

Center for Economic Opportunity

Replicating Our Results



Center for
Economic Opportunity

Michael R. Bloomberg, Mayor



Cover: Mural created by NYC Justice Corps program participants
Above: MillionTrees Training Program participants

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

Dear Friends,

Economic recovery continues to be the greatest challenge facing the nation. However, New York City is rebounding faster than most urban areas, and last year led the country in job creation. Yet, too many of our residents are still struggling to find work, while others who are working remain in poverty.

The Center for Economic Opportunity leads our anti-poverty efforts. Our human services, education, employment, housing, and other agencies share its goals, and CEO works with each of them to develop new strategies and to objectively measure which programs work and which merit continued investment.

A number of CEO's pilot programs are having a measurable impact, and City agencies are adopting and expanding them. Other governments are seeking to replicate our success, including the Federal government, which has adopted several of our programs as well as our new, more accurate poverty measure.

CEO is helping more New Yorkers achieve financial stability and creating a brighter future for our City. I invite you to learn more about these critically important efforts in CEO's 2010 annual report.

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

Michael R. Bloomberg
Mayor

The Center for Economic Opportunity, and the

commission that preceded it, represent a decisive coming together of government agencies and partners around a complex problem. CEO continues to demonstrate how the City can attack difficult issues through collaboration and targeted investments that move our City forward. Since CEO's founding, I have led a number of collaborative efforts focused on increasing access to public benefits, reforming juvenile justice, making the City age-friendly, better coordinating the City's workforce development system, reducing teen pregnancy, and improving the outcomes of young men of color. In each of these ventures, I have been impressed by the dedication, creativity, and desire to do better by each and every agency.

This is an administration that prioritizes improving the lives of New Yorkers. We welcome good ideas and recognize the daily efforts required to provide the quality and quantity of services needed to keep this City moving forward. Our agencies have had to do more with less; they have reduced inefficiencies while striving to keep core services, but it's a struggle. This makes CEO's approach to investing wisely ever more important.

CEO was founded with an innovation fund and it strategically directs its resources to create, identify, and evaluate new programs. Through careful management, evaluation, and entrepreneurship, CEO maximizes its resources and continues to develop new initiatives while sustaining successful programs and ending those that do not produce results. CEO remains a model of excellence within this administration and across the nation. The programs are affecting people every day, the new poverty measure adopted by the Federal government is influencing policy and the national Social Innovation Fund is helping to replicate successful programs in other cities.

CEO deserves applause for its many accomplishments. Working in partnership with our City agencies, I know that CEO will continue to pursue creative, thoughtful strategies in support of low-income New Yorkers in the coming years.

Sincerely,



Linda I. Gibbs

Deputy Mayor for Health and Human Services

In 2010, CEO secured another important tool to

replicate and build broader evidence for its programs with a Federal Social Innovation Fund (SIF) grant. This multi-year, multi-million dollar grant enables CEO to expand five of our most promising programs locally and establish them in seven other cities across the nation. The programs will be rigorously evaluated by CEO and the nationally renowned research firm MDRC, and we expect the results to impact public policy and funding at the Federal level. The SIF is a public-private partnership and CEO is collaborating with the Mayor's Fund to Advance New York City to raise private matching funds.

The Federal government announced plans for a supplementary poverty measure in 2010, which will follow the methodology used in CEO's work. The new measure will coexist with the traditional poverty measure starting in 2011. The CEO Poverty Measure, released in 2008 and based on recommendations made by the National Academy of Sciences, inspired this historic shift by casting nationwide attention on the imbalance between poverty on the ground and how poverty has traditionally been measured. In recognition of the validity of this approach, state governments, localities, and academics from around the nation have reached out to CEO in efforts to replicate our poverty measure to meet their individual circumstances.

A recent award for Public Service Innovation from the Citizens Budget Commission highlights our achievements. I would like to congratulate the entire CEO team and our partner organizations, and most especially the CEO staff. This honor would not have been possible without everyone's hard work and tireless dedication. This award to the Center for Economic Opportunity also serves as a tribute to the vision of Mayor Bloomberg, and his unwavering support for innovation in City government.

As we celebrate our successes, we are mindful of the work that still lies ahead. We will continue to assess our full portfolio of programs and test new strategies to help more people in need. We remain humble in our mission and grateful to our partners in this endeavor.

Sincerely,



Veronica M. White
Executive Director



Executive Summary



Since its creation four years ago by

Mayor Michael R. Bloomberg, the NYC Center for Economic Opportunity's (CEO) impact on the fight against poverty has been felt across the boroughs of New York City and throughout the U.S. CEO's dedication to innovative programs and policies shows that local government, working with private partners, can continue to lead the way and pilot new approaches even in the face of a prolonged economic downturn.

CEO's approach is a unique one. In addition to building on ideas and lessons learned from government, private, academic and non-profit sectors, CEO uses rigorous data collection and evaluation to direct resources to its most promising poverty reduction programs. CEO is committed to monitoring and evaluating all of its projects to determine which are successful in meeting outcome targets and demonstrating impacts. With this focus on evidence, CEO invests wisely in programs in times of constrained resources.

CEO helps government work better by partnering with City agencies to develop new programs that have the potential to drive broader public service improvements. CEO also promotes inter-agency collaboration which results in the creation of common goals and better service coordination.

CEO utilizes a broad array of strategies that share a commitment to build human capital and break the cycle of poverty. Its initiatives promote education, employment, asset development and health for our target populations: the working poor, young adults aged 16-24, and families with young children.

“Veronica White and her team have changed the way the City thinks about its work. Through its focus on innovation and evaluation, the Center has succeeded at encouraging new collaborations and re-framing the way agencies approach anti-poverty programs.”

– Linda Gibbs, Deputy Mayor for Health and Human Services



Left: Office of Financial Empowerment, Financial Empowerment Center participant

Above: Veronica White accepting the annual innovation award from the Citizens Budget Commission in March 2011

CEO Initiatives

PROGRAMS & POLICY	<p>Asset Development: Asset building and saving strategies promote self-sufficiency and long-term economic success.</p> <ul style="list-style-type: none"> • Office of Financial Empowerment <ul style="list-style-type: none"> • Cities for Financial Empowerment • Financial Education Network • Financial Empowerment Centers • \$aveNYC • Tax Campaign • Earned Income Tax Credit Mailing • Opportunity NYC-Family Rewards • Opportunity NYC-Work Rewards <p>Workforce Development: Stable employment and career advancement provide a clear pathway out of poverty.</p> <ul style="list-style-type: none"> • Advance at Work • Business Solutions Training Funds • Community Partners • Employment Works • Food Handlers Certification • Jobs-Plus • Nursing Career Ladders: LPN Program • Nursing Career Ladders: RN Program • NYC Training Guide • Sector-Focused Career Centers <p>Education & Employment for High-Risk Youth: Every effort to graduate a child to the next level is an investment in moving them out of poverty.</p> <ul style="list-style-type: none"> • CUNY ASAP • CUNY Prep • MillionTrees Training Program • NYC Justice Corps • School-Based Health Centers • Teen ACTION • Young Adult Literacy Program • Young Adult Internship Program • Youth Financial Empowerment <p>Policy & Practices: New policies and practices designed to improve quality of life for low-income families.</p> <ul style="list-style-type: none"> • Child Care Tax Credit • Food Policy Coordinator • Healthy Food Retail Access • Healthy Meals/Food Standards • Increase FSET for Workforce Development • Language Access • Nurse-Family Partnership
SOCIAL INNOVATION FUND	<p>National Replication: The Federal Social Innovation Fund (SIF), administered by the Corporation for National and Community Service, is a new public-private partnership that seeks to grow high-impact organizations delivering proven solutions. CEO, in partnership with Mayor’s Fund, MDRC, private funders, and seven cities, is working to replicate five CEO initiatives in New York and across the country.</p> <ul style="list-style-type: none"> • Family Rewards • Jobs-Plus • SaveUSA • WorkAdvance • Young Adult Program
EVALUATION & RESEARCH	<p>Program Evaluation: Evaluate programs and policies to determine success at reducing poverty and increasing self-sufficiency.</p> <ul style="list-style-type: none"> • Conduct evaluations to determine the effectiveness of programs • Determine the ways that CEO initiatives have affected overall agency operations • Share lessons learned through reports, briefings, and conferences <p>Poverty Research: Efforts to better understand poverty and the impact of anti-poverty programs and policies.</p> <ul style="list-style-type: none"> • Created the CEO Poverty Measure, a local measure of poverty for New York City • Collaborate with other states and cities to develop similar measures • Support adoption of a similar poverty measure by the Federal government • Launch additional research projects to support citywide initiatives

2010 Highlights

CEO programs help New Yorkers gain employment, earn GEDs or college degrees, obtain certifications that lead to good jobs, open bank accounts, access healthier food, and get tax credits that increase their household income. These are just some of the numerous accomplishments of CEO programs that can be found in Appendix C, the Program Data section of this report.

Successful Programs

When CEO set out to study what works, it was clear that some programs would be discontinued and others would mature and merit expansion. Five years later, this is exactly what has happened. In an era of diminished resources, there is more need than ever to continue to invest wisely in programs that show positive impact, and cut programs that are not serving people at the highest levels. The past year marked an important milestone for CEO, as several programs were declared successful. CEO previously named programs promising and noted those with significant outcomes. These successful programs have attained a high level of evidence and have shown a strong impact. The programs that graduated out of the pilot stage in 2010 are helping participants build self-sufficiency, and demonstrate the partner City agency's commitment toward their sustainability.

CEO has a high standard for success and attaining it represents a substantial achievement for the City agency that operates the program. Before a program graduates it must meet several key criteria:

1. It must show that it works effectively as an anti-poverty approach by demonstrating significant participant impacts relevant to an appropriate comparison group.
2. The partner agency for the program must show its ongoing commitment to the program by integrating the program and/or similar strategies into other agency activities.
3. The agency must take steps to ensure the program's long-term sustainability by dedicating additional government and/or private funding to support the program.

As programs demonstrate success, CEO turns over full control of the program and its funding to the partner City agency. CEO is proud to share some examples

below of programs that have achieved this milestone of successful innovation. These include:

City University of New York: CUNY ASAP

CUNY ASAP provides financial, academic, and social support to help students complete associates degree programs in all six CUNY community colleges. More than half of ASAP students graduated in three years compared to 24 percent of similar students at CUNY. Demonstrating their commitment to ASAP, CUNY has raised additional private funds and is basing elements of its new community college on some of the lessons learned from CUNY ASAP.

Department of Consumer Affairs: Office of Financial Empowerment

The Office of Financial Empowerment (OFE) is the first local government initiative in the nation with a mission to educate, empower, and protect New Yorkers with low incomes so they can build assets and make the most of their financial resources. OFE's programs have helped thousands of New Yorkers increase their savings, lower their debts, and become more financially savvy. OFE has established itself as a nationally respected leader in the field and has raised additional private funds for its projects.

Department of Health and Mental Hygiene: School-Based Health Centers

School-Based Health Centers are an evidence-based strategy, proven through multiple national evaluations, that provides comprehensive primary care, mental health and reproductive health services at public high schools in high-need areas in New York City. The success of these comprehensive centers led the way to enhanced reproductive health services in high school SBHC's across the city.

Department of Small Business Services: Advance at Work

This program provides individualized services to help employed low-wage workers increase their earnings through training, coaching, promotions or new jobs, and access to work supports. Evidence from the CEO/Westat evaluation showed that the program helps people attain more promotions, higher wages and work more hours than similar participants at the standard career centers. The Department of Small Business Services demonstrated its commitment by



Mayor Michael R. Bloomberg announcing the launch of the SaveUSA program

“When we launched the Center for Economic Opportunity in 2006, we set out to test innovative new approaches - becoming the only locality in America undertaking a coordinated campaign to identify new solutions to help people break the cycle of poverty. A number of those pilots showed great results, and now we are able to expand here in New York City, while also assisting cities like Newark, Tulsa and Kansas City develop solutions.”

—Mayor Michael R. Bloomberg

allocating Workforce Investment Act (WIA) stimulus funds to Advance at Work.

Department of Small Business Services: Sector-Focused Career Centers

These specialized career centers offer job preparation and placement services within a single economic sector, involving close connections with employers in key occupations. CEO funds established healthcare, transportation, and manufacturing career centers. A CEO/Westat evaluation of the City's first sector center (the Transportation Center) showed that the program placed participants at higher rates into jobs with higher hourly wages and more weekly hours than participants at the City's traditional workforce centers. The Department of Small Business Services demonstrated its commitment by allocating Workforce Investment Act (WIA) stimulus funds to the sector centers.

Social Innovation Fund

In 2010, CEO won a prestigious Federal grant to replicate five of its most promising programs in New York City and up to seven other cities. The Social Innovation Fund (SIF) is intended to build evidence for scaling up programs and organizations that reduce poverty. The principle behind the SIF is similar to CEO's proposal that the Federal government establish an Urban Innovation Fund. The SIF and other innovation funds are notable ways that the government is learning about what works and is laying the groundwork for broader change. CEO, in partnership with the Mayor's Fund to Advance New York City, is an inaugural recipient of SIF funding and the only government entity selected among the 11 intermediaries chosen. The SIF was created through the Edward M. Kennedy Serve America Act of 2009 and is administered by the Corporation for National and Community Service (CNCS).

CEO is partnering with the Mayor's Fund (a not-for-profit organization that facilitates innovative public-private partnerships throughout NYC) and MDRC (a social policy research organization), as well as national and local funders, to implement the following programs in New York (NY), Kansas City (MO), Memphis (TN), Newark (NJ), Northeast Ohio, San Antonio (TX), Savannah (GA), and Tulsa (OK). All programs are being replicated in New York City. The other cities will participate in one or more of the following five CEO SIF programs:

- **Family Rewards.** Built on the success of similar programs in more than 20 countries, this conditional cash transfer program will provide cash incentives to families for achieving milestones that lead to better health, education, and employment outcomes, all of which increase human capital. Building on preliminary results from the New York City pilot, the SIF-supported program will focus on the incentives that evaluations have shown to be most promising.
- **Jobs-Plus.** The place-based Jobs-Plus program addresses entrenched poverty among public housing residents by saturating a development with job and career support, community building, and rent incentives. In a previously evaluated national pilot, residents' earnings continued to rise for three years after the program ended, greatly outpacing the income of a comparison group.
- **SaveUSA.** First piloted by the City's Office of Financial Empowerment as \$aveNYC, SaveUSA offers a matched savings account to low-income tax filers. Although nearly half of New York City participants in the pilot reported no history of savings, 80 percent saved for at least one year to receive the match and 75 percent continue to save.
- **WorkAdvance.** A sector-focused career advancement initiative to help low-wage workers get good jobs with career ladder opportunities. CEO built upon existing NYC programming, and national and international evaluations of advancement and sector strategies to create WorkAdvance, which will combine the best practices from these efforts to create a single, cost-effective, and replicable workforce intervention.
- **Young Adult Program.** The Young Adult Program is an education-conditioned internship program designed to improve the long-term economic opportunities of young adults age 18-24 who are out of school, out of work, and who lack a high school diploma or GED. The year-long program pairs quality educational instruction with a paid internship and case management.

CEO and the Mayor's Fund are hosting a learning network of program providers and other partners that will allow CEO's SIF partners to share best practices and address common challenges. The learning network will also facilitate opportunities to share evaluation findings with policymakers and a broader



Young Adult Internship Program participants at weekly workshop

audience. Through this project, the cities plan to further refine and test program models, building a multi-site body of evidence in support of promising, high-impact, cost-effective interventions that will influence national policy.

CEO Poverty Research

A hallmark of CEO's work is the position that fighting poverty requires an accurate understanding of the problem. The inadequacies of the official U.S. poverty measure have long been obvious to both social scientists and policymakers—yet government resisted the adoption of an improved measure. That is, until CEO began its groundbreaking work to put into action the conceptual framework created by the National Academy of Sciences (NAS).

When applying the NAS methodology, CEO's research established a poverty rate for 2008 in New York City of 22.0 percent- a number that is 4.4 percentage points higher than the corresponding official poverty rate of 17.6 percent for that year. Constructing the data needed to implement this measure in New York City has been a complex task. The results of that effort have informed policymakers and practitioners about the reality of poverty in our City and our communities. CEO's work has been presented at professional conferences, government hearings, and other events across the country, and has been published in the prestigious *Journal of Policy Analysis and Management*.

In 2010, CEO's leadership and advocacy paid off. "They've shown the way," is how Rebecca Blank, Under Secretary of Commerce for Economic Affairs, describes CEO's role in spurring the Obama Administration's March 2010 announcement that the U.S. Census Bureau will issue a Supplemental Poverty Measure also based on the National Academy's recommendations. In the past year, CEO has advised on the development of the new Federal measure, and is actively promoting the advantages of this measure at the Federal level.

In addition to its work on a national level, CEO has supported the efforts of local and state governments to develop their own poverty measures. For example, CEO has collaborated with New York State's Office of Temporary and Disability Assistance and Stanford University's Center for the Study of Poverty and Inequality in the development of poverty measures for the State of New York and San Francisco, respectively. CEO will continue to assist other jurisdictions that wish to develop their own measures.

Conditional Cash Transfer (CCT) Programs: Opportunity NYC-Family Rewards

In March 2010, CEO and MDRC, a nonprofit research organization, released early findings from CEO's Conditional Cash Transfer (CCT) program, showing that cash incentives helped reduce poverty and hardship and increase academic performance and health outcomes. In its first two years, Opportunity NYC reduced poverty among its participants by 11 percentage points, and positively impacted a number of health and education outcomes.

"To tackle an entrenched social problem like poverty, you have to try new approaches. And that is exactly what we did," said Mayor Bloomberg. "When we launched this pilot program, we knew conditional cash transfer programs were effective in other countries, and now we know certain aspects of the program can work here in New York. As a result of our work, we now have a better understanding of what government can do to improve people's lives and stop the cycle of poverty in our communities."

Opportunity NYC-Family Rewards was started by CEO in 2007 as a three year experimental, privately-funded CCT program to select families in six of the City's highest poverty communities to break the cycle

CEO Social Innovation Fund Projects Overview

	STRATEGY	CEO PROGRAMS	EVALUATION RESULTS	SIF PROGRAMS
WORKFORCE DEVELOPMENT	Stable employment and career advancement to provide a clear pathway out of poverty	<p>Sector-Focused Career Centers (SBS) are job placement and training centers that focus on a single economic sector. Each center strives to meet the specific employer needs of that sector and to provide low-income workers with access to jobs with career advancement opportunities.</p> <p>Advance at Work (SBS) increases income for employed low-wage workers through job upgrades, access to work supports, and asset-building activities.</p> <p>Jobs-Plus at Jefferson Houses (CUNY, HRA, NYCHA) is an evidence-based employment program targeting public housing residents. This place-based program offers employment and training services, outreach, and incentives designed to help “make work pay.”</p>	<p>Sector-Focused Career Centers (Transportation). Participants are placed at higher rates and have higher hourly wages and more weekly hours at placement, as compared to Workforce1 Center’s clients.</p> <p>Advance at Work. Participants have higher placement rates, higher hourly wages, and more weekly hours, as compared to the traditional Workforce1 Centers’ clients.</p> <p>Jobs-Plus. MDRC’s study of the previous national pilot demonstrated increased earnings for residents for at least seven years after the program’s full implementation, relative to a control group.</p>	<p>WorkAdvance is a blended model designed to assist adults obtain employment in targeted sectors that have room for advancement. The program will be offered in New York City, Northeast Ohio, and Tulsa.</p> <p>Jobs-Plus seeks to raise and sustain the level of employment and earnings among residents of public housing developments. Services will be tailored to residents’ individual needs and draw from a menu of on-site and referral services. The program will be offered in New York City and San Antonio.</p>
YOUTH DEVELOPMENT	Education programs and other support services, as well as work opportunities and internships	<p>Young Adult Internship Program (DYCD) provides short-term paid internships, placement into jobs, education or advanced training, and follow-up services to disconnected youth ages 16 to 24 years old.</p> <p>Young Adult Literacy Program (DYCD and Libraries) offers targeted literacy and math instruction, work readiness, support services, and paid internships.</p>	<p>Young Adult Internship Program. An analysis of administrative data suggested that the program is effective in re-engaging disconnected youth; approximately half of the youth who entered the program remained engaged in employment or education nine months after completing the internship, including young adults with significant barriers.</p> <p>Young Adult Literacy Program. An evaluation showed that adding paid internships-conditioned on attendance in the education services led to increased attendance and program retention, as well as an increase in participants’ math gains.</p>	<p>Young Adult Program is an education-conditioned internship program. This twelve-month intervention will target disconnected young adults 18-24 years old in New York City, Kansas City (MO), and Newark.</p>
ASSET DEVELOPMENT	Asset building and saving strategies to promote self sufficiency	<p>SaveNYC (DCA/OFE) is a unique opportunity for eligible low-income tax filers to use a portion of their Earned Income Tax Credit (EITC) refund to build savings</p>	<p>SaveNYC. Results show that individuals with low and very low incomes can and do save when provided simple and safe banking products. In the three years of the program, approximately 80% of participants saved for a full year, many for the first time.</p>	<p>SaveUSA will offer matched savings accounts to low-income tax filers, building on the savings opportunity presented by EITC refunds. The program will be offered in New York City, Newark, San Antonio, and Tulsa.</p>
CONDITIONAL CASH TRANSFERS	Innovative anti-poverty strategies modeled on the success of programs in more than 20 countries worldwide	<p>The Opportunity NYC – Family Rewards (CEO) pilot used cash incentives to reduce short-term material hardship and support long-term human capital development. This family-focused program offered rewards for activities related to educational effort and achievement, preventive health care, and employment and training.</p>	<p>Opportunity NYC – Family Rewards. Preliminary evaluation results show that the program reduced poverty and improved a number of health and education outcomes, including higher rates of school attendance and grade advancement, as well as higher standardized test results and increases in preventive dental and health care.</p>	<p>Family Rewards provides cash incentives to families for achieving milestones that lead to better health, education, and employment outcomes. Building on preliminary results from the earlier pilot, the SIF-supported program will focus on the most promising incentives. The program will be offered in New York City and Memphis.</p>

of intergenerational poverty.¹ Unlike conventional approaches to poverty reduction, Family Rewards offers cash assistance to reduce immediate hardship and poverty to families that make efforts to improve children's educational achievement, family health and parents' employment.

The MDRC report showed that the effects on poverty reduction and other economic outcomes were substantial. Family Rewards disbursed more than \$14 million to 2,400 families during the program's first two years. Families earned an average of \$3,000 a year with families' overall reward earnings coming largely from meeting education and health targets. This program made it easier for participants to make ends meet and pay for basic necessities, including food, phone service and utilities. It also decreased the use of costly financial institutions, like check-cashing establishments.

In addition, Family Rewards showed progress in education, health, and employment outcomes for some program recipients. For example, for high school students who had met basic academic proficiency standards before entering high school, Family Rewards increased school attendance, course credits, grade advancement and standardized test results when compared to proficient students in the control group. The initiative also contributed toward improved health: families' consistency of health insurance coverage and preventative medical care increased, reducing reliance on hospital emergency rooms for routine care. There were also substantial increases in families receiving preventive dental care. The program did not have an impact on improving school outcomes for elementary or middle school students, or for high school students who had not met basic academic proficiency standards before entering high school.

The program has attracted an array of interest from international organizations and governments, and is part of CEO's Social Innovation Fund program replication.

Conclusion

Mayor Bloomberg's commitment to CEO and its prominent placement in the Mayor's Office has given CEO the stature to effectively lead collaborations with



Lakythia Ferby, Director of the Brooklyn Workforce1 Career Center, and Ali Knight, Director of NYC Justice Corps, presenting at the Grassroots and Groundworks Conference in Portland, Oregon

other City agencies and to promote anti-poverty efforts with policymakers. This year several CEO programs were declared successful, having demonstrated they have an anti-poverty impact and ongoing support from the City agency that operates the program. The Social Innovation Fund and the Federal government's adoption of the Supplemental Poverty Measure are ways CEO's work reaches beyond the boundaries of New York City and will continue to do so for years to come.

This report provides a summary of CEO's work on multiple fronts. The three main chapters present an overview of CEO's approach and lessons learned, an update on our poverty research, and the highlights of our findings in our groundbreaking conditional cash transfer program Opportunity NYC. These chapters were adapted from articles written for the Stanford Center for the Study of Poverty and Inequality's Pathways magazine. The appendices include descriptions of our programs and recent performance data.

CEO is proud of its accomplishments over the past four years. Despite the recession and increased challenges for the populations it serves, CEO continues to expand what works, pilot new strategies, hold programs accountable, and play a key role on the national stage in anti-poverty efforts.

¹ The Opportunity NYC program and its evaluation are privately funded by donations made to the Mayor's Fund to Advance New York City. Major contributors include Bloomberg Philanthropies, The Rockefeller Foundation, the Starr Foundation, the Open Society Foundations, the Robin Hood Foundation, The Tiger Foundation, The Annie E. Casey Foundation, American International Group (AIG), the John D. and Catherine T. MacArthur Foundation, and New York Community Trust.

Profile: Petrona Jerome, Advance at Work

Originally from Guyana, Petrona Jerome moved to New York in 2006 in search of better economic opportunities. Laid off in 2008, Petrona had to reevaluate the best way of working toward her dream. "After I lost my job, my mom became ill and I was forced to drop out of my bachelors program because I couldn't afford to pay the tuition anymore," explains Petrona. "It was a very challenging and depressing time for me because I no longer had the resources necessary to pursue my dream."

Petrona enrolled in a career development program, Advance at Work, at the Brooklyn Workforce 1 Career Center. In the next year, she took advantage of many services at the Center, including career coaching, specialized training, and peer group meetings. Petrona also received an individual training grant, which funded her participation in a real estate certification program. "When my coach told me that I had received the grant, I was so elated," says Petrona. "After all of the bad things that had happened to me, I finally felt like my fortunes were changing!"

With the help of her enhanced credentials

and sharpened networking skills, Petrona secured a part-time position as an agent with the Brooklyn-based firm Fillmore Real Estate. "After I was hired, I learned that the key factor that distinguished me in a crowded field of applicants was the thank you note that I sent after my interview. That was one of the key things I had learned in the interview workshop!" Petrona soon moved on to a full-time position in the finance department at the AIDS Center of Queens County (ACQC), where she regularly employs the computer and other skills she honed during her time in the Advance at Work program. At ACQC, Petrona has received several significant salary increases.

Petrona now has a demanding schedule that includes working and the full-time pursuit of a bachelors degree, but she is able to maintain laser focus. "My schedule is definitely a bit crazy, but it sure beats being unemployed," explains Petrona. "One of my goals is to get my B.A., and I'm not going to let anything sidetrack me from that." She now feels that success is on the horizon: "I am not saying that I have arrived, but I finally feel like I am getting there."



"After all of the bad things that had happened to me, I finally felt like my fortunes were changing!"

Petrona Jerome

CEO History



2006

Mayor Bloomberg established the Commission for Economic Opportunity, chaired by Geoffrey Canada and Richard Parsons, to analyze the causes, scope, and consequences of poverty

The Commission presented findings, urging the City to focus on three populations: the Working Poor, Young Adults, 16-24, and Families with Children

Mayor Bloomberg established the NYC Center for Economic Opportunity under the leadership of Executive Director Veronica M. White

CEO and the Department of Consumer Affairs launched the first CEO initiative, the Office of Financial Empowerment

2007

Thirty-one programs were successfully implemented by CEO and partner agencies

The first CUNY ASAP students started classes at the City's six community colleges

Opportunity NYC, the nation's first conditional cash transfer program, was launched

House Committee on Ways and Means invited testimony from New York City on Measuring Poverty in America

New York State Governor Spitzer signed into law a local Child Care Tax Credit for New York City residents, advocated for by CEO

CEO selected Westat, Inc. and Metis Associates as the Center's independent evaluators

Mayor Bloomberg signed Executive Order No.117 institutionalizing CEO within the Mayor's Office

2008

CEO programs began to exceed targets: the Community Based Outreach program placed more than 2,000 people into jobs in one year and CUNY Prep achieved a higher graduation rate than any GED program citywide

The Office of Financial Empowerment led several new initiatives, including the Cities for Financial Empowerment coalition

CEO, MDRC and The Rockefeller Foundation created the Conditional Cash Transfer Learning Network to share lessons learned from Opportunity NYC

CEO issued its first report on an alternative poverty measure, including results for New York City, and offered to share the model with other cities

CEO released an Early Implementation Report describing the evidence-basis, design, and performance targets for 17 programs



Impact & Recognition

2009

CEO and the Department of Small Business Services used Federal stimulus funds to scale-up CEO programs, including the sector-based career centers and the Career Advancement Program

CEO and the Department of Youth and Community Development used Federal stimulus funds to create an education-conditioned internship program

Mayor Bloomberg and Agriculture Secretary Vilsack announced \$2 million grant to create jobs for CEO's MillionTrees participants and others

MDRC released preliminary results from Opportunity NYC-Family Rewards

An evaluation report on the impact of CEO on its partner agencies and other key stakeholders is released

First evaluation reports released on the LPN Program, NYC Justice Corps, and the Young Adult Internship Program

CEO is a finalist for the Kennedy School Innovations in American Government Award

Jobs-Plus was successfully implemented at Jefferson Houses, a public housing residence in East Harlem

2010

CEO, in partnership with the Mayor's Fund to Advance New York City and MDRC, received a Social Innovation Fund award from the Corporation for National and Community Service to expand promising programs, including \$aveNYC, Jobs-Plus, Family Rewards, young adult literacy and internship programs, and the sector-based center and career advancement initiatives

CUNY ASAP surpassed graduation targets. More than half of ASAP students graduated in three years compared to 24 percent of similar students at CUNY not in the program

MDRC released the first evaluation report on Opportunity NYC-Family Rewards, highlighting impacts for high school students and families

A second working paper on the CEO poverty measure was released, examining poverty in New York City from 2005-2008

The U.S. Census Bureau announced plans to develop a Supplemental Poverty Measure, following in the steps of New York City, which was the first local government to implement an alternative to the outdated measure

New York City won the National League of Cities' Municipal Excellence Award for the City's Financial Empowerment Center

Additional reports were released, including Workforce Innovations, which compared the outcomes for three CEO/SBS programs with traditional Workforce1 clients



CUNY Prep Director Jenny Ristenbatt and students

CEO Overview

Over the past four years, the New York City Center for Economic Opportunity (CEO) has become a leader in the fight against poverty, so much so that now the Federal government is adopting practices and strategies based on some of our experiences.

CEO develops new anti-poverty initiatives out of the New York City Mayor's Office. This small innovation unit works with other City agencies to develop new initiatives and measure results. CEO supports programs that build human capital development and promote economic stability, such as education, employment, asset development, and health projects. CEO interventions are based on new ideas, evolutions of local programs, and established evidence-based models; and each is carefully monitored and evaluated.

CEO has an annual innovation fund of approximately \$100 million in public and private funding; these resources are allocated among up to 20 City agency partners who deliver services along with contracted non-profits and other vendors. CEO revisits its funding decisions each year based on performance and allocates resources to projects with the greatest capacity to reduce poverty, fulfill unmet needs, and drive larger systemic change. No agency, program, or particular population has a claim on the funding.

Two years into the effort, Federal stimulus funds offered an opportunity to expand several promising programs locally. Last year the Congress and the White House moved to adopt CEO's poverty measure, and now the Social Innovation Fund is enabling CEO to test its models in cities across the nation.

CEO has something to offer on different levels: the first is the Center itself with a cross-agency innovation fund and commitment to measuring what works; the second is the growing track record of specific program models.

I. CEO: Innovation, Data, and Accountability

The Center for Economic Opportunity grew out of the recommendations of a mayoral commission on poverty, the Commission on Economic Opportunity. The Commission was chaired by Geoffrey Canada, President of Harlem Children's Zone, and Richard Parsons, then-President of Time Warner, and included representatives from government, philanthropy, the private sector, leading non-profit organizations, and academics. Mayor Michael Bloomberg charged the Commission to identify pragmatic approaches and cautioned against recommendations that required major new investments or were simply an expansion of safety net programs.

The Commission recommended dozens of anti-poverty interventions that build on the strengths and assets of individuals and communities, with the specific goals of improving education, skills, and job opportunities for low-income New Yorkers.

Ideas came from unexpected sources. For instance, the Department of Finance offered tax data that would allow it to send completed tax forms to households whose earnings appeared to make them eligible for the Earned

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

By Kristin Morse. A version of this paper will appear in *PATHWAYS, A magazine on poverty, inequality, and social policy*, published by the Stanford Center for the Study of Poverty and Inequality.

Income Tax Credit (EITC). In the first year, thousands of households signed and returned the forms, resulting in \$10 million in unclaimed credits from prior tax years. The IRS has since become an advocate for the strategy and is actively promoting it with other states, including a current project that recently reached out to 46,000 Californians. The creativity, interest in poverty, and level of customer service exhibited by the tax agency was initially surprising but also evident in many other local government partners.

Some ideas came from evidence-based or promising programs in other parts of the world, such as Mexico's conditional cash transfer program or the Civic Justice Corps, a re-entry program from Oregon. Other ideas came from agency commissioners, eager to implement new pilot projects and broader reforms. For the Department of Small Business Services (SBS), the City's employment services agency, CEO funding enabled the department to expand its range of services. The Department of Youth and Community Development (DYCD) designed an internship program for disconnected young people that builds on its experience of offering summer youth employment programs and year long job training for out-of-school youth.

Research and Evaluation

The Commission also stressed the importance of measuring what works, and CEO has a robust monitoring, evaluation, and research agenda. Frustrated by the seemingly simple task of understanding how many New Yorkers live in poverty and assessing the impact of recent major government anti-poverty initiatives, namely expanding the EITC and in-kind benefits, the Commission recommended revisiting the Federal poverty measure, a simple threshold based on three times the average cost of food. New York City led the way to the recent Federal adoption of a supplementary poverty measure, with its release of a new count of poverty in New York City based on methodology recommended by the National Academy of Sciences that takes into account the cost of living, tax benefits and other in-kind transfers. By this measure, the number of impoverished New Yorkers increased from 1.5 million to 1.8 million, a reflection of high New York City housing costs now counted in the measure.

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Mayor Bloomberg in a new advertising campaign promoting the City's workforce development services

outcomes. This is accomplished through active program monitoring and management by City agencies, a CEO monitoring and evaluation team, and in-depth program assessments conducted by independent, external evaluation firms.

Each program has an individual evaluation strategy that reflects implementation status, the quality of administrative data, the timing of expected program outcomes, the availability of appropriate comparison groups, general knowledge of a particular intervention, and our level of investment. We use evaluation methods ranging from simple participant focus groups, to analyses of administrative data, to random assignment evaluations. Performance monitoring and effective agency oversight quickly tells us what's not working; and evaluation resources are generally targeted to promising interventions.

CEO evaluations strive to balance rigorous inquiry with the need to make timely decisions. It takes time for programs to generate outcomes and even longer to rigorously measure impacts. Budget reductions

and opportunities for additional Federal or private funding have required CEO to make decisions quickly regarding which programs to cut, maintain, or expand. Stimulus funding allowed the City to expand several of CEO's new employment programs, while budget pressures limit the ability to expand and even maintain other promising programs. CEO will continue to seize opportunities to push its anti-poverty programs while maintaining an honest and open approach to measuring what works.

Early on, CEO recognized the need to be strategic about its evaluation resources. While all programs are measured – not all require the same level of effort. CEO assesses some programs with available administrative data, such as using tax records to track the take up of the Child Care Tax Credit. Another program, CUNY ASAP, a community college graduation initiative described more fully below, demonstrated very strong impacts measured by a comparison group analysis of similar students, leading to a private funding commitment for a random assignment evaluation. Our approach relies heavily on existing data and "good enough" comparisons while investing in building evidence for our most promising programs and those for which data aren't readily available. We now have three random assignment evaluations underway; and several more planned as part of our Social Innovation Fund projects.

CEO leads the evaluation effort in collaboration with external evaluators, MDRC, Metis Associates, and Westat. City agencies continue to play a critical role in CEO evaluations. In some cases, such as at the City University of New York, the Office of Financial Empowerment, and the Department of Health and Mental Hygiene, CEO supports evaluation and research positions. These partners are strongly committed to evaluation and have the expertise to carry out robust studies. External evaluators have generally provided external validation and technical assistance to those efforts. Other agencies work closely with CEO to define research questions that matter and support data collection. This collaborative approach ensures that evaluations answer the questions agencies really care about and boosts the internal capacity and commitment to data analysis, while maintaining objective assessments.

External evaluators have completed scores of evaluations (available on CEO's website) and have

many others underway. CEO and partner agencies use performance data and evaluation findings to manage and improve programs, refine program models, inform public policy, and allocate resources.

CEO's great asset is its innovation fund – which includes a discretionary pot of City funding and is designed to facilitate experimentation. The Center for American Progress and others have advocated requiring Federal agencies to put one percent of their funding into an innovation fund. Pooling these resources into a common cross-agency fund, like CEO's, would create a little healthy competition among government agencies, encourage interagency collaboration, and increase the potential resources for winning ideas.

II. Successful Programs

CEO programs are required to measure solid participant outcomes in order to maintain funding. For us to deem a program successful it must establish real participant impacts and host agencies need to demonstrate their financial commitment and how they intend to integrate the program into their operations. Several CEO programs have attained this threshold and have fully transitioned into City agency operations. Successful programs and agencies include:

City University of New York

CUNY ASAP

Department of Consumer Affairs

Office of Financial Empowerment

Department of Health and Mental Hygiene

School-Based Health Centers

Department of Small Business Services

Advance at Work

Sector-Focused Career Centers

CEO is replicating its programs in several other cities with the support of a prestigious Federal Social Innovation Fund (SIF) grant, administered by the Corporation for National and Community Service. The goal of the SIF is to build national evidence for programs with the potential for transformative social change defined as demonstrating strong impacts, the potential for broad applicability, and generating cost savings through efficiency gains. CEO is collaborating with MDRC, the social policy research organization, and the Mayor's Fund to Advance New York City, a non-profit that leads public-private partnerships,



CUNY Prep students

and is the City's grant making institution and local governments and foundations. The CEO SIF will replicate:

- **WorkAdvance** – a sector based employment and advancement program.
- **Jobs-Plus** – a public housing based employment initiative that combines workforce development services with rent incentives and a focus on community engagement.
- **Young Adult Program** – an education-conditioned employment program for disconnected youth.
- **Family Rewards** – a conditional cash transfer program.
- **SaveUSA** – a tax-time matched savings program.

This section describes only a few of our promising programs and provides a glimpse of the kinds of interventions that we support. Program descriptions are included in Appendix A and detailed reports on most programs are available on CEO's website (www.nyc.gov/ceo).

SaveUSA offers a matched savings account to low and moderate income tax filers, building on the opportunity for savings created by large tax refunds. Participants receive a 50 percent match, up to \$500, if they deposit at least \$200 from their tax refund into a SaveUSA account and maintain the initial deposit for one year. The program is now available to eligible tax filers at volunteer tax preparation sites in New York City, Tulsa, San Antonio, and Newark, as part of

CEO's SIF project. SaveUSA is undergoing a random assignment evaluation in New York City and Tulsa to test the impact of tax-time savings on long-term saving, total asset holdings, and debt.

SaveUSA is based on \$aveNYC, a program developed by the Department of Consumer Affairs' Office for Financial Empowerment that helped very low and moderate income families connect to mainstream banks, build savings, and save for both emergencies and long-term goals. \$aveNYC has attracted 2,200 savers in its first three years of operation, 23 percent of whom did not have a bank account, and 40 percent of whom reported having no savings or history of saving when they entered the program. The majority of participants (78 percent) saved for at least one year and received the match funds, accumulating over \$1.7 million in savings. Roughly 70 percent of participants continued to save even after receiving the match.

SaveUSA was designed for replication as a Federal "Saver's Bonus" tax credit, similar to a proposal introduced in the 110th Congress by Senator Robert Menendez from New Jersey. The SIF impact evaluation will further build the case for the Saver's Bonus as a Federal savings program for low and moderate income households.

Another successful program that we are expanding in New York City with City and philanthropic funding is the **CEO/City University of New York ASAP** program. This community college graduation project, CUNY ASAP, resulted in 55 percent of students completing their associates degrees in three years. This is a sharp difference from the nationwide community college graduation rate of approximately 20 percent; and the 24 percent graduation rate of a comparison group of similar students. President Barack Obama has made college graduation a priority and the Student Aid and Fiscal Responsibility Act, included in the Federal health care reform act, offers new resources to support college persistence and graduation. Programs like ASAP can lead the way to fulfilling the President's graduation goal.

The City University of New York and the Center for Economic Opportunity designed ASAP to overcome barriers to graduation: the program requires full-time study, the colleges offer academic advisement and a limited number of majors so that students do not waste valuable time and loan resources; students are supported through peer cohorts, convenient block

scheduling, tutoring, and counseling; and financial supports pay for books and transportation and make up any difference between financial aid and tuition.

ASAP operates in all six New York City community colleges and serves over 1,000 students annually. CUNY also credits ASAP for contributing to its vision for a new community college that aims to have better graduation rates for its most disadvantaged students by requiring full-time study, narrowing the number of majors, taking a different approach to remediation, and offering a range of academic and financial supports.

WorkAdvance is a sector-focused workforce development model to help unemployed and low-wage working adults increase their employment and earnings. By focusing on a particular industry, each site develops strong employer relationships and an expertise in the career paths within particular sectors and the skills and training requirements required for specific positions. The program also has an explicit focus on advancement with the expectation that participants return to the program as they seek further opportunities to increase their earnings.

WorkAdvance draws upon the lessons from two CEO programs and several recent studies. CEO supports three sector centers in New York City and issued an evaluation of its Transportation Center. The quasi-experimental analysis conducted by Westat showed Transportation Center participants were more likely to be placed in jobs, earned more, and worked more hours per week than those in the traditional career centers. These findings echo a multi-site random assignment evaluation of sectoral training programs by Public/Private Ventures that also showed large impacts



Scholars at Work participant in an internship arranged by the Workforce1 Transportation Career Center

on earnings. CEO also commissioned a similar quasi-experimental analysis of its advancement program that found participants were more likely to be placed in a job or receive a promotion, earned more, and had more weekly work hours than the comparison group. MDRC evaluations of similar advancement programs in the U.S. and U.K. also informed the new model. The random assignment evaluation of WorkAdvance will test whether combining and scaling up promising features of the prior models will produce larger effects on career advancement and economic security.

III. Discontinued Programs

True to its word, CEO has discontinued several programs. Each of these programs taught us important lessons.

An unsurprising theme across our programs is that quality implementation and oversight are as important as good ideas. Through careful management and attention to performance data, many early challenges were resolved by struggling providers stepping up to the plate. In other cases, agencies terminated individual contracts for failing to perform. Provider feedback also helped to evolve program models.

We have learned about the types of projects most likely to see strong outcomes/impacts, the importance of agency buy in, the proper scale for a good test, and the need for crisp measurement strategies. Our approach to young adults increasingly includes the three pillars of education, employment, and support. Programs with a single site/provider generally have not given us large enough numbers or a broad enough test to draw conclusions about an approach. And in a few instances, we've struggled to find an appropriate comparison group or conducted flawed evaluations.

So far, we have not discontinued a major program model with broad lessons for the field. This type of judgment would likely follow a random assignment evaluation; and those results are not yet in. We've generally discontinued programs that were poorly implemented or didn't have a strong enough dosage or a comprehensive enough mix of services. For example, we eliminated several GED programs but continue to fund others when combined with college preparation or a subsidized job. Several of our re-entry programs did not have strong employment or recidivism outcomes; we are investing in a new set of programs with a stronger focus on education and



NYC Justice Corps participants at their graduation

community supports for court-involved young adults.

Out of over 40 projects launched, we have completed or discontinued 12 programs. Several of these were always intended as time-limited pilots, such as a three-year conditional cash transfer program, outreach efforts, and the development of an on-line training directory. Others were worthwhile experiments that didn't ultimately earn their keep.

Since CEO's founding, New York City has gone through nine rounds of budget cuts, reducing the City's overall budget by \$5.2 billion. CEO has had a proportional share of its City funding cut and like other City agencies has faced difficult decisions. This fiscal environment forced us to quickly cut low-performing programs and to truly focus on the programs with the greatest potential impact. Early priorities like engaging as many agencies as possible fell away, as have projects that are good but not substantively different from standard offerings.

IV. Importance of Innovation

The White House and the Corporation for National and Community Service designed the Social Innovation Fund (SIF) to support replicating evidence-based programs and organizations. Like several other Federal funds – Investing in Innovation Fund (i3) for

education reform and Harlem Children Zone-inspired Promise Neighborhoods – the SIF provides resources to scale up evidence-based practices. These highly competitive grants spotlight good ideas and offer the Federal government an opportunity to further test and build support for emergent programs and policies.

Some innovations fail, some are limited in scope, but some new approaches have the potential to fundamentally improve public services. The challenge for CEO and other innovation funds is to integrate successful practices and program models into the larger safety net, workforce development, education, housing, and other anti-poverty funding streams. Some of the basic practices or program elements – such as using data effectively, advising students on the coursework required for graduation, or engaging employers – are fairly inexpensive and have easy, broad applicability. Other program models represent a greater departure from routine service delivery. These models – like Jobs-Plus or CUNY ASAP – are more expensive and therefore challenging to bring to scale. Making a shift from publicly funded programs that emphasize quick job placements for many or emphasize college access over graduation will likely require further evidence and an increased willingness to pay for results.

Profile: Andrew McKee, NYC Justice Corps

Andrew's challenges began when he was 14 years old, when his mother passed away from breast cancer. Andrew then lived with various family members and was later placed with a foster family. Now 22 years old, he says, "It was a very tough time for me. Even though my foster parents were very supportive, it took me a while to come to terms with that loss." After graduating from high school, Andrew enrolled at Medgar Evers College but later withdrew because of disciplinary issues. Andrew's problems deepened, and in summer of 2009, he lost his job in retail due to trouble with the law.

While on probation, Andrew's probation officer referred him to the NYC Justice Corps, a paid six-month program for young ex-offenders. The program provides educational instruction, builds job readiness skills, and facilitates participants giving back to their neighborhoods through a community service project. "At first I was skeptical," says Andrew. "But my probation officer highly recommended the program and I was striking out with my job search, so I decided to give it a try."

Andrew participated in NYC Justice Corps workshops designed to improve job readiness by refining Corps members' networking, resume writing, and interviewing skills. He became passionate about the child care center renovation service project he was completing with other participants. "When we arrived, the place was in really bad shape. There was paint peeling off the walls, and the kids were playing around in that environment," says Andrew. "So we re-plastered the walls and retiled the floors and made the place

look really nice. Now every time I visit, the staff is incredibly thankful."

During the internship phase of the NYC Justice Corps program, Andrew worked in the Commissioner's Office at the NYC Department of Probation, where he helped set up a youth advisory board for juvenile probation. "One of my assignments was to run a focus group with young probationers, and get their ideas on how the probation process should be improved," says Andrew. "It was a natural fit for me since I've made a lot of mistakes in my life. So the kids felt really comfortable sharing their experiences."

Andrew graduated from NYC Justice Corps in June and leveraged his experience to secure a full-time position with the NYC Department of Youth and Community Development (DYCD), where he is a field supervisor for their subsidized jobs programs. "When I was interning with the Department of Probation, I attended a meeting with the Assistant Commissioner at DYCD," explains Andrew. "I had a lot of questions for him about his programs and at the end of the meeting he asked for my resume. I was just networking, plain and simple—but I wouldn't have gotten that opportunity without Justice Corps!"

CEO is proud to congratulate Andrew McKee for being selected as a 2011 Corpsmember of the Year by the Corps Network. Awardees are recognized for being exemplary leaders in the Corps and in their communities. Andrew was one of six individuals selected to receive this prestigious national award.



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Andrew McKee



WELCOME TO THE WORLD OF WORK

Schedule Feb 14th

5-6 months
5 days
9-4pm
4-7pm
No Interns
Free

- SED Preparation
- Business English
- Public Speaking
- World of Work
- Computer Applications
- Office Procedures
- Keyboarding
- Employment Application
- Interviewing
- Resumes
- Job Search

OBT & HITN

National Skills Standards Credential Center
Training for Competitive Skills
National Technical Skills Training

Young Adult Internship Program participants

Major Project Registration
PROJECT CARD

Changing How We Measure Poverty

The inadequacies of the official U.S. poverty measure have been obvious to American social scientists for decades. In 2006, they became vividly clear to New York City policymakers. Mayor Michael Bloomberg had convened a Commission for Economic Opportunity and asked its members to develop new ideas for addressing poverty in New York. The Commissioners quickly discovered how little the current poverty measure could tell them about either the degree of economic deprivation in the City, the effect of existing programs intended to alleviate it, or the potential impact of the initiatives they were considering. Commission members wanted to know, for example, how proposals such as increasing participation in the Food Stamp program or creating a New York City Care Tax Credit would affect the local poverty rate. They were frustrated to learn that efforts like these would have no discernable impact because in-kind benefits and tax credits are not accounted for in the official measure.

CEO's poverty measure is a social indicator; its value lies in the extent to which it tells us something new about populations in need. Where the CEO measure is beginning to influence local policy is in the area of program innovation.

The Commissioners decided to address the issue. In their report to the Mayor, they urged that, in addition to initiating new anti-poverty programs, New York City should develop a better method to count the poor. Mayor Bloomberg embraced the idea and poverty measurement has become part of the mission of the organization created to implement the Commission's recommendations: the New York City Center for Economic Opportunity (CEO). CEO issued a first report on poverty in New York City in 2008 and a second in early 2010.

In the spring of last year the Obama Administration announced plans for a Supplemental Poverty Measure (SPM) that will remedy many of the problems inherent in the official, Federal measure of poverty.¹ Over time, the SPM will provide a much more informative gauge of how economic trends, demographic change, and public policy are affecting families at the bottom of the income ladder at the national level. But, the U.S. Census Bureau currently has no plan for estimating the SPM for local areas. As the work in New York City suggests, the Federal measure will need to be complemented by local poverty measures that can inform policy making at the City or State level in ways that a nationwide social indicator cannot.

Creating a New Poverty Measure for NYC

It is easy to understand the source of the widespread dissatisfaction with the current, official measure of poverty. It is woefully out of date. The only economic resource it recognizes is pre-tax cash. Although tax credits and in-kind benefits have been a growing share of government anti-poverty expenditures for decades, this support to low-income families remains uncounted by the official poverty measure.

By Mark Levitan. A version of this paper will appear in *PATHWAYS, A magazine on poverty, inequality, and social policy*, published by the Stanford Center for the Study of Poverty and Inequality.

¹ The new measure is described in "Observations from the Interagency Technical Working Group on Developing a Supplemental Poverty Measure." Available at: http://www.census.gov/hhes/poverty/SPM_TWGOBSERVATIONS.pdf

The official poverty threshold has also failed to keep up with a changing society and has become disconnected from any underlying rationale. The poverty line, which was based on the cost of food, no longer reflects family expenditures for necessities; housing has replaced food as the largest item in a typical family's budget. The threshold has also lost touch with the American standard of living. In 1964, the poverty line for a family of four equaled 50 percent of median income for a family of that size. Today this threshold comes to less than 30 percent of that median. Finally, the official poverty line is uniform across the country. The threshold that defines who is poor in Manhattan is the same as that in rural Mississippi. The need to account for New York City's relatively high cost of living is obvious in light of the tight squeeze that local housing costs put on family budgets.

If the primary reason for measuring poverty is to improve public policy, these weaknesses had to be addressed. The definition of resources would need to be expanded to include the effect of tax programs like the Earned Income and Child Care Tax Credits that support low-income working families. The value of in-kind benefits such as Food Stamps and housing subsidies that can be used like cash to secure more adequate food and shelter should also be included. The adequacy of a family's resources would also need to be measured against a more realistic set of poverty thresholds. CEO concluded that it should base its measure on recommendations that, at the request of Congress, had been developed by the National Academy of Sciences' (NAS) Panel on Poverty and Family Assistance in 1995. CEO's adaptation of the

NAS method is summarized in Figure One.

Drawing the New York City Poverty Line

The NAS-style poverty threshold is based on family needs for clothing, shelter, utilities, as well as food. The dollar value of the poverty line is established by taking a point in the distribution of two-adult, two-child family expenditures for these items. A factor equal to 1.2 is then applied to account for miscellaneous needs such as personal care, household upkeep, and non-work related transportation. For 2008, this methodology produces a U.S.-wide poverty threshold for a family composed of two adults and two children of \$24,755.

Then CEO makes a geographic adjustment. We compare the New York City metropolitan area Fair Market Rent for a two-bedroom apartment to the national average for a similar unit. In 2008 New York City rents for such apartments were 1.52 times the national average. This factor is applied to the U.S.-wide shelter and utilities share of the threshold. When added to the non-shelter and utilities portion of the threshold (which remains unchanged) the total threshold for the reference family of two adults and two children comes to \$30,419. After a threshold for the reference family has been set, thresholds are created for families of other sizes and compositions.² We refer to this New York City-specific threshold as the CEO threshold.

Figure Two compares the US-wide NAS threshold and the New York City CEO threshold with the official poverty threshold. The NAS threshold is 13.4 percent higher and the CEO threshold is 39.3 percent higher

Figure One: CEO's Adoption of the National Academy of Sciences' Poverty Measure

Thresholds

Roughly 80 percent of the median of the distribution of two adult, two child family expenditures for:

- Food
- Shelter
- Clothing
- Utilities

Plus a "little more" for miscellaneous needs. Then adjusted for inter-area differences in shelter and utility costs

Resources

The annual flow of resources available to a family to obtain the items in threshold including:

- Pre-tax cash income
- Net Taxation
- Nutritional Assistance
- An adjustment for housing status
- Less work-related expenses
- Less out-of-pocket spending for medical care

² To avoid cumbersome language we use "family" to denote the unit of analysis in our studies. Family includes one-person units, if the person is an unrelated individual. Unmarried partners are treated as spouses. Adjustment of the reference family threshold for other families is made using a three-parameter scale developed by David Betson.

Figure Two: Poverty Thresholds, Two-Adult, Two-Child Families, 2008



than the official poverty line. Most of the difference between the CEO threshold and the official poverty line is generated by the geographic adjustment. Clearly the new threshold would increase the number of New Yorkers counted as poor if this was the only improvement CEO had made to the poverty measure.

Measuring Family Resources

The appropriate poverty lines must be compared against a family's resources to determine if its members are poor. CEO employs the Census Bureau's American Community Survey (ACS) to represent the City's population and as the principal source of information for calculating family resources. The ACS is now the largest of the Census Bureau's annual demographic surveys. The sample is sufficiently large to analyze poverty across the City's demographic groups and neighborhoods. The ACS also contains much information relevant to poverty status, such as family composition, school enrollment, educational attainment, race, citizenship, and employment, as well as income from a variety of sources, such as earnings, social security, and public assistance.

Although the ACS provides data on pre-tax cash income, other elements of a family's resources that are vital to a NAS-type poverty measure are not collected in the survey. As noted in Figure One, this includes taxes, the value of nutritional assistance, an adjustment for housing status, commuting costs, child care expenses, and out-of-pocket spending for medical care. These are estimated for each family through a variety of approaches utilizing program rules, administrative data, and imputation techniques. (A description of these techniques is beyond the scope of this article. They are detailed in CEO's reports, available at: <http://www.nyc.gov/ceo>).

We refer to this more inclusive definition of family resources as CEO income. Although this income

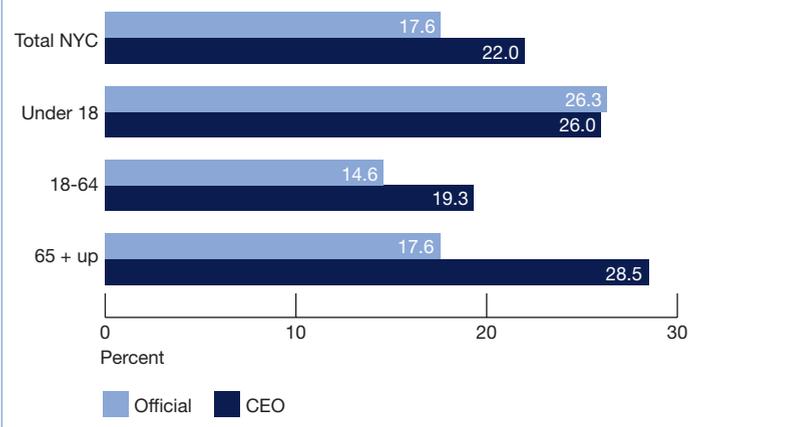
measure consists of reductions as well as additions, CEO income is higher for families in the lower tail of the income distribution than the official resource measure of pre-tax income. In 2008 CEO income at the 20th percentile equaled \$29,138. Pre-tax cash income at the 20th percentile was \$25,149. This implies that if the only change we had made to the official poverty measure was to expand the definition of resources, the CEO poverty rate would be lower than the official rate.

Findings from the CEO Poverty Measure

When we applied the expanded definition of resources against the higher poverty thresholds CEO found that 22.0 percent of the New York City population was poor in 2008. This is 4.4 percentage points higher than the corresponding official poverty rate of 17.6 percent for that year. This is an attention-getting difference, indicating that the effect of using a higher threshold outweighed the effect of using a more inclusive definition of family resources. But it is only the beginning of a new understanding of poverty in the City or a reassessment of the adequacy of anti-poverty programs. The value of the CEO measure for policy making is only apparent when we look beyond the headline numbers.

It is useful to ask whether the difference between the official and CEO poverty rate is uniform across the population. Figure Three illustrates that, at least by age group, it is not. The gap between the official and CEO poverty rates for adults 18 through 64 years of age is close to the City-wide difference (4.7 percentage points compared to 4.4 percentage points). But the official and CEO poverty rates for children are statistically identical, 26.3 percent and 26.0 percent, respectively. By contrast, the CEO poverty rate for New Yorkers 65 and older is 10.9 percentage points higher than the official rate, 28.5 percent compared to 17.6 percent.

Figure Three: Comparison of NYC Poverty Rates, by Age-Group, 2008



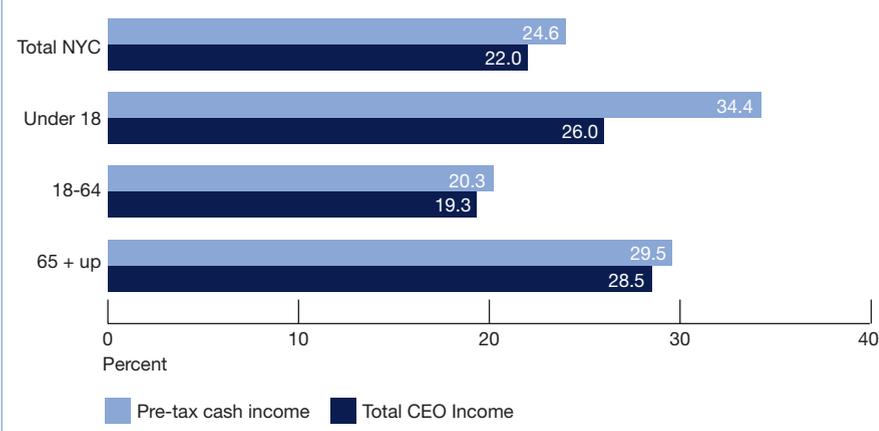
The Effect of Alternative Definitions of Income on the Poverty Rate

An informative way to understand this wide variation is to see how differences in resource measures affect each age group's poverty rate. As noted above, CEO's more inclusive resource measure raises family incomes in the lower end of the income distribution. If we had merely raised the poverty threshold, but had retained the official resource measure limited to pre-tax cash, the poverty rate for the City would have stood at 24.6 percent, 2.7 percentage points above the rate when the more inclusive CEO resource measure is used. Figure Four compares poverty rates (based on the CEO thresholds) derived from the narrow pre-

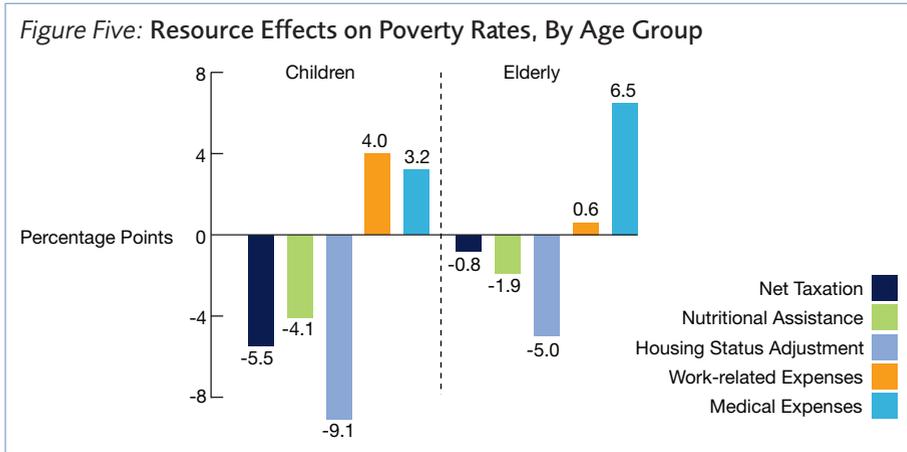
tax cash definition against rates derived from the full CEO income measure. The most dramatic difference between them is for children; the inclusion of a wider range of income supports brings their poverty rate down by 8.7 percentage points. The corresponding declines for adults 18 through 64 and 65 and older are merely 1.0 percentage points.

Which elements of the more inclusive measure account for this pattern? Figure Five provides some answers, illustrating the impact that specific elements of the CEO income measure have on the poverty rate for children less than 18 and for the elderly.³ For example, the poverty rate for children using the full CEO income measure is 26.0 percent. If we omit the

Figure Four: Comparison of Poverty Rates using CEO Poverty Thresholds with Pre-tax cash and Total CEO Income



³ These are calculated by taking the difference between the poverty rate derived from the full CEO income measure and what the poverty rate would have been had a specific item been omitted from family resources.



effect of the tax system on income, it would have been 31.4 percent. The figure shows that net taxation lowers the poverty rate for children by 5.5 percentage points.⁴ The corresponding difference for the elderly is merely 0.8 percentage points. The figure also makes clear that children benefit more from the poverty-reducing effect of nutritional assistance programs (4.1 percentage points against 1.9 percentage points), and housing programs (9.1 percentage points versus 5.0 percentage points) than do elderly adults.

Our measure also clarifies why the CEO poverty rate for the elderly is so much higher than the official rate. Out-of-pocket medical expenses increase the poverty rate for seniors by 6.5 percentage points (compared to 3.2 percentage points for children). Despite near-universal coverage by Medicare, expenditures for premiums, co-pays, deductibles, and uncovered medical services have a considerable effect on the poverty status of the elderly.

This fairly simple analysis illustrates how the CEO poverty measure can cast poverty in a new and more informative light by capturing important aspects of the policy environment. One of these is the targeting of non-cash assistance to families with children. Tax credits such as the Earned Income Tax Credit are far more generous for families with children than for childless families and individuals. Families with children benefit from the School Lunch program and have a higher take-up rate for the Food Stamp program than the elderly. Families with children are also benefiting from means-tested housing programs to a greater extent than are older New Yorkers. Accounting for these resources is why, despite the much higher

CEO poverty threshold, the CEO and official poverty rates for children are essentially equal. Had CEO continued the official poverty measure's omission of these items, we would have grievously mis-measured the effect of social policy on child poverty.

By contrast, much of the support low-income seniors receive takes the form of cash, either through Social Security or the Supplemental Security Income program. These are already counted by the official poverty measure. The positive effect of non-cash assistance for this group is small and their healthcare costs are high. When measured against the higher CEO threshold, the resultant poverty rate is nearly 11 percentage points higher than the official rate. Given the widespread belief that progress against senior poverty was one place where New Deal and Great Society programs had their intended effect, our finding of a 28.5 percent poverty rate is unsettling. It will be important, and with this measure, possible, to see how the recently-enacted healthcare legislation will affect senior poverty.

From Measurement to Anti-Poverty Policy

CEO's research begs the question as to how the new measure will affect City policy. The answer is that the new measure is stimulating new thinking, but change will not be dramatic or rapid. Much of what New York, or any city, does to support low-income families is to administer programs that are subject to Federal and State statute or regulation. CEO's poverty measure cannot affect Federal or State funding formulas, eligibility requirements for means-tested programs, or their benefit levels.

⁴ Differences are taken from unrounded numbers.

CEO's poverty measure is a social indicator; its value lies in the extent to which it tells us something new about populations in need. Where the CEO measure is beginning to influence local policy is in the area of program innovation. Mayor Bloomberg established the Center for Economic Opportunity to initiate and evaluate new programs and the Center has responded to its measure with plans to expand the populations it targets. The Mayor's Commission had recommended that innovation focus on families with young children, youth (persons 16 through 24 years of age), and the working poor. Our findings have prompted the Center to expand its focus to the elderly.

The Center is now working with New York City's Human Resources Administration and Department for the Aging to find opportunities to fashion new programs or build upon existing ones that can reduce senior poverty. One initiative under consideration is an employment program targeted to older New Yorkers who have most, but not all, of the 40 quarters of earnings they need to qualify for Social Security benefits and eligibility for Medicare. This appears to be a particular problem for elderly immigrants who may have contributed to their families' well-being by providing child care or earnings from informal work and now find themselves without either pensions or medical insurance. We expect that future poverty measurement work will continue to cast poverty in a new and more informative light and that, over time, the measure will become integral to the strategic planning of the many City agencies whose work addresses the needs of low-income New Yorkers.

On the National Stage

"They've shown the way." That is how Rebecca Blank, Under Secretary of Commerce for Economic Affairs, described the role that CEO played in spurring the Obama Administration's decision to create the Supplemental Poverty Measure (SPM).⁵ Over the past year the Center's poverty research staff has been actively promoting and advising the development of the new measure. Staff:

- Spoke at a May 2010 Brookings Institution forum entitled "Evaluating the New Supplemental Poverty Rate Proposal."

- Participated in a meeting of poverty experts with officials who are leading the development of the new Federal measure hosted by Brookings and University of Wisconsin's Institute for Research on Poverty, May 2010.
- Co-authored a paper with Census Staff delivered at the annual meeting of the American Statistical Association, August 2010.
- Presented CEO poverty measurement work at the Association of Public Data Users 2010 conference.
- Responded to Census Bureau presentation of SPM at September 2010 conference of National Association for Welfare Research and Statistics.
- Served as a discussant of technical papers by Bureau of Labor Statistics and Census Bureau staff at the annual conferences of the Association for Public Policy Analysis and Management (November 2010) and Allied Social Science Association (January 2011).

In addition to our work on a national level, CEO has encouraged others to develop local poverty measures. To date these have been created for the states of Minnesota, New York, and Wisconsin.⁶ This work, along with CEO's efforts, has been presented at panels at the annual meetings of the National Association for Welfare Research and Statistics (September 2010), the Association for Public Policy Analysis and Management (November 2010), and the Population Association of America (March 2011). CEO extends an offer of assistance to other jurisdictions who wish to develop their own measures.

⁵ Sam Roberts. "U.S. Plans New Measure for Poverty". *The New York Times*. March 2, 2010.

⁶ These have been developed by the Urban Institute, the New York State Office of Temporary and Disability Assistance, and the University of Wisconsin's Institute for Research on Poverty, respectively.

Profile: Carolina Bonilla, CUNY ASAP Graduate

Carolina Bonilla is a young mother of two who has struggled to support her children and provide stable housing. Carolina knew that education was the key to unlocking a future of prosperity and stability, but assumed that her limited resources would make it impossible for her to get a college education. This changed when she met a caseworker from Grace Outreach, an educational preparatory center, who referred her to CUNY's Accelerated Study in Associate Programs (ASAP) at Hostos Community College. Although she didn't know what to expect, Carolina was "really excited about the prospect of getting an education." Still she feared that going back to school would not leave her enough time to care for her young family.

CUNY ASAP covers the cost of tuition, books, and transportation, and supports success. The program requires students to take on a full course load but offers supplies and convenient scheduling in recognition that many students need to balance competing responsibilities such as raising a family or working. "When I explained my situation to the program staff, they provided me with a laptop so that I could do my schoolwork while being home

for my kids," explains Carolina. "I don't know how I would have managed without it." The program's rigorous academic curriculum is supplemented by tutoring, academic advisement, and job placement services that allow students to complete their schoolwork while helping them chart paths to career success.

Now 26 years old, Carolina completed her associates degree in January 2010, and is pursuing a bachelors degree in Public Administration at the John Jay College of Criminal Justice, with an expected graduation date of spring 2012. She is currently participating in the Work Study program and credits CUNY ASAP with giving her the time management skills to balance work, school, and her family. "My goal is to someday open a daycare center for children with special needs," says Carolina. Her experience with CUNY ASAP has given her the confidence and foundational abilities to navigate the road ahead: "It's made me see the whole world differently. Life's not always perfect, but if you work hard and keep going, at the end you can smile."



"It's made me see the whole world differently. Life's not always perfect, but if you work hard and keep going, at the end you can smile."

Carolina Bonilla



Office of Financial Empowerment, Financial Empowerment Center participant

Opportunity NYC-Family Rewards: Exploring Early Effects and Implications

It is hard to design public policies that are durable in good times and in bad. Since the social safety net was first conceived in the United States as a response to the Great Depression, policymakers have attempted to balance two competing goals: reducing poverty while limiting dependence on public handouts. Just as it would have been difficult to foresee the booming 1960s from the depths of the 1930s, few predicted today's severe downturn during the roaring 1990s. Then, with economic cycles seemingly in check and unemployment at historic lows, the nation moved to tie the social safety net more closely to work—by greatly expanding the Earned Income Tax Credit and placing time limits and strict work requirements on the cash welfare system, Temporary Assistance for Needy Families (TANF). In the grip of the Great Recession's aftermath, the wisdom of building a safety net around work alone is in question.

But what might work better? Can we strike a better balance between protecting vulnerable families in the short run without exacerbating the intergenerational transfer of poverty? Can we maintain a focus on work without impoverishing families in periods when work is scarce?

In March, MDRC released early evaluation results from Opportunity NYC Family Rewards, New York City's bold (and controversial) demonstration and evaluation of a conditional cash transfer (CCT) program to help families break the cycle of poverty. Family Rewards offers cash payments to poor families to reduce immediate hardship and poverty but conditions this assistance on families' efforts to improve children's school performance, family preventive health care, and parents' work and training—in the hope of reducing poverty over the longer term. Thus, the evaluation seeks to answer two basic questions: (a) does the program quickly increase families' resources and improve the conditions in which children are raised, without causing any substantial reduction in parents' work efforts—an unintended consequence that income transfer programs risk—and (b) does it support families as they invest in education, preventive health care, and work, which can help them exit poverty sooner and reduce the chances of their children being poor as adults? Although it is much too soon for a final judgment (the study will continue through 2014), the MDRC report assesses early progress against these twin goals.

The initial findings show that Family Rewards substantially reduced current poverty and material hardship and had a range of modest positive results in improving some education, health-related, and work-related outcomes. Yet, the press coverage was largely and perhaps not surprisingly negative, given that the initiative has provoked criticism from both the left and the right. At the risk of oversimplifying, the right argues that "it's wrong to pay people for what they should already be doing" and the left says "it's demeaning to

The initial results from the New York City project show that CCTs can make an immediate difference in the lives of poor families in a developed country by increasing family income by 23 percent on average.

assume that poor people aren't doing the right thing and wrong to make them jump through hoops for money."

What both sides seem to ignore is that the United States (with the support of both Democrats and Republicans) has already made the majority of its safety net conditioned on the work effort of beneficiaries. Are there lessons from New York City's CCT experiment that might speak to the inadequacies of a predominantly work-based safety net? Before addressing this question, let us outline what Opportunity NYC-Family Rewards is—and what MDRC's evaluation has found so far.

What Is Opportunity NYC-Family Rewards?

Opportunity NYC–Family Rewards was launched by Mayor Michael Bloomberg and New York City's Center for Economic Opportunity in 2007 as an experimental, privately funded¹ program to help families in six of the City's highest poverty communities break the cycle of intergenerational poverty. Inspired by Mexico's pioneering Oportunidades program, CCT programs have grown rapidly across lower- and middle-income countries, and evaluations have found some important successes. Family Rewards is the first comprehensive CCT program in a developed country and, as such, has been the focus of much attention domestically and internationally.

An incentives-only program (with no social services or case management component), Family Rewards is coordinated by a private, nonprofit intermediary organization, Seedco, in partnership with six community-based organizations. It is being evaluated by MDRC, which helped design the initiative, through a randomized control trial.

The program includes an extensive set of rewards, most of which are available for three years, with the following conditions:

Education-focused conditions, which include meeting goals for children's attendance in school, achievement levels on standardized tests, and other school progress markers, as well as parents' engagement with their children's education. Health-focused conditions, which include maintaining health insurance coverage



Young Adult Internship Program participants and staff

for parents and their children, as well as obtaining age-appropriate preventive medical and dental checkups for each family member. Workforce-focused conditions, aimed at parents, which include sustaining full-time work and completing approved education or job training activities.

Overall, the program offered 22 different incentives during its first two years, ranging in value from \$20 to \$600. Recognizing that poverty's causes would differ between developing and developed countries, the program designers purposely chose to test a wide variety of rewards, including academic achievement and parent's work, education, and training, activities that were not rewarded in Mexico or most other developing countries. The objective was to see where incentives would—and would not—work. By rewarding a wide range of activities, the program also gave families many different ways in which to earn money, and it was able to avoid attaching overly large amounts of money to any one activity or outcome. Based on assessments of the program's early operational experiences, including the complexity of administering so many different rewards, along with preliminary impact evidence, a number of rewards were discontinued for the third year. This was done to simplify the program, lower its costs, better align it with need, and make it easier to replicate should it prove to be successful.

¹ These funders include Bloomberg Philanthropies, The Rockefeller Foundation, The Starr Foundation, the Open Society Foundations, the Robin Hood Foundation, the Tiger Foundation, The Annie E. Casey Foundation, American International Group, the John D. and Catherine T. MacArthur Foundation, and New York Community Trust.

How Well Was the Program Implemented?

Overall, the rapidly launched program was successfully implemented after a first year in which operational kinks were being worked out. Families were substantially engaged with the program, earning reward payments of more than \$3,000 per year, on average, during each of the first two years. Nearly all families (98 percent) earned at least some rewards in both program years (mostly in the education and health domains), and 65 percent earned payments in every period in which rewards were available.

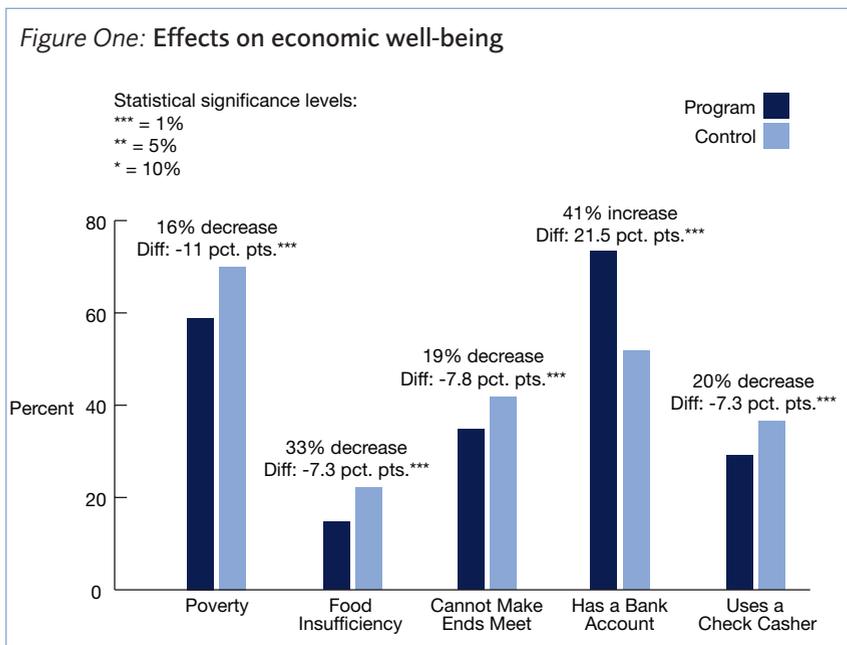
How Was the Evaluation Conducted?

The evaluation uses a randomized control trial involving approximately 4,800 families and 11,000 children, half of whom can receive the cash incentives if they meet the required conditions, and half who have been assigned to a control group that cannot receive the incentives. The period covered in the report, beginning in September 2007 and ending in August 2009, encompasses a start-up phase as well as a stage when the program was beginning to mature. The report presents early findings on the program's effects on a wide range of outcome measures. For some measures, the results cover only the first program year, while for others they also cover part or all of the second year. No data are available yet on the third year. The evaluation findings are based on

analyses of a wide variety of administrative records data, responses to a survey of parents that was administered about eighteen months after random assignment, and qualitative in-depth interviews with program staff and families.

What Were the Program's Early Effects on Reducing Material Hardship and Poverty?

The effects on reducing poverty and material hardships and on other economic outcomes were substantial (see Figure 1). Family Rewards: Reduced the share of families living in poverty by 11 percentage points and cut "severe poverty" (defined as having income less than 50 percent of the Federal poverty level) by nearly half, reducing it from 30 percent of the control group to 17 percent among the program group. Reduced measures of material hardship, including difficulty providing enough food for one's family (by 7 percentage points) and not being able to "make ends meet" (8 percentage points). Increased the likelihood that parents had bank accounts by 22 percentage points, increased their savings, and reduced their use of alternative banking institutions, such as check cashers, by 7 percentage points. Increased the percent of parents who paid their children an allowance, the amount they paid, and share who required children to earn the allowance by completing an activity.





Mayor Michael Bloomberg, Gordon Berlin president of MDRC, Deputy Mayor Linda Gibbs, and Deputy Mayor Dennis Walcott at Opportunity NYC event



MillionTrees Training Program graduates at Gracie Mansion with Parks Commissioner Adrian Benepe and First Deputy Mayor Patricia Harris

What Were the Program's Effects on Children's Education?

Overall, Family Rewards has had no effect so far on elementary and middle school students' attendance or achievement. (The absence of effects on attendance was not surprising given the high rates of school attendance, averaging about 90 percent, among younger students.) However, a survey of parents indicates that Family Rewards increased the likelihood that middle school students became involved in school-related activities, such as programs to help with schoolwork or homework, school clubs, school musical programs, and dance or art lessons. In addition, parents of elementary school students were somewhat more likely to help their children with homework and to enroll them in an afterschool program that helps with homework. Among high school students overall, Family Rewards increased the proportion of high school students with a 95 percent attendance rate by 5 percentage points—but has had no overall effect on student achievement. However, among the subgroup of incoming ninth-graders who scored "proficient" in eighth grade—that is, the students who met minimum academic standards necessary to perform high school level work and thus could take advantage of the performance incentives (although many still struggle in high school)—there were positive impacts:

Reduced the proportion of students who repeated the ninth grade by 6 percentage points. Increased the likelihood of having a 95 percent or better attendance rate (in year 2) by 15 percentage points. Increased the likelihood of earning at least 22 credits (11 credits per year are needed to remain on track for on-time graduation) by 8 percentage points. Increase the likelihood of passing at least two Regents exams (New York's statewide achievement exams)² by 6 percentage points.

What Were the Program's Effects on Family Preventive Health Care?

The health-related incentives of the Family Rewards program were designed to encourage low-income families to maintain insurance coverage and to adopt better preventive health care practices. It turned out that a higher proportion of families than the program's designers had expected were already receiving health insurance coverage and practicing preventive health care.

This finding may reflect the success of efforts by New York State and New York City to expand access to health coverage in recent years. Although the high rates of insurance coverage left little room for improvement on this outcome, the analysis found that

² Regents exams are administered to all public high school students in New York State. Students must pass at least five tests in specified subject areas in order to graduate with a diploma recognized by the New York State Board of Regents, which sets standards and regulations for all public schools.

Family Rewards still had small, positive impacts on a variety of health-related indicators (which are often difficult to move):

Increased families' consistency of health insurance coverage (by 2–3 percentage points). Reduced reliance on hospital emergency rooms for routine care (by 2 percentage points) and increased receipt of preventive medical care. Increased receipt of at least two preventive dental care visits by 10 percentage points.

What Were the Program's Effects on Parents' Work and Training?

Family Rewards' early impacts on employment outcomes are mixed. The findings point to gains in the likelihood of full-time employment and average earnings but not in jobs covered by the unemployment insurance (UI) system. According to an 18-month survey of parents, the program increased the likelihood of working at the time of the interview by 6 percentage points, driven by an increase in full-time work. At the same time, the program also led to a small reduction in average quarterly employment rates (by 1.4 percentage points) in UI-covered jobs over a 12-month follow-up period, according to administrative records data. However, the effect on average annual earnings from such jobs (a decline of \$286) was not statistically significant.

Some jobs are not covered by the state's UI system, such as self-employment, Federal government employment, out-of state work. The UI system also misses informal (casual or irregular) jobs that are never reported to state agencies. It is not clear why the effects of the program would vary across types of employment. Perhaps for some parents, non-UI jobs were easier to get in a period when the economic downturn was accelerating, particularly those that offered the full-time hours necessary to qualify for the program's work rewards. Such jobs may also have been more attractive options if they were more conveniently located, easier to obtain, or offered more flexible schedules than UI-covered jobs.



Office of Financial Empowerment, Financial Empowerment Center participant and counselor

With regard to incentives for training, Family Rewards had a small but statistically significant impact (of 2 to 3 percentage points) on increasing the likelihood of receiving a training certificate or associates degree.

Longer-term follow-up will be important for assessing how the program's marketing of the workforce rewards, which was intensified in years two and three, coupled with the trough of the labor market at that time, affect these results. Still, it is noteworthy that, despite transferring substantial amounts of cash to families, the program has not led to any appreciable reduction in work effort.³

³ The impact evaluation tests the program's effects on a large number of outcome variables, raising the risk that, with so many estimates produced, some will appear statistically significant simply by chance. However, positive effects take on more credibility when there are many of them, and when they are part of broader pattern of results, as is the case in the findings that are emphasized here. For example, the positive effects on more-proficient high school students held across a range of outcome measures. Equally important, the lack of education effects for elementary and middle school students and for less-proficient high school students held across most of the outcomes examined for those groups. Furthermore, in each of the behavioral domains examined, many of the positive effects were on activities or accomplishments for which incentives were offered, such as insurance coverage and dental visits in the health domain, high attendance and passing Regents tests in the educational domain, and full-time employment in the work domain. In other words, the effects highlighted by the study were not simply a random assortment of positive impacts.

What Are the Implications of These Early Results for the American Safety Net?

Evaluations in other nations have convincingly shown that CCT programs can reduce poverty and improve the consumption of goods and services (for example, food consumption) among very poor families—but these results were seen in countries with undeveloped or nonexistent safety net systems. These CCT programs have also had some positive effects on human capital development outcomes, including school attendance, nutrition, and infant growth. In school attendance, the magnitude of Family Rewards' effects is roughly comparable to what has been found in evaluations of CCTs in other countries. In other areas, for example, school achievement (as measured by standardized tests) and parents' work, education, and training, Family Rewards is among the first to have found any effects.

The initial results from the New York City project show that CCTs can make an immediate difference in the lives of poor families in a developed country by increasing family income by 23 percent on average. Nearly all families were able to qualify for at least some rewards, mostly in the education and health domains—meaning that, even in a depressed labor market, poor families could make non-work efforts that would bring needed income. This income reduced measures of economic hardship as well, which are notoriously hard to move. It is important to emphasize that these effects on poverty did not lead to major unintended consequences, such as substantial reductions in work effort.

While many families were rewarded for efforts they would likely have undertaken without the program, Family Rewards did have modest effects on behavioral outcomes in each domain, suggesting that an income-transfer program with achievable conditions attached can provide a modest boost in positive behaviors. It's too early to say whether these effects will be sustained or grow or whether they are worth the cost—questions that will be answered as MDRC follows these families for another year in this three-year program and then two more years after it ends.

In the meantime, the nation is looking for ways to strike a better balance between fighting dependence and fighting poverty in its safety net programs, to meet short-term needs while investing in better long-term outcomes, and to do so in a way that is more

responsive to economic downturns and poor labor markets. Early lessons from Opportunity NYC-Family Rewards suggest that cash transfers with reasonable conditions attached can be a feasible and effective way to boost the income of poor families, raising some out of poverty, while maintaining the ethos of reciprocity and responsibility that is valued by American society (and certainly its elected representatives). But if policymakers are interested solely in CCTs as an inducement to change behaviors thought to be at the heart of long-term and intergenerational poverty, the early effects in this area will have to grow over time to be truly cost-effective. Longer-term results at the three- and five-year points due in 2011 and 2013 will provide those answers.

Profile: Derrick Griffith

In 2003, the City University of New York was searching for a director for what was to become CUNY Prep, a GED and college preparatory program for out-of-school youth in the Bronx, but the search committee was struggling to find a candidate with the unique skill-set they were looking for. Then they met Derrick Griffith. "There was something about him that made me confident that he'd be able to do this," says John Mogulescu, the CUNY Senior University Dean for Academic Affairs and the Dean of the CUNY School of Professional Studies. "He is incredibly charismatic, but as valuable a characteristic as that is, I was more impressed by his intelligence, his decency, his passion for his work, and his relentless commitment to the well-being of young people."

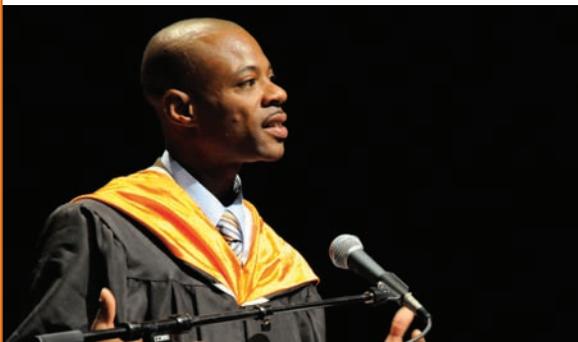
Over the last seven years, Griffith fashioned a unique educational model at the school, combining rigorous standards, an experiential learning curriculum and a commitment to community building. At the same time, recognizing the transient nature of his students' lives, Griffith worked hard to build a sense of community at the school through events, such as the school's annual prom.

Griffith's life experiences made him uniquely suited for this work. Raised in the Chelsea projects by a single mother with drug abuse problems, Griffith could personally relate to growing up with tremendous economic and emotional hardships. But while he empathized with the challenges that his students faced, he was also committed to showing them that they could succeed despite the

many obstacles in their lives. "I understand what it's like to come from an abusive environment and it's tough," says Griffith. "But my goal is to provide a bridge so that these kids can get to a different place in their lives."

Throughout his tenure at CUNY Prep, Griffith's interactions with his students were characterized by this combination of high expectations and empathetic understanding. "Derrick would be the first one to tell them to pull their pants up or take their hats off," says Shannon Taggart, a staff-member. "At the same time, he'd be the first one to give them a hug if they fell down." CUNY Prep Co-Founder John Garvey elaborates: "Derrick is quite emotional in some ways. It's easy to get under his skin in a good way. And I think that is part of what makes him such an effective leader."

When Griffith told CUNY Prep's students and faculty this past summer that he was leaving the organization to direct the community development organization Groundwork, it was a tough pill to swallow. "I felt like a Cleveland Cavaliers fan with LeBron James," says Travis Grantham, the College Access Counselor at CUNY Prep. "He's like our MVP—our most valuable principal." At the same time, students and faculty were quick to see the silver lining in his departure. "He's built this family, and this family is going to miss him a lot," says Jenny Ristenbatt, the former Associate Director and new principal of the school. "But he built it so that we could move on, to take what he's taught us, and make ourselves even better. And that's the greatest gift that he could give us."



Derrick Griffith

"My goal is to provide a bridge so that these kids can get to a different place in their lives."



Appendices



Appendix A: Program Descriptions

Since its inception, CEO has funded and operated over 40 programs. This section provides a short description of each program and groups them by successful programs, pilot programs, and completed/discontinued programs. See Appendix C for program performance data. CEO manages an Innovation Fund of approximately \$100 million in private and public resources to support its anti-poverty programs and evaluation. Over half of the Innovation Fund dollars are City Tax Levy (CTL) and CEO allocates its CTL funding directly to partner agencies. Many programs receive additional support from Federal, State, and private funds. Agency partners also provide their own in-kind supports such as fiscal, administrative, and supervisory resources.

SUCCESSFUL PROGRAMS

Programs with strong impacts and agency commitment—programs and resources are fully integrated into City agency partners

Advance at Work (formerly Career Advancement Program)

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

CEO FY10 Budget: \$1,307,000 (plus Federal funds)

Advance at Work develops the skills of low wage workers to help them advance in the labor market. The program helps participants increase their income and move up the career ladder by offering an array of services including individual advancement coaching, access to training and education programs, enrollment in work supports, income and asset building information and workshops. This program helped to inform the development of the Social Innovation Fund WorkAdvance program.

Child Care Tax Credit

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

CEO FY10 Budget: \$16,000,000 (Estimated)

The New York City Child Care Tax Credit provides low-income eligible families with a refundable tax credit

to help pay for child care expenses. When combined with the Federal and State child tax credits, a New York City family can receive over \$6,100 yearly to help offset the cost of child care. New York City is one of the only two cities nationwide that offers this local credit.

Community Partners (formerly Community-Based Organization Outreach)

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

CEO FY10 Budget: N/A (Federally funded)

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

CUNY Accelerated Study in Associate Programs (CUNY ASAP)

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

CEO FY10 Budget: \$6,500,000 (plus private funds)

CUNY ASAP assists students in earning an associates degree within three years by providing a range of academic and supportive services. Supports include advisement and tutoring, tuition waivers, free textbooks and Metrocards for travel to and from campus. In addition, the program offers block-scheduling to accommodate student work schedules and job developers to help students with job placement and career development. Over half of ASAP students graduated in three years. The program is offered at all six CUNY community colleges and serves over 1000 students per year.

EITC Mailing

A program administered by the Department of Finance (DOF).

CEO FY10 Budget: N/A

To ensure that all eligible New Yorkers receive the Earned Income Tax Credit (EITC), the City's Finance Department (DOF), mails pre-populated amended tax returns to potentially qualified households who

did not claim the benefit in their previous tax returns. Recipients are asked to simply verify their income and dependent child information, provide their social security number, and sign and mail the amended returns to the Internal Revenue Service (IRS) in order to receive the credit.

Nurse-Family Partnership

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

CEO FY10 Budget: N/A

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

NYC Training Guide

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

CEO FY10 Budget: N/A

The NYC Training Guide is a web-based research tool that matches jobseekers with appropriate training programs to promote skills development and career advancement. The guide provides detailed information about training courses and providers, enabling individuals to fully consider their training options and decide how a course meets their needs. The guide promotes transparency among training providers, incorporating information on course outcomes and measuring customer satisfaction through participant reviews. CEO funding supported the development of the tool that now has more than 500,000 searches per year.

The Office of Financial Empowerment

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

CEO FY10 Budget: \$2,032,000 (plus private funds)

The Office of Financial Empowerment (OFE) is the nation's first municipal office whose central mission is to educate, empower, and protect City residents with low to moderate incomes, enabling them to build assets and make the most of their financial resources. OFE's strategies include: increasing access to high quality financial education, improving access to income-boosting tax credits, connecting low-income households to safe and affordable banking and asset building products and services, and enforcing and improving protections in the financial services marketplace. OFE leads a coalition of financial advocacy organizations and is a prominent voice in the national discussion about consumer protection and asset development efforts. OFE manages multiple programs, including the three highlighted below:

- **Financial Empowerment Centers:** These centers offer free, one-on-one financial education and counseling to low-income New York City residents.
- **Tax Prep Plus:** These sites offer quick and easy tax preparation at a dramatically reduced rate to ensure working New Yorkers receive the tax credits they deserve.
- **\$aveNYC:** These accounts offer a unique opportunity to eligible low-income tax filers to use a portion of their Earned Income Tax Credit refund to build savings. This program is now SaveUSA and is being replicated through the Social Innovation Fund in New York City and three other cities.

School-Based Health Centers

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

CEO FY10 Budget: \$1,355,000 (plus State and private funds)

With CEO funding, School-Based Health Centers (SBHCs) were established at six high-need high school campuses. These SBHCs provide a comprehensive range of services including primary care, acute care, health education, vaccinations, and chronic disease management. The centers also offer a non-stigmatized environment for obtaining reproductive and mental health services. SBHCs provide free care to students regardless of their insurance status. CEO's support helped leverage additional funding to enhance reproductive health services in high school SBHCs

across the City.

Sector-Focused Career Centers

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

CEO FY10 Budget: \$5,100,000 (plus Federal funds)

The Sector-Focused Career Centers utilize an innovative strategy that focuses workforce development services on a single economic sector. The Centers meet the needs specific to businesses within the sector as well as provide low-income workers with access to good jobs with career advancement opportunities. The centers focus on transportation, manufacturing and health care. This initiative helped inform the development of the WorkAdvance program, which is being replicated through the Social Innovation Fund in New York City and two other cities.

PILOT PROGRAMS

CEO provides active oversight and evaluations for programs in this category

Business Solutions Training Funds

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

CEO FY10 Budget: \$1,387,000 (plus Federal funds)

Business Solutions Training Funds provide New York City employers with funding to develop the skills of their workers. Businesses provide a funding match to the training award and agree to provide wage gains to their employees who complete the trainings. CEO funding expands the Business Solutions Training Funds program to help more businesses train, retain, and promote their low-wage employees. The expanded program gives businesses the opportunity to apply for grants to provide a range of soft and hard skills training to their employees.

CUNY Prep

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

CEO FY10 Budget: \$3,575,000

CUNY Prep is a model program that offers out-of-school youth between the ages of 16 and 18 an opportunity for full-time study in order to obtain a GED

and enroll in college. While enrolled in the program, students may also earn college credit at CUNY's Hostos Community College. A separate evening program is available for older students and working adults.

Employment Works

A program administered by the Department of Small Business Services (SBS) in collaboration with the Department of Probation (DOP).

CEO FY10 Budget: \$3,166,000

Employment Works provides education, training, and supportive services tailored to prepare probationers for employment with the goal of placing and retaining participants in employment, and reducing recidivism. The program places more than 700 probationers annually, the majority in jobs paying \$9.00 or more per hour.

Food Handlers Certification Program

A program administered by the Department of Correction (DOC) in collaboration with the Department of Health and Mental Hygiene (DOHMH)

CEO FY10 Budget: \$24,000

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

Food Policy Coordinator

A program administered by the Office of the Mayor.

CEO FY10 Budget: \$85,000

A position established through a joint effort by Mayor Michael R. Bloomberg and the New York City Council, the Food Policy Coordinator is an ombudsman working in the Mayor's Office to improve food security and increase the availability of healthy food in low-income neighborhoods, as well as coordinating City efforts to improve the sustainability of its food system. The Coordinator pursues an integrated multi-agency strategy to promote access to, and utilization of food support programs such as the Food Stamp

Program and the School Meals Program; improve the healthfulness of meals served by City agencies; and promote healthy food retail access and demand.

Healthy Bodegas Initiative

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

CEO FY10 Budget: \$182,000 (plus State funds)

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

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

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

CEO FY10 Budget: N/A

Food Stamp Employment Training Funds are Federal funds available to reimburse the costs of employment services for food stamp recipients. The City's Human Resources Administration (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 more of this Federal funding stream to contribute to workforce development services. In FY10, this initiative generated \$107,696 in Federal funds.

Jobs-Plus

A program administered by CUNY's Hostos Community College in collaboration with the Human Resources Administration and New York City Housing Authority.

CEO FY10 Budget: \$600,000 (plus additional City funds)

Jobs-Plus brings together several City agencies to provide a place-based comprehensive employment services program located in a New York City Housing Authority development in East Harlem. The primary objective of Jobs-Plus is to transform public housing developments into communities that help residents

enter, sustain, and advance in work. The program serves all working 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. In its second year (FY11) the program is also offering subsidized employment supported by a private grant. New York City is the first city in the nation to replicate Jobs-Plus after it was developed by MDRC and piloted in six sites with support from the U.S. Department of Housing and Urban Development (HUD) and a consortium of funders. This program helped to inform the development of the Social Innovation Fund Jobs-Plus program.

Language Access

A program administered by the Mayor's Office of Operations in collaboration with the Mayor's Office of Immigrant Affairs.

CEO FY10 Budget: \$33,000 (plus private funds)

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

MillionTreesNYC Training Program

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

CEO FY10 Budget: \$250,000 (plus private funds)

The MillionTreesNYC Training Program is an eight-month paid training that prepares unemployed, out-of-school young adults for green jobs. Trainees choose one of three tracks: arboriculture, ecological restoration, or community forestry/landscape design, to develop marketable skills in climbing and pruning, tree planting, re-forestation techniques, and horticulture. The program provides support services for its current and former trainees including mentorship, career development services, and skills

development services. In FY 2010, a U.S. Department of Agriculture grant enabled graduates to be placed in subsidized green jobs that utilize the skills they gained during their training.

Nursing Career Ladder: Licensed Practical Nurse (LPN) Program

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

CEO FY10 Budget: \$1,000,000

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

Nursing Career Ladder: Registered Nurse (RN) Program

A program administered by the Health and Hospitals Corporation (HHC).

CEO FY10 Budget: \$700,000 (plus Federal funds)

The Nursing Career Ladder initiative prepares individuals for sustainable careers in nursing. As with the Licensed Practical Nurse program, enrollees in the RN Program receive full tuition and counseling services as needed. For the first two years of the program, participants take pre-clinical coursework required for the bachelor of science in nursing (BSN) degree. Participants who maintain a 2.75 GPA are then eligible to transfer to the HHC/Long Island University School of Nursing to complete the two-year clinical program required for the bachelors of science in nursing degree. Graduates commit to working as an RN at HHC for four years.

NYC Justice Corps

A program administered by CUNY's John Jay College of Criminal Justice and Department of Correction (DOC).

CEO FY10 Budget: \$3,980,000 (plus private funds)

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

Opportunity NYC-Family Rewards

A program administered by the Center for Economic Opportunity (CEO) in partnership with Seedco and MDRC.

CEO FY10 Budget: N/A (privately funded)

Opportunity NYC: Family Rewards is the first conditional cash transfer program in the nation. The pilot offers families cash payments to reduce short-term material hardship and to support efforts to build human capital in the long-term. This family-focused program offers rewards for activities in the education, preventative health, and employment and training areas. The three year incentive ended in 2010, and the evaluation will continue for an additional two years. A new program, building on the evidence from Family Rewards, is being implemented as part of the Social Innovation Fund.

Opportunity NYC-Work Rewards

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

CEO FY10 Budget: \$1,056,000 (plus private funds)

The Work Rewards pilot provides work and job training incentives to adults living in subsidized housing. Participants are recipients of Section 8 housing vouchers. The initiative is testing alternative strategies involving employment assistance and financial work and training incentives in different

combinations. Some Work Rewards participants are also enrolled in the Family Self-Sufficiency Program, a Federal program that encourages work and savings. The program is undergoing a random assignment evaluation, representing the first rigorous study of the Federal Family Self-Sufficiency Program. This program helped to inform the development of the Social Innovation Fund Family Rewards program. The program ended in 2010, but the evaluation is ongoing.

Teen ACTION

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

CEO FY10 Budget: \$4,230,000

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

Young Adult Internship Program

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

CEO FY10 Budget: \$8,520,000

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

Young Adult Literacy Program

A program administered by the Department of Youth and Community Development (DYCD), the Brooklyn Public Library, the New York Public Library, and the Queens Public Library.

CEO FY10 Budget: \$1,525,000

The Young Adult Literacy Program tailors curriculum and instructional approaches to the needs and interests of disconnected young adults (17-24) who read at pre-GED levels. The program offers literacy and numeracy classes, work readiness skills, assistance transitioning to GED classes and/or employment, modest participant incentives, and support services to promote sustained participation. The program includes five community-based organizations, and works with the New York, Brooklyn and Queens public libraries to operate seven additional sites. In the summer of 2009, an evaluation of education-conditioned paid internships at half of the sites showed that students at the sites with internships had higher retention, attendance, and math scores compared to sites that did not. This program helped to inform the development of the Social Innovation Fund Young Adult Program.

Youth Financial Empowerment

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

CEO FY10 Budget: \$156,000 (plus State and private funds)

The Youth Financial Empowerment (YFE) program teaches financial literacy skills to youth who are aging out of the foster care system. The program also provides matching funds to contributions made by youth into Individual Development Accounts (IDAs). Program participants receive matching funds of up to \$2,000 by saving \$1,000 in the IDA. These savings can be applied to secure and maintain stable housing, to pursue educational opportunities, and to obtain vocational training.

COMPLETED/DISCONTINUED PROGRAMS

These completed or discontinued programs no longer receive CEO funding

ACCESS NYC Marketing and Outreach

A program administered by Health and Human Services (HHS) Connect and the Department of Information Technology and Telecommunications (DoITT).

CEO FY10 Budget: N/A

The Center for Economic Opportunity supported several strategies to help launch and promote the City's on-line benefit screening program. The outreach strategies included trainings, ad campaigns, and computer give-aways. ACCESS NYC screens for a number of benefits and is now a well-established human services tool. The various outreach strategies likely supported early use by providers but proved difficult to effectively evaluate beyond basic metrics showing that they were implemented as planned.

The City Hiring Initiative

A program administered by the Human Resources Administration (HRA).

CEO FY10 Budget: N/A

The program sought to increase the number of cash assistance recipients placed into entry-level positions with City agencies and their contractors. The program model was insufficiently developed and budget reductions meant fewer appropriate job vacancies. As a result, the program attained few job placements.

CUNY Performance Based Scholarships

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

CEO FY10 Budget: N/A

CUNY Performance Based Scholarships offer monetary rewards to students for successful course completion while enrolled at the Borough of Manhattan Community College and Hostos Community College. The program targets low-income community college students between the ages of 22 and 35 who are eligible to receive the Federal Pell Grant, taking at

least one developmental course, and who are enrolled for at least six credits for the semester. The initiative is part of a larger multi-state MDRC evaluation. CEO contributed to the project for one year—the study is ongoing.

e311 Language Access Campaign

A program administered by the Office of the Mayor.

CEO FY10 Budget: N/A

The e311 Marketing Campaign was part of other language access initiatives and efforts to promote social services available through the City's 311 phone service. The campaign was successfully implemented and there was an increase in 311 call volume during the campaign. There was also a modest increase in non-English calls. The time-limited, single-year campaign did not justify a long term evaluation investment by CEO.

Early Childhood Policy and Planning Positions

A program administered by the Department of Education (DOE) and the Administration for Children's Services (ACS).

CEO FY10 Budget: N/A

CEO funded staff positions in two City agencies to work on early childhood planning. These individuals were well-regarded by their agencies and contributed to an expansion of pre-kindergarten slots. The impact of two staff positions could not adequately be measured and the DOE and ACS continue to coordinate policy without the CEO funded staff.

Rikers Island Educational Expansion

A program administered by the Department of Education (DOE) and the Department of Correction (DOC).

CEO FY10 Budget: \$1,902,000

The Expansion of Educational Programs on Rikers Island initiative expanded basic literacy, numeracy, GED preparation and testing, and vocational training, for inmates ages 19 to 24. The program resulted in few GEDs. CEO discontinued funding for this program in FY11.

Learning Independence for Empowerment (LIFE) Transitions Program

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

CEO FY10 Budget: \$465,000

The LIFE Transitions Program provided transitional services for youth leaving juvenile detention to return to their communities. Community-based organizations provided workshops to youth in secure detention and continued these workshops after youth returned to the community. The curriculum was designed to build positive attitudes toward educational achievement, encourage social activities, and teach youth about careers and economic independence. The evaluation of the program was unable to detect any positive impact on participating youth and therefore CEO discontinued funding in FY11.

Model Education: CUNY Catch

A program administered by the Department of Correction (DOC)

CEO FY10 Budget: \$300,000

In partnership with three community colleges, the CUNY Catch program provides young inmates with post-incarceration educational services, including pre-GED, GED, and college preparatory classes. CEO discontinued funding for this program in FY 11 because of difficulty in meeting performance targets.

Model Education: Mentoring

A program administered by the Department of Correction (DOC).

CEO FY10 Budget: \$320,000

The program provides young, male inmates on Rikers Island with mentoring services, including representation by mentors at court appearances to provide testimony on individual achievements. The program also provides post-discharge transitional services leading to educational and/or job training opportunities. CEO discontinued funding for this program in FY11 because of difficulty in meeting performance targets.

Model Education: Supportive Basic Skills

A program administered by the Department of Correction (DOC).

CEO FY10 Budget: N/A

This program was one of several education and employment programs developed by CEO for court-involved young adults. The initiative offered basic literacy instruction and case management to youth exiting Rikers Island. CEO discontinued this program because the provider failed to serve and improve the reading skills of a sufficient number of participants.

Non-Custodial Parents Initiatives

A program administered by the Human Resources Administration (HRA).

CEO FY10 Budget: N/A

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

Opportunity NYC: Spark

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

CEO FY10 Budget: N/A (privately-funded)

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

Appendix B: List of Evaluation Reports

All reports can be found online at www.nyc.gov/ceo

ACCESS NYC

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

Advance at Work

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

Workforce Innovations: Outcome Analysis of Outreach Career Advancement and Sector Focused Programs. Westat and Metis Associates, 2010.

Business Solutions Training Funds

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

Center for Economic Opportunity

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

Community Partners

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

Workforce Innovations: Outcome Analysis of Outreach Career Advancement and Sector Focused Programs. Westat and Metis Associates, 2010.

CUNY ASAP

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

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

CUNY Prep

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

Rikers Island Educational Expansion

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

Healthy Bodegas

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

New York City Healthy Bodegas Initiative. New York City Department of Health and Mental Hygiene, 2010.

LIFE Transitions Program

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

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

Model Education Programs

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

Early Implementation Report: Model Education — Mentoring. Westat and Metis Associates, 2008.

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

MillionTrees Training Program

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

Nurse Career Ladders: LPN Program

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

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

NYC Justice Corps

Final Report of Year One of NYC Justice Corps Program Implementation. Westat and Metis Associates, 2009.

Office of Financial Empowerment

Early Implementation Report: Office of Financial Empowerment. Westat and Metis Associates, 2008.

Neighborhood Financial Services Study. Office of Financial Empowerment, 2008.

Progress Report on the First Three Years, 2006-2009. Office of Financial Empowerment, 2009.

The \$aveNYC Account: Innovation in Asset Building—A Research Brief. Office of Financial Empowerment, 2009.

Office of the Food Policy Coordinator

Early Implementation Report: Office of the Food Policy Coordinator. NYC Center for Economic Opportunity, 2008.

Opportunity NYC-Family Rewards

A Preliminary Look at Early Education Results of the Opportunity NYC-Family Rewards Program. MDRC, 2009.

Toward Reduced Poverty Across Generations: Early Findings from New York City's Conditional Cash Transfer Program. MDRC, 2010.

School-Based Health Centers

Early Implementation Report: School Based Health Centers. Westat and Metis Associates, 2008.

Sector-Focused Career Centers

Workforce Innovations: Outcome Analysis of Outreach Career Advancement and Sector Focused Programs. Westat and Metis Associates, 2010.

Teen ACTION

Early Implementation Report: Teen ACTION (Achieving Change Together In Our Neighborhood). Westat and Metis Associates, 2008.

Teen ACTION Youth Survey Pilot: Summary of Findings. Westat and Metis Associates, 2008.

Young Adult Internship Program

Early Implementation Report: Young Adult Internship Program. Westat and Metis Associates, 2008.

Evaluation of the Young Adult Internship Program: Analysis of Participant Data. Westat and Metis Associates, 2009.

Young Adult Literacy Program

CEO Young Adult Literacy Program and the Impact of Adding Paid Internships. Westat and Metis Associates, 2011.

Appendix C: Program Data

	FY 2010 ACTUAL	TARGET	% TO TARGET	FY 2009 ACTUAL	% OF CHANGE
ADVANCE AT WORK (SBS)					
Number Enrolled	2,128	2,150	99%	1,871	14%
Number of Unique Individuals Receiving Upgrades	1,672	1,183	141%	1,062	57%
Number Received New Work Support/Benefit	803	645	124%	407	97%
Number of Career Upgrades/Promotions	948	968	98%	749	27%
BUSINESS SOLUTIONS TRAINING FUNDS (SBS)					
Number of Awards	41	40	103%	32	28%
Number of Trainees	1,370	2,375	58%	1,399	-2%
Average Wage Gain for Incumbent Trainees	8%	8%	100%	8%	0%
Number of Trainees Receiving Wage Gain	95%	90%	106%	84%	13%
Number of Low-income Incumbent Trainees (<\$15.00)	64.5%	70%	92%	70%	-8%
Amount of Dollars Awarded (\$ in Millions)	\$2.02	-	-	\$1.69	20%
Amount of Employer Contribution (\$ in Millions)	\$1.38	-	-	\$1.10	25%
CHILD CARE TAX CREDIT (DOF)¹					
Households Claiming Credits	31,789	-	-	40,897	-22%
Total Amount Received by Families (\$ in Millions)	\$15.92	-	-	\$23.44	-32%
Mean Amount Claimed	\$500.75	-	-	\$573.09	-13%
COMMUNITY PARTNERS (SBS)					
Number of Referrals	7,674	-	-	6,854	12%
Number of Job Placements	3,026	2,982	101%	2,912	4%
CUNY ASAP (CUNY)²					
Number Enrolled	1,220	-	-	-	-
Cohort 1: Three-Year Graduation Rate	54.9%	>24.1%	228%	-	-
Cohort 2: One-Year Retention	82.9%	>66.9%	124%	-	-
Cohort 3: Second Semester Retention	87.2%	>81.0%	107%	-	-
CUNY PREP: DAY PROGRAM (CUNY)³					
Number of New Enrollees	400	495	81%	323	24%
Number of Continuing Students	126	-	-	186	-32%
Number of Students who Took the GED	181	-	-	174	4%
Number of Students who Took and Passed the GED	124	136	91%	120	3%
Number Enrolled in College	70	62	113%	77	-9%
CUNY PREP: EVENING PROGRAM (CUNY)⁴					
Number of New Enrollees	360	-	-	321	12%
Number of Continuing Students	142	-	-	117	21%
Number of Students who Took the GED	181	-	-	167	8%
Number of Students who Took and Passed the GED	112	-	-	110	2%

	FY 2010 ACTUAL	TARGET	% TO TARGET	FY 2009 ACTUAL	% OF CHANGE
EARNED INCOME TAX CREDIT MAILING (DOF)⁵					
Households Claiming Credits	7,093	-	-	4,256	N/A
Total Amount Received by Families (\$ in Millions)	\$5.70	-	-	\$3.47	N/A
Mean Amount Claimed	\$803.64	-	-	\$814	N/A
EMPLOYMENT WORKS (SBS/DOP)					
Number Served	1,774	1,824	97%	1,606	10%
Number of Job Placements	762	590	129%	537	42%
Number Placed in Employment at \$9/hr or More	437	413	106%	316	38%
FINANCIAL EMPOWERMENT CENTER (OFE/DCA)⁶					
Number of Clients Intake	5,551	5,000	111%	614	N/A
Number of Counseling Sessions	9,422	10,000	94%	975	N/A
Number of Budgets Created	2,530	1,440	176%	238	N/A
Number of Credit Reports Reviewed	3,656	1,920	190%	324	N/A
Number Screened for Work Supports	171	360	48%	144	N/A
Number of Returning Clients Achieving One or More Milestones or Outcomes	2,013	-	-	-	N/A
Percent of Clients Returning Achieving One or More Milestone or Outcomes	99%	75%	132%	-	N/A
FINANCIAL EDUCATION NETWORK					
Number of 311 Calls Referred to FEN Members	3,503	8,000	44%	4,377	-20%
Number of FEN Directory Searches	17,426	10,000	174%	18,960	-8%
Number of OFE Financial Education Presentations	127	70	181%	-	-
People in Attendance at OFE Financial Education Presentations	5,222	570	916%	-	-
Number of 311 Financial Education Inquiries	7,831	10,000	78%	6,883	14%
FOOD HANDLERS TRAINING PROGRAM (DOC)					
Number of Test Takers (Served)	782	500	156%	551	42%
Number Certified in Food Protection	779	500	156%	550	42%
HEALTHY BODEGAS (DOHMH)					
Number of Star Bodegas that Completed Campaign	56	60	93%	55	2%
Workshops, Presentations, Cooking Demonstrations, and other Events	79	60	132%	22	259%
Percent of stores increasing their stock of healthy foods	88%	-	-	89%	0%
Percent of stores increasing their promotion of healthy foods	98%	-	-	98%	
JOBS-PLUS (CUNY/HRA/NYCHA)					
New Entrants	545	457	119%	-	-
Number of Placements or Promotions	117	101	116%	-	-
Employment Retention After 3-months	31	32	97%	-	-

LEARNING INDEPENDENCE FOR EMPOWERMENT TRANSITIONS PROGRAM (DJJ)*	FY 2010 ACTUAL	TARGET	% TO TARGET	FY 2009 ACTUAL	% OF CHANGE
Number of New Enrollees (in Detention)	814	-	-	1,004	-19%
Number Enrolled in Post-Detention Program	102	150	68%	120	-15%
Number Reached 90-Day Milestone of Program Participation in the Community	54	100	54%	56	-4%
Number Reached 90-Day Milestone of School Re-Enrollment	22	100	22%	40	-45%
MILLIONTREES TRAINING PROGRAM (PARKS)					
Number Served	33	30	110%	32	3%
Number Received Certifications	28	24	117%	25	12%
Number of Job Placements	19	-	-	16	19%
Enrolled in College	3	-	-	-	-
MODEL EDUCATION: MENTORING (DOC)*					
Number of Confirmed Arrivals (Served)	152	150	101%	175	-13%
Number Enrolled in GED	14	50	28%	15	-7%
Number Enrolled in Vocational Classes	16	50	32%	28	-43%
Number Enrolled in College	26	50	52%	23	13%
Number of Job Placements (Part Time)	35	75	47%	17	106%
Number of Job Placements (Full Time)	13	75	17%	19	-32%
NURSE CAREER LADDERS: LPN PROGRAM (HHC/DOE)					
Number of New Enrollees	40	40	100%	40	0%
Number of Program Graduates	39	40	98%	39	0%
Number Passed the LPN Exam	36	40	90%	31	16%
Number Job Placements as LPNs	34	40	85%	23	48%
NURSE CAREER LADDERS: RN PROGRAM (HHC)					
Number of Students at the Start of the Academic Year	73	-	-	85	-14%
Number of New Enrollees (No New Enrollments in FY10)	-	-	-	35	0%
Number of Dropouts Before the End of the Academic Year	26	-	-	47	-47%
Number of Students Retained at the End of the Academic Year	47	-	-	73	-50%
Number of Clinical Students Retained at the End of the Academic Year	28	-	-	-	-
NURSE-FAMILY PARTNERSHIP (DOHMH)					
Number Served	2,296	2,959	78%	2,065	11%
Percent change in maternal smoking during pregnancy	-35%	-20%	175%	-29%	21%
Percent of mothers will initiate breastfeeding	90.4%	75%	121%	89.4%	1%
Percent of mothers will have a subsequent pregnancy by 24 months postpartum	26.0%	<25%	96%	23.0%	13%
Percent of mothers working at 24 months postpartum	48.6%	-	-	51.1%	-5%
Percent of infants will be up-to date with immunizations at 2 years of age	93.3%	>90%	104%	93.7%	0%

	FY 2010 ACTUAL	TARGET	% TO TARGET	FY 2009 ACTUAL	% OF CHANGE
NYC JUSTICE CORPS (CUNY/DOC)⁷					
Number Enrolled	253	250	101%	273	N/A
Number Completed Job Readiness Training	243	-	-	267	N/A
Number Completed Community Benefit Service	188	208	90%	216	N/A
Number of Program Graduates	134	150	89%	135	N/A
Number of Post-Corps Placements	58	128	45%	88	N/A
Number of Post-Corps Retention at Six Months	8	54	15%	31	N/A
NYC TRAINING GUIDE (SBS)					
Number of Site Visitors	570,042	-	-	309,162	84%
Number of Report Cards (Provider Outcomes)	556	-	-	173	221%
Number of Zagat Student Reviews (Student Reviews)	22,557	-	-	2,166	941%
OPPORTUNITY NYC - FAMILY REWARDS (CEO/MDRC/SEEDCO)					
Total Rewards Earned (\$ in Millions)	\$5.33	-	-	\$7.38	-28%
Percent of Eligible Families (N=2400) to Earn Reward	98%	-	-	98%	0%
Average amount Earned by a Family	\$2,582	-	-	\$3,072	-16%
OPPORTUNITY NYC - WORK REWARDS (CEO/HPD/NYCHA/MDRC/SEEDCO)					
Total Number of Participants	2,171	-	-	2,171	0%
Total Rewards Earned	\$844,400	-	-	\$809,500	4%
Percent of Eligible Participants (N=1,603) to Earn Reward	38%	-	-	37%	3%
Average Total Amount of Awards Earned by a Family	\$1,522	-	-	\$1,456	5%
Percent of Eligible Participants (N=1,078) to Earn Work- or Education-Related Milestone	21%	-	-	18%	17%
Average Amount of Escrow Earned by a Family that has Started Employment/Increased Earnings ⁸	\$1,799	-	-	\$1,236	46%
RIKERS ISLAND EDUCATIONAL EXPANSION (DOE/DOC)*					
Number Enrolled	2,410	2,540	95%	1,870	29%
Number Passed the GED	70	125	56%	47	49%
Number Received Vocational Certification	43	160	27%	149	-71%
Number Enrolled in Basic Education	693	1,065	65%	1,015	-32%
\$AVENYC (OFE/DCA)					
Number of SaveNYC Accounts	1,370	1,000	137%	952	44%
Average Initial Deposit into \$aveNYC Accounts	\$713	-	-	\$381	87%
Number of \$aveNYC Accounts that Remained Open for at Least One Year	1,071	-	-	760	41%
Average Match Earned for \$aveNYC Accounts	\$355	-	-	\$189	88%
Average Amount Saved Through \$aveNYC Account	\$1,150	-	-	\$623	85%

	FY 2010		% TO	FY 2009	% OF
SCHOOL-BASED HEALTH CENTERS (DOHMH)	ACTUAL	TARGET	TARGET	ACTUAL	CHANGE
Number Enrolled	8,070	8,715	93%	5,695	42%
Number of Total Clinic Visits	29,255	-	-	20,150	45%
Number of Health Education Visits	3,084	-	-	2,273	36%
Number of Mental Health Visits	2,921	-	-	2,093	40%
Number of Reproductive Health Visits	10,838	-	-	5,474	98%
SECTOR-FOCUSED CAREER CENTERS - HEALTHCARE (SBS)					
Number Enrolled	1,450	-	-	-	-
Number of Placements or Promotions	236	229	103%	-	-
Number of Job Placements	210	80	263%	-	-
Number of Job Promotions	26	149	17%	-	-
Number Placements at \$10/Hour or Above	177	60	295%	-	-
Number Enrolled in Training	175	275	64%	-	-
Number Completed Training	79	206	38%	-	-
SECTOR-FOCUSED CAREER CENTERS - MANUFACTURING (SBS)					
Number Enrolled	781	-	-	-	-
Number of Placements or Promotions	72	207	35%	-	-
Number of Job Placements	69	116	59%	-	-
Number of Job Promotions	3	91	3%	-	-
Number Placements at \$10/Hour or Above	43	87	49%	-	-
Number Enrolled in Training	94	166	57%	-	-
Number Completed Training	43	120	36%	-	-
SECTOR-FOCUSED CAREER CENTERS - TRANSPORTATION (SBS)					
Number Enrolled	2,972	-	-	3,901	-24%
Number of Placements or Promotions	1,365	1,250	109%	1,077	27%
Number of Job Placements	1,020	1,000	102%	822	24%
Number of Job Promotions	345	250	138%	254	36%
Number Placements at \$10/Hour or Above	803	750	107%	617	30%
Number Enrolled in Training	339	275	123%	318	7%
Number Completed Training	251	220	114%	125	101%
TAX CAMPAIGN (OFE/DCA)					
Number of OFE Tax Pilot Program Returns Completed	3,626	1,000	363%	3,925	-8%
Number of VITA Returns Completed	68,981	70,000	99%	77,005	-10%
Number of 311 Inquiries	23,677	30,000	79%	37,324	-37%
Number of Website Visits	48,286	25,000	193%	44,430	9%

	FY 2010		% TO	FY 2009	% OF
TEEN ACTION (DYCD)	ACTUAL	TARGET	TARGET	ACTUAL	CHANGE
Number Served	4,551	3,176	143%	4,581	-1%
Number of Actual Service Hours Completed ⁹	517,931	524,040	99%	478,895	8%
YOUNG ADULT INTERNSHIP PROGRAM (DYCD)					
Number Enrolled	1,360	1,359	100%	1,359	0%
Number Completed Internship	1,249	1,243	123%	1,243	0%
Number Placed in Education/Employment	850	879	97%	877	-3%
9-Month Retention	653	732	89%	697	-6%
YOUNG ADULT LITERACY PROGRAM (DYCD/PUBLIC LIBRARIES)					
Number Enrolled	635	480	132%	619	3%
Number of Literacy Gains	292	240	122%	258	13%
Number Enrolled in GED Class	115	-	-	147	-22%
Number Referred to Employment or Job Training	172	-	-	256	-33%
YOUTH FINANCIAL EMPOWERMENT (ACS)					
New Entrants	154	158	97%	102	51%
Number Enrolled in Financial Literacy Workshops	134	158	85%	102	31%
Number Completed Financial Literacy Workshops	114	110	104%	52	119%
Number of Individual Development Accounts Opened	76	75	101%	60	27%

N/A = not applicable

* = Discontinued programs

1 FY 10 data reflect preliminary data for tax year 2009 and FY 09 reflect 2008.

2 CUNY ASAP program targets are based on the comparison group performance.

3 Data reflect participants from school year 2009-2010.

4 Ibid.

5 FY 10 reflects preliminary data for tax year 2007 and FY 2009 reflects tax year 2006.

6 In FY 2009 there was one Financial Empowerment Center, with one full time counselor. In FY 2010, the program expanded to four Financial Empowerment Centers with 12 full time counselors.

7 FY 10 figures are based on Program Year 2 which is still in progress.

8 In addition to participants earning more in escrow funds in FY10, an additional 137 households started earning escrow for the first time in FY10.

9 Each participant is expected to complete 165 service hours per year. Service hours are calculated by multiplying the number served by 165 service hours.

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Nursing Career Ladder students at LPN graduation



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