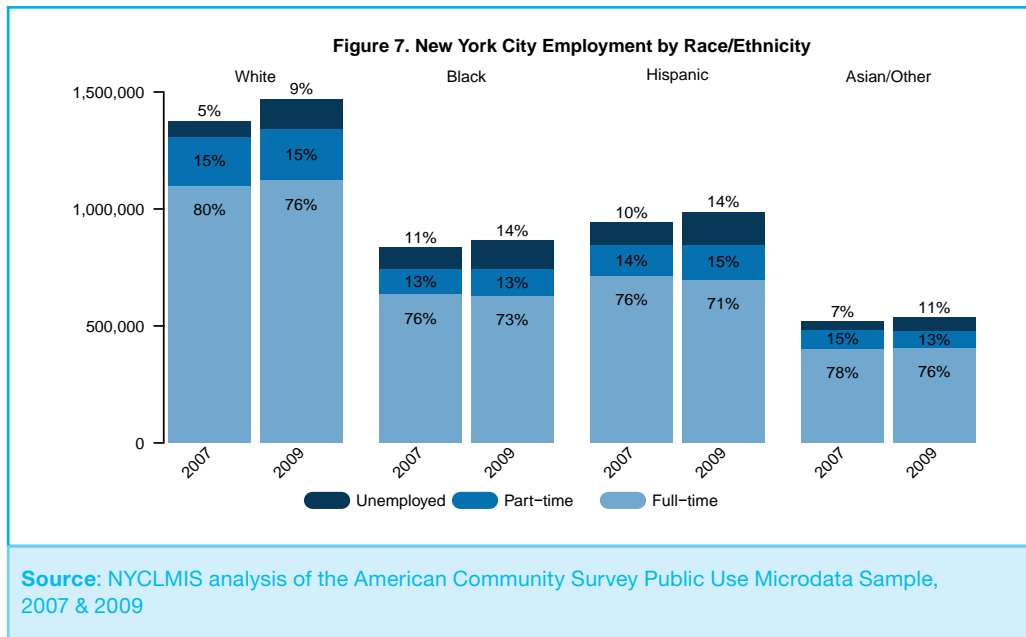
SEX	REAL MEDIAN SALARY*		
	2007	2009	CHANGE
Female	\$39,602	\$40,000	1%
Male	\$41,360	\$44,200	7%

\*In 2009 dollars; CPI-U for the New York Metropolitan Area

**Source:** NYCLMIS analysis of the American Community Survey Public Use Microdata Sample, 2007 & 2009

**Race/Ethnicity.** Figure 7 shows that Black and Hispanic New Yorkers fared worse in the labor market than did White or Asian and Other New Yorkers<sup>11</sup> before the recession, and that the gap between these groups roughly held steady during the recession as joblessness increased among all groups. In 2009, the Census-derived unemployment rate for Blacks and Hispanics was 14 percent, compared to 9 percent for Whites and 11 percent for Asians and Other racial/ethnic groups. Non-whites also continued to have substantially lower rates of participation in the labor market (not shown in chart).

<sup>11</sup> A larger percentage of individuals with some college worked part-time as might be expected in a group that includes all of the city’s college students. Additional analysis (not shown) indicates that 51 percent of those with some college were currently attending a postsecondary institution in 2007, and 47 percent were in college in 2009. In both years, current students are three times more likely to be employed part-time than were those who were not in school.



In both 2007 and 2009, Hispanic New Yorkers who worked full-time earned less than any other racial/ethnic group in New York City and less than half what White workers did, though wage gaps narrowed somewhat during the two-year period (Table 5). Black and Asian New Yorkers earned equivalent wages in 2007. After two years of strong wage growth among Asian and Other full-time workers, they earned on average \$2,000 more than Black workers and \$10,000 more than Hispanic workers in 2009.

**Table 5. Real Median Salary by Race/Ethnicity, 2007-2009**

RACE/ETHNICITY	REAL MEDIAN SALARY*		
	2007	2009	CHANGE
Hispanic	\$27,918	\$30,000	7%
Black	\$36,190	\$38,000	5%
Asian & Other	\$36,190	\$40,000	11%
White	\$59,972	\$60,000	0%

\*In 2009 dollars; CPI-U for the New York Metropolitan Area

**Source:** NYCLMIS analysis of the American Community Survey Public Use Microdata Sample, 2007 & 2009

<sup>12</sup> The “Asian and Other” category includes individuals who identified themselves on the 2007 or 2009 American Community Survey as Asian, Native Hawaiian or Pacific Islander, Some Other Race, or Two or More Races. In New York City overall, Asians made up 12 percent of the population, Some Other Race 15 percent, and Two or More Races 2 percent. Together, Asian and Other New York City residents make up 14 percent of the local labor force ages 16 and older.

**Age.** Labor force participation grew in all age groups between 2007 and 2009 except for youth ages 16-24 (Figure 8). Youth ages 16-24 had the highest unemployment before the recession; this gap only widened in 2009 with 25 percent unemployed, compared to 10 percent of adults ages 25 to 44 year olds, and 8 and 9 percent of the older age groups, respectively. The higher incidence of joblessness for workers under 35 probably helps explain why these individuals accounted for 65 percent of all customers within the City’s workforce system during FY10.<sup>13</sup>

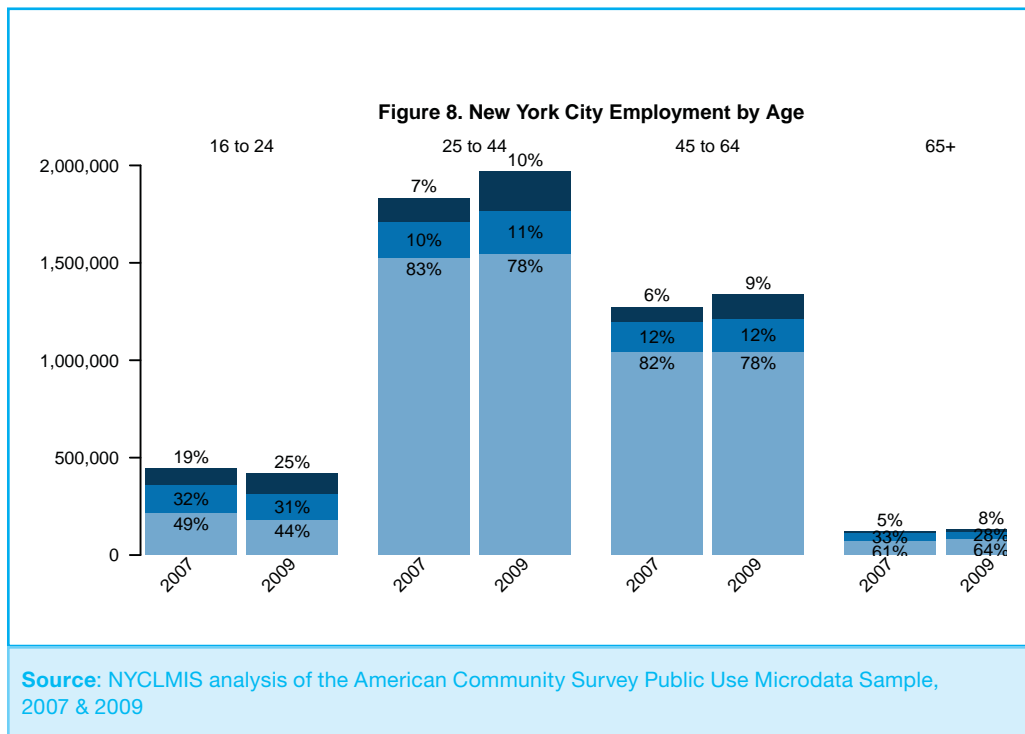


Table 6 shows that full-time youth and young adult workers earned the least among all age groups in both years by

**Table 6. Real Median Salary by Age, 2007-2009**

AGE GROUP	REAL MEDIAN SALARY*		
	2007	2009	CHANGE
16 to 24	\$20,680	\$21,500	4%
25 to 34	\$40,326	\$42,000	4%
65+	\$41,360	\$43,200	4%
45 to 54	\$42,394	\$45,000	6%
55 to 64	\$43,014	\$45,700	6%
35 to 44	\$43,428	\$48,000	11%

\*In 2009 dollars; CPI-U for the New York Metropolitan Area

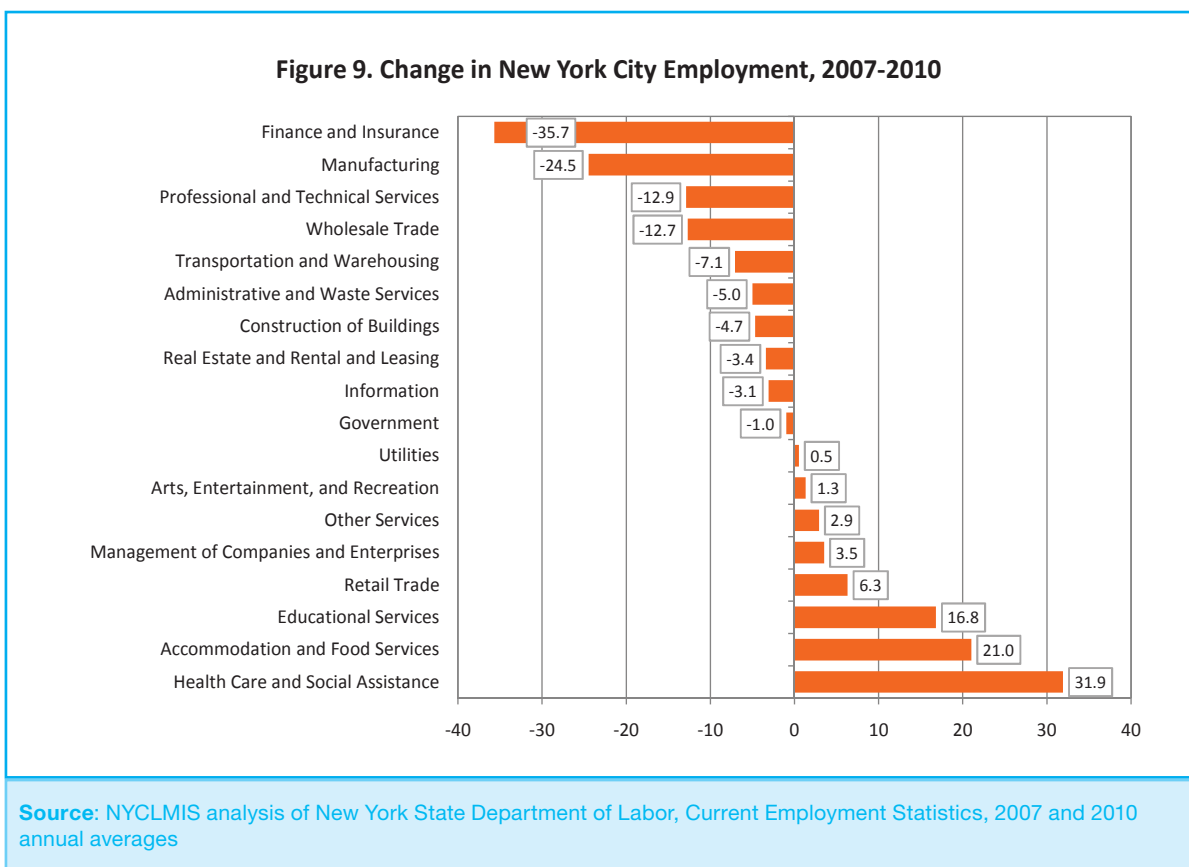
**Source:** NYCLMIS analysis of the American Community Survey Public Use Microdata Sample, 2007 & 2009

<sup>13</sup>In a separate analysis (not shown), 21-24 year-olds were slightly more likely to be in the labor force than were youth ages 16-20, and once in the labor force, more likely to be employed. In 2009, 14 percent of young adults ages 21-24 were unemployed, compared to 34 percent of youth ages 16-20. It is also important to note that many 16 to 20 year-olds considered to be working “full-time” do so only for a few weeks over the summer, depressing wages in the overall 16-24 age group.

far. In 2007, adults ages 25 to 44 earned somewhat less at the median than adults ages 45 to 64 and about the same as adults ages 65 and older. Although all age groups saw some salary gain over the two-year period, the increases for adults ages 25-44 outpaced all others. In 2009, they earned more than both of the older age groups, respectively.

### C. Trends by New York City Labor Market Sector

The national recession was triggered in part by the collapse of many institutions from the finance and insurance sectors. While some of these institutions remained with assistance from government bailouts, these sectors endured significant job loss (Figure 9). Several of New York City’s core job- and revenue-producing sectors suffered large job

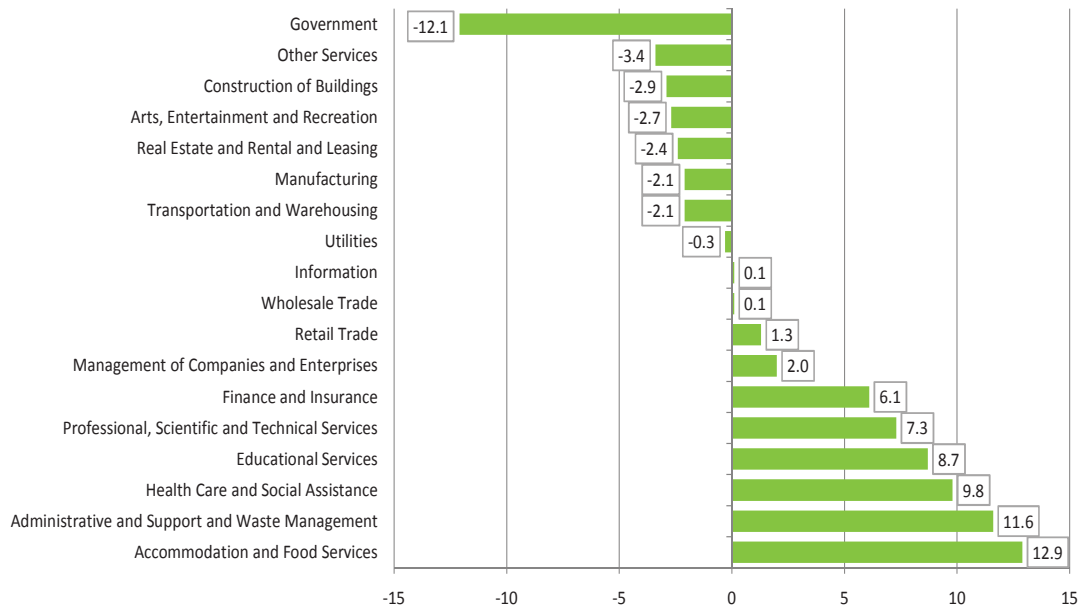


losses, including Finance and Insurance (-35,700), Professional and Technical Services (-12,900), and Administrative and Waste Services (-5,000). Other substantial job losses occurred in Manufacturing (-24,500), Construction of Buildings (-4,700), and Transportation and Warehousing (-7,100). The Information sector also lost 3,100 jobs during the three-year period.

In addition to the traditionally countercyclical Education and Health sectors, sectors related to leisure and hospitality added jobs during the recession. Accommodation and Food Services grew by 21,000 jobs; Arts, Entertainment, and Recreation grew by 1,300; and Retail Trade gained 6,300. Unprecedented growth in international tourism to New York City in recent years, itself partially explained by the relative weakness of the U.S. dollar, helped drive the recent increase in leisure-related employment.<sup>14</sup> These sectors also accounted for large numbers of job placements made by publicly supported workforce programs.

<sup>14</sup> McGeehan, P., “New York Tourism Hit Record High in 2010, Mayor Says.” *New York Times*, January 4, 2011.

**Figure 10. Change in New York City Employment by Industry, December 2009 to December 2010**



**Source:** NYCLMIS analysis of New York State Department of Labor, Current Employment Statistics, December 2009-December 2010

The Government sector grew early during the recession thanks to an influx of federal stimulus spending; however, growth in the Government sector sharply reversed in 2010, with layoffs overwhelming early gains as a result of budget deficits at all levels of government (see Figure 10 above). As a result, overall, the Government sector lost jobs over the three-year period.

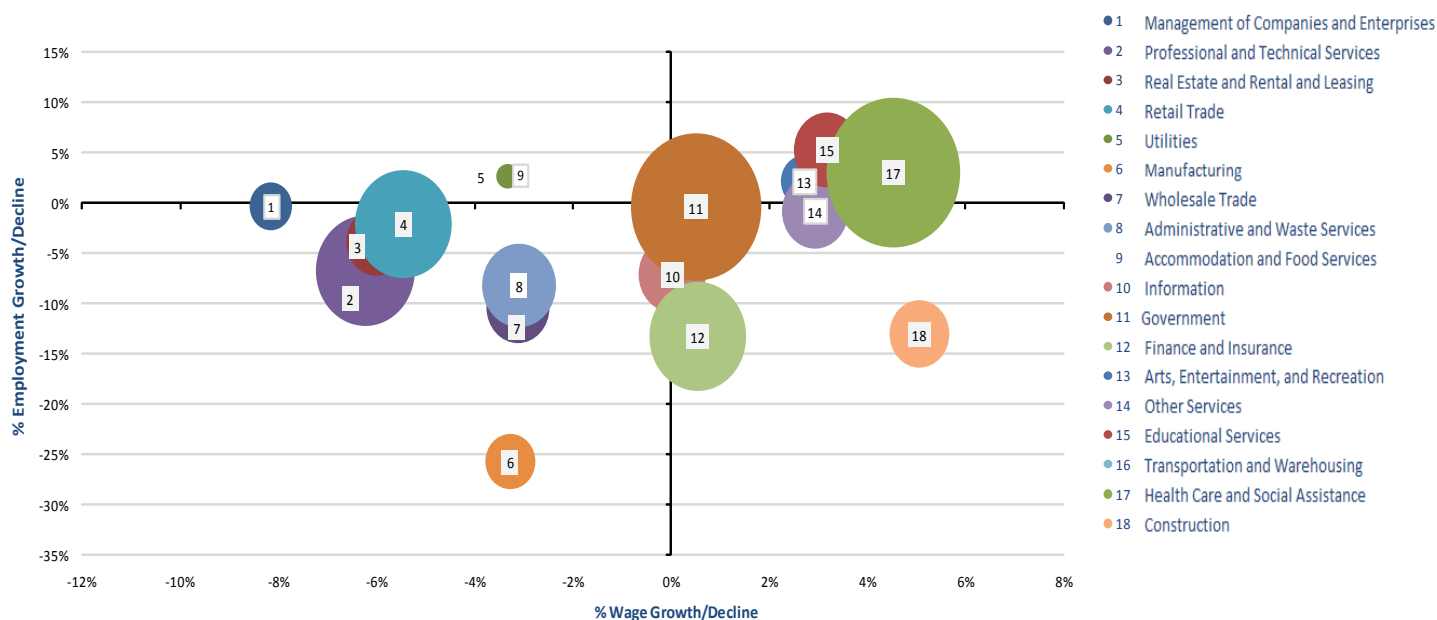
Figure 10 shows job trends by sector from December 2009 to December 2010. Overall private sector employment grew by 39,000, with several core sectors beginning to reverse the downward trend of the previous two years. Stability in the banking system helped to spur job growth in Finance and Insurance (+6,100), Professional Services (+7,300), and Administrative and Support Services (+11,600). Health and Educational Services continued to show strong job growth, as did Accommodation and Food Services (+12,900). Retail Trade made modest gains as well, adding 1,600 jobs over the course of the year. Employment in Construction, Manufacturing, Wholesale Trade and Information continued their steady declines, however. Although the Government sector lost 1,000 jobs between 2007 and 2010 (seen in previous chart), Figure 10 shows that the sector actually shed 12,100 jobs in 2010 alone.

Figure 11 shows the effect of the recession in New York City on both wages and employment by sector. Sectors with wage decline are on the left side; those with wage growth appear on the right. Sectors with job growth are on the top half of the chart; sectors that lost jobs are on the bottom. Circle sizes indicate the number of jobs in the sector in the last quarter of 2010; the circles are labeled 1 through 18, arrayed from the greatest wage loss to the greatest wage growth.

- Three sectors experienced both wage and employment growth between the last quarter of 2007 and the last quarter of 2010: Arts, Entertainment, and Recreation; Health Services and Social Assistance; and Educational Services. They appear in the top right quadrant.

- Seven sectors experienced both wage and employment loss over the same period: Management of Companies and Enterprises (headquarters establishments), Professional and Technical Services, Real Estate and Rental, Retail Trade, Manufacturing, Wholesale Trade, and Administrative and Waste Services. They are in the bottom left quadrant.
- Two sectors experienced wage loss and job growth: Accommodation and Food Services and Utilities. Annual average wages declined by 3 percent while employment increased by the same amount in both sectors.
- Five sectors experienced wage growth and employment loss. These sectors, appearing in the bottom right quadrant, were Finance and Insurance, Other Services<sup>15</sup>, Transportation and Warehousing, and Construction and Government. Percentage-wise, employment loss outpaced wage growth in this quadrant: for example, Finance and Insurance wages grew by 1 percent while employment declined by 13 percent; Construction wages grew the most at 5 percent, while employment in the sector also decreased by 13 percent. The Government sector had slight wage growth and a slight employment decline (despite tremendous growth at the outset of the recession). The Information sector had no wage change and lost employment between the fourth quarter of 2007 and the same time in 2010. The Information sector had no wage change and lost employment between the fourth quarter of 2007 and the same time in 2010.

Figure 11. Employment and Wage Change by Labor Market Sector, 2007-2010



Source: NYCLMIS analysis of New York State Department of Labor, Current Employment Statistics, 2007 and 2010 annual averages

<sup>15</sup> The “Other Services” sector includes businesses that provide services not included elsewhere in the industrial classification system, including equipment and machinery repair, religious activities, grantmaking, advocacy, and dry cleaning and laundry services, personal care services, death care services, pet care services, photofinishing services, temporary parking services, and dating services. Persons employed in households are also included in this category.

## SECTION 3: THE SYSTEM AS A WHOLE

New York City's network of workforce services extends across more than a dozen City agencies and approximately twice as many funding streams. The City has never articulated a system-wide mission: traditionally, each agency has set its own agenda and pursued its own objectives, and cross-agency coordination has been limited. Despite pockets of excellence within publicly supported programs, and the efforts of cross-cutting entities such as the Center for Economic Opportunity and Workforce Investment Board, too often the results of this uncoordinated approach have been frustration for customers, confusion for policymakers and a strong sense that the public has not gotten maximum return on its investments in this vital area of government activity.

Another obstacle to strategic coordination has been that the agencies with the largest roles in workforce related programming report to different deputy mayors: the NYC Economic Development Corporation and Department of Small Business Services to the Deputy Mayor for Economic Development, the Human Resources Administration to the Deputy Mayor for Health and Human Services, and the Department of Education, Department of Youth and Community Development, New York City Housing Authority and City University of New York to the Deputy Mayor for Education and Community Development. Recognizing the difficulties for governance inherent to such an arrangement, in early 2010 those deputy mayors—at the time, Robert Lieber, Linda Gibbs and Dennis Walcott respectively—began an initiative to align and coordinate New York City's diverse array of job training and employment services. That effort is ongoing, co-led by Deputy Mayors Gibbs and Robert Steel. (Dennis Walcott is now New York City's Schools Chancellor.)

Beyond efficiency and cost savings, the goal of this collaboration is to improve the quality of services the City collectively delivers to the customers of the workforce system: jobseekers and businesses within the five boroughs. Over the remainder of 2010, the deputy mayors pursued three primary courses of action to develop an agenda for Citywide workforce coordination:

- *They convened the agencies with the largest responsibilities in the workforce field into four work groups, which over a six month period delivered a series of short- and medium-term recommendations toward building a more integrated system*
- *They spoke with about 20 local and national experts on workforce development to better understand the strengths, flaws and opportunities in place*
- *They hired an outside consulting firm, Public Consulting Group, to conduct a “workforce mapping inventory” of current programming and a normative analysis of current services, and offer recommendations for future action*

In January 2011, the deputy mayors formalized their efforts into a Workforce Cabinet, to convene on a quarterly basis to track progress across five priority areas: workforce system reporting, system infrastructure, advocacy, employer engagement, and programmatic coordination and alignment. They convened a committee for each priority area, with assignments for the first quarter of 2011 as follows:

- *Workforce System Reporting: create the first annual State of the New York City Workforce System report; continue development of the Citywide Workforce Performance Dashboard*
- *Workforce System Infrastructure: develop common intake processes and standard protocols for customer referrals across agency lines*
- *Advocacy: determine how to facilitate access to the New York State Wage Reporting System data, allowing more rigorous evaluation of programs; work with New York State officials to put in place more robust and effective regulation of for-profit proprietary training schools, on which New York City residents spend hundreds of millions of dollars each year for uncertain return*

- *Employer Engagement: catalogue current business outreach efforts of each agency and determine more effective approaches to serve current employer customers as well as businesses with which City agencies are not currently engaged*
- *Programmatic Coordination and Alignment: define a broad mission and set Citywide goals for New York City's workforce development system*

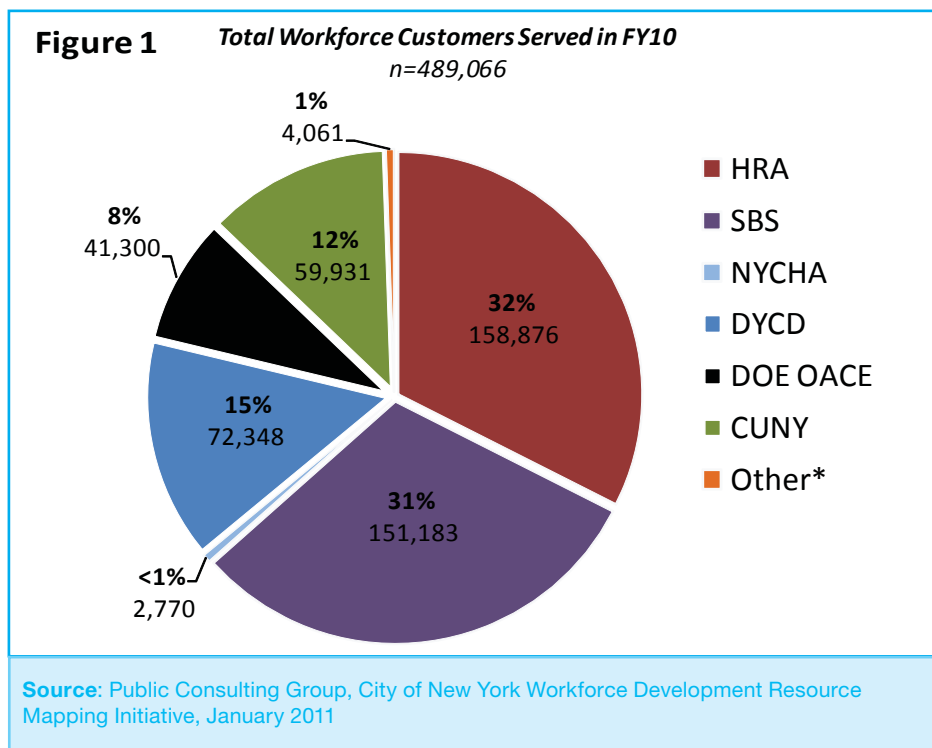
The effort to build a system responsive to what customers need will have significant programmatic and budgetary consequences. But the true nature of the change we seek is cultural: the notion that City agencies are part of one system, serving many of the same customers to the same larger purposes. Information on those customers across agency lines in FY10 is presented below, followed by description of a handful of programs that cut across agency lines with blended funding streams and outcomes. Their broader focus and, in many cases, very promising results, helps point the way for the evolution of the City's workforce system.

## Demographics, Services, Outcomes, and Funding Sources

In FY10, New York City agencies delivered a total of 489,066 workforce development-related services to individuals. This isn't exactly to say that the City served 489,066 people last fiscal year, because the number almost certainly includes some overlap in the form of individuals who received services from more than one agency. Still, even if the unduplicated number of individuals is closer to 400,000, that figure would suggest that approximately one in every thirteen New Yorkers between the ages of 16 and 64 engaged with the publicly funded workforce system between July 1, 2009 and June 30, 2010.<sup>17</sup>

These data, like the rest of the information presented in this section of the report, suffer from inconsistencies of collection practices across agencies and the absence of verification protocols. Nonetheless, this profile of the customers of the workforce system represents an important element in understanding and improving the services we offer.

As Figure 1 shows, nearly two-thirds of all service interactions are delivered by the Human Resources Administration (HRA), through its role as New York's social services agency, and the Department of Small Business Services (SBS),



<sup>17</sup> Calculation derived from New York City population of 8.2 million as of 2006, 64 percent of whom were between 18 and 64.

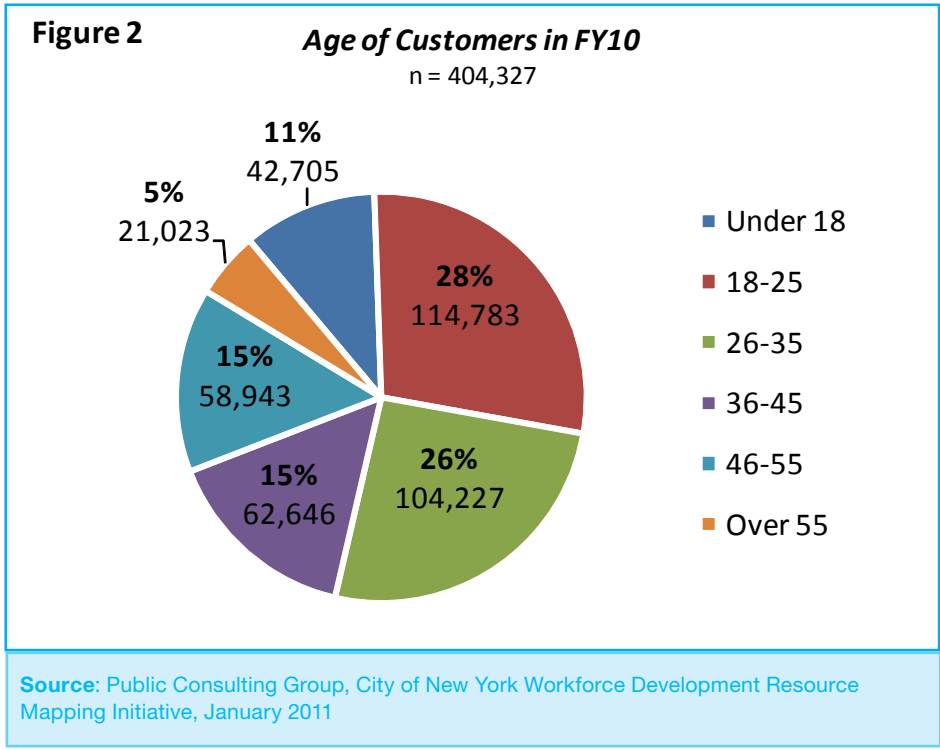
mostly through its network of Workforce1 Career Centers. The Department of Youth and Community Development (DYCD) served the next largest number of New Yorkers, mostly through the Summer Youth Employment Program, which placed more than 52,000 New Yorkers between the ages of 14 and 24 into short-term jobs in summer 2009.

Interestingly, about two-thirds of customers in the publicly funded workforce system, for whom agencies were able to collect demographic information, are age 35 or younger—and even without any DYCD services, this group would comprise a majority of all customers. Figure 2 shows the breakdown of customers by age:

As Section 2 of this report details, the large number of customers who came for services early in their working lives offers an indication of the particularly difficult labor market for young adults in the recent economic downturn and its aftermath. Customers between the ages of 18 and 35 also comprised majorities of those served by the Workforce1 Career Centers run by SBS and HRA’s Back to Work program, the two single largest programs within the system.

On the next page, Figure 3 shows that the customer population is less educated overall than the City’s population, with about one-third of individuals seeking services for whom we have educational attainment data reporting less than a high school degree (not including those in DYCD programs, all of whom are under 25 and the vast majority of whom are still eligible for secondary schooling, which in New York City extends through age 21). This compares to a Citywide rate of about 28 percent for non-high school graduates age 25 and older, as of the 2000 Census (newer figures will be available later this year).<sup>18</sup>

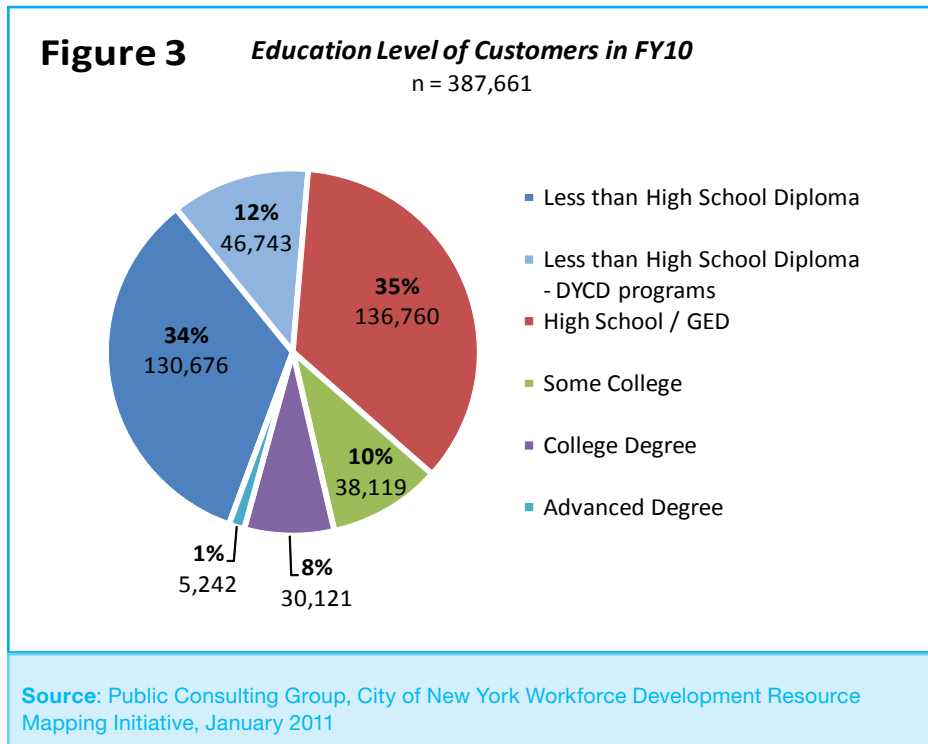
Individuals with a high-school degree or GED comprise 35 percent of all customers for whom we have data, the largest of any educational attainment category. About 20 percent of customers have at least “some college,” and about one in every eleven have at least completed college. The overwhelming majority of college-educated customers engaged



with the system through the Workforce1 Career Centers, which reported serving over 34,000 college graduates in FY10. As one might expect given larger trends in the labor market, outcomes for these customers tended to be stronger than for the full customer population in terms of placement and wages, but that they appeared at the Centers in such large numbers gave testimony to the depth and extent of the economic downturn that persisted even after the formal end of the recession in early 2009, before the start of the fiscal year in question.

<sup>18</sup> See <http://quickfacts.census.gov/qfd/states/36/3651000.html>

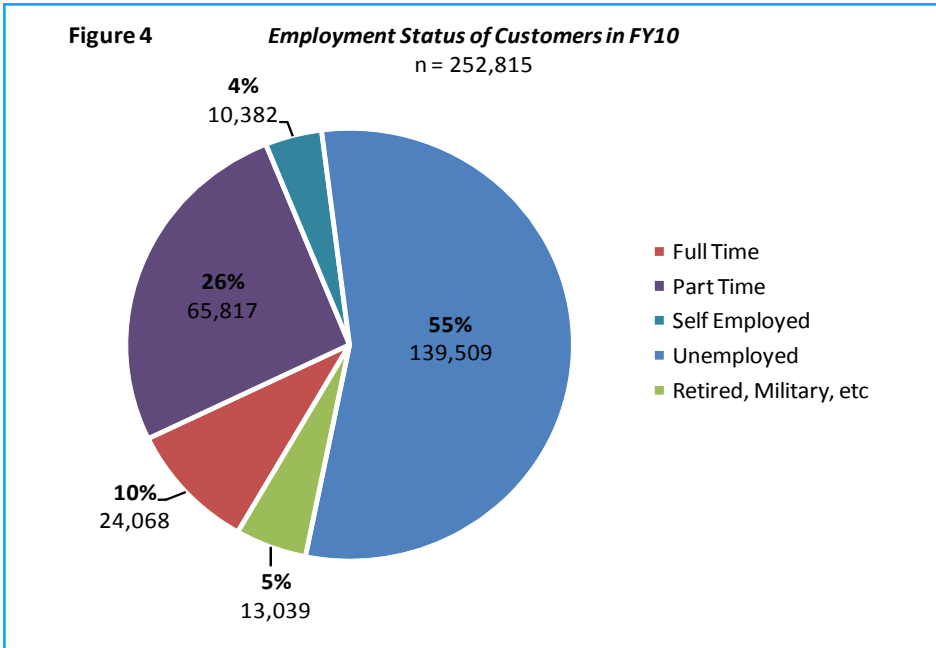
The data shown in Figure 4 on the next page is perhaps less surprising: an outright majority of those who reported employment status were not working at the time they registered for services in the public system. Given that the number included here captures only a bit more than half of all customers — HRA, for instance, does not collect employment status data — it seems a safe assumption that the vast majority of all customers were unemployed.



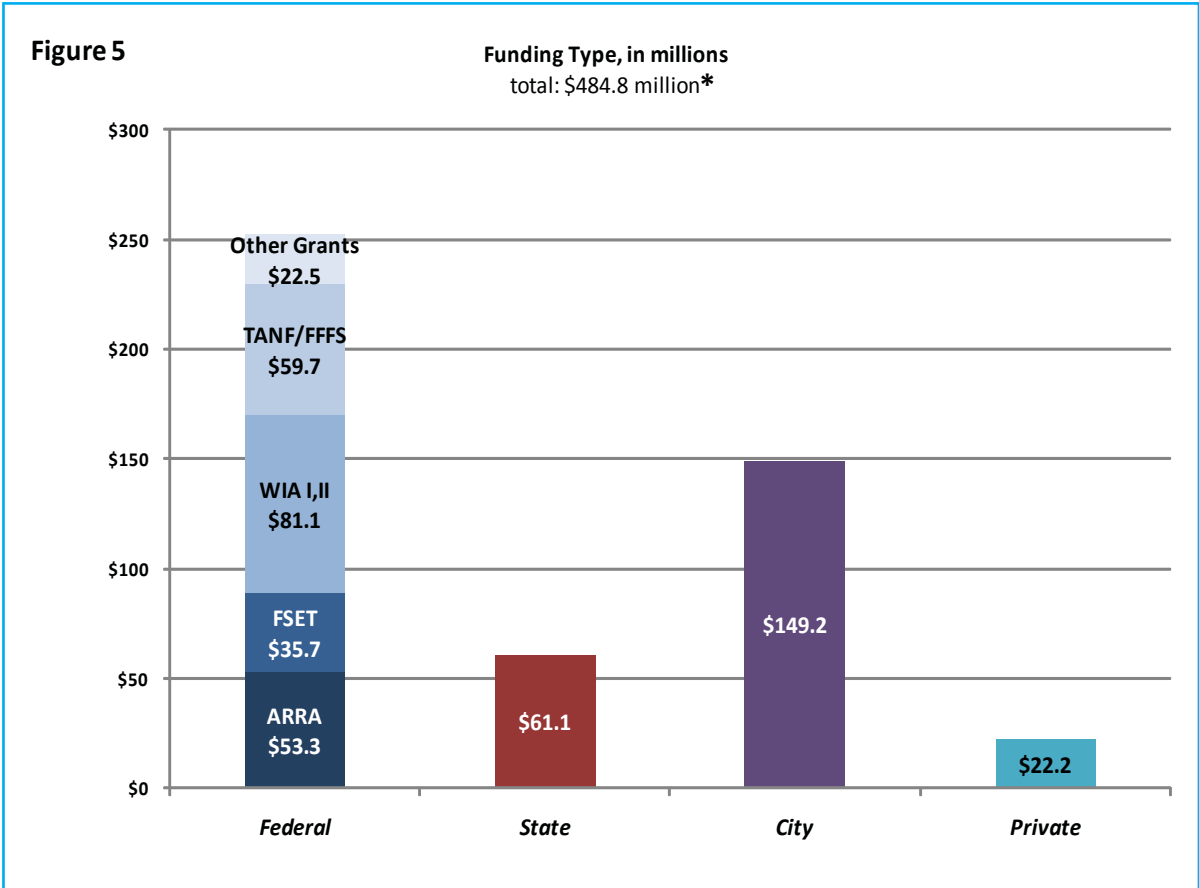
Approximately one of every nine Workforce1 customers was employed full- or part-time upon registering for services, as were about one of eight customers who registered with NYCHA’s Resident Employment Services in FY10. All 52,455 participants in the Summer Youth Employment Program (SYEP) were registered as “part-time” workers, accounting for the majority of that group in the chart.

Fittingly, the City’s large and multifaceted workforce system is funded from many different sources, as illustrated in Figure 5 on the next page. The federal government remains the largest investor in services, spending a total of more than \$250 million in FY10 — though this amount has fallen dramatically over the course of the past decade. For instance, New York City’s WIA Title I allocation in FY02 was approximately \$116 million (about \$142 million in 2010 dollars). By FY10, that was down to about \$68.4 million, not including the one-time injection of resources through the American Recovery and Reinvestment Act (ARRA). It’s very likely the number will continue to fall, as other financial pressures come to bear and the issue of workforce development remains a lower priority at the national level.

In a major change from even five years ago, the City has begun to allocate significant resources into workforce programming. The investments of the NYC Center for Economic Opportunity (CEO), which has incubated programs described throughout this report, account for the bulk of those expenditures. But local commitment to SYEP has increased as well, from just a few million dollars at the outset of the last decade to more than \$32 million in FY08.



Source: Public Consulting Group, City of New York Workforce Development Resource Mapping Initiative, January 2011



Source: Public Consulting Group, City of New York Workforce Development Resource Mapping Initiative, January 2011

\* Note: The amount of funding for the whole system varies in this document based on inclusion of programs. The funding level in Section 5 includes additional DOE programs. This figure noted in Figure 5 omits the additional DOE programs.

## Cross-Agency Programs

Many of the programs offered by New York City agencies that provide education, training and employment assistance are mandatory: the federal or state government requires that local government use the money allocated for specific and pre-defined purposes. In virtually every case, these programs meet real needs — for basic education, job matching, and so on — and most of them build in flexibility in response to local conditions while serving purposes defined at the federal or state level. As detailed in the next section of the report, these programs offer a large volume of services, often at high levels of performance.

Even so, a system solely comprised of programs that speak to priorities set by relatively remote officials is very unlikely to address every local need. The programs detailed in this section originated at the local level: they were designed by New York City policymakers and agency officials to solve New York City problems. As one might expect of problems identified “on the ground,” none of them fit neatly within the confines of one agency; some of the programs in this section are explicitly designed to bridge subsystems that target the same customers with complementary services but never previously had been brought to bear together. Many are relatively new initiatives, and thus have generated modest outcomes to this point. Yet, in their focus on the obstacles New Yorkers face in their work and career ambitions, and their creative and collaborative approaches to solving those problems, they help point the way forward for our City’s workforce system.

Importantly, a number of these initiatives were designed and resourced by the NYC Center for CEO, created by Mayor Bloomberg in 2006 to identify and remove the causes of poverty in New York City. From its earliest days, CEO has emphasized work and skills gains as a key strategy to economic advancement. For more information on CEO, please see p. 60.

### Advantage

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**Partners:** NYC Department of Homeless Services (DHS), NYC Human Resources Administration (HRA)

**Year Launched:** 2007

**Problem Statement:** Uncertainty around housing is among the most serious of barriers to stable employment and economic advancement. It is nearly impossible for individuals living in temporary shelter to find and retain regular, full-time employment. For public assistance recipients, who must comply with a range of work participation requirements, the difficulty is even more pronounced. Explicitly linking the issues of housing and employment seemed a promising strategy to serve those engaged in both systems, particularly given the availability of state and federal support.

**Program Description:** Advantage was a municipal rental subsidy issued through the DHS and the HRA that promote employment, foster self-sufficiency, and helped households transition from temporary, emergency shelter to the community as quickly as possible. Advantage clients received one year of rental assistance, with a second year renewal available if clients met renewal criteria. Advantage required participants to work and to contribute 30 percent of their gross monthly income toward rent in the first year, and 40 percent of their gross monthly income in the second year for those who qualified.

**FY10 Expenditures:** \$208.5 million (\$70.9 million, City Tax Levy (CTL), \$68.8 million, State; \$68.8 million, Federal)

**FY10 Outcomes:** Over 7,000 families with children and approximately 1,100 adults exited shelter and moved into their own apartment using an Advantage subsidy. In comparison to FY09, single adult Advantage placements rose from 365 to 462, marking an increase of nearly 30 percent.

**FY11 Goals/Plans:** In August 2010, the Advantage program was substantially revised to place greater emphasis upon employment and self-sufficiency. Through the Advantage program’s focus on work, DHS has been able to increase the number of formerly homeless clients who found jobs and make a critical first step toward self-sufficiency.

Additionally, homeless clients exiting shelter on an Advantage subsidy are able to access a variety of work supports, including transitional benefits and training opportunities for career development and advancement.

In the adult system, Advantage placements doubled during the first six months of FY11, compared to the same period in FY10. The Advantage program ended in early 2011 due to the withdrawal of state and federal funding.

## Bridge to Tomorrow

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**Partners:** NYC Department of Education (DOE), NYC Department of Small Business Services (SBS), New York City Council (funding support)

**Year Launched:** 2010 (planning; program began operations in January 2011)

**Problem Statement:** Each year, large numbers of individuals with less than a high school education seek services at the network of Workforce1 Career Centers managed by the Department of Small Business Services (SBS), including approximately 30,000 in FY 2010. Local and national data show that these individuals have lower employment participation rates, higher unemployment among those in the labor force, and lower wages compared to individuals with a secondary credential. Among employers who hire from Workforce1 Career Centers, relatively few offer employment opportunities to individuals lacking a high school diploma or GED. The most valuable long-term service jobseekers with low educational attainment can receive is educational assistance — in particular, and most immediately, help earning a GED. SBS has attempted to address this need through several different programmatic initiatives over the years, with mostly disappointing results.

**Program Description:** In early 2010, SBS entered into a new partnership with the DOE's Office of Adult and Continuing Education (OACE), with funding from the New York City Council. Over the course of the year, SBS and OACE worked together to develop the "Bridge to Tomorrow" (BtT) program model. In two "full service" sites at the Upper Manhattan and Brooklyn Centers, job seekers attend the GED Information Portal, to learn about how GED attainment can open to employment opportunities, and take a short screening exam. Those who score above a certain level are fast-tracked into the GED Bridge preparatory sequence, with initial sessions held onsite at the Workforce1 Career Center. GED exam readiness is assessed with the GED Official Practice Test (OPT): individuals ready to pass the GED receive express access to the next exam. Individuals whose OPT scores suggest that they are almost ready for the GED attend a six-week Gateway class targeting their assessed educational needs, while those who score below cutoff levels are referred to basic education services at OACE schools. In the "basic service" sites in the Bronx, Staten Island and Queens Workforce1 Career Centers, individuals qualifying for BtT services participate in an education consultation with their Borough Liaison, from which they are referred to OACE for assessment and appropriate educational services.

**Budget:** \$1.2 million (all Council funding)

**FY10 Outcomes:** None. BtT launched in February 2011.

**FY11 Goals/Plans:** In its first year of operations, with scaled operations at two Workforce1 Career Centers and liaison staff at four more, BtT is projected to assist 330 individuals in earning a GED.

## Employment Works

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**Partners:** NYC Department of Small Business Services (SBS), NYC Department of Probation (DOP), NYC Center for Economic Opportunity (CEO)

**Year Launched:** 2008

**Problem Statement:** On an average day, the DOP supervises approximately 27,000 individuals, including more than 2,000 juveniles who have been placed on probation by judges in the Supreme, Criminal and Family Courts as an alternative to incarceration or placement. Burdened with a criminal record in addition to common deficits such as limited basic skills, low educational attainment and limited previous work history, these individuals are often unemployed or work in entry

level jobs with minimum wages. Without an intervention, less than half who do find work remain employed after only six months on the job, and only between 10 and 20 percent are employed after one year; two-thirds are likely to be arrested again. The majority of those who violate probation are not working at the time of their violation. By contrast, research has found a powerful link between the availability of comprehensive employment programming and far lower rates of violation and re-arrest.

**Program Description:** Employment Works is an interagency collaboration that provides educational, training, and supportive services tailored to prepare probationers for employment with the goal of placing and retaining participants in employment, and reducing recidivism.

**FY10 Budget:** \$3.17 million (all CTL)

**FY10 Outcomes:**

Number Served: 1,774

Number of Job Placements: 762

Number Placed in Employment at \$9/hr or More: 437

Number Confirmed Reaching 6-months Retention: 209

**FY11 Goals/Plans:** This program continues to work towards its original goal of promoting public safety by encouraging economic self-sufficiency and integration into the labor market of persons on probation. Some of the principles guiding its approach include: 1) applying a dual customer business-driven approach to place persons on probation in jobs starting at a minimum of \$9.00 per hour; 2) focusing on job opportunities and programming that lead to strong retention outcomes of at least a year; 3) addressing common barriers to employment for persons on probation, including education/skills development and social service needs; and 4) developing intensive collaboration between key stakeholders including the Employment Works contractor organizations, the Workforce1 Career Centers, the criminal justice system, and a citywide network of social service providers.

## **Food Stamp Employment and Training (FSET)**

**Partners:** NYC Human Resources Administration (HRA), NYC Department of Small Business Services (SBS), NYC Center for Economic Opportunity (CEO)

**Year Launched:** 2008

**Problem Statement:** The Food Stamp Employment and Training (FSET) funding stream provides an opportunity to draw down federal funds that support workforce programming in New York City. The reduced federal support for workforce development increases the imperative to make use of all available funding streams. The federal funds require a 50 percent match from non-federal workforce funding, and therefore CEO funds provide the opportunity for a match.

**Program Description:** FSET Funds are federal funds available to reimburse the costs of employment for food stamp recipients. HRA draws down FSET funds for its services to food stamp recipients. In this initiative, SBS has developed a process with HRA to draw down this federal funding stream to contribute to workforce development services. In FY2010, this initiative generated \$107,696 in Federal funds.

**FY10 Budget:** none (see below)

**FY10 Results:** \$107,696 drawn down; 1,379 individuals served

During FY10, six SBS workforce initiatives — the Workforce1 Transportation Career Center in Queens and Advance at Work projects at five Workforce1 Career Centers — generated expenditures that could be used to draw down FSET resources. This comprises only a small share of total FSET drawdown in New York City, which is estimated at \$50 million; the bulk of this money funds HRA programs. The funds support training services to Food Stamps recipients in the above-mentioned programs.

**FY11 Goals/Plans:** As SBS has discontinued the CEO-funded Advance at Work programs that generated reimbursable expenditures, leaving only the Workforce1 Transportation Career Center, it is expected that FY11 FSET drawdown will diminish from FY10 levels to approximately \$60,000. CEO and SBS will work with other City agencies to share lessons learned, with the goal of assisting additional agencies to access this funding. HRA continues to draw down federal dollars for its within-agency FSET program.

## Jobs-Plus

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**Partners:** NYC Center for Economic Opportunity (CEO), City University of New York, NYC Human Resources Administration (HRA), NYC Housing Authority (NYCHA)

**Year Launched:** 2009

**Problem Statement:** Increasing public housing residents' self-sufficiency is a long-standing and bipartisan public policy goal and has been a priority of the Bloomberg Administration. New York City is home to over 400,000 residents living in public housing. Public housing residents have high rates of unemployment, with over 80,000 working-age residents across New York City not working. The majority of NYCHA residents who are employed earn less than \$30,000 per year. The City is committed to investing in public housing neighborhoods, and identifying and replicating proven models to support residents in achieving self-sufficiency and economic advancement.

**Program Description:** The primary objective of Jobs-Plus is to increase the earnings of public housing residents. Random assignment evaluation of a large-scale demonstration project of Jobs-Plus conducted in six U.S. cities from 1998 to 2003 found that residents of public housing who lived in participating developments received significant earnings gains compared to a control group. Jobs-Plus serves all working age residents of the targeted housing development using a three-part strategy: on-site access to employment-related services; rent-based and other work incentives that allow residents to keep more of their earnings, and activities that promote community support for work through neighbor-to-neighbor outreach. The intent of the program is to connect residents to supports and training that will help them obtain jobs or advance in their current positions. In FY10, NYC launched the first City-sponsored, single site Jobs-Plus program at Jefferson Houses in East Harlem.<sup>19</sup> Jobs-Plus brings together several City agencies to provide a place-based comprehensive employment services program for residents of one or a cluster of NYCHA developments.

**FY 10 Budget:** \$1.2 million (all CTL)

### FY10 Results:

New Entrants: 545

Number of Placements or Promotions: 117

Number of Job Placements: 108

Employment Retention After 3 months: 31 (out of 38 eligible)

Highlights include building a staff comprised largely of community residents, streamlining service delivery, forming critical partnerships in East Harlem with organizations such as the Children's Aid Society and Union Settlement to develop a strong referral network, and creating an effective community advisory board. A notable employment campaign in FY10 helped to staff the new East River Plaza with Jobs-Plus participants. Perhaps the most significant achievement of FY10 was becoming a part of the Jefferson Houses community: by June 30, 2010, 1,018 Jefferson Houses residents had engaged with the Jobs-Plus program, 545 of whom subsequently met with a resource coordinator to develop a career plan.

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<sup>19</sup> The East River Development Alliance (ERDA), a community-based non-profit organization, launched the first NYC program based on the Jobs-Plus model in New York City in 2004, serving a cluster of public housing developments in Western Queens.

**FY11 Goals/Plans:** In FY11, the Jobs-Plus site in East Harlem will increase its job placement and promotion outcomes as more residents are engaged and prepared for work and advancement. The program also has added a subsidized jobs component with the support of a \$250,000 private grant. New York City will open a second Jobs-Plus site in May 2011 with the support of private and federal Social Innovation Fund dollars. The program will be operated by a community-based organization and will serve residents of select NYCHA developments in the South Bronx.

## Nursing Career Ladder: LPN and RN

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**Partners:** NYC Center for Economic Opportunity (CEO), NYC Department of Education/Office of Adult and Continuing Education (DOE/OACE) (LPN only), NYC Health and Hospitals Corporation (HHC)

**Year Launched:** 2007

**Problem Statement:** Limited seats available in nursing programs fail to produce enough qualified nurses to meet the demand. Compounding the problem, there are not enough seats for academically qualified students. Current nursing programs are academically competitive and income is not a major factor for admissions.

**Program Description:** The Nursing Career Ladder initiative prepares individuals who are currently living at or below 130 percent of the federal poverty level and who meet educational criteria for sustainable careers in nursing. The Licensed Practical Nurse (LPN) program expands the DOE's accelerated eleven-month training course by creating capacity for a cohort of 40 students annually at Goldwater Hospital on Roosevelt Island. (The existing DOE LPN programs in Brooklyn and Manhattan have capacity for 60 students annually.) Participants are placed in an LPN position at an HHC hospital upon completing the program and obtaining their professional license, earning approximately \$40,000 annually. Enrollees receive full tuition and support services as needed. Enrollees in both the LPN and RN programs receive full tuition and counseling services as needed. The RN initiative is a four year program. For the first two years of the program, participants take pre-clinical coursework required for the Bachelor of Science in Nursing (BSN) degree. Participants who maintain a 2.75 GPA are then eligible to transfer to the HHC/Long Island University School of Nursing to complete the two-year clinical program required for the Bachelor of Science in Nursing degree. Participants commit to working as an RN at an HHC hospital for four years upon completing the program and earning the National Council Licensure Examination (NCLEX) license.

**FY10 Budget:** \$1 million (LPN) (all CTL), \$972,000 (RN) (\$589,000 CTL; \$383,000, Federal grant)

### FY10 Results: LPN

Participants: 40  
Program graduates: 39  
Passed LPN Exam: 36  
Placed as LPNs: 34

Program participants have a unique opportunity to become nurses in a hospital based setting, cultivating their skills while using state of the art equipment and learning from experts in their field of practice. HHC employees from all service areas provide instruction and orientation in their respective fields of practice. Clinical internships are conducted at Coler-Goldwater and Bellevue Hospitals.

### FY10 Results: RN

Number of Students at the Start of Academic Year: 73  
Number of Dropouts before the End of the Academic Year: 26  
Number of Students Retained at the End of the Academic Year: 47  
Number of Clinical Students Retained at the End of the Academic Year: 28

**FY11 Goals/Plans: LPN**

The program is responding to changes in the labor market, as HHC and private hospitals have slowed hiring for LPNs. Employment prospects are highest for LPNs with specialized certifications and experience. Participants will be provided with training in phlebotomy in response to the greater market demand for individuals who are skilled in this area. In addition, all program completers will demonstrate skill in the use of technology in the clinical practice area.

**FY11 Goals/Plans: RN**

The program ceased new enrollments in 2009 to allow for performance monitoring and evaluation of the model. Data is currently tracked for all students in the four year program. The first participants are expected to graduate in June 2011.

## **Parks Opportunity Program (POP)**

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**Partners:** NYC Department of Parks and Recreation (DPR), NYC Human Resources Administration (HRA)

**Year Launched:** 1994

**Problem Statement:** It is often the case that public assistance recipients lack both “hard skills” that employers specifically will value and “soft skills” that are necessary for success in almost any workplace, such as punctuality, proper conduct and the ability to communicate and work in teams. The Parks Opportunity Program (POP) seeks to address both areas of need through transitional employment.

**Program Description:** POP is a comprehensive subsidized employment program. POP employees are referred by the HRA to work assignments ranging from six to 12 months at the DPR. The program has built out a robust job development infrastructure characterized by wrap-around supportive services and a comprehensive network of partnerships in the public, private and education sectors.

**FY10 Expenditures:** \$50.3 million (\$34.2 million, CTL; \$3.4 million, State; \$7.9 million, Federal; \$4.8 million, ARRA)

**FY10 Outcomes:** POP successfully placed 1,087 people in unsubsidized employment in FY10. For the year, 8,825 people we considered for the program, and 5,886 were accepted into the program. Of those that entered the program, 2,255 completed the program.

**FY11 Goals/Plans:** One of POP’s greatest strengths is anticipating and meeting the changing needs of the workforce development landscape by taking advantage of funding opportunities to develop new specialized pilot programs. The following POP initiatives will be developed in the coming year:

*POP Ed/Hort to prepare trainees for jobs in horticulture*

*POP Weatherization to prepare trainees for jobs in green building maintenance*

*POP Plus for disconnected youth ages 18-24*

*POP Works for non-custodial fathers*

In addition, POP is also in the process of developing new programs such as JARC — a regional job placement program with funding through the Job Access and Reverse Commute (JARC) grant from the U.S. Department of Transportation — and POP 2011, a sector-based and adult education-focused transitional employment program.

## Scholars at Work

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**Partners:** NYC Department of Education (DOE), NYC Department of Small Business Services (SBS), NYC Workforce Investment Board (WIB)

**Year Launched:** 2009 (planning; program began operations in January 2010)

**Problem Statement:** Students of New York City Career and Technical Education (CTE) high schools graduate with advanced skills and industry-recognized credentials that make them desirable to employers in high-demand sectors of our local economy. Despite these attributes, however, they often struggle to conduct an effective job search upon graduation because they lack professional networks and an understanding of system resources. The Scholars at Work program helps fill in these gaps.

**Program Description:** In 2009, the WIB, SBS and the DOE began planning a new pilot initiative to link adult workforce services in New York City with the DOE's network of CTE high schools. The initiative arose from a shared belief among these entities that the City's publicly supported education and workforce systems could work more closely together to provide a fuller range of options for young New Yorkers in CTE programs. Scholars at Work is unique among employment programs in the five boroughs in its focus on seniors who are on track to graduate, but not immediately enter college on a full-time basis. The needs of this group include work readiness coaching, help navigating the job search process, and connections to employers. The initiative connects them to these services through the Workforce1 Career Centers at SBS. The focus of the program is a 14-week paid internship with employers in fields related to participants' studies; it also includes work-related academic assignments and access to job placement services upon graduation.

**Budget:** FY10: \$126,000; FY11: \$168,500

### **FY10 Results:**

Internship Component: 30 applicants; 22 began internships\*; 17 graduates; 8 full-time job offers; 4 job placements. Of those who participated in the internship component, 15 entered college in fall 2010.

Job Readiness Workshops and Recruitment Events: 213 session attendees; 11 full-time job offers; 5 job placements.

\*Some students dropped out of the internship program over the course of the 14 weeks due to scheduling conflicts and other obligations.

**FY11 Goals/Plans:** Now in its second full year of operations the Scholars at Work program has launched a secondary component - Career Exploration – aimed at connecting promising CTE students with employment resources of the Workforce1 Career Centers. This year, through a more formalized, broader partnership with Workforce1, Scholars at Work is matching Workforce1 Career Centers with two or more CTE schools to offer career services in employment sectors that correspond to schools' specific CTE curriculum areas. Workforce1 staff will conduct work readiness events and offer recruitment services on-site at partner CTE schools during Winter/Spring 2011 to highlight opportunities in their target sectors. Centers and schools that successfully participate in Career Exploration with Scholars at Work in 2010-2011 may opt to expand programming in 2011-2012, for example by offering internship placements in a target sector.

## SECTION 4: NYC WORKFORCE SERVICES

Unlike some other cities, New York City does not have one single agency responsible for workforce development services. Instead, as detailed below, eleven City agencies administer programs that offer services including basic education and literacy, job training, and employment and retention services. Each of these agencies has other responsibilities as well, to which their workforce-related programming is complementary. For the most part, these agencies contract out the services described below to a range of for-profit, nonprofit, and community-based organizations, as noted in several of the program descriptions. The next iteration of the State of the New York City Workforce System will include more detail on the providers for each program.

Customer eligibility varies by agency and program: criteria might include age (NYC Department for the Aging, NYC Department of Youth and Community Development), residency status (NYC Housing Authority), educational status (NYC Department of Education, Office of Adult and Continuing Education) or income (NYC Human Resources Administration). Where applicable, we have included funding and outcome information from five years earlier (FY05), to show changes in both program performance and resources to support the initiative.

Performance information for each program is self-reported by the agency and should not be compared to other programs, for the reason that each agency sets its own definitions as presented at the end of each subsection below. Over the next several years, we anticipate standardizing metric definitions to enable fuller system-wide assessments. Beginning in summer 2011, New York City will publicly release workforce system performance information on a quarterly basis.

Finally, a number of the programs noted in different agency sections were designed and supported by the NYC Center for Economic Opportunity (CEO), as indicated by an asterisk next to the program name. In many cases, CEO continues to provide funding and guidance for these programs, helping to evaluate and refine them for improved performance.

### NYC Department for the Aging

The NYC Department for the Aging (DFTA) supports the empowerment, independence, dignity and quality of life of New York City's diverse older adults and their families through advocacy, education and the coordination and delivery of services. DFTA fosters independence, confronts ageism and promotes opportunities for older New Yorkers to share their leadership, knowledge and skills. The agency also works to expand effective, productive partnerships with consumers and advocates, as well as private and public organizations.

#### Program Priorities, Plans and Challenges for 2011

As described below, the Department's Senior Community Service Employment Program (SCSEP) provides low-income New Yorkers ages 55 and older with unique job training that emphasizes both community service and the elimination of employment barriers that older workers may face. DFTA expects to build on its FY10 successes and continue to ensure that older New Yorkers can offer their talents and skills to the benefit of the broader City community. In particular, SCSEP will focus attention on communities in Staten Island and in the Bronx where opportunities for older New Yorkers can be further cultivated. DFTA is hopeful that federal funding for the program will remain at its present levels. Nevertheless, the agency will adjust its offerings as necessary in the face of potential federal reductions for the remainder of FY11 and for FY12.

#### DFTA Program

##### Senior Community Service Employment Program (SCSEP)

##### Program Basics

For more than two decades SCSEP has furthered the agency's mission by offering training resources for mature adults in such settings as government agencies and non-profit business, and by ensuring that the community benefits

from the unique skills and talents that older New Yorkers offer. SCSEP emphasizes community service; empowers participants with marketable skills that lead to employment; guides and supports unemployed individuals during the job search process; offers employment opportunities through direct referrals, postings and employer recruitments; and helps participants refine techniques that will allow them to find and persist in employment.

The program relies upon a network of complementary supportive service agencies to ensure success. SCSEP operates through Workforce1 Career Centers, ACCESS NYC (a free screening service that enables users to determine their eligibility for over 30 City, state and federal human service benefit programs), and various community based organizations. The program maintains relationships with both the federal and state departments of labor, as well as with other state authorities.

### Expenditures and Outcomes

- *FY10 funding level: \$7.3 million (\$1.8 million, Federal; \$5.5 million, State)*
- *FY10 outcomes: 1,252 served*
- *FY05 funding level: \$4.2 million (\$1.3 million, Federal; \$2.9 million, State)*
- *FY05 outcomes: 891 served*
- *Definition of “served”: The number of carry-over clients from the previous year, plus the number of new starts for the current fiscal year*

### Recent Accomplishments and Next Steps

The program registered 688 new SCSEP participants and served 1,252 participants, with support coming in part from the American Recovery and Reinvestment Act (ARRA). SCSEP established partnerships with new employers, including Partners in Care and PHI Home Care. These two partners train seniors as home health aide workers; in a recent quarter, 28 SCSEP participants obtained unsubsidized employment after completing these trainings. In addition SCSEP worked with nearly 680 in subsidized positions during the same period. The program also forged partnerships with 40 new host agency sites, and strengthened its relationships with the Workforce1 Career Centers, as well as with public libraries.

SCSEP will continue to focus on accruing benefits to the community by matching the unique talents of older New Yorkers to workplace settings, and by ensuring job placements for its trainees, including those with limited English skills, low literacy skills, physical frailty and other challenges. Despite the current challenges in the labor market, SCSEP will remain focused on cultivating relationships with employers interested in training and employing mature workers. As well, SCSEP will direct services toward communities in which SCSEP can expand its reach.

### City University of New York



The City University of New York (CUNY) comprises 23 institutions and provides post-secondary learning opportunities at every level, from basic literacy, to non-credit training, to associate, bachelors and advanced degrees. The value of a college degree in the labor market is well-documented. CUNY has over 260,000 degree program students, and offers 1,750 different types of degrees to a highly diverse student body mostly comprised of women, immigrants, racial minority groups, and students from households with less than \$30,000 in yearly income. Continuing education programs are also an important locus of workforce development activity at CUNY, encompassing literacy, GED preparation, English for Speakers of Other Languages (ESOL), and a large number of short-term training programs. The fields

in which campuses offer these vocational programs include: Business and Entrepreneurship; Construction and Building Management; Early Childhood Education and Child Care; Health Care and Human Services; Information Technology; Interpretation & Translation; Real Estate; Retail; Security; Tourism & Hospitality; and Transportation. In

2009-2010, CUNY had 200,000 registrations in adult and continuing education programs with a vocational or basic skills focus. CUNY and its college offer a broad range of workforce development and adult literacy programs, with support from federal, state, city and private sources, for many different groups of youth and adults. These include several programs funded through other City agencies that are referenced in other sections of this report.

### **Program Priorities, Plans and Challenges for 2011**

CUNY will maintain focus on effective programs and interventions that support students and increase college success and completion rates. For example, CUNY will be expanding a pilot college transition program, the CUNY Start College Transition Initiative, designed for students whose CUNY assessment scores indicate a need for remedial math and/or reading/writing before starting credit courses. By enrolling in CUNY Start prior to registering for classes, students will reduce the time they spend in college remedial courses. The program will provide an effective academic bridge to college credit courses for students who are not yet academically prepared for college-level courses and help them save their financial aid for credit courses. Based on its strong graduation rates, CUNY also plans to further expand its Accelerated Study in Associate Programs (ASAP). ASAP helps motivated community college students earn their degrees as quickly as possible. As of September 2010, CUNY ASAP has surpassed its original graduation target of 50 percent graduation within three years, helping 621 students out of its original fall 2007 cohort of 1,132 students (54.9 percent) earn their associate degrees. The ASAP graduation rate is more than double that of similarly situated students at CUNY and nationally.

In addition, CUNY is also focusing on efforts to strengthen its continuing education and workforce development programs. The Continuing Education (CE) divisions at CUNY formed the CE 2010 Task Force: Ensuring Quality and Access to develop program quality standards and establish a university-wide technology system for CE. The Task Force's Program Quality Working Group is finalizing a specific set of standards and measures that will be used across all the CE programs at CUNY. Its Data & Technology Working Group has reviewed the data system needs of CE programs and is planning for a single university-wide CE technology system.

### **CUNY Program**

#### **NYC Justice Corps\***

##### **Program Basics**

NYC Justice Corps is a workforce development and education program that prepares young adults (ages 18-24) who have had involvement with the criminal justice system to succeed in the labor market. Program participants address their educational needs, while giving back to their communities through service projects. NYC Justice Corps has operated since 2008 with two community partners, Phipps Community Development Corporation and Bedford Stuyvesant Restoration Corporation.

##### **Expenditures and Outcomes**

- *FY10 funding level: \$4.2 million (\$3.9 million, CTL; \$225,000, private)*
- *FY10 outcomes: 254 served*
- *Definition of "served": Number of participants who were referred to a program and received services*

##### **Recent Accomplishments and Next Steps**

In 2010, NYC Justice Corps Bronx site graduate Andrew McKee was one of six Corps members across the country selected to receive Corpsmember of the Year honors by The Corps Network. The Corps Network is a national association of affiliated service corps, conservation corps, and youth corps. As a member of NYC Justice Corps, Andrew not only turned his own life around; he became a leader among his fellow Corps members. Andrew's commitment to the program was reflected in all phases of his enrollment – from his active role on an ambitious community service project renovating a Bronx daycare center, to his success in a highly visible internship with the NYC Department of Probation. His tremendous personal growth and newly earned professional skills ultimately led to a permanent position with the NYC Department of Youth and Community Development, where he is currently a field supervisor for the In-School Youth division. Andrew is also pursuing a liberal arts degree from Borough of Manhattan Community College.

In 2011, the NYC Justice Corps plans to scale up and increase services by pursuing federal dollars to launch additional program sites in high-need communities. The program also intends to increase its capacity to provide educational services to individuals enrolling into the program without high diplomas or GED credentials. The NYC Justice Corps has rolled out its newly developed Justice Corps Education Curriculum, developed by the Literacy Assistance Center, to provide contextualized adult basic education instruction for Corps members who come into the program with literacy (and/or numeracy) levels below the sixth grade. These Corps members will participate in up to 14 hours of on-site instruction in addition to the other components of the program model.

\* Program originated with the NYC Center for Economic Opportunity

## NYC Department of Correction

The NYC Department of Correction (DOC) is the second largest municipal jail system in the United States. It provides for the care, custody and control of adults, 16 years of age and older, accused of crimes or convicted and sentenced to incarceration for one year or less. The Department consists of 14 jails, including ten detention centers on Rikers Island and four borough houses of detention, and, in addition, two hospital prison wards and court detention facilities in all five boroughs. The Department handles approximately 100,000 admissions each year and manages an average daily population of 13,000-plus inmates.

### Program Priorities, Plans and Challenges for 2011

DOC is committed to providing inmates the resources and opportunities they need to achieve education, employment and sobriety during and after their incarceration. The Department, in conjunction with community partners, currently offers a limited number of job training and job preparation activities that cannot accommodate the number of interested inmates.

The challenges for the Department's workforce development efforts continue to be a need for more comprehensive job training and placement resources and strategic partnerships to provide sufficient training and programming for inmates during their periods of incarceration (which range from one day to one year), and too few relationships with employers in high-growth industries that are open to hiring individuals with criminal backgrounds. To overcome these challenges, DOC will continue to work with community-based organizations currently providing vocational training at DOC facilities, at no cost to the Department. Presently, these partners include:

- *John Jay College of Criminal Justice, providing vocational training in Automotive Skills, Custodial Maintenance, Computer Repair, and Data Entry, to adult inmates*
- *Horticulture Society of New York, providing job training, job placement, and technical educational through the Greenhouse project and Horticultural Skills training program, to adult inmates*
- *NYC Department of Education, providing culinary arts training to inmates of public school age at the East River Academy located on Rikers Island*
- *Osborne Association, providing culinary arts, computer literacy, and life skills training to adult inmates through the Fresh Start program*

DOC will also work to expand its network of workforce development partners by establishing a workforce development advisory committee. The committee will be comprised of public and private organizations, employers, and non-profit providers seeking to expand the reach and scale of workforce development programming for inmates. The committee will work to design and implement vocational training and work readiness programs to strengthen and increase inmates' opportunities upon discharge to secure advanced training or employment opportunities in high-demand industries.

Additionally, DOC will be spearheading new discharge planning workshops at all of its jails to prepare all interested inmates with information and resources to support their re-entry back into the community. Employment, sobriety and educational opportunities will be prioritized in these sessions.

## DOC Programs

### Rikers Island Discharge Enhancement (RIDE)

#### Program Basics

Operating since 2004, the RIDE program was designed to facilitate successful community re-entry of city-sentenced offenders. Through contracted services provided by community-based organizations including the Osborne Association, Fortune Society, and Women's Prison Association, RIDE provides individuals being released to the community with in-jail and community based case management intended to support reintegration. These efforts include linkages with substance abuse providers, housing resources, educational services, job readiness, and other relevant services. RIDE providers engage with clients for 90 days after release and are paid through performance-based contracts structured to reward long-term client engagement.

RIDE works also in tandem with jail-based workforce programming. Individuals who graduate from Osborne's Fresh Start program during their time in custody are automatically provided discharge planning through RIDE. Providers can also refer the participants to an employment specialist from any of the three providers who will connect them with job training and employment opportunities.

#### Expenditures and Outcomes

- *FY10 funding level: \$3.6 million (all CTL)*
- *FY10 outcomes: 3,941 served*
- *Definition of "served": The number of individuals who completed a Memorandum of Agreement to participate in RIDE*

#### Recent Accomplishments and Next Steps

DOC seeks to provide discharge planning services to a minimum of 2,270 individuals each year through the RIDE program. DOC is in the process of piloting the delivery of standardized and evidence based risk and needs assessments upon intake into DOC custody, identifying those inmates that are high-risk for re-offending at the beginning of their stay and providing guidelines for RIDE providers to implement a treatment strategy that will address their most pertinent challenges, including employment.

Next steps in workforce development programming for RIDE include the expansion of job readiness training and job development services. The proposed contract is currently under review with the Mayor's Office of Contract Services.

### Food Protection Certification Program\*

#### Program Basics

DOC offers Food Protection Certification courses to individuals currently assigned to jails located on Rikers Island. The Food Protection Course satisfies the Health Code requirement that supervisors of food service establishments and non-retail food service establishments be certified in food protection. Participants who complete the Food Protection Course and pass the final examination are issued certificates.

#### Expenditures and Outcomes

- *FY10 funding level: \$24,000 (all CTL)*
- *FY10 outcomes: 624 served*
- *Definition of "served": The number of individuals who took the Food Handlers Certification course during FY10*

## Recent Accomplishments and Next Steps

DOC seeks to enroll 700 individuals in FY11 by targeting individuals who have had some level of work experience in culinary arts prior to enrollment. DOC is coordinating with the inmate workers at the onsite bakery/bread factory, students at NYC Department of Education Culinary Arts program and participants at Osborne's Fresh Start program to prioritize their participation in the course. Since these individuals have received culinary arts training, with this certification these inmates are better positioned to find employment in the restaurant industry upon release.

Starting in April of 2011, DOC will offer a new sector-based, Workforce 101 program, specifically targeted to those individuals who are working at the onsite bakery and have earned their certificates in Food Protection. The goal is to prepare these individuals with work readiness training and to support them to find employment in the restaurant and food industries upon release. Over the course of six weeks, DOC and partner organizations will provide them training in resume preparation, interview skills, and job search. DOC will host presentations by guest speakers and industry experts to give them real-world exposure and guidance to careers in culinary arts.

\* Program originated with the NYC Center for Economic Opportunity

## NYC Economic Development Corporation

The NYC Economic Development Corporation (NYCEDC) is New York City's primary engine for economic development, charged with leveraging the City's assets to drive growth, create jobs and improve quality of life. NYCEDC is dedicated to supporting New York City and its people, using its expertise to develop, advise, manage and invest to strengthen businesses and help neighborhoods thrive. NYCEDC helps create affordable housing, new parks, shopping areas, community centers, cultural centers and much more. NYCEDC is dedicated to investing in growth and capital, in human as well as economic terms: its vision is of New York and New Yorkers realizing a rich, rewarding and vibrant future.

### Program Priorities, Plans and Challenges for 2011

In 2011, NYCEDC will continue to build on the strengths of the City's diverse economy, tapping into its greatest "natural resource": the City's smart and talented workforce.

To ensure that NYCEDC continues to move forward in 2011, the agency has set a number of specific milestones. For example, NYCEDC intends to make substantial progress on development projects from Willets Point to Hunter's Point South to Coney Island, the latter of which will build on the success generated by the more than 400,000 visitors in 2010 who enjoyed the thrills at the area's first new amusement park in 50 years.

The agency will also advance its efforts to strengthen the City's "innovation economy." Evidence of this success can be seen in the City's recent success attracting venture capital: specifically, during the five quarters from Q4 2009 to Q4 2010, the New York area actually outpaced the Boston area in technology-related venture capital investments, both by dollar volume (securing \$1.2 billion) and number of deals closed (208). NYCEDC intends to maintain that new status and to reduce the gap between New York and Silicon Valley. To this end, NYCEDC announced the tenth business incubator in the growing City network in early 2011. The agency has also launched a competitive process to create a new applied sciences and engineering research facility in New York City.

### NYCEDC Programs

#### Kingsborough Community College (KCC) Training Program

##### Program Basics

Project Welcome is a training program managed by staff at KCC's Center for Economic and Workforce Development since 2010. It offers free courses in Food Service Operations and Hospitality/Customer Service, two growth employment sectors in New York City. KCC also screens training participants for benefits and work supports while providing potential

entry into enrollment at the College. The goal of the program is to prepare residents of Coney Island for the types of employment opportunities that will be available in the neighborhood once redevelopment is complete.

### Expenditures and Outcomes

- *FY10 funding level: \$300,000 (PILOT)*
- *FY10 outcomes: 156 served*
- *Definition of “served”: Completed intake and enrolled in a service and may or may not have completed the service*

### Recent Accomplishments and Next Steps

In FY10, KCC launched the current Project Welcome training program. This iteration of Project Welcome builds upon the successful program created by KCC’s Center for Economic and Workforce Development with funding from the U.S. Department of Labor. The program is specifically designed to provide training and employment opportunities to Coney Island residents. KCC has also partnered with Astella Development Corporation, a local community-based organization in Coney Island, to provide a direct connection to the neighborhood for marketing and recruitment.

The primary goal for FY11 is to improve the quality of job placements through more intensive business development activities by the program staff and increased engagement with employers in Coney Island as well as other parts of Brooklyn. Additionally, Project Welcome has created a Year Two Operating Plan that lays out clear goals for the second year of the program and a pathway for improving all outcomes, including program enrollment, course completion, certification passing rates, and full-time job placement for all participants.

### Willets Point Worker Assistance Program (WPWAP)

#### Program Basics

WPWAP provides free English as a Second Language (ESL) classes, job training, and immigration services to workers in the Willets Point area of Queens. The program, which began in early 2008, is managed by a team of industry professionals at LaGuardia Community College. The goal of the program is to serve the workers in the Willets Point development area by providing resources needed to obtain employment elsewhere in the City. LaGuardia Community College has operated WPWAP since its launch in 2008.

### Expenditures and Outcomes

- *FY10 funding level: \$1.5 million (PILOT)*
- *FY10 outcomes: 371 served*
- *Definition of “served”: Completed intake and enrolled in a service and may or may not have completed the service*

### Recent Accomplishments and Next Steps

In FY10, the WPWAP partnered with the Greater New York Auto Dealers Association (GNYADA) to offer free vocational skills training in mechanics, automotive repair and inspection, and provided connections to job opportunities at local dealerships. The inaugural class graduated 12 workers from Willets Point. Also in FY10, 15 Willets Point workers completed a Spanish-language carpentry class at LaGuardia Community College, created specifically for the program.

In FY11, WPWAP is focusing on job placement services and continuing to enroll interested program participants in critical ESL and vocational training classes. The program has hired a full-time employment specialist tasked with finding job opportunities relevant to the experience and training received by participating workers.

## NYC Department of Education, District 79



The NYC Department of Education's (DOE) District 79 was established to ensure that every student, whatever his or her age, has the opportunity to earn a high school or General Education Development (GED) diploma. Recognizing that many students need additional supports to succeed in their current school or require alternative pathways to attain a high school or GED diploma, District 79 helps students succeed by providing diverse and innovative educational opportunities that combine rigorous academic instruction with meaningful youth development. District 79 is a unique citywide network of more than 300 alternative schools and programs serving the City's neediest students: 21,000 youth and 50,000 adults who are far off track from a high school diploma and who struggle with difficult life

circumstances ranging from pregnancy to incarceration to immigration to persistent school failure. Programs include alternative academic options such as GED programs, Career and Technical Education (CTE) programs, the Office of Adult and Continuing Education (OACE); transitional services for students in correctional and other involuntary settings; and wraparound programs and supports for pregnant and parenting.

### Program Priorities, Plans and Challenges for 2011

In FY11 District 79 has continued to focus on helping students succeed academically while developing socially and emotionally to become confident and productive members of society. This year, District 79 has been focused on 10 key priority areas, including GED reform; improving involuntary programs; high-quality services and supports for students, parents and their children; exposing students to a wide range of 21st century colleges and careers through CTE programs; improving student referrals and transitions; relevant and rigorous curriculum; comprehensive student support services; talent and performance management; professional development; and data, accountability and strategy tools. Through these ten priority areas, District 79 will continue to empower students by delivering rigorous instruction and quality support services, and to serve as a model for innovative and replicable strategies to engage students.

### DOE District 79 Offices & Programs

#### The Office of Adult and Continuing Education (OACE)

The DOE's OACE, part of DOE's District 79 (Alternative Schools and Programs), is the largest provider of adult literacy education services in New York State. Each year, OACE serves more than 41,000 adult New Yorkers across New York City. OACE offers over 900 tuition-free classes in Adult Basic Education (ABE), General Educational Development (GED) Test Preparation, English for Speakers of Other Languages (ESOL) and CTE for adults age 21 and over. OACE offers morning, afternoon, and evening classes Monday through Saturday at 175 sites in all five boroughs, including four comprehensive Adult Learning Centers, over 100 public schools, and many community-based organizations and faith-based organizations. All classes are taught by New York State-certified teachers. The average age of students is 39, and 44 percent of OACE students are parents of children in DOE primary and secondary schools.

### Program Priorities, Plans and Challenges for 2011

In FY11 OACE will continue to engage students in rigorous and relevant instruction, provide meaningful opportunities in the classroom for students to work with their teachers, and empower learners in their roles as parents, family members, workers, and community members.

OACE instructors use current theories and practices of adult learning, emphasizing contextualized instruction and incorporating real-life activities into class curricula that are based on learners' interests, goals and experiences. Using the Equipped for the Future (EFF) framework to provide program-wide learning standards and an over arching approach to instructional design, OACE teachers develop instructional units and applied learning projects to embed the teaching of core skills and academic content within highly contextualized units and projects based on their students' immediate concerns and interests. OACE believes that students persist in their classes when instruction is both rigorous and relevant to their lives, and provides ongoing professional development to all its teachers to guarantee that classes meet students' needs.

OACE is committed to strengthening collaborations with other City agencies, highlighted by the Bridge to Tomorrow pilot program launched in partnership with the Department of Small Business Services in early 2011. This initiative supports customers at the City's Workforce1 Career Centers who have not completed high school and are interested in attaining a GED to improve their employment prospects and earning power. (See p. 26 for more information.) Similarly, OACE is working to build stronger partnerships with the City's diverse array of adult education and workforce providers. Residents who wish to access literacy services must have educational referrals that ensure they enter the program that best suits their lifelong learning needs.

GED reform is an area OACE continues to explore, working with various partners to develop a seamless plan to ensure that well prepared students have access to the GED. As part of these efforts, OACE has increased the number of City residents who take the Official Practice Test (OPT), which is required for all test-takers referred from OACE programs, prior to sitting for the GED.

In 2010, New York City was selected for the Great Cities Summit, a federal initiative sponsored by the U.S. Department of Education's Office of Vocational and Adult Education. OACE is the lead New York City educational provider in this two-year initiative, which convenes five cities to share best practices for providing adult education in large urban areas. The initiative's goals are to assess each city's adult education needs, create action plans to address them, form supportive partnerships, and establish a network for collaborative peer learning.

## **OACE programs**

### **Career and Technical Education (CTE) – All Courses**

#### **Program Basics**

OACE offers CTE courses, which provide adults with an opportunity to acquire technical, trade, construction, or entrepreneurial skills enabling them to pursue meaningful employment and/or post-secondary education. CTE classes are open to adults with or without a high school diploma. Adults without a high school diploma or GED may concurrently enroll in two separate CTE and literacy (ABE, ESOL, or GED) classes to work towards obtaining their GED while also obtaining valuable technical skills. CTE classes include courses such as basic Computer Literacy, Microsoft Certification, Carpentry and Barbering. Many of the courses prepare students for industry-recognized certifications and city and state licenses. CTE also includes an accelerated LPN program for low-income students, supported by the CEO. Participants are placed in LPN positions, which pay approximately \$40,000 per year. (See p. 29 for more information.)

#### **Expenditures and Outcomes**

- *FY10 funding level: \$1.1 million (a combination of Federal and State funding)*
- *FY10 outcomes: 5,775 served (FY09)/4,013 served (FY10)*
- *Definition of "served": For the Career and Technical Education Data System (CTEDS) - students who are in CTE classes. Some, but not all are counted in the state-funded Employment Preparation Education (EPE) program as well, in part because their classes are partially supported by EPE, and they may also be enrolled in an Adult Basic Education (ABE)/Adult Secondary Education (ASE) course*

#### **Recent Accomplishments and Next Steps**

In FY10, OACE continued to assess and offer training programs that lead to industry recognized certifications and city and state licenses. These CTE programs provide participants with the technical skills required to succeed in the workplace. Teachers were provided with "work readiness" professional development to ensure that students are prepared with both the technical and essential soft skills expected by employers. OACE will continue to provide professional development, plan and implement career and technical education programs, and offer rigorous and relevant training as part of our workforce development efforts.

OACE also formed an instructional technology workgroup to look at how classrooms can use instructional technology to provide more contextualized learning for students. By improving technology in classrooms, students and teachers

can continue learning outside of the classroom walls. All teachers were provided with professional development in the use of instructional technology as a tool to enhance student outcomes. As a result of this professional development OACE expanded the use of Blackboard technology to include instructional support that would otherwise only be available during the regular school day. In addition, students were able to submit assignments for grading using this technology. OACE also implemented the use of “i-clickers” as a tool for providing immediate feedback during the class session thereby improving positive instructional outcomes.

## ESOL-All Levels

### Program Basics

ESOL instruction prepares students with basic language skills, as well as critical academic and civic skills needed to successfully complete higher education or job training programs. The emphasis is on improving English skills in speaking, reading, writing, and listening. Instructional themes include work, family, citizenship, and topics based on student interests. ESOL programs provide instruction in listening, reading, math, oral and written communication, computer skills, and life skills for individuals with limited English proficiency. The majority of students in OACE’s ESOL classes are at the lowest educational level, and many are not literate in their native language.

### Expenditures and Outcomes

- *FY10 funding level: \$41.3 million (\$5.5 million, Federal; \$30.5 million, State; \$4.2 million, CTL)\*\**
- *FY10 outcomes: 16,344\* served*
- *FY05 funding level: \$26.4 million (\$5.3 million, Federal; \$17.4 million, State; \$3.7 million, CTL)\*\**
- *FY05 outcomes: 12,011\* served*
- *Definition of “served”: Every student that comes into the program – from attending an orientation for half an hour up to hundreds of hours of classes*

\*Total ESOL, ABE and CTE Number Served in FY05 include 21,721 and in FY10 was 41,300.

\*\*Funding cannot be broken up by program type, therefore literacy programs funding represents the total amount of funding for the entire program.

## Adult Basic Education (ABE) GED- All Levels

### Program Basics

ABE instruction emphasizes reading, writing and mathematics centered on student literacy needs, educational goals and life-related interests in a contextualized setting. The curriculum incorporates students’ interests, goals and experiences. Real-world materials are used to enhance the overall educational experience of the adult learner. Adults enrolled in the ABE classes will be able to advance along a continuum of options ranging from literacy, pre-GED, GED preparation and vocational training. Sixty percent of adults enrolled in ABE/GED classes read below the sixth grade level.

### Expenditures and Outcomes

- *FY10 funding level: \$41.3 million (\$5.5 million, Federal; \$30.5 million, State; \$4.2 million, CTL)\*\**
- *FY10 outcomes: 12,958\* served*
- *FY05 funding level: \$26.4 million (\$5.3 million, Federal; \$17.4 million, State; \$3.7 million, CTL)\*\**
- *FY05 outcomes: 9,710\* served*
- *Definition of “served”: Every student that comes into an OACE program – from attending an orientation for half an hour up to hundreds of hours of classes*

\*Total ESOL, ABE and CTE Number Served in FY05 include 21,721 and in FY10 was 41,300.

\*\*Funding cannot be broken up by program type therefore literacy programs funding represents the total amount of funding for the entire program.

## School of Cooperative and Technical Education (Co-op Tech)

### Program Basics

Co-op Tech offers career and technical training courses for students ages 16-21 who are enrolled in academic courses at NYC Department of Education (DOE) high schools or programs. This includes District 79 programs (GED Plus, ACCESS GED), and students who have obtained a high school diploma (Regents, Local, or Individualized Education Plan), but are under age 21. Co-op Tech provides rigorous career and technical education instruction in high-demand fields such as green construction, culinary arts and information technology to prepare students with 21st century skills necessary to enter the world of work or post-secondary education. Co-op Tech opened its doors in 1984 and is operated through DOE's District 79 Alternative Schools and Programs.

### Expenditures and Outcomes

- *FY10 funding level: \$5.9 million (\$183,022, State-Vocational and Technical Education Act (VTEA); \$5.7 million, CTL)*
- *FY10 outcomes: 2,400 students enrolled over the course of the year, average of 1521 enrolled each day*
- *FY05 funding level: \$4,129,613 (\$120,429, State-VTEA; \$4.0 million, CTL)*
- *FY05 outcomes: average of 1,453 students enrolled each day*
- *Definition of "served": Unduplicated number of students who enrolled and were actively attending classes as of March 31*

### Recent Accomplishments and Next Steps

Co-op Tech has provided real world learning opportunities for all students by creating a variety of engaging learning environments. New and expanded programs have been added or revised for the 2010-11 school year. New fields of study include Solar Energy (installation and control systems), "Green" Construction (which includes the use of green building materials), Energy Auditing, and Weatherization and Installation. Early Childhood Education has expanded its capacity and currently has a 100 percent placement rate for program completers in internships and final employment. A new Alternative Energy Automotive course is in development and will launch in Spring 2011. The school has established two new partnerships in uptown Manhattan, with Mt. Sinai Hospital and the East Harlem Multi-Service Center. Mt. Sinai Hospital will provide real world training opportunities for Co-Op Tech's IT and Electrical Installation students in the coming months. The East Harlem Multi-Service Center, a non-profit community based organization, has provided a work-based learning opportunity for Co-Op Tech's Building Maintenance students.

Co-op Tech will continue to revise course offerings to match changing industry demands and local labor markets. The school also has introduced a sharper focus on college awareness and readiness in the school year due to the need for advanced training beyond the secondary level. This focus on college and career training will better connect students to postsecondary opportunities.

## NYC Department of Health & Mental Hygiene

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The NYC Department of Health and Mental Hygiene (DOHMH) is responsible for protecting and promoting the physical and mental health of all New Yorkers. DOHMH does this by focusing on funding and overseeing an array of services as well as public policies that improve environmental, economic, and social conditions impacting health; improving access to and quality of care; and informing, educating, and engaging New Yorkers to improve their health and the health of their communities. The Division of Mental Hygiene has the primary responsibility for the Department's efforts to reduce the burden of mental illness, alcohol and drug use, and developmental delays and disabilities and assist affected New Yorkers in living to their fullest potential. The Division supports approximately 1,100 community-based programs providing treatment, housing, case management, family support, and rehabilitative services including employment and other vocational services that comprise key components of rehabilitation and recovery.

## Program Priorities, Plans and Challenges for 2011

In 2011, the agency's goal is to increase the rate of placement in competitive (minimum wage and above) employment for individuals with a mental illness through existing supported employment programs, as well as mental health supportive housing programs. DOHMH will do this by expanding the use of vocational assessments throughout mental health housing, treatment and case management programs and providing additional training and technical assistance to community-based mental health programs. Additionally, DOHMH will continue to educate and train both consumers and providers on the interaction of employment and benefits for people with serious mental illness to further reduce barriers to employment.

Major challenges include the fact that employment rates in mental health housing are very low. The current economy and high unemployment rates may make it more difficult for individuals to obtain competitive employment. Currently, the agency funds a small number of supported employment programs (25) and the current fiscal crisis and competing priorities limit capacity to increase funding at this time.

### DOHMH Program

#### Assisted Competitive Employment (ACE) Programs

##### Program Basics

The focus of ACE programs is rapid placement, with ongoing on-the-job support. The majority of these programs operate through private non-profit community-based agencies. ACE program services include individual assessment, identification of strengths and barriers to employment, goal setting, and formulation of an employment plan in collaboration with the individuals served. Staff members provide individualized benefits counseling, case management, and referral to education/remediation services as well as job development activities such as interview coaching and work appropriate dress and behavior, and interact with employers and the client's mental health team as necessary. Work readiness activities such as attainment of basic computer skills for resume writing, application writing, and job search are available. Group activities are available pre and post placement. Follow up activities to ensure job retention include some of the following: individual, group and telephone counseling and ongoing benefits advisement.

##### Expenditures and Outcomes

- *FY10 funding level: \$3.9 million (all State)*
- *FY10 outcomes: 1,403 served*
- *Definition of "served": The unduplicated number of individuals that the program serves over the course of a year*

##### Recent Accomplishments and Next Steps

During 2010, the Department took on oversight for four programs previously overseen by the New York State Office of Mental Health to bring its total number of programs overseen to 25. Additionally, the Department encouraged and provided technical assistance to community-based providers in support of converting outdated models of vocational and rehabilitative programs to newer models that use the evidence-based practice of supported employment. The Department also increased data collection and monitoring, and shifted community-based providers more toward competitive employment placements instead of and in addition to unpaid internships. DOHMH also shifted providers away from employing their participants themselves and into more integrated placements in the community with other employers.

## NYC Housing Authority



The NYC Housing Authority (NYCHA) provides decent and affordable housing in a safe and secure living environment for low- and moderate-income City residents. NYCHA's Conventional Public Housing Program has 178,882 apartments in 334 developments throughout the five boroughs. NYCHA also administers a citywide Section 8 Leased Housing Program in rental apartments. A total of 633,177 New Yorkers receive services through NYCHA's Conventional Public Housing and Section 8 Programs.

NYCHA's Board of Directors created the Office of Resident Economic Empowerment & Sustainability (REES) in August 2009 to develop programs, policies and collaborations to increase economic opportunities for residents through a focus on asset building, employment, advancement and business development. Resident Employment Services (RES) is a department within REES that provides career planning, job readiness workshops and training, education and job referral services. RES also administers NYCHA's Section 3/Resident Employment Program, which connects eligible New Yorkers to potential job opportunities at NYCHA and with NYCHA contractors.

### Program Priorities, Plans and Challenges for 2011

As part of NYCHA's Plan to Preserve Public Housing, the agency is reorienting its approach to better support resident economic outcomes and foster innovative outcome-oriented local initiatives. Over the course of 2011, NYCHA will be transitioning from primarily providing direct employment services to NYCHA residents to coordinating and facilitating greater access to services for residents.

NYCHA is one stakeholder within a broader community economic development ecosystem--which includes community colleges, City agencies, non-profit social service organizations, workforce agencies, financial institutions, employers, residents, and philanthropies. Rather than duplicate services provided by other organizations, in 2011, NYCHA will assume a service coordination role that will enable stronger partnerships, driving more resources into public housing communities.

NYCHA seeks to use its assets to support resident economic opportunity outcomes—including access to jobs at NYCHA, jobs with NYCHA vendors and other employers, communication channels to NYCHA residents, and opportunities to offer physical space for high-quality programming.

NYCHA will work with local partners to ensure that NYCHA residents are maximizing the use of existing resources, programs, and services, to identify gaps in service offerings and to develop strategies to attract resources and proven economic opportunity models into public housing neighborhoods. For example, in 2011, NYCHA looks forward to launching a third New York City site for Jobs-Plus, an evidence-based workforce development initiative, in the South Bronx. NYCHA partners on Jobs-Plus with the NYC Center for Economic Opportunity, HRA, CUNY, the Department of Consumer Affairs' Office of Financial Empowerment and a local community-based organization. (See p. 28 for more information.)

In 2010, NYCHA enjoyed a successful collaboration with the Robin Hood Foundation and three non-profit organizations on the NYCHA Resident Training Academy. Building on that experience, NYCHA anticipates expanding the Academy to serve more residents in 2011 and to include additional training tracks. The Training Academy stands as a prime example of NYCHA's new approach of leveraging its spending to attract external resources that support NYCHA resident outcomes.

### NYCHA Program

#### Resident Employment Services (RES)

##### Program Basics

In 2010 NYCHA's RES provided career planning, job readiness workshops, and training, education and job referral

services. RES also administered NYCHA's Section 3/Resident Employment Program, which connects eligible New Yorkers to job opportunities at NYCHA and with NYCHA contractors as required under federal law. RES launched in 2003. Over the course of 2011, NYCHA will redesign the ways in which it administers economic opportunity programming as described below.

### Expenditures and Outcomes

- *FY10 funding level: \$5.5 million (\$5.2 million, Federal; \$296,931, CTL)\**
- *FY10 outcomes: 2,770 served*
- *FY05 funding level: \$4.9 million (\$4.9 million, Federal; \$21,806, CTL)*
- *FY05 outcomes: 1,012 served*
- *Definition of "served": Total number of residents (no duplicates) who attended a NYCHA Resident Employment Services Information Session, completed an intake form and met with a Career Specialist for an assessment*

### Recent Accomplishments and Next Steps

In 2010, NYCHA redesigned its Economic Opportunity Platform. As part of its Plan to Preserve Public Housing, NYCHA evaluated the ways in which it can best use its assets, in collaboration with local and citywide partners, to support residents in achieving increased job placements and career advancement. NYCHA began designing and implementing new initiatives and a new organizational structure in alignment with these recommendations. In addition, the agency increased job placements through NYCHA's Section 3 program. In CY10 NYCHA facilitated 613 placements with Section 3 contractors – compared to 43 Section 3 job placements in CY08. NYCHA also created the NYCHA Resident Training Academy, which launched in 2010 in collaboration with the Robin Hood Foundation. In its first year, the Academy will offer a variety of different types of employment training, primarily janitorial and construction training, to assist trainees in building technical and professional skills to best position them for future careers at NYCHA and with NYCHA contractors. The Academy expects to train 150 residents for a minimum of 75 jobs at NYCHA and with NYCHA contractors.

\*NYCHA's Fiscal Year is January 1, 2010–December 31, 2010. The data above is NYCHA's data from the City's Fiscal Year, which runs from July 1, 2009–June 30, 2010.

## NYC Human Resources Administration

NYC Human Resources Administration (HRA) provides temporary help to individuals and families with social service and economic needs to assist them in reaching self-sufficiency through a work-first approach that emphasizes personal responsibility. HRA's commitment to work has helped lead to a significant increase in employment for single mothers, large reductions in child poverty and the City's lowest cash assistance caseload in more than 40 years.

All HRA workforce programs focus on helping participants to find and persist in employment. The agency's work-first approach integrates work readiness, occupational skills and educational attainment based on the customer's needs and interests. HRA offers a variety of workforce development programs to meet these individual needs, including Back to Work, Wellness, Comprehensive Assessment Rehabilitation and Employment (WeCARE), Subsidized Jobs (including the Parks Opportunity Program), Work Experience Program, and Begin Employment, Gain Independence Now (BEGIN). After placing participants into employment, HRA provides retention services for the first six months and essential work supports such as food stamps and public health insurance. Through these programs and work supports, HRA participants have a greater ability to stay employed and out of poverty.

### Program Priorities, Plans and Challenges for 2011

The number one priority of HRA is to continue its "Work First" philosophy, as work is the essential first step out of poverty and into self-sufficiency. In 2011, HRA intends to surpass its 2010 accomplishments in placing cash assistance recipients into jobs; continue its record of insuring individuals and families; increase child support collections; and continue to deliver services with greater efficiency and less cost. In calendar year 2010, HRA successfully placed

75,000 individuals in jobs, and has increased the target to 85,000 job placements for 2011. By providing critical work supports, such as food stamps and public health insurance, HRA can maintain its focus on a strong work requirement and help low-income families gain financial independence.

HRA administers public health insurance to more than 2.9 million income-eligible New Yorkers, helping them maintain employment and stay out of poverty, and will continue this service. Community-based outreach, consumer-friendly renewal forms, and online renewal services are just some of the reasons the City has the lowest rate of uninsured adults and children of any major American city. HRA will build on its success with child support collections, and meet or exceed its unprecedented 2010 collection of \$700 million. Finally, HRA plans to continue consolidating its services to maximize efficiencies through the use of technology, strategic planning and strong financial management. Other plans for the coming year include rolling out “Opportunity Works,” a pilot project providing employment services to domestic violence victims, and providing additional incentives to HIV/AIDS Services Administration clients who want to return to work.

HRA anticipates challenges that are typical when rolling out new technologies, especially in large scope cases. While the labor market in New York City has improved as it emerged from the recession, achieving 85,000 job placements is a challenge as it represents a much higher number of placements than the agency has fulfilled in previous years, and is likely to require finding placements for individuals who will need more support and training to become job ready. The State’s plan to take over the Medicaid Program presents another potential challenge. HRA will be an active participant in the planning process for this takeover and will make certain this mandate will ensure the state continues the seamless delivery of service to HRA clients.

## **HRA Programs**

### **Begin Employment Gain Independence Now (BEGIN)**

#### **Program Basics**

BEGIN is a program designed to provide adult basic education, literacy/GED preparatory instruction and vocational skills training to adults receiving cash assistance who have low basic skills or limited English proficiency that limit their prospects of employment. BEGIN participants spend two days each week in class study and three days in the Work Experience Program. The program has operated since 1988, with the six current contractors—FECS, Goodwill Industries, PREP, HANAC, and Bronx Community College—operating on contracts that began in 2007.

#### **Expenditures and Outcomes**

- *FY10 funding level: \$12.5 million (\$9 million, Federal; \$3.4 million, CTL)*
- *FY10 outcomes: 6,257 served*
- *FY05 funding level: \$16.2 million (\$8.1 million, Federal; \$4.05 million, State; \$4.05 million, CTL)*
- *FY05 outcomes: 5,119 served*
- *Definition of “served”: Number of participants who were referred to a program and received services*

#### **Recent Accomplishments and Next Steps**

HRA programs assess all participants and offer the GED test to those who score below a 9th-grade level. BEGIN continues to see high rates of passing for those that take the GED test. In FY10, 83 percent of those who sat for the test and received results passed.

In FY11, program performance continues to be strong for educational gains and pass rates. HRA opened a location in Brooklyn to serve ESL and GED participants that will further aid HRA in achieving the goal of 85,000 job placements during CY11.

### **CUNY College Opportunity to Prepare for Employment (COPE)**

#### **Program Basics**

COPE is an infrastructure within CUNY that provides job placement and supportive services necessary to keep Cash

Assistance recipients enrolled in college and progressing towards approved occupational degrees or certificates, while satisfying engagement requirements. These services include tutoring, counseling, and additional supports and activities. The program has operated since 1999, with services provided by City agencies in 10 service locations.

### Expenditures and Outcomes

- *FY10 funding level: \$4.6 million (\$3.6 million, Federal; \$1 million, CTL)*
- *FY10 outcomes: 2,667 served*
- *FY05 funding level: \$4.8 million (\$2.8 million, Federal; \$985,000, State; \$985,000, CTL)*
- *Definition of “served”: Number of participants who were referred to a program and received services*

### Recent Accomplishments and Next Steps

In 2010, COPE continued its partnerships with several organizations that support participating students staying enrolled in college while maintaining their work requirements. With the generous support of the Mitsui USA Foundation, CUNY COPE established the COPE/Mitsui USA Full Tuition Scholarship to provide tuition support for up to one year for two CUNY students who meet certain eligibility criteria.

In FY11, COPE will look to increase the number of participants served, aided by the expansion of eligibility to include Food Stamp recipients and applicants. COPE will expand its relationship with Jewish Community Council of Greater Coney Island, which will hold work experience orientations at seven additional CUNY campuses.

### Perfect Opportunity for Individual Skills and Educational Development (POISED)

#### Program Basics

Launched in 1999, POISED offers special education and employment services, such as health and parenting classes, career planning, job placement and academic and computer training. The program serves women on Cash Assistance who are less than eight months pregnant and/or have a child at least 13 weeks of age but under the age of two. Three CUNY campuses offer POISED: Bronx Community College, City College and Medgar Evers. Among the services available to participants are job search/job readiness, career counseling and transportation assistance.

### Expenditures and Outcomes

- *FY10 funding level: \$2.8 million (all Federal)*
- *FY10 outcomes: 169 job placements*
- *FY05 funding level: \$3.8 million (all Federal)*
- *FY05 outcomes: 6,959 job placements*
- *Definition of “served”: Number of participants who were referred to a program and received services*

### Recent Accomplishments and Next Steps

The biggest event for POISED in FY10 was a symposium to celebrate the tenth anniversary of the program. The symposium was conducted at the City College of New York and included workshops on how to get/keep a job, life after POISED, parent advocacy in the NYC public school system, and various other topics. The event also included a fashion show of business attire that is provided to POISED participants who need it for jobs and job interviews. Other highlights of the year were a career day at Goldman Sachs, a luncheon at Bottomless Closet and parent advocacy workshops. Each site also held a special celebration for Mother’s Day. In terms of placement numbers, the program achieved 169 job placements, exceeding its goal of 132 by 28 percent despite a difficult economy.

Due to budgetary constraints, POISED is not planning any major new initiatives. It will continue efforts to meet or exceed its targets for people served and job placements. HRA is conducting an ongoing review of each program component and seeking cost-free ways to partner with other programs to enhance the delivery of services.

## Support Through Employment Program (STEP)

### Program Basics

STEP supports noncustodial parents who cannot pay child support because they are unemployed or underemployed by assisting them to find work. Participants proceed directly from their court hearings to meet with an Office of Child Support Enforcement STEP worker for a referral to a vendor providing employment services. The program has operated since 2002, with 14 vendors now providing services.

### Expenditures and Outcomes

- *FY10 funding level: \$4.6 million (\$3.6 million, Federal; \$1.1 million, CTL)*
- *FY10 outcomes: 362 non-custodial parents placed by STEP. In FY10, all current and former STEP participants paid \$22 million in child support*
- *FY05 funding level: \$4.8 million (\$2.8 million, Federal; \$985,000, State; \$985,000, CTL)*
- *FY05 outcomes: unable to break out*
- *Definition of “served”: Number of participants who were referred to a program and received services*

### Recent Accomplishments and Next Steps

The key outcomes HRA considers in gauging the impacts of STEP are child support payments and employment. STEP is a way for non-profit providers to help the Office of Court Support Enforcement get non-custodial parents (NCPs) to pay required child support payments as indicated by a child support order. A key step in the ability of NCPs to pay is employment. Despite the very poor job market, STEP successfully placed 362 NCPs in jobs. STEP also can compel NCPs with “off the books” jobs to pay child support. In FY10, all current and former STEP participants (from the 2002 through 2010 period) paid \$22 million in child support.

HRA is piloting a “problem-solving court” model, in which the NCP receives intensive case management and shorter intervals between communications with the court on compliance with STEP. The agency also plans to focus more on vendor accountability in getting their clients jobs. The program has set a goal of increasing child support payments by 10 percent over the previous year’s amount.

## Back to Work (BTW)

### Program Basics

BTW is an employment program that includes Citywide contracts with community-based employment and training organizations to provide job readiness training, placement services and vocational training to applicants and recipients of Cash Assistance. BTW launched in 2008 with services now available at 24 locations. Vendors include CEC, FECS, Goodwill, America Works, Arbor NY Job Partners, NPAC and Wildcat.

### Expenditures and Outcomes

- *FY10 funding level: \$95.8 million\* (\$52.1 million, Federal; \$7.9 million, State; \$35.7 million, CTL)*
- *FY10 outcomes: 112,937 served (refers to program and received services)*
- *Definition of “served”: Number of people applying for and receiving assistance who were served during the quarter (includes BTW, WEP, COPE, POISED, CARE, and STEP)*

\*Funding for business attire, Individual Training Account vouchers, Metrocards and employment carfare is included in BTW but is divided across BTW, WEP, COPE, POISED, CARE, and STEP.

### Recent Accomplishments and Next Steps

BTW emphasizes HRA’s work first model by helping participants find and keep employment. In CY10 HRA recorded 75,433 job placements, outperforming its job placement goal of 75,000 placements. Analysis of the private sector placements revealed that the health and social assistance sector accounted for over 10,000 jobs, the largest share of

any sector. Job titles for those placed included home health aides, personal care assistants, medical office assistants, child care providers, and hospital related workers. HRA also performed well in professional services (9,948 jobs), retail/sales (6,004 jobs), and accommodation and food service (4,008 jobs).

In FY11, BTW expects to increase placements to help meet the agency-wide goal of 85,000 placements for the calendar year. Among the keys to success will be strong accountability with program vendors, increased job development in targeted sectors and increasing 'work first' messages throughout the system. HRA will maintain strong work retention outcomes as well. Over the first half of FY11, HRA had 87 percent retention rate at three months after placement.

## College and Related Experience Work Experience Program (CARE WEP)

### Program Basics

CARE WEP develops and supervises unpaid work assignments at CUNY campuses or off-site non-profits for 1,000 CUNY and non-CUNY students. The program also provides work experience assignments for the needed-at-home population. Assignments are geared to promote continued college attendance of public assistance recipients who are enrolled in CUNY colleges and are required to participate in WEP. The program designs assignments that will enhance students' educational experience and prepare them for employment in their field of study. CARE WEP also has a modest performance based component leading to a small number of job placements. CARE WEP has operated since 1998, with services provided through the Jewish Community Council of Greater Coney Island, Inc.

### Expenditures and Outcomes

- *FY10 funding level: \$1.1 million (\$814,000, Federal; \$318,000, CTL)*
- *FY10 outcomes: 1,591 placements secured*
- *Definition of "served": Number of participants who were referred to a program and received services*

### Recent Accomplishments and Next Steps

Currently, WEP has 200 participating nonprofits serving as worksites. FY10 highlights included greater compliance with attendance at job fairs and improved attendance at WEP assignments. This was marked by the 1,591 WEP placements secured by CARE WEP for 2010, exceeding their required outcome by over 50 percent.

In 2011, the CARE WEP program will increase its capacity to 500 orientation slots per month. Students at an additional seven CUNY and 400 non-CUNY schools will now receive program services. As such, CARE WEP will be developing new worksites to serve the expanded school population and new areas of study. While currently off-campus assignments are developed at community-based nonprofit organizations, such as hospitals, senior centers, schools, day care centers, and other social service settings, HRA anticipates that the program expansion will lead to the formation of more partnerships.

## Subsidized Employment Programs

### Program Basics

Subsidized Employment Programs are wage subsidized programs designed to promote the employment of and work skills/experience acquisition by Cash Assistance (CA) participants. Employers receive grant diversion to employers to offset participants' wages and training expenses. Participation is generally limited to a total of 12 months. The NYC Parks Opportunity Program (POP) provides a temporary full-time subsidized job program lasting nine to twelve months with the NYC Department of Parks & Recreation. (See p. 30 for more information) Employer Incentives Plus is a wage subsidized program directed toward private sector employers. The Neighborhood Improvement Project (NIP) gives CA participants an opportunity to work and gain job skills while serving communities that have been negatively impacted by the foreclosure crisis. Subsidized Employment Programs has operated since 2009.

## Expenditures and Outcomes

- *FY10 funding level: \$49.8 million (\$10.5 million, Federal; \$3.4 million, State; \$35.8 million, CTL)*
- *FY10 outcomes: 18,962 served*
- *FY05 funding level: \$40.7 million (\$15.4 million, Federal; \$4.1 million, State; \$21.1 million, CTL)*
- *FY05 outcomes: 11,311 served*
- *Definition of “served”: Total number served includes all subsidized jobs under Parks, NIP, Employer Incentives Plus and HRA’s Job Training Program*

## Recent Accomplishments and Next Steps

In 2010, the agency implemented a \$25 million subsidized employment program funded through the ARRA, including the launch of HRA’s own Job Training Program (JTP). The ARRA-funded program supported 2,194 individuals in subsidized jobs between October 2009 and June 2010, while HRA’s JTP helped employ 203 individuals.

In 2011, the program is identifying ways to improve and streamline administration of the program, and improve the rate of rollover to unsubsidized employment.

## Work Experience Program (WEP)

### Program Basics

WEP provides a simulated work experience to individuals receiving CA. Work assignments are generally divided into three categories: office services, maintenance services, and human/community services. WEP has operated since 1999, with over 23 service locations in community colleges and public agencies.

## Expenditures and Outcomes

- *FY10 funding level: \$1.1 million (\$748,000, Federal; \$384,000, CTL)*
- *FY10 outcomes: 75,000 served*
- *Definition of “served”: Number of participants who were referred to a program and received services*

## Recent Accomplishments and Next Steps

The program gives participants a chance to learn work behaviors and skills, increasing employment prospects. WEP played a vital role in helping 75,000 CA recipients find employment in 2010 by matching participants to assignments that align with individual employment goals.

In FY11, WEP will continue to place participants in assignments that teach them work behaviors leading to employment. To help the agency meet the goal of 85,000 job placements set by the mayor, the program is identifying additional provider partnerships, thereby increasing assignment opportunities for participants. The program aims to add over 1,500 new assignments in FY11, giving WEP participants more placement options to better match their employment goals.

## Wellness, Comprehensive Assessment Rehabilitation and Employment (WeCARE)

### Program Basics

WeCARE provides a continuum of services to help CA recipients with medical and/or mental health conditions that affect their employability to attain their maximum levels of self-sufficiency. Individuals referred to WeCARE receive a comprehensive bio-psychosocial assessment to identify possible clinical conditions and social barriers that may impair their ability to participate in work-related activities. Based on the results of this assessment, WeCARE contractors determine an individual’s functional capacity, develop a customized service plan, and provide a range of services tailored to meet a client’s needs. WeCARE has operated since 2005, with services provided by both the private and public sectors.

## Expenditures and Outcomes

- *FY10 funding level: unable to break out*
- *FY10 outcomes: 20,720 served*
- *FY05 funding level: unable to break out*
- *FY05 outcomes: 17,457 served*
- *Definition of “served”: Number of participants who were referred to a program and received services*

## Recent Accomplishments and Next Steps

In 2010, WeCARE served an average of 25,795 participants each month, a 1.8 percent increase from 2009. In 2010, there were 6,719 Federal Disability awards, compared to 6,959 in 2009, and Wellness Plan completions decreased to 10,921 from 11,265. In 2010, WeCARE made 2,365 job placements, 1.5 percent more than the 2,329 in 2009. From the beginning of the program in 2005 through 2010, there have been 50,341 WeCARE Wellness Plan completions, 25,802 WeCARE Federal Disability awards, and 13,607 WeCARE job placements. Since the program’s inception, job retention at six months has averaged 73 percent.

Despite a \$7.5 million dollar budget reduction in FY11, HRA is working with WeCARE contractors to improve performance in job placement and retention, federal disability awards and wellness plan completions. HRA will also evaluate proposals submitted in response to the recent WeCARE RFP with the goal of two new contracts in place at the end of CY2011.

## NYC Department of Parks & Recreation

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As the steward of 14 percent of New York City’s land, the NYC Department of Parks & Recreation (DPR) builds and maintains clean, safe and accessible parks, and programs them with recreational, cultural and educational activities for people of all ages. To maintain its more than 29,000 acres of property, DPR relies on its dedicated staff, a world-renowned network of public/private partnerships, and the internationally-recognized Parks Opportunity Program (POP), a comprehensive welfare-to-work program. POP employees are referred by HRA to work in assignments ranging from six to 12 months at Parks. For more detailed information about the POP program see page 30.

### Program Priorities, Plans and Challenges for 2011

In addition to dedicated training programs, DPR and POP provide work experience on specialized crews, which will include a Million Trees Training Crew, modeled after the Million Trees Training Program (MTTP), and a POP Weatherization Crew, which will teach the fundamentals of green building and energy efficiency. Trainees on these crews will learn targeted green-collar skills while obtaining unique maintenance and horticultural services at parklands across the City. Trainees will also receive training and job placement services that will introduce them to a variety of career opportunities in arboriculture, ecological restoration, sustainable construction, landscape design, and gardening. POP will continue to organize dynamic new opportunities for leading employers in the environmental field to exchange ideas and connect with qualified trainees planning to enter this emerging field. This past winter, POP held a Green Networking Event to connect participants to jobs in the energy/environmental sector.

### Parks Program

#### MillionTreesNYC Training Program (CEO)

##### Program Basics

The MillionTreesNYC Training Program is a seven-month paid job training program that prepares unemployed, out-of-school youth for “green collar” positions. MillionTreesNYC Training Program has operated since 2008 in partnership with DPR, the CEO, and New York Restoration Project.

## Expenditures and Outcomes

- *FY10 funding level: \$710,000 (\$250,000, CTL; \$460,000, private)*
- *FY10 outcomes: 33 served*
- *Definition of “served”: The number of individuals enrolled at the beginning of the program cohort*

## Recent Accomplishments and Next Steps:

In late 2010, the MillionTreesNYC Training Program launched its annual cohort with 33 trainees. Trainees receive Equal Employment Opportunity, Right to Know, Customer Service, Conflict Resolution, First Aid/CPR and Bloodborne Pathogen training in-house through the Parks Academy. They are also certified citizen pruners through the Trees NY citizen pruner course. Divided into three tracks--arboriculture, ecological restoration and landscape design and gardening—each track received specialized training in their area, while all trainees received chainsaw training. The program participants also began a required 108 credit hours at the New York Botanical Garden as well as in-house driver training and GED prep through POP. In 2010, one trainee earned a GED and two trainees obtained their driver’s license. The crews have performed work in all five boroughs and attended job readiness classes with Parks case managers/job developers in order to work on their resumes, cover letters, interviewing and job searching skills. It was at these job readiness sessions that they were introduced to professional mentors to help guide them through the program and future careers.

In 2011, trainees will continue classes at the New York Botanical Garden and job readiness classes with job developers. Parks will continue to encourage trainees to get their driver’s licenses and GEDs by providing training and testing through POP. These trainees will also attend a master composter training provided by the NYC Compost Project, as well as additional trainings such as tree measurement and inventory, green roof, and Animal and Plant Health Inspection Service training, increasing their skills base for green jobs. The Ecological Restoration crew will attend a biodiversity and ecosystem training as well as pesticide training. Additionally, they completed community service projects on Martin Luther King Day in January and attended a speaker event in February in order to inspire and encourage them to continue their pursuits in the green collar field. In April, program participants attended a job fair hosted by program staff to connect them with potential employers. The culmination of the program is a trainee created and implemented community project.

## NYC Department of Small Business Services



The NYC Department of Small Business Services (SBS) makes it easier for businesses in New York City to form, compete, and grow by providing direct assistance to business owners, fostering neighborhood development in commercial districts, and linking employers to a skilled and qualified workforce. As the recipient of New York City’s Workforce Investment Act (WIA) Adult and Dislocated Worker funds, SBS oversees the operations of nine Workforce1 Career Centers throughout the five boroughs. Over the previous two calendar years, the Workforce1 system helped more than 55,000 New York City residents to find jobs, with median wages and percentage of full-time jobs both rising from 2009 to 2010. The agency also helps customers to access training services that can bolster employability and

earning power for individuals and increase profits for businesses.

### Program Priorities, Plans and Challenges for 2011

In late 2010, Mayor Bloomberg announced a major expansion of the Workforce1 system through the planned opening of ten additional centers to serve more New Yorkers across the five boroughs with placements into career-track employment. Across all Centers, the goal is to achieve 35,000 job placements in calendar year 2011 while continuing to improve both job quality of placements and quality of customer experience.

SBS takes great pride in having produced successively stronger year-over-year outcomes despite seeing New York

City's WIA allocation fall by more than half in real dollars over the last decade. Unfortunately, the agency expects that this trend will continue and intensify. The agency's FY11 budget was \$3 million less than that for FY10, and it is anticipated that the agency will absorb an unknown large cut to WIA for FY12. Thanks in part to CTL resources to support programs initially developed by the CEO, SBS anticipates being able to continue its core work of helping to place New Yorkers into jobs, but programs to support training, career development and other advancement opportunities are at risk.

## **Advance at Work\* (AAW)**

### **Program Basics**

Launched in 2007, AAW developed the skills of low-income working adults to advance in the labor market while helping businesses to strengthen their workforce. The program assisted participants to increase their income and move up career ladders through an array of services, including individual advancement coaching, access to training and education programs, enrollment in work supports, income and asset building information and workshops.

### **Expenditures and Outcomes**

- *FY10 funding level: \$2.4 million (\$1 million, CTL; \$1.4 million, ARRA)*
- *FY10 outcomes: 2,128 enrolled and 1,672 unique individuals received advancement outcomes including: 948 career upgrades/promotions and 803 new work support/benefit enrollments. Median weekly wage rose from \$279 at program start to \$360 after advancement for customers who got job upgrades/promotions*

### **Recent Accomplishments and Next Steps**

A program evaluation released in early 2010 by the CEO, which primarily funded AAW, found that compared with customers of Workforce1 Career Centers, AAW participants on average were more likely to be placed in jobs, earned a higher hourly wage, and worked more hours. AAW set and met increasingly ambitious targets each year of operation, expanding not just the number but also the types of outcomes. The programs developed partnerships with various organizations and agencies in order to provide customers with financial and work support enrollment services.

Despite its strong results, the AAW was eliminated midway through FY11 as a result of Federal and City funding cuts. Nevertheless, the Centers are retaining some services around advancement as a result of program activities. All Centers are more focused on developing mid-wage job orders and anticipate that employed jobseekers will be good candidates for these jobs; all Centers have also recognized the value of staff having occupation and sector-specific knowledge to better prepare and screen jobseekers. The Bronx and Upper Manhattan Centers are keeping one career coach to work with employed jobseekers to help them better understand career ladders, make career choices, and develop stronger resumes. Finally, SBS is considering ways to offer targeted services around advancement.

\*Program originated with the NYC Center for Economic Opportunity

## **NYC Business Solutions Training Funds\***

### **Program Basics**

NYC Business Solutions Training Funds support New York City employers looking to strengthen their businesses by investing in their workers. By covering up to 70 percent of training costs, the program assists employers looking to reduce turnover and increase productivity, thereby lowering the cost of doing business in New York City. Trainees acquire new skills that both increase their compensation in their current jobs and their employability and earning power over the long term. Training Funds are competitively awarded on a quarterly basis. From its launch in 2007 through the end of FY10, the program has awarded more than \$8 million to 113 companies to train over 4,800 New York City workers, matched by over \$7.9 million in employer contributions.

### **Expenditures and Outcomes**

- *FY10 funding level: \$2.3 million (\$830,000, State; \$1.5 million, CTL)*
- *FY10 outcomes: 35 awards made; 71 percent of incumbent trainees received a wage gain after training; Average wage gain (among trainees with wage gain): 16 percent*

## Recent Accomplishments and Next Steps

Overall outcomes from Training Funds and Training Grants (as the program was known until 2007) have been very strong, including outcomes validated by Wage Reporting System (WRS) data that demonstrate 75 percent of trainees in 19 businesses received average wage gains of 13.5 percent one year after training. Analysis of past awards conducted in late 2010 found that investments in the following areas had resulted in the greatest wage gains: training related to new software or equipment; training that leads to new roles/responsibilities for trainees; training to assist a business entering new markets and/or offering new products; and training that updates skills rendered obsolete by technology or innovation. Beginning with awards made in January 2011, all Training Funds projects will focus in one or more of these areas. Analysis also showed that customized training across three or more locations, on-the-job training without a classroom component, training projects where new hires comprise more than half of all trainees, and training not closely tied to a trainee's current or new role and responsibilities are less likely to result in wage gains. The Training Funds program no longer invests in projects with these characteristics.

\* Program originated with the NYC Center for Economic Opportunity

## Community Partners\*

### Program Basics

Community-based organizations and other stakeholders assist large numbers of jobseekers, but may lack strong employer connections and a clear linkage to the public workforce system. The Community Partners initiative, launched in partnership with CEO in 2006, rapidly connects individuals referred by participating community organizations to specific job openings at six Workforce1 Career Centers across New York City. The Centers also make referrals to Community Partners when customers have needs that align with services offered by partner organizations. As of 2010, more than 200 organizations have registered as Community Partners, including community-based providers, public libraries, colleges and other educational institutions, faith-based organizations and community boards.

### Expenditures and Outcomes

- *FY10 funding level: Integrated into Workforce1 Career Center services and funding*
- *FY10 outcomes: 12,204 referrals, 5,007 job placements; referral-to-hire ratio of 2.44-to-1*

## Recent Accomplishments and Next Steps

Community Partners received a highly favorable evaluation from the CEO in early 2010, which included a finding of extremely high return-on-investment for certain evaluated programs within the initiative. For the fiscal year, Community Partners set new highs in referrals to the Workforce1 Career Centers and job placements despite the ongoing difficulties in the labor market. For FY11, plans and goals around the program include leveraging the partner network to give Workforce1 Career Center customers options to get services not offered at Workforce1 Career Centers through community organizations, strengthening ties with CUNY and other institutions which prepare jobseekers for mid-skilled jobs, and providing greater information to partner organizations regarding skills standards for occupations in demand.

\* Program originated with the NYC Center for Economic Opportunity

## Workforce1 Career Centers

### Program Basics

New York City's Workforce1 Career Centers connect employers to skilled jobseekers and provide training and placement services to the City's adult workforce. Workforce1 Career Centers are located throughout the five boroughs and provide jobseekers with a full array of employment services, including job placement, career counseling, professional development, and access to training opportunities. Since the system began in 2004, the number of Centers has grown from three to the current nine, including three sector-specific facilities: the Workforce1 Transportation Career Center in Jamaica, Queens; the Healthcare Career Center at LaGuardia Community College in Long Island City, Queens; and the Manufacturing Career Center in downtown Brooklyn. The sector-specific Centers were launched

with the support of CEO.

### Expenditures and Outcomes

- *FY10 funding level: \$48.5 million (\$42 million, Federal (WIA); \$6.4 million, CTL)*
- *FY10 outcomes: 149,684 served; 29,456 placed into jobs; 9,174 Individual Training Grant vouchers distributed*
- *FY05 funding level: \$60.4 million (all Federal (WIA))*
- *FY05 outcomes: 80,818 served 6,195 placed*

### Recent Accomplishments and Next Steps

The Workforce1 system made a record 29,456 job placements in FY10, a 52 percent increase over the previous fiscal year. Two keys to the increase were targeted efforts to identify new employment opportunities in growth sectors such as healthcare and social assistance and retail trade, and new marketing strategies that included email campaigns, a redesigned website and online posting of recruitment events which helped attract a larger number of skilled jobseekers to fill available positions. Placements through NYC Business Solutions Centers were up 80 percent from the previous fiscal year, to 3,135; placements made through large-scale recruitment events increased by nearly 150 percent, to 10,758. SBS attributes the gains to better sales and marketing and improved coordination between NYC Business Solutions and WF1CC staff who work with applicants to fill the positions.

SBS anticipates an even higher placement number for FY11, thanks to stronger performance at several WF1CCs where new contracts have gone into effect, focus on creating a presence in sectors and occupations not previously served by the system, and expedited referral processes. Additionally, 10 additional smaller Centers are set to open during calendar year 2011, with the first to begin operations late in FY11. Supported with CTL funding, those sites are projected to offer a faster and more efficient customer experience and support system goals of higher-wage placements.



### NYC Department of Youth & Community Development

The NYC Department of Youth and Community Development (DYCD) supports youth and adults through 2,700 contracts with community-based organizations throughout New York City. DYCD-funded programs prepare youth for education, work and life, and aim to strengthen and revitalize the communities of New York City. DYCD implements and oversees the City's youth workforce development initiatives, providing summer employment and year-round services to introduce youth and young adults to the job market and help them develop the skills needed to succeed.

### Program Priorities, Plans and Challenges for 2011

In the coming year, in keeping with its mission to provide City residents with the tools they need to lead constructive and self-reliant lives, DYCD is committed to expanding partnerships that generate innovative and effective programs. Given the difficult current fiscal environment, the agency will undertake a range of efforts to further raise its profile, maximize existing funds and garner additional public and private resources to DYCD-funded programs.

This year, DYCD will focus the efforts of the Youth Board/Youth Council, a federally mandated advisory body that meets quarterly to help guide City policy around youth and young adults, on youth employment and workforce development. One current priority is a campaign with the Mayor's Fund to Advance New York to raise private funds for the Summer Youth Employment Program (SYEP). Other efforts now underway to improve program effectiveness include the launch of a web-based Youth Program Quality Monitoring Tool among the In-School Youth work-readiness programs; increased wireless monitoring of SYEP worksites; development of web-based training for providers on DYCD contracts; greater use of technology to manage contract documents; and the creation of a youth employment database to identify participation patterns and streamline monitoring.

Across all youth programming, DYCD will continue to seek providers capable of adopting evidence-based approaches

to prepare young people for success and put them on pathways that lead to employment, college and other post-secondary opportunities. These include project-based learning strategies that engage youth while building skills and the provision of information and critical supports for youth and their families. Using demographic data and other needs assessment strategies, the agency will also renew its efforts to identify, reach out to, and provide programming for low-income, high-need communities that are disproportionately impacted by financial downturns and the challenges inherent in the continued and accelerating transition to a knowledge-based global economy.

## DYCD Programs

### Young Adult Internship Program\* (YAIP)

#### Program Basics

YAIP targets young adults between the ages of 16 and 24 who are not working and not in school. YAIP features a combination of educational workshops, counseling, and short-term paid internships. The program operates three 14-week cycles each year and serves approximately 1,360 young adults annually. YAIP has operated since 2007 through 13 contracted community-based organizations.

#### Expenditures and Outcomes

- *FY10 funding level: \$8.3 million (all CTL)*
- *FY10 outcomes: 1,360 served*
- *Definition of “served”: Participants enrolled into the program by the provider between 16-24 years old, not in school or working, and able to read at a 6th grade level*

#### Recent Accomplishments and Next Steps

In order to improve outcome attainment, the agency revised its Intake & Assessment process and Individual Service Strategy Plan to emphasize outcome planning throughout all phases of the program. DYCD implemented improved procedures to monitor the quality of participant worksites through an online system and site visits conducted by DYCD program staff. The agency also reconfigured its monthly provider meetings to allow providers to share best practices and learn from each other’s challenges. DYCD is focused on maintaining the integrity of programmatic data and has developed several new policies, procedures, and processes to ensure accuracy of the information in the online system and the individual participant records.

\* Program funded by the NYC Center for Economic Opportunity

### Adult Literacy Program

#### Program Basics

The Adult Literacy Program is a literacy program designed to assist adults in raising their literacy levels and obtaining the necessary knowledge and skills for employment and self-sufficiency. ESOL comprises the bulk of programs funded under this initiative, with the remainder of funds given to literacy for native English speakers. The program is also designed to help adults pursue further education (e.g. community college) and occupational training that requires licensure (e.g. Licensed Practical Nurse). The Adult Literacy Program has operated since 1984 with 34 contracted providers.

#### Expenditures and Outcomes

- *FY10 funding level: \$8.1 million (\$3.1 million, Federal; \$5 million, CTL)*
- *FY10 outcomes: 9,153 served*
- *FY05 funding level: \$6.4 million (\$4 million, Federal; \$964,650, State; \$1.4 million, CTL)*
- *FY05 outcomes: 11,773 served*
- *Definition of “served”: Participants enrolled in the program who are 16 years or older, neither in school nor required to be in school, and who have valid pre-test scores and have received a minimum of 12 hours of instruction*

## Recent Accomplishments and Next Steps

In FY10, DYCD launched an online discussion group for instructors and administrators to share information, ideas and best practices. In addition, DYCD renewed efforts to integrate work-readiness skills into literacy and language instruction. As a result, participant outcomes and achievement have continued to improve.

In the coming year, DYCD will explore ways to share resources such as computer labs and classroom space in order to make better use of available resources. As a first step, DYCD staff will meet with representatives of the Bronx Community Consortium (BCC), an entity comprising approximately 75 community-based organizations and several government agencies (e.g., OCFS, ACS Division of Youth and Family Justice) that serve the South Bronx, to learn more about the goals of the consortium, its activities and organization and will introduce its vision for resource sharing and gather feedback. Based on the information obtained and needs assessments data regarding high-need neighborhoods, DYCD will select a pilot community in which to create a network to focus on more effective use of existing resources.

## Young Adult Literacy Program (YALP)\*

### Program Basics

In 2007, DYCD and CEO launched the YALP, a comprehensive educational, counseling and internship pilot program to serve youth 16 - 24 years old, who are not enrolled in, nor required to be enrolled in school, and who lack employment and have reading levels between the 4th and 8th grade equivalent. Such reading levels exclude these students from enrollment in GED Preparation classes. Initially a pilot project, YALP has just been subject to a new procurement for five programs to be operated by community-based providers beginning July 1, 2011. (Public libraries separately run seven additional YALP programs.)

### Expenditures and Outcomes

- *FY10 funding level: \$975,000 (all CTL)*
- *FY10 outcomes: 300 served*
- *Definition of "served": Participants enrolled in the program who are 16 to 24 years old, neither in school nor required to be in school and have received a minimum of 12 hours of instruction*

## Recent Accomplishments and Next Steps

In summer 2009, CEO and DYCD incorporated a pilot paid internship component into several YALPs with great success. An evaluation by CEO shared that those who participated in the internship had higher rates of attendance, retention, and math gains in the program. As a result, the paid internship has become a component of the program going forward. Other recent accomplishments include increased student retention in programs by better assessing student needs and goals to ensure appropriate program-student match and continuously improving instruction.

\* Program funded by the NYC Center for Economic Opportunity

## Immigrant Opportunity Initiative (IOI)

### Program Basics

Among the services offered under DYCD's IOI are free legal services to address immigration status and low-wage immigrant workers rights and provide ESOL for low-income New Yorkers. The ESOL classes aim to improve participants' ability to read, write and speak English, thereby enabling new immigrants to gain English fluency, become self-sufficient and participate more fully in their communities. IOI has operated since 2001. In 2010, there were 26 ESOL providers.

Please note: The information in this report pertains solely to the ESOL portion of the IOI portfolio. In FY10, the entire IOI portfolio was funded at approximately \$4.6 million and consisted of 66 contracts.

## Expenditures and Outcomes

- *FY10 funding level: \$1 million (all CTL)*
- *FY10 outcomes: 2,059 served*
- *FY05 funding level: \$2.8 million for the entire IOI program (all CTL). Separate ESOL figures are not available*
- *FY05 outcomes: not available, estimated 8,900 served*
- *Definition of “served”: Immigrants who were enrolled in classes and received ESOL services*

## Recent Accomplishments and Next Steps

This portfolio funds different groups each year. Last year 2,059 individuals received services. In 2011, program reporting will be entered into a new database to improve the accuracy of records and facilitate a tighter control on program quality. Program oversight is also being strengthened.

## NYC Ladders for Leaders

### Program Basics

NYC Ladders for Leaders was launched to connect motivated New York City students with professional internship opportunities. Participants receive six months of pre-employment training before beginning a seven-week summer internship at partnering companies, which also provide private donations to underwrite the program. Qualified participants are eligible for competitive partial college scholarships, free college preparatory workshops and SAT courses. The internship experience is complemented by summer workshops focusing on financial literacy, college and career exploration, health and gender issues, leadership development, and other topics. The program has operated since 2006 and is a direct service program operated by DYCD with support from the NYC Commission on Women’s Issues.

## Expenditures and Outcomes

- *FY10 funding level: \$338,000 (all private)*
- *FY10 outcomes: 174 enrolled*
- *Definition of “served”: Number of students successfully placed in summer internships*

## Recent Accomplishments and Next Steps

In FY10, 13 new employers partnered with NYC Ladders for Leaders, including The Blackstone Group, the Metropolitan Museum of Art, the Fresh Air Fund, the NYC Police Department and HSBC Bank (which also made a \$15,000 donation to the program scholarship fund). In addition to HSBC, four new sponsors donated \$38,500.

During the summer internship portion of the program, staff maintained constant contact with intern participants through a number of workshops and check-in sessions, leading to a 100 percent retention and graduation rate. The program culminated with a “Career Exploration” workshop featuring a panel of employers who shared their own career paths and experiences, helping the participants to explore their own interests.

In FY11, DYCD redesigned the pre-employment program to improve retention and the quality of preparation students received prior to starting their summer internships; added an extra class focusing on resume writing; and restructured all workshops into longer and smaller sessions with each one led by Ladders for Leaders staff. New sponsors and employers are continually engaged: in FY11, Accenture, the Alex Hotel, the American Cancer Society, CBS Television, Goldman Sachs, Everyday Health, Inc., Helmsley Charitable Trust and Verizon among others have joined. At 190, the FY11 graduating class of interns is the largest in program history.

## Out-of-School Youth (OSY) Program

### Program Basics

OSY serves eligible young adults who are low-income, not connected to school or work and need assistance

upgrading their educational and occupational skills. OSY programs are funded by the federal government, operated by community-based organizations in all five boroughs of New York City, and offer a wide range of services designed to increase young adults' success in the workplace and beyond. OSY has operated since 2001 with 24 contracted community-based organizations and city agencies.

### Expenditures and Outcomes

- *FY10 funding level: \$15.1 million (all Federal, including \$3.5 million in ARRA funds)*
- *FY10 outcomes: 1,881 served*
- *FY05 funding level: \$14.9 million (all Federal)*
- *FY05 outcomes: 1,927 served*
- *Definition of "served": Number of participants that have received OSY services*

### Recent Accomplishments and Next Steps

OSY increased its projected service level to 1,909 out-of-school youth, which included an additional 163 ARRA-funded slots for some vendor-operated OSY programs and 225 slots for DPR's POP to serve youth between ages 18 and 24. Additionally, DYCD was able to add 607 slots for subsidized internships to the OSY portfolio with ARRA funding. The OSY unit also launched two web-based systems to register and track OSY participants.

For 2011, DYCD funded 25 contracts, across 21 providers, to serve a projected 1,329 disconnected youth between the ages of 16 and 21. The increase in quality of service delivery has two primary components; first, a blend of employment and educational services coupled with a strong emphasis on providing job training in a single occupation; second, engagement of each OSY provider with a strategic collaborator to enrich the delivery of services and support outcomes for youth participants. Strategic partners to OSY programs include employers, trade associations, advanced occupational training providers, and post-secondary educational institutions. OSY-funded programs reflect sound youth development principles that assist young adults to be successful while providing a full range of support and follow-up services.

### Summer Youth Employment Program (SYEP)

#### Program Basics

SYEP provides New York City youth between the ages of 14 and 24 with summer employment and educational opportunities. In FY10, DYCD employed 52,255 youth at 8,688 worksites. This represented the largest number of participants in more than 10 years and was due in part to the addition of ARRA funds. Participants work in a variety of entry-level jobs at government agencies, hospitals, summer camps, nonprofits, small businesses, law firms, museums, sports enterprises, and retail organizations. SYEP is designed to emphasize real-world labor expectations; increase awareness of services offered by local community-based organizations; and provide opportunities for career instruction, financial literacy training, academic improvement, and social growth. SYEP has operated since 1964 and currently has 69 contracts with 54 community-based organizations and city agencies.

### Expenditures and Outcomes

- *FY10 funding level: \$51.5 million (\$3.4 million, Federal (WIA); \$1.6 million, Federal (Community Services Block Grant); \$12.1 million (ARRA); \$8.5 million, State (TANF/Flexible Fund for Family Services); \$23.9 million, CTL); \$2.0 million private)*
- *FY10 outcomes: 52,255 youth enrolled in program*
- *FY05 funding level: \$48.4 million (\$6 million, Federal (WIA); \$14.5 million, State (TANF: \$24.6 million, CTL); \$3.3 million public assistance/HRA)*
- *FY05 outcomes: 33,739 youth enrolled in program*
- *Definition of "served": Youth is successfully enrolled and placed into a work assignment*

## Recent Accomplishments and Next Steps

In 2010, the City received more than 143,000 applications for SYEP, the largest number ever. Unfortunately, declines in federal and state funding meant that only 35,725 slots were available for applicants, down from more than 52,000 a year earlier. On the program side, the summer 2010 program included free checking accounts option offered to participants over age 18 population, resulting in over 2,000 accounts being opened with direct deposit of SYEP earnings.

The 2011 public funding outlook is similarly cloudy. To better meet the demand for summer jobs, the Mayor's Fund to Advance New York City has agreed to assist DYCD in raising private funds for SYEP. Work on advertising and fundraising campaigns is now underway, with the goal to raise enough money to support 20,000 additional SYEP slots. Recently, DYCD piloted a wireless worksite monitoring tool utilizing smartphones and portable computing devices. DYCD program staff conducted approximately 6,000 program visits in 2010, and 400 site visit reports were completed using the wireless devices. The pilot helped to provide real time monitoring information as agency personnel were able to complete reports and submit them while still in the field. The electronic reports also served to reduce paperwork.

## NYC Center for Economic Opportunity



The NYC Center for Economic Opportunity (CEO) occupies a unique position within New York City's workforce development system, as it does in the City's broader menu of social policy programming. While CEO doesn't directly run or administer job training, skill-building or employment programs, it has played a crucial role in conceptualizing, resourcing, implementing and evaluating more than a dozen of the workforce programs detailed in collaboration with City agencies as in this report within its larger antipoverty mission.

Mayor Bloomberg established CEO in December 2006 to implement the recommendations of the Commission for Economic Opportunity, a panel of 32 civic leaders convened in March of that year to develop strategies to increase economic opportunity and reduce poverty in New York City. Among the groups the Commission recommended targeting for antipoverty interventions were working poor adults and disconnected older youth/young adults. Since its inception, the Center has identified workforce development and educational strategies as key components to promoting economic stability among low-income New Yorkers.

All told, CEO-originating programs delivered in partnership with 20 City agencies and over 100 community-based organizations served thousands of New Yorkers throughout the five boroughs during FY10. Among those were 14 workforce initiatives that engage the City's working poor and disconnected youth population, all of which are described in greater detail elsewhere in this report in the section of the administering agency, or in the section detailing cross-agency collaborative programs. They are:

### City University of New York (CUNY)

**NYC Justice Corps:** Prepares young adults who have been involved in the criminal justice system to succeed in the labor market and address educational needs while giving back to their communities in meaningful ways. The program provides services to young adults in their home neighborhoods; in turn, these communities develop the capacity to successfully reintegrate their young adults.

### Department of Small Business Services (SBS)

- **Advance at Work:** Increases income for employed low-wage workers through career coaching, training and advancement.
- **NYC Business Solutions Training Funds:** Helps businesses to train, retain, and promote their employees. The program gives businesses the opportunity to apply for grants to provide customized training to their employees.

- **Community Partners:** Creates pathways for local community-based organizations to refer clients to the City's Workforce1 Career Centers.
- **NYC Training Guide:** A web-based service that assists job seekers to identify appropriate training programs to add skills and advance their careers. The first comprehensive listing of NYC training programs, it includes participant ratings and completion rates.
- **Sector-Focused Career Centers: Transportation, Healthcare, and Manufacturing:** Job placement and training centers that focus services on a specific sector. Centers meet business needs within the sector and provide low-income workers with access to good jobs with career advancement opportunities.

#### Department of Correction (DOC)

- **Food Handlers Certifications:** Certifies Rikers Island inmates as food handlers, providing them with a tangible employment credential for re-entry.

#### Department of Parks and Recreation (DPR)

- **MillionTreesNYC Training Program:** An apprenticeship program designed to provide disconnected youth with marketable employment skills in "green collar" job, including arboriculture, ecological restoration and landscape design and installation. This program is part of the MillionTreesNYC, a 10-year initiative to plant and care for one million new trees throughout the City.

#### Department of Youth and Community Development (DYCD)

- **Young Adult Internship Program:** Provides short-term paid internships, placements into jobs, education or advanced training, and follow-up services to disconnected youth ages 16 to 24 years.
- **Young Adult Literacy Program:** Provides basic literacy and numeracy instruction, support services, and paid internships to young adults aged 17-24 who read at the pre-GED level. The program has five CBO sites administered by DYCD, as well as an additional seven sites administered by the New York Public Library, Brooklyn Public Library and Queens Public Library.

#### Cross-Agency Collaborations (agency partners)

- **Employment Works:** (SBS/Department of Probation) Provides training and job placements for probationers.
- **Jobs-Plus:** (CUNY/Human Resources Administration/NYC Housing Authority) Public housing residents receive employment and training services, outreach, and incentives designed to help "make work pay".
- **Nurse Career Ladders: LPN Program** (Health and Hospitals Corporation (HHC)/Department of Education (DOE)) An accelerated Licensed Practical Nurse program for low-income students and Health and Hospital Corporation (HHC) employees. Program graduates are placed in LPN positions earning approximately \$40,000 per year.
- **Nurse Career Ladders: RN Program** (HHC) A subsidized four-year program leading to a Bachelor of Science degree in Nursing. Upon earning the RN license, program graduates will be offered RN positions with starting salaries of approximately \$60,000 per year.

CEO also conducts extensive evaluations of its programming to refine and improve services offered. For example, in January 2010, CEO released Workforce Innovations: Outcome Analysis of Outreach, Career Advancement and Sector-Focused Programs. This report looks at three CEO initiatives under the Department of Small Business Services: Advance at Work, the Workforce1 Transportation Career Center, and the Community Partners Program. Comparing customers of these programs against groups served through the full-service Workforce1 Career Centers, the research firm Westat found that all three programs delivered stronger outcomes.

A highlight of CEO's workforce efforts in FY11 and beyond will be the replication of several CEO initiatives in New York and seven cities nationwide, supported by a \$5.7 million Social Innovation Fund grant awarded by the Obama Administration in July 2010. By testing New York City's innovative programming in other cities, this national replication process aims to build greater evidence in support of these models, rooted in the strategies CEO implemented in its

original pilots. All five of the programs to be replicated have a workforce component:

- **WorkAdvance:** a workforce development model designed to assist unemployed and low-wage working adults increase their employment and earnings by finding good quality jobs in selected sectors that have room for advancement within established career pathways.
- **Jobs-Plus:** a place-based, saturation model designed to raise and sustain the level of employment and earnings among residents of public housing developments. The model includes employment services, community support for work, and rent incentives.
- **Young Adult Program:** helps unemployed 18- to 24-year-olds who are currently out of school and lack a high school degree or GED to re-engage in productive activities through a combination of educational opportunities, paid internships, and case management as a pathway to long-term economic self-sufficiency.
- **Family Rewards:** is a conditional cash transfer program that offers incentives for employment, education and health activities with the aim to increase family income in the short-term and promote human capital development to reduce long-term poverty.
- **SaveUSA:** helps low-income families set aside a portion of their Earned Income Tax Credit in a matched savings account.

## Mayor's Office of Adult Education



The Mayor's Office of Adult Education (MOAE) serves as a bridge between government, industry, education and workforce providers, and community groups to expand opportunities and improve outcomes for New Yorkers looking to improve their language, literacy and vocational skills. MOAE plays a coordinating and priority-setting role within New York City's uniquely large and diverse local adult education system. Four sets of providers—DOE, CUNY, community-based organizations, and the public libraries—served 71,000 adult students last year, with offerings that include Adult Basic Education, ESOL, GED preparation, and CTE.

MOAE's workforce development initiatives aim to:

- Foster coordination and collaboration between the City's adult education and workforce systems
- Raise skills among New Yorkers who are working or actively looking for work
- Contextualize Adult Basic Education, GED and ESOL classes better to meet the demands of the workplace and today's economy
- Leverage the strengths of the literacy system to help providers develop the work-related skills of their students more effectively
- Develop and support best practices that integrate literacy and workforce development

Highlights of MOAE's FY10 workforce initiatives and plans for FY11 include:

### Building Skills for Better Jobs: Bridging Literacy and Workforce Systems in NYC

In partnership with the New York State Department of Education, New York State Department of Labor, the WIB, and the Literacy Assistance Center, MOAE convened a conference that brought together a diverse mix of providers, policymakers, businesses and workforce experts. Participants discussed the City's need for a comprehensive approach to literacy and workforce development, identified strengths and weaknesses of current operations, and developed recommendations to improve alignment between the two systems.

## We Are New York (WANY)

WANY is a nine-episode, Emmy-award winning show that helps non-English speakers master the language and gain information about City services to help them in their roles as parents, citizens, consumers and workers. Each contextualized episode addresses realistic situations (e.g., setting up a bank account, health literacy, attending a parent-teacher conference). MOAE also has made available learning resources for use at home or in the classroom to help adult learners build upon what they learned in the episodes. WANY can be viewed three days a week on Channels 25/74, or accessed online. Additionally, the We Are New York Community Project organizes free 10-week conversation groups, led by trained volunteer language leaders at community organizations across the City. Since 2009, the website has had nearly 180,000 visitors and 217,000 study resources downloaded. MOAE has distributed almost 88,000 packets of study guides and multilingual magazines to over 200 teachers, public libraries, City agencies and community-based organizations. The Community Project has organized 316 conversation groups, trained 675 volunteers, and reached 3,950 participants.

## Sunset Park Alliance (SPA)

SPA is a network of community-based organizations that shares resources for the benefit of adult learners. Alliance members include Center for Family Life, Fifth Avenue Committee and Brooklyn Workforce Innovations, Lutheran HealthCare, Opportunities for a Better Tomorrow, Southwest Brooklyn Industrial Development Corporation (SBIDC), Turning Point, and a higher education partner, Kingsborough Community College (CUNY). Engaging local business and industry in the mission of the Alliance is a key element of the long-term neighborhood workforce development strategy. The first phase of SPA's work included:

- *Engaging local business leaders as advisors, partners, and advocates for Alliance programs among their peers*
- *Developing pre-employment guidelines and course curricula for different local industries to prepare graduates for on-the-job success*
- *Sector-based job training services*
- *Direct access to job opportunities in a network of local small industrial businesses*
- *A direct link to the Human Resources department of one of south Brooklyn's largest employers*

The Center for Family Life and Southwest Brooklyn Industrial Development Corporation also launched an innovative program to address the specific learning needs of City residents involved in worker-owned cooperative businesses, as well as those of workers serving businesses in the waterfront industrial zone and the business owners who employ them. The projects promoted contextualized English language learning that addresses experiences and situations commonly confronted in work settings.

## Reentry Education Network

The Reentry Education Network works together to expand access and improve educational outcomes for individuals involved in the criminal justice system. The network consists of a rich mix of organizations that provide education and wrap around services for the reentry population. Specific goals include:

- *Strengthening connections with re-entry education and training programs, so that more formerly incarcerated adults are in the education-career pipeline*
- *Preparing adult education participants for college and/or specific vocational training programs and helping them to enroll, so that formerly incarcerated adults perform better in these programs*
- *Making other kinds of interventions, linkages, partnerships and networks to improve education and training outcomes for formerly incarcerated adults*

MOAE has awarded several grants to support formerly incarcerated individuals transitioning to college or vocational education. Four providers--Future Now/GED Plus at Bronx Community College, Osborne Association, College & Community Fellowship, and College Initiative--will receive grants under this initiative. The key goals are to increase

the number of formerly incarcerated adults who transition successfully from GED or high level ESOL programs to two- or four-year college degree programs; and/or transition successfully from any level of instruction to a vocational education or job training program.

## Mayor's Office of Immigrant Affairs



The Mayor's Office of Immigrant Affairs (MOIA) fosters cooperation and connections between City agencies and immigrant communities. MOIA promotes the well-being of immigrant communities by advancing policies and programs that support the participation and integration of immigrants in the civic, social and economic life of the City. Workforce development is a core interest of MOIA: given that 43 percent of the City's workforce is foreign-born, improved outcomes around skill attainment, job training and employment will lead to fuller participation and integration of immigrants living and working in New York City.

Highlights of MOIA's recent workforce initiatives include:

- **Expanded ESOL and Employment Services Programs for Low-Wage Immigrant Workers.** In response to the recommendations put forth in the spring of 2009 by the Temporary Commission on Day Labor Job Sites, MOIA collaborated DYCD to expand ESOL and Employment Services Programs. These programs offer enhanced language and employment services programming, including English language instruction contextualized for the workplace; job readiness, job search and job placement services; and post-employment support services--targeting low-wage immigrant workers in high need communities. DYCD contracted \$2.7 million to 29 community-based organizations that provided services to low-wage immigrants throughout the City.
- **Created Opportunities for English Language Learners to Participate in the 2010 SYEP.** In collaboration with DYCD, MOIA identified SYEP providers that had enrolled high numbers of English Language Learners (ELL) to better match their participants to worksites that could use their linguistic skills and could accommodate them both culturally and linguistically. MOIA also developed various evaluation tools that were distributed to providers, worksites and youth participants during the 2010 SYEP. The information gathered will support the City's efforts to serve ELL high school students more effectively through SYEP.
- **Low wage Immigrant Workers Program.** MOIA advocated to include a program to assist low wage immigrant workers (LWIW) in the Immigrant Special initiatives programming administered by DYCD. Specifically, the program will help educate low-wage immigrant workers about labor laws and empower workers to protect themselves against violations of their rights, such as lack of payment for services delivered and safety issues at their worksites. Other services include assistance in resolving issues relating to employment-rights violations affecting individuals or groups of immigrant workers. The program begins in July 2011.

In FY 2011, MOIA intends to work on the following program and outcome goals:

- **Help Immigrant Small Business Owners and Entrepreneurs Thrive and Grow.** Together with SBS and NYCEDC, MOIA has created a survey to assess the needs of small businesses. This information will enable City agencies to create opportunities for immigrant business owners and entrepreneurs to access City programs and services to start or grow their businesses.
- **Advance Opportunities for English Language Learners.** MOIA will work with DYCD to identify additional placements for ELLs at bilingual SYEP worksites for the summer of 2011.

- **Improve Access and Workforce Development Outcomes for Immigrant New Yorkers.** MOIA will assist in mapping out workforce development opportunities for the City’s immigrant workforce by identify gaps in current services and making recommendations to address them.
- **Develop Vocational ESOL programs to Serve Immigrant New Yorkers.** MOIA will partner with MOAE and other agencies that offer workforce services to develop vocational ESOL programs for immigrant New Yorkers, allowing them to improve their English skills and gain contextualized instruction in growth industries. This partnership will also inform improvements to the publicly-funded workforce system in better serving immigrants and adults with limited English proficiency.
- **Community Financial Empowerment Trainer Program.** As part of its Immigrant Civic Engagement Initiative, MOIA will partner with the NYC Department of Consumer Affairs’ Office of Financial Empowerment to launch a Community Financial Empowerment Trainer program. This initiative will expand the availability of financial education resources in underserved immigrant communities in New York City through a “Promotoras”-style model. A cohort of community leaders will participate in a training program that will provide leaders becoming financial empowerment Promotoras in their communities. Participants will gain a skill set in financial education and counseling that can be put towards job attainment or advancement.

## NYC Workforce Investment Board



The NYC Workforce Investment Board (WIB) is a volunteer board appointed by the Mayor to drive, coordinate and oversee WIA-funded workforce development services for adults and youth in New York City. The Board members, who include leaders from the private sector, public agencies, and labor unions, advance the Mayor’s economic development agenda through oversight of the City’s workforce system toward the goal of delivering the skilled workers that local businesses need to grow, compete and prosper in the 21st century economy. To ensure that the City’s workforce system is fully responsive to business needs, the majority of WIB members are from the private sector. The WIB’s vision is for New York City to have the nation’s leading workforce development system, characterized by innovation,

high standards, and an intense focus on outcomes. Board members meet quarterly as a full Board and in smaller committees and work groups throughout the year.

Selected WIB initiatives for FY10 included:

- **Forging cross-agency workforce partnerships.** The WIB helped to incubate and launch a number of cross-agency workforce initiatives in FY10, with a particular focus on linking workforce and education services for New Yorkers. Among these initiatives were *Scholars at Work*, a partnership that connects graduating seniors from the City’s CTE high schools with employment resources of the Workforce1 Career Centers; and *BtT*, an initiative with New York City Council and the DOE to connect jobseekers to GED preparation and testing services through the Workforce1 Career Centers. (Both programs are described elsewhere in this report.) Along with the Mayor’s Office of Adult Education and the New York State Department of Labor and Education Department, the WIB co-hosted *Building Skills for Better Jobs: Bridging Literacy and Workforce Systems in NYC*, an event featuring key policymakers in the City’s workforce and adult education fields to advance discussion of how these two systems can collaborate effectively.
- **Driving system performance.** In its oversight role of Workforce Investment Act (WIA) funding in New York City, the WIB helped guide delivery of WIA services administered by SBS and DYCD. Both agencies saw demand for services soar in FY10 due to the economic downturn, and received an influx of federal stimulus funds through the ARRA that provided increased resources to meet this increased demand. The City’s WIA-supported programs served a record number of adults and businesses across the five boroughs in FY10.
- **Producing cutting-edge labor market data.** Through a joint endeavor with CUNY, the WIB supports the New York City Labor Market Information Service (NYCLMIS), which provides cutting-edge labor market analysis for the

City's public workforce system. NYCLMIS launched several new publications in FY10 to inform policymakers and practitioners on labor market trends and issues.

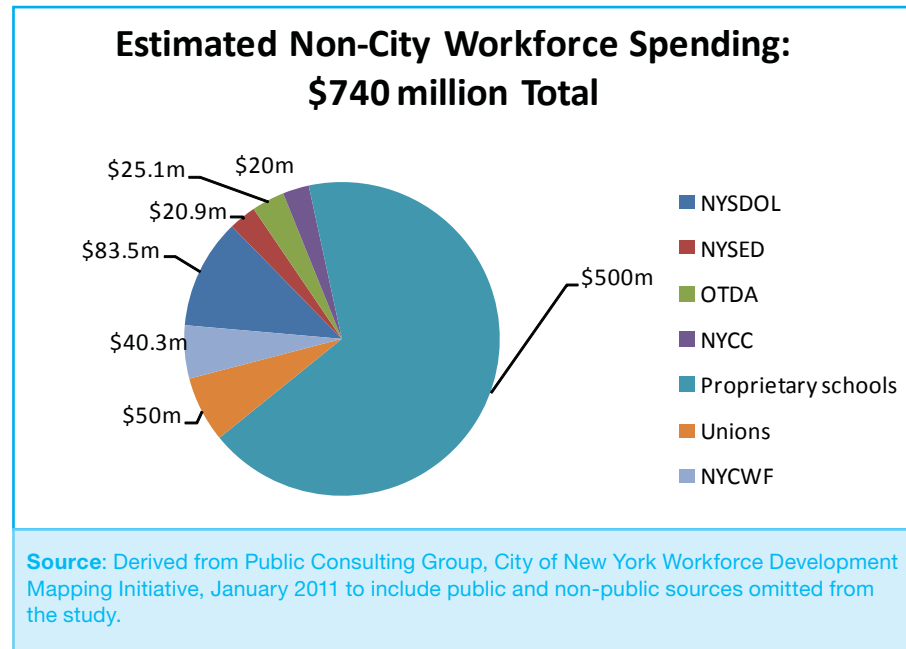
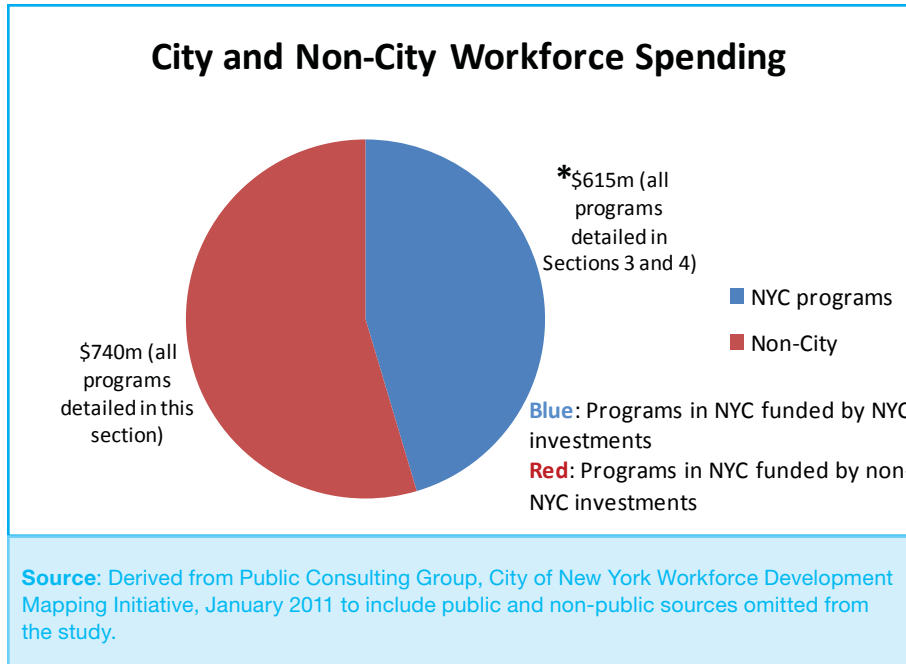
- **Workforce advocacy.** In collaboration with other NYC agencies, as well as workforce leaders from across the nation, the WIB engaged in advocacy at the federal and state levels on workforce and economic development priorities to strengthen NYC's economic competitiveness. For example, the WIB worked closely with other cities through the U.S. Conference of Mayors to inform legislation around the proposed reauthorization of WIA.

The WIB is focused on four key priorities for FY11:

- *Identify and drive innovative workforce policies and strategies that enhance services and address needs and gaps within the workforce system.*
- *Coordinate and align the City's workforce development resources, programs and strategies to best serve jobseekers, workers and employers.*
- *Promote and champion the publicly-funded workforce system through advocacy to policymakers, outreach to business leaders and other key stakeholders, and securing new resources to support local needs.*
- *Focus relentlessly on the quality of New York City's workforce services delivered to jobseekers, workers and employers – which includes oversight of WIA-funded services.*

# SECTION 5: OTHER SOURCES OF WORKFORCE PROGRAMMING IN NEW YORK CITY

While this report primarily focuses on the publicly funded workforce system administered by New York City agencies, the City is but one actor among many in terms of employment and training services available to the public. In fact, as the first Figure below illustrates, the locally administered system accounts for less than half of total investment on workforce programming in the City. This section provides detail on other subsystems and stakeholders that offer services or otherwise support workforce development at the local level.



\* Note: The amount of funding for the whole system varies in this document based on inclusion of programs. The funding level in Section 3 omits DOE programs. This figure noted in Section 5 includes the additional DOE programs.

Other important stakeholders in the City’s workforce system, including community based organizations and organizations that conduct research, advocacy and evaluation of programs, are not mentioned in this section of the report for the reason that, with very limited exceptions, they receive rather than expend funds. Nonetheless, these groups play a vital role in New York City’s workforce “ecosystem,” delivering services at the neighborhood level—very often in contractual relationships with City agencies as described in Section 4—and helping to set and refine the agenda in this area of policy.

## State Agencies

### New York State Department of Labor

The New York State Department of Labor (NYSDOL) serves two primary missions: vigorous enforcement of state labor laws in support of law-abiding employers and all workers, and assistance to unemployed New Yorkers through temporary financial assistance and connections to employers seeking workers who can help New York’s businesses compete effectively in a global economy.

Among the department’s key workforce development responsibilities are to:

- *Administer the Unemployment Insurance Program, which provides temporary financial support for individuals who have lost their jobs through no fault of their own.*
- *Provide employment-related information and job search assistance services.*
- *Provide training programs and retraining programs for workers displaced by technology change or foreign competition.*
- *Work with the private sector to create job opportunities for the labor force and to meet employer needs for qualified workers.*
- *Provide accurate and timely data on present and future economic trends affecting the people of the state*
- *Work as a cooperating agency in the Federal/State labor market information statistical programs.*

The following table summarizes and highlights a number of NYSDOL initiatives within New York City. Funding and outcomes measures are for the period between July 1, 2009 and June 30, 2010. For more information on NYSDOL programs, please visit the agency’s website at [www.labor.ny.gov](http://www.labor.ny.gov).

### Selected NYSDOL Programs in New York City

Program Name	Description of Program	July 09 – June 10	
		Funding	Outcomes
Emerging and Transitional Worker Training	Grants to for-profit and non-profit providers to impart skills and competencies to emerging and transitional workers needed to successfully obtain employment and career advancement. Target sectors included Advanced Manufacturing, Construction Trades, Health, and Transportation. Specific target populations include criminal justice, disabled, limited English proficient, and out of school populations.	20 awards totaling \$7.4 million	2,745 served
Disconnected Youth Training Grant	Career awareness, dropout prevention services, and foundation skills and competencies needed to motivate disconnected youth to achieve and succeed in their adult and work life. Target sectors include Advanced Manufacturing, Construction Trades, and Health. Target youth populations include those on probation, incarcerated/juvenile justice, those with incarcerated parents, in foster care youth, educational attainment deficiency, and those with other barriers.	14 awards totaling \$2.9 million	986 disconnected youth served

		July 09 – June 10	
Program Name	Description of Program	Funding	Outcomes
Building Skills in New York State (BUSINYS)	Awards to New York State businesses to train incumbent workers in needed specific occupational skills that lead to potential career growth and increased wages for the workers. Contracts were six months or less in duration.	20 awards in NYC totaling \$645,435	766 served
Career Pathways	Joint initiative between NYSDOL and the NYS Office of Temporary Disability Assistance (OTDA) that links education and occupational training to subsequent employment in high-demand fields through a continuum of educational and training programs combined with integrated support services for eligible individuals 16 and over. Initiative concluded in January 2011.	19 awards totaling \$10.7 million	1,236 obtained credential 145 employed 37 achieved 90 day retention 13 achieved 180 day retention
Statewide On-the-Job Training Program (OJT)	Statewide OJT program available to businesses to encourage new hiring, especially of individuals who are long-term unemployed, and assist with training new hires. Businesses can receive training grants of up to 30 percent of new employee's wage rate. If individual meets the definition of long-term unemployed, the business can also collect an additional 20 percent of the new employee's wage rate, for a total of 50 percent.	Awards to 20 businesses in NYC totaling \$62,386	20 OJT hires
Work Opportunity Tax Credit (WOTC)	Provides a tax credit to employers who hire individuals from certain target groups with barriers to employment including low-income recipients of TANF, qualified Veterans, Disconnected Youth, qualified Vocational Rehabilitation recipients, and former Welfare-to-Work recipients.	-	9,031 WOTC applications certified to employers in NYC
Workers with Disabilities Employment Tax Credit (WETC)	Similar to WOTC, WETC is an initiative designed to assist the disabled in securing employment, and can result in \$2,100 to employers for each disabled individual hired.	-	58 WETC applications certified to employers in NYC
Shared Work	Shared Work provides businesses with an alternative to layoffs: temporary reduction of hours and wages of all or a particular group of employees in accord with an approved plan. Affected employees receive partial unemployment wages to supplement their lost wages.	-	NYC Shared Work Plans Approved: CY10: 255 CY09: 390 Projected Workers: CY10: 3,060 CY09: 6,205
WIA Rapid Response	Rapid Response services assist workers affected by a mass layoff with reemployment and training options with a customized package of pre-layoff services provided at the company location, an alternate host location, or at any One-Stop Center. Assistance includes development of strategies for reemployment, information on connections to support services and layoff aversion targeted career fairs and strategies.	Funded dedicated NYSDOL Rapid Response staff in NYC serving all boroughs	Rapid Response: 125 Notices 17,266 affected workers Expedition Response: 38 Event Numbers 2,645 affected workers
Immigrant Workforce Project (IWP)	IWP offers more and better job-related services to immigrant and limited English proficient workers at NYSDOL One-Stop Career Centers. Immigrant Worker Coordinators in One-Stop Centers increase access to employment and training services for this target population by training other One-Stop staff how to better serve customers from other cultures. They help the One-Stop system be accessible and responsive, develop relationships with Community Based Organizations (CBO) and other government agencies that serve immigrant and LEP workers, propose new programs and services to serve this population more effectively, and provide direct counseling services to these customers.	Currently funds dedicated IWC staff in Queens, Brooklyn, and an open position in the Bronx	Start up activities began May 2010. Project staff trained and began outreach and survey to CBOs, one-stop staff and stakeholders.

		July 09 – June 10	
Program Name	Description of Program	Funding	Outcomes
Limited English Proficiency Contracts	Funding for Limited English Proficiency and Contextualized Learning in the Workplace was used to determine if the employability and career advancement opportunities for individuals who are Limited English Proficient can be improved through projects that provide contextualized Vocational English as a Second Language in the workplace.	2 CUNY contracts (BMCC, KCC) totaling \$971,638	282 incumbent workers served
Reemployment Services Program	Reduces the cost of doing business in New York by: (1) reducing the average length of time that claimants receive UI benefits by assisting them in securing work earlier and (2) insures that all UI recipients meet work search requirements under NYS UI Law. This dedicated fund supports staff and operating costs of the Division of Employment and Workforce Solutions (DEWS) as related to the targeted delivery of Reemployment Services to UI claimants statewide.	Supports NYS staff located in 5 co-located Workforce1 Career Centers and 3 DOL One Stop Centers across all 5 boroughs	Served an estimated 186,000 UI Claimants in NYC in PY09
Wagner Peyser (Employment Services Program)	Wagner-Peyser services, provided thru the local One Stop Career Center system, include maintaining the public labor exchange through a central statewide job and talent bank; assistance to businesses looking to hire workers and assistance to jobseekers looking for work; providing Reemployment Services for UI customers, and providing services to special populations such as Migrant and Seasonal Farm Workers. All adult customers served in One-Stops must be co-enrolled in federal USDOL funded workforce programs (Wagner-Peyser and WIA).	Supports DOL staff located in 5 co-located Workforce1 Career Centers and 3 DOL One Stop Centers across all 5 boroughs	278,000 served in PY09
Workforce Investment Act (WIA)	WIA provides funding to prepare youth and adults for the labor force, including job training. It serves the needs of the nation's businesses and job seekers, as well as currently employed individuals interested in advancement or career change. Program design is at the discretion of local workforce investment boards and chief local elected officials. Local service delivery is provided through One-Stop Centers and affiliated sites in designated local workforce investment areas, overseen by local workforce investment boards in conjunction with chief local elected officials.	\$67.4 million PY09 \$60.8 million PY10	271,606 total WIA Adults and Dislocated Workers in NYC 1,190 Older Youth 7,440 Younger Youth served in PY09
National Emergency Grant (NEG) for Financial Sector	This grant, specific to the NYC financial sector, was used to assist those laid-off from a specific list of specific financial institutions, enter training to upgrade their current skills or enter a completely new career field.	\$11 million	Over 1,500 customers in approved training
Unemployment Insurance 599 and 599.2 Programs	Unemployment Insurance Law provides for unemployed individuals to receive benefits while attending a training course or program approved by the Department of Labor. When training has been approved under this provision, unemployment recipients are excused from the requirement to look for work, and may be eligible for additional weeks of benefits when funding is available.	-	-
Local Veterans Employment Representative (LVER)	LVER staff members advocate on behalf of veterans with business, industry, and community organizations to promote employment and training opportunities for veterans who have highly marketable skills and experience. LVERs may also provide the full range of employment services to veterans including job search assistance, job development and referral, and vocational guidance.	3 LVER staff funded in NYC in PY09	Served an estimated 1,600 veterans in NYC

		July 09 – June 10	
Program Name	Description of Program	Funding	Outcomes
Apprenticeship Training	Apprenticeship provides New York state employers with a well-trained, highly skilled workforce through a combination of structured on-the-job training and related and supplemental instruction. Apprentices learn a new trade while continuing to earn wages and progress toward earning a nationally recognized portable work credential. Each apprentice must complete a minimum of 144 hours of related and supplemental instruction during each year of training. Apprenticeship benefits employers through reduced turnover rates, and reduced worker compensation costs. As of March 31, 2010 there were 19,977 active apprentices in the NYS Apprenticeship Program. Throughout the State, and especially in NYC, alternatives to the regular recruitment process have increased the participation of women, minorities, and disadvantaged individuals in registered apprenticeship programs. Examples include Helmets to Hardhats, Non-Traditional Employment for Women (NEW), and Project H.I.R.E.	8 Apprentice Training Representatives in NYC	1,076 apprentices enrolled 838 apprenticeship completed
<b>TOTAL (estimate)</b>		<b>\$83.5 million</b>	

## New York State Education Department

The mission of the New York State Education Department (NYSED) is to raise the knowledge, skill, and opportunity of all the people of New York. Among its departments is the Office of Adult Career and Continuing Education Services (ACCES), which focuses on the education and employment needs of New York’s adult citizens. ACCES is comprised of four primary areas: Vocational Rehabilitation (including Independent Living Administration), Adult Education Programs and Policy, General Educational Development (GED) Testing, and Bureau of Proprietary School Supervision.

### Adult Career and Continuing Education Services (ACCES)-adult education

ACCES-adult education responsibilities include adult basic education, GED preparation, English language acquisition, family literacy, career and technical education, workplace literacy and workforce preparation programs.

NYSED is responsible for the disbursement and administration of funds under Title II of WIA, which funds adult education and family literacy programs. In the 2009-10 program year, a total of \$20.9 million in WIA Title II funds went to New York City for services to 37,862 students. The funding was allocated to different types of provider organizations, as follows:

Program Type	Total
Department of Education/Office of Adult and Continuing Education	\$3.6 million
CUNY Adult Literacy programs	\$6.3 million
CBO programs	\$8.9 million
Public library programs	\$1.4 million
Literacy Zones (see below)	\$0.6 million
<b>TOTAL</b>	<b>\$20.9 million</b>

DOE/OACE programs are described on p. 39-42 of this report, as are CUNY Adult Literacy programs on p. 39-42. Public library programs are detailed below.

Literacy Zones are a “made in New York” Regents educational reform initiative that provide comprehensive services to families and individuals in communities with concentrated poverty and/or high concentrations of limited English speaking families. Currently there are 18 literacy zones statewide, with two in New York City (Queensborough Public

Library and Turning Point, a community-based organization in Brooklyn). NYSED plans to increase the number of Literacy Zones across the state, with a considerable expansion in New York City anticipated.

### Adult Career and Continuing Education Services- Vocational Rehabilitation (ACCES-VR)

ACCES-VR, an office of NYSED, each year assists thousands of New Yorkers with disabilities through education, training and employment. ACCESS-VR provides vocational rehabilitation services to eligible individuals to prepare

them for suitable jobs and greater independence. These jobs might be in the competitive work force, in self-owned businesses or in supported employment on employer sites. Its programs can also help people with disabilities that are having difficulty keeping their jobs. Its Workforce Development and Business Relations Team works with businesses to match job ready individuals with disabilities to their job openings, at no cost. The Team also provides businesses with no cost technical assistance on disability issues. Additionally, ACCES-VR can assist customers through referrals to local Independent Living Centers.

#### Summary of ACCES-VR Programs, Funding and Outcomes

		July 09 – June 10	
Program Name	Description of Program	NYC Funding	NYC Outcomes
ACCES-VR	There are 15 District Offices Statewide, including an office in every borough of NYC.	NYS: \$224.6 million from federal and state sources.	NYS: 12,093 persons with disabilities achieved employment outcome for FY10 (minimum of 90 days of employment)

### New York State Office of Temporary and Disability Assistance (OTDA)

OTDA administers social services programs in New York for the following purposes:

- *To enhance the economic security of low-income working families*
- *To assist work-capable public assistance recipients in entering the workforce*
- *To assist individuals with priority needs other than work-readiness in accessing appropriate benefits and services*
- *To enhance child well-being and reduce child poverty*

Specific to employment and job training programs, OTDA is responsible for programming funds appropriated each year for welfare-to-work initiatives. The agency contracts with non-profit organizations in New York City to engage public assistance recipients and other low-income individuals and families in activities that will lead to employment and independence.

The following table summarizes and highlights OTDA initiatives within New York City. Funding and outcomes measures are for the period between July 1, 2009 and June 30, 2010.

#### Summary of OTDA Programs in New York City

		July 09 – June 10	
Program Name	Description of Program	NYC Funding*	NYC Outcomes**
Career Pathways	Collaboration of OTDA with NYSDOL that funds connected education and training programs and support services for individuals seeking employment within a specific industry or occupational sector, and to advance over time to successively higher levels of employment in that sector. Contracts with 19 NYC providers. The program ran through January 2011.	\$10.7 million total: \$7.7 million TANF \$3.0 million WIA	Credentials: 1,983  Employment 30 Day: 1,207 90 Day: 847 180 Day: 839
Educational Resources	Provides education and/or training activities for participants seeking employment, advancement or entry into a job skills training program. Contracts with 13 NYC providers.	\$2.7 million TANF	Educational Gains: 761 Credentials: 194 Job Entry/Retention: 560

		July 09 – June 10	
Program Name	Description of Program	Funding*	Outcomes**
Wage Subsidy Program	Places individuals with multiple barriers to employment in subsidized jobs that lead to full-time unsubsidized employment. Contracts with 10 NYC providers.	\$10.1 million TANF	30 Day Subsidized: 1,571 Transition: 847 90 Day Unsubsidized: 1,046
Food Stamp Employment & Training Venture Program	Supports job training and education to improve the economic prospects of Food Stamp recipients; targets “hard-to-place” work registrants who may need more specialized services to enter, re-enter or advance in the workforce. Contracts with seven NYC providers.	\$1.6 million	Educational Gains: 430 Credentials: 318 Job Entry/Retention: 777
<b>TOTAL</b>		<b>\$25.1 million</b>	

(\*) Represents the total dollar value of the contracts in place during the 7/09 to 6/10 period. Please note that the actual contract term began before and extended beyond this period.

(\*\*) Represents the contract goals associated with this funding.

## New York City Council

The New York City Council (the Council) plays a key oversight and funding role for the City’s workforce development system. Each year, the Council funds a variety of initiatives focused on workforce and adult basic education services. Total funding provided by the Council for workforce development exceeds \$20 million in FY11.

The primary workforce initiative funded by the Council is Jobs to Build On (JTBO), developed in 2006 and first implemented in 2007. JTBO supports nonprofits and CBOs that serve low-skilled, unemployed, and under-employed individuals in order to prepare them for entry into union and non-union jobs, attain credentials necessary to meet job standards, and place participants in careers with living wages. JTBO is unique as the only job training and placement program in the nation funded entirely by a municipality. Program providers are located in New York City neighborhoods with a high population of the targeted desired participants, such as the South Bronx, North and Central Brooklyn (Bedford-Stuyvesant, Brownsville, and Bushwick), East Brooklyn, and Southeast Queens.

In FY10, the Council provided \$5 million for JTBO, aiming to serve 5,000 participants through training, job placement, and retention. Targeted industries include automotive/truck mechanics, healthcare, construction trades, construction management, commercial driver’s licenses, “green” industries, building services and corporate office support. Over nearly four years of the initiative, JTBO has placed more than 8,300 New York City residents into employment at an average hourly wage of \$11.47.

The Council also partners with City agencies on funding a number of workforce initiatives, ranging from literacy programs with the NYC Department of Youth and Community Development to career pathways programs with the City University of New York. As one example of a recent partnership, in 2010 City Council Speaker Christine Quinn announced in 2010 a new partnership with the NYC Departments of Education (DOE) and Small Business Services (SBS), called Bridge to Tomorrow (BtT), that connects individuals without a General Educational Development (GED) or high school diploma who come into a Workforce1 Career Center to GED testing and test preparation courses. (see p. 26). Funded with \$1.25 million from the Council, along with in-kind contributions from SBS and the DOE, the goal is to help more New Yorkers gain a GED and advance in their careers. The BtT pilot launched in early 2011, with full-service sites at the Upper Manhattan and Brooklyn Workforce1 Career Centers and liaison sites at Workforce1 Career Center locations in the other boroughs.

In addition to providing funding for workforce programs, the Council also conducts oversight of City agencies that administer workforce programs and services. In this oversight role, the Council has examined both the performance and the coordination of the City’s publicly funded workforce programs. In 2010, the Council’s Civil Service and Labor, Economic Development and Small Business Committees conducted a joint oversight hearing on workforce system

coordination and suggested opportunities for increased system alignment. The Council has been a strong partner with City leaders on identifying and pursuing strategies to strengthen the City’s workforce development system.

## Public Libraries

### New York Public Library

New York Public Library (NYPL) serves more than 18 million visitors each year through 88 neighborhood branch libraries and four research libraries across the Bronx, Manhattan and Staten Island, in addition to over 29 million individuals who access information and services through its website. Beyond their function as a resource for leisure reading and research, NYPL libraries often serve as the first stop for New Yorkers looking to access social services and search for a job. In particular, NYPL is a trusted resource for the City’s neediest populations, including children and adults from low-income families, immigrants, the unemployed, the disabled, and the elderly. Libraries within the NYPL system serve 47 percent of the City’s households whose income is less than \$25,000. With the Library’s free resources in demand more than ever, NYPL is deeply committed to its mission to inspire lifelong learning, advance knowledge, and strengthen our communities.

### Summary of Selected NYPL Programs, Funding and Outcomes

	July 09 – June 10	
Description of Program	Funding	Outcomes
<p><b>Job Search Central @ Science Industry and Business Library (SIBL)</b>                      Librarian-led e-resource training sessions @ JSC                      Resume/interview presentations by volunteer experts                      One on one career coaching sessions</p>	SIBL Operating Budget SIBL Operating Budget SIBL Operating Budget	41 classes/615 individuals 65 programs/2,630 individuals 1,200 served
<p><b>Small Business Development @ SIBL</b>                      Librarian-led e-resource training sessions for small business                      Appointments with SCORE counselors                      Small Business presentations by volunteer experts</p>	SIBL Operating Budget SBA SIBL Operating Budget	50 classes/622 1,096 38 programs/ 1480
<p><b>FY10 Job and Tech Training programs Library-wide</b></p>		
<p><b>FY10 ESOL Library-wide</b></p> <ul style="list-style-type: none"> <li>• Bronx- (BLC, Grand Concourse Health Lit., Hunts Point, Kingsbridge, Mott Haven, Parkchester, Van Nest, Westchester Square)</li> <li>• Manhattan (Aguilar, Fort Washington, Hamilton Fish Park, Inwood, (2 offerings: Evenings/Saturdays), Muhlenberg, Riverside, Seward Park (Health Literacy)</li> <li>• Staten Island – (Dongan Hill, New Dorp Health Literacy, Port Richmond, St. George Library)</li> </ul>	Operating budget Partially funded with \$90,200 from MOAE; Operating Budget	6,639 programs; 31,340 attendance 39 classes in 19 sites with approximately 941 students
<p><b>FY10 Centers for Reading and Writing</b></p> <ul style="list-style-type: none"> <li>• Bronx (Wakefield, BLC)</li> <li>• Manhattan (Harlem, Aguilar, St. Agnes, Tompkins Sq., Seward Prk.)</li> <li>• SI (St. George)</li> </ul>	Partially funded with \$1.1 million from MOAE; Operating Budget	8 sites served approximately 950 students over four cycles
<p><b>FY10 Young Adult Literacy Program</b></p> <ul style="list-style-type: none"> <li>• 2 sites (Mott Haven and West Farms) work in collaboration with Phipps Community Development Corporation to serve students ages 16-24 through literacy instruction and internships</li> </ul>	Funded by CEO; Operating Budget	24 students
<p><b>Career and Education Information Service @ Bronx Library Center</b></p>	Operating Budget	6,597 served 46 placements

## Brooklyn Public Library

Brooklyn Public Library (BPL) is an independent library system serving the 2.5 million residents of Brooklyn. It is the fifth largest library system in the United States, with 60 neighborhood branches. In addition to its lending resources, BPL offers free programs and services for all ages and stages of life, including job search help, literacy programs, public computers and the largest WiFi network in the borough. BPL's eResources, such as eBooks and eVideos, as well as catalog information, are available to customers 24 hours a day online. The mission of BPL is to ensure the preservation and transmission of society's knowledge, history and culture, and to provide the people of Brooklyn with free and open access to information for education, recreation and reference. BPL aspires to serve as a vital center of knowledge for all, accessible 24 hours a day, and a leader in traditional and innovative library services that reflect the diverse and dynamic spirit of the people of Brooklyn.

### Summary of Selected BPL Programs, Funding and Outcomes

	July 09 – June 10	
Description of Program	Funding	Outcomes
One on one resume and job search help (offered by staff and volunteers) including Support Through Employment Program (STEP) sessions with patrons at selected locations	BPL	949 served
Resume writing workshops	BPL	558 trained
Interview skills workshops	BPL	202 trained
"World of work" programs include a variety of programs on the job search continuum ranging from setting career goals to using social networks in the job search.	BPL	711 trained
Partnership events:		
• Onsite screening events with Workforce1 Career Center	BPL	330 served
• Onsite NYSDOL individual and group counseling		120 served
• Census testing		6,921 tested
Adult Basic Education	MOAE, NYSED, US DOE (Office of Innovation and Improvement)	648 enrolled
English for Speakers of Other Languages classes and Conversation Classes	NYSED, US DOE, Office of Innovation and Improvement	775 enrolled
English Conversation Groups	NYS Library's Adult Literacy Library Services	8,640 served
Pre-GED classes	NYSED, US DOE, Office of Innovation and Improvement	314 enrolled
Young Adult Literacy Program	CEO	122 enrolled

## Queens Library

The Queens Library serves 2.2 million people per year through 62 branch locations, seven Adult Learning Centers and two Family Literacy Centers. Its mission is to provide quality services, resource and lifelong learning opportunities in books, and variety of other formats to meet the informational, educational, cultural and recreational needs and interests of its diverse and changing population. Services include the Adult Learner Program, which offers literacy, English language instruction and pre-GED classes; and Job Information Centers located in the Central and Flushing branches, which offer a range of services for unemployed and underemployed individuals.

### Summary of Queens Library Programs, Funding and Outcomes

	July 09 – June 10	
Description of Program	Funding	Outcomes
<p><b>Family Literacy Program</b></p> <ul style="list-style-type: none"> <li>• Teaches families parenting skills</li> <li>• Supports families to become fluent in English</li> <li>• Offers interactive literacy activities between caregivers and their children 3-10 years</li> <li>• Encourage parental involvement in their children's school and education</li> <li>• Provides employment related training for parents</li> </ul>	DYCD, WIA Title II, private grants	362 adults (plus children) served 50 percent participated in job training workshops 28 received intensive job-training 16 placements 45 percent educational gain
<p><b>Young Adult Literacy Program</b></p> <p>Offers reading, writing and math instruction on three sites classes for at-risk youth (ages 17 to 24) who have left school without the necessary skills for a GED class. Case managers work with the classes. Students receive internships and job referrals as well as GED class referrals.</p>	CEO	100 students served All students received job training 16 entered GED classes or passed GED 8 student job placements
<p>97 ESOL classes offered at 30 library sites for Beginner and Intermediate language learners. Participants receive instruction in English with a focus on communication skills for entering employment, continuing their education, parenting, and daily needs in the community.</p>	WIA Title II, State Basic Aid, City Adult Ed. and private grants	2,747 students attended classes 250 on waiting list 47 percent of those enrolled made educational gain All students received job readiness information as part of their classes 49 students obtained or improved their jobs 25 attended special orientations at Workforce1 Career Centers 452 attended computer training classes
<p>Adult Learning Centers offer Pre-GED classes, small group tutorials for Adult Basic Education, ESOL conversation groups, and specialized workshops in such areas as citizenship and job readiness.</p>	City Adult Ed. and NYSED Funding	2,950 served 53 percent made educational gain 121 obtained jobs 812 attended job skills or job readiness workshops 42 received citizenship 783 received library cards

## Proprietary Schools

New York State is home to 475 licensed, registered, or certified proprietary schools, of which more than half are located in New York City. These non-degree-granting, private, for-profit institutions include trade and business schools, computer training facilities, and ESOL schools. NYSED's Bureau of Proprietary School Supervision (BPSS) licenses and monitors proprietary schools. While the Bureau has limited data collection abilities, BPSS estimates that proprietary schools serve 200,000 students statewide. Approximately 200 schools across the state are pending licensure, and more than 1,000 are unlicensed, without any oversight from BPSS. It's believed that New York City residents spend hundreds of millions annually (including grants, loans, vouchers, and cash) on school tuition, and NYSED reports that current tuition levels generate approximately \$3.0 million in revenue to licensed schools.

While proprietary schools can be a sensible choice for students interested in developing specific skill sets that can advance their careers, the lack of state oversight makes it easy for some schools to abuse the system. Currently, BPSS' ability to meet its charge of "ensuring that the overall educational quality of the programs offered will provide students with the necessary skills to secure meaningful employment and for protecting students' financial interest" is greatly constrained. During the late 1980s, the Bureau had a staff of approximately 40 whose capacity enabled robust data collection and oversight. A quarter-century later, the staff is about half that size, even as the number of proprietary schools BPSS oversees has at least doubled. BPSS lacks adequate funds, regulatory power, and staff capacity to enforce current law, much less the new reforms that are needed to deal with increasing challenges. Partially as a result, many students walk away from proprietary schools saddled with significant debts – and without the skills or credentials for which they enrolled.

New York City officials believe that the recent relocation of BPSS to the portfolio of the NYSED Office of Adult Education and Workforce Development and staff changes within NYSED represent a collaborative opportunity for improving the accountability, quality, and consumer protections of proprietary schools. The City is eager to work with NYSED and the legislature to develop appropriate regulation and enforcement that will raise the standards to which proprietary schools are held and guarantee that working students receive the quality of services they need to achieve their career goals.

## Union-Affiliated Training

Workforce services provided and paid for by organized labor in New York City virtually comprise a system unto itself. Though unionization rates are drastically decreased from a few decades earlier in the United States as a whole, the rate remains relatively high in the City: approximately one in four workers is a union member, more than twice the national figure.<sup>21</sup> Among the most prominent labor entities providing education, training and career advancement are DC37, which represents 125,000 New York City municipal employees; SEIU32BJ, which represents 70,000 property services workers in the City; 1199/SEIU, representing 200,000 healthcare workers in New York City and Long Island; and the New York City Central Labor Council, a confederation of 400 local unions from industries stretching across the City's and region's economy. A full inventory and valuation of union-affiliated training and education is beyond the scope of this report; below, we include some detail on the activities two of the most prominent provider entities.

### 1199SEIU Training and Employment Funds

The 1199SEIU Training and Employment Funds (TEF) is a labor-management partnership comprising the largest education and training organization for adult workers in the United States, with 700 participating private and voluntary health care employers and over 220,000 participating employees nationwide. For the past 30 years in New York City, TEF services have promoted professional advancement for the industry's workers and provided workforce development for the industry, improved care for patients, and education that meets the changing demands of 21st century health care.

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<sup>21</sup> Ruth Milkman and Laura Braslow, "The State of the Unions: a Profile of Union Membership in New York City, New York State and the USA," The Joseph S. Murphy Institute for Worker Education and Labor Studies, Center for Urban Research, and NYC Labor Market Information Service, CUNY, September 2010. Online at <http://www.urbanresearch.org/about/docs/State%20of%20the%20Unions%202010%20JSMI%20CUR%20NYCLMIS.pdf>

The mission of TEF is to develop high quality training, placement and labor-management initiatives. Its efforts aim to support the potential of health care workers to grow educationally and contribute to building an efficient and caring health care industry. TEF also works to develop the ability of union and management to problem-solve difficult issues and create innovative solutions to support a world-class healthcare workforce, improve patient outcomes and deliver the highest quality care.

The major funding source for TEF is collective bargaining. Additional support comes from federal, state and local grants. In total, a \$45 million annual budget supported more than 25,000 members with career development and training services in 2009-2010.

### Consortium for Worker Education

Founded in 1985, the Consortium for Worker Education (CWE) is a nonprofit organization dedicated to workforce and economic development through the preparation, training and placement of New York residents. As the workforce and economic development arm of the New York City Central Labor Council AFL-CIO, CWE provides incumbent union worker training for 46 directly affiliated unions and labor / management cooperatives in several sectors. Additionally, through a broad network of community-based organizations, CWE provides workforce preparation classes, adult basic education, career training and job placement services to the general public. Training and placement efforts are focused on “in demand” occupations in the transportation, health care, hospitality and tourism, building and construction and green industries sectors. Contingent on funding, the CWE serves approximately 75,000 New Yorkers each year.

### Summary of Selected CWE Programs, Funding and Outcomes

	July 09 – June 10	
Description of Program	Funding	Outcomes
JTBO (industry specific training, job placement citywide)	\$3.8 million NYC Council	2,500 placements
Pathways out of Poverty (Green Industry development, training and placement in the South Bronx)	\$4 million USDOL	750 placements
ETW Green industry workforce development in Brooklyn and the Bronx	\$880,000 NYSDOL	325 placements
Incumbent union worker Training (Labor Management collaborations) and Worker Service Centers (community based workforce preparation, adult basic education citywide)	\$12.7 million (\$11.5M NYSED, \$1.2M; NYC Council)	76,000 served

### NYC Workforce Funders

Officially formed in 2001, the NYC Workforce Funders (NYCWF) is a group of New York City foundations and corporate funders that conduct grant-making in workforce development and work with key local stakeholders to develop an effective New York City workforce development system. Membership is open to any private funder interested and involved in workforce development. The group meets quarterly to share information on current issues in the workforce development field and discuss grant-making strategies to address those issues. Currently including more than two dozen member organizations, the NYCWF explores opportunities for joint grant making, develops collaborative projects through pooled funds to address critical issues in workforce development in New York City, and provides opportunities to discuss issues with key public officials at the city, state and federal agencies responsible for workforce development. As the table on the next page shows, Funders collectively have given more than \$40 million in each of the last four calendar years, including \$40.3 million in 2010, for direct and intermediary services.

Year	Number of funders reporting	Total direct service giving	Intermediary activities giving	Total giving
2004	20	\$15.9 million	\$2.5 million	\$18.4 million
2005	16	\$23.5 million	\$1.6 million	\$25.1 million
2006	20	\$29.7 million	\$3.6 million	\$33.3 million
2007	24	\$34.7 million	\$5.7 million	\$40.4 million
2008	23	\$37.8 million	\$6.1 million	\$43.9 million
2009	26	\$35.4 million	\$6.2 million	\$41.6 million
2010	26	\$36.6 million	\$3.7 million	\$40.3 million

The NYCWF has partnered with New York City and State agencies on a number of projects over the last several years:

- *The Funders and SBS have collaborated on several major projects: the NYC Sectors Initiative, which made multi-year grants to the Metropolitan Council on Jewish Poverty and SUNY Downstate to develop and implement sector strategies in healthcare and biotechnology; the Sector Strategies Practicum, an initiative to help organizations run effective sector programs through participation in a year-long learning collaborative; and as of early 2011, the New York Alliance for Careers in Health Care, a new “workforce meta-partnership” that will engage three key trade associations and a major union training fund in strategic labor force planning and broker connections to training providers to address identified needs.*
- *The NYCWF also partnered with the NYSDOL and OTDA to support the Career Pathways initiative (see NYSDOL and OTDA sections for more information on Career Pathways), funding two New York City-based community-based organizations to serve as “feeders” to prepare low-skilled individuals for participation in Career Pathways; and*
- *The Funders collaborated with CUNY on the New York City Clean Energy Industries Partnership to investigate opportunities to train disadvantaged New Yorkers for employment in the emerging “green economy.”*

## SECTION 6: CONCLUSION

### The End of the Beginning

The first step in addressing any challenge is recognizing and understanding it. Over the last year, New York City has taken that first step in workforce development. As described in Section 3 of this report, three deputy mayors perceived that the more than a dozen agencies and offices responsible for delivering work-related education, job training and employment services were not functioning effectively as a system, and charged them with a number of tasks to determine how to make progress toward that goal. The participants are working to identify inefficiencies in the current array of programs and ways to align and collaborate to deliver better services for businesses and jobseekers. As this process unfolds, we will transition from the current agency-centric model of service delivery toward an organizational structure and menu of programs that meets customer needs in a more effective manner and offers greater value for New York City.

Nonetheless, what has transpired thus far was the easy part. The actual work of changing practice to eliminate inefficiencies, close gaps in service and improve customer service will prove a bigger challenge. But we come to this effort with great strengths to build upon and many achievements of which to be proud, a number of which are detailed in this report. As a City, we have dramatically raised the number of job placements, continued the historic reduction of public assistance receipt, improved the skills and earning power of countless New Yorkers and begun to align high school completion with readiness for college and career—all accomplishments that signify ample capacity for self-improvement.

Yet the whole of our collective efforts has never equaled the sum of these parts. A truth sometimes overlooked within government is that jobseekers and businesses looking for employment-related assistance ultimately don't care which among several agencies delivers it; they simply want their needs addressed effectively. Working more effectively together will strengthen our capacity to do just that.

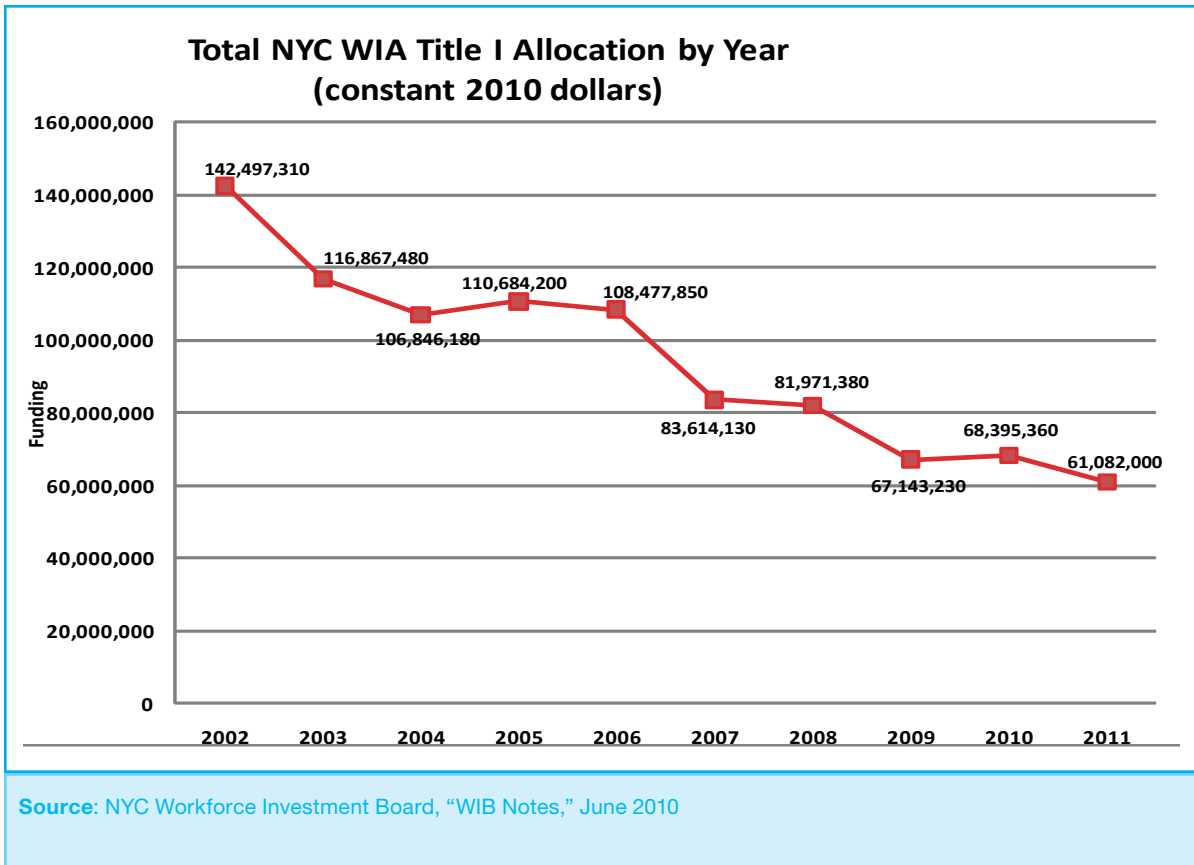
Political and budgetary circumstances at the federal level add urgency to our efforts to build a workforce system which functions as a system. Widespread skepticism among public officials and citizens alike about the efficacy and value of the public sector has gone hand in hand with severe reductions to federal spending for workforce services. As one example, the figure on the next page shows how New York City's annual allocation under Title I of the Workforce Investment Act (WIA), which funds many of the placement and training programs administered by the NYC Departments of Small Business Services and Youth and Community Development, has been cut by more than half in real dollars between 2001 and 2010. With downward pressure on domestic programs certain to continue as federal entitlement obligations swell in the years ahead, we will need to extract maximum value from every dollar.

Despite an unemployment rate nearly four points higher than it was in 2001, and flat average real wages for those who are working, New York City has seen more money cut from its annual regular WIA Title I allocation over the last decade than remains. State support has faltered as well; successive analyses published by the New York Association of Training and Employment Professionals and the Center for an Urban Future found that state-originating expenditures on workforce services fell by more than \$270 million statewide from 2003-2004 to 2005-2006, with little indication to believe there has been a rebound since then.<sup>22</sup> To give one painful example, Albany support for New York City's Summer Youth Employment Program plummeted from \$19.5 million in summer 2009 to \$8.5 million just a year later, a reduction that meant more than 7,200 fewer summer jobs for youth in the five boroughs.

In partnership with other jurisdictions and stakeholders, we will continue to make the argument in Albany and

*We will transition from the current agency-centric model of service delivery toward an organizational structure and menu of programs that meets customer needs in a more effective manner and offers greater value for New York City.*

<sup>22</sup> Center for an Urban Future and New York Association of Training and Employment Professionals, "A Thousand Cuts," February 2007. Available online at [http://www.nycfuture.org/content/articles/article\\_view.cfm?article\\_id=1156](http://www.nycfuture.org/content/articles/article_view.cfm?article_id=1156)



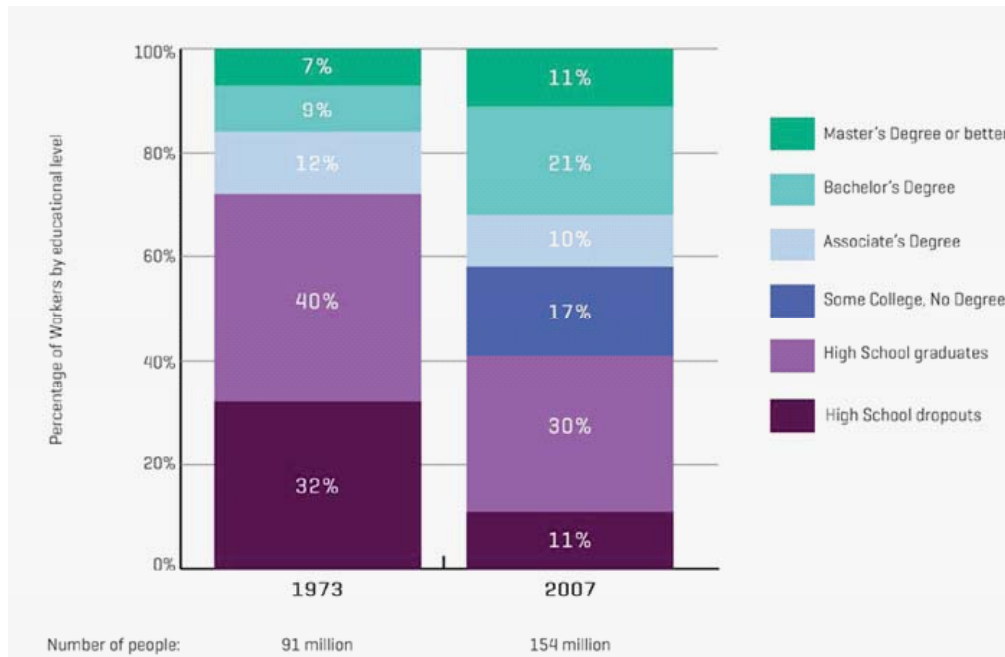
Washington, DC for robust investments in workforce programming. This promises to be an uphill fight, however, and it seems very likely that private and philanthropic actors will have to assume a larger partnership role with the public sector in supporting education, job training and employment services. It is our hope and our belief that restructuring programs on the basis of customer need and bolstering quality of services received will help us make a more compelling case for the value of this work and begin to draw the required levels of support.

## Defining a Mission

But what is the clear goal of our workforce services? City policy has consistently emphasized the centrality of work, a position to which we remain committed. Increasingly, however, as the figure on the next page illustrates, individuals have difficulty finding work without at least a baseline of educational attainment—a high school degree or equivalency—and demonstrable skills. And it is virtually impossible to support a family on the wages of the positions that are available for individuals without such an educational foundation.

The rising demand of employers for educational attainment and specialized skills among their workers presents a different kind of challenge for the public workforce system. Quick attachment to the labor force often is both the best thing for the individual customer and an important reciprocal obligation in exchange for assistance. But as employers increasingly require a solid educational foundation and demonstrable skills, it will be difficult for individuals who lack those attributes and are served solely with short-term job placement assistance to chart a path forward on their own.

These considerations suggest two overall goals for New York’s publicly funded workforce system. The first is to help every individual customer served reach a level where he or she can reasonably expect to find and retain employment at a level of compensation that enables self-sufficiency. Unlike businesses in the private sector, we can plausibly measure success by an absence of repeat customers. The City will work toward this objective through partnerships with non-government stakeholders in the development of new funding models. We will emphasize work-oriented



Source: March CPS data, various years; Center on Education and the Workforce. Image copied from "Pathways to Prosperity," Harvard Graduate School of Education, February 2011

educational attainment and support those looking to balance education with employment. At the same time, we will maintain our commitment to assist employers in the City to find and retain workers with the right skills for their enterprises to prosper in a climate of heightened economic competition.

Finally, we will develop unified strategies to address the unique circumstances of high-need groups such as older youth/young adults, individuals with past criminal justice system involvement, and immigrants. One consequence of the traditional agency-centric organization of the City's workforce system was that no comprehensive strategy existed for serving these groups, which didn't fit solely within any one agency's mandate. Notwithstanding some very strong programs scattered across the City's agencies, the common results were confusion for customers and a death of accountability.

The outcomes for each of these groups, with respect to work and careers, carry significant public finance implications, justifying particular focus in a moment when communities at all levels are seeking to sort through investments and obligations. The next edition of this report will include a much more in-depth look at these groups, including Citywide goals for raising both quality and quantity of services.

## Appendix: Glossary of Acronyms Used in this Report

AAW	Advance at Work
ABE	Adult Basic Education
ACCES	Office of Adult Career and Continuing Education Services
ACCES-VR	Adult and Continuing Education Services - Vocational Rehabilitation
ACE	Assisted Competitive Employment
ARRA	American Recovery and Reinvestment Act
ASAP	Accelerated Study in Associate Programs
ASE	Adult Secondary Education
BCC	Bronx Community Consortium
BEGIN	Begin Employment Gain Independence Now
BLS	Bureau of Labor Statistics
BPL	Brooklyn Public Library
BPSS	Bureau of Proprietary School Supervision
BSN	Bachelor of Science in Nursing
BtT	Bridge to Tomorrow
BTW	Back to Work
CA	Cash assistance
CARE WEP	Collect and Related Work Experience Program
CBO	Community-based organization
CE	Continuing Education
CEO	NYC Center for Economic Opportunity
Co-op Tech	The School of Cooperative and Technical Education
COPE	CUNY College Opportunity to Prepare for Employment
CTE	Career and Technical Education
CTEDS	Career and Technical Education Data System
CTL	City Tax Levy
CUNY	City University of New York
CWE	Consortium for Worker Education
DEWS	Division of Employment and Workforce Solutions
DFTA	NYC Department for the Aging
DHS	NYC Department of Homeless Services
DOC	NYC Department of Correction
DOE	NYC Department of Education
DOHMH	NYC Department of Health and Mental Hygiene
DOP	NYC Department of Probation
DPR	NYC Department of Parks and Recreation
DYCD	NYC Department of Youth and Community Development
EFF	Equipped for the Future
ELL	English Language Learner
EPE	Employment Preparation Education
ESOL	English for Speakers of Other Languages
FSET	Food Stamp Employment and Training

## Appendix: Glossary of Acronyms Used in this Report - Continued

FY	Fiscal Year
GED	General Educational Development
GNYADA	Greater New York Auto Dealers Association
HHC	NYC Health and Hospitals Corporation
HRA	NYC Human Resources Administration
IOI	Immigrant Opportunity Initiative
ITG	Individual Training Grant
IWP	Immigrant Workforce Project
JARC	Job Access and Reverse Commute
JTBO	Jobs to Build On
JTP	Job training participant
KCC	Kingsborough Community College
LEP	Limited English proficiency
LPN	Licensed Practical Nurse
LVER	Local Veterans Employment Representative
LWIW	Low Wage Immigrant Worker
MOAE	Mayor's Office of Adult Education
MOIA	Mayor's Office of Immigrant Affairs
NCP	Non-custodial parent
NEG	National Emergency Grant
NEW	Non-traditional Employment for Women
NIP	Neighborhood Improvement Project
NRS	National Reporting System
NYCEDC	NYC Economic Development Corporation
NYCHA	NYC Housing Authority
NYCLMIS	NYC Labor Market Information System
NYCWF	NYC Workforce Funders
NYPL	New York Public Library
NYS DOL	New York State Department of Labor
NYSED	New York State Education Department
OACE	Mayor's Office of Adult Education
OCFS	New York State Office of Children and Family Services
OFE	Office of Financial Empowerment
OJT	Statewide On-the-Job Training Program
OPT	Official Practice Test
OSY	Out-of-School Youth
OTDA	New York State Office of Temporary and Disability Assistance
POISED	Perfect Opportunity for Individual Skills and Educational Development
POP	Parks Opportunity Program
REES	Office of Resident Economic Empowerment & Sustainability
RES	Resident Employment Services
RN	Registered Nurse

## Appendix: Glossary of Acronyms Used in this Report - *Continued*

SBIDC	Southwest Brooklyn Industrial Development Corporation
SBS	NYC Department of Small Business Services
SCSEP	Senior Community Service Employment Program
SPA	Sunset Park Alliance
STEP	Support Through Employment Programs
SUNY	State University of New York
SYEP	Summer Youth Employment Program
TAG	Training Assesstment Group (HRA)
TANF	Temporary Assistance for Needy Families
TEF	1199SEIU Training and Employment Funds
UI	Unemployment insurance
USDOL	United States Department of Labor
VETA	Carl Perkins, Vocational and Technical Education Act
WANY	We Are New York
WeCARE	Wellness, Comprehensive Assessment Rehabilitation and Employment
WEP	Work Experience Program (WEP)
WETC	Workers with Disabilities Employment Tax Credit
WF1CC	Workforce1 Career Center
WIA	Workforce Investment Act
WIB	NYC Workforce Investment Board
WOTC	Work Opportunity Tax Credit
WPWAP	Willets Point Worker Assistance Program
WRS	Wage Reporting System
YAIP	Young Adult Internship Program
YALP	Young Adult Literacy Program

*Design Credit: Alexander Reh, NYC Department of Small Business Services.*

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